

TFYP STEERING COMMITTEE Sr. No. 9/2001

***REPORT OF***  
**THE STEERING COMMITTEE**  
**ON**

**ELEMENTARY AND ADULT**  
**EDUCATION**

**FOR**  
**THE TENTH FIVE YEAR PLAN**  
**(2002-2007)**



सत्यमेव जयते

**GOVERNMENT OF INDIA**  
**PLANNING COMMISSION**

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## FOREWORD

A litmus test to ascertain the health of a country is to find out how far its process of economic growth has been able to achieve human development. Human Development is a process of enlarging people's choices, the most important, *inter-alia*, being the right to have education. Basic education is thus recognized not only as one of the most critical inputs in the process of human development but also a dominant route for intergenerational resource transfers.

Recognizing the importance of education, a constitutional obligation was created on the part of the Government vide Article 45 of the Constitution which states, "The State shall endeavour to provide within a period of 10 years from the commencement of the Constitution for free and compulsory education for all children until they complete the age of 14 years." Universalization of Elementary Education (UEE) has, therefore, been accepted as a national goal since 1950 and the country began its journey towards its achievement by opening more and more primary schools across the country. The system has grown enormously in size and coverage during the last 54 years and crossed several milestones. Beginning with a situation where four out of five persons were illiterate, two out of ten children went to school, today nearly two out of three persons are literate and four out of five children in the age group 6-14 years are in school. The progress made in the decade of nineties in elementary education has marked a significant note towards these achievement levels. In the pursuit of the goal of providing basic education, the National Policy on Education, 1986 with its revision in 1992 and the World Declaration on Education For All, adopted in 1990, gave further boost to the various processes set in motion in the country. However, the journey is not yet over as the present levels still fall short of meeting the goal of basic education for all.

The main task is to maintain the momentum created by the progress made in the last decade, to consolidate the gains, to capitalize on the enlarged base created by the progress, to achieve the global frontiers of knowledge as rapidly as possible by closing existing gaps and keep up the pace by placing greater emphasis on the development of communication skills with increasing mastery over information technology. It is now increasingly perceived that the education system must provide basic education with content and process, which should be able to prepare individuals with knowledge and aptitudes, as well as the critical faculty and the ability to act. The approach and strategy of providing Elementary Education should now have a kink indicating a clear and marked shift in the emphasis from providing access to basic education to providing quality education.

Keeping this perspective in view, the Steering Committee constituted by the Planning Commission deliberated upon the plans and policies for the Tenth Five Year Plan. The Committee held extensive discussions on all aspects of elementary & adult education with special emphasis on the Mid-Day Meal scheme, Teachers' Education, curriculum development, revamped plans and policies of Adult Education, and the Financial Outlays required to achieve the laid down targets. The viewpoints of the Committee, after taking into consideration the recommendations of the Working Group on Elementary and Adult Education, are presented in the report. It is my great pride and privilege to place the Steering Committee's Report in the hands of all who are engaged in making India an educated and knowledge society in the near future.

Date :  
New Delhi

( Dr. K. Venkatasubramanian )  
Member,  
Planning Commission

# Preface

The commitment of the State to provide free and compulsory education to all children up to the age of 14 years was envisaged in the Indian Constitution. This was perceived as the basic entitlement of the citizens, the minimum that the State owed to its people and something that had a critical role in the nation's socio-cultural and economic development and the well being of India's democracy. The significant impact of basic education on reduction in poverty, improvement in income distribution, improvement in health and nutritional status, on fertility and population growth, and its positive relationship with general social, political and economic development, and overall quality of life are well recognized.

Universalization of Elementary Education and Adult Literacy always had an emotive tinge in national discourse and policy deliberations. The National Policy on Education, 1968; National Policy on Education, 1986 as revised in 1992; and the World Declaration on Education For All in 1990, to which India was one of the signatories, laid emphasis on fulfillment of the Constitutional obligation of UEE. Five Year Plans repeatedly promised to take the nation towards achieving this goal. Elementary education was also included in the 'National Programme of Minimum Needs' that was subsequently revised as the 'Basic Minimum Services (BMS)' and is presently the 'Prime Minister Gramodaya Yojana (PMGY)' and this inclusion had positive implications, as it prevented reallocation of approved outlays away from Elementary Education. These interventions have yielded significant results over the years particularly in the decade of Nineties. The provisional estimates of Census 2001 indicate the jump of 13.17% in literacy rate during the decade of nineties, which was the highest ever since 1951. Besides, for the first time, the absolute figures of illiterates has gone down by 3.19 crores in spite of increasing population, while the number of literates went up by a phenomenal 20.36 crores, and today nearly three-fourth of the male population and more than half of the female population are literate.

Though the system has expanded enormously over the years, it has, however, not been able to overcome the resilience of certain pockets leading to persistent disparities among different geographical regions as well as between different social groups. Thus even after more than five decades of development planning, and despite several strategies adopted, programmes and schemes launched, the goal of basic education for all is still elusive. The challenge before us is, therefore, to evolve such a strategy that the goals of Universalisation of Education and fully literacy, i.e. sustainable threshold level of 75 per cent are achieved within the time frame now stipulated under *Sarva Shiksha Abhiyan and National Literacy Mission* respectively with special emphasis on excluded regions and disadvantaged groups including the disabled. This perspective guided the deliberations of the Steering Committee constituted by the Planning Commission to formulate broad objectives and identify the thrust areas in the field of elementary education and also to work out the operational strategy for achieving the goal of Education for All. With the able guidance of the Chairman, Dr K Venkatasubramanian, the Committee finalized its Report, essentially reflecting the views of the Members of the Steering Committee after taking into consideration the recommendations of the Working Group on Elementary and Adult Education.

As the Member-Convener of the Steering Committee, I place on record my gratitude to Dr K. Venkatasubramanian, Chairman of the Steering Committee who guided the deliberations of the Steering Committee. I would also like to place on record my sincere thanks to the Chairmen of the Working Groups and Members of the Working Groups and the Steering Committee for their valuable participation and contribution, which immensely helped in framing the views and drafting the Report of the Steering Committee. Last but not the least, I express my thanks to my Officers and the staff of the Education Division for their able support without which it was not possible for the Committee to complete this task.

Date:  
New Delhi

(Smt. Kiran Aggarwal)  
Principal Adviser (Education)  
And  
Member-Convener

# CHAPTER - I

## INTRODUCTION

### 1. Education and Economic & Human Resource Development

1. Education is a critical input in human resource development and is essential for the economic growth of the country. In an increasingly competitive international economic environment, investment in education becomes an indispensable instrument to help maintain India's comparative advantage. Successful transitions from subsistence agriculture to modern agriculture, from basic industry to higher technology, from manufacturing to provision of services, all depend on the quality of human capital; and the quality of human capital depends to a large extent on investment in the social sectors, including education, health, and nutrition. The major indicators of socio-economic development viz., the growth-rate of the economy, birth rate, death rate, infant mortality rate (IMR) and literacy rate are interconnected but the literacy rate has been the major determinant of the rise or fall in the rate of other indicators. The conclusion that literacy and education of women lead to a higher pace of population control and to greater economic productivity has awakened the world to the need to focus upon literacy and elementary education programmes not simply as a matter of social justice but more pertinently as a matter of economic growth, social well-being and social stability. There is enough evidence even in India to show that a high literacy rate, especially in the case of women, correlates with low birth-rate, low IMR and increase in the rate of life-expectancy.

2. Investment in education especially in basic education, therefore, has a high rate of return – that is, the value of the benefits to the individual and to society exceed the cost of the investment by a large margin. Experiences also clearly demonstrate that investment in basic education is a prerequisite for economic development, and that continuing investment in quality education at all levels together with development of appropriate skills for the workforce is a prerequisite for continuing economic growth, particularly in an era of rapid and revolutionary advances in Information and Communications Technology (ICT). Workforce skill development facilitates the shift to higher order technology, improves productivity, and helps to maintain economic competitiveness. Higher education sharpens the cutting edge of development by fostering capacity for innovative research, strengthening higher-level management skills, and enhancing local research and development capacity. Continuing and adult education programmes allow individuals to pursue both professional and personal development over a lifetime.

3. Our national leaders had recognized the significance of education, as an investment in socio-economic development, very early and they had, therefore, persistently struggled for universalization of primary education as a part of the freedom movement. After independence, Article 45 of the Indian Constitution as well as several Committees and Commissions stressed education as the foundation of national reconstruction and up-gradation of the people's quality of life. The National Policy on Education (NPE) (1992) has once again highlighted the importance of literacy and elementary education as an inescapable investment for human development. Provision of equality of opportunity through Universalisation of Elementary

Education (UEE) as also the instrumentality of UEE for strengthening social cohesion and the democratic process, are now recognised as the most crucial aspects of educational action in all developing countries including India. Government of India has already made up its mind to make education a fundamental right of the citizens of the country and Parliament has recently unanimously passed the Legislative Bill to introduce requisite amendments in the Indian Constitution to translate the noble thinking into action and reality.

4. It was the overall perspective of Education that guided the deliberations of the Steering Committee and the Working Group on Elementary and Adult Education constituted by the Planning Commission in the context of formulation of the Tenth Five Year Plan.

## **2. Steering Committee and Working Group on Elementary & Adult Education**

5. To formulate broad objectives to identify thrust / priority areas in the field of elementary and adult education and also to work out the operational strategy for achieving the targets of UEE with a view to provide Education For All, Planning Commission constituted a Steering Committee on Elementary & Adult Education under the chairmanship of Dr. K. Venkatasubramanian, Member, Planning Commission vide Order No. No. M12015/14/2000-Edn dated 6<sup>th</sup> December 2000 (Annexure-I). Planning Commission had also constituted a Working Group on Elementary & Adult Education vide Order No. M-12015/7/2000-Edn. dated December 7, 2000 (Annexure-II) basically to review the existing plans and programmes under elementary & adult education and also to suggest ways and means to achieve the aim of UEE with its financial implications especially in the Central Sector.

## **3. Meetings, Materials & Deliberations of the Steering Committee**

6. The Steering Committee had two sittings – first time on January 22, 2001 and second and final meeting held on October 5, 2001. The resource support to the first meeting of the Committee was provided in the form of (a) “Background Paper” prepared by the Education Division of Planning Commission which basically presented a review of on-going plans, programmes and policies in the area of elementary and adult education; (b) brief presentation made on various programmes and schemes being implemented by the Department of Elementary Education & Literacy (DEE & L) on elementary and adult education. The Committee deliberated at length on the terms of reference set out for the Working Group on Elementary & adult Education and approved them with modifications wherever considered necessary. Stressing on the need for achieving the objectives of UEE, the Committee suggested that the Working Group should focus on the achievement of the goal and suggest the plans and programmes towards that end. The summary record of discussions of the first meeting is at Annexure-III.

7. In its second meeting, the Committee considered the report of the Working Group on Elementary & Adult Education and deliberated at length on the programmes & policies prepared by the Group which were, in turn, based on the recommendations of its four Sub-Groups on Elementary Education, Mid-Day Meal Scheme, Teachers’ Education and Adult Education. The recommendations of the Working Group were presented before the Committee in the form of power point presentations by Secretary (EE&L), JS(EE), JS(AE) and other officials of the Department of Elementary Education & Literacy, MHRD. The Committee discussed in great

detail the recommendations of the Working Group, especially on Mid-day Meal Scheme and Teacher' Education and adopted them with certain modifications. Secretary (EE&L) also made a presentation on financial outlays projected by the Working Group for the Tenth Five Year Plan for Elementary & Adult Education with two alternative scenarios : (i) if the scope of the MDM scheme is limited to the present coverage of only primary schools and (ii) if the scheme were to be extended to upper primary and government aided schools. The Committee deliberated on the financial implications of both scenarios and decided unanimously to adopt the financial projections made by the Working Group under the first scenario. The summary record of discussions of the second meeting of the Committee is at Annexure-IV.

#### **4. Design of the Report**

8. Apart from the Chapter-I on introduction, the Report has four Chapters, while in Chapter-II, an overview including existing scenario of elementary and adult education is provided, Chapter-III lists the Challenges and Tasks Ahead, particularly keeping in view the targets of UEE and providing quality education for all. Chapter-IV highlights the programmes & strategies for the Tenth Five Year Plan, especially emphasizing the areas of interventions by the Government. The financing of elementary and adult education is dealt with in Chapter-V.

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## CHAPTER - II

### ELEMENTARY & ADULT EDUCATION: AN OVERVIEW

#### 1. Review of Past Performance

1. India's basic educational system today is in large part a consequence of its past. The literacy rate in India remained appallingly low at less than 10% among all adults as late as in 1931. The provision of free and compulsory education to all the children till they reached the age of 14 years was accepted as the responsibility of the State for the first time during early 1940s. The Post-war Plan of Education in India (1944) recommended the provision of free and compulsory education to all the children in the age group 6-14 years in a phased programme over a period of 40 years. However, national leadership was determined to telescope the process and a Committee under the chairmanship of B.G. Kher recommended that the goal should be achieved by 1960. It was this recommendation that formed the basis of Article 45 of the Indian Constitution enjoining that the "State shall endeavour to provide within a period of 10 years from the commencement of the Constitution for free and compulsory education for all children until they complete the age of 14 years". The task of providing basic education for all, with concrete plans of action, however, gained greater momentum only after the National Policy of Education (NPE), which was announced in 1986 and revised in 1992. With the World Declaration on Education for All (EFA) adopted in Jomtein in 1990, basic education, in all its facets such as ECCE, elementary education, education for adolescents, adult education, gender equality and quality improvements, has been the focus of international attention. These international developments together with several positive developments within the country brought to the centre stage the need for recognizing basic education as a fundamental right of every citizen.

2. The Government of India in partnership with State Governments has made a number of attempts to fulfill the Constitutional obligation and national aspirations and has launched a variety of programmes towards this end. Though significant improvements are observed in terms of various indicators, the ultimate goal of providing universal quality education for all still remains to be achieved. An ever increasing population, financial and organizational constraints, socio-economic problems and finally the lack of political will appear to have been the main hurdles in achieving this goal. This Chapter presents a snapshot view of the present basic education scenario in the country.

#### 1.1 Growth of Literacy

3. Over the decades, literacy rates have shown substantial improvement in India. The total literacy rate was only about 18 % in 1951, which rose to 52.21% in 1991. The provisional results of the census 2001 indicate that literacy rate has gone up to 65.38 %, 75.85 % for males and 54.16 % for females. For the first time, the number of illiterates has, in absolute terms, decreased by 31.9 million. Number of literates on the other hand has increased by 203.6 million during the last decade. The female literacy rates during the last decade has increased by 14.87% as against 11.72% for males thus bridging the male-female literacy rates to 21.7 % as

against the differential of 24.84% in 1991. It is significant to note that all States without exception have registered an increase in the literacy rates of both males and females.

## **1.2 Enrolment Trends**

4. Considerable progress has been made in enrolment at primary and upper primary levels of education. Enrolment at primary level increased from 19.16 million in 1950-51 to 113.61 million in 1999-2000. Compared to primary level, the growth in enrolment at the upper primary level has been much more impressive and substantial although still not adequate to attain the goal of universal enrolment of children up to the age of 14 as enjoined by the Constitution of India. From a 3.12 million in 1950-51, enrolment at the upper primary level increased to 42.06 million in 1999-2000, indicating a 13.5 times increase as against six times at the primary level.

5. The percentage share of girls to total enrolment, both at primary and upper primary levels, has increased considerably and consistently between 1950-51 (28.1 per cent) and 1999-2000 (43.6 per cent). However, girls' share to total enrolment at the upper primary level (40.4 per cent) continues to be lower than their share at the primary level (43.6 per cent) in 1999-2000.

## **1.3 Enrolment Ratios**

6. The Gross Enrolment Ratio (GER) at primary and upper primary levels improved significantly between 1950-51 and 1999-2000 i.e., GER has increased from 42.6 to 94.9 for primary and from 12.7 to 58.79 for upper primary during the period. The boys-girls differential in GER at the primary and upper primary levels has declined significantly from 28.5 and 29.6 percentage points in 1990-91 to 22 and 18 percentage points in 1999-2000.

7. The Net Enrolment Ratios (NER), which are obtained by disregarding underage and overage children enrolled in grades I-V and VI-VIII, were significantly lower than GER in case of both boys and girls. 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 primary level was 71 per cent, which suggests that at least 29 per cent of children of the specific 6-10 age group continued to remain out of school in 1997-98. Educationally backward States, and within them backward districts, have lower NER than the all-India average of 71 per cent.

## **1.4 Educational facilities:**

8. Availability of schooling facilities is measured by a set of indicators concerning access. As per norms, a habitation (cluster of households) is entitled to have a primary school, if it has a total population of 300 and more, and has no school within a distance of one kilometer. For upper primary schools, the corresponding norm is total population of 500 and more, and a distance of three kilometers. These norms are often relaxed in case of hilly and tribal areas, difficult terrains and border districts.

9. During the period 1950-51 to 1999-2000, the number of primary schools has increased by more than 3 times from 2.10 lakhs in 1950-51 to 6.42 lakhs in 1999-2000 whereas the number of upper primary schools increased 15 times from 1,36,000 in 1950-51 to 1,98,000 in 1999-2000. In 1950-51, the ratio of upper primary school to primary schools was 1:15, which has come down to 1:3.2 in 1999-2000.

10. The total number of teachers increased from 6.24 lakh in 1950-51 to 32.17 lakh in 1999-2000, i.e, registering an increase of more than five times, while the number of female teachers increased from 0.95 lakh in 1950-51 to 11.52 lakh in 1999-2000, an increase of twelve times. The percentage of female teachers to total teachers which was 15.2% at primary level and 15.1% at upper primary level have increased to 35.6 and 36.1% respectively. However, the teacher-pupil ratio (TPR) has worsened over the years. During 1950-51, the TPR in primary schools was 1:24, and in middle schools it was 1:20. In 1999-2000, this ratio has increased to 1:43 in primary schools and 1:38 in upper primary schools.

11. Despite increase in the number of habitations and population, both the percentage of habitations and rural population served by primary and upper primary schools / sections within a distance of 1 and 3 kms. has increased significantly. Of the 10,61,000 rural habitations in the country, 52,800 (about 50 per cent) had a primary school / section each within the habitation itself in 1993-94. About 83.4 per cent habitations had a primary school/section within or at a walking distance of 1 kilometer. Presently, about 1,00,000 habitations continue to remain unserved as per prescribed norms. The alternative and innovative programme envisages opening of non-formal education centres in habitations where opening of a full-fledged school is not economically feasible or academically viable.

12. Over a period of time, infrastructure and other facilities in schools have also improved significantly although a large number of primary and upper primary schools continue to suffer from deficiencies making it difficult for schools to function smoothly and preventing them from providing optimal conditions for teaching and learning.

## **2. REVIEW DURING THE NINTH FIVE-YEAR PLAN: ELEMENTARY EDUCATION**

### **2.1 Approach**

13. The Ninth Five Year Plan regarded education as the most crucial investment in human development. Prime Minister's Special Action Plan 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 Ninth 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.

14. 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 organisations;
- ❑ Advocacy and media campaign for UEE; and
- ❑ Provision of opportunities for non-formal and alternative education for out-of-school children in the most backward areas and for un-reached segments of the population in response to local needs and demands articulated at the grass-root level; and
- ❑ 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.

## **2.2 Intervention Strategies**

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

### **2.2.1 Programme of Minimum Levels of Learning (MLL)**

16. The Programme of Minimum Levels of Learning (MLL) has been introduced in most States. The Programme aims at specifying competency levels which children are required to attain in language, mathematics and in environmental studies, in classes 1 to 5 and to reorient the teaching learning process to facilitate achievement of these. Several States have successfully used the idea of MLL to launch a number of activities including revision of text books, change in curricula and teaching methodologies, as well as in the content of teachers training.

### **2.2.2 Operation Blackboard**

17. The Scheme of Operation Blackboard which aimed at improving class room environment by providing infrastructural facilities, additional teachers and teaching learning material to primary schools and by provision of a third teacher to such schools where the enrolment figure exceeded 100 has been extended to upper primary schools. 5.23 lakh primary schools and 1.27 lakh upper primary schools have been provided funds for development of academic infrastructure (teaching learning material). About 1.50 lakh posts of additional teachers for single teacher primary schools, 0.75 lakh posts of additional teachers at the upper primary stage and 0.83 lakh posts of third teachers have been sanctioned so far. It is a matter of concern, however, that several States are reluctant to create the additional posts of teachers sanctioned under OBB due to the condition that recurring liabilities on account of salary of teachers would stand transferred to the States at the end of the year.

### **2.2.3 Restructuring and Reorganization of Teacher Education**

18. The scheme of Restructuring and Reorganization of Teacher Education envisaged strengthening of the institutional base of teacher training and for taking up special programmes for training of teachers in specified areas and other non-institutional programmes for teacher training. The scheme also envisages setting up District Institutes of Education and Training (DIETs) in each district to provide academic and resource support to elementary education teachers and non-formal and adult education instructors; establishment of Colleges of Teacher Education (CTEs) and Institutes of Advanced Studies in Education (IASEs), to organize pre-service and in-service training for secondary teachers; strengthening State Council of Educational Research and Training (SCERT) in States; orienting teachers in use of Operation Blackboard material; and implementation of Minimum Learning Level (MLL) strategy. Under this scheme 461 DIETs, 85 CTEs, 37 IASEs have been sanctioned so far. More than 14.23 lakh teachers have been given training under the Special Orientation Programme of Primary Teacher (SOPT) in the use of OB material and implementation of MLL strategy. The scheme has recently been revamped with greater thrust on improving quality of teacher training institutions in partnership with States. The revised scheme provides for more assistance to States; MOU with States to improve efficiency of key resource institutes; widening the scope of Special Orientation Programme for school teachers; and enhancing capacities of existing personnel for management of teacher education programmes.

### **2.2.4 District Primary Education Programme (DPEP)**

19. The District Primary Education Programme (DPEP) which is assisted by the World Bank and European Union aims at operationalising the strategies for achieving UPE/UEE through district specific planning and disaggregated target setting in low female literacy districts and builds on successful TLC campaigns which have created a favourable climate for universalisation. The project is funded 85% by external agencies through the Central budget and the remaining 15% by the concerned State Governments. The programme components include construction of class rooms and new schools, opening of the non-formal / alternative schooling centres, appointment of new 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 resource centres / cluster resource centres, teacher training, interventions, development of teaching-learning material, research and a thrust for education of girls, SC/ST etc. A new initiative of providing integrated education to disabled children and distance education for teacher training has also been incorporated in the DPEP scheme.

20. DPEP has opened 10,000 new formal schools and over 56,000 alternative schools covering 20 lakh children besides conducting 20,000 bridge courses. It has set up over 10,000 ECE centres and strengthened more than 50,000 pre-primary centres of Anganwadis. DPEP has provided training to over 3 million community members and about 1 million teachers. About 26,300 school buildings, 34, 200 class rooms and 11,100 resource centres have been completed or are in progress in DPEP districts. The programme now covers about 50 per cent of the children in primary stage in the country spread over 271 districts in 18 States.

### **2.2.5 Shiksha Karmi Project and Lok Jumbish Project in Rajasthan**

21. Two of the externally aided projects for basic education are the Rajasthan Shiksha Karmi Project (SKP) and Lok Jumbish Project (LJP) in Rajasthan which are also innovative

projects aimed at universalisation of elementary education together with qualitative improvement in remote and socially backward villages with a primary focus on gender. The projects respond to some of the major obstacles in achieving UEE, namely, teacher absenteeism, high rate of dropouts, working children, uninteresting teaching methods, lack of contextual learning materials, low motivation and competence of teachers, a centralized and inflexible approach etc. There is a special emphasis on community participation in these projects. Non Government Organizations (NGOs) and the community play a pivotal role in the implementation of the SKP. The Village Education Committee (VECs) have contributed a lot to the improvement of school environment, augmentation of infrastructure and facilities, larger enrolment of children through school mapping and micro-planning in the Shiksha Karmi Schools. There has been a seven-fold increase in the enrolment of children in the schools taken over by the project. SKP covers 2708 villages in 147 blocks spread over 31 districts.

22. The Lok Jumbish Project (LJP) has been able to set up innovative management structures incorporating the principles of decentralization and delegation of authority as well as building partnerships with local communities and the voluntary sector. LJP has also made a positive contribution to quality improvement through the development of improved MLL based textbooks from Classes IV, which are also being used in all schools in Rajasthan. LJP has conducted school mapping in 8921 villages, opened 2560 Sahaj Shiksha Centres covering 47,000 children and started 529 new primary schools and 268 upper primary schools. The programme has also strengthened 239 pre-school centres of Anganwadis and formed over 7600 Mahila Groups.

### **2.2.6 Mahila Samakhya**

23. Another externally assisted programme with a specific focus on gender is Mahila Samakhya, started in 1989 in 5 States, aims to promote women's education through empowerment. The Mahila Samakhya (MS) programme for women's education and empowerment of women in rural areas, particularly women in socially and economically marginalized groups, endeavours to create a learning environment where women can collectively affirm their potential, gain and strength to demand information and knowledge, and move forward to change and take charge of their lives. MS has reached the poor and marginal women who have been able to overcome social barriers and are addressing social issues such as child marriage, child labour, and violence against women. A pool of aware women has been created through the Mahila Shikshan Kendras and there is an ever-increasing demand for literacy and the education for their daughters and grand daughters. This has had social implications in terms of delaying marriage of girls. The programme is currently implemented in over 9000 villages in 53 districts spread over 10 States.

### **2.2.7 Mid-Day Meal Scheme (MDM)**

24. The National Programme of Nutritional Support to Primary Education commonly known as Mid-day Meal Scheme was launched in 1995. It aims to give a boost to universalization of primary education by increasing enrolment, retention and attendance and simultaneously impacting upon nutritional status of students in primary classes. The scheme envisages serving cooked meals with calorie value equivalent to 100 gms. of wheat or rice per student per school day. The number of children covered under the programme has risen from 3.34 crore in about 3.22 lakh schools in 1995-96 to 10.51 crore in about 7.92 lakh schools spread over 576 districts

in the country in 2000-2001. It is targeted to cover 10.72 crore children in 578 districts during 2001-02. Over 15 lakh tonnes of food-grains were lifted during 2000-01 compared to 14 lakh tonnes in the previous year. Currently, only 6 States, namely Gujarat, Kerala, Orissa, Tamil Nadu, 174 tribal blocks in Chhatisgarh and Madhya Pradesh and U.T. of Pondicherry are providing hot cooked meals under the programme. In Delhi, ready-to-eat food is being distributed. The remaining States / UTs are distributing food-grains (wheat/rice).

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

26. Despite the fact that the scheme, as pointed out by the Evaluation Studies, has boosted the enrolment as well as retention of students, it has not been successful in achieving its ambitious targets for nationwide coverage. Some of the weaknesses of the programme are highlighted as below:

- ❖ Non-implementation of a cooked meal programme has impaired the objectives set in the Scheme.
- ❖ Enrolment data provided by the States each year and on the basis of which food-grains are allocated for 10 academic months is not available. This is evident in the fact that there is a mismatch between allocation and liftment of food-grains.
- ❖ Inability of States to arrange the delivery of food-grains in time has also eroded the utility of the scheme. In this context, the non-availability of funds with the implementing agencies to meet the initial expenditure on transportation charges to be reimbursed later from the Central Government, has been stated to be a major hurdle in delivery of food-grains in time, particularly in far flung areas.
- ❖ Lack of awareness, advocacy etc., of the scheme has not been able to attract the community participation in its implementation.
- ❖ As the initial arrangement for MIS through National Informatics Centre (NIC) net did not start off, close monitoring and supervision of the programme was negligible, resulting in furnishing of erratic reports on utilization as well as beneficiaries covered under the scheme.

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

27. The scheme of non-formal education (NFE) introduced in 1977-78 on a pilot basis and expanded in subsequent years focused on out-of-school children in age group of 6-14 years who have remained outside the formal system due to socio-economic and cultural reasons. The scheme was initially limited to 10 educationally backward States with coverage of urban slums, hilly, tribal, desert areas. It is observed that the scheme was fraught with many lacunae – poor

quality, lack of enthusiasm of teachers, poor quality of training, ambiguity in curriculum and textbooks, lack of community participation, weak management system, insufficient outlay, non emphasis on mainstreaming etc. Moreover, most of the NFE centres were in habitations already served by formal schools. The programme was revised under the name "Education Guarantee Scheme and Alternative and Innovative Education" (EGS & AIE) in the year 2000. It provided for opening Education Guarantee Scheme schools in unserved habitations where there are no schools within a radius of 1 km. EGS&AIE will support diversified strategies for out-of-school children including bridge courses, back to school camps, seasonal hostels, summer camps, mobile teachers and remedial coaching. The investment cost per child per year has been increased from Rs 375 to Rs 845 at the primary level centre and from Rs 580 to Rs 1200 at upper primary level.

### **2.2.9 Janshala (GOI-UN) Programme**

28. Janshala (GOI-UN) Programme is a collaborative effort of the Government of India and five UN agencies – UNDP, UNICEF, UNESCO, ILO and UNFPA to provide programme support to the on-going efforts towards achieving UEE. Janshala, a community based primary education programme, aims to make primary education more accessible and effective, especially for girls and children in deprived communities, marginalized groups, SC/ST minorities, working children and children with special needs. A unique feature of the Janshala is that it is a block-based decentralized programme with emphasis on community participation. UNDP, UNICEF and UNFPA have committed to contribute \$ 20 million for the programme while UNESCO and ILO have offered technical know-how. The programme covers 129 blocks in nine States – Andhra Pradesh, Jharkhand, Karnataka, Madhya Pradesh, Chhattisgarh, Maharashtra, Orissa, Rajasthan and Uttar Pradesh – with a total project outlay of Rs 98.29 crore. Janshala programme is to run for five years, from 1998-2002. At the State level, the programme is implemented through existing structures of educational administration. Janshala has started a large number of alternative schools in small and remote habitations in the programme areas, besides evolving strategies and setting up schools in urban slums of Jaipur, Hyderabad, Ajmer, Bharatpur, Puri and Lucknow with community participation. Other major areas of achievement are in teacher training, multi-grade teaching, intervention for education of the disabled, setting up of block and cluster resources centres and strengthening capacities at State, district and block level.

### **2.2.10 Sarva Shiksha Abhiyan (SSA)**

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

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

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

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

### **Achievements**

33. As a result of the interventions mentioned above, in terms of access, as revealed by Sixth All-India Education Survey, 1993, 94% of the rural population living in 8.26 lakh habitations have now a school within a walking distance of one km. and 84% of this population have now an upper primary school within a walking distance of 3 kms. The situation has improved significantly thereafter as these figures relate to the year 1993. During the first three years of the Ninth Five Year Plan (1997-2000), over 43,000 new schools were opened and 1.3 lakh new teachers were added in the primary schools as against more than 21,000 new schools and 1.02 lakh new teachers in the upper primary schools. Gross enrolment ratio in primary level increased from 90.6 % in 1996-97 to 94.9 % in 1999-2000 while at upper primary level it declined from 62.4 % to 58.8 % during the same period. Dropout rate at primary level declined from 42.4 % in 1998-99 to 40.3 % in 1999-2000, while in elementary stage it reduced from 56.8 % to 54.5 % during the period of one year. Despite the significant improvement in access to elementary education, the achievement so far in the Ninth Five Year Plan is short of the target as the Plan had envisaged additional enrolment of 250 lakh children in primary and 160 lakh in upper primary besides construction of 75,000 school buildings/ additional classrooms at the elementary stage. The Plan also targets appointment of 2.36 lakh teachers at primary level and 1.75 lakh teachers at upper primary level.

### **3. ADULT EDUCATION**

34. While Adult Education efforts in the pre-independence period were modest, there was a considerable degree of awareness of the importance of adult education, and gradual emergence, at the policy level, of the view that the state must shoulder the primary responsibility in this regard. Report of the Adult Education Committee of the CABE in 1939 showed, there was an awareness of the crucial role of primary education in eliminating illiteracy and that primary education is the only effective and permanent solution of the problem of illiteracy.

35. In the period immediately after the Independence and through the successive Five Year Plans, the strategy formulated to provide education to the masses made a distinction between UEE and adult education and attached over-riding priority to primary education on the assumption that the expansion of primary education would automatically take care of the problems of illiteracy. However, the first Five Year Plan document recognized that in a country where 80% of the population is illiterate, democracy will not take roots without a nation-wide programme of primary education. But, at the same time, even such a programme would be considerably handicapped without a corresponding programme of adult education. In the Second Five Year Plan only Rs.4 crore out of Rs. 273 crore was allocated to adult literacy. In the Third Plan, the figure came down to Rs.2 crore out of Rs. 589 crore, which amounted to only 0.3 per cent of the budget. The Fourth Plan reflected the Kothari Commission report on education and yet adult education received only 0.6 per cent of the expenditure. In the Fifth Plan, the share for adult literacy was Rs.32 crore out of Rs.1286 crores, which amounted to only 2.48 per cent of the total budget.

36. It was only in 1977-78 that the Government decided to accord due weightage to adult education along with the programme of UEE and a programme “National Adult Education Programme (NAEP)” was launched on October 2, 1978. For the first time, adult education was put on educational agenda of the nation and thereby made central to the development approach that was pursued. Accordingly, an allocation of Rs. 200 crore was made in the Sixth Plan which was more than six-fold increase over the Fifth Plan provision. However, the NAEP did not work out because it was traditional, honorarium based, hierarchical and government-funded and controlled. With launching of the National Policy on Education, 1986, a thorough review of the strengths and weaknesses of past programmes of adult education was undertaken and wide-ranging consultations organized. As a result, the Government initiated a move to start a number of “missions”, most of them for application of modern science and technology to developmental issues concerning the disadvantaged social groups. The National Literacy Mission (NLM) started in 1988 was one such mission with the following aims:

- increase motivation – the central issue in literacy;
- secure participation through positive environment creation and mass mobilization;
- increase Voluntary Agencies involvement; enhance quality of existing programmes with improved techno-pedagogic inputs;
- launch mass movement for expanding Mass Functional Literacy Programme (MFLP), hitherto confined to university, college and Secondary / Hr. Secondary schools, to include different sections of society;
- ensure availability of quality learning materials, aligned to mission goals;
- universalise outreach of literacy learning facilities to all parts of the country by 1990; and

- establish Mission Management System for monitoring and concurrent correctives.

### 3.1 Reviews during the Eighth Plan and Ninth Plan

37. Creating a need for literacy among people was the major issue facing NLM when it set out in 1988 on the task of making 80 million literate. The Total Literacy Campaign (TLC) and Post Literacy Campaign (PLC) continued to be the dominant strategies of NLM during the Eighth Plan period for creating a mass upsurge of need and demand for literacy. The salient features of the basic strategy adopted in the Eighth Plan were as under:

- Full Literacy for India by 2005 A.D., with 100 million persons in 15-35 age-group to be covered by 1998-99, as part of the Common Minimum Programme.
- The ratio of funding the Tribal Sub-Plan to be raised to 4:1 instead of the usual ratio of 2:1 and the enhanced ratio to be shared between the Centre and State Governments.
- Launching of Operation Restoration in those areas where the TLC had not taken off well due to natural calamities and other causes.
- Funding of Voluntary Agencies on 100% basis and decentralization of funding; through leading VAs or State Resource Centres, by setting up a VE Cell.
- Funding of State Resource Centres (SRCs) on 100% basis by the Centre.
- Devolution of the sanctioning powers to the States as soon as 50% of the population in half the districts in the State achieves NLM norms.
- It was proposed to continue the NLM during the Ninth Plan (1997-2002).
- A revised scheme of Continuing Education for Neo-literates was approved replacing the earlier scheme of Post Literacy and Continuing Education. The scheme had provision for establishment of CE centres.

38. The emphasis during the Ninth Plan was on restoring the lost momentum of the programme and to make it more effective by clarifying the administrative and financing roles of the Centre, the States, Zilla Saksharata Samities, PRIs, other local bodies and NGOs. Therefore, an impetus was given to decentralized and disaggregated planning and implementation of literacy, post-literacy and continuing education programmes. The proposed measures were devolution of power from National Literacy Mission Authority (NLMA) to the State Literacy Mission Authority (SLMA) for financial sanction to projects under TLC/PLC; empowerment of PRIs and Urban local bodies to achieve universal literacy; increasing the range and depth of NGO involvement in literacy campaigns; meeting special needs of SCs/STs; reducing rural-urban and male-female disparities in literacy through the strategies in campaign mode.

39. A remarkable feature of the Mission's work is that local initiative is clearly visible in the inter-sectoral committee called the Zilla Saksharta Samiti, involving the administration, voluntary agencies, opinion leaders, professionals from the region as well as members of the community,

in the process of imparting functional literacy. After the activities of environment building in which the community is informed, sensitized, motivated and mobilized through kala jathas, rallies, wall writings, posters, melas and the use of a variety of locally relevant traditional folk forms, the identification of learners and volunteers is undertaken.

40. The National Literacy Mission (NLM), through its main strategies in the Campaign has been able to literate 91.53 million persons upto December 2000, of which 60% are women, 23% SCs and 12% STs. At present, out of 588 districts in the country, 576 districts are now covered under Literacy Campaigns – 182 under Total Literacy Campaign, 259 under Post Literacy Campaign, 30 under Rural Functional Literacy Programme and 105 under Continuing Education Programme. The strategies of NLM have, however, been faced with difficulties in the low literacy States mainly due to the absence of voluntary organizations and other socio-cultural barriers, some of which are mentioned below:

- Lack of proper planning, weak and inadequate training;
- Training needs are not properly identified. Same training model is followed in low and high literacy areas;
- Lack of relevant training materials on specific aspects of TLC. Primers should be in local language / dialect as far as possible;
- Lack of proper monitoring, evaluation and documentation;
- Fragile literacy - may lead to relapse.

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

- An integrated 'Literacy Campaign' amalgamating all the features of earlier Total Literacy and Post literacy phases.
- Full freedom given to District Literacy Societies to synergise their strength with those of local youth clubs, Mahila Mandals, voluntary agencies, Panchayati Raj institutions, small scale industries, cooperative societies, etc.
- Schemes of Continuing Education encompassing removal of residual illiteracy, individual interest programmes, skill development, rural libraries, etc., would allow for opening of Continuing Education Centres in every major village.
- Major role for NGOs.
- Strengthening of State Resource Centres.
- Enlarging the activities of Jan Shikshan Sansthan to enable them to function as district repository of vocational / technical skills both in urban and rural areas.

### **3.1.1 Literacy Campaigns and Operation Restoration**

42. Under the revised scheme, an integrated approach to literacy is being followed since April 2000. The new approach envisaged the integration of the activities of basic teaching-learning with the post-literacy activities to ensure a smooth transition between Total Literacy Campaigns (TLC) and Post-Literacy Programmes (PLP). Now, it would be possible to take up TLC and PLP activities concurrently as two operational stages of the learning continuum drawing their financial sustenance from a single budgetary provision. The integrated approach seeks to effectively bring the activities of literacy campaigns under the umbrella of a single 'Literacy Project' in order to achieve continuity, efficiency and convergence and also to minimize unnecessary time lag between the two stages. Districts, while submitting their initial Literacy project, would also submit their strategy for post-literacy on the basis of their anticipated targets and projections.

43. In cases where, for reasons beyond the control of the local ZSS, such as natural calamities, absence of political will, transfer of collector, lack of grass-root mobilization etc., TLC has stagnated, it would be possible to formulate strategies for restoration of these campaigns. For this purpose, ZSS would prepare a detailed work plan and the status of the campaign will be evaluated by experts nominated by NLM. Upon approval of the work plan for campaign restoration by NLM, an additionality of up to 40-50% of the original TLC budget, if required, can be approved.

44. The existing funding pattern of literacy campaigns is 2:1 between Centre and State Government for normal districts, whereas for districts under Tribal Sub-Plan the ratio is 4:1. The per learner cost for a TLC and PLP has been revised upward with effect from 1<sup>st</sup> April 2000 and it now falls in the range of Rs 90-180 for TLC, and that for a PLP is Rs 90-130 for one year. The normal time span of TLC would be 18 months and that of PLP would be 12 months. It is expected that districts would complete the basic literacy and post-literacy activities within a period of 30 months and establish the necessary infrastructure.

45. The Scheme of Rural Functional Literacy Projects is subsumed with the scheme of Literacy Campaigns and Operation Restoration. From the Tenth Plan onwards, this scheme will cease to exist and States will be asked to convert RFLP centres as CE centres.

### **3.1.2 Scheme of Continuing Education**

46. It provides a learning continuum to the efforts of Total Literacy and Post-Literacy Programmes presently being implemented in 561 districts, out of 588 districts in the country. Under the scheme, the main thrust is given to setting up Continuing Education Centres (CECs) and Nodal Continuing Education Centres (NCECs) which function as a focal point for providing learning opportunities such as library, reading room, learning centres, sports centres, cultural centres and other individual interest promotion programmes. In accordance with the existing guidelines, Continuing Education Centres are set up to serve a population of 2000-2500 with a relaxation in the population criteria in sparsely populated areas. A Nodal Continuing Education Centre is set up for a cluster of 8-10 CECs to oversee and monitor their activities.

47. An important element of the Scheme of Continuing Education is the programme component under which opportunities are provided in the Continuing Education Centres for undertaking diverse activities such as Equivalency Programmes, Quality of Life Improvement Programmes, Income Generating Programmes and Individual Interest Promotion Programmes

involving alternative and innovative approaches to cater to the need of the learners. In order that the CECs perform these functions properly, it is important to ensure that community involvement and a feeling of ownership of the centre gets inculcated among the community. It is therefore proposed that the expenditure on activities under the programme components may be contributed by the user community of the CE centres.

48. In accordance with the existing funding pattern of central financial assistance, the Central Government provides 100% funding for implementation of Continuing Education scheme for the first three years of implementation of the project. For the remaining two years, the Central and State Governments share the cost of the project equally in the ratio of 1:1. The Department has proposed that the scheme is required to be fully funded by the Central Government at least for the initial period of five years. Planning Commission after due deliberations has decided that Centre-State ratio of contribution to financing may be 80:20 instead of existing 50:50 for two more years except for tribal sub-plan areas where Central assistance may continue at 100 per cent. Thereafter, the State Governments are expected to take over total responsibility of the projects.

49. The norms of financial assistance under this scheme have been revised upwards with effect from 1<sup>st</sup> April 2000. In accordance with the revised norms of financial assistance, the NCEC and the CEC are provided non-recurring assistance of Rs 45,000/- and Rs 25,000/- per annum. Besides the non-recurring and recurring assistance, 10% of the recurring assistance is provided as administrative cost for each Centre.

50. The Scheme of Continuing Education has been sanctioned to 105 districts in 18 States and Union Territories till 31<sup>st</sup> March, 2001. 260 districts are under the Post-Literacy Programme and a large number of them would be ripe for being sanctioned a Continuing Education project. By the 3<sup>rd</sup> year of CE, the districts currently under PLP+RFLP (290) also will be ready for CE. During the Tenth Plan, it is proposed to cover 80 districts each year, which would mean coverage of 400 districts during the Plan period, to ensure continuity in Literacy Programmes.

### **3.1.3 Support to Non-Governmental Organisations**

51. Under the scheme, funds are released to NGOs under two broad categories:

- (i) To State Resource Centres
- (ii) To NGOs for projects regarding Adult Education.

52. The scheme was revised for the Ninth Plan and the following major changes were incorporated:

- (i) Financial support to State Resource Centres has been enhanced,
- (ii) Provision has been made for one time grant for infrastructure to the State resource centres
- (iii) Provision has been made for NGOs to undertake area-specific Continuing Education projects as well.

53. Under the scheme of support to NGOs, voluntary agencies are encouraged and financial assistance is provided for activities such as:

- i. Running post-literacy and continuing education programmes with the objective of total eradication of illiteracy in well-defined areas;
- ii. Undertaking resource development activities through establishment of State Resource Centres (SRCs) and District Resource Units (DRUs);
- iii. Organising vocational and technical education programmes for neo-literates;
- iv. Promoting innovation, experimentation and action research;
- v. Conducting evaluation and impact studies; and
- vi. Organising symposia and conferences, publication of relevant books and periodicals and production of mass media support aids.

#### **3.1.4 Jana Shikshan Sansthan**

54. The scheme of Jan Shikshan Sansthan (JSS) or Institute of People's Education (formerly known as Shramik Vidyapeeth) is a polyvalent or multi-faceted adult education programme aimed at improving the vocational skill and quality of life of its beneficiaries. The objective of the scheme is educational, vocational and occupational development of literates, neo-literates, semi-literates and un-lettered persons. Though the scheme does not target any specific group or areas, it concentrates on the socio-economically backward and educationally disadvantaged groups of urban/rural population, such as neo-literates, semi-literates, SCs / STs, women and girls, slum dwellers, migrant workers etc.

55. Now, with the emergence of millions of neo-literates, due to the total literacy campaigns launched across the length and breadth of the country and the transformation that has taken place in the economic and social set up over the years, the role and scope of these polyvalent educational institutes have widened manifold. In view of this, during the Ninth Five Year Plan, the scheme has been further strengthened with enhanced funding and widened scope and area of operation. In the changed scenario, the focus of JSS is now shifting from industrial workers in urban areas to the numerous neo-literates and unskilled and unemployed youth both in urban and rural areas through the country.

56. Ninety-two Jan Shikshan Sansthans have been sanctioned till the end of 2000-2001 including the 19 sanctioned during 1999-2000 and the 15 sanctioned during 2000-2001. Sixteen more Jan Shikshan Sansthans are proposed to be set up during the last year of the Ninth Five Year Plan i.e., 2001-2002. With this the total number of JSS set up during the Ninth Plan will go up to 50 and the total number of Jan Shikshan Sansthans in the country will be 108. It is proposed to open 100 more JSSs during the Tenth Five Year Plan at the rate of 20 per year. Ultimately, it is proposed to have at least one JSS in each district.

#### **4. OBSERVATIONS**

57. The Committee observed that considerable progress is visible both on the literacy and elementary education fronts since independence especially in the decade of nineties, which has witnessed a paradigm shift in the sector. For the first time since independence, the absolute number of illiterates has come down in spite of the increasing population. Most States have shown record increase in literacy rate and in the field of elementary education, we are close to the figure of 100% enrolment.

58. Many of the tools required for achieving the goals of EFA are now in place or are being put in place. To mention specifically, two programmes – SSA and NLM – are in place to help achieve the twin goals of UEE and full literacy. The target before us now is to sustain and deepen these interventions in elementary and adult education in the era of fiscal adjustment and increasing administration and political decentralization. In the years to come, strategies for expanding and improving elementary education and adult literacy will continue to be planned and managed locally to address the diverse, local and area specific constraints with a sharper focus on cost effectiveness.

59. Elementary Education in our country is the concurrent responsibility of the Central Government and the States. The Government of India has already decided to make free and compulsory elementary education a fundamental right and a Bill to this effect has been passed unanimously in the Lok Sabha in December 2001. In this context, the States, which have not adequately fulfilled the responsibility, will now need to improve their fiscal performance and devote more resources to elementary education. And at least in the medium term, the Central Government will need to continue to support the State efforts in the synergetic partnership with the public sector through the decentralized institutional framework already put in practice.

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## CHAPTER – III

### CHALLENGES AND TASKS AHEAD

#### 3.1 CHALLENGES

1. Achieving the goal of Universalisation of Elementary Education (UEE) poses three main challenges: (i) Access to basic education for the un-reached segments and social groups; (ii) Qualitative improvement in content and processes so as to raise learning achievements, and (iii) High drop-out and low retention ratio in primary and upper primary schools.

##### 3.1.1 Access to Basic Education

2. Although we have made significant progress not only in literacy rates and enrolment rates but also in access to education and other educational facilities since Independence, it has not been possible to overcome resilience of certain pockets leading to persistent disparities among different geographical regions as well as between different social groups. Since education influences equity, it is important to ensure that educational provisions are equitably distributed. Primary education being the entry level, it not only covers the largest number of children but the equity in access at this level influences access to further levels of education. Since primary education is publicly provided in India, its distribution is reflected in the policies followed by the government from time to time. The main challenge before the planners is not merely one of providing physical access but also of ensuring the participation of all the target groups in the process of basic education.

##### 3.1.2 Regional and Gender Disparities

3. Although considerable progress has been made, gender and regional disparities continue to persist. The provisional results of the Census 2001 reveal large regional and gender disparities in the growth of literacy. Dantewada district of Chhattisgarh State has the lowest literacy rate (30.01 %) in the country while Aizawl district of Mizoram has the highest literacy rate (96.6%) in 2001. About 81 districts have literacy rate lower than 50%. About 297 districts have lower literacy rates than the national average of 65.38%. More than 59 districts have above 80% literacy rates. While most districts of Kerala and Mizoram have about 80% literacy rate, in Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh, 57 districts have lower than 50% literacy rate. Kishanganj district of Bihar has the lowest female literacy rate (18.49%) while Aizawl district of Mizoram has the highest female literacy (96.06%) in the country. In about 253 districts, the female literacy rate is lower than 50 %, in 313 districts it is lower than the national average of 54.16%. In about 11 districts, male-female differential in literacy rate is lower than 5 percentage points; most of these districts are in Kerala and Mizoram. The highest male-female differential in literacy rate is noticed in Sawai Madhopur district (41.31 %) in Rajasthan. In about 100 districts, the male-female differential in literacy rate is above 30 percentage points as against 222 districts having a differential of more than 25 percentage points. These disparities present a major challenge for planning the provision of basic

education for all. A plan for promoting elementary education will need to address the problems which have prevented equitable distribution of facilities.

### **3.1.3 Social Inequities**

4. While aiming at providing quality education to all sections of the society, the Scheduled Castes, the Scheduled Tribes, other backward communities and minorities are some of the groups, which need special attention. We have a number of initiatives targeted at these groups, such as provision of free textbooks and uniforms to students of disadvantaged communities, special education development programmes for SC girls with very low literacy levels, scholarships to the children of the most deprived groups, dedicated hostels for SC boys and girls and aid to voluntary agencies working for the SCs / STs, but the wide gaps in mainstreaming of these groups still persists.

### **3.1.4 Quality Education**

5. Basic education is more than an end in itself. It is the foundation for lifelong learning and human development on which nations may build systematically further levels and types of education and training. Therefore, the quality education at elementary level determines not only the quality of further higher levels of education but also influences the productivity and helps in exercising citizenship rights and responsibilities.

6. The challenge for providing quality education at elementary level involves improving the preparation, motivation and deployment of teachers; improving the quality of text books; making education relevant to society needs; improving infrastructural facilities at educational institutions and strengthening management and institutional capacity of the educational institutions especially at State, district and lower levels.

7. Improving teacher's performance is the most important challenge in elementary education in the country as teachers' salary claims the major share of the State education budget and moreover teachers are the principal instruments in most schools. Although a lot has already been done to improve the quality of teachers but as a result of historical deficiencies in teachers' education and training, many teachers have little understanding of the material they teach, have poor teaching skills and are poorly motivated. Teachers are frequently absent from the schools because of the poor motivation or competing administrative demands on their time.

8. Qualitative improvement in content and processes of basic education in order to make them more responsible to learning needs of individuals – children, youth and adults, families, community, and the development needs of different socio-economic sectors, continues to remain a major challenge for policy planning and development planning in education. Improving textbooks is critical as they are the main instructional aids in elementary schools, they carry the curricula for both students and teachers and for most students they are the only reading material. While the goals of universal literacy and enrolment are laudable in themselves, the achievements in these areas would remain hollow without ensuring quality education.

9. The quality of school infrastructure facilities, particularly toilets for girls, equipment and support services, have significant impact on quality of education besides on enrolment and retention. In this context, the main challenge before us is to make a classroom for every teacher in primary and upper primary schools and a separate room for the Head Master in

upper primary school / section along with playground facility and clean toilets. Although one third of the expenditure approved under District Elementary Education Plan (DEEP) is earmarked for construction of buildings etc., there are still quite a substantial number of primary schools lacking all these facilities. The main thrust in the Tenth Plan should be to ascertain that all the primary schools should have *pucca* buildings with all supporting infrastructure facilities.

### **3.1.5 High Dropout Rates**

10. At the primary and upper primary levels of education, retention rates have improved substantially between 1964-65 and 1999-2000. At present, the retention rates are 60 per cent and 46 per cent respectively, suggesting dropout rates of 40 per cent and 54 per cent at the primary and upper primary levels respectively. Dropout rates for boys and girls were 38.67 per cent and 42.28 per cent respectively at the primary level in 1999-2000 and 54.40 per cent and 60.09 per cent at the upper primary level in 1998-99. Most recent surveys (NFHS-II-1999) indicate that nearly 79 per cent of the 6-14 age group are attending school. This means that out of the population of 20 crore in the age group of 6-14 in 2000, number of children attending schools is 15.8 crore. Those outside the school system are mostly SC/ST girls, working children, children of poor families, disabled children and children in difficult groups. The main challenge for Central, State and district education authorities is to (a) improve the supply, quality and holding power of education, particularly in rural primary schools and in un-reached segments, (b) introduce innovative methods of providing education to the specifically identified disadvantaged and difficult groups to suit their timing and interests.

### **3.1.6 Child Labour**

11. One of the problems relating to universalization of elementary education in India is the phenomenal number of child workers who because of the poverty in the families are driven to work even when they are under 14, and thereby are deprived of education and recreation necessary for full personality development. According to a book titled "Working Children in India : An Analysis of 1991 Census Data" written by the Registrar General of India (1998), India has nearly 11.29 million child workers. It is therefore a stupendous problem both for the Government and the States as well as voluntary organizations to get these child workers to the elementary school.

### **3.1.7 Making Education a People's Movement**

12. In an era of globalization, decentralization is the principal countervailing plan which can ensure that growth process is equitable and pro-poor. It is recognized that sustainable change and development in basic education is highly conditioned by State and especially area specific contexts. Mere funds and schemes from the Centre will not guarantee the achievement of UEE goals. It is highly dependent on traditions and values of the local people, commitment and enthusiasm of the State and local level educational leadership and capacity to adopt innovative approaches. Viewed from such a perspective, achievement of UEE goal would demand understanding the processes, problems and prospects of achieving it in every State independently and with active community participation. The major challenge in the near future is to make education a people's movement by involving them in each and every step of planning the basic education for them, viz., in surveys of educational status of specific social and cultural groups, school mapping and micro-planning and the kind of alternative schooling required to suit their needs.

## **3.2 TASKS AHEAD**

### **3.2.1 Concerns for Access and Equity**

13. The access to basic education of eight years and meaningful participation in education of girls, and the disadvantaged segments of the population will continue to receive the highest priority in the Tenth Five Year Plan. Segmental plans addressing the problems faced by the un-reached will be focused and implemented. While establishment of full-time schools in un-served areas will continue to be adopted as a major strategy, alternative modes of delivery will be used to provide education in sparsely populated habitation where full time schooling will neither be economically feasible nor academically viable and for those groups who, because of their situation in life cannot enroll in regular schools. The experience of such innovative programmes like EGS, AIE Centres will help in designing suitable strategies to enhance the participation of communities / localities yet not covered with education facility.

14. The approach during the years to come will specifically deal with the question of equity with focus on the educational needs of women and girls, SCs and STs groups, working children, children with disabilities, children of minorities groups, disadvantaged children and educational backward and inaccessible pockets in different States.

### **3.2.2 Holistic Approach**

15. The approach to be adopted for planning and implementation of basic education programme needs to be characterized by :

- a holistic view of basic education with greater linkages and integration between pre-school, primary education, non-formal education and adult education;
- relating educational programmes with national concerns such as nutrition and health care, environment, small family norm and life skills education, and
- collaboration of different Departments and sectors of development in basic education.

### **3.2.3 Decentralized Planning and Management**

16. India being a vast country with multiple cultures, languages and regions, there are wide divergences in the economic, social and educational developments. These diversities and regional disparities pose serious challenges to educational planning and management. India is steadily shifting from the centralized planning and management to decentralized educational planning and management. The 73<sup>rd</sup> and 74<sup>th</sup> amendments of the Indian Constitution have provided an institutional framework for participative planning and management of education at the community level. It is the vision of India that education will increasingly be planned and managed at local level within the broad parameters of a national vision and goals.

17. In the spirit of 73<sup>rd</sup> and 74<sup>th</sup> Amendments of the Constitution, a shift in planning and management strategy is required so that educational institutions at elementary stage are managed and supervised by the urban local governments and panchayati raj institutions. Some of the States have already initiated the process and placed the primary schools under the supervision and control of the panchayati raj institutions. With the shift in the management

strategy of the schools at elementary stage there is an urgent need to reorient the outlook and role perception of Government functionaries and also greater efforts are required to train the functionaries of the urban local bodies and panchayati raj institutions, so that they can discharge their responsibility of running primary schools effectively.

18. The efforts in the past for decentralization of planning and administration of basic education at the district and lower levels has resulted in the creation of several institutional structures such as the DIETs, BRCs and CRCs etc. However, decentralization to district and lower levels has brought to light fragility of expertise available at these levels for education planning and management. Although State level institutions are trying hard to meet the training needs of local level planners and administrators but it is a stupendous task in the near future to build the capacity of these institutions to meet their own requirements.

### **3.2.4 Advocacy, Campaign and Mission Mode**

19. It is recognised that mobilizing the local participation in the programmes of basic education is essential for achieving the goals of UEE. It is with this perspective that major efforts are being made to use all means including mass media for advocacy and promotion of these activities. However, in order to reach out to the target groups, mass campaigns need to be launched for creating awareness about educational needs of children, youth and adult and helping them to develop proper appreciation of the role of education in improving the quality of life. It is in this context that the programmes of basic education have to be implemented in the Mission Mode involving the community in an effective manner through such mechanisms as district literacy committees, village education committees and parents / mothers / teachers associations.

20. The two prerequisites for effective participation of communities are their empowerment to take and implement decisions and their capacity to plan and monitor programmes. While the former depends upon the view that Nation and States take on the authority and resources that can be given to communities the latter will require capacity building through suitable education and training programmes. In this process, national level institutions such as NIEPA, NCERT have to collaborate with the State level institutions, district level functionaries, BRCs, DIETs and SCERTs to build up their capacity to provide academic and professional inputs for planning and management of educational programmes.

### **3.2.5 Quality Improvement**

21. 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 tasks of quality improvement should be pursued through qualitative improvement in content and process

of education; reorientation and strengthening of teacher education, both pre-service and in-service; provision of appropriate infrastructure facilities; focusing on strengthening the institutional management processes; and establishing a reliable system of learner assessment. Efforts should be made to strengthen the internal management of schools, and to improve the quality of teaching-learning process.

22. Appropriate courses have to be designed so as to achieve a proper blending of wide general knowledge and need of the society and such a system should have in-built facility to renew relevant knowledge and skills on continuing basis. Inter-disciplinary studies will have to be devised to foster understanding and appreciation of multi-cultural heritage of the country to develop it into a harmonious society.

23. Student-centered education and employment of dynamic methods of education will require from teachers new attitudes and new skills. Methods of classroom teaching will have to be subordinated to the methods that will lay emphasis on self-study, mutual interaction between teacher and student through dynamic sessions of seminars and workshops. In this context, method of distance education will assume significance and, therefore, have to be employed on a vast scale.

24. Because of the diversity across the States, the challenge in providing a reasonable quality of primary schooling for all children, and the solution to the challenge will vary widely among the States and among the regions / districts within a State.

### **3.2.6 Partnership between Public and Private Sectors**

25. Even though private initiative has always been a part of the school education endeavor, it is often felt that the country has not been able to fully exploit the potential of the private sector. Possibilities in this regard should be actively explored.

26. It should be noted that private sector could contribute not only in monetary terms but also in the form of expertise for quality improvement through effective management of the system and development of locally relevant teaching-learning material. More collaborative efforts at institutional levels as well as programme implementation level should be designed in order to expand the profile of private initiative in elementary education.

### **3.2.7 Information Age**

27. The world is entering into an information age. Developments in Information and Communication Technology (ICT) will open up new and cost effective approaches for expanding the reach of education to children, youth as well to those who need continuing education to meet the demands of explosion of information and the fast changing nature of occupations.

28. While ICT offers enormous potential for improving the delivery of services, the emerging divide between the rich and poor and between the rural and urban population has to be bridged by a judicious choice of policies and programmes for social development. These objectives could be achieved if the administration is positive, responsive and adequately equipped to handle these technologies.

### **3.2.8 Towards a Knowledge Society**

29. The societal transformation towards a knowledge society will primarily be centered on education by enhancing our educational and technological skills on continuous basis. This requires frequent advancements in our basic education system to meet the emerging needs and responses of the modern society.

30. In this context a difficult task ahead is to conceive certain new objectives of education as it will not be enough to promote specialized knowledge and skills of professional experience but a deeper and subtler aim will be to develop abilities to think globally and to resolve emerging tensions between rationalistic, ethical and spiritual elements of education.

### **3.2.9 New Dimensions of Teacher's Role**

31. It is an established fact that children (and adults) who attend school are exposed to new ideas and concepts and attitudes that form part of the basis for their transformation as a better and responsible individual and as a society on the whole. The process of attending school has a profound impact on the development of what is often called "modernity" – that is, the set of values and attitudes essential for functioning effectively in the evolving societies of the developing world. A trained and value-oriented teacher can inculcate in the students such values as punctuality, following instructions, managing time, planning work, focusing attention, adhering to rules, and receptivity to new concepts, thus helping them to develop into better persons. He can also play an important role in transmission of culture, appreciation of cultural heritage, understanding of national history, inculcation of national cultural values. Therefore, special emphasis on value-oriented education will impart a new dimension to the role of the teacher, for, value orientation cannot be imparted without teacher's own value orientation.

## **4. OUTLOOK**

32. To serve the basic learning needs of all requires more than a recommitment to basic education, as it now exists. What is needed is an 'expanded vision' that surpasses present resource levels, institutional structures, curricula and conventional delivery systems while building on the best in current practices. Whether or not expanded educational opportunities will translate into meaningful development – for an individual or for society – depends ultimately on whether people actually learn as a result of those opportunities, i.e., whether they incorporate useful knowledge, reasoning ability, skills and values. The focus of basic education must, therefore, be an actual learning acquisition and outcome, rather than exclusively upon enrolment, continued participation in organized programmes and completion of certification requirements. Active and participatory approaches are particularly valuable in assuring learning acquisition and allowing learners to reach their fullest potential. It is, therefore, necessary to define acceptable levels of learning acquisition for educational programmes and to improve and apply systems of assessing learning achievement.

33. India looks upon its future with realistic optimism despite difficult challenges. Recognizing the role of education in fulfilling this hope, the system of education should adopt

the strategy that will provide new dimensions to the delivery system, which will prepare the young people to shoulder the responsibilities of a difficult but fascinating future.

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## CHAPTER – IV

### GOALS, TARGETS & STRATEGIES FOR TENTH FIVE YEAR PLAN

#### 4.1 GOALS

1. The Government of India at present has two major programmes in place having clear focus and definite medium term goals.

2. Sarva Shiksha Abhiyan (SSA), which was launched towards the end of the Ninth Five Year Plan, is the key programme with the following specific objectives for achieving Universal Elementary Education (UEE) :

- All children in school, Education Guarantee Centre, Alternate School, 'Back-to-School' camp by 2003;
- All children complete five years of primary schooling by 2007;
- All children complete eight years of elementary schooling by 2010;
- Focus on elementary education of satisfactory quality with emphasis on education for life;
- Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010; and
- Universal retention by 2010.

3. National Literacy Mission (NLM), engaged in the task of imparting functional literacy to the 15-35 age groups, has set itself to attain full literacy, i.e., a sustainable threshold level of 75% by 2005.

#### 4.2 TARGETS FOR THE TENTH FIVE YEAR PLAN

4. The targets for the Tenth Plan have been fixed – both for the Elementary Education sector and the Adult Literacy sector – keeping in view the goals enumerated for the medium term, which have a time frame till 2010.

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

(i) **Universal Access**

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

(ii) **Universal Enrolment**

- a) Enrolment of all children in schools or other alternatives by 2003, and
- b) All children complete five years of primary schooling by 2007

(iii) **Universal Retention**

- a) Universal retention in primary cycle by 2007; and
- b) Dropout rate to be reduced to less than 10 per cent for grades VII-VIII by 2007.

(iv) **Universal Achievement**

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

(v) **Equity**

- a) Bridge all gender and social gaps in enrolment, retention and learning achievement in primary cycle by 2007. In upper primary it should be reduced to less than 5% by 2007.
- b) Special interventions and strategies to include girls, SC/ST children, working children, children with special needs, urban deprived children, children from minority groups, children below poverty line, migrating children and children in hardest to reach groups.

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

- a) To achieve full literacy, i.e., a sustainable threshold level of 75%, by the year 2005
- b) To cover all left-over districts by the year 2003-2004
- c) To remove residual illiteracy in the existing districts by 2004-05
- d) To complete Post Literacy Campaign in all; pending districts, and
- e) To launch Continuing Education Programmes in 486 districts by the end of the Tenth Five Year Plan period.

### 4.3 APPROACH AND STRATEGIES FOR THE TENTH FIVE YEAR PLAN

#### ELEMENTARY EDUCATION

7. Given the magnitude and complexity of the task, approaches to achieve the goal of universal elementary education in the years to come need to be guided by three broad concerns :

- The national resolve, as stipulated in the National Policy on Education 1986, to provide free and compulsory education of satisfactory quality to all children up to the age of 14 years;
- The Legislation already passed in the Lok Sabha to make the right to elementary education a Fundamental Right and enforcing it through necessary statutory measures; and
- The spirit of 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendments setting 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.

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

Thus, the Tenth Plan calls for a newer approach to achieve the goal of Universalisation of Elementary Education.

9. **Holistic & Convergent Approach** : Till now most of the programmes targeting the field of elementary education were disjointed in nature. They either targeted specific region such as Lok Jumbish, or specific facets of elementary education such as Operation Blackboard, which targeted only the school infrastructure. Some programmes like District Elementary Education Programme, while being comprehensive in nature, targeted only primary education, neglecting

the upper primary sections totally. Further, it covered less than half of the country, leaving out major pockets like North-East (except Assam), Punjab and Jammu & Kashmir. The need now is to have an all-comprehensive programme having a holistic and convergent approach, covering the entire country. Sarva Shiksha Abhiyan (SSA), which was launched in the year 2000-2001, is such a programme and will be the main vehicle for achieving the goals of UEE.

10. **Community Participation in UEE Programmes** : The tremendous success of the literacy movement in the last decade has also led to increasing aspiration amongst the masses for education. This aspiration is sought to be tapped in the Tenth Plan by increasing involvement of the community in implementation of the programmes for UEE. This involvement of the community is going to be further systemized by involving the Panchayati Raj Institutions and urban local bodies brought into place in most states after the enactment of 73<sup>rd</sup> and 74<sup>th</sup> Amendment Acts. Further, at the local level Village Education Committees (VECs), Mother Teacher Association (MTA) and Parent Teacher Association (PTA) would have a formal role in the management and running of schools in the village, ensuring a greater say of the community in promotion of elementary education.

11. **Target-Groups Oriented Strategy** : Emphasis during the Tenth Five Year Plan will be to identify the problem areas and have separate strategy for each such problem area, under the overall umbrella of SSA. Special focus would be given to children who have never enrolled or those who have dropped out without completing eight years of elementary schooling. Specific strategies would be devised for difficult to reach groups so that the reasons for their staying away from school system are identified and steps taken to provide them quality elementary education.

#### **4.3.1 Sarva Shiksha Abhiyan (SSA)**

12. For translating the above strategies into action on the ground, SSA focuses on decentralized, participative and consultative planning. Community-ownership of the school system is a key element in SSA and has a major role in planning, implementation and monitoring. The programme calls for community ownership of school-based interventions through effective decentralization. The programme also focuses on capacity building among the Panchayati Raj Institutions, members of Village Education Committees, School Management Committees, Parents' Teacher Association, etc. In a way, the programme has in-built mechanism for generating awareness amongst the masses in general and student target group in particular. The programme is to be implemented in a mission mode.

13. SSA will totally subsume in the Tenth Plan all existing programmes within its overall framework, except the Mid-day Meal scheme and Mahila Samakhya. To make the approach holistic and convergent, efforts would be made to dovetail programme implementation at the district level with all other departments. This would include, programmes for children in the 0-6 age group under the Department of Women and Child Development, sports-related interventions of the Department of Sports and Youth Affairs, establishment of Public Libraries under the Department of Culture and programmes of the Ministry of Health with regard to nutrition and school health.

##### **4.3.1.1 Strategies under SSA for groups requiring special focus**

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

#### 4.3.1.2 Education of Girls & Adolescent Girls

15. Education is free for girls in the elementary stage in almost all the States and there are several incentive schemes for mid-day-meal, free uniforms and textbooks, attendance scholarships etc. to meet the private expenditure on girls' education. In the Tenth Plan two-pronged approach would be followed as far as bridging the gender disparity is concerned

16. **Gender mainstreaming under SSA:** A strong gender focus would be built into the UEE flagship programme, SSA. Some of the steps include:

- A comprehensive well-designed package to make girls education totally free to take care of both direct and indirect cost of education.
- Encouraging contextual, need based and flexible learning systems for adolescent girls who have been denied access to formal education.
- Further gender inputs into pre-service and in-service training of teachers and to teacher educators, textbook writers, textbook production boards etc. Gender sensitization and training to planners, teachers and educational managers to ensure that girls' education remains an area of focus.
- In all future recruitments, 50% of new teachers to be women.
- Conducting special camps and bridge courses for mainstreaming girls and adolescent girls, setting up alternative schools exclusively for girls, providing formal schooling facilities in centres of religious instruction viz., Maktabas and Madarasas, boarding schools and ashram schools for girls in extreme circumstances and Balika Vidya Peeths in every block with provision for general and vocational education with residential facilities. Open school distance education systems and other innovative programmes to reach out to girls would be encouraged.
- Opening ECCE centres and crèches to relieve girls from sibling care responsibility.
- Encouraging greater participation of women in structures like VECs, PTAs etc.

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

- MS will be upscaled geographically and in terms of interventions like the Mahila Shikshan Kendras, while retaining its objectives, autonomy and non-negotiable principles.
- The new scheme of NPEGEL would be implemented in specific areas with low female literacy and will focus on intensive implementation and monitoring.
- KGSV will enable the opening of special schools for the girl child belonging to SCs, STs, Other Backward Classes and minorities in the low female literacy districts.

#### **4.3.1.3 Socially Disadvantaged Groups**

18. Realising that SCs/STs population are not homogenous in all respects, it is proposed to redefine the procedures for identification of target groups even among SCs/STs which are seriously handicapped and require greater attention. Some of the interventions which would be tried include

- Improving access by setting up appropriate schooling facilities in unserved habitations, especially for STs living in difficult terrain and forests
- Improving quality of education for SC/ST and ensuring equity
- Ensuring ownership and management of schools by SC/ST communities by greater representation of SCs/STs in VECs/PTAs.
- Suitably adapt the curriculum and make available locally relevant Teaching-Learning materials to tribal students.
- Convergence between the tribal welfare department, tribal development authorities and education department would be further strengthened.
- Ashram schools or residential schools would be set up if SC / ST habitations are small and scattered.

#### **4.3.1.4 Working Children**

19. The National Child Labour Project initiated by Ministry of Labour to impart education to working children will be extended in the Tenth Five Year Plan. In addition, successful strategies and innovations such as back to school camps, summer schools, bridge courses etc., would be up-scaled and tried for working children.

#### **4.3.1.5 Education of Children with Special Needs**

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

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

- ❑ A comprehensive component to provide education to children with special needs to be evolved and implemented under SSA in line with the provisions of the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995.
- ❑ The strategy for including disabled children to be based on wide range of options including regular schools, special schools, open learning system, open schools, non-formal and alternative schools, home based education, itinerant teacher model, remedial teaching, part time classes and community rehabilitation.

#### **4.3.1.6 Urban Deprived Children**

21. Considering the uniqueness of the needs of the UDC, the interventions and strategies proposed in the Tenth Five Year Plan would include:

- ✓ Convergence between government departments of education, social welfare, health, police, railways, labour, urban development, and the municipal corporation, including rationalisation of management structures / agencies involved in the education of urban poor children.
- ✓ Opening of new schools and Education Guarantee schools based on the need of the area in cities.
- ✓ Relocation of government and local body schools near to colonies and settlements rather than maintaining them in areas where government schools are not required.
- ✓ Strategies like bridge courses, transition classes, camp schools etc., to be adopted for making provision for education of children living in more difficult circumstances. These courses can be organised with the help of private sector educational institutions and NGOs working in the area.
- ✓ Greater involvement of the private sector in the education of deprived children in urban areas. All support to be provided to initiatives by some of the private schools in big cities for this target group of children.
- ✓ Improvement in coverage by early childhood care and pre-schooling facilities, especially in slums where both the parents are working.

#### **4.3.1.7 Children From Minority Groups**

22. It is recommended that special attention be given to minority children in the Tenth Five Year Plan. In the case of Muslims, the effort to promote education among girls and adult literacy among adult women would be of particular importance. The curriculum and other programmes of madrassas and makhtabs and similar institutions, catering to educational needs of minorities, would be given support for modernization and teaching of science and

mathematics. Specific arrangements for orientation training of teachers in those institutions to transact mainstream curriculum would be made. These models have been successfully tried out in Assam, Uttar Pradesh and Rajasthan.

#### **4.3.1.8 Children Below Poverty Line**

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

#### **4.3.1.9 Other Hard To Reach Groups**

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

- Evolve a mechanism to set up seasonal schools at the site of work of migrants such as sugar schools, brick kiln schools etc.,
- Provide identify cards to children of migrant families to facilitate their entry into schools at different work sites.
- Organize bridge courses, seasonal hostels and mobile schools based on the local needs.
- Open permanent Community Based Schools, Residential Camps and Multi-grade centres for very small unserved habitations.

#### **4.3.1.10 Adolescents and Youth**

- Majority of adolescents are those who have either dropped out of school or have never enrolled. The greatest challenge is to create meaningful educational opportunities to them through various avenues that link formal school with non-formal and vocational education.
- Design flexible curricula with formal certification for diverse learning situations both within and outside the school. These could be in the form of residential camps, extension schools linked to formal schools, or could be linked to continuing education centres, open schools, polytechnics etc.
- Recognizing that educational motivation of young adults is better sustained through community action projects where learners are themselves active generators of useful information; such activities need to be encouraged. Education for them must be linked with their survival and employment, with better health and awareness about their rights and social, political and community issues.
- To attend to their needs the curricula of institutions such as polytechnics, ITIs and other agencies dealing with vocation courses need to be revised.

### 4.3.2 Strategy for Dropouts

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

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

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

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

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

- ❑ Monitoring attendance by the community where micro initiatives for girls' education have been taken up
- ❑ Regular micro planning exercise to be undertaken by the States to identify the number as well as the reasons of dropouts. Community to be involved in the micro planning exercise; and particularly in motivating the parents to ensure regular attendance of their children.

- ❑ Follow-up of dropout boys and girls to bring them back to school either through camps or bridge courses
- ❑ Organising retention drives to put pressure on parents and the school system to ensure retention of girls. These drives should not be one time exercises but should be organised at regular intervals to sustain pressure and take corrective measures as may be necessary;.
- ❑ In pockets identified for intensive activities, attendance of each child to be monitored to prevent dropouts.

### **4.3.3 Strategy for Early Child Childhood Care and Education (ECCE)**

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

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

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

- ✓ Universal access to ECCE to all children in 0-6 age group. While new centres should be opened in non-ICDS areas, the pre-education component of ECCE centres in ICDS areas to be strengthened.
- ✓ The linkages between ECCE programme with primary education to be further strengthened. It may include co-locating ECCE / ICDS centres with schools, synchronizing timings, training functionaries, extending timing of centres, providing part-time teachers in ICDS centres, paying extra honorarium to Anganwadi workers for extended work, providing play material and kits and improving quality aspects of pre-primary schooling.

- ✓ The continuity in curriculum from the pre-school stage to the primary stage to be ensured.
- ✓ Innovative and alternative models to ICDS would be experimented with taking into account local context and needs.
- ✓ Efforts to be made to achieve greater convergence of ECCE programmes implemented by various Government Departments as well as voluntary agencies by involving urban local bodies and gram panchayats.
- ✓ ECCE to follow holistic approach aimed at fostering health, psycho-social, nutritional and educational development of the child.

#### **4.3.4 Mid-Day Meal Scheme**

33. Pursuant to the goals set in SSA programme, the Working Group recommended to extend the coverage of the Scheme to include (a) the children studying in EGS Centres set up under the Education Guarantee Scheme and Alternative & Innovative Education, (b) subject to the availability of funds, children of the upper primary schools, (c) children of the weaker sections studying in private institutions. The Committee deliberated at length on the operational aspect of the Scheme and keeping in view the dismal performance of majority of States in implementing the scheme within its present structure and the issues raised by the representatives of the State Governments in the Steering Committee, it was decided to limit the coverage of the scheme to the existing formal primary schools (class I-V) run under Government, local bodies and government-aided schools.

34. Based on the feedback of evaluation studies, experiences and the outcomes of the current programme in the States and opinion of experts and practitioners, the other modifications proposed to be done in the National Programme for Nutritional Support to Primary Education (Mid-day Meals scheme) during the Tenth Five Year Plan; as adopted by the Steering Committee, include the following

- ❑ Rescinding the present practice of distribution of food-grains and making provision of hot cooked meals / ready-to-eat food based on sound nutritional principles.
- ❑ Allow adequate flexibility in running the programme by the local bodies / community (VECs/SMCs/PTAs etc). In addition to the current support of free of cost food-grains and admissible transportation charges, the Central Government to provide additional support towards the conversion cost presently borne by the States.
- ❑ Decentralizing the management of the programme to enable reduction in leakages, misutilisations, etc.
- ❑ For transportation of food-grains, funds to be provided in advance to the implementing agencies through their State Nodal Officer.
- ❑ Stronger community participation in implementation of the programme. Wherever possible, participation of credible NGOs to be encouraged.
- ❑ Teachers' involvement in the programme to be limited to supervision activities.

- ❑ Extensive use of CMIS net for monitoring purposes. External agencies to be involved in monitoring and supervision to ensure greater accountability. Elected representatives also to be involved in the supervision work.
- ❑ Linkage with poverty alleviation programmes in rural and urban areas, adequate support of the Central Health Ministry and the State Health Departments for a school health programme and support from Women and Child Development Department for nutrition education are envisaged.
- ❑ A Memorandum of Understanding be entered with the key stakeholders (State Governments, local bodies) on the key parameters of the programme.

#### **4.3.5 Quality Improvement**

35. To achieve the goals of UEE, Tenth Five Year Plan stresses on a holistic and comprehensive approach for improving all aspects of education (both content and process) and ensuring excellence so that recognized and measurable learning outcomes are achieved by all. The National Policy on Education (1986) as revised in 1992 and the Programme of Action (1992) had emphasized on the need for substantial improvement in quality of education. POA (1992) stressed the need to lay down Minimum Levels of Learning (MLL) at primary and upper primary stage.

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

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

- a) Improving quality of school infrastructure, facilities, equipment, support services and human resources (adequate number of trained teachers and non teaching staff). Classroom and school environment are also important factors which impact on enrolment and retention, besides quality aspects.
- b) Renewal of curriculum, textbook and teaching learning material to make them relevant, interesting and child friendly.
- c) Improving quality of teaching learning processes and classroom interactions making them child-centered, activity based, attractive, interesting and joyful. Teaching learning processes should encourage two-way interaction between teacher and child; promote self, peer group, cooperative and group learning; bias free in terms of gender, ethnic, social and cultural aspects; avoid information over load; related to children's context of learning and living; and contextualise to the local conditions. Teaching learning processes should recognize the situation of multi-grade teaching, prevalent in about 80-90% of the schools in the country.

- d) Capacity building of teacher, teacher development and teacher empowerment through pre-service and in-service teacher education and teacher motivation. These efforts are to be supplemented by academic support and supervision.
- e) Increased focus on specification and measurement of learner achievement levels.

38. Keeping this in view, a number of programmes and schemes have been initiated by the Government of India as well as State Governments. The quality improvement component has also been given a high priority in all the projects such as District Primary Education Programme (DPEP), Bihar Education Project (BEP), Uttar Pradesh Basic Education Project (UPBEP), Lok Jumbish (LJ) and the recently launched Sarva Shiksha Abhiyan (SSA).

39. Although a number of initiatives have been taken in the past, a focused attention is required on the motivation of the teachers, which is important from the point of view of reducing their absenteeism, improving the retention and enrolment rate, enhancing the learning achievements etc. In order to improve the preparation, motivation and deployment of teachers, following points need consideration :

- Improving teachers qualification standards by extending the length of pre-service teacher education,
- Shortening the duration of pre-service teacher training and shifting its emphasis to building teaching skills
- Improving the career of teaching and making career advancement and promotion contingent on performance.
- Increasing the share of female teachers and teachers who speak local languages which is especially important for girls and students from disadvantaged groups including scheduled tribes.

#### **4.3.6 Teacher Education**

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

- Continued Central funding for teacher education to be based on certain principles, which include formulation of plans as per need, States putting in place basic policy formulation including those on teacher recruitment and role of Teacher Education Institutes and adoption of innovative practices in teacher education
- Development and strengthening of teacher education institutes. This includes an enabling policy environment, assessing institutions in terms of their functioning, capacity building and encouragement of institutional initiative.
- Training of teachers, pre-service as well as in-service, including para teachers and qualitative improvement of in-service training.

- Block Resource Centres (BRC) and Cluster Resource Centres (CRC) would play a major role in providing academic support to the teachers locally, depending on context-specific needs. DIETs would have close linkage with BRCs and CRCs whose personnel get academic support from DIETs.
- Professional development of practitioners, i.e. teacher educators, managers and others.
- Systematic learner evaluation needed to begin so as to orient teacher education towards quality improvement in schools.

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

#### 4.3.6.1 Institutional Development

41. In the Tenth Plan the focus of Teacher Education would be on development, with certain initiatives, of following institutions :

- **District Institute of Education and Training (DIETs)** : Each State would be encouraged to rethink the structure of its DIETs as per needs of the district and effectiveness of the institution. Each DIET would be encouraged to make a development plan for itself, defining its role and setting goals for itself. Special attention will be paid to development of libraries in DIETs, as well as providing computer facilities (including computer literacy training), exposure visits, networking and sharing among DIETs and other academic institutions on professional issues and establishment of district resource groups. Further, new DIETs would be set up only in those States where the existing ones are functional and the State(s) take steps to improve sub-standard DIETs.
- **College of Teacher Education (CTEs) and Institutes of Advanced Studies in Education (IASEs : Secondary Education)** : The need for CTEs and IASEs in each State would be ascertained in terms of the needs for secondary teacher education and identified institutions would be strengthened. The identified CTEs/ IASEs would need to prepare their individual plan of development, mentioning the areas in which they need to be strengthened, make a need assessment survey in the areas of their jurisdiction, develop schedules and materials of in-service teacher training to cover the secondary teachers and implement the NCTE project on imparting IT literacy to the teachers. IASEs would be encouraged to play a greater role in elementary education.
- **State Councils for Educational Research and Training (SCERTs)** : Strengthening of SCERTs is identified as a key area for teacher education in the Tenth Plan. The State Governments need to fulfill some essential conditions for being eligible for funds for strengthening of SCERTs, such as recruitment of appropriate faculty, linkage to DIETs, resources centres and schools, autonomy of SCERTs and proper maintenance of buildings etc. Only then, the Central Government would fund the areas like capacity building and training of SCERT faculty, development of infrastructure, IT literacy and availability of computers, and hostel for residential training programme etc. SCERTs should be equipped to plan for computer education curricula, teacher training etc., at the school level, strengthening of cells for teaching of English language at the elementary level, strengthening of pre-service education etc.

#### **4.3.6.2 Professional Development of Teachers**

42. The focus in the area of professional development of teachers in the Tenth Plan would be on the following :

- Ensuring pre-service training to all elementary school teachers so that all untrained teachers can be trained within a period of 3 years, including through use of distance mode.
- Enhancing pre-service training facilities in selected districts where the present capacity is not enough to fulfill the regular pre-service needs.
- Improving the quality of elementary teacher preparation.
- Extending the provision of pre-primary teacher training by strengthening existing institutions that provide or are willing to provide pre-service education for the pre-primary stage.
- Developing 2 months to a year's specialised correspondence courses for elementary teachers with the collaboration of open universities, higher education institutions, good IASEs, non-government organisations with experience in quality education, and other professional organisations.

#### **4.3.6.3 Professional Development of Teacher Educators**

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

#### **4.3.6.4 Learner Evaluation**

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

#### **4.3.7 Computer Education and ICT for Elementary Education :**

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

- Computer education at elementary education level (particularly upper primary level) would be emphasized in the Tenth Five Year Plan to make students familiar with computers. This would also enable effective use of computers in the Teaching-Learning process. For this, to begin with one school in every cluster would have facilities for computer based learning that could be used by children in the adjoining schools.

- Innovations and successful practices in computer learning at elementary stage would be replicated and up-scaled.
- Some of the recent initiatives for enrichment of basic education programmes through use of ICT and distance mode would be continued with. The Government would also collaborate with private corporate sector and IT institutes for facilitating use of ICT in basic education.
- Extensive use would be made of ICT in teacher education, especially in clearing the backlog in training the untrained teachers.

#### **4.3.8 Media, Advocacy and Communication**

46. The media and communication strategy for the Tenth Five Year Plan would be designed to address the following objectives:

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

#### **4.3.9 PROGRAMME AND SCHEMES IN THE TENTH FIVE YEAR PLAN**

##### **4.3.9.1 Existing programmes to be continued and expanded**

47. The National Programme of SSA launched to achieve the objective of UEE will be continued to cover targets, strategies and approaches suggested above. The Mid-Day Meal scheme will remain as a distinct intervention in the Tenth Five Year Plan and will operate under the wide network of SSA. The scheme of Restructuring and Reorganisation will also continue under the broad framework of SSA. The four externally aided projects i.e., District Primary Education Programme (DPEP), Shiksha Karmi Project (SKP), Lok Jumbish Project (LJP) and GO-UN (Jansala) Programme will continue under the broad framework of SSA till the completion of their project periods. Thereafter, these programmes will be subsumed into SSA. The Operation Blackboards and EGS & AIE would also be subsumed within the SSA. The centrally sponsored scheme of Mahila Samakshya, National Council of Teacher Education and National Bal Bhavan will continue in the Tenth Five year Plan.

##### **4.3.9.2 New Programmes proposed in the Tenth Five Year Plan:**

48. The Kasturba Gandhi Swatantra Vidyalaya (KGSV) and the National Programme for the Education of Girls in Elementary level are proposed to be taken up during the Tenth Five Year Plan, with the thrust of these two new schemes on the following :

- ❖ Focus on educationally backward areas in terms of girls' education;
- ❖ Focus on disadvantaged sections of girls like those belonging to SC/ST, minorities, etc;
- ❖ Tackle gender specific issues that prevent access of girls and women to education;
- ❖ Provide women and adolescent girls with the necessary support structure, and an informal learning environment to create opportunities for education;
- ❖ Set in motion circumstances for larger participation of women and girls in formal and non-formal education programmes; and
- ❖ Help girls to overcome socio-cultural and economic factors inhibiting their access to elementary education.

## **ADULT EDUCATION**

49. For the first time approach paper on Tenth Five Year Plan has incorporated explicit targets for literacy as "monitorable" targets and also provided State-wise break up of literacy targets to enable requisite focus for reducing the disparities. Tenth Plan aims at increasing the literacy rate to 75% within the Plan Period, to cover all the left over districts by the year 2003-04 to remove residual illiteracy in the existing districts by 2004-05, and to launch Continuing Education programmes in 486 districts by the end of Plan Period.

50. The goal of NLM is to attain full literacy i.e., sustainable threshold level of 75% literacy by 2005. The Mission seeks to achieve this goal by imparting functional literacy to the non-literates in the targeted age group. Functional literacy includes imbibing values of national integration, conservation of environment, women's equality, observance of small family norms etc.

### **4.4.1 Thrust Areas**

51. Illiteracy is largely a problem of social groups among whom literacy rates are low and who also suffer from other handicaps, which make it difficult for them to participate in the programme of adult education. It is, therefore, most important to ensure greater participation of these groups in the future adult education programmes which requires a focused attention to their needs and problems and to the adoption of specific measures to suit their requirements. The focus in the Tenth Five Year Plan would shift to residual illiteracy and difficult segments of population. This means that all the left-over districts and the left-over harder-to-reach groups would need to be targeted specifically.

#### **4.4.1.1 Women**

52. Special efforts have to be made to enable women to overcome hurdles in their participation in the adult education programme which include the following :

- ❖ Intensive and sustained measures will be necessary to influence social aptitude which discourages participation of women and to create an atmosphere in the home and community in support of women's education ;
- ❖ The content of the education programme will have to be closely related to their life and problems, such as women's status, social evils, and participation of women in economic activities etc.;
- ❖ Child care facilities need to be provided with each adult education centres for women;
- ❖ Active participation of institutions for the education of girls and women at all levels in the programme; and
- ❖ Implementation of Mahila Samakshya scheme should be integrated with the functioning of literacy centres for women.

#### **4.4.1.2 Scheduled Castes**

53. The problem of adult education of scheduled castes gets complicated by their social disability and acute economic deprivation. The special efforts needed to cover them include :

- ❑ Separate centres may be organised for SCs preferably in their own *bastis*;
- ❑ The content of the programme should relate to the problems faced by them in their daily life such as availability of drinking water, difficulties in getting loans from Banks and other financial institutions, and various types of social inequalities and injustices suffered by them; and
- ❑ Adequate representation of SCs in Zila Saksharta Samitis and other local bodies.

#### **4.4.1.3 Scheduled Tribes**

54. The basic problem in case of STs, besides poverty, exploitation and ignorance, also lies in lack of communication, inaccessibility of their habitation, scattered population, lack of institutional infrastructure, and lack of qualified instructors of tribal dialects. The specific problems of particular tribal areas need to be addressed in the respective district Plans by earmarking outlays for the programmes and schemes included in the district Plans

#### **4.4.1.4 North-East Region**

55. Given the special problems of inaccessibility, hilly and difficult terrains, population largely dominated by scheduled tribes, dispersed with low density in the States of North-Eastern region, special efforts are required to implement literacy programme(s) in the region. The

implementation strategy needs to be clearly mentioned in the district elementary education plan by earmarking of outlays for specific adult education programme.

#### **4.4.2 Initiatives proposed for Tenth Five Year Plan**

56. Some of the specific initiatives proposed for the Tenth Five Year Plan include the following :

- To tackle residual illiteracy in districts, which have entered the post-literacy and continuing education phase, basic literacy programmes would be taken up simultaneously with CE with a provision of additional funding to run the programme A Convergence of TL/PL/CE would be attempted. This would require laying down of parameters/conditions required to be fulfilled at each stage before next installment is released.
- Flexibility would be built in the operation of the scheme and specific requirements of tribal pockets; low female literacy pockets and other low literacy pockets would be tackled with innovative programmes/projects.
- Exchange visits between different districts for sharing of experiences and educating the voluntary instructors of new districts would be encouraged.
- Cooperation would be sought from all sections like education, social, cultural, religious and other institutions to make the programme self-reliant in terms of finance, implementation and monitoring.
- Institutional linkages with other Departments such as Youth Affairs and Sports, Rural Development, Health and Family Welfare would be developed so that infrastructural and manpower requirements are complemented. Such linkages would be done at the ground level. Other sectors of education such as Elementary, School, Vocational, Higher and Technical would play a vital role in promoting the objectives of NLM.
- NLM would integrate literacy with vocational and technical skills along with income generation and quality of life improvement programmes, which has a greater impact on demand for literacy. This also has a greater impact on awareness and self-confidence amongst women and weaker sections of society. To achieve this, strategic plans would be drawn up in time-bound manner so that the requirements of the target group in terms of their tradition, ethnic culture and trade & handicrafts are not only not disturbed but nurtured too. For development of innovative programmes help would be taken of NGOs, State Resource Centres, Jan Shikshan Sansthan, Panchayati Raj institutions and other local bodies.
- There would be a greater decentralization of administrative and managerial activities of NLM to SLMAs. The latter would be given greater powers and they would have to frame policy guidelines based on district-specific requirements. The decentralization would permeate down to the Panchayats and action plan would be prepared based on demand of requirement coming from the people themselves.
- Adult Education and SSA would both go hand in hand to facilitate wider process of community development and empowerment.

#### **4.4.2.1 Literacy Campaigns and Operation Restoration**

57. The focus in the Tenth Five Year Plan would be to consolidate the TLC projects, which have already been sanctioned for their successful completion. Under the revised scheme, it is envisaged that the activities of basic teaching learning would be integrated with the Post Literacy activities to ensure simple transition between Total Literacy Campaign (TLC) and Post Literacy Programmes (PLP). Under this revised scheme it would be possible to take up TLC and PLP activities concurrently as two stages of the learning would draw their financial sustenance from one single budgetary provision. This integrated approach would minimize unnecessary time lag between the two stages.

58. Special focus has to be on problems of disadvantaged groups like SCs / STs and women. Regional disparities and special problems of low literacy States like U.P., Bihar, Rajasthan, Madhya Pradesh, Andhra Pradesh, Jammu & Kashmir, Jharkhand and Chattisgarh have to be given greater attention. Priority may be given to the States having literacy rate below the national average and low female literacy districts during the Tenth Plan period. Special innovative programmes and interesting reading materials may be developed and innovative implementation strategies evolved for such areas. This could be done by flexibility of approach in funding of literacy programme. Although it is expected that the TLCs / PLCs set up during the Ninth Plan and the new TLCs to be set up during first year of the Tenth Plan would be completed by third year of the Tenth Plan i.e., 2004-2005, experience has shown that some programmes continue to be in progress due to various reasons beyond control. It is, however, expected that all out efforts would be made to ensure that the programmes of basic literacy i.e., TLC / PLC are completed in the country by the end of the Tenth Five Year Plan.

#### **4.4.2.2 Continuing Education Programme**

59. Under this programme, priority would continue to be given to the identification and setting up of Continuing Education Centres (CECs) and Nodal Continuing Education Centres (NCECs), identification and training of reading rooms and libraries, acquisition of audio-visual material and other infrastructural facilities. The effective implementation of CEP both in rural and urban areas require focused attention on the issues some of which are highlighted below:

- Sustainability of the CEC requires increasing the learner participation, appointment of competent Preraks, providing relevant teaching-learning materials, regular monitoring and adequate finances;
- CEC must be able to design and implement the various target specific programmes which require identification of the areas where collaboration with other agencies could be solicited;
- The CEC must be encouraged to be the centre of convergence. Apart from functioning as an information window for all development programmes, it should be ensured that it becomes the base for all kinds of development activities in the village or the community. For this purpose, there has to be coordination and liaison with all the departments at the grass-root level and common or joint action plan has to be prepared for its success.

- The reading materials available at the CECs need to be improved so as to make them relevant to the requirements of the heterogeneous and various clientele;
- The Zila Saksharta Samiti (ZSS) should take the initiative to make Volunteer and especially the female Volunteer / MTs from the SC/ST and minority community eligible;
- Timing of the different programmes of CE needs to be fixed keeping in mind the local situation in the areas; and
- A centre-wise data bank needs to be created containing the inventory and mapping of traditional and contemporary art & craft, existing resource, raw materials, infrastructure facilities.

60. In order to ensure that the community is involved and a feeling of ownership is inculcated amongst the participants, it is proposed that the activities under the “Programme Components” could be taken up in the CECs / NCECs only if the community contributes towards part financing of these activities. The Prerak should function as a facilitator by providing resource support for such activities such as Income Generating Programmes, Individual Interest Promotion Programmes, Equivalency Programmes and Quality of Life Improvement Programmes.

61. Keeping in view the enormity of the residual illiteracy, it is proposed to take up basic literacy programmes simultaneously with CE with a provision of additional funding to run the programme. The convergence of TLC/PLC/CE would be considered the most appropriate strategy. This would require laying down all parameters/conditions required to be fulfilled at each stage.

#### **4.4.2.3 Jan Shikshan Sansthan (JSS)**

62. With the rapid expansion of literacy and post literacy programmes, the demand for skill development has increased. Therefore, the proposed scheme aims at improving the effective skills and quality of life of its beneficiaries. The main objectives of the scheme are:

- To improve the occupational skills and technical knowledge of the neo-literates and the trainees and to raise their efficiency and increase productive ability;
- To provide academic and technical resource support to Zila Saksharta Samitis and taking up vocational and skill development programmes for neo-literates both in urban and rural areas;
- To serve as nodal continuing education centres and to coordinate, supervise and monitor 10-15 continuing education centres / nodal centres;
- To widen the range of knowledge and understanding of the social, economic and political systems in order to create a critical awareness about the environment; and
- To promote national goals such as secularism, national integration, population and development, women’s equality, protection and conservation of environment, etc.

63. Apart from the above, during the Tenth Five Year Plan, the following will be the thrust areas in the JSS scheme:

- ✓ JSS will concentrate on rural areas primarily targeting neo-literates, semi-literates, women and the SCs and STs;
- ✓ At least 30% of the beneficiary of the scheme must be neo-literates;
- ✓ Literacy contents in JSS courses will be increased. A non-literate or neo-literate joining for vocational training should get scope in the JSS to strengthen his or her literacy skills;
- ✓ The teaching-learning material for vocational training and skill development programmes will be planned in consultation with the State Resource Centre and Zila Saksharta Samiti (ZSS);
- ✓ In consultation with the ZSSs and other district level organisations, JSS will take vocational programmes, which have employment potential in the market;
- ✓ JSS will be encouraged to undertake innovative programmes;
- ✓ JSS will render academic support to the ZSSs in organizing vocational programmes in the Continuing Education Scheme; and
- ✓ The JSS will have to run 10 to 15 CECs and at least one nodal CEC directly under it in consultation with the Zila Sakisharta Samiti.

#### **4.4.2.4 Support To NGOs**

64. Role of the Scheme of Support to NGOs would continue to remain the same as at present i.e., to provide resource support to literacy programmes through resource centres and actual implementation of programmes in areas which are not covered otherwise under the schemes.

65. In addition to the existing activities, SRCs are required to impart training to a large number of district level resource persons, Preraks and Assistant Preraks, who have to play key role in the implementation of continuing education programme. With the new developments in adult education and its linkages with other developmental programmes along with the explosion of information and technology etc, they have to be given more advanced training to upgrade their skills with knowledge of maintenance of accounts etc.

66. It is expected that the NGOs would take up more innovative projects, which would serve as examples for making policy changes, by the National Literacy Mission. The State Resource Centres will, over the time, have to develop more expertise in training and implementation of Continuing Education, which would start in most of the districts of the country by the end of the Tenth Five Year Plan.

67. Functions of SRC in the Tenth Plan period are envisaged as under :

- i. Development of literacy materials (Primers for TLC / PLP), neo-literate material (Books, booklets etc.) and other form of literature;
- ii. Development of training manuals for different levels of functionaries;
- iii. Imparting training for key resource persons / resource persons, Prerak, voluntary instructors, master trainers and district coordinators;
- iv. Development of Audio-Visual Aids for adult education programme;
- v. Coordination with media (electronic and print)
- vi. Monitoring and evaluation of literacy programme being implemented by ZSS/NGOs etc.;
- vii. Conduct research studies for improvement of strategies for adult education programme; and
- viii. Innovations / experimentation in the field of adult education.

#### **4.4.2.5 Directorate of Adult Education**

68. The Directorate of Adult Education (DAE) has played a lead role as a national resource centre in the development of a network of resource support system by collaborating and coordinating with the State Resource Centres for providing academic and technical resource support to the literacy programmes. In the context of continuing challenge of illiteracy and mass education, need has been felt to strengthen the capabilities of the Directorate to enable it to play a more vibrant and dynamic role for human resource development through improvement of content and process of literacy, post-literacy and continuing education programmes, through better harnessing of the electronic, print and traditional media and means of communication for environment building and for instruction, and by further development of the nation-wide networking for provision of academic and technical resource support, evaluation and research.

69. In view of the new thrust and additional demands for technical support, the DAE would have to be reshaped into a professional body enjoying considerable financial and academic autonomy. It would call for strengthening of the infrastructure as well as vesting of adequate freedom to engage professionals and consultants of high caliber in appropriate manner. The DAE would network with SRCs to develop expertise in relation to the needs of their State and also in relation to important aspects of adult education programme such as pedagogy, material production, mobilization, folk and electronic media, technology, training process for special areas of concern such as members of SC / ST community, women, etc.

#### **4.4.2.6 National Institute Of Adult Education (NIAE)**

70. The aim of NIAE was to establish Adult Education as an inter-disciplinary field of study forging links with different disciplines of social sciences through a network of collaborative and coordinated research with agencies in India and abroad. Also, the objective was to ensure a strong two-way relationship between research and practice; improve action; inform policy and

engage in theory building. NIAE made some beginnings towards meeting these requirements, but the growth of the literacy movement in size and stages calls for a greatly increased engagement in the different areas of NIAE's involvement as initially envisaged. However, it is being increasingly realized that the very definition of literacy has to be expanded to include problem-solving and life-skills that empower individuals to meaningfully participate in society in a rapidly changing socio-economic environment. The requirements of the new continuing education programme are that the Preraks and others involved in the planning and implementation of the programme are better equipped to meet the multiple and varying needs of the beneficiaries. Keeping these priorities in view, it is expected that the NIAE shall become the apex resource support for NLM's continuing education programme and execute its mandate in collaboration with the network of SRCs, Jan Shikshan Sansthan, NGOs, Adult Education departments of Universities and other research agencies.

#### **4.4.2.7 Cultural Exchange Programme**

71. Since the adult education programmes are now entering into the continuing education phase in more and more districts, the methods and models of other countries need to be studied so that the most appropriate strategy is incorporated in the implementation of the CE programme. It is, therefore, essential that the people involved in literacy in various parts of the country, besides the policy makers, are exposed to such fieldwork in other countries through this programme

#### **4.5 COMMUNITY PARTICIPATION IN THE PROCESS OF ELEMENTARY AND ADULT EDUCATION**

72. Decentralization provides clear correspondence between the natural needs of people and the provision that is made by Government(s) to meet these demands. Planning from below and contextualised resource allocation for basic services would not only be more cost effective and produce better results but the quality of the services provided to the local communities is directly proportional to the degree of community control and supervision. The people's participation in making the provision of basic services can, as mentioned in MTA of Ninth Five Year Plan contribute to the achievement of four main objectives i.e., *effectiveness, efficiency, empowerment and equity*.

73. The thinking of the Government in decentralized planning and management was made clear as early as in NPE 1986 document, which had proposed decentralization as a fundamental requirement for improving the efficiency and effectiveness of educational planning and management for evolving a meaningful framework for accountability. The Approach Paper to the Tenth Five Year Plan has also reiterated that mere establishment of schools and hiring of teachers will not lead to an improvement in education if teachers remain absent as happens in many parts of the country, especially in rural areas. It is therefore essential that control over schools and teachers should be transferred to local bodies, which have a direct interest in teacher performance. Planning, supervision and management of education would have to be through local bodies at district, block and village levels. Efforts should also be made for social mobilization of local communities for adult literacy campaigns and for promotion of primary education.

74. While the decentralization of governance already launched through the 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendments seem to have an irreversible feature of facilitating the transfer of management of primary and upper primary schools to panchayatis / local bodies, the real challenge now before us is to create an enabling environment for qualitative participation of all groups of the local communities, i.e., participation should include the notions of contributing, influencing, sharing or redistributing power and control, resources, benefits, knowledge, and skills to be gained through beneficiary involvement in decision making. The qualitative participation should essentially mean exercising voice and choice by the community or group of beneficiaries, and developing the human, organisational and management capacity to solve the problems as they arise in order to sustain the improvements.

75. Recognising that community ownership and creating the community demand is the surest way to ensure UEE and also to improve the quality of education, several State Governments have already initiated the process of decentralizing the management of elementary education by collaborating and involving the community in the system of educational management. The other States should, however, be encouraged to implement the 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendments to transfer the management of primary schools to panchayatis / local bodies with special emphasis on the following:

- Community participation in promoting enrolment, retention and other aspects of education should be further encouraged. PRIs and grass-root 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.

76. 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.

77. 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.

#### **4.6 SYNERGETIC PARTNERSHIP WITH THE PRIVATE SECTOR**

78. The task of providing basic education in a country as diverse as India is so stupendous that it is difficult to expect the governmental sector alone to meet fully the burgeoning needs of the society effectively. Even though the private initiative has always been a part of the school education endeavour, it has neither been large nor of a sizeable magnitude in the efforts to universalize elementary education.

79. Private sector can contribute not only in monetary and material terms but also in the form of expertise for quality improvement through effective management of the system and development of locally relevant teaching-learning materials. Some efforts in this direction have already been made by many States including Karnataka through its school adoption scheme. More collaborative efforts at institutional level as well as programme implementation level should be designed to expand the role of private initiative in elementary education.

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

- More collaborative efforts with the private sector and expansion of the role of private initiatives.
- Improve functioning of Government schools in partnership with willing private sector partners, within the broad parameters of the State policy.
- Support to initiatives introduced by private schools for deprived children.
- Encourage opening of private schools, without compromising on quality.
- Provide computer education to children utilizing the expertise and resources of the private sector.

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## CHAPTER – V

### FINANCING ELEMENTARY & ADULT EDUCATION

#### 5.1 TRENDS IN EXPENDITURE ON EDUCATION

1. The sources, level and distribution of financial resources for education are the result of a complex set of factors. State Governments, households, and the Central Government are the main providers of financing, in that order. The ability of State Governments to fund the sector depends on their willingness and ability to raise revenues, the centrally raised revenues transferred to them through the finance and planning commissions, and the priority given to competing demands for expenditure. Household spending on education reflects the levels and distribution of income, the perceived adequacy of publicly provided services, household expenditure required by the public system, and, again, the priority given to competing demands. The Central Government provides small direct expenditures, reflecting the constitutional division of responsibility. It also allocates tied grants to States at each level of education for activities that it presumably believes receive insufficient funding. Constitutionally, such transfers have no limit; their level reflects the widespread view that the State has overriding responsibility for education. These factors determining the level and distribution of financial resources for the education system reflect the following important trends.

- Plan expenditure on education has shown a rapid growth since the First Five Year Plan (Table V.1). Although in absolute terms, the plan allocation for education increased substantially from Plan to Plan, the share of education in total plan outlay showed a declining trend from 7.9 per cent in First Five Year Plan to 2.7 per cent in Sixth Five Year Plan. The trend was, however, reversed thereafter.

**Table- V.1**

#### **Outlay and Expenditure on Education in Five Year Plans (Centre + State)**

(Rs. crore)

Five Year Plans	Period	Outlays	% of total Plan Outlay
First	1951-56	170	7.86
Second	1956-61	277	5.83
Third	1961-66	560	6.87
Fourth	1966-74	822	5.17
Fifth	1974-79	1285	3.27
Sixth	1980-85	2524	2.70
Seventh	1985-90	5457	3.50
Eighth	1992-97	19600	4.50
Ninth	1997-2002	24908	3.36

Source: Report of the Working Group on Elementary & Adult Education for the Tenth Plan.

- The Central Government expenditure on education seems relatively small, however, it is of strategic importance. The Central Government allocates 2.5 per cent of its total expenditure to education, funding about 11 per cent of all education expenditure. But this share includes almost two-fifths of the total plan allocation for education, which are used to fund new programmes and expand existing ones, giving the Central Government greater influence over the future evolution of the system than its overall expenditure share might suggest.
  
- The distribution of overall government expenditure among educational levels has shown marked shift in favour of elementary education from Seventh Five year Plan onwards. In the first phase (First Plan to Plan Holiday, i.e., upto 1968-69) higher and technical education received a higher intra sectoral priority compared to elementary education. Traditionally, universal elementary education was perceived as social consumption while skilled manpower supplied by higher and technical education was considered a critical factor of economic development that obviously contributed to the human capital formation. By the beginning of the IV Plan, i.e., just after the Plan Holiday, with the realization that the network of technical institutions created was sufficient to meet the anticipated manpower demands, investments in technical education were curtailed. At the same time universal elementary education was recognized as a minimum need programme for which more public resources were diverted during the second phase extending from Fourth Five Year Plan to 1986 i.e., the beginning of the Seventh Five Year Plan. During the third phase (1987 onwards) with the introduction of NPE-1986 a sharp rise in the share of elementary education to total plan expenditure of education is being witnessed viz., the expenditure on elementary education was Rs. 85 crore in First Plan, Rs. 95 crore (Second Plan), Rs. 201 crore (Third Plan), Rs. 374 crore (Fourth Plan), Rs. 591 crore (Fifth Plan), Rs. 841 crore (Sixth Plan), Rs. 2866 crore (Seventh Plan) and Rs. 12424 crore in the Eighth Plan.
  
- The comparison of expenditure on elementary education is unbalanced. The Plan expenditure on education, including elementary education, is relatively very small, compared to non-Plan expenditure on education. A large proportion of the expenditure on elementary education (and also education as a whole) is non-plan in nature. Since 1980-81, this proportion has increased from 5.9 per cent to 7.5 per cent in 1990-91 and then jumped to 24 per cent in 1996-97. Though plan expenditure is 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 9a) the massive operation blackboard programme that involved provision of additional classrooms, additional teachers in single teacher schools and provision of a basket of teaching-learning material, that is expected to have significant effects on quality of education, (b) provision of incentives, particularly mid-day meals to school children, and (c) flow of external aid to education, in the form of DPEP and other projects.

## 5.2 FINANCING DURING NINTH FIVE YEAR PLAN

2. Elementary education was given the highest priority in sub-sectoral allocations within the Education Sector (Table-V.2), indicating a strong reiteration of the country's resolve to achieve the goal of EFA during the Plan period.

**Table- V.2**  
**Sectoral Outlays for Education (Centre)**

(Rs. crores)

S.No.	Sub-sector of Education	Eighth (Expr) Plan		Ninth (outlay) Plan		Expenditure					Total Antic. Expr.*
		Rs. Cr	%age	Rs. Cr	%age	97-98	98-99	99-00	00-01	01-02*	
1.	Elementary	4006.55	47.0	16369.59	65.7	2234.94	2749.83	2851.97	3117.39	2044.98	12999.11
2.	Secondary	1537.99	18.0	2603.49	10.5	245.85	422.53	484.83	554.08	301.56	2008.85
3.	University and Higher Education	1055.82	12.4	2500.00	10.0	374.00	392.73	461.91	497.55	285.45	2011.64
4.	Tech. Edn.	1086.72	12.8	2373.51	9.5	298.23	292.10	473.13	494.00	191.48	1748.94
5.	Adult Edn.	718.14	8.4	630.39	2.5	78.85	72.29	87.08	108.16	53.13	399.51
6.	Other**	116.67	1.4	431.40	1.8	37.53	54.05	69.28	83.60	48.21	292.67
<b>Total</b>		<b>8521.89</b>	<b>100</b>	<b>24908.38</b>	<b>100</b>	<b>3269.40</b>	<b>3983.53</b>	<b>4428.20</b>	<b>4854.78</b>	<b>2924.81</b>	<b>19460.72</b>

\* As on 23-11-2001

\*\* Includes languages, book promotion, scholarships, educational planning and administration etc.

Source: Report of the Mid-Term Appraisal for Ninth Five Year Plan, Planning Commission

### 5.3 FINANCIAL OUTLAYS FOR TENTH FIVE-YEAR PLAN

3. Translating the strategies enumerated in the previous chapters for providing higher-quality elementary education for all and for raising the threshold level of literacy to a target of 75% by 2005, raised two sets of questions. First, what are the resource requirements for the Centre and the States and second what would these requirements mean for States resource generation and for Centre-State transfer ?

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

- i. Population of children in the age-group 6-14 years.

- ii. Number of children in the age-group 6-14 years who are enrolled in elementary classes.
- iii. Estimated addition to the population of children in the age-group 6-14 years who should be enrolled during the Tenth Plan.

5. Based on the norms given at Annexure-V, the total outlays planned in the Central sector for the entire Five Year period of the Tenth Five Year Plan is Rs. 61,792.86 crore. The major subsector-wise breakup of the proposed outlay is given below:

<u>Sub-sector</u>	<u>Amount (Rs. crore)</u>
i. Elementary Education	42,840.11
ii. Mid-day Meal	10,536.25
iii. Teachers Education	2,077.00
iv. Adult Education	6,339.50
<b>Total</b>	<b>61,792.86</b>

### 5.3.1 Elementary Education

6. The scheme-wise breakup of the estimated outlay of Rs 55360.36 crore for expansion of elementary education and particularly to achieve the goal of universal elementary education (UEE) in the Tenth Plan is given in Table V.3.

**Table- V.3**

(Rs. crore)

Programme	Total outlay	Central share	State share
SSA	46,133.00	34,599.75	11,533.25
DPEP	5,647.00	4,800.00	847.00
LJP	300.00	250.00	50.00
SKP	180.00	90.00	90.00
GOJ-Janshala	20.00	20.00	00.00
Mahila Samakhya	250.00	250.00	00.00
KGSV	1200.00	1200.00	00.00
NPEGEL	1500.00	1500.00	00.00
NCTE	60.00	60.00	00.00
NBB	70.36	70.36	00.00
<b>Total</b>	<b>55,360.36</b>	<b>42,840.11</b>	<b>12,520.25</b>

Source: Report of the Working Group on Elementary & Adult Education for the Tenth Plan.

7. Of this, the SSA share would be shared between the Centre and the States in the 75:25 ratio, DPEP in the ratio of 85:15, LJP in the ratio of 5:1 and SKP in the ratio of 50:50. Other schemes are central schemes.

8. Besides the schemes, it is also proposed to provide financial support to the autonomous institutions like National Council for Teacher Education (NCTE) & National Bal Bhavan (NBB).

It is felt that NCTE should continue to receive Plan support during the Tenth Plan period by way of meeting the expenditure on salary and other items of recurring nature. Taking an average, requirement of Rs 40 crore is envisaged for continuing the NCTE's schemes during the Tenth Plan period. It is proposed that during the Tenth Plan period, NCTE may acquire land and construct its own buildings for its head office and the Regional Offices, which would not only lead to creation of assets but also reduce expenditure of a recurring nature. It is estimated that during the Tenth Plan period, for acquisition of land and construction of buildings, the total requirement would be around Rs 10 crore. It is also proposed that during the Tenth Plan period, NCTE may take up plans and activities for quality improvement in teacher education programmes. Taking an annual requirement of Rs 2 crore for this purpose, an amount of Rs 10 crore for programmes and activities for quality improvement is proposed. During the Tenth Plan period it is also proposed to strengthen some of the ongoing programmes / activities and also to explore new areas for galvanizing Bal Bhavan Movement for which Rs. 70.36 crore has been envisaged for the Plan period.

9. Accordingly, the central sector share comes to Rs. 42,840.11 crore and the State share Rs. 16,720.25 crore, including Rs 4,200 crore as salary for backlog teachers.

### 5.3.2 Mid-Day Meal Scheme

10. The financial requirements for the MDM have been included for limiting the scope of the scheme to the existing coverage in formal primary schools run under Government, local bodies as also Centrally aided schools. The component-wise details of the outlays proposed under the scheme are given in Table- V.4

**Table- V.4**  
**Requirement of Funds under Mid-Day Meal Scheme**

(Rs in crore)

Component	Unit	Cost
Cost of Food-grains	@ Rs. 550.00 per quintal of the food-grains requirements estimated for 11.09 crore children in the target group assuming 85% attendance @ 100 gms. per child per day for 200 days/	1036.92
Transportation charges	@ Rs 50.00 per quintal as admissible under PDS	94.26
Conversion cost	@ Re. 0.50 per child per school day for 9.42 crore children assuming 85% attendance	942.65
Monitoring,	For 5912 revenue blocks @ Rs 40,000.00	29.56
Supervision,	One Asstt.-cum-data entry operator @ Rs 60,000.00 per annum for 576 districts	3.46
Research & Evaluation	By external agencies	0.40
Annual requirement of funds		2,107.25
<b>Fund requirements for Tenth Five Year Plan period</b>		<b>10,536.25</b>

### 5.3.3 Teacher Education

11. The total expenditure in the Tenth Plan period comes to Rs 2077 crore as per the details given below in Table V.5.

**Table- V.5**  
**Summary of component-wise allocation proposed for the Tenth Five Year Plan**  
(Rs. in crores)

Sl. No.	Item of Expenditure	Amount
(a)	Recurring expenditure on existing functional/to be made functional DIETs	1107.40
(b)	Additional grant of Rs 20 lakhs for DIETs for construction of boundary walls and augmentation of water and electricity supply etc	46.20
(c)	New DIETs – Civil works and equipment (55 new @ Rs 1.75 crore per CIET and Rs 1.10 crore for upgraded DIETs	151.25
(d)	Recurring expenditure for 119 new DIETs to be made operational during Plan period	149.52
(e)	Institutional development and capacity building for 580 DIETs	11.60
(f)	New computers and up-gradation of libraries etc., for DIETs	29.00
<b>Total</b>		<b>1495.00</b>
<b>CTEs and IASEs</b>		
<b>(a) Secondary Education</b>		
a)	Non-recurring expenditure for civil work and equipment for 100 new CTEs	105.00
b)	Non-recurring expenditure for civil work and equipment for 20 new IASEs	25.00
c)	Programme fund (recurring) for CTEs @ Rs 1.00 crore per CTE (old) and @ Rs 50.00 lakh per CTE (new)	135.00
d)	Institutional development and capacity building for CTEs	18.50
e)	Programme fund (recurring) for IASEs @ Rs 1.00 crore per IASE (old) and @ Rs 50.00 lakh per IASE (new)	47.00
<b>Total for Secondary Education</b>		<b>330.50</b>
<b>(b) Elementary Education</b>		
(i)	Recurring expenditure on conduction of programme and salary of the faculty of IASEs	85.50
(ii)	Networking and capacity building of IASEs	1.00
<b>Total for Elementary Education</b>		<b>86.50</b>
III.	Strengthening of SCERTs – Non-recurring and recurring grant for 35 SCERTs	70.00
IV.	Capacity building of teacher educators by institutions other than SCERTs and IASEs	10.00
V.	Strengthening of pre-service teacher training by NCTE and other national level organizations	10.00
VI.	Development of computer network by NCTE for Teacher Education Programme	4.50
VII.	Innovation and Pilot projects in pre-service and in-service Training	50.00
VIII.	Learner evaluation	20.00
<b>Grand Total (I+II+III+IV+V+VI+VII+VIII)</b>		<b>2077.00</b>

Source: Report of the Working Group on Elementary & Adult Education for the Tenth Plan.

### 5.3.4 Adult Education

12. Since its inception, National Literacy Mission has made 91.53 million adults literate till December 2000. As per 2001 Census, there are about 296 million persons who are illiterate at present. While these are the primary target group for NLM, the scheme of Continuing Education targets the whole population of neo-literates and other sections of the society. Thus, efforts have to be made approximately 100 million persons literate and ensure that about 100 million neo-literates do not relapse to illiteracy. Based on this, the total projections for the Tenth Plan comes to Rs 6339.50 crore. The detailed scheme-wise break-up is given in Table V.6

**Table- V.6**

**Estimated Outlays for Adult Education during Tenth Five Year Plan**

(Rs crore)

Scheme	Category	Outlay
(1)	(2)	(3)
Literacy Campaigns & Operation Restoration	Central	464.00
Continuing Education for neo-literates	CSS	5250.00
Jan Shikshan Sansthan	Central	250.00
Cultural Exchange Programme	Central	0.50
National Literacy Mission Authority	Central	15.00
Directorate of Adult Education	Central	150.00
Population Education in Adult Education	CSS	20.00
National Institute of Adult Education	Central	20.00
Support to NGOs	Central	170.00
<b>Total</b>		<b>6,339.50</b>

Source: Report of the Working Group on Elementary & Adult Education for the Tenth Plan.

**5.4 PERCENTAGE ALLOCATION FOR ELEMENTARY & ADULT EDUCATION AND ACHIEVEMENT LEVELS**

13. The Education Commission (1964-66), the National Policy on Education-1968, NPE-1986 and also the modified policy of 1992, Expert Committee on Educational Expenditure (1999) have all recommended that public expenditure on education should be raised to 6 percent of the national income. The trend since Independence has, however, shown that it had never attained the targeted ratio. The percentage of educational expenditure to GDP that was 0.68 in 1951 steadily rose to 1.22 in 1955 but declined to 1.15 in 1956. After steadily increasing since 1956, it again declined in 1963. Thereafter it consistently rose (except during 1966 when it came to 1.80) to reach 2.49 in 1972. In 1973 it decreased to 2.30. From 1974 it increased and touched 3.16 in 1980. In 1981 it slid down to 3. The period between 1982 and 1992 saw the peaking and in 1989 it touched 4.39. Thereafter, it has again been irregular. Currently (1999-2000) it is 3.94.

14. The allocations to elementary education as a per cent of GDP was 17%, i.e., an outlay of Rs. 17,000.00 crore in a GDP of Rs. 10,16,266.00 crore at constant prices in 1997-98. Given the GDP at constant prices for 1999-2000 at Rs 17,86,459 crore and inflating at an average rate of 6.5% per annum, the projected GDP for the year 2002-2003 would be Rs. 21,57,953 crore.

The outlay proposed for Elementary & Adult Education during the Tenth Plan at Rs. 61,792.86 crore as a per cent of projected GDP at constant prices in 2002-03 would come to 2.87% which, as compared to the corresponding figure of 1.7% in Ninth Plan is higher by more than a percentage point. The increase in the outlay proposed for elementary and adult education although appears to be significant but given the magnitude of the tasks in the field of elementary education & adult literacy, and also the fact that investment in basic education is a pre-requisite for economic as well as human resources development of the country, the Committee recommended the proposed outlay (of Rs. 61,792.86 crore) during the Tenth Five Year Plan.

15. The Committee, however, also felt that the public expenditure is, no doubt, a critical factor but not the sole determinant of development of an every expanding education system. Cost effectiveness and efficiency in the delivery of services under various educational programmes which are mostly affected by the socio-economic and political situations of the region, can have long-standing impact on the most important determinant of development, i.e., human capital formation. Effectiveness of delivery of services in the social sector also needs a high degree of integration and convergence in the planning and programme implementation of related social sectors. Services like literacy, elementary education, primary health care, nutrition, mother and child care, family welfare and rural development have a strong inter-face among themselves and can only be strengthened through an appropriate integrated approach which will not only optimize public expenditure in regard to these services but also reinforce the effective delivery system.

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**No. M-12015/14/2000-Edn**  
**PLANNING COMMISSION**  
**(Education Division)**

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Yojana Bhavan, Sansad Marg  
New Delhi, dated **6<sup>th</sup> December 2000**

**O R D E R**

**Subject: Formulation of the Tenth Five Year Plan 2002-2007 – Constitution of Steering Committee on Elementary & Adult Education**

In the context of the formulation of the Tenth Five Year Plan 2002-07 for the Education sector, it has been decided to set up a Steering Committee on Elementary and Adult Education.

2. The composition of the Steering Committee is at **Annexure-I.1**

**3. The Terms of Reference**

- ❑ To formulate broad objectives and identify thrust/priority areas in the field of Elementary Education, NFE and Adult Education sectors for the Tenth Five Year Plan.
- ❑ To provide all necessary guidance to the Working Groups
- ❑ To work out financial resources for various components in Elementary Education and Adult Literacy Programmes and workout outlays for the Tenth Five Year Plan.
- ❑ To work out operational strategy for implementation of the recommendations of the Task Force/Committee set up in MHRD on Education For All (EFA) and on performance of the Education sector

4. The expenses towards TA/DA of the official members will be met by the respective Governments/Departments/Institutions to which they belong. TA/DA to non-official members will be paid by the Planning Commission as admissible to Grade-I officers of the Government of India.

5. The Steering Committee should submit their report within six months.

Sd/-

(T.R. Meena)  
Deputy Secretary (Administration)

Copy forwarded to :

1. Chairman & Members of the Steering Committee
2. PS to Deputy Chairman, Planning Commission
3. PS to MOS (P&PI)
4. PSs to All Members of Planning Commission

5. PS to Secretary, Planning Commission
  6. PS to Secretary (Exp.), Deptt. of Expenditure
  7. Ministry of Finance (Plan Finance Division)
  8. Ministry of Home Affairs
  9. Advisers / Heads of Divisions
  10. I.F. Cell
  11. Admn.I / Accs-I / Genl.I & II Secs., Planning Commission
  12. Information Officer, Planning Commission
  13. Library, Planning Commission
  14. Plan Coordination Division, Planning Commission
-

**List of Members of Steering Committee on Elementary and Adult Education**

Dr K. Venkatasubramanian Member Planning Commission New Delhi-110001	Chairman
Secretary Deptt. of Elementary Education & Literacy Ministry of Human Resources Development Shastri Bhavan, New Delhi-110001	Member
Dr. Mrs. Chitra Naik Indian Institute of Education 128/2, J.P. Naik Path, Kothourd Pune-411029 – Maharashtra	- do -
Shri Anil Bordia 72, Devi Path Kanota Bagh Jaipur – 302004 (Rajasthan)	- do -
Shri N. Vijayadita Director General National Informatic Centre 'A' Block, CGO Complex Lodhi Road, New Delhi	- do –
Shri Sumit Bose Jt. Secretary (Elementary Education) Deptt. of Elementary Education & Literacy Ministry of Human Resource Development Shastri Bhavan, New Delhi-110001	- do -
Prof. J.S. Rajput Director National Council of Educational Research & Training Sri Aurobindo Marg – New Delhi-110016	- do –
Shri E. Medury Director, EDCIL B-86, Defence Colony New Delhi-24	- do –
Prof. B.P. Khandelwal Director National Institute of Educational Planning And Administration Sri Aurobindo Marg, New Delhi-16	- do –

Prof. Suma Chitnis Director J.N. Tata Endowment Bombay House Mumbai – 400001	Member
Shri Ashok Ganguly Chairman Central Board of Secondary Education 2, Community Centre Preet Vihar Delhi-92	- do -
Dr A.K. Meheswari Chairman National Council of Teacher Training New Delhi	- do -
Dr N.K. Ambasht Chairman, National Open School B-31B, Kailash Colony NewDelhi-48	- do -
Smt. Shyama Chona Principal, Delhi Public School Sector-XII, R.K. Puram, New Delhi	- do -
Secretary (Adult Education) Government of Kerala Thiruvananthpuram	- do -
Secretary (Elementary Education) Government of Gujarat Gandhinagar, Ahmedabad	- do -
Secretary (Elementary Education) Government of Tamil Nadu Chennai	- do -
Secretary (Education) Government of Punjab Chandigarh	- do -
Shri Prem Prashant Secretary (Education) Government of Haryana Chandigarh	- do -
Secretary (Education) Government of Jharkhand Ranchi	- do -

Secretary (Education) Government of Chhattisgarh Raipur	Member
Director SCERT, Pune Government of Maharashtra	- do -
Director State Resource Centre (SRC) Government of West Bengal Calcutta	- do -
Director State Resource Centre (SRC) Government of Rajasthan Jaipur	- do -
Director SCERT, Government of Madhya Pradesh Bhopal	- do -
Pr. Adviser (Education) Planning Commission	Member-Convener

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**M-12015/1/2000-Edn.**  
Government of India  
Planning Commission  
(Education Division)

Yojana Bhavan, Sansad Marg  
New Delhi, dated 7.12.2000

**ORDER**

**Subject: Constitution of Working Group on Elementary and Adult Education for the formulation of Tenth Five Year Plan - 2002-07**

In the context of the formulation of the Tenth Five Year Plan (2002-07), it has been decided to set up a Working Group on Elementary and Adult Education under the Department of Elementary Education & Literacy, Ministry of Human Resource Development.

The composition of the Working Group may be seen at **Annexure-II.1**

The terms of Reference of the Working Group may be seen at **Annexure-II.2**

The Chairman of the Working Group, if deemed necessary, may constitute sub-groups and/or may co-opt additional members.

The Working Group will finalise its report by June 30<sup>th</sup> 2001.

The expenditure on TA/DA etc. of official members in connection with the meetings of the Working Group will be borne by the parent department/Ministry/organization to which the member belongs. Non-official members will be entitled to TA/DA as admissible to Grade.I officers of the Government of India and this expenditure will be borne by the Convenor Department.

(T.R. Meena)  
Deputy Secretary (Admn.)

**Copy to:** Chairman and Members of the Working Group on Elementary and Adult Education.

**Copy also to:**

1. P.S. to Deputy Chairman, Planning Commission
2. P.S. to MOS (P&PI), Planning Commission
3. P.S. to all Members, Planning Commission
4. P.S. to Secretary, Planning Commission
5. P.S. to Secretary (Expenditure ), Department of Expenditure, Ministry of Finance, North Block, New Delhi.

6. P.S. to Secretary (Home), Department of Home, Ministry of Home Affairs,  
North Block, New Delhi.
7. All Heads of the Division, Planning Commission
8. IFA Unit, Planning Commission
9. Administration/Accounts/General Branches, Planning Commission
10. Under Secretary (Admn.), Planning Commission
11. Information Officer, Planning Commission
12. Library, Planning Commission
13. Plan & Coordination Division, Planning Commission
14. P.S. to Deputy Secretary, Planning Commission

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**LIST OF EXPERTS FOR THE WORKING GROUP ON ELEMENTARY EDUCATION –AND  
ADULT EDUCATION – 10<sup>TH</sup> FIVE YEAR PLAN**

Smt. Achala Moulik Secretary Department of Elementary Education & Literacy Ministry of Human Resource Development “C” Wing, Shastri Bhavan, New Delhi	Chairperson
Shri Sumit Bose, Joint Secretary (EE) Deptt. of Elementary Education & Literacy Ministry of Human Resource Development “C” Wing, Shastri Bhavan, New Delhi	Member-Convener
Shri Jagan Mathews Joint Secretary(AE) Deptt. of Elementary Education & Literacy Ministry of Human Resource Development “C” Wing, Shastri Bhavan, New Delhi	Member-Convener
Mrs. Mina Swaminathan 3 <sup>rd</sup> Cross Street, Chennai-600113	Member
Dr. (Mrs.) Radhika Herzburger Director, Rishi Valley School P.O. Madanapalli, District-Chittoor	Member
Shri Achyut Das Agramee P.O. Kashipur, Koroput, Orissa	Member
Ms. Shanta Sinha M.V. Foundation 28, Manedepally West Road No.1, Secunderabad-500026	Member
Shri Hari Dang (Padama Shri) President, The Society for Technology & Action for Sustainable Development(TASD) 1, Factory Road (Ring Road) South New Delhi-110029.	Member
Shri Johar Kumar Centre for Learning Resources 8, Deccan College Road Yerwada, Pune-41006	Member

Dr. Jean Dreze Visiting Professor Delhi School of Economics, Delhi	Member
Shri Denzil Saldhana T.I.S.S., Mumbai	Member
Prof. A.K. Jalaluddin Former Joint Director, NCERT	Member
Prof. Shyam Menon, CIE Delhi University, Delhi	Member
Shri P.P. Ghosh ADRI, Patna (Bihar)	Member
Shri Kashmiri Lal Zakir H.No.367, Sector 44-A Chandigarh	Member
Shri Jacob Aikara Tata Institute of Social Sciences Mumbai	Member
Prof. B.P. Khandelwal Director, NIEPA Sri Aurobindo Marg New Delhi	Member
Dr. J.S. Rajput Director, NCERT Sri Aurobindo Marg New Delhi	Member
Dr. A.N. Maheshwari Chairman, NCTE, New Delhi	Member
Dr. N.K. Ambasht Chairman, NOS Kailash Colony, New Delhi	Member
Shri Prem Prashant Education Secretary Government of Haryana Chandigarh	Member
Smt. Anita Sharma Secretary Education Government of Madhya Pradesh Bhopal	Member

Shri K. Jaya Kumar Education Secretary Government of Kerala	Member
Shri Nikhilesh Das Education Secretary Government of West Bengal	Member
Ms. Vrinda Sarup SPD, DPEP Government of Uttar Pradesh	Member
Ms. Banno Z. Zamir Education Secretary Government of Nagaland	Member
Smt. Kirti Saxena Director Education Division, Planning Commission	Member
Shri G.L. Jambhulkar Deputy Adviser Education Division Planning Commission	Member

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**Terms of Reference of the Working Group on Elementary and Adult Education – Tenth Five-Year Plan.**

1. To review the existing plans and programmes under Elementary Education and Adult Education programmes.
2. To suggest mechanism for effective implementation of different schemes / programmes merged into Sarva Shiksha Abhiyan.
3. To decide future course of action to be taken for externally aided programmes under Elementary Education.
4. To suggest ways and means to achieve the aim of UEE and to work out financial projections for the same
5. To suggest measures to create effective linkage of adult education programmes with Sarva Shiksha Abhiyan.
6. To achieve universal adult literacy in age group 15-35 in a specific time period.
7. To review educational indicators like definition of literacy, enrolment ratio, teacher pupil ratio, dropout rate, teacher's appointment and training .
8. To suggest modifications in educational indicators keeping the quality of education in view.

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Planning Commission  
(Education Division)

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**Subject:- First Meeting of the Steering Committee on Elementary and Adult Education  
- Summary Record of Discussions.**

The first Meeting of the Steering Committee on Elementary and Adult Education was held on 22<sup>nd</sup> January 2001 under the Chairmanship of Dr. K. Venkatasubramanian, Member, Planning Commission.

The Pr. Adviser (Edn.), Planning Commission, officials from Department of Elementary Education and Literacy, academicians, representatives from State Governments and NGOs as well as representatives from leading schools of Delhi participated in the discussions. The Secretary, Department of Elementary Education and Literacy and the Joint Secretary (Adult Education) could not attend the meeting as they were away on tour abroad.

Initiating discussions, Member (Edn.) welcomed the participants and thanked them for sparing their valuable time to attend the Steering Committee Meeting. The Chairperson drew attention of the Members of the Steering Committee to the urgent need for achieving the objective of Universalisation of Elementary Education.

The Pr. Adviser (Edn.) shared the terms of reference of the Working Group on Elementary and Adult Education constituted for the Tenth Plan with the members of the Steering Committee present in the Meeting. She stressed the fact that the purpose of the Steering Committee was to guide the deliberations of the Working Group. She requested the members of the Steering Committee to go into the terms of reference of the Working Group and forward suggestions in respect of any additional terms of reference. These suggestions could be forwarded to Planning Commission at the earliest so that they could be incorporated in the terms of reference of the above-mentioned Working Group.

There was a brief presentation by Director (Elementary Education) on the various programmes and schemes being implemented by the Department of Elementary Education and Literacy. The thrust areas in the Elementary Education of the current Ninth Five Year Plan, the achievements made during the Plan period and the areas of concern was highlighted. The changes made in the programmes and schemes for elementary education specially the launch of the Sarva Shiksha Abhiyan (SSA) were also shared with the members in the course of the presentation.

The presentation highlighted the importance of education in the country's economy. Social justice and equity are by themselves a strong argument for basic education for all. The strong linkages 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 UEE.

It is for this reason that the nation stands committed under Constitutional Directive of Article 45 to provide free and compulsory education for all its children in age group 6-14. This commitment is reiterated in the National Policy on Education of 1968 and in the National Policy on Education of 1986. Recently steps have been taken, to amend the Constitution to make the right to free elementary education up to 14 years of age, a Fundamental Right.

Director (Elementary Education) informed the participants that despite significant efforts made in the last fifty years of providing easy access to an educational facility for children, the goal of UEE is yet to be achieved. The inability to achieve UEE is the result of many factors including stagnating economic growth, poor socio-economic conditions and inadequate funding for education. Moreover, there is a need to improve the quality of education.

The rapid increase in population in the 1950s and 1960s made the task of achieving UEE more difficult. The presentation highlighted the progress made after launching of the Non-formal Education (NFE) in 1977 and the District Primary Education Programme in 1994.

The Steering Committee members were informed about the salient developments in the area of elementary education. Various state level innovative schemes like the EGS in Madhya Pradesh, Rajiv Gandhi Swaran Jayanti Pathshala in Rajasthan along with the Lok Jumbish, SSK in West Bengal are being implemented. Along with the state specific incentive schemes for encouraging enrolment and retention of children in schools the Mid-Day Meal Programme is being implemented all over the country.

Clearly the progress made in the area of UEE was not adequate despite policy initiatives mentioned above. The large target group that needs to be imparted basic education clearly needed a major thrust like the SSA.

The estimate of the problem - At present, of the approximately 200 million children in the age group of 6-14 years 120 million children are in schools. Net attendance at Primary level is only 66 percent of the total enrolled children. At the Upper Primary level the net attendance is 43 percent. He further informed that there was very low attendance in respect of girls in the States of Bihar, UP, AP, MP and Gujarat. The minimum level of learning has been finalised only at the primary level.

The Ninth Plan targets for UEE were highlighted in the presentation:-

- Enrolment of all at primary and provision of upper primary education of all
- Provision of NFE for school drop-outs, working children, girls out of formal school framework
- Provision of ECCE to children of 3-6 years

Universal Retention:

- Reduction of drop-out to 20% in classes I-V and 40% in classes I-VIII.
- MLL to all primary schools and extension of concept to upper primary stage.
- Improvement in school infrastructure, teacher education, quantity and quality of teaching learning materials
- Promotion and extension of common curriculum framework of elementary stage.

Director (EE) informed that various evaluation studies had stressed upon the need for community involvement in primary education, decentralized management, enhanced allocation of resources, improvement in infrastructure facilities, support for quality education through long term strategies for improvement in teacher education and increase in quality and quantity of teaching learning material. These issues would have to be looked into by the Working Group on Elementary and Adult Education.

Director (EE) gave a brief on the recently launched Sarva Shiksha Abhiyan (SSA), a newly formulated strategy for achieving the goal of UEE by 2010. The Sarva Shiksha Abhiyan is a historic stride towards achieving the long cherished goal of Universalisation of Elementary Education (UEE) through a time bound integrated approach, in partnership with States. SSA aims to provide useful and quality elementary education to all children in the 6-14 age group by 2010 in a holistic and convergent approach with the following objectives and targets:-

**Objectives:**

- Creation of adequate facilities for 8 years of elementary schooling.
- Provision of alternative schooling facilities in unserved habitations.
- Effective pedagogical interventions to make schools attractive.
- Provision of adequate incentives to meet the cost of schooling of the poorest children.

**Targets:**

- All children in Schools, Education Guarantee Centres, Alternatives Schools, Back to school Camps by 2003.
- All children to complete 5 years of schooling by 2007.
- All Children to complete 8 years of schooling by 2010.
- Universal retention by 2010.

He further outlined the strategy for implementation of SSA

**Strategy for Implementation**

The Central and State Governments will together implement the SSA in partnership with the local government and the community. The financing of SSA would be on the basis of 85:15 in the Ninth Plan and 75:25 in the Tenth Plan. States have been requested to

establish State level implementation Society for UEE under the Chairmanship of Chief Minister/Education Minister. This has already been done in many States. The Sarva Shiksha Abhiyan will not disturb existing structures in States and districts but would only try to bring convergence in all these efforts. Efforts will be made to ensure that there is functional decentralisation down to the school level in order to improve community participation. Besides recognizing PRIs/Tribal Councils in Scheduled Areas, including the Gram Sabha, the States would be encouraged to involve NGOs, teachers, activists, women's organizations etc. in efforts to provide elementary education. As part of the SSA the following institutional reforms will be carried out: There would be a review of the State Education Act, rationalization of teacher deployment, recruitment of teachers, monitoring and evaluation, education of girls, SC/ST and disadvantaged groups, policy regarding private schools etc. The Director (EE) informed the members that many of the States have already effected institutional reforms to improve the delivery system for elementary education.

### **Coverage and Period**

The SSA will cover the entire expanse of the country before March, 2002 and the duration of the programme in every district will depend upon the District Elementary Education Plan (DEEP) prepared by it as per its specific needs. However, the upper limit for the programme period has been fixed as ten years, i.e., up to 2010.

Dr. N.K. Ambasth, Chairman of the National Open School highlighted the need for integration of open learning systems in the approach for UEE.

Ms. Amita Sharma, SPD, Madhya Pradesh emphasized the importance of developing a State specific perspective on elementary education. She felt that the SSA provides an opportunity and many issues with regard to Centre State financial matters need to be looked into.

Smt. Shyama Chona, Principal, Delhi Public School, R.K. Puram drew attention of the Steering Committee members to the need for providing education to the increasing number of urban slum children whose problems were growing day by day in all the metropolitan and big cities of the country.

### **Adult Education**

There was a brief presentation by the Director (Media) in the Deptt. of Elementary Education and Literacy on the Adult Education Programme. Giving a brief background, Smt. Ira Joshi informed the members about the National Literacy Mission (NLM) launched in May, 1988 with the aim to achieve sustainable threshold level of 75% literacy by 2005. The NLM cover adults in the age group of 15-35.

The Director (media) shared with the members of the Steering Committee the improvements in the literacy levels achieved in the 1990s. Through its main strategy of special projects for eradication of illiteracy, commonly known as Total Literacy Campaign (TLC) and Post Literacy Campaign (PLC) it has been able to achieve a coverage of 72.56 million persons, of which 60% are women, 23 % SCs and 12% STs. 556 districts are now

covered under Literacy Campaigns – 182 under Total Literacy Campaign, 259 under Post Literacy Campaign, 30 under Rural Functional Literacy Programme and 85 under Continuing Education Programme. The Programme of TLC and PLC has been faced with some difficulties in the low Literacy State mainly due to the absence of voluntary organizations and other socio-cultural barriers.

The presentation emphasised the current focus on CONTINUING Education Centres. There is a growing awareness that the CE programme requires qualitative up-gradation in order to make it relevant, contextual and acceptable. Smt. Ira Joshi informed the members of the Steering Committee that meaningful initiatives in this respect have been taken in various parts of the country.

Due to the concerted efforts of the National Literacy Mission and the steps taken in the area of primary education and non-formal education, there has been a significant step-up in the literacy rates of our country. Smt. Ira Joshi drew attention to the NSSO results which indicate a substantial growth in literacy percentage - India's literacy rate stood at 62% at the end of December, 1997 which was a substantial increase from 52.2% in 1991. The male literacy rates increased from 64.1% in 1991 to 73% in 1997. The corresponding increase in female literacy was from 39.3% to 50% in the same period.

The Chairperson of the Steering Committee, Member (Edn.) emphasized that the Adult Education Programme in the Tenth Plan should consolidate the gains made in the nineties and cover the unserved areas and target groups and bring greater convergence between literacy and elementary education.

In this context, the Director (Media) informed that steps would be taken to strengthen the Jan Shiksha Sansthan which implement the programme of non-formal adult and continuing education in the urban and industrial areas with the aim of improving occupational skills and technical knowledge of workers so as to increase their efficiency and productivity. She further informed that the Zila Shaksharta Samities (ZSS) under the District Collector would identify the Mahila Mandals, the NGOs, PRIs and the Nehru Yuva Kendras which could take up the Continuing Education Centres under the monitoring and supervision of ZSSs.

The Member (Edn.) thanked the participants for sparing their valuable time to attend the meeting and also expressed gratitude for the valuable suggestions. The meeting ended with a vote of thanks to the Chair.

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PLANNING COMMISSION  
(Education Division)

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**Summary Record of the Second Meeting of the Steering Committee  
On Elementary & Adult Education.**

The Second meeting of the Steering Committee on Elementary & Adult Education was held under the Chairmanship of Dr. K. Venkatasubramanian, Member (Education), Planning Commission at 10.30 A.M. on 5-10-2001 in Committee Room No. 122, Yojana Bhavan. The list of participants is given at Annexure.

2. The Chairman welcomed and addressed the members of the Steering Committee. While addressing the members, he emphasized on the fact that education is universally accepted as a crucial element in the process of development of the country. He mentioned that the fundamental role of education is to empower people with knowledge and skills, enhance their productivity and enable them to participate fully in the development process. He further stressed on the fact that basic education opens up avenues of communication, gives people an access to information, strengthen their confidence to participate in community affairs and also provides disadvantaged people the tools they require to move from exclusion to full participation in their society. Quoting the Noble Laureate Amartya Sen he observed that even the situation of arms conflict on the borders of the country can be tackled in the long run by opening more and more elementary schools in these regions. Recognizing the fact that female education is prerequisite for social development and also in bringing change in demographic profile of the country, he stressed on the need of providing education to women especially in rural and remote areas of the country. Female education, he said, produces social gains by improving health, increasing child schooling and reducing fertility through demand for family planning. He, however, expressed serious concern over the gender and regional disparities in literacy profile of the country and the poor response of the States to some of the schemes including Mid-Day Meal being implemented by the Government of India to improve the enrolment and retention rates in the schools. He urged the members of the Committee to deliberate on these issues and give their views and suggestions on formulation of schemes / programmes for the Tenth Five Year Plan, particularly on Mid-Day Meal Scheme so that it could be revised to suit the local needs and implemented effectively to achieve the targets of enrolment & retention set out in the Sarva Shiksha Abhiyan (SSA) during Tenth Plan period.

3. Pr. Adviser (Education) and Member-Secretary of the Steering Committee complimented the Department of Elementary Education and Literacy for concerted efforts and hard work put in in preparing the comprehensive report of the Working Group on Elementary and Adult Education. Realizing the role and importance of Education in the process of economic growth and development and particularly of female education in the demographic transition of the country, she informed the Committee that for the first time Approach Paper on Tenth Five Year Plan has incorporated explicit targets for literacy as "monitorable targets" and also provided State-wise breakup of literacy targets to enable requisite focus for reducing the disparities. Apart from improving further the access to education in the country, she highlighted that other challenges being faced by us include providing primary education of good quality, raising learning achievements and reduction in gaps in education outcome across States and among groups. As regards the targets laid down under Sarva Shiksha Abhiyan and also for Tenth Five Year Plan, she pointed out that given the present rates of growth in gross enrolment ratios,

questions have been raised about their achievement and, therefore, efforts need to be stepped up by the Department to achieve the targets of enrolment rates set out for the Plan. Besides, she also pointed that in spite of the intervention of the Government agencies down to the village level, dropout rates are still very high in majority of States / UTs at all the levels of elementary education which require focused attention of the Department, especially in educationally backward States, if the target of universal retention set for the Plan is to be achieved.

4. Emphasizing the significance of Early Childhood Care and Education (ECCE) as the first step to achieve the targets of Universalisation of Elementary Education (UEE), Pr. Adviser (Education) stressed on the need of establishing adequate linkage between ECCE centres and primary schools and also on qualitative improvement of ECCE centres by improving their resource capacity. As ECCE centres are being run by Aanganwadis within ICDS structure, she raised the issue of improving the career prospects of Aanganwadi workers by enhancing their honorarium and suggested that a proportion of funds from the budget of the education department may be earmarked for this purpose. She also desired the Members of the Steering Committee to deliberate on this issue at length and give clear guidelines so that suitable recommendations can be made to the Government. She also highlighted the educational needs of specific groups including those of adolescent girls, socially disadvantaged groups, working and physically handicapped children etc and stressed the need of modifying the existing formal education system as well as curriculum to meet the varying needs of these un-reached or excluded groups. She pointed out that although a provision is made for free education to girls up to high school level in majority of the States/UTs, however, efforts need to be initiated so that these incentives reach the target group of adolescent girls. Observing that literacy rate among SCs/STs population are significantly lower than the other groups, she felt the need of adequate intervention by the Central Government in general and State Governments in particular for their mainstreaming and providing them access to basic education of good quality. Given the fact that only one per cent of the total physically disabled children have an access to formal education, she desired that the Department should specifically look into the programmes / policies with suitable modification to meet the special needs of this group of children. As regards the children not covered in the school system in slum areas, she observed that school timing or curriculum be made flexible to suit their needs and facilities need to be made available in the vicinity of the slum areas especially in big cities.

5. Recognizing the fact that teachers play a crucial role in providing quality education especially at elementary level, she focused on issues such as improving the teachers qualifications standard by extending the length of pre-service education, organizing regular refresher courses to upgrade their skills, improving their career prospects by enhancing their motivation levels so as to reduce their absenteeism and increasing the proportion of female teachers etc. Before coming to the financial outlays proposed by the Working Group under various schemes / programmes, she requested the Secretary (EE&L) to give a brief sketch of the proposals and recommendations of the Working Group on Elementary & Adult Education, highlighting the schemes that would be continuing and also new schemes to be introduced in the Tenth Five Year Plan.

- According to the provisional figures of census 2001, the highest jump in the literacy rate was achieved during the decade of 1991-2001 since 1951 as literacy rate has increased by 13.17 percentage point and it is for the first time that the absolute figure of illiterates has gone down by 3.19 crores.

- The gender gap has narrowed down during the last decade as male literacy went up by only 11.72 per cent and female literacy by 14.8 per cent as a result of which male-female gap decreased to 21.7 per cent in 2001 against the gap of 24.84 per cent in 1991.
- Wide regional disparities, however still persist between the States as the literacy rates in the major States such as Bihar, Jharkhand, Madhya Pradesh, Rajasthan and Uttar Pradesh are still very low and within a State, pockets of low literacy rates especially female literacy are still visible.
- Although number of primary schools has increased by more than three times, ratio of upper primary schools to primary schools has come down significantly, the enrolment at primary stage has increased by 5.91 times and for girls by 9.16 times; the dropout rates, although decreasing year after year are still very high, both at primary as well as upper primary level which of course needs focused attention.
- The Sarva Shiksha Abhiyan (SSA), and National Literacy Mission (NLM) are the key programmes to attain the goals of literacy set out for the Tenth Five Year Plan. The specific objectives laid down under SSA include the “monitorable targets” of bringing all the children in the age group of 6-14 within the fold of elementary education by 2003; universal retention in primary by 2007 and to reduce the dropout rate to less than 10 per cent in grades VI-VIII by 2007; to bridge all the gender and social gaps in primary schools by 2007 to less than 5 per cent in upper primary schools; all children to have primary / upper primary schools or their alternative within the walking distance of 1 K.M. and 3 K.M. respectively; all schools to have buildings, toilets and other infrastructure facilities including a provision of one classroom for every teacher at elementary stage.
- The goals of NLM include, achieving a sustainable threshold of literacy of 75 per cent by the year 2005; to cover all the leftover district by the year 2003-04; to remove residual illiteracy in the existing districts by 2004-05; and to launch continuing education programmes in 486 districts by the end of the Plan period.

7. Secretary (EE&L) also elaborated the strategies being adopted and those proposed for Tenth Five year Plan for achieving the goals and targets set out for the Plan period. He informed the Committee that the strategies evolved for reducing the dropout rates would focus on identification and targeting the reasons mainly accounting for maximum number of dropout children. In this context, Secretary (Education), Government of Punjab mentioned that in his State either economic compulsion or the lack of opportunities to education have been the major factors leading to high dropout rates particularly at the upper primary level. In this regard, Dr. Ambasht, Chairman, National Open School suggested the use of distance learning mode of education to cater the educational needs of the ‘out of school’ group of children which constitutes more than 20% in the age group of 6-14 years. Secretary (EE&L) endorsed the Dr. Ambasht’s views and informed the Committee that strategies are being worked out to incorporate alternative schooling and distance learning keeping in view the special requirements of this group of children.

8. Pr. Adviser (Education) also emphasized on strengthening the linkage between ECCE & primary education especially to reduce the dropout rate amongst the adolescent girls in rural areas as they are mostly retained at home to look after the younger siblings. Secretary (EE&L) informed the Committee that a holistic approach is being adopted for improvement in ECCE

Centres so as to provide universal access to 3-6 age group, particularly with regard to its convergence with other departments.

9. As regards improvement in quality of education, in addition to the quality of school infrastructure and teaching learning process; renewal of curriculum, text books and teaching learning material; and focusing on specification and measurement of achievement level, teachers' education was considered to be an important determinant of quality education. Shri Sumit Bose, Joint Secretary (EE) in his presentation on teacher's education, therefore, emphasized on continuation of government funding for teacher's education especially on strengthening of teacher's education institutions such as DIETs, CTEs, IASEs and SCERTs. Realizing that the States may not be able to put requisite emphasis on teacher's education, Ms Rashmi Sharma, Director (EE), MHRD also supported the central government funding support to the teacher's education but she emphasized that such support may continue only when pre-fixed minimum standards are met by the States in making the provision of teacher' education. Joint Secretary (EE) also stressed on enhancing the pre-service and in-service training of all teachers including para-teachers and in this context recommended developing specialized correspondence courses for elementary teachers. In order to improve the quality of teacher's training, Joint Secretary (EE) also informed that Working Group has recommended to introduce new courses for teacher's educators and the networking of teacher's education institutions to utilize optimally the services already created throughout the country. In response to Member (Education)'s observation that untrained teachers are being recruited in States of West Bengal and North Eastern States, JS(EE) informed that strategies are being prepared in consultation with NCTE and IGNOU to provide training to all the untrained teachers and NCTE has also been given statutory powers to see that in future no untrained teacher is recruited in formal schools which are funded by the Government / Local Bodies. In this context, Pr. Adviser (Education) raised the issues relating to unwillingness of the teachers to be posted in the rural areas and lack of motivation amongst them for teaching in the schools and also for undergoing any refresher courses and / or training being organised for upgrading their skills. She desired the Members of the Committee to give their views / suggestions on these issues so that necessary measures are recommended to the Government to improve the situation.

10. Shri Sarkar, President, State Resource Centre, Government of West Bengal pointed out that the rampant increase in the business of private tuition particularly at the secondary and higher level has been largely responsible for the absenteeism of the teachers and it also dampened their motivation to perform better in terms of teaching in the schools. Shri P.K. Chaudhery, Secretary (Education) Government of Haryana informed the Committee that his Government has adopted tough measures and succeeded in containing the private tuitions especially at secondary and college levels. He also expressed the view that indiscipline in the government schools, which is mainly on account of administrative slackness, political interference and lack of pressure from the community has resulted in poor quality of teaching and their declining performance over a period of time. This poor performance of the Government schools, he informed, has also resulted in migration of students towards private schools. He further intimated that in Haryana, although the situation is quite comfortable in primary schools but to improve the position at secondary and higher levels, he was of the view that the students and the community must voice their problems to the authorities so that necessary steps are taken promptly to avoid the situation to deteriorate further. As regards the posting of teachers in the rural areas, he pointed out that all the teachers at the time of appointment have to give an undertaking that they have to serve at least for five years in the rural areas, therefore, the situation on this front is quite comfortable in Haryana. Secretary (Education) Government of Punjab also shared with Members the reforms in examination

system undertaken by his Government at primary and secondary levels to improve the educational standards in the State.

11. As improving the quality of education is an intervention on the supply side, therefore, to enhance the demand for education, Secretary (EE&L), quoting ORG Study, mentioned that the Mid-day Meal Scheme had made positive impact on attendance and retention at the primary level, particularly of SC/ST children and children belonging to lower income groups. He, therefore, recommended continuing the scheme during the Tenth Five Year Plan with certain modifications. He made a small presentation on the revised Mid-day Meal Scheme as proposed by the Sub-Group constituted by the Working Group. In his presentation he mentioned that under the modified version of the Scheme as recommended by the Working Group, the States / UTs would be insisted on providing hot cooked meal / ready to eat meal to the children based on sound nutritional principles. However, as regards its coverage, he presented two scenarios subject to availability of funds, i.e., first, limiting the scheme to present target group of primary school children and second, expanding the scheme to cover the children of alternative education system and the upper primary classes. As most of the States have expressed their inability to provide hot cooked meal to the children due to high cost involved in conversion of food-grains into cooked meal, he also informed the Committee that Working Group had recommended that the Central Government may provide additional support towards the conversion cost to the States on 50:50 sharing basis. Quoting the recommendation of the Sub-Group, the other changes in the revised scheme mentioned by him include decentralizing the management of the programme to enable reduction in leakages and misutilisation etc; stronger community participation and limiting the teacher's involvement to supervision only; making provision of funds in advance to the implementing agencies through the States' nodal officer for transportation of the food-grains; extensive use of CMIS net for monitoring purposes; involving external agencies in monitoring and supervision; linking the scheme with poverty eradication programme in rural and urban areas and establishing synergetic linkages with other Departments of the Government

12. Before commenting on the modified version of the scheme, Member (Education) desired to review the working of the scheme in its present structure. He enquired about the reasons for the dismal performance of majority of States in lifting of the food-grains being provided free of cost under the scheme since its inception in 1995. Secretary (EE&L) pointed out that poor lifting of food-grains under the scheme is mainly on account of lack of community involvement in the programme, high cost of its conversion into hot cooked meal as well as high transportation cost of food-grains from FCI godowns to the schools, especially in remote and hilly areas. Secretary (Education), Government of Punjab also endorsed this view and added that the major weaknesses of the scheme lie in its delivery system. He further pointed out uniform pattern of the scheme throughout the country along with varying cost of conversion into hot cooked meal - being high in the North and relatively low in the Southern States - have further complicated the implementation of the scheme. In this context he suggested that instead of making a provision of fixed conversion cost per child per day as proposed, the Government should fix the nutritional value of the cooked food and give adequate flexibility to the States in designing and implementing the scheme in accordance with the local conditions prevailing in the different regions. Secretary (Education), Government of Haryana also informed the Committee that the experience of providing hot cooked meal to the children has not been a success in his State and, therefore, the scheme should have in-built flexibility so that it could be modified by the State keeping in view their requirements. He further emphasized on the fact that community involvement is poor especially in the Northern States, therefore, uniform pattern of the scheme may not be feasible to implement throughout the country. Dr. Ambasht, Chairman, National Open School suggested to implement the scheme in conjunction with Panchayati Raj

Institutions and Village Education Committees. Director, State Resource Centre, Government of Rajasthan also endorsed his view and emphasized on community involvement as well as local bodies in the implementation of the scheme.

13. Dr. Ambasht also raised an issue relating to computer literacy, as it has become a necessity in the wake of IT revolution. Secretary (EE&L) informed the Committee that the Working Group had already recommended to accord priority to computer education at elementary level in the Tenth Five Year Plan, and for this, three levels of computer education are envisaged: the first stage would be computer literacy or computer orientation to the children and second stage would be computer- aided learning and third stage would be computer based learning. Given the fact that a large number of elementary schools in the country are not electrified and there are no adequate infrastructure facilities to open computer learning centres in schools, he suggested that one or two schools in clusters will be selected to install the computer facilities which could also be used by children in the adjoining schools. Secretary (Education), Government of Punjab also endorsed the view of giving priority to computer education but he pointed out that wherever a fee is charged for computer education, resistance is being felt from public in the State. Secretary (Education) Government of Haryana, however, informed that they could initiate computer education in Government schools with relatively more success as adequate number of children have opted for computer education and 50% reservation is provided for SC candidates. He, however, suggested that under the scheme of computer education, Government of India should provide adequate flexibility to States for implementing the scheme keeping in view the local needs and requirements.

14. Apart from elementary education Secretary (EE&L) also focused on the illiterates in the age group of 15-35 to achieve the target of 75% of functional literacy by 2005. He informed that Continuing Education Programme (CEP) is one of the two umbrella programmes recommended by the Department to achieve the target of functional literacy and requested Shri Jagan Mathew, JS(AE) to make a small presentation on the programme being proposed during the Tenth Five Year Plan. In his presentation, JS (EE) highlighted on the following issues:

- Focused attention on residual literacy and difficult segment of population
- In already covered districts, left over harder-to-reach groups to be targeted specifically and flexibility to be built in the scheme to tackle requirement of low literacy pockets
- Fresh survey to be carried out in older districts to identify new entrants between 15-35 age groups who do not have functional literacy
- Continuing Education to ensure that the new literates do not lapse back into illiteracy.
- Convergence of TLC / PLC / CEP and Establishing Institutional Linkages with other Departments and NGOs, SRCs and PRIs
- Integrating literacy with vocational and technical skills along with income generation and quality of life improvement programmes

15. Mrs. Kumar, Director (NLM) also brought out the activities being undertaken by the National Literacy Mission under CE programme and mentioned that in addition to conventional literacy the Mission attempts to imbibe the values of national integration, conservation of environment, women equality, health and hygiene and observance of small family norms etc. She also emphasized the role of community participation in the literacy programme and pointed out that wherever there is community participation in the literacy programmes, they are being run very successfully. Shri Sarkar, President, SRC, West Bengal, also insisted on linking the income generating programme and health education programme with literacy campaigns to improve the quality of life of the neo-literates. In this context, Technical Director (NIC)

suggested the use of Web Technology through NICNET to provide necessary information to target groups in the remote and far flung areas of the country. As the success of adult literacy programme mainly depends on the participation of the community, the role of community and local bodies including PRIs was also emphasized by Director, SRC, Rajasthan. She also mentioned about the necessity of Equivalence Programme for neo-literates produced under CE programme. Secretary (School Education), Government of Gujarat welcomed the suggestion of community participation but stressed on making the provision of adequate funds for literacy programmes. Dr. Ambasth emphasized on decentralization of Adult Literacy Programme and suggested that planning should be made from bottom to top rather than top to bottom being the practice at present so that the perception of the local people is reflected in the programme meant for them.

16. Having discussed the schemes and programmes proposed for Tenth Five Year Plan, Secretary (EE&L) brought out the major project / scheme-wise total amount planned in the Central Sector for the entire five year period under two scenarios i.e. first, limiting the coverage of Mid-day Meal Scheme to the present target group of primary school children and second, if it is extended to upper primary and EGS schools. Pr. Adviser (Education) mentioned about the recent guidelines issued by the Planning Commission indicating the tentative size of the Tenth Five Year Plan, which should be around 5 times of the size of the current Annual Plan. She raised the following points for clarification by the Department:

- Whether Department has obtained the written commitments from the States towards the funding pattern of 75:25 as per SSA norms between the Central and the States Governments during the Tenth Five Year Plan.
- Whether the posts of teachers created under Plan schemes during Ninth Five Year Plan or in earlier Plans have been transferred to non-Plan schemes. If not, the time framework may be specified for the transfer of these posts into the non-Plan.
- Keeping in view the total expenditure of Rs. 15.59 crores against the approved outlay of Rs 35.51 crores during the Ninth Five Year Plan period, the allocation of Rs 70.36 crores proposed for National Bal Bhavan for Tenth Five Year Plan need a relook and review by the Department.
- The sharing of conversion cost between the Centre and States under Mid-Day Meal scheme as proposed in the Working Group's report amounts to a financial implication of Rs 942 crores at current cost to Central government and equally for States / UTs. Before this revision in sharing of the convergence cost is accepted, a written commitment may be obtained from States / UTs to this effect.

17. Secretary (EE&L) clarified that the funding pattern of SSA will have to be agreed by States and no relaxation will be given on this account. As regards the National Bal Bhavan outlays, he informed that it is proposed to expand Bal Bhavans in other States including North Eastern States. Pr. Adviser (Education), however, suggested to involve State Governments / community in building the Bal Bhavans rather than fully funding the scheme by the Central Government. In regard to the proposed sharing in conversion cost under Mid-Day Meal scheme it was clarified that States have been consulted by the Working Group before making this recommendation and moreover once the scheme would become operational, grants will be released only to those States who will comply with the components of the scheme.

18. Secretary (EE&L) summarized the major issues raised by the Members of the Committee. He particularly made a reference of detailed costing of conversion of foodgrains into hot cooked meal and community participation under Mid-Day Meal scheme, implementation of adult literacy programme with a holistic view by enlarging the scope of the literacy programme and integrating them with income generation, health and hygiene and other awareness programmes and requisite measures need to be initiated to tackle the problem of absenteeism, regular attendance and motivation of teachers. As regard the financial outlays, Secretary (EE&L) pointed out the recent guidelines issued by the Planning Commission indicating the tentative size of the Plan may not be applicable for SSA as the broad guidelines of the programme have already been approved by the Government and the target of UEE may not be achievable unless adequate allocations are made to the elementary education.

19. Pr. Adviser (Education) while giving a vote of thanks to the Chair complimented the Secretary (EE&L) for making a comprehensive presentation on the schemes and programmes proposed for the Tenth Five Year Plan. She, however, clarified that no commitment can be made at this stage on the proposed allocation as gross budgetary resources (GBR) to be available for the Tenth Five Year Plan are yet to be indicated by Ministry of Finance, but she assured to support the proposals made by the Department in the Report of the Working Group on Elementary & Adult Education. She also suggested obtaining the commitment of the State Governments on the proposed funding pattern wherever required and also requested the Secretary (EE&L) to nominate the officers from his Department in the drafting committee for preparing the Report of the Steering Committee.

20. The meeting ended with a vote of thanks to the Chair.

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## LIST OF PARTICIPANTS

Sl. No.	Name and Designation
<b>PLANNING COMMISSION</b>	
1.	Dr. K. Venkatasubramanian, Member, Planning Commission - in Chair
2.	Mrs. Kiran Aggarwal, Pr. Adviser (Education) - Member Convener
3.	Smt. Kirti Saxena, Director, Education Division
4.	Shri J.C. Sharma, Director, Education Division
5.	Ms Renu Sobti, S.R.O. Education Division
6.	Shri K. Ramachandra, Under Secretary, Education Division
7.	Shri Ganesh Ram, S.R.A. Education Division
<b>MINISTRY OF HUMAN RESOURCE DEVELOPMENT / DEPARTMENT OF ELEMENTARY EDUCATION &amp; LITERACY</b>	
1.	Shri B.K. Chaturvedi, Secretary (Elementary & Adult Education)
2.	Shri Sumit Bose, Joint Secretary (Elementary Education)
3.	Shri Jagan Mathews, Joint Secretary (A.E.)
4.	Ms. Rashmi Sharma, Director (E.E.)
5.	Shri Job Zacharias, Director (E.E.)
6.	Shri Praveen Kumar, Director (E.E.)
7.	Ms. Ira Joshi, Director (A.E.),
8.	Mrs. Sonali Kumar, Director (NLM)
9.	<b>Shri Vishnu Kumar, Director (A.E.)</b>
10.	Shri O.P. Chaturvedi, Under Secretary

<b>STATES REPRESENTATIVES</b>	
1.	Secretary, Education Govt. of Punjab
2.	Shri Varesh Sinha, Secretary (E.E.) Govt. of Gujarat, Gandhinagar
3.	Shri P.K. Chaudhery, Secretary (Education) Govt. of Haryana
4.	Shri Pabitra Sarkar, President Governing Body State Resource Centre (SRC), Govt. of West Bengal
5.	Ms. Anita Priyadarshini, State Resource Center (SRC) Govt. of Rajasthan
<b>OTHERS</b>	
1.	Dr. B.P. Khandelwal, Director General, N.I.E.P.A
2.	Dr. N.K. Ambasht, Chairman, National Open School, Delhi
3.	Shri B.R. Sharma, Secretary, C.B.S.E. Preet Vihar, New Delhi
4.	Prof. R.J. Sharma, N.C.E.R.T.
5.	Smt. Shyama Chona, Principal, DPS, R.K. Puram, New Delhi
6.	Mrs. Rama Nagpal, Technical Director (NIC)

**Financial Norms Proposed for the Tenth Five Year Plan**

The financial requirements have been worked out in the Tenth Plan on the basis of the following norms:

- 1) 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.
- 2) 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.
- 3) Provision for opening of upper primary school as per requirement based on the number of children competing primary education, up to a ceiling of one upper primary school / section for every two primary schools.
- 4) Provision of a classroom for every teacher in primary and upper primary and a separate room for Head Master in upper primary school / section.
- 5) It is assumed that 10% of the new primary schools required will be met by EGS and AIE and the cost of setting up NFE centre will be about Rs 10,000/- to Rs. 20,000/-. Consequently, the estimated cost for construction of new classrooms in the primary is reduced to that extent. In the case of upper primary, it is assumed that about 2% of the new upper primary schools required will be met by the EGS and AIE.
- 6) Provision of school equipment (TLE) to all proposed new primary schools and upper primary schools and uncovered schools at the rate of Rs. 10,000/- per primary school and Rs. 50,000/- per upper primary school.
- 7) Provision of incentives in terms of scholarship, uniform, free text-books, stationery etc., to all girls, SC/ST children and children below the poverty line @ Rs. 250/- per child per year.
- 8) Provision for maintenance of school buildings and other school infrastructure and replacement of school equipment at primary and upper primary levels upto Rs. 5,000/- per school per year.
- 9) Provision of Rs 2,000/- per year per primary / upper primary school for replacement of non-functional school equipment in the existing schools.
- 10) Provision of Rs. 500/- per teacher per year for support material and aids in primary and upper primary school.
- 11) Provision of Rs 1200/- per child per year for integration of disabled children. It is assumed that about 3% of the children in 6-14 age group have moderate/severe/profound disability and 2% have mild disability.

- 12) Expenditure on education is also incurred by other departments like Ministry of Social Justice & Empowerment for SC/ST, backward classes and disabled children, Ministry of Labour for Working Children, Ministry of Tribal Affairs and Department of Women Child Development for pre-primary school children. On an average, investments from other departments are about 10-15% of the total investments made by the Department of Education. The Ministry of Rural Areas and Employment provided resources for the construction of primary school buildings.
- 13) Considering the current trends, 15-percentage coverage by unaided sector is assumed and cost estimates have been reduced to that extent. However, it will have no consequence for poor children.
- 14) While assessing teachers' salaries, attempts have been made to provide for higher salaries in the light of state-specific pay recommendations after the Fifth Pay Commission. Since every state has its own system of working out these requirements, no national pay scales have been suggested. For the purpose of estimation, provision of salary of Rs. 6,000/- p.m. for primary school teachers and Rs 7,000/- p.m. for upper primary school teachers has been made.
- 15) Salary of teacher in EGS and AIE has been taken as Rs. 1000/- p.m.
- 16) It is assumed that 50% of the newly appointed teachers in the primary and upper primary will be teachers appointed on reduced salary of about Rs. 3000/- per moth as done in Gujarat and Maharashtra. Most of these teachers are likely to get regular pay scale after a certain period.
- 17) Mobilization of the community especially women, and an institutional role for community leaders in managing the affairs of elementary schools, holds the key to sustainable quality education for all. There is a need to reinforce the moral authority of the teacher and to use community persuasion through Panchayati Raj Institutions for bringing all children to the school. The participation of the poorest households by effective mobilization is a precondition for UEE. No amount of resource provisioning can be a substitute for genuine community mobilization.
- 18) BRC / CRC to be located in school campus as far as possible, Rs. 6 lakh ceiling for BRC building construction wherever required, Rs. 2 lakh for CRC construction wherever required should be used as an additional classroom in the schools. State support so far would be in the order of nearly Rs. 250 crore annually and adjustments for additional requirements have been made accordingly.

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