

**Chapter on Elementary  
Education (SSA & Girls  
Education) for the XI<sup>th</sup> Plan  
Working Group Report**

*Ministry of Human Resource Development  
Department of School Education & Literacy*

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# Universalisation of Elementary Education

The National Policy of Education 1986, as revised in 1992, had indicated three thrust areas in elementary education:

- (i) Universal access enrolment;
- (ii) Universal retention of children upto 14 years of age; and
- (iii) A substantial improvement in the quality of education to enable all children to achieve essential levels of learning.

These objectives were addressed during the Tenth Plan period mainly through the Sarva Shiksha Abhiyan which is the flagship programme of Government of India being implemented in partnership with States and UTs. The Mid Day Meal and Teacher Education Schemes have also contributed towards progress in the above objectives.

The 86<sup>th</sup> Constitutional Amendment Act 2002 made education a Fundamental Right for children in the age group of 6-14 years by providing that “*the State shall provide free and compulsory education to all children of the age of six to fourteen years in such manner as the State may, by law, determine*”.

Some of the major achievements in the quest for universalisation of elementary education are listed below:

- (a) *Reduction in the number of out of school children:*  
From about 320 lakh in 2002-03, the number of out of school children had reduced to 70.5 lakh based on reports of States and UTs in March 2006.
- (b) *Decline in gender and social gaps:*
  - The gender gap at the primary stage reduced from 5.5 percentage points in 2002-03 to 4.2 percentage points in 2005-06. At the upper primary stage this gap reduced from 10.7 percentage points to 8.8 percentage points. The GPI at the primary stage in 2005 was 0.95 and 0.88 for the upper primary stage.
  - The share of SC students in total enrolment was 20.72% at the primary stage and 19.42% at the upper primary stage.
  - For ST students, share in total enrolment was 11.75% at the primary stage in 2005-06 and 9.28% at the upper primary stage.
- (c) *Reduction in dropout rates:*  
The gross dropout rate, reflected in the Selected Education Statistics of MHRD declined from 39.03% in 2001-02 to 28.49% in 2004-05. For girls, the decline in dropout rate has been significant. During this period it decline from 39.88% to 24.82% - a decline of more than 15 percentage points. The dropout rate for the entire elementary stage is however declining less rapidly.

## I. Progress in Elementary Education since 1999-2000

### 1. Growth since 1999:

Efforts towards achieving UEE have resulted in substantial increase in the physical infrastructure, teachers and enrolment. During the last few years (1999-2000 through 2004-05), number of primary schools increased from 6.42 lakh to 7.67 lakh; upper primary schools increased from 1.98 lakh to 2.75

lakh. There has also been growth in the number of teachers and students enrolled. Details are in Tables 1 and 2 below:

Public expenditure on education, however, did not experience any increase over the same period, remaining almost same at about 3.74%. With the introduction of education cess in 2004-05, the public investment in elementary education by the Central Government has increased significantly during the past two years.

**Table 1 : Progress in Elementary Education Since 1999**

Indicators	1999-2000	2004-05
Primary Schools	642000	767520
Upper Primary Schools	198000	274731
Teachers in Primary	1919000	2310800
Teacher in Upper Primary	1298000	1439146
Enrolment in Primary	113.61 million	131.69 million
Enrolment in Upper Primary	42.00 million	51.67 million
Public Expenditure on Education (% of GDP)	3.77%	3.74% (2003-04)

Source : RGI; SES, MHRD

**Table 2 : Growth of Educational Institutions since 1999**

Year	Primary	Upper Primary	Pry vs U. Pry School
1999-2000*	641695	198004	3.2
2000-2001*	638738	206269	3.1
2001-2002*	664041	219626	3.0
2002-2003*	651382	245274	2.7
2003-2004*	710471	262649	2.7
2004-2005*	767520	274731	2.8
Annual rate of Growth since 1997-98	2.7%	6.9%	

Source : SES, MHRD

\*Provisional

## 2. Growth in enrolment:

During 1999-2000 through 2004-05, enrolment in the elementary education increased substantially, more with respect to the upper primary stage. Whereas annual increase in enrolment in primary was 3.2%, for upper primary it was 3.9%. Both in primary as well as upper primary stages, proportionate increase in girls' enrolment was higher than boys'. In primary classes, whereas the annual growth rate for boys was 1.7%, the same for girls was 5.2%. Similarly for upper primary, boys' increase in enrolment was at the rate of 2.2% per year, for girls it was 6.5%. The relevant details are in Table 3 below:

**Table 3 : Sex-wise Enrolment by Stages, 1999-2000 to 2003-04**

Year	(In Million)					
	Primary (Grades I-V)			U Primary (Grades VI_VIII)		
	Boys	Girls	Total	Boys	Girls	Total
1999-2000*	64.1	49.5	113.6	25.1	17.0	42.1
2000-2001*	64.0	49.8	113.8	25.3	17.5	42.8
2001-2002*	63.6	50.3	113.9	26.1	18.7	44.8
2002-2003*	65.1	57.3	122.4	26.3	20.6	46.9
2003-2004*	68.4	59.9	128.3	27.3	21.4	48.7
2004-2005*	70.12	61.56	131.69	28.71	22.96	51.67
Annual rate of Growth since 1999-2000	1.70%	5.2%	3.2%	2.2%	6.5%	3.9%

Source : SES, MHRD

\* Provisional

DISE data for the last three years viz. 2003-04, 2004-05 and 2005-06 suggest that the annual growth rates for primary and upper primary levels were 4.4% and 12.5%, respectively. These data also suggest that the growth rate in enrolment for girls were higher than that of the boys both at primary as well as at the upper primary levels (For Primary, Boys : 4.1% girls : 4.8%. For upper primary, Boys : 11.7% girls : 13.8%). Thus there is a significant difference in the enrolment growth rates based on SES and DISE data. Probably the trend indicated using DISE data (higher increases at upper primary level) better reflects the field situation.

### 3. Girls' enrolment:

One of the very important attributes to achieve UEE is to ensure gender parity. To measure this, girls' enrolment as a proportion of the total enrolment has been calculated since 1999-2000; 47% of the students enrolled in primary classes in 2004-05 were girls compared to only 43.6% in 1999-2000. For upper primary, 44% children enrolled in 2004-05 were girls compared to 40.4% in the base year (1999-2000). Details are in Table 4 below:

**Table 4 : % Girls to Total Enrolment by Stages**

Year	Primary	Upper Primary
1999-2000*	43.6	40.4
2000-2001*	43.8	40.9
2001-2002*	44.2	41.7
2002-2003*	46.8	43.9
2003-2004*	46.7	43.9
2004-2005*	46.7	44.43

\* Provisional

DISE data of 2005-06 indicates a gender gap (difference in boys & girls enrolment in percentage points) of 4.2 at the primary stage and 8.8 at the upper primary stage. Adjusted for sex ratio, the gender gap at primary stage in 2005-06 was 3.9 percentage points and 8.2 percentage points at upper primary stage.

#### 4. *Enrolment ratios:*

Gross Enrolment Ratio (GER), calculated as a ratio of the gross enrolment of children as a proportion of the total children in the relevant age group, is an indicator to assess the extent of access of children. Over the years, it showed an increase. At primary stage, starting with 94.9 in 1999-2000, it improved to 108.56% in 2004-05. For upper primary, the same was 58.8% and 70.5%, respectively in the initial and the terminal years under discussion.

Gender parity in the GER, both at primary as well as upper primary stages, was an issue. The gap in GER between boys and girls in primary level was 19 percent points in 1999-2000. This reduced to 5.8 percent points in 2004-05. With respect to upper primary level, it improved from 17.5 percent points to 9 percent points during the same period. Table 5 below:

**Table 5 : Gross Enrolment Ratios at Primary and Upper Primary Levels**

Year	Primary (Grades I-V)			Upper Primary (Grade V-VIII)			Elementary (Grades I-VIII)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1999-2000*	104.1	85.2	94.9	67.2	49.7	58.8	90.1	72.0	81.3
2000-01*	107.3	85.8	96.8	76.2	53.3	65.3	97.3	75.5	86.8
2001-02*	103.1	82.3	93.0	80.3	57.7	69.6	95.7	74.6	85.6
2002-03*	101.4	89.4	95.6	63.2	48.6	56.3	87.1	74.4	81.1
2003-04*	100.8	95.7	98.3	66.9	57.7	62.5	88.0	81.5	84.9
2004-2005*	111.4	105.5	108.6	74.8	65.8	70.5	97.6	90.6	94.2

Source : SES, MHRD

\* Provisional

The Net Enrolment Ratio (NER), calculated as a ratio of the net enrolment of children of the right age group as a proportion of the total children in the relevant age group, is an indicator to assess the extent of access of children of the target age group. Under ideal circumstances, the GER and NER should be the same – a phenomenon that can be achieved only when all children of the right age group take admission in schools in grade I, there are no repeaters and no case of dropouts; thereby, no child enrolled in any grade would be under-aged or over-aged.

A study of the under/over-aged children based on the DISE data of 2003-04 and 2004-05 suggests, in 2003-04, 16% of primary children in the primary classes were in this category; the share of children in the upper primary stage was 23% . This improved in 2004-05 to 14% and 20% respectively in 2004-05. The relevant data are in Table 5A below:

**Table 5A : Under/Over-aged children in 2003-04 and 2004-05**

Level	Under-aged		Over-aged		Total grossness	
	03-04	04-05	03-04	04-05	03-04	04-05
Primary	9.49	8.46	6.33	5.80	15.82	14.26
Upper Primary	12.18	11.11	10.80	8.65	22.98	19.76

Source : Elementary Education in India, NIEPA, 2004-05

## 5. Dropout rates:

Dropout rate is defined as the proportion of children that cease to remain enrolled in the schooling system. There are a number of methods for estimating dropout rate. One of them, followed in the Selected Education Statistics (SES) of the Ministry of Human Resource Development, is as follows:

- Gross dropout rates for classes (I-V) =  $\{1-(\text{Enrolment in Class V during the reference year divided by the enrolment in Class I four years ago})\} * 100$ .
- Gross dropout rates for classes (I-VIII) =  $\{1-(\text{Enrolment in Class VIII during the reference year divided by the enrolment in Class I seven years ago})\} * 100$ .

Table 6 below provides details of year/stage-wise gross dropout rates. Generally two points are emerging; one the reducing trend of dropout rates, both at the primary and upper primary stages and two, a near-gender neutrality among the dropout rates. The major limitation in the process of such calculation is that it does not take into account the repetition and transfer of children.

Data collected through DISE provides repeaters' enrolment, class/sex-wise. Two consecutive years' data thus collected can be used to generate a reconstructed cohort which is much more appropriate to estimate the dropout rates. Moreover, DISE data are school-wise. Using such data for the schools which remained common in two consecutive years, a new database has been generated and the dropout rates are calculated<sup>#</sup>. This suggests that the dropout rates were 15% in 2002-03 which reduced to 13% in 2003-04 and further reduced to 12% in 2004-05. Although the trend is encouraging, concerted efforts would be needed to ensure further reduction. The relevant details are in Table 6A below:

**Table 6 : Drop-out Rates at Primary and Upper Primary Levels, 1999-2000 to 2004-05**

Stage	1999-2000*	2000-01*	2001-02*	2002-03*	2003-04*	2004-05*
<b>Class I-V</b>						
Boys	38.7	39.7	38.4	35.9	33.7	31.37
Girls	42.3	41.9	39.9	33.7	28.6	24.82
<b>Total</b>	<b>40.3</b>	<b>40.7</b>	<b>39.0</b>	<b>34.9</b>	<b>31.5</b>	<b>28.49</b>

Stage	1999-2000*	2000-01*	2001-02*	2002-03*	2003-04*	2004-05*
<b>Class I-VIII</b>						
Boys	52.0	50.3	52.9	52.3	51.8	50.10
Girls	58.0	57.7	56.9	53.4	52.9	50.76
<b>Total</b>	<b>54.5</b>	<b>53.7</b>	<b>54.6</b>	<b>52.8</b>	<b>52.3</b>	<b>50.39</b>

Source : SES, MHRD \* Provisional

**Table 6A : Promotion, repetition and dropout rates in 02-03, 03-04 and 04-05**

Gender	2002-03			2003-04			2004-05		
	Rates of			Rates of			Rates of		
	Promotion	Repetition	Drop out	Promotion	Repetition	Drop out	Promotion	Repetition	Drop out
Boys	81	5	15	82	5	13	83	4	13
Girls	80	5	15	82	5	13	83	4	13
Overall	80	5	15	82	5	13	84	4	12

Source :DISE data for 02-03 through 05-06

<sup>#</sup>This has been called Average Dropout Rate (by NIEPA). It may be noted that this is not the commonly used "Cohort Dropout Rate" which would be higher than this 'Average Dropout Rate'.

## 6. *Teachers in place:*

In absolute terms, a substantial increase in the number of teachers has been registered since 1999-2000. At primary stage, there were 19.2 lakh teachers in 1999-2000. This increased to 20.9 lakh in 2003-04. With respect to the upper primary stage, this increased from 12.98 lakh to 16.02 lakh.

DISE 2005-06 data also suggests that the number of teachers in place was 27.91 lakh in primary stage and 15.13 lakh in upper primary stage. The growth of teachers in place in the elementary sector, thereby, works out to 8.2% per year during 2003-04 through 2005-06. This increase is on account of the large number of teachers recruited under SSA in these years.

Proportion of female teachers also improved substantially. Both at the primary as well as upper primary stages, only 36% teachers were females in 1999-2000. This increased to about 40% in 2004-05. Incidentally, the proportion of female teachers was almost the same both for primary and upper primary. Relevant details are at Table 7 below:

**Table 7 : Distribution of Teachers by Type of Schools since 1999 (in '000s)**

Year	Primary				Upper Primary			
	Male	Female	Total	% Female	Male	Female	Total	% Female
1999-2000*	1236	683	1919	35.6%	829	469	1298	36.1%
2000-2001*	1221	675	1896	35.6%	802	506	1308	38.7%
2001-2002*	1213	715	1928	37.1%	921	547	1468	37.3%
2002-2003*	1167	746	1913	39.0%	936	645	1581	40.8%
2003-2004*	1258	835	2093	39.9%	949	653	1602	40.8%
2004-2005*	1395	915	2310	39.6%	917	521	1439	36.2%

Source : SES, MHRD

\* Provisional

Through DISE data, school-wise information is collected about the pre-service and in-service training of teachers. An analysis of the latest three years' data suggests that more teachers are now equipped with pre-service trainings compared to the earlier years. Nearly two thirds of the teachers had pre-service training in 2003-04. In 2005-06, this improved to almost three out of four teachers. In the North-eastern region, however, proportion of teachers with pre-service training was and still is, a major issue. Details regarding the teachers having pre-service training are at Table 7A below:

**Table 7A : Proportion of teachers having pre-service training (Figs in %age)**

Level	Proportion of trained teachers in					
	2003-04		2004-05		2005-06	
	Overall	NE Region	Overall	NE Region	Overall	NE Region
Primary	66	47	68	52	73	55
Upper Primary	69	17	71	19	76	18
Overall	67	35	69	39	74	40

Source : DISE data

## 7. *Pupil Teacher Ratio (PTR):*

Since 1999-2000, the PTR followed an increasing trend over the years at the primary stage. Whereas in 1999-2000 the PTR was 43:1 for primary and 38:1 for upper primary, it became 46:1 for primary and 35:1 for upper primary levels. For details, see table 8 below:

The national level scenario at the national level hides the inter and intra-state variations which are significant.



**Table 8 : Teacher-Pupil Ratio at Primary and U. Primary Levels**

Year	Primary	Upper Primary
1999-2000*	1:43	1:38
2000-2001*	1:43	1:38
2001-2002*	1:43	1:38
2002-2003*	1:42	1:34
2003-2004*	1:45	1:35
2004-2005*	1:46	1:35

Source : SES, MHRD

\* Provisional

According to DISE 2005-06, the PTR at primary is 43:1 and at upper primary it is 30:1.

### 8. *Schooling facilities:*

As discussed above (refer to Table 2), there has been substantial increase in the number of schools in the country. The distance and population norms for opening primary and upper primary schools vary from state to state. To assess the grassroot level coverage, the Government of India (Ministry of Human Resource Development) periodically (usually once in five years) conducts All India School Education Surveys (AISES) through National Council of Educational Research and Training (NCERT). Information pertaining to the educational facilities available through the last 3 surveys are provided in Table 9 below:

**Table 9: Access Facilities**

Particulars	5 <sup>th</sup> Survey 1986	6 <sup>th</sup> Survey 1993	7 <sup>th</sup> Survey 2002
Rural Population	593560310	659691045	742490639
Rural Habitations	981864	1060612	1231391
Habitations having primary schools/sections within 1 km.	823117	884089	1070863
<b>%Age</b>	<b>83.83</b>	<b>83.36</b>	<b>86.96</b>
Population served by primary school/sections up to 1 km	560622974	618543482	731574982 \$
<b>%age</b>	<b>94.45</b>	<b>93.76</b>	<b>98.53</b>
Habitation served by Upper primary school/sections within 3 km.	726594	807656	961899
<b>%age</b>	<b>74</b>	<b>76.15</b>	<b>78.11</b>
Rural Population Served by upper primary school/sections within 3 km.	498447378	560769559	639561298 \$
<b>%age</b>	<b>83.98</b>	<b>85.00</b>	<b>86.14</b>

\$ : Estimated

It may be seen from above that 98% of the rural population was served by primary schools in 2002-03. In terms of habitations, 87% were served and only 13 % were yet to be provided with primary schooling facilities within 1(one) Km from these habitations. During the X<sup>th</sup> Plan period 1,32,623 primary schools

have been sanctioned and it is estimated that more than 96% of habitations now have a primary school within 1 km.

Access facilities in the upper primary schooling is, however, still an issue as, only 78% of the habitations had such facilities within a radius of 3 Km. in 2002-03. This catered to the need of 86% of the rural population. 88,930 new upper primary schools have been opened since 2002-03, a gap still remains.

A reference to Table 2 indicates that there is a need of more upper primary schools. At all India level, there was one upper primary school for 2.8 primary schools in 2004-05. In 2005-06 this ratio of number of primary to upper primary schools was 2.5:1. To bring the ratio of primary:upper primary school to 2:1 (SSA norm), the additional need for upper primary schools works out to 1,40,000.

### 9. *Infrastructure facilities:*

School-wise information collected through DISE suggests that 3% of the primary schools and 2.4% upper primary schools did not have any building in 2005-06. The student-classroom ratio (SCR) that is an indicator of the adequacy or shortage of classrooms showed the following trend in the past few years.

	2002-03	2003-04	2004-05	2005-06
Primary	48	45	44	41
Upper Primary	36	35	33	33

In 2005-06, 44.6% of primary schools and 15.3% of upper primary schools did not have any toilet at all. Similar proportion of schools, both in primary and upper primary stages, did not have any boundary wall. Drinking water facilities were not available in 15.1% of primary and 4.8% of upper primary schools. These are very important issues and calls for adequate attention to ensure availability of the required physical infrastructure in the schooling system. Relevant details showing non-availability of the discussed infrastructure is in Table 10 below:

**Table 10 : Schools without basic facilities**

% schools without facilities like	Primary		Upper Primary	
	04-05	05-06	04-05	05-06
Building	3.5	3.0	2.8	2.4
Toilets	51.4	44.6	16.8	15.3
Boundary walls	50.4	50.8	15.7	16.5
Drinking water	16.3	15.1	4.7	4.8

Source : DISE data

It is estimated that the backlog for additional classrooms (primary and upper primary schools) at the end of 2006-07 will be about 6.37 lakh.

## II. Sarva Shiksha Abhiyan

The Sarva Shiksha Abhiyan articulated the following specific goals for realizing the objectives of NPE and the Fundamental Right for free and compulsory education:

- (i) All 6-14 age children in schools/EGS by 2005.
- (ii) Bridge all gender & social category gaps at primary stage by 2007 & upper primary by 2010.
- (iii) Universal retention by 2010.
- (iv) Focus on elementary education of satisfactory quality.

During the first year of the programme viz. 2001-02 in the Ninth Plan period, only some preparatory activities were undertaken. The allocations for SSA during the first 2 years of the Tenth Plan period were quite inadequate. The total grants released by the Centre were Rs. 1558.28 cr. in 2002-03 and Rs. 2698.38 cr. during 2003-04. The releases from Government of India for SSA increased to Rs. 5139.7 cr. in 2004-05 and Rs. 7534.5 cr. in 2005-06. The BE for 2006-07 is Rs. 11000 cr. Against the total financial requirement (Central share) of Rs. 32,000 cr. projected by the Tenth Plan Working Group, the actual expenditure (releases by GoI) would be Rs. 28,000 cr. approximately.

### Progress towards achievement of SSA Goals

1. All 6-14 year old children in school / EGS centre / Bridge course by 2005.

#### a. Enrolment

##### Annual Growth Rate in Enrolment

	2002-03 to 2003-04	2003-04 to 2004-05	2004-05 to 2005-06
Primary	2.2%	6%	2.6%
Upper Primary	11.8%	14%	17.3%
<b>Total</b>	<b>4.4%</b>	<b>5.8%</b>	<b>6.3%</b>

Source: DISE

● **Primary:** Huge increase in **Jharkhand**. Increases above national average in **Jammu & Kashmir**, **Uttar Pradesh** and **Madhya Pradesh**.

● **Upper Primary:** Huge increase in **Jharkhand**, **Uttar Pradesh**, **Jammu & Kashmir** and **Arunachal Pradesh**.

#### Enrolment Ratios (Primary)

Year	GER	NER
2003-04	89.83	73.99
2004-05	97.82	81.90

#### b. Out of school children

There were about 4.4 cr. out of school children in the 6-14 age group in 2001. This constituted 28.5% of the total child population in this age group. During the 10<sup>th</sup> Plan period the number of out of school children as reported by States and UTs has reduced significantly as follows:

(in lakh)

2002-03	2003-04	2004-05	2005-06	2006-07 (July 2006)
320	249	116	104	70.5

Two independent surveys during 2005 indicate that about 93% children are enrolled in schools / alternative education facilities. An independent national sample survey conducted by SRI-IMRB in 2005 estimated that about 1.34 cr. children in the 6-14 year age group are out of school (6.94%)

- *In rural areas 7.80% children are out of school against 4.34% in urban areas.*
- *The proportion of children out of school is relatively higher among those in the age category 11-13 years (8.56%) compared to those in the 6-10 years age category (6.1%).*
- *Percentages of out of school boys and girls in the age group 6-10 years, are 5.51% and 6.87% respectively. For the age group 11-13 years, the percentage of out of school children is relatively higher among girls (10.03%) than boys (6.46%).*
- *Amongst social groups, 9.97% muslim, 9.54% of ST, 8.17% SC and 6.9% of OBC children are out of school.*
- *Among all social groups, the estimated percentage of children out of school is higher in rural than in urban areas.*
- *Among those who have reported attending school, an overwhelming 84.2% are attending Government schools; followed by 13.3% estimated attending Private recognised schools.*
- *69% of the children out of school are in Bihar (23.6%), U.P. (22.2%), West Bengal (9%), M.P.(8%) and Rajasthan (5.9%).*
- ***Bihar** (31.76 lakh), **Uttar Pradesh** (29.95 lakh), **West Bengal** (12.13 lakh), **Madhya Pradesh** (10.85 lakh) and **Rajasthan** (7.95 lakh) have been highest number of out of school children.*

During 2004-05 there were 76 districts with more than 50,000 out of school children. During 2005-06 a number of such districts dropped to 48. Of these 19 were in Bihar, 15 in U.P., 5 in West Bengal, 2 each in Assam & Chhattisgarh, 1 each in AP, Haryana, Maharashtra, M.P. & Tripura. The States and UTs reported only 29 districts with more than 50,000 out of school children at the beginning of 2006-07. A country-wide Household Survey has been planned during 2006.

It is true that many States have conducted school enrolment drives and teachers have entered the names of all eligible children in the school registers. Some of these children may not be attending schools and therefore can only be called 'nominally enrolled'. Thus the actual number of children actually attending school may be lower than the number projected by the States and UTs and even the SRI-IMRB study. However the NCERT Surveys of learners achievements have indicated that approximately 90% students were attending schools more than 70% of working days and less than 4% students were attending schools less than 60% of the total working days. Government of India has commissioned a national sample survey of student attendance rates.

The calculation of number of out of school children from the figures of projected child population and the enrolment (Selected Educational Statistics of MHRD or DISE) at primary and upper primary stages result in a figure much higher than the estimate of 1.34 cr. children.

A major part of the explanation could be in the fact that complete data for private schools is not captured under DISE or SES.

## 2. Bridging Gender and Social Gaps:

### a. Gender Gap

The gender gap in enrolment in percentage points during the 10<sup>th</sup> Plan period was as follows:

	2002-03	2003-04	2004-05	2005-06
Primary	5.5	5.1	5.1	4.2
Upper Primary	10.7	9.4	8.9	8.8
Elementary	6.8	6.2	6.1	5.4

Source: DISE

### Trends in GPI

Year	Primary	Upper Primary
2003	0.89	0.79
2004	0.90	0.82
2005	0.91	0.83

Source: DISE

Clearly, gender disparity at the primary stage is reducing. At the upper primary stage the gender disparity is higher and decreasing more slowly. There are significant differences in gender disparity across States and districts.

### b. Social Category Gaps:

#### Share of SC students

Primary			Upper Primary		
2002-03	2003-04	2004-05	2002-03	2003-04	2004-05
19.52%	21.3%	20.73%	18.20%	19.33%	20.10%

Source: DISE

#### Share of ST students

Primary			Upper Primary		
2002-03	2003-04	2004-05	2002-03	2003-04	2004-05
11.78%	10.20%	10.69%	8.55%	8.08%	8.59%

Source: DISE

The share of SC and ST students is higher than the proportion of SC and ST children in the population. For ST children, however their share comes down at the upper primary stage.

#### Gender Gaps – Social Group-wise

	Primary			Upper Primary		
	02-03	03-04	04-05	02-03	03-04	04-05
All	5.2	4.8	4.7	10.0	8.8	8.3
SC	5.8	5.3	5.0	15.2	12.6	10.8
ST	7.5	6.5	6.1	19.1	14.9	13.5

Source: DISE

The gender gap for SC and ST students is higher than for all students. The gender gap for ST students is significantly higher.

### Dropout Rates (SC)

<b>Class I - V</b>				<b>Class I - VIII</b>		
	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>
<b>Boys</b>	43.73	41.13	36.83	58.61	58.24	57.33
<b>Girls</b>	47.05	41.91	36.19	63.63	62.19	62.19
<b>Total</b>	<b>45.18</b>	<b>41.47</b>	<b>36.5</b>	<b>71.14</b>	<b>59.91</b>	<b>59.42</b>

Source: DISE

### Dropout Rates (ST)

<b>Class I - V</b>				<b>Class I - VIII</b>		
	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>
<b>Boys</b>	51.04	50.82	49.13	67.28	66.86	69.04
<b>Girls</b>	54.07	52.1	48.67	72.69	71.17	71.43
<b>Total</b>	<b>52.34</b>	<b>51.37</b>	<b>48.93</b>	<b>69.52</b>	<b>68.67</b>	<b>70.05</b>

Source: SES

	<b>Dropout Rate (Primary)</b>		
	<b>2001-02</b>	<b>2002-03</b>	<b>2003-04</b>
SC	45.18	41.47	36.56
ST	52.34	51.37	48.93
All	39.03	34.89	31.36

Source: SES

Thus dropout rates for SC and ST students are significantly higher than the overall dropout rate. The dropout rate for ST students is much higher. Also this is declining very slowly compared to overall dropout rate and the dropout rate for SC students.

### 3. Universal Retention by 2010:

As presented earlier dropout rates are declining, though they are still very high. The dropout rate as per SES is “gross dropout rate”. NUPEA has calculated “average dropout rate” based on average repetition rates and average promotion rates of classes I to V (see NUEPA’s Analytical Report 2005, page 131) based on common schools for two successive years 2003-04 and 2004-05. Based on this methodology the average primary dropout rate was 10.64% in 2003-04. DISE data is not consistent across years and therefore calculation of flow rates is fraught with risk. Several States are also conducting sample or 100% “true cohort” studies following a cohort for 5 years. Thus there are serious methodological and conceptual issues around the calculation of dropout rates. The Department has proposed a national sample study on dropout rates to arrive at better estimates comparable across States. The low completion rate (of which clear estimates are not available) results in a reduced number of children at the upper primary stage.

One of the outcome indicators for reporting of SSA progress in the outcome budget is reduction of dropout rates by 5 percentage points each year. It is expected that the dropout rates of children for the elementary cycle would be reduced from 50.39% in 2004-05 to less than 20% by 2011-12, during the 11<sup>th</sup> Plan period, even in a conservative scenario.

#### 4. Education of Satisfactory Quality:

In the absence of other clearly identified, verifiable indicators of quality, the Department has focused mainly on students learning achievement levels. The reliance is mainly on the national sample surveys for classes III, V and VII/VIII by NCERT conducted every 2-3 years. The first set of surveys conducted during 2003-04 have provided the results during 2006 as follows:

##### Class III findings

Coverage	Children Tested	Mean Achievmt - Maths	States below Mean Achievmt in Mathematics	Mean Achievmt - Language	States below Mean Achievmt in Language
29 States;  111 Districts;  5293 Schools;  8533 Teachers	92407  (47276 Boys + 45131 Girls)	58.25	17 states including U.P., Goa, Pondicherry, Maharashtra, J & K, Rajasthan, Haryana, Jharkhand, H.P., Punjab, T.N., Kerala, Sikkim, Chandigarh, Uttaranchal, Chhattisgarh and M.P.	63.12	13 states including H.P., Rajasthan, J & K, Haryana, Gujarat, Sikkim, Punjab, Uttaranchal, Chandigarh, Chhattisgarh and M.P.

##### Class V findings

Coverage	Children tested	Mean Achievmt - Mathematics	Mean Achievmt - Language	Mean Achievmt - EVS
27 states & 3 UTs;  116 Ds;  4787 Ss;  10796 Trs.	88271	46.51  17 states below national average: A.P., Assam, Chhattisgarh, Goa, H.P., J & K, Karnataka, Kerala, Maharashtra, Mizoram, Nagaland, Sikkim, U.P., W.B., A & N, Chandigarh & Pondicherry	58.57  15 states below national average: A.P., Assam, Chhattisgarh, Goa, Gujarat, H.P., J & K, Kerala, MP, Punjab, Sikkim, U.P., Uttaranchal, A & N & Chandigarh	50.30  17 states below national average: A.P., Assam, Chhattisgarh, Delhi, Goa, H.P., J & K, Kerala, Mizoram, Nagaland, Punjab, Sikkim, U.P., Uttaranchal, A & N, Chandigarh & Pondichery

Class VII/ VIII Study was initiated during 2003-04 in 30 states/ UTs covering 105 districts, 4124 schools, 17,139 teachers and 1,01,066 students

### Class VII findings

States covered	Mean Achievmt - Mathematics	Mean Achievmt - Language	Mean Achievmt - Science	Mean Achievmt – Soc. Sc.
10	29.87	53	35.98	32.96
	7 states below national average: Goa, Gujarat, Kerala, Orissa, Maharashtra, A.P. & Karnataka	3 states below national average: Gujarat, Karnataka & Orissa	2 states below national average: Orissa & Karnataka	3 states below national average: Orissa, Gujarat & Karnataka

### Class VIII findings

States covered	Mean Achievmt - Mathematics	Mean Achievmt - Language	Mean Achievmt - Science	Mean Achievmt – Soc. Sc.
17	38.47	52.45	40.54	45
	10 states below national average: Pondicherry, A & N, M.P., Uttaranchal, U.P., H.P., Punjab, J & K, Rajasthan, Chhattisgarh	11 states below national average: Tripura, Arunachal Pr., M.P., Uttaranchal, Rajasthan, J & K, U.P., A & N, Chhattisgarh, Pondicherry & Punjab	10 states below national average: Tripura, Pondicherry, H.P., J & K, A & N, Uttaranchal, Chhattisgarh, Rajasthan, U.P., Punjab	11 states below national average: Delhi, H.P., M.P., Uttaranchal, A & N, J & K, Rajasthan, Chhattisgarh, U.P., Pondicherry, Punjab

### Overall performance of states

State performance	Class III tests	Class V tests	Class VII tests	Class VIII tests
<b>Better performing</b>	Manipur, Karnataka, Nagaland	Manipur, Bihar, T.N., W. Bengal	Assam, A.P., Mizoram	W Bengal, Manipur, Nagaland
<b>Poor performing</b>	M.P., Chhattis' h, Uttaranc'l	Goa, H.P., J & K	Orissa, Karnataka	Punjab, Chhattis' h

Clearly, the achievement levels of students are low. The survey carried out by *Pratham* called ASER 2005 has also brought out the inadequate abilities of students in the primary grades to read and carry out simple mathematical operations. The Department also utilizes the DISE data that provides information about the proportion of students to score more than 60% marks in class V or class VIII in State / districts. This indicator, however, does not offer comparability across districts and States. During the 11<sup>th</sup> Plan period regular testing of the minimum standards of educational attainment in elementary school to monitor effectiveness of education to ensure quality should be a clear objective.



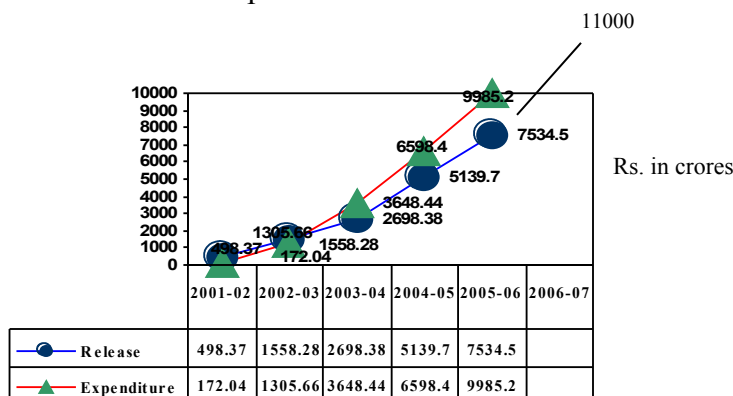
## 5. Progress against key targets of SSA:

Sl. No.	Item	Targets including 2005-06	Achievement upto 31.3.2006		% Cumulative achievement	
1	Opening of New Schools	157967	129893		82%	
2	Teachers appointed	772345	587388		76%	
3	Construction of :-  a. School Buildings b. Additional classrooms	120629 329690	Comp	IP	Comp	Comp. & IP
			71143	31587	58%	85%
			155814	170225	47%	99%
4	Enrolment in EGS/AIE Centres	87 lakh children	63 lakh		71%	
5	% children receiving free textbooks	6.14 cr.	5.35 cr.		87%	
6	Functional Academic Resource Centres •Block level •Cluster level	7422 70735	7201 66140		97% 93.5%	
7.	Teachers trained	3053285	2347017		77%	

There has been significant growth in school infrastructure under the SSA. However, the huge infrastructure gaps and slower capacity to implement large civil works programmes in some States, has led to low completion rates. This means that allocations for civil works will need to be maintained for select districts in the 11<sup>th</sup> Plan period as well.

## 6. Financial Progress of SSA:

GOI Releases and Expenditures



The contribution of State share for the States and UTs has also improved significantly since the inception of SSA which indicates the commitment of the State Governments towards SSA. It is reported that at present only Kerala and Sikkim have some backlog of State share. Ministry of DoNER has released 15% out of 25% State share for NE States for 2005-06 and 2006-07.

However, there are clear indications that State/UT support for SSA implementation has been enthusiastic and a good momentum of implementation has been generated. To maintain the same, the States have indicated the need to continue the 75:25 sharing ratio between Centre and States. The 8 NE region States have been pressing for a 90:10 ratio.

### **III. Overview and Thrust of SSA During 11<sup>th</sup> Plan**

There has been a remarkable improvement in the school infrastructure with the sanctioning of 222297 new primary and upper primary schools and 1005355 new teachers for new schools and for improvement of PTR. 1,88,247 new school buildings have been constructed or under construction. 6,70,189 additional classrooms have been sanctioned for construction till 2006-07. These physical targets that have been approved under SSA are making a big dent in the infrastructure gap in the country. The decision to provide enhanced amount for civil works during 2006-07 and 2007-08 has accelerated the process of closing the infrastructure gap.

Apart from the inputs for improving school infrastructure and providing additional teachers, SSA has been successful in a sustained effort for reduction in the number of out of school children from about 3.40 cr. in 2002-03 to about 1 cr. in 2005, through the implementation of strategies for mobilisation and opening of Education Guarantee Scheme centres as well as a variety of Alternative Education interventions.

Annual in-service training programmes for all teachers of 10-20 days duration have been institutionalised. In addition, primary and upper primary schools and teachers are receiving regular academic support through the DIETs and Block Resource Centre (7400) and Cluster Resource Centres (66000).

Apart from the special focus on girls education in SSA, the National Programme for Education of Girls at the Elementary Level (NPEGEL) has targeted additional resources and innovative strategies in more than 3000 educationally backward blocks. Under NPEGEL, more than 30,000 model clusters are implementing strategies for promoting education of girls, e.g. gender sensitization of teachers, bridge courses for 'out of school' girls, free uniforms for girls and community mobilisation.

The implementation of interventions for inclusive education for children with special needs has received a high priority under SSA, especially in the past two years. The 'zero rejection' policy of SSA has helped to reach out to even those children with severe or profound disabilities.

The country-wide information system of DISE now provides information on key educational indicators and trends in the educational status of States and districts since 2002-03. A strong monitoring system for the programme is in place.

The programme design of transferring a significant proportion (50% or more) to village/school level bodies has helped in enlisting the involvement at the grassroots level and some local decision making.

The programme had largely focused on planning, implementation and monitoring of inputs into the elementary education system in the first 3-4 years. It is only from 2005-06 that there has been an increased focus on looking at outcomes like retention and dropout rates and students' achievement levels. There is also now a greater interest in studying and monitoring of key process indicators like teacher competence, classroom processes and student attendance.

There are still large infrastructure gaps in several States and districts. There is a challenge of bringing the last 6-7% children who are "hard to reach" into the fold of education. The issue of quality of primary and elementary education and enhancement of learning levels of students has to be addressed squarely. Bridging gender and social gaps in educational attainments and reducing inter-State, inter-district and inter-block disparities will also pose a challenge.

The elementary education component of the Eleventh Plan should be constructed with these gains and gaps in mind.

### **Education is a Fundamental Right:**

The Constitution of India was amended at the beginning of the Tenth Plan period to make education a Fundamental Right of the child between the ages of 6-14 years. While great strides have been made in providing access to education, the Right itself cannot be said to have been realized for all children. The challenge for SSA is to be able to address the needs for access and quality education for *each* child. This will require a strong rights orientation within the programme.

In very broad terms the following 2 dimensions of work are crucial for the 2<sup>nd</sup> phase of SSA under the 11<sup>th</sup> Plan:

(i)Improvement of the quality of education imparted in the primary and upper primary schools through a range of coherent and comprehensive strategies with clearly defined goals that help in measuring progress. Quality of education is a much discussed issue and there is no clear consensus on what constitutes quality, how to measure it, or whether it can be measured at all. The meaning of 'improved quality' needs to be defined in operational terms through clearly identified outcome indicators for various dimensions like teacher competence, classroom processes, teaching learning materials, students' performance etc. There is a need for states to envision the change they want in simple terms and to communicate it to teachers, educational administrators and all others involved with school education. Sharing this vision with parents could help increase the accountability of the system to work towards achieving this change. Monitoring of identified outcomes at all levels and across time periods would be necessary.

(ii)Focus on disadvantaged and educationally backward areas and social groups that are lagging behind. This focus should include higher resource allocations, capacity building for preparation and implementation of strategies based on identified needs, more intensive monitoring and supervision and tracking of progress. The ways of working in these identified pockets and with disadvantaged social groups would need to be different from the usual pattern under SSA. The focus on the most vulnerable groups of children who are still out of school would require partnership with NGOs and a commitment to a rights-based, equity oriented approach. Equity needs to permeate each process under SSA beginning with planning. Equity issues need to become a central theme in the discussion and vision for quality improvement.

### **The role of SSA:**

The very nature of a Mission is to complete a task in a time-bound manner. SSA has succeeded in helping the states in largely achieving the task of basic provision of infrastructure

and in creating systems and processes for improved educational attainments. As SSA adopts quality and equity as two main thrust areas, the process improvements brought about as a part of SSA need to be mainstreamed into the Education Departments of the states so that the lessons gained in SSA are sustained.

Better integration of State level SSA with the Directorates of elementary / school education should be achieved on a priority basis. Different models will need to be tried in different States and UTs based on existing structures. At the district level parallel structures should be completely disallowed and SSA should aim at strengthening of the mainstream department structures.

A clearly articulated goal of 2<sup>nd</sup> phase of SSA should be to influence the education system and target key reforms that would help sustain and institutionalize the gains from SSA. Unless there is a strong effort to address the systemic issues of regular functioning of schools, teacher attendance, school supervision, accountability of educational administrators, delegation of powers to VEC/PRI, teacher transfer & promotion policies and effective decentralization of school management, the gains of SSA will be difficult to sustain.

It is important that the mechanism of annual work plan appraisal and sanction of budgets is used for identifying and incorporating some conditions to which release of funds under SSA gets linked. These conditions / some incentives could be based on the identified outcomes for selected indicators. One of these could be PTR / single teacher schools for assessing the progress of teacher rationalization. Similarly, States and UTs could be encouraged through such conditions to introduce mechanisms for assessment of teacher competence and performance and accountability to the local school level committee or the panchayat.

***Other Important Recommendations Relating to Programme Duration, Funding Pattern and State Budgets:***

1.SSA needs at least another five years to complete the unfinished agenda with a slightly altered focus. Therefore the duration of the programme should be extended to the end of the 11<sup>th</sup> Five Year Plan viz. 2011-12. This also necessary to ensure that some of the good practices under SSA take root and can be sustained through the mainstream education system after the close of the programme. On account of the recommendation for a somewhat modified focus and prioritization of SSA interventions during the 11<sup>th</sup> Plan, it would be appropriate to refer to the balance 5 year period of the programme as 2<sup>nd</sup> phase of SSA. This would also imply significant changes in the definition of eligible activities and financial norms.

2.The recommendation of the Ministry of HRD and the Mid-Term Appraisal Report of the Planning Commission for continuing the 75:25 fund sharing pattern between the Centre and States for the 11<sup>th</sup> Plan period needs to be accepted. With the allocations for SSA increasing significantly during the last two years of the 10<sup>th</sup> Plan period and projected to increase further in the 11<sup>th</sup> Plan, the States and UTs will not be in a position to share 50% of the total SSA allocations. The fact that States and UTs are now contributing their 25% State share regularly indicates their commitment to SSA and UEE. Any change in the funding pattern at this stage is likely to result in undermining the likely future achievements under SSA. It is important that States and UTs receive early confirmation about continuation of the 75:25 fund sharing pattern.

3. Expenditures on elementary education in some States are stagnating. In the interest of sustainability, it is important that States' allocations for elementary education should continue to increase. The SSA programme should in consultation with the States and UTs modify the condition for funding of SSA to require 'an increase in real term expenditure on elementary education over 2005-06 level' instead of the present requirement of maintaining the expenditure in nominal terms only.

4. At present, the public spending on education is about 3.7% of the Gross Domestic Product (GDP). There is a national commitment to enhance the expenditure in education upto 6% of the GDP in a phased manner. This needs to reflect the requirements of the elementary education sector in ample measure.

#### **IV. Quality Improvement**

SSA has been able to strengthen a range of inputs that impact on quality, especially at the primary stage. 19 States have undertaken curriculum renewal and textbook development work in the past 5 years. About 6 lakh teachers have been recruited with SSA financial support. Each year 20-25 lakh teachers receive 10-20 days in-service training. This is a significant achievement. Free textbooks are being provided to about 5.5 cr. girls, SC and ST students from classes I to VIII. The academic support arrangements at block and cluster level are in place throughout the country. A variety of students assessments systems are being implemented across the country. About 10000 schools are implementing 'computer aided learning' strategies. A wide range of innovative learning enhancement programmes are being tried out in several States and UTs. A National Resource Group and two Sub-Missions on quality issues are guiding the quality agenda at the national level.

As mentioned in the introduction, the thrust of SSA implementation in the 11<sup>th</sup> Plan has to be on quality improvement within an overall framework of equity. This changed role must be reflected in the work of the SSA society and structures down the line from the State to the cluster level and has to be internalized at the earliest. A major thrust on quality improvement can be implemented if key SSA personnel are able to devote most of their time on quality issues.

The National Curriculum Framework, 2005 and the syllabi prepared by NCERT have provided a sense of direction to the quality improvement agenda by stressing the dimensions of construction of knowledge by children, the importance of the local context in classroom instruction, valuing plurality and diversity in the classrooms and the importance of a well organized syllabus. The NCF 2005 and the syllabus prepared by NCERT should become the guiding documents for States and UTs to work on revising their curricula and syllabi.

#### ***Strategies for the 11<sup>th</sup> Plan***

The following 3(three) dimensions of the work for quality improvement that should be the underpinning for the entire quality improvement initiative should be stressed.

##### ***1. What is "Improved Quality"? Indicators for measuring quality improvement***

The meaning of 'improved quality' needs to be defined in operational terms and there should be a shared understanding at all levels about it. A basic shift that is required in the approach to improving quality is to arrive at a clear set of verifiable indicators that are indicative of improved quality. The focus on these outcomes would be the starting point for reorienting interventions that have been, in the past, often implemented only as a set of discrete inputs that seem to have the potential of bringing about some desirable change. These indicators could be related to the following dimensions:

- (a) Indicators for classroom processes including equity orientation.
- (b) Indicators for assessing teacher competence in the dimensions of subject knowledge, communication skills, dealing with children of diverse categories and needs; and indicators to assess presence during school hours, time on classroom tasks & promotion of student learning.
- (c) Indicators that help assess shift in focus from memorization of texts to the use skills that have been learnt (*if this an identified focus of quality improvement*). These could include indicators for the teaching-learning process, textbooks and other materials, and students' assessment.
- (d) Indicators for assessing students' performance.
- (e) Indicators of school performance in respect of basic schooling conditions and student outcomes.

Some examples of such indicators could be--(a) Completion rates to be increased to 80% at the primary stage; (b) All students at the end of class II should be able to read a simple text fluently, or at class IV should be able to write a paragraph independently on a topic familiar to them, but which is not a part of the school text, or be able to perform the 4 basic operations; (c) All students should be able to converse in simple English and have a vocabulary of, say, 1000 words; (d) All teachers at the primary stage should have the subject competence for teaching students of class V; (e) teacher attendance and actual teaching days are 80% in an academic year etc.

Similar indicators could be worked out for classroom management, individualized attention to and use of appropriate materials and methods for teaching children with special needs or children who come from a different language background. There could also be intermediate level outcomes like--each school must develop simple school development plans with 3 development objectives for a short term period (say, six months) and 2 objectives for an intermediate term of 1-2 years. Such indicators would become rallying points for providing operational definitions of the nature of change desired in the classroom processes and students' performance and assessing the efficacy of the interventions designed to bring about the desired improvement.

## **2. *Addressing the needs of ALL children***

Another aspect of quality that flows directly from the thrust on a rights and equity oriented approach is the need for creation of capacity within the education system and the school for addressing the diversified adjustment and learning needs of different groups of students that are now in the school system. Older children who have never been to school and are admitted to the later primary grades directly or through an inadequate bridging intervention, students who have reached classes III, IV or V with huge learning deficits, students who have a very different home language, students with a variety of disabilities including learning disabilities, children who come to the school for only a few months because for rest of the year they migrate with their families in search of work or those students who come from another district or State to that town/village for a few months etc. A completely different perspective would be required to address the needs of such children. This would require a redefined policy framework, a different orientation in the pre-service and in-service training programmes and the regular academic support system. Presently, several States have initiated remedial teaching programmes to provide some additional support to students who are lagging behind in class. This is an interim response that needs to be institutionalized by evolving flexible materials, classroom teaching strategies and additional teaching support for ensuring that all students have an 'equal opportunity to learn'. An approach that emphasizes the 'right to learn' for *all children* would obviously delve into issues of the structure of the present curriculum, its density and sequencing and need for modification.

## **3. *Quality should be all- pervasive***

The quality of learning is dependent upon the quality of the planning process and implementation of a wide range of inputs or services in the school system. Thus the quality of personnel in the State and district SSA offices, competence and commitment of academic staff at the DIET / BRC / CRC, the

quality of monitoring of teacher training programmes and the decentralized academic support systems, quality of governance in terms of appropriate deployment of teachers and process of recruitment of teachers, quality of the mainstream educational administration and supervision system, quality of school related data that would reflect the status of individual schools, clusters, blocks etc. Therefore it is important to enhance the quality of planning and implementation of all aspects of SSA. While most of the activities are being implemented in almost all States and UTs, their impact is varied. This is mainly on account of the varied quality of implementation of the inputs being provided under SSA. In the second phase of SSA, beginning of the 11<sup>th</sup> Plan the challenge is for State and UTs to implement processes that will set quality control standards for each aspect of the education service delivery.

This approach has another implication. It will not be adequate to only set quality control measures only for activities funded the Annual Work Plan & Budget of SSA. This would extend to aspects of teacher placement, supervision and monitoring, databases of the Education Department etc. This theme of improvement of quality in the implementation of SSA / elementary education service delivery would be discussed in each of the sections in the report.

### ***Specific Issues and Strategies:***

Within the 3 overall thrusts of the work for quality improvement outlined above, the specific issues and suggestions for interventions for promoting quality are outlined below

#### **a. Basic learning conditions should be available in each school**

Certain basic facilities must be available in each school including teachers as per the norm, usable space per child, textbooks and workbooks, furniture for students, a school library etc. The minimum facilities that must be available in each school should be clearly defined and notified. Each State and UT should define such standards for each school. It should be ensured that each school has these basic facilities at all points of time.

Another basic learning condition is the regular functioning of the school for the required number of days and hours each day. This would imply minimizing teacher time on non-academic work. Monitoring teacher attendance and their accountability for improved learning standards, needs to be made an integral part of SSA framework with clear outcomes. Frequent supervision by inspecting staff of the education department would help to improve the regularity of functioning of schools.

Deployment of teachers in a rational manner so that the PTR norm is maintained for each school should be ensured through effective State policies on transfers and deployment. The scourge of single teacher schools, schools with PTRs above 70 or 100 should be consciously ended.

#### **❧ Disparate interventions for curriculum/textbook revision, teacher training, on-site academic support, student evaluation and school monitoring and supervision**

Various initiatives have been taken up at different points of time in each State and UT under DPEP and SSA for curriculum and textbook renewal, development of workbooks and a variety of teacher training programmes. Experience in reform of student evaluation systems is nascent. Some States have implemented campaigns for learning enhancement under various names.

There are a variety of learning enhancement programmes (Andhra Pradesh, Assam, Gujarat, Maharashtra, Karnataka, Orissa, to name only a few), that include student assessment, a short-term intervention and a post-intervention assessment. In most cases there has been measurable increase in the learning levels of students through such short-term interventions. Such efforts have a value in demonstrating some strategies that can be utilized effectively in the regular

classroom teaching-learning process. But there is a need to position such short-term interventions within an overall policy and strategy for quality improvement. Remedial teaching for students with poor performance is being extensively funded under SSA (target of 54 lakh students in 2006-07). Reading promotion campaigns are also being tried out in several places.

These innovative campaigns should not detract from the need for a serious effort for upgrading teacher competence, setting performance standards, attempting to change classroom processes that could take into account diverse backgrounds and learning strengths of children, reform of regular students' assessment in the classroom etc. This would also mean that effective coordination between SSA, SCERT's, DIET's, Boards of Education etc. be ensured so that a common vision and orientation encompasses all segments of the elementary education structure and more so that all elements of academic reform processes are included – curriculum, syllabus, textbooks, supplementary material, pre-service & in-service teacher training, classroom processes, student assessment systems, academic support infrastructure, and school / learning outcomes monitoring systems.

*The bottom-line is that State and UT governments must develop medium to long term vision and strategies for quality improvement and interventions under SSA which would need to be grounded in and guided by this vision. This should be an important condition and incentive for States to maximize Central Govt. assistance under SSA.*

### Academic Support System of BRCs and CRCs and role of DIETs

The unique infrastructure of more than 7000 BRCs and 66000 CRCs with over 1 lakh resource teachers can be the cutting edge for academic renewal as also regular academic support and monitoring. The performance of these institutions is really varied across the country. Where resource teachers have been *selected* on merit basis (examinations in Tamil Nadu, workshops and group discussions in Assam), *intensive training programmes* have been organized for them, where there are *clearly defined roles and responsibilities* of these institutions and where a clear sense of direction or vision for change at school level is shared by the entire system, these institutions have been able to make some impact. In several States, BRCs and CRCs do not have adequate or appropriately selected staff or are mostly engaged in collection of data and carrying messages for the administration. The lack of *clarity on the kind of change desired* in the classrooms, outcomes expected from enhanced quality, and clear performance standards also adds to the underutilization of this precious resource. Some States have experimented with open recruitment of persons with the requisite qualification to work as resource persons at BRCs and CRCs. The experience in such States needs to be evaluated.

In some States, a CRC Coordinator is not full-time or has been given the responsibility of 30-40 schools. It is suggested that there should be *1 (one) CRC Coordinator for every 10-12 schools. In addition there should be 4-6 resource teachers at the BRC level* for supporting teaching of specific subjects, especially at the upper primary level. The need for *enhanced travel, contingency and meeting costs* for BRCs and CRCs has been raised by several States.

The arrangements to provide serious academic support at the upper primary level are weak in several states. Some States are placing subject-wise teachers at the block level to help upper primary teachers in the teaching of science, English and Math. It may be beneficial to *involve good secondary/higher secondary schools and their teachers* in organizing a strong academic support structure for the upper primary level.

There is a proposal to undertake a thorough review of the functioning of BRCs and CRCs throughout the country. State-specific recommendations would emerge which *could form the basis for*



*a redefinition of these resource centres* in terms of the personnel posted, their selection process, capacity building and mandate.

The *linkage of BRCs and CRCs with DIETs* needs to be strengthened. In fact, the DIETs should be given the mandate for anchoring the quality improvement agenda at the district level. Here again, greater clarity in the tasks assigned to various resource institutions need to be spelt out clearly. This would help in laying down expected outcomes and greater accountability for results.

With the stress on differentiated training programmes, development of local texts and other materials to support teaching-learning, support to students of different language backgrounds and individual school development strategies, it is important that there is a lot of investment in *strengthening capacities of decentralized academic resource institutions like DIETs, BRCs and CRCs*. This aspect requires a lot of attention.

Ideally, the DIET-BRC-CRC arrangement (after its overhaul) should be incorporated as a recognized set-up under the education policies of States and UTs, which would be sustained after SSA.

**To sum up, the academic support arrangements in SSA need to be reviewed comprehensively in the first year of the 11<sup>th</sup> Plan and the changes required need to be incorporated in the subsequent years' annual work plans. It is recommended that there should be one CRC for every 10 schools and at least 5 resource teachers at the block level who may have specific subject-wise competence. Also the funds for contingency at BRC and CRC need to be enhanced. The small amount of travel allowance could be included in the monthly remuneration of BRCs and CRCs. It is crucial that BRCs and CRCs resource teachers should receive at least 20 days training each year.**

### Recruitment of teachers

Almost 6 lakh teachers have been appointed with SSA's financial support. This has helped in improving PTRs. While all States are following NCTE norms for teacher recruitments, there are instances of shortages of qualified teachers and surging enrolments, which have led some States to recruit local teachers without prescribed professional qualifications. There are also trends to engage teachers on contracts with the purpose of accountability and performance. This is being done by States for recruitment of teachers borne on the State exchequer and under the SSA as well.

DISE data shows that less than 9% of total elementary school teachers (2004-05) could be classified as 'para' teachers. Of these 44% possessed the requisite professional qualifications and 51% had graduate and above academic qualifications compared to 49% of the "regular" teachers. State SSA programmes have consciously brought about interventions to provide for professional qualifications to be attained by the "untrained teachers" through customized programmes brought in through State SCERT's or through distance education programmes of IGNOU or State Open Universities. (MP, Jharkhand, NE States, Bihar are examples).

SSA guidelines could take a more assertive stand that (a) trained teachers be taken wherever available and only in case of shortages, States explore other options within NCTE approvals (b) in case of latter, States provide for the professional qualifications of such teachers in the shortest possible time (c) terms of engagement should be such that remuneration levels are honourable to the position of a teacher, (d) that duration of engagement should be such that investments in teacher development and upgradation of skills can come to fruition and that teachers themselves feel committed to seek professional growth in the State education system (e) Teacher recruitment processes should be systematized, as in some States a fixed date is set for retirement of teachers and the task of filling anticipated vacancies is initiated well in advance. This would improve teacher availability all round the academic year.

## M 🇮🇳 Teacher Training

A systematic exercise of need assessment on a regular basis would be necessary to ensure that teachers attend the training they actually require. **Training has to become more differentiated** to be able to address identified needs. Providing a *'cafeteria'* approach where teachers opt for the training they need, rather than attending all training programmes. The stipulation of each teacher attending centrally developed training programmes for 20 days each year needs a change.

Issues like multi-grade teaching, children's language and cultural backgrounds, building teacher attitudes for addressing plurality and diversity in the classroom need to find place in the training agenda based on specific conditions. Girls, scheduled caste and tribal children often face discrimination within the classroom. It is a challenge to address such issues through pre and in-service training programmes.

In India 54% primary schools (4.17 lakh) have only one or two teachers. The number of primary schools with three or less teachers is 71.5% (5.49 lakh). Our teacher training programmes are oriented towards monograde teaching situations. The textbooks also do not provide enough scope for group and individual work by children. Wherever **training programmes on multigrade issues** have been held, they provide some learning organization ideas, but not a comprehensive guideline for teachers who have to teach the entire curriculum to five classes. Apart from training programmes, block and cluster level academic meetings and monthly meetings of teachers could be oriented towards this objective in areas where multigrade situation is common. Use of self and group learning materials, workbooks and organization of children to take over some management functions are some other initiatives that would help in a multigrade situation. It is important that this major issue receives attention.

Also, 31% of primary schools in the country have enrolments less than 60. These schools would have actual student attendance of 40-50 students only, spread over 5 classes. The key to effective teaching-learning practice in such schools is multi-level teaching, using group and self learning materials. There have been several experiments in the country for such school situations. What is required is systematic work for **appropriate materials and teacher training for 'small school' situations**. This would of course imply development of differentiated training programmes based on school situations which is the key to a more result oriented approach to training.

The training programmes implemented year after year should follow a pattern and a direction so that they reinforce each other. Thus, there should be a **longer term perspective in the training agenda**. Alternative practices of providing school based training could be considered.

The aspect of **teacher competence** at the upper primary level as well as for subjects like Math, Science and English needs to be addressed. For the upper primary stage, linkage with secondary/higher secondary schools and good subject teachers could prove useful for upgrading skills of upper primary teachers.

Most States have expressed the need for a **review of the impact of teacher training** programmes. In several States and UTs the 20 days training programme is being implemented in a routinised manner. This has also been recommended by the Joint Review Missions of SSA. The Ministry is in the process of conducting such a review by involving all the States/UTs in the process. The findings of this review should lead to an intensive debate/discussion on the objectives, content and methodology of training. An annual training programme cannot bring about change in the classroom teaching process unless the academic support system carries out regular follow-up and reinforcement. More importantly, assessment of the impact of training, through ongoing research, should feed into the design of training programmes.

There is a **large backlog** of teachers who have been recruited, but have not received **induction training**. This means that teachers, most of whom do not have a pre-service training qualification begin teaching in schools without any orientation. In some States, 7-15 days training is imparted to these new teachers along with the regular in-service training of teachers. This is not appropriate as the new teachers need a different orientation with an overview of the primary curriculum, textbooks and teaching methods. This aspect needs much greater attention since large teacher recruitments are taking place in several States.

The 4<sup>th</sup> JRM has suggested that the **IGNOU distance education Certificate Course for Primary Education should be evaluated** for its quality and effectiveness. This is worth pursuing since 3-4 lakh teachers are receiving their professional training through this route. Like-wise, the **quality of pre-service training** is an important issue to be researched under SSA.

Both the content of and the duration of training programmes under SSA needs to be revised. Significantly, the monitoring of the impact of trainings on teacher competence and change in classroom process needs to be institutionalized.

#### **f. Student Assessment**

Measurement of students' achievement levels through external assessment tests has become an important activity in several States. Such tests are being conducted either on a sample basis or even for all students. Such tests are used to rank performance of blocks and districts. Ranking of schools based on such achievement test results is also undertaken.

At the national level, the NCERT achievement surveys for classes III, V, VII/VIII are conducted every three years. The inordinate delay in publication of results and the rather simplistic listing of mean scores does not allow use of these survey results for diagnosis and corrective action.

Many of the State achievement tests, though carried out for the stated purpose of initiating remedial action, are used mainly to declare aggregated students' performance and grade school performance. The remedial teaching activities that are initiated, based on such tests are centrally planned, usually at State or district level and do not serve the purpose of remediation of individual student's difficulties.

It is important to enhance capacity at school and cluster level for carrying out continuous and comprehensive pupil evaluation. This should be the major focus of training programmes. Assessment has to be an integral part of the quality improvement process in the classroom. While the measurement that helps in grading and ranking and identifying trends could be useful in generating greater awareness on school performance and accountability issues, it is important to ensure that the frequency of such testing does not become counterproductive and that measurement does not become an end in itself. *Also, the interpretation of results of school or cluster/block performance has to be done carefully taking into account the socio-economic situation of students, school conditions like PTRs, language background of students etc.* This is an area where more work is required. NCERT is presently working on the development of a Systemic Quality Index that could help in better interpretation and utilisation of learning achievement surveys.

**There is a need to distinguish between measurement for the following two purposes and to provide explicitly for them in the SSA framework for the 11<sup>th</sup> Plan period:**

**(i) Assessing performance of individual students**

**(ii) Assessing and grading effectiveness of schools and teachers and assessing trends in learner achievements in a given area.**

**National surveys of achievement levels, to provide an overall sense of direction of learning outcomes should be conducted through an arrangement that is able to provide quick results and analysis.**

**g. Ensuring that basic skills are learnt in early primary classes**

Based on the feedback from some achievement surveys and internal assessment by some States, there appears to be a need to ensure that the basic skills of literacy and numeracy are definitely learnt by all students in the early primary classes of I and II . A major reason for the learning deficits in the later primary classes of 3 to 5 is on account of the inadequate foundation for these basic skills in the early classes. There are several initiatives in the country that have tried to develop appropriate materials and methods for this purpose. These need to be shared with others. Development of strong 'reading with comprehension' skills should be a priority. Training of teachers on appropriate early language teaching methods, a good pre-literacy, pre-numeracy curriculum, assignment of good, child-friendly teachers to the early primary classes would help in achieving this objective. SSA guidelines need to provide expressly for such inter relation in the programme design.

**h. Focus on Upper Primary**

The focus and impact of work under SSA in the past few years for quality improvement has been mainly at the primary stage. Much more intensive work will need to be undertaken for the upper primary stage during the 11<sup>th</sup> Plan.

At the upper primary stage, subject-specific competence of teachers becomes crucial. Some States and UTs have introduced recruitment of subject-specific teachers at the upper primary stage, especially for Maths, English and Science. A few States now recruit Science/ Maths graduates for these classes. This should be considered by other States and UTs too.

The Resource Teachers at the BRC could be specifically identified for specific subjects like Science, Maths and English for the upper primary stage. They could have a background in teaching these subjects at the upper primary / secondary stage. The training of teachers and academic support from BRCs and CRCs for the upper primary stage needs to be strengthened.

SSA guidelines need to articulate interventions focused on upper primary levels in clear terms both for better implementation as also for specific monitoring.

**i. Language in Education**

The NCF 2005 clearly articulates the need for teaching in the child's mother tongue at the primary stage. There is enough evidence around the world to show that children learn better when they begin their education in their first language. Acquiring reading and writing skills at the beginning of school is best done in a language familiar to the child. SSA should therefore encourage State and UTs to address the problems faced by children who begin school studying in a completely unknown language, especially in tribal areas. There are small sporadic efforts in some States on this issue. SSA guidelines

should provide for bridge materials, teacher training components etc, wherever such disadvantages can be addressed, to ensure smoother transition to the school language.

Another major area of reform in the quality area is the **teaching of language at the primary stage**. Language teaching methods in our classrooms focus on literacy from the first day at school with little scope for development of oral skills, improving vocabulary, use of language in various forms and comprehension. There is no clear strategy for developing good reading skills early. The language teaching practices of alphabet recitation and copying are even more inappropriate for children who come from a different language background, i.e. for whom the school language is really a second language. Our pre and in-service training programmes should prepare teachers in good second language teaching strategies.

English has now been introduced as a subject in Class I in 18 States. In most other States it is introduced by Class III. This is a response of the system to people's aspirations for their children to learn good English. Though inappropriate, early introduction of English in the primary school curriculum is here to stay. There needs to be a lot of emphasis on improving the **teaching of English at the primary stage**. This would involve development of an appropriate curriculum and materials, methods of teaching of English relevant to our varied situations, training of teachers and even recruitment of teachers who have adequate skills in English etc. A preliminary analysis of English language teaching practices and materials used across the country indicates serious inadequacies. This needs to be taken up seriously by the States and UTs and also supported at the national level through research, dissemination of good practices. The use of Interactive Radio Instruction (IRI) and computer-aided learning (which is being tried out in some States) could be useful tools. **NCERT and CIEFL could play an important role in overhauling English teaching at the primary stage.**

#### j. Changes in Curriculum

It is widely recognised that there is a need to shift focus from memorization of information contained in the textbooks to developing basic skills and the ability of students to apply their learning to 'non-textbook' situations. Also creativity, problem-solving ability and encouragement for construction of knowledge based on students' own experiences need to be promoted. But the textbooks in most States contain an information overload with very little scope for students' involvement. In the absence of appropriate curriculum, syllabus and teaching-learning elements, efforts to focus on the real objectives of learning through teacher training alone do not yield results. **The NCF 2005 could form the basis for a review of the curriculum and textbooks in States and UTs.**

#### k. Involvement of parents and community in outcomes of children learning

The involvement of parents and the community in the issues of learning outcomes of their children would help increase transparency and accountability of the system and also promote the 'right to learn' perspective. The expected outcomes for each class, especially at the primary stage, should be shared in a simple language with

the community. **The performance of students should also be shared with the parents/community.** An approach of 'mobilising' parents for understanding and demanding quality would be necessary on the lines of the mobilization strategies implemented in the past decade to secure enrolment and regular attendance of children. This should be institutionalized through SSA interventions.

### **I.School Libraries**

Providing a print rich environment in all primary and upper primary schools is a crucial step towards improving students' reading ability and habit. A functional school library with an appropriately selected set of books is a must for every school. The library programme must not be confined only to supply of books. Training of teachers and introduction of 'reading periods' should be a part of the intervention. It should be ensured that books are given out to the children on a regular basis and not stored away. The involvement of the community would be crucial and mechanisms could be developed for using the school library resource after school hours.

**SSA could support a library infrastructure and books grant of Rs.10000 per upper primary school in the beginning of the plan period and once more (Rs.5000 for books) during the 11<sup>th</sup> Plan. For primary schools, the grant of Rs.3000 could be provided twice during the 11<sup>th</sup> Plan period.**

### **m. Implications for Quality component norms of SSA**

Presently, the quality improvement component in SSA is confined to the assistance for staffing and travel/contingency costs for BRC and CRC and teacher training programmes (In-service training -20 days; Induction training of new teachers -30 days; pre-service equivalent training for untrained teachers-60 days).

The above analysis indicates that the quality improvement tasks are varied and need to be implemented in a comprehensive manner. Thus the quality component of SSA should allow for open-ended planning for the quality agenda and the entire quality improvement plan should be appraised as a whole for each state. Every State should develop a vision for quality improvement and specific proposals for quality improvement annually, and against medium term goal setting. Each SSA annual work plans should articulate their interventions to be supported and the process outcomes expected in the year.

## **V. Equity**

### ***Educationally Backward Areas, Disadvantaged Groups and Children***

There is a consensus that equity is a cross-cutting issue that needs to get considerable attention in the second phase of SSA. It is important to understand the close connection between equity and quality – poor quality, for instance, impacts on equity and poor equity reinforces poor quality. Therefore efforts which are aimed at one must also include the other. The need for a renewed focus on equity can be articulated in the context of four dimensions of disparity / disadvantage that are clearly evident in the elementary education scenario in the country:

#### ***(a)Category A - Geography:***

Large variation between States, districts and blocks with respect to educational infrastructure and outcomes. Thus, basic school level learning conditions, viz. availability of schools,

especially upper primary schools, school physical infrastructure and teacher availability. Also significant disparities exist in enrolment rates, gender gaps in enrolment, dropout, survival and repetition rates across States, districts and blocks. The analysis of disparity can be extended to the school level, also where there are large variations in PTRs and school infrastructure, students' attendance rates and learning achievement levels, now that DISE data enables this. ***Thus specific districts, blocks and Panchayats that are lagging behind in terms of educational infrastructure and outcomes would need higher focus and resources, financial, administrative and technical.***

***(b)Category B - Disadvantaged Groups:***

Gender and social category gaps in enrolment, completion and achievement levels are reducing consistently. However, in several parts of the country, the gaps are still high and are not declining rapidly enough. Gender and social group disparities exist across large parts of the country, but there are important regional and State-wise differences. There is some overlap between areas / pockets which are generally educationally backward and those that have high gender and social group disparities, e.g. parts of Bihar, Jharkhand, Chattisgarh, South Orissa, Rajasthan and Madhya Pradesh. The disadvantage faced by girls and children belonging to Scheduled Castes and Scheduled Tribes has its basis in cultural and traditional factors as well as social discrimination and discrimination at the school. Socio-cultural factors and a history of neglect (in some parts of the country) have also adversely affected the educational outcomes of children belonging to the Muslim community. Some children belonging to ethnic and linguistic minorities also face disadvantages in coping with the regular school system. ***Thus SC and ST children, children belonging to religious, linguistic and ethnic minorities who have lagged behind in education would need special focus and strategies as well as adequate resources in SSA planning and implementation.***

***(c)Category C - Special Categories of Vulnerable Children:***

Certain specific groups of children face a severe disadvantage in their participation in elementary education owing to the specific difficult circumstances in which they and their families are placed. These include street children in large cities; children working in shops, dhabas, hotels, garages, manufacturing units, at home for piece-rate work, agricultural child workers, domestic servants in urban and rural areas; children who migrate seasonally with their parents including children of construction workers and nomadic tribes etc. The disadvantage faced by children with special needs is of a specific nature and will be discussed separately. A significant proportion of children in category C also belong to socially disadvantaged groups mentioned in category B above. ***Special strategies are required for these categories of children within the overall norms of AIE under SSA.***

***(d)Category D – Girls:***

While there has been impressive growth in the enrolment of girls and reduction in gender gaps in enrolment and dropouts between boys and girls, the situation with respect to girls enrolment, transition and completion of the elementary cycle varies across regions and social groups. Thus there is significant overlap between Category D and Categories A & B. Girls belonging to certain social and religious groups face a double disadvantage. ***While the overall planning & implementation of SSA needs an enhanced gender focus, the interventions targeted to pockets of low female literacy - girls participation in schooling, as also girls belonging to disadvantaged social and religious groups – need to expressly provided for in SSA planning & implementation.***

A discussion on Category – A, viz. areas that are educationally backward is included in section III below. The situation and strategies for Category – B viz. disadvantaged social groups including SC and

ST children and children belonging to religious and linguistic minorities is included in section I.a & I.b below. A discussion on Category – C, viz. specific groups of vulnerable children, e.g. deprived urban children, migrating children etc. is included in Chapter – 5 (section 5.A). In this chapter, strategies for children with special needs (CWSN) and Girls Education is included.

## **Category – B: Children belonging to Disadvantaged Groups**

### **a. *Scheduled Caste and Scheduled Tribe Children***

The section on 'Progress towards achievement of SSA goals' that – educational indicators such as enrolments, retention and transition rates for SC and ST children lag behind those for children belonging to other categories.

Children from these communities are also disproportionately represented among other categories of children who have been identified as vulnerable where their education is concerned. These include the urban and rural poor, migrants, out of school girls, child workers, and 'deprived urban children. Among children with disability, those coming from SC and ST and other marginal groups are likely to be educationally most 'at risk'. Though poverty is a major constraint in the education of SC and ST, children from these communities face specific disadvantages in their education and these must be given serious attention. For SC children these stem from the social discrimination, segregation and lack of access to resources and opportunities that they face because of their status. For ST communities it is their experience of relative isolation and neglect, destruction of their way of life and cultural difference that has led to disadvantages in education.

Hitherto the emphasis has largely been on expanding physical access to schooling for SC and ST children by relaxing norms for establishing schools in tribal and SC habitations and encouraging enrolment by meeting some of the costs of schooling. It will be important for the plan to integrate access and quality informed by the principle of equity or fairness by addressing the specific disadvantages that these children face. Where incentives are concerned, we need to view them as strategies that encourage as well as enable parents to send children to school and from the perspective of the child, that make schools an attractive place for them. Thus improvement of the quality of education would in itself become the most crucial incentive for children to go to school.

Ultimately it would mean that school must become inclusive so that they are able to address disadvantage and diversity in education and cater to the needs of every child. Interventions in education to address these issues however should not be 'stand alone' programmes/strategies but must be linked with and facilitated by the overall efforts to universalise enrolment and retention in schools and improve their quality.

#### **a.1 *Scheduled Caste Children:***

- While access to schools at the primary stage is now almost universal, there are gaps at the upper primary stage. Provision of adequate upper primary schools in all areas, including SC areas to promote the retention of older SC children especially SC



girls. It is also important to ensure that the schools available in the neighborhood of SC habitations have minimum norms of infrastructure, other facilities and teachers. One of the most appropriate interventions for ensuring better participation of disadvantaged groups is to ensure that local schools are well provided for, especially with required number of teachers and function regularly.

- Incentives such as free textbooks and Mid-Day Meals must continue. Stationery, uniforms and transport (for upper primary schools at a distance) would be additional important incentives that could be considered by the States / UTs. The coverage of existing incentives like scholarships by State Govts., the monthly / annual amount of those scholarship and the regularity of the payment need to be monitored.

- Discrimination against SC children because of their caste status as reflected in school practices and teacher attitudes adversely affect the quality of schooling that children receive. These have to be seriously dealt with in individual schools, monitored at the community level and in also addressed at the level of teacher education. The effort toward building inclusive schools (where teachers understand and are sensitive to issues of social disadvantage) must be an integral part of teacher education and not relegated to add on components in training programmes.

## **a.2 Scheduled Tribe Children:**

- Physical access to schooling, especially at the upper primary stage is still an issue in some parts of the country in remote tribal areas. A targeted coverage of all eligible habitations for upper primary school facilities should be a priority in the first two years of the 11<sup>th</sup> Plan. In some remote, sparsely populated areas, it may be difficult to setup primary schools due to the small number of children. Two options need to be implemented for such areas. One, small schools (with one teacher) need to be set up in such habitations. Such schools should be recognized in the State / UT's education policy or Code so that these institutions can be sustained after the close of the programme. Two, adequate residential schools need to be provided at locations that can provide access to a group of small habitations.

- Hostels are critical for children coming from educationally deprived communities to access middle levels of school education. These facilities need to be expanded. It is recommended that 1000 hostels may be set up during the 11<sup>th</sup> Plan period to identified ST areas. 500 of these may be funded under SSA and the rest through convergence with the programmes of Ministry of Tribal Affairs. Some of the hostels could be provided utilizing the Backward Regions Grant Fund in 200 districts of the country, many of which would include tribal areas. Hostels need to be monitored for the quality of services offered and security provided especially for girls.

- Seasonal migration is common in several tribal areas. Facilities like seasonal hostels should be provided in all such blocks with high incidence of migration to help retaining children in the village when the parents migrate.

- In some very remote tribal pockets, for example in North-eastern States, teachers posted to schools are unable to get local accommodation on rent. States / UTs should consider approaching the Ministry of Tribal Affairs for providing funds for construction of teachers quarters. The RIDF loan facility through NABARD could be expanded to include teachers quarters in some pockets.

- Teacher absenteeism is a major problem in remote, tribal areas. The shift to selection of local teachers at village, Panchayat and block level has helped to some extent. But there is a need to improve monitoring and supervision in tribal districts and blocks to help improve teacher attendance and school functioning.

- Majority of schools in tribal areas have only 2 or 3 teachers. It is therefore important to equip teachers in such areas with skills for conducting multigrade and multilevel teaching. This would also require modified teaching – learning materials including workbooks etc.
- Special emphasis must be placed on teachers who are appropriately qualified and trained to teach in tribal dominated schools. The emphasis must be both on their skills, competencies as well as their understanding on the context of deprivation, discrimination and an appreciation of cultural difference in relation to their students.
- In some tribal areas where qualified teachers are not available, there must be a special effort to create a cadre of teachers from among tribal youth who complete class XII and undergo a two year teacher education program as per NCTE norms. (These would be regular, qualified and not para teachers). DIETs in tribal dominated area can offer such a teacher education programme. This link between school and a teaching can encourage retention in schools as parents see teaching as a career for their children.
- The policy of providing primary education in the child’s mother tongue, as enshrined in the Constitution as well as in the NPE 1986 and the NCF 2005 needs to be implemented. Bilingual / multilingual education programmes that start with education in the child’s mother tongue and then transit to the regional / State language and English need to be implemented on a larger scale, especially in remote tribal areas. Presently Andhra Pradesh and Orissa are implementing such programmes in 8-10 tribal languages on a pilot basis. The strategy involves intensive work for creation of curricular materials, training of teachers, academic support, evaluation and community involvement. SSA should provide for such specific interventions.
- In general, for tribal areas teaching-learning materials need to incorporate the life-situations of children to which they can relate. This work can be done best by DIETs in identified districts after receiving specific orientation and human resources for this purpose. BRCs and CRCs in such areas could also contribute to this process. The NCF 2005 strongly recommends the use of local context in the materials and teaching-learning process. The orientation of teachers in such areas would also need to focus on issues of attitude and bias regarding tribal children and knowledge of local socio-cultural situation.
- Certain tribal groups, e.g. denotified tribes, nomadic tribes that moves from place to place and primitive tribal groups (PTG) would need special attention because of their specific live situations.
- The Ministry of Tribal Affairs is in the process of consolidating schemes for supporting primary education to make a more comprehensive scheme that could complement SSA and fill any gaps, especially those relating to infrastructure in identified tribal dominated districts and blocks. SSA could play an important role in guiding the Ministry of Tribal Affairs and the States / UTs in identifying needs in specific districts and blocks and ensuring convergent implementation.

## **b Children belonging to Minorities: (Category B)**

### **b.1 Religious Minorities**

The survey of out of school children conducted by SRI-IMRB in 2005 has indicated that the proportion of out of school children is the highest in the Muslim community (9.97%). The Sachar Committee report has also highlighted several dimensions of the lower educational status of Muslim children. The Sachar Committee report and other data stress the fact that the educational status of Muslims varies across the country and a differentiated approach would be necessary based on educational backwardness. The Ministry of Minority Affairs has identified the 103 districts as minority concentration districts, where the population of religious minorities exceeds 25%. These include districts with different religious minorities including Hindus, Sikhs, Christians etc. Under the Prime Minister’s new 15 Point Programme, the targets, allocations and performance of SSA in these districts would be monitored. Of the various religious minorities, Muslims are the most educationally backward.

SSA has undertaken sensitization of States and UTs on the issue of providing a special focus in identified Muslim concentration districts. Additional resources have been provided to these districts for recruitment of teachers, construction of school buildings and classrooms. The strategy of providing AIE grants to Maktabas / Madarsas for introducing / strengthening the teaching of general subjects for children who are attending Maktabas / Madarsas, but not going to regular schools is being followed in several States.

- Ensuring that adequately provided primary and upper primary schools are available in all minority concentration areas. It is crucial to ensure that upper primary schools are located close to Muslim habitations to ensure that adolescent Muslim girls can continue their education.
- Social mobilisation to promote the demand for education, especially for older girls. This will require a special effort from teachers, educational administrators and programme functionaries to work with parents, religious leaders, panchayat representatives etc. to overcome barriers due to social and cultural traditions.
- Religious minorities are usually not included in incentive programmes like scholarships. Children of religious minorities, especially Muslims may be provided scholarships at least at the upper primary stage in identified educationally backward districts.
- Urdu medium schools need to be set up wherever required, based on demand and the local language pattern of the minority community. In other Muslim concentration areas, the teaching of Urdu as a subject may be encouraged, wherever there is a demand.
- The focus of work should be on ensuring that Muslim children attend regular schools. The strategy of providing grants to Maktabas / Madarsas should not be the dominant strategy for ensuring universal participation of Muslim children. Wherever possible, Maktabas / Madarsas could serve as institutions for providing bridge education for mainstreaming of children into regular schools.
- Older children especially girls in the 9+ age group who have not been to school and cannot be mainstreamed easily, could also be encouraged to join centres to run for at least 4 hours in the premises of Maktabas / Madarsas in the forenoon / afternoon, before or after the religious instruction.
- KGBVs need to be located within Muslim dominated areas with the option of studying in Urdu medium, if necessary.
- Additional hostels for boys and girls need to be set up in minority dominated areas covering the upper primary of education stage.

## **b.2 Linguistic Minorities:**

- The basic principle of providing education in the mother tongue of the child is an important issue in most of the inter-state border areas and places with a concentration of migrants with a different language background. For Muslims, the issue of Urdu medium needs attention in some States. For tribal groups residing in remote areas, who speak a language very different from the medium of instruction

in schools, a strategy of transitional bilingual / multilingual education could be implemented.

- In several States / UTs work relating to development of textbooks and other teaching learning materials and training modules is highly delayed or, sometimes not taken up at all for the minority languages. Under SSA, it should be ensured that curriculum and textbook development, TLM development and training programmes are held regularly for all languages used as medium of instruction in a particular State / UT.

- Additional resource persons with a particular language background could be provided in identified clusters / blocks or a group of clusters/ blocks to provide academic support to schools with a different medium of instruction.

## **General Suggestions**

- Special training programmes for teachers and resource persons to deal with issues of diversity and discrimination within the classroom.

- Improve decentralized planning process to identify needs and strategies for disadvantaged groups at block and district levels.

- Promoting research for identifying strategies aimed at equity that have had a favourable impact. Also dissemination and sharing of identified good practices.

- Utilisation of innovation funds or any other untied allocation preferentially for promoting education of disadvantaged groups as sub projects in a district.

## **Category C - Inclusive Education for Children with Special Needs (CWSN)**

The inclusion of children with special needs (CWSN) in regular schools and classrooms is presently a part of a large world wide human rights movement which calls for full inclusion of all people including those with special needs in all aspects of life. The 86<sup>th</sup> Constitutional amendment has given a new thrust to the education of CWSN. SSA follows a policy of 'zero rejection', attempting to provide for education of CWSN including those with severe or profound disabilities.

### **The important areas and strategies which need to receive greater attention are:-**

#### **● Identification And Enrolment**

The percentage of CWSN identified under SSA seems to be low, being only 1.54 % the total child population in comparison to Census 2001 data, wherein 2.1% of the population has been found to have some disability. The SRI-IMRB report (2005) estimates that 38 % of CWSN are out of school. Therefore adequate measures for identification of CWSN have to be taken up by training teachers, involving Primary Health Centres/ panchayats, community based organizations and NGOs. Data collection methods and parameters need to be evaluated and refined, so as to ensure complete and scientific data that can form the basis of planning and implementation, of provisions for all children identified.

#### **● Early Identification & Intervention**

A concerted drive to detect children with special needs at an early age should be undertaken through PHCs, ICDS, ECCE centres and other school readiness programs. Identification of children with special needs should become an integral part of the micro-planning and household

surveys. The ECCE centres under ICDS and SSA should specifically be targeted for early identification and instruction.

- **Age Relaxation (PWD Act)**

According to the PWD Act free compulsory education for CWSN extends to 18 years. This implies extending support to education of CWSN to high school with appropriate provisions. The possibility of taking this up under SSA should be explored. Otherwise, alternative arrangements need to be worked out.

- **Girl child with disability**

Girls with disabilities suffer a double disadvantage. There is a need to work out more flexible and need based education and vocational training facilities for girls with disabilities. Adequate provisions has to be made under the existing NPEGEL / KGBV schemes to facilitate inclusion of girls with disability.

- **Teacher training**

There needs to be systemic changes to equip the existing system to meet the diverse needs of CWSN. Training strategy should include development of a database on the training needs of each teacher on IE, developing and strengthening of training institutions and faculty, developing a training curriculum and introducing a mandatory IE module in the pre-service trainings by NCTE. An arrangement for regular on-site follow-up resource support for trained teachers once they begin practicing inclusion in their respective classrooms is absolutely crucial. The number and quality of resource teachers being recruited under SSA leaves much to be desired. Unless 3-4 resource teachers with an understanding of educational strategies for children with different disabilities are available at the block level, the academic support to teachers cannot be ensured.

- **Inclusive learning friendly environment** to be developed keeping schools as the centre of development in terms of curriculum /teaching / evaluation for learning achievements of CWSN.

- **Community Based Approach & decentralization**

Involvement of parents of CWSN, community / NGOs working in this field is very essential for supporting mainstreaming CWSN. Block and district level Committees could help in planning and implementation of IE activities.

- **‘Out of school’ children strategies**

Isolation of CWSN needs to be avoided as far as possible. Thus there should be clear criteria of nature and extent of disability for taking up home based education. Also multi-option programmes like day care centres, pre-vocational programme resource centres and community based resources could be tried out to reach out to the most challenging categories.

- **Financial**

**The financial norm of Rs. 1200/- may be modified to Rs. 1500 per child. This is applicable for the total number of children. It is not to be applied for each child. The amount of fund required would be different for different categories of CWSN.**

In conclusion, Education of CWSN needs to adopt a twin track approach - (i) bringing systemic changes in the system for mainstreaming CWSN & (ii) individual needs of

children with disabilities has to be taken care to ensure that every child with special needs receive education and continuous support.

## Category D - Girls

SSA – needs to make concerted efforts to turn the spotlight on specific groups and locations. Past efforts to communicate general messages were valuable and need to continue, however there is a need for more group / community / location specific strategies and communication practices. **In short, the most difficult to reach need a lot more context specific attention.**

### Recommendations

1. It is recommended that the XI plan period pay special attention to specific groups / communities and locations and compile information on the enrolment, retention and class-wise drop out rates of girls across clearly identified social groups – Scheduled Caste (sub-groups of SC who are especially deprived), Muslim communities (rural/urban), Scheduled Tribe (specific tribes that are especially deprived), OBC groups where educational status of women continues to be poor. Systemic mapping of social / groups and communities need to be done district-wise and data compiled by social group / sub-group (where relevant) and by gender. This needs to be followed up with adapting / modifying existing provisions under SSA and programmes like Mahila Samakhya, NPEGEL and KGBV to meet specific needs of groups identified.

Equally, the situation of different socio-economic groups in urban areas needs to be mapped and special plans prepared for urban areas – metros, large and small towns and peri-urban areas. The situation of migrant groups needs to be mapped annually in order to capture the dynamic situation and increasing migration.

District SSA plans should have a clearly discernable budget line / activities designed to address gender disparity in access, retention and quality monitoring. The situation of specific social groups / hardest to reach group must be analysed and presented in these plans.

It is recommended that – where necessary – special projects be designed within SSA to meet the specific educational needs of girls in specific social groups – especially Muslim girls in both rural and urban areas.

**Funding and supporting formal schools should be the core of SSA's initiatives in promoting education amongst Muslim girls. Support to Maktabas and Madarsas cannot be a substitute for regular schooling.**

2. Strengthen the formal school system, where necessary through girls' schools at the middle level in order to ensure that girls have greater access to formal school. There need to be **more formal schools for girls in Muslim areas and for specific OBC communities in Northern and North-western India** and those areas where there are other social groups where girls are pulled out after primary. The government needs to carry out detailed mapping of social groups / areas where girls education beyond the primary level is constrained because of lack of exclusive girls schools.

It goes without saying that more girls schools means more women teachers, given prevailing cultural practices and also growing sense of insecurity of girls in mixed schools (recent reports on sexual abuse of girls in some states) there needs to be a provision whereby the community is encouraged to appoint older women as escorts. **Essentially multiple strategies are required to enable girls to go beyond the primary stage and access formal schooling.**

3. The formal system needs to be made more gender sensitive. Once they are in the schools, greater efforts need to be made to retain them through systematic monitoring of education quality. The importance of strengthening the formal school system was also flagged as a priority in the working group report on elementary education for the X Five year plan also.

4. Given the high drop out rates, especially at the middle school level infrastructural issues like merit urgent attention. A school sanitation programme in both rural and urban areas could be considered. Equally, classroom and school environment influence retention, completion and learning merit systematic and sustained attention.

5. Percentage of women teachers has been highlighted through the decade of the 1990s and SSA guidelines today provide for 50% women teachers and states are required to hire more women teachers. Notwithstanding the current policy thrust, it is important to acknowledge that opening more girls' school would mean more women teachers – especially at middle and secondary schools. More women qualified to become science and mathematics teachers are required. A 5 to 10 year strategy to increase the pool of educated / trained women from specific areas / social groups needs to be formulated.

**A medium to long term human resource creation / management policy is required to meet this shortage especially given that this shortage is more acute in girls' schools at the HS /SS level. Increasing the pool of educated and trained women among SC, ST, specific OBC and Muslim communities needs special attention.** This could be done through time-bound programmes to enable girls to complete secondary education and creating opportunities for teacher training courses – albeit through special initiatives / programmes for communities / areas where the situation of girls education is particularly bad.

6. The existing pattern of clubbing all special efforts into one omnibus clause of “innovations” with a fixed allocation of Rs 15 lakhs per district needs to be reviewed rigorously. The XI Plan should provide scope for context-specific / social-group specific / location specific modifications within the main scheme of programme like the Sarva Shiksha Abhiyan.

**Separate projects for girls at risk:** The situation of street children and thousands of visible and invisible working children needs to be mapped annually with the help of voluntary organisations working in urban areas. Where necessary, separate projects could be designed for girls at risk and in difficult circumstances. SSA needs to create space for special projects by providing flexible norms and not limit it to “innovations”. For example areas like Mewat (Haryana) or specific communities like Nari Kurava, Musahar, Sahariya, Lambada (to name a few) have very low female literacy rates and girls education in such areas / communities remains a huge challenge. Similar special projects could also be taken up – where necessary – in disturbed areas. **This should not be subsumed into an omnibus innovation fund.**

7. It is understood and accepted that all ongoing elementary education schemes complement each other and that planning is expected to be done in a holistic manner to suitably address all issues and concerns – weighing available options. One of the weak areas is that it has not always been possible to discern a clear link between the situation analysis, the interventions and budgets proposed and the expected outcomes along with a time frame.

Building on the gender budgeting ideas of the government the XI Plan could introduce systematic tracking of funds allocated for girls' education / special focus group (SC,ST, Muslim, OBC and remote areas). It is not enough to expenditure alone - tracking but programme tracking. Identify institutions that can undertake do concurrent monitoring / tracking in each region / state or clusters of states.

Giving an identifiable budget / tracking code for efforts to promote girls' education could enable the government indicate funds drawn from different schemes/provisions such as SSA (free textbooks to girls, REMS, gender training of teachers, monthly CRC/BRC level meetings for girls, etc) EGS & AIE, Mahila Samakhya, NPEGEL and KGBV and schemes of the State Government for different interventions. Systematizing the approach to girls' education through well articulated plans and identifiable codes that can be tracked will facilitate timeliness of implementation, review, monitoring and reporting progress, and incorporating necessary changes in approach.

### **OLDER GIRLS – DROP OUT AND NEVER ENROLLED**

Given the pattern of drop-outs it is evident that there are a large number of older girls (11+) who are not attending any educational institution. The educational needs of older girls may or may not be met through the routine programme of bridge courses followed by mainstreaming into formal institutions. While the AIE (Alternative Innovative education) has certainly expanded – there is a need to address quality issues more systematically. As of now there is no considered strategy for accelerated learning and most programmes adapt the regular curriculum to the needs of accelerated learning. It is time that Sarva Shiksha Abhiyan addresses the need to develop appropriate and relevant curricula for the education of older girls who are not in school and follow-up mainstreaming strategies with mechanisms to provide ongoing support to the newly mainstreamed children. There is also a need for clearer articulation of time-frame and expected outcomes for better monitoring and evaluation.

In this context there is a need to review existing accelerated learning and bridging programmes like RBC, NRBC. These programme need to become more rigorous and meet basic quality standards that are applied to the formal school system. The pedagogy and curriculum of such programmes need serious review.

The objective of the 11<sup>th</sup> Plan should be to ensure all children up to the age of 14 have access to education – especially for older girls who may have missed primary / may have dropped out.

8. A time-bound effort to turn the spotlight on older out of school girls (10+ age group), using micro-planning, community events, support like escorts, remedial / additional education support for girls, addressing the work burden of older girls at home (school going and out of school). The experience of Mahila Samakhya could be very valuable here.

9. Curriculum and pedagogic practices need to be reviewed and designed specifically to address the requirements of accelerated learning programmes taken up in residential and non-residential bridge courses, residential programmes for older out of school girls to enable them to complete grade 7 or 8 (as



the case may be) and even class 10 through specialised programmes. SSA needs to redesign the RBC and NRBC and base it on the experience gained through the 10<sup>th</sup> Plan period.

## QUALITY AND CONTENT

The discourse on girls' education has not moved significantly beyond "quantitative" and formal notions of parity (gender parity in enrolment, retention, dropout rates) and issues of education quality, classroom practices and gender equality inside the classroom / school remain untouched.

Education is a means of socialisation and values / practices that inform the system that exerts significant influence on the lives of children. There is a need to systematically look inside the classroom to engender change in the classroom; what girls and boys are actually learning in school needs equal attention. Equally, there is a need to transform classrooms into effective spaces where one can help girls question and break out of stereotypes that are reinforced through socialisation processes – MSKs (of Mahila Samakhya Programme) are good illustrations of how one can go about it. The lessons / learning of the MSK programme as well as that of the Balika Shikshan Shivir of the former Lok Jumbish Programme of Rajasthan needs to be internalised in mainstream institutions. In particular, there is a need to ensure that the KGBV, Bridge Courses and other mechanisms to get out of school children back into the formal stream pay special attention to issues of socialisation. This is particularly important because it is the most deprived who access alternative education programmes and bridge courses. Therefore the mandate must be to provide empowering education that stimulates critical thinking and the ability to question relations of power among learners.

The role of the teacher is critical in this context. The strategy till now has been to introduce Gender as a session or two for in-service and pre-service teachers. Such isolated, ad hoc inputs can lead to resistance from teacher's who may view this as "worthless knowledge", that which has no relation to the technical upgradation of skills. Therefore, a long-term vision that integrates gender within the pre-service and in-service training programmes in meaningful and practical ways is required. It is necessary to integrate gender and social equity concerns into the very fabric of training programmes – making it an inherent part of the analysis and also sensitisation of teachers to the situation of children who are doubly disadvantaged (social group as well as gender). **This needs to be integrated into GOI strategies for teacher education.**

10. There is a need to develop a of range exemplar TLM for the learner and also for teachers, DIET's and SCERT's. These materials need to be located within the existing syllabi, the subjects or disciplines being transacted. Collaborations between women's groups, resource centres, university based women-studies department, NCERT, SCERT, DIET members must be operationalised to develop this exemplar subject based gender materials.

More in-depth, systematic and professional inputs need to be planned for both teachers and teacher educators. A group needs to be constituted to develop a training module for SSA covering a two to three week period for teachers, DIET and SCERT personnel. IGNOU too needs to develop a similar diploma course on Gender and Education. B.Ed. and M.Ed courses need to introduce a compulsory paper on identity formation, gender and socialization.

Curricular content needs to be informed by the life world of both boys and girls from socially and economically disadvantaged backgrounds. Rather than see girls as passive receivers of knowledge, their own experiences needs to find place in the pedagogy and TLM's used.

Inputs of trained experts on adolescence and sexuality. Since adolescence is a critical formative period and phase where gender-based identities and controls come into play in a significant manner, the

expertise of gender sensitive psychologists, counsellors and health workers needs to be drawn upon to develop materials and curricula practices. These need to be created in a framework of facilitating young learners, both boys and girls to be able access information, make informed choices and to equip them from negotiating danger from those who seek to violate them.

11. The time has come to develop classroom and school protocol and make it part of the service rules. These protocols must be made public, through advertisement / notice boards in schools, shared with VEC and PTAs in government and private (aided / unaided schools). For example teachers should not be permitted to call individual or small number of children after school hours, norms on good and bad touch communicated, explicit rules against beating, verbal abuse, punishment, comments on sexual nature, caste or community specific comments, discrimination on use of water and food in schools. They need to be made an integral part of teacher training (pre-service and in-service).

## **NPEGEL AND KGBV – SPECIAL INITIATIVES FOR GIRLS’ EDUCATION**

As targeted schemes that are integral to the Sarva Shiksha Abhiyan, both the NPEGEL and KGBV schemes complement the provisions and efforts of SSA in pursuit of the larger goals of UEE. They work for similar ends with the added advantage of targeting some of the most vulnerable and so far excluded segments of girls. Both schemes were introduced during the Tenth Plan period and implementation experiences have provided valuable insights and learning that are worth considering in formulating the approach to girls’ education during the Eleventh Plan period.

All strategies and interventions must target girls both ‘in’ and ‘out’ of school within defined geographic bounds like districts, blocks, clusters with a focus on INCLUSION and QUALITY. The dimensions of inclusion include access to schooling facilities and universal enrolment of girls. Inclusion can be considered effective only on the basis of regular attendance of girls and their retention in school. Quality of education to girls implies their improved

- achievement rates seen in examination results for which reduced repetition and dropout rates will be necessary preconditions
- completion rates to render the system efficient
- transition rates to next level of education
- empowerment of girls through exposure to ‘other than textbooks’ activities to enhance their information base, their self esteem and self-confidence, skills and capacities to equip them for coping with different situations in life, enable them to make informed choices, participate in decision making processes, access resources that will assure them quality of life.

During the Eleventh Plan period the key to an effective approach for girls’ education would be detailed situation analysis and familiarity with impediments to girls’ education. Information about girls ‘in’ and ‘out’ of school – their numbers, location, personal details – is imperative for facilitating a targeted approach, rationalizing allocation of resources, and for monitoring progress against targets that are set to time frames. This analysis should include, a break up for specially disadvantaged communities in that area - whether it is social or caste groups, geographical area or other categories, e g displaced persons etc.

## **12. It is recommended that NPEGEL and KGBV be continued in the Eleventh Plan period.**

13. Based on the experience gained in the X Plan period, it is recommended that the block be designated as the unit of planning, implementation and monitoring. This would facilitate greater sharing across clusters and tighter monitoring.

14. The present use of gender gap in literacy rates has reportedly excluded districts and blocks with very low female and male literacy rates. It is therefore recommended that the criteria for eligibility of blocks for NPEGEL and KGBV be reviewed and the following considered:

–Identify educationally backward blocks (EBB) where the female literacy rate is lower than 30%;

–**Blocks with high (over 20%) SC/ST and Muslim Population where the female literacy rate is lower than national average;**

15. As per the existing arrangement while NPEGEL is an integral part of SSA it retains its separate identity. It is recommended that this arrangement should continue for NPEGEL and KGBV be assigned the same status to retain focus on older girls. This is being suggested to safeguard certain existing provisions in the schemes, viz., management cost, and civil works as additionality over and above the ceilings applicable in SSA. If the management cost is to be drawn from the larger pool of SSA it is possible that funds received for NPEGEL and KGBV could be used for executing activities that are considered more important. But if it is separately earmarked, it will be possible to avert such operational difficulties.

The NPEGEL scheme includes a line of functionaries supported by resource groups running through village to State. The operational structure needs to be in place for implementing strategies and interventions for promoting girls' education in the States. In addition, a State level resource group is necessary to steer and guide operations in the districts. A fully functional operational structure could be made a prerequisite for approval of AWPBs and release of funds.

A resource pool may be created at all levels to support programming for girls' education. This resource pool may comprise active and committed youth and women, members of women's groups, retired teachers, SHG members, members of NGOs, functionaries of other Departments, etc.

**16. Specific to NPEGEL** – It is widely recognized that opportunities of learning through systems of open schooling can potentially narrow gaps in access, particularly for older girls who have remained disconnected with education. However, the option of open learning is not evenly available across the country. The National Institute of Open Schooling (NIOS), for instance, provides learning opportunities in a few languages that restricts this option for improved access to specific parts of the country. Also, State open schools are not available in all the States. Possibilities need to be explored with NIOS for introducing teaching learning in additional languages.

It is recommended that subsidized/special packages for children under SSA be negotiated with the NIOS by the Department of School Education and Literacy.

While links with systems of open learning could be strengthened simultaneous efforts could be made to formalize arrangements for enabling girls to appear in the State Board examination as private candidates at the end of the primary/elementary stages. The latter will apply only in those States with board examinations at these stages.

**17. Specific to NPEGEL** - To ensure attainment of objectives appropriate measures could be taken to carry out outcome based monitoring disaggregated by social group. Besides this concurrent

evaluations could be carried out annually in randomly selected districts. The findings of monitoring and the evaluations could be used to inform strategic changes in implementation.

**The National Programme for Education of Girls at Elementary Level (NPEGEL) needs to be focused on blocks with Rural Female Literacy Rate (RFLR) below 30% as per 2001 Census as well as the existing criteria of the scheme (i.e. educationally backward blocks (EBBs) where the level of rural female literacy is less than the national average and the gender gap is above the national average; in blocks of districts which are not covered under EBBs but are having at least 5% SC/ST population and where SC/ST female literacy is below 10%; and also in select urban slums).**

**The group also emphasized that the NPEGEL programme instead of fragmented components, should address special projects for girls at risk/girls in difficult circumstances in 6 to 14 years age group.**

**The design of the programme for girls in these blocks could include any of the elements already stipulated in SSA Remedial Teaching, Bridge Courses, Alternative Schools; Child Care Centres; and also initiate several other measures specific to the NPEGEL component to suit context specificities and local requirements.**

The NPEGEL components should not duplicate any component already provided in the SSA framework. In case of a special project being developed for the block, the unit cost of each component would be finalized by the Executive Committee of the SSA programme of the State.

It was also felt that instead of having a cluster-based approach, a block based approach would be more appropriate. However, efforts should be made to ensure that each cluster is covered under the programme with decentralized participation of women groups, Mother Teacher Associations and other community related initiatives.

**The amount of Rs. 2 lakh granted for additional room should be deleted under the scheme, as civil works is admissible under normal SSA grant. Instead the amount could be used for more appropriate short term special projects of maximum three years duration (i.e. till the end of the SSA) as the case may be.**

**Building on the existing scheme, the unit entitlement of a block under NPEGEL is estimated as per enclosure (Annexure-I)**

**18. Specific to KGBV** - There are three models of KGBVs at present. It is recommended that these be reduced to two on the basis of two criteria, viz., (i) school along with hostel and (ii) providing residential facilities in existing upper primary schools. The number of girls could cease to be a criterion and it is recommended that GOI permit State Governments to fix the number of seats desired on the basis of their needs. This flexibility is being introduced as a means of mopping up girls who are out of school.

To this end, the following recommendations may be considered:

- (i) Girls who enrol and complete bridge courses and are not in a position to enrol in a formal upper primary school (due to distance / non-availability of girls only schools) may be given first preference for enrolment in KGBVs.

(ii)The academic level of girls needs to be ascertained after they are identified to enrol in KGBV. In case they are found to be of lower levels they should be enrolled for a year or a year and a half long residential bridge course which could function like a feeder to the KGBV. It may be useful to attach a bridge course of SSA (using provisions of the EGS & AIE scheme) to the KGBV.

(iii)There was a view that KGBV schools opened in Muslim concentration areas with substantial Muslim population should be provided a facility for urdu medium of instruction if an option to this effect is exercised by girls enrolled in them. Therefore, the cost of two teachers who would teach all subjects in urdu in such KGBVs, in addition to normal teachers, could be made.

19. It is recommended that the KGBV programme be extended to urban slums with special focus on girls at risk, Muslim girls who are out of school or never enrolled and other girls (new migrants / seasonal migrant) who have not been able to continue in formal schools.

20. **Specific to KGBV** - Where necessary / possible the government could explore public-private partnership to enhance facilities / infrastructure of KGBV in rural and urban areas. A special invitation could be posted by GOI inviting corporate bodies, private trusts and other philanthropic organisations to come forward and augment / strengthen the facilities and quality of KGBV.

For programmes of NPEGEL & KGBV, a list of towns and cities with substantial minority population and a list of minority blocks as provided by Ministry of Minority Affairs should also be considered for ensuring outreach to minority girls. It is also suggested that 795 blocks with more than 20% Muslim population be given priority, in this, due to educational backwardness.

Illustrative costs of different models is at Annex-II.

### **Early Childhood Education / PRE-SCHOOL EDUCATION**

One of the running issues in SSA has been the use of the innovation fund to create ECCE centres in schools / villages not covered under ICDS. Equally, the poor status of pre-school education remains an area of concern. While pre-school education of children up to 6 years has been formally transferred to the Department of Women and Child Development – it is important that the education department continues to play a strategic role in strengthening pre-school education and ensuring child care facilities for children under the age of three.

Another important area of concern – especially with respect to girls' education – is that girls take care of siblings in the under-three age group. ICDS centres do not cater to the needs of 0-3 years children in the centre as services meant for them are delivered, if at all, to the mothers. Matching the timings of ICDS centres to that of the schools remain unaddressed in many parts of the country.

In a recent meetings of the two departments (6 June 2006) it was agreed that in order to enable the ICDS programme to work in conjuncture with SSA the education department could allocate additional resources for pre-school educational material, joint training of Aanganwadi workers, technical support for pre-school education through DIET, BRC/CRC and SCERT.

21. The SSA programme needs to forge close linkages with the ICDS programme to promote child-care for children under-3 years (to relieve young girls from the burden of sibling care), strengthen pre-school education by allocating resources (financial and manpower) for joint training, pre-school education material and monitoring of pre-school education regularity and quality. Synchronising the timings of the ICDS centres

with that of the school should be made mandatory and any additional funds necessary for the same could be provided for in SSA.

District specific mapping should precede plans for strengthening pre-school education of the ICDS programme.

## **OVERARCHING / CROSS-CUTTING RECOMMENDATIONS**

25. There are 45 districts where female literacy is very low (below 30%) and there are 81 districts where the gender gap at the upper primary level continues to be very high (above 20 percent points). Special projects need to be initiated in such areas to give the much needed push for girls' education.

It is recommended that the Department of Elementary Education & Literacy and the Department of School Education jointly constitute a separate **Sub Mission on Girls Education**. This could work like a national task force / apex committee and draw upon people with proven track-record and commitment towards promoting girls education. This Sub-mission may be mandated to review progress periodically and field national level review mission on a yearly basis and submit a report to MHRD.

The secretariat of the Sub-mission could be located either in an apex institution or the National Resource Centre (Mahila Samakhya) with adequate budget. A separate budget may be allocated for the Sub-mission to function and also the expenditure involved in monitoring the progress made on the girls education front from pre-school education right up to secondary education and vocational / technical (ITI / ANM training / teacher training / agricultural extension, animal husbandry, horticulture, computer etc) education.

The Sub-mission could also be mandated to invite research proposals that would help the government gain better understanding of the educational situation of specific areas, social groups; classroom environment and practices, teacher capacity, pre-service and in-service training and so on.

The Sub-mission could also be mandated to create a network on national and regional institutions / women's studies centres / university departments that would participate in monitoring progress towards universal education of girls and creating a pool of educated and trained women necessary for good quality education for all.

This may be a time-bound Sub-mission for the duration of the XI Plan.

26. The government could invite public-private partnership to augment the resources necessary to creating / upgrading girls schools at the upper primary and secondary levels, to improve infrastructure and facilities (library, lab, sports) of KGBV and other residential schools for girls (including MSK / KSK of Mahila Samakhya). It is important to note that these would be government supported institutions where the private sector is invited to contribute. The total projected costs for NPEGEL & KGBV are at Annex-III.

## **Educational Disparities – Category A**

### **a. Educational Disparities Across States and Districts and Equitable Resource Allocations**

Some examples of disparity across geographical / administrative units are discussed in this section. While the student-classroom ratio (SCR) was 15 for Himachal Pradesh (HP) in 2004-05 indicating a comfortable situation, it was 84 for Bihar reflecting a serious gap in the availability of classrooms. Similarly while the average SCR for Uttar Pradesh (UP) was 62, within the state, it varied widely between districts from 38 in Kanpur Nagar and 90 in Rampur district. Likewise, the Pupil-Teacher Ratio (PTR) - an indicator of the adequacy of teachers and perquisite for quality education-varied from 20 in Jammu and Kashmir (J&K) to 73 in UP at the primary stage. Within UP, the PTR was 45 in Meerut district while it was as high as 125 in Balrampur district. There are 56 districts in the country where 50 per cent or more of the primary schools had a PTR of more than 70. The ratio of primary to upper primary schools, that is an indicator of the adequacy of availability of upper primary schools, varied from 1.5 in Gujarat to 5.3 in West Bengal. There are 96 districts in the country that had a ratio of primary to upper primary schools of more than 4:1, indicating a very inadequate provisioning of upper primary schools.

Similarly there are huge disparities in enrolment rates, gender gap in enrolments across states and between districts within a state. The proportion of 'out of school children' in the 6-14 age group was only 0.54 percent in HP, but as high as 17.4 percent in Manipur and 10.88percent in Jharkhand. There are 50 districts in the country with more than 15percent children not attending school. The gender gap in enrolment at the upper primary stage was almost non-existent in the north-eastern states of Mizoram and Nagaland, but as high as 25 percentage points in Bihar. The gender disparity in upper primary enrolment varied greatly across districts within each state. For example, in Madhya Pradesh (MP), the gender gap was only 3 percentage points in Katni and Balaghat districts, while it was despairingly high(29-30percent) in Jhabua and Sheopur districts.

The repetition rates of students at the primary and upper primary stages and the dropout rates that reflect the efficiency of the education system in retaining students and ensuring completion of primary/upper primary level education also vary significantly across the country. About 2.2 percent students repeated a class in Karnataka at the primary stage. This proportion was 15.4 percent in Chattisgarh and 22.3 percent in Sikkim. 45 districts in the country had repetition rates above 15 percent. Similarly, dropout rates were very different across the country. While 115 districts had dropout rates below 5 percent, 98 districts had dropout rates above 20 percent. Table 1 provides an overview of the inter-state and intra-state disparities for selected indicators relating to inputs and a few educational outcomes.

**Thus districts across the country are at different levels in terms of educational infrastructure and outcomes.** A similar analysis carried out for some districts of the country indicates that **there also are significant inter-block disparities in educational infrastructure and educational attainments.**

**Table 1: Some Indicators of 'worse off' districts**

Indicators	Number of States	Number of districts
Student: Classroom Ratio (Pry.) more than 60:1(Appropriate: less than 40:1)	3	116

Pupil: Teacher Ratio (Pry.) more than 60:1 (Appropriate: less than 40:1)	3	119
Pry. to U. pry. school Ratio more than 4:1 (At least 2:1 or lower)	1	96
Gender Gap (U. Pry.) more than 15 percentage points	3	160
Percentage out of school children (6-14) more than 15%	2	50
Dropout rates (Pry. Stage) more than 15%	8	194

DISE 2004-05

## **b. Making Allocations under SSA more equitable**

Ideally, the total outlays available for SSA in any particular year should be sub-divided between States and UTs based on a composite index of educational development. The allocations so worked out can be the basis for the Annual Work Plan preparation. However, some of the norms of SSA already factor in infrastructure status, e.g. school availability, number of classrooms and teachers. Also, some of the States that are lagging behind are unable to utilise high annual allocations. There can be 2 options for deciding financial allocations to districts.

### ***Option I:***

The total requirement for norm based activities like opening of new schools, recruitment of teachers and construction of classrooms could be estimated. The balance outlay available under SSA at the national levels could then be allocated to States / districts based on an appropriate Educational Development Index (EDI). As a block grant to be allocated under different, non-civil works activities. States would need develop their own guidelines for prioritizing activities under the non-normative part of the SSA allocation. The components / strategies / activities eligible for funding under this part of SSA allocations would be defined from the national level. This method of allocation would ensure that about 30-40% of the SSA funds are allocated based on objective criteria of educational backwardness.

### ***Option II:***

This is the more conservative option. The total outlay under SSA could be divided between States and UTs based on the EDIs. This would be the first step of resource allocation.

In this option, norms are prescribed from the national level for almost all components including school grants, teacher grants, teacher training etc. leaving only one or two components where differential allocations could be made across States and districts based on the educational status.

Option II is recommended, while providing for some differential allocations in the following components:

(i) *Community Mobilisation*: 2% of total outlay for low EDI districts and 1% for remaining districts.

(ii) *Innovation Fund*: The total outlay of Rs. 1000 cr. per year to be allocated to districts based on an index that includes child population (20% weight) and educational status (80% weight)



An attempt has also been made to provide some flexibility in the norms for (a) school infrastructure development; (b) maintenance of school buildings; (c) quality improvement; (d) community mobilisation and (e) ICT for education.

An additional mechanism for providing additional allocations to States / districts that are educationally backward is to enhance the civil works ceiling of 33% for these States / districts to enable them to cover the infrastructure gap quickly. The following limits of civil works component are recommended:

- (a) For districts in the lowest quartile of EDIs, civil works allocations upto 40% may be allowed.
- (b) For districts in the middle (second and third) quartiles, the ceiling of civil works should continue to be 33%.
- (c) For districts in the first (highest) quartile of EDIs, the ceiling should be limited to 24% of the project cost.

The EDI distribution may not match the actual categorization of districts based on infrastructure need, which is best assessed through an actual calculation of requirement of school buildings and additional classrooms. Therefore care needs to be taken while applying the above suggestion for civil works ceiling to avoid any major mismatch. Similarly, for teachers and opening of new schools low EDI districts may be given a priority in completing their entire requirement quickly if the sanctions are to be made in a phase-wise manner over 2 or 3 years. However States and UTs should be advised to propose the requirement of teachers and schools based on a clear assessment for all districts.

There is also a need to converge with other Schemes or Grants that could provide additional resources to backward areas and districts. Thus the Finance Commission grants could be earmarked for districts and blocks that have large infrastructure deficits.

The Backward Region Grant Fund that has been put in place to strengthen PRIs in 250 backward districts is an important source for capacity building in these districts. In addition, each district would get an untied fund of Rs. 10 crores to be decided by PRIs. There is scope to steer this investment towards education infrastructure in these districts.

### **Sub-District Focus and Allocations**

It is important that States and districts target educationally backward blocks and pockets for greater attention and resource allocation. The following measures would be useful for this purpose:

- (i) District and block level indices of educational development could be developed by each State to identify blocks and pockets that need greater attention.

(ii) Funds for **community mobilisation, innovation fund** could be targeted preferentially to the educationally backward blocks, panchayats, villages etc.

(iii) Funds under **project management, research evaluation, monitoring and supervision** could also be utilized in a manner that focuses greater attention and resource support to these pockets.

(iv) Monitoring arrangements, academic support through BRC and CRC could also be oriented towards giving greater attention to these areas.

## School Level Focus

Gradation of schools could be worked out on criteria related to student attendance, completion rates and academic performance. Based on this kind of classification, States and districts should work out strategies for providing greater attention in areas like monitoring and supervision, community involvement and academic support to schools that are not performing well. Thus the focus of all school improvement efforts should be to provide greater attention to schools that need it most.

## VI. Other Major Programme Components of SSA

### 1. Out of School Children

The assessments indicating about 93% enrolment of children in the 6-14 years age-group may not be off the mark. This represents a significant reduction in the number of out of school children in the past 3-4 years. But it was also felt that this represented only the number of children whose names were entered in the school rolls. The number of students who are actually attending schools is lower. There is a trend in some States to 'cover' almost all children through enrolment drives and indicate a very low figure as 'out of school'. This detracts attention from the need for addressing the needs of a much larger number of children who may only have got 'nominally' enrolled—for example, older children admitted to class I, children who migrate seasonally etc.

#### a. Improving physical access:

##### *Opening of new schools*

(i) Opening of new primary schools: The 7<sup>th</sup> AISES had identified 1,60,528 unserved habitations (no school within 1km) during 2002-03. Under SSA and DPEP 1,32,623 primary schools have been sanctioned during the 10<sup>th</sup> Plan period. **The States and UTs have projected a balance requirement of 20,957 primary schools.**

(ii) Opening of new upper primary schools: The 7<sup>th</sup> AISES had indicated that 1,69,492 habitations do not have an upper primary school within 3 km (data on population of habitations is not available). Under SSA 88,930 new upper primary schools have been provided during the 10<sup>th</sup> Plan. The present ratio of primary to upper primary schools for the country is 2.4:1. **The balance requirement projected by States / UTs for new UPS is 20,544.**

##### *Setting up of EGS centres:*

EGS was an interim strategy used by SSA for quick provision of access in small habitations that did not qualify for a regular school. In the initial years EGS centres were established without a strict mapping for requirement based on norms. There were 1.29 lakh EGS centres in 2004-05. During 2005-06 55,196 EGS centres were upgraded to regular PS. During 2006-07, another 41,757 EGS centres will be upgraded to PS. It is expected that the number of EGS centers would reduce to about 70,000 by the end of 2006-07. **The clear stand taken by the Department of SE&L is that EGS centres are a transitory arrangement and all centres located in habitations that qualify for a regular PS should get upgraded latest by 2007-08.** If any EGS centres are to continue beyond 2007-08, the States / UTs would need to make a clear policy decision and include such "small schools" as a part of their Education Code / Act / Policy. Only in this event, funding under SSA would continue. There is a problem in the States of Assam, Jammu & Kashmir, Punjab, Maharashtra and West Bengal regarding upgradation of EGS centres.

### Suggestions:

(i) State / UT and district should be asked to complete the mapping for requirement of PS and UPS and certify that universal physical access has been provided by the first year of the 11<sup>th</sup> Plan.

(ii) There are a large number of districts where the number of UPS are clearly inadequate. **Mapping for location of UPS needs to be completed so that the establishment of new UPS should be completed latest by 2008-09.**

(iii) EGS centres should be upgraded to regular schools and those that need to continue for small habitations should be regularized by framing appropriate policies by States and UTs.

**(iv) To expedite upgradation of EGS centres to primary schools, it is recommended that the financial support of SSA for EGS may be stopped after 2008-09.**

### b. Alternative and Innovative Education for Specific Groups of Out of School Children:

Under SSA, children in difficult circumstances who cannot be mainstreamed directly into schools are enrolled in AIE centres or bridge courses prior to admission into schools. The different kinds of interventions under AIE include residential and non-residential bridge courses, seasonal hostels and work-site schools for children who migrate with their families, AIE centres for older never enrolled and dropout children, mobile schools, transportation facilities (where the school is at a distance), support to Maktabas / Madaras to introduce general subjects etc.

The enrolment under AIE over the last five years has been as follows:

(in lakh)

2002-03	2003-04	2004-05	2005-06	2006-07 (Target)
6.8	18.8	17.3	30	52.6

The performance under AIE has not been very satisfactory, especially with regard to coverage of older children in the 11-14 age group and some of the most vulnerable groups of children like child labour, migrating children, street children, domestic child workers etc. The extent of mainstreaming from AIE interventions has also not been satisfactory. States like Uttar Pradesh, Bihar, Jharkhand and Orissa are just beginning to implement non-residential and

residential bridge courses on a significant scale. While some interventions for migrating children have been started in Orissa, Madhya Pradesh and Andhra Pradesh, the coverage is very small. **The Department of SE&L and most States and UTs are now focusing on the hard to reach children.** It is expected that these interventions that cover the most disadvantaged groups of children would need to continue and be strengthened during the remaining period of the programme. Providing educational facilities for the remaining out of school children would be a major challenge since the nature of mobilisation, strategies and commitment required for these groups is of a different kind.

The INDUS project is being implemented in the 21 districts of the country in 5 States and Delhi. It is due to close by 31<sup>st</sup> March, 2007. The project has helped to bring out mechanism of coordination between Education and Labour Departments for mainstreaming of working children. SSA continues to support NCLP by way of teacher training, provision of free textbooks and facilitation of mainstreaming of children from NCLP special schools to regular schools. Expansion of NCLP is likely to be proposed for the 11<sup>th</sup> Plan period. Therefore, convergence between SSA and NCLP would need to be strengthened.

### **Suggestions:**

(i) Out of school children should include children whose names have been included in the attendance register but are not attending schools. This would imply change in the manner in which out of school children are counted presently based on surveys conducted by teachers or child registers maintained at schools. Methods of verification or crosschecking of out of school children data maintained at the school level can be evolved. Girls in the age group of 12-14 years migrant child labour, domestic child workers and trafficked children often do not get counted.

(ii) A different approach would be required for inclusion of the remaining “hard to reach” children through a variety of strategies. This would involve collaboration with the Labour, Police, Social Welfare Departments, employers and NGOs and tracking of children till they are stable in the school system.

(iii) While it is appropriate that SSA targets all out of school children, it would be necessary to prepare specific plans for specific categories of children e.g. urban deprived children, migrating children, bonded child labourers, cattle herds, adolescent girls, children working in shops and establishments or in home based work, children withdrawn from wage work, children of sex workers, children in custodial institutions and children of construction workers. Residential facilities would need to be provided for some categories of children like children of migrant labour, street children, orphans, children withdrawn from work and adolescent girls.

(iv) Social mobilisation to create a norm that children must not work and attend schools should be taken up in a big way as a campaign with the involvement of youth, Panchayats, employers etc. The campaign should revolve around the issue of children’s rights. Gram Panchayats can be effectively involved in reviewing the status of out of school children and initiating follow-up action. This would also require preparation and sensitization of the educational administration and the school system so that the integration of these children into schools is effective.

(v) Residential or non-residential bridge course camp should be considered as transitional strategies for mainstreaming children to regular schools. Therefore there should also be arrangements for academic and emotional support for children who are admitted to schools from such camps. It is also important that facilitative guidelines are put in place to ensure that no child is denied the right to get admission in a Government school.

(vi) The planning for *children who migrate seasonally* with their families has to be done in a thorough manner beginning with mapping with the nature and extent of migration. The mapping for seasonal migration for particular sectors of work like brick-kiln, sugarcane, salt-pans, agricultural work, movement during summer/winter in hilly areas etc. should be carried out and areas with high incidence of migration need to be identified. Following this, strategies for sending end areas like seasonal hostels to retain children back in their villages while parents migrate, work-site schools at the receiving end, measures to strengthen schools in the sending areas and track children and their academic progress as they shift from one location to another. This will also require inter-state and inter-state collaboration to help provide facilities for children in the receiving areas. This category of children has not received adequate attention in the past. Another category that needs focused attention are the *deprived urban children* including street children, ragpickers, slumdwelling children engaged in some kind of work, children who do not have access to a school in an unauthorized slum etc. There are serious problems of access in many cities that have not yet been addressed.

(vii) In several States and UTs procedures for selection of NGOs, assignment of tasks to NGOs, regular release of funds monitoring of NGO work are not well established. Greater professionalism will have to be introduced in the dealing with NGOs and civil society. While NGOs will play a crucial role in inclusion of these 'hard to reach' children, SSA/State Government would need to take overall responsibility for the coverage of all children and their tracking and mainstreaming.

**(viii) The unit cost for residential programmes under AIE should be increased to Rs. 10,000 per child per annum since the present amount of Rs. 6800 is grossly inadequate.**

### **c. Preparing Schools for becoming more inclusive**

A major shift in the working of the school system would be required in the next few years to enable enrolment and regular participation of certain groups of children. Each school should be equipped to implement transitory strategies for such children (older children, migrating children) to help their mainstreaming into appropriate classes and to provide additional academic support to them.

Also, teachers and the entire school system has to be oriented on issues of discrimination and bias to help in ensuring that children belonging to SC, ST, minority groups and the poorest families and children with disabilities do not suffer discrimination at school. In addition, teachers need to be equipped with skills to deal with the diversity within classrooms in terms of age, ability, socio-economic and language background, attendance rates etc. It would be difficult to retain children from these backgrounds if the school functioning does not become more inclusive.

## **2. Community Involvement, Role of Panchayati Raj Institutions and Management of Schools**

Community involvement has been the main plank of Sarva Shiksha Abhiyan for ensuring the realization of its goals. Substantial progress has been made in creating awareness of 'education for all' and different community involvement structures have emerged and developed across the country. The devolution of funds for school improvement and construction to community based organisations like School Management Committees (SMCs) and Village Education Committees (VECs) has helped in securing their involvement in the programme.

SSA in the Eleventh Five Year Plan needs to bring the twin goals of development of responsive, participatory and accountable system of educational governance and, management *and* engagement and

participation of civil society in all aspects of education into sharp focus. The concern for achievement of these goals should be expressed by clearly spelling out the strategies and earmarking sufficient investment for implementation.

### **Community – Panchayat Raj Institutions - School Management Committees:**

The roles and responsibilities of and the relationships between the community, the Panchayat Raj Institutions (PRIs) and the school management committee (SMC) needs to be clearly spelt out. There is also some lack of clarity about the distinct roles of VECs and SMCs in some States. The community's interaction with school happens at different levels: parents and guardians of the children interact with schools as the consumers of educational services. They, and others in the community, as members of Village Education Committees, wherever they exist, are empowered to hold the school accountable to the community. As members of school management committee representatives of the community are responsible for certain aspects of school governance. The PRIs, however, often remain on the margin, unless State Governments have made effective transfer of the functions of education to them.

The subject of education has been transferred to the Panchayat Raj Institutions; however, this transfer should be made effective by creating greater say for the Panchayats in all matters of management and delivery of education services. Gram Panchayats should emerge as the nodal centers for educational governance. The relationship between the VECs, the SMCs and the PRIs is often not clear giving rise to confusion and delay in implementation of programmes on the one hand, nebulous control of the community over school governance on the other hand. **SSA has decided recently to recognize the centrality of PRIs through the following decisions:**

**(i) There should be a Standing Committee or a sub-Committee for education under the Gram Panchayat (GP), which would be the nodal body for all matters relating to elementary education.**

**(ii) That the school wise or village wise Committees responsible for elementary education/SSA should be linked with the Sub-Committee of the GP in-charge of Education, as in (i) above, so that overall supervision of PRIs is there over the elementary education/SSA programmes.**

**(iii) That all tiers of the PRIs (village, block, district) should be given roles of supervision over the elementary education programmes/SSA. This can be done by State Governments by defining the roles of Sub-Committee on Education of the GP; the Block Level Education Committee and the Education Sub-Committee of the Zila Parishad.**

However the real involvement of Panchayats would come about when they are squarely given the responsibility of elementary education by the State governments. The Backward Region Grant Fund (BRGF) would help in capacity building of PRIs in 250 identified backward districts. This capacity building could also include orientation on education issues. The BRGF would also provide an untied fund to the PRIs in these districts.

The community, in the form of gram sabha and ward sabha, needs to be in over all charge of the governance of schools and should meet at least twice in a year to discuss, review and plan educational management. The School Management Committee (SMC) could be chosen by the gram sabha or a general council that includes all parents of students of the local school. The SMC must report to the Gram Panchayat. Some states have provided for organic link between the Gram Panchayats and the SMCs by making the later a sub-committee of the former.

The modality for community involvement in urban areas is more complex. Ward level Committees, *Mohalla / Kshetra* based groups have been tried out in some States. Placing SMCs within a larger institutional framework of urban governance is yet to be done and this remains an area requiring greater clarity and focus.

### **Greater Decentralization for better School Governance:**

The model right to education bill, circulated by the Government of India, proposes for school based cadres of teachers. It is time that conscious efforts are made towards moving towards the ideal of providing the community control over recruitment and placement of teachers. A road map for decentralization of school governance needs to be drawn up and SSA must lay down clearly defined milestones in consultation with the State Governments. The task of moving from state or district or even block based cadres of teachers to Gram Panchayat or school based cadres is a complex one. Nevertheless, efforts should be made to decentralize control over teacher recruitment and placement. A beginning could be made by providing the School Management Committees the power to make arrangements for temporary substitute teachers so as to completely eliminate loss of instruction hours and days.

Funds for development and management of schools should be devolved to the SMCs. This move should be associated with strengthening of social audit system, whereby the accounts of the SMCs are presented before and discussed at the Gram or Ward Sabha and the Gram Panchayats. The administrative capacities of the school need to be strengthened freeing the head teacher from routine, clerical non-academic work.

Each state must make conscious efforts to decentralize decision making to the SMCs. Often fund transfer is made with several strings attached. The district and block level educational administration must move towards laying down outcomes and leave sufficient flexibility to the SMCs for implementation.

Various SSA interventions like strategies for out of school children, remedial teaching, trainings, need to be increasingly implemented through the Panchayats or the VEC/SMC.

### **Quality in Education:**

Involvement of parents, in particular, and community, in general, in quality of education is an important aspect of civil society involvement. Demystified and simple educational outcomes need to be quantified at the beginning of each academic year. These need to be shared with the community so that it knows what to expect from the school. **The annual school academic plan should clearly focus on achievable quality parameters.** Quantified targets are possible only with scientific assessment and evaluation of each student. **Regular internal assessments and periodical external assessments should be done and these results should guide the preparation of the school plans by the community.**

### **Strengthening Community Involvement Processes for greater accountability:**

Accountability of the school system in general and the teachers in particular to the community is the key for the success of educational outcomes. Community involvement needs to be benchmarked if we need it to produce the desired results. Clarity of process of involvement is necessary, even though the process would tend to be

different for different states. SSA in the eleventh plan should strengthen community mobilization, involvement and decentralized school governance. If the Abhiyan part of the SSA is to be operationalized, then prolonged engagement with community and handholding of the SMCs and other peoples' organisations is required. This requires budgeting more resources so that districts can use the services of NGOs who can work with communities and SMCs towards institutional strengthening. **It is proposed that upto 2% of the outlay of a district could be budgeted for community mobilisation activities** (This could be restricted to 1% for educationally better-off districts).

### **3. Planning for Urban Areas**

*Rationale for Urban Planning:*

**Focus on urban specific planning under SSA has resulted from the realization that issues affecting demand and supply of elementary education in urban areas are quite different from those in rural areas. The aim is to address educational needs of children of urban poor and disadvantaged children living away from their families.**

**Urban poor live in under served/un-served settlements without basic amenities such as livelihood, access to water, sanitation etc. Their settlements are often not recognized by local authorities for service provision under the impression that these would qualify them for land rights in the city. Land tenure policy of local governments and the nature of stay of poor in cities and their access to basic services, greatly influences education processes among the disadvantaged groups. Very high opportunity cost among urban poor households not only discourages community participation, it also works as catalyst in keeping children away from school and at times pushing/pulling them out of school.**

For sustainable change in people's priorities, simultaneous attention needs to be given to provision of basic services and availability of employment opportunities. Such an approach managed in partnership with the service delivery agencies/ULBs, and NGOs goes a long way in raising the value of education and eventually reducing costs on community mobilization and participation in education service delivery. Urban planning for education therefore needs to be interfaced with overall pro poor urban planning and development.

*Key issues affecting UEE in urban areas:*

- **Unavailability of land/space for opening schools/EGS and AIE centres**
- **Maintenance of government schools running in rented buildings**



- **Identification and enrollment of children in difficult circumstances e.g. street & working, migrants, slum & pavement dwellers', sex workers', children.**
- **Heterogeneous community, which makes community mobilization very difficult,**
- **Non rationalized distribution of schools/teachers**
- **Lack of basic amenities in urban poor settlements**
- **Demolition and relocation of urban poor settlements**
- **Lack of sub city resource support structures akin to BRC and CRC.**
- **Multiplicity of education providers and lack of coordination among them.**
- **Lack of understanding and skills in the SSA functionaries in identifying problems and issues of universal elementary education in urban areas and formulating suitable strategies to address the same.**

### **Out of school children in urban areas:**

As per the IMRB study conducted in the third quarter of 2005, around 21 lakh children were out of school in urban areas (4.34% of the eligible population) out of a total of 134 lakh children out of school in the country.

The AWP&Bs, 2006-07 of the 35 metros/concerned districts have reported around 6.25 lakh children of age group 6-14 as out of school against the child population of 184.95 lakhs i.e. 3.38% of child population.

#### ***Initiatives Under SSA:***

- (i) SSA has attempted to focus attention on urban areas in the recent past. All States / UTs have been advised to prepare separate city plans or sub-plans for the 35 cities with more than 1 million population (Census 2001). These plans are to be appraised alongwith the district AWP&Bs.
- (ii) National level workshops have been conducted by MHRD and NIEPA for capacity building for urban planning and sharing of good practices for deprived urban children.
- (iii) The guidelines for BRCs and CRCs for urban areas have been revised.
- (iv) A wide range of alternative and innovative strategies like residential and non-residential bridge courses, day care centres, tent schools etc. have been initiated for coverage of children in difficult circumstances.
- (v) Urban slums have been included under NPEGEL.

#### ***Suggestions for Urban Planning and Deprived Urban Children:***

- (i) Formation of an Urban Cell / Unit at the SPO of SSA for coordinating programmes in urban areas including surveys, strategies for deprived urban children, data analysis, convergence etc. A State level urban resource group could also be constituted with representation from a concerned departments and agencies for facilitating convergence and for focusing on urban issues.
- (ii) Preparation of City level education perspective plans as also annual work plans with a focus on the poor. The conduct of special survey in urban areas that provide useful information for designing strategies for deprived urban children.

- (iii) Preparing spatial maps with location of urban poor settlements and areas of concentration of working / homeless / street children and other marginal groups and also availability of schooling facilities.
- (iv) Promoting participation of NGOs and the private sector in providing facilities for deprived urban children.
- (v) Building capacity at district / City level for planning and implementation through workshops and training programmes that target specific cities and towns.
- (vi) Within the overall category of deprived urban children, children belonging to disadvantaged groups like SC, ST, Minorities and children with special needs would require a special focus.
- (vii) Strategies to support retention and learning of deprived urban children who have been mainstreamed into regular schools (remedial teaching, community based coaching etc.) should be planned.
- (viii) In several urban areas, the challenge is to provide adequate facilities in the existing schools which may not have enough space or a building of their own. Many congested areas including slums may not have any schools nearby. This would require innovative solutions including provision of rent for hiring a private building, transportation facility or transportation cost etc. States / UTs would need to take policy decisions on this issue.
- (ix) Reorganization / relocation of schools, redistribution of teachers, introduction of new medium of instruction etc. would be important policy and planning issues in urban areas. The planning under SSA must take into account these issues, otherwise long term gains would not accrue for marginalized groups in urban areas.
- (x) Urban development authorities should be asked to provide free land for Government / Municipal schools in all new colonies. This should also be implemented for all private colonies.
- (xi) A manual for Urban Planning should be developed by MHRD to support SSA interventions as well as overall development of education in urban areas.
- (xii) The school-community interface in urban areas as well as community involvement in school/SSA activities needs to be strengthened. Examples like the Kshetra model of Delhi could be studied and adopted by other States / UTs.
- (xiii) It would be important to keep track of evictions and relocations that take place frequently in urban slums in large cities. Providing adequate facilities for education of children at the relocated sites immediately through EGS centres and establishing schools quickly would be an important responsibility.

#### **4. Information Communication Technology in Education**

Information and communication technologies can be used in schools for a variety of purposes to improve the effectiveness of the classroom transaction. The technologies that can be used include computers for computer-aided instruction and computer-aided learning, satellite based programmes on television, radio programmes etc.

ICTs are useful in schools to promote active, child-centred teaching and learning, improve teachers' understanding and skills for particular subjects and topics and computer literacy.

Several attempts have been made in the past 5 years to evolve an ICT strategy for government schools, both by the Ministry of HRD and the Department of Information Technology (DIT). However a concrete strategy for a phased coverage of schools has not yet been finalized. The latest effort is report of the Committee on Technology in Education (with representation from MHRD and DIT) finalized in 2005. This Committee made the following recommendation –

***Out of total no. of 10,00,000 schools in the country, the programme 'Technology in Education' will cover 6,42,600 schools, which include 4,22,400 primary schools, 1,61,700 upper primary schools and 58,500***

***secondary schools. Every school will have server, 5 PCs, printer, Internet connectivity of 256Kbps plus other consumables, etc. The total cost for implementation of 'Technology in Education' in 6,42,600 schools is estimated to be 2,7631.8 crores. The entire programme is to be implemented in 3 years starting from 2006.***

**Under SSA the focus has been on implementation of computer-aided learning (CAL) at the upper primary stage. About 10000 schools in the country has implemented this strategy by providing 4-6 computers in an upper primary school. Various models of procurement of hardware and maintenance as well as development of multimedia content have been used by different States and UTs. Corporate foundations and several private sector organisations have been actively involved in this work. This is a component under which public-private partnerships have flourished under SSA.**

**In a few States, like Jharkhand, Chattisgarh, Karnataka, Maharashtra and Uttaranchal, programmes for interactive radio instruction (IRI) are being implemented with the support from some resource organisations.**

**However there is still not adequate clarity about the objective for introduction of ICTs in schools and appropriate strategies for this purpose. Existing provisions for CAL are restrictive. Most States are not in a position to expand the coverage of schools, since this activity is presently funded only under the innovation component that provides Rs. 15 lakhs each year per district. The following are the recommendations for this component:**

**(a)Several technologies or applications of technologies should be encouraged. These include:**

iComputer Aided Learning (CAL): The children (group of 4) interact with the multimedia content and teachers act as facilitator.

iiComputer Aided Instruction (CAI): The teacher centric instructional content is displayed by using large screen TV. Instead of regular CRT monitor, the CPU can be connected with TV with the help of Video Tuner card.

iiiSatellite based education: The satellite receiving terminal, digital receiver and set top box could be placed at Audio visual classrooms. The TV used for CAI can be used for this program as well by plugging the satellite signal.

ivRadio Programs: Radio programmes are being used in some States for literacy, orienting teachers and even for students, during or after school. IRI is being implemented in a few States.

**Such a diversified use of technologies is more appropriate than using only computers.**

**(b)There is an urgent need for national and State level policies on the use of technologies in education. Such policies should address aspects like – educational objectives for introducing ICTs; nature of technologies, equipment; procedures for procurement and maintenance; phasing of implementation in schools; setting of standards for content; evaluation / cost – benefit analysis etc. Such policies should form the basis for an expansion of the use of ICTs in schools.**

**(c)ICTs are most effective at the secondary and upper primary stages. Therefore only upper primary schools need to be included in the initial stage.**

**(d)ICTs could be used effectively for training and capacity building of teachers, resource persons at cluster and block and DIET personnel. Once ICTs are available at school level, they can be easily used for the purpose of transfer of information for MIS.**

**(e)Internet connectivity needs to be considered vis-à-vis the costs and the likely educational benefits.**

**(f)The programme for introduction of ICTs should not neglect the aspect of maintenance of equipment and the payment of recurring costs of electricity, consumables and internet connectivity.**

**(g)In all cases, cost-sharing and revenue earning models should be factored in while planning for use of ICTs in schools.**

It is recommended that ICTs in education should not be included under the district level innovation component, but should become a part of the State level plan. Allocations should be approved for this component only if a State / UT has developed a clear 'technologies in education' policy that has articulated the aspects mentioned in (b) above.

**The implementation of this component should cover the dimensions of**

**(a)Appropriate identification of schools.**

**(b)Infrastructure and equipment.**

**(c)Teacher training.**

**(d)Appropriate software and multimedia content that is informed by an approach to the teaching learning process.**

**(e)Utilisation of the infrastructure for adult literacy and training of youth.**

**(f)Research and evaluation component.**

**It is important to develop standards, and if necessary, a clearing-house mechanism to review the content developed for use of ICTs. At present there is a wide variability as well as duplication of efforts across the country for content development.**

An allocation of Rs. 5000 cr. may be provided for the 11<sup>th</sup> Plan period at the initial stage for supporting programmes for use of technologies in education. **Decisions on State-wise allocations could be taken by an empowered resource group or task force at the national level based on appraisal of policies and implementation plans prepared by States and UTs. States and UTs would also need to constitute task forces or resource groups to finalise their strategies for this component. While this allocation may not be adequate to achieve coverage of all schools, it is more than 50 times the current annual allocations under SSA.**

## 5. Research and Evaluation

Knowledge economy demands that knowledge is created. Over the past years, external institutions have been engaged by SSA to conduct several research studies and national sample surveys. Thus there have been surveys on out of school children, students' learning

achievement levels, teacher attendance, student attendance etc. The States / UTs also conduct research and evaluation studies by engaging resource organisations or through State institutions and like SCERT and SIEMAT. However, research and evaluation efforts have to become more widespread, demystified, stronger, and more focused to address the present and the emerging issues of elementary education.

**Setting priorities:** In the context of SSA, it is important to set some priorities and give a boost to research in the priority areas. These could be divided into the short term, medium term, and long term. For example, evaluating an immediate impact of training, methodology/ techniques of teaching, or recruitment of teachers could be in the short term domain, while the impact of textbooks or a change in policy could be more medium term, spread over say 2-3 years. Longitudinal studies that research changes over five or ten years also are needed considering that many of the national and international goals to be reached are decadal or long term.

SSA, because of its mission character is bound to be more interested in the short and medium term rather than the long term which can be more decentralized and context specific. There could be a tendency to emphasize short term evaluations over medium or long term research, but it has to be remembered that all three are needed and must be encouraged actively.

The more important point to consider is that there should be a clear link between research and practice from the beginning and there should be forums at which results of research and evaluation are discussed in detail for the benefit of practitioners and policy-makers so that informed decisions to change or strengthen practice are taken so that the children are the ultimate beneficiaries by way of an improved delivery of education.

Linking research with policy and practice is a cultural challenge that the development sector has to deal with. By the end of the 11<sup>th</sup> plan it should be possible to insist on inclusion of studies, evaluations, and/or research to support funding of elementary education, especially in the area of innovation, equity-related initiatives, incentives, quality improvement, and training.

Several States are conducting external assessment of students' performance. These are definitely welcome initiatives as they help to shift the focus to outcomes of the educational process and inputs being provided. However, there needs to be clarity of objective and a longitudinal perspective in these surveys. The interpretation of results – whether for modification of inputs like teacher training, academic support etc. or for comparison of progress across districts, blocks and schools has to be done carefully and through a well conceived framework.

***Structuring research:***

Research and evaluation should be carried out in an independent manner within an approved framework of guidelines prepared by SSA.

The key decision-making in research is related to evaluation of research proposals and deciding whether to support a research proposal or not. National level and state-level committees for such decision-making should comprise of non-governmental representatives, and members who are knowledgeable in the field of research methodology, data analysis, and practice of education. Ideally a Secretariat that is staffed with professionals, specially from non-government bodies should be set up for this purpose.

***Validation and Dissemination of Best Practice:***

AT the national level, promising practices across States and UTs are shared in national level conferences and regular review meetings. A large number of good practices have been documented and shared with States and UTs. This has had a positive impact. However there needs to be a mechanism for validation and evaluation of the identified good practices, so that these can be recommended to other States

alongwith a clear analysis of the ingredients of success and problems encountered in implementation. Ideally the documentation of a good practice should be initiated only after 2-3 years of stabilized implementation. Since SSA is a time bound programme, there may be a need to undertake evaluations more quickly. However such evaluations and documentation should be rigorous.

### ***Capacity-building:***

At the moment Indian institutions, excepting perhaps the best, cannot produce education research that can be said to stand tests of rigorous research. This may be seen as a factor limiting the possibilities of making research and evaluation an integral part of the SSA implementation. However, there is no choice but to make research and evaluation widespread. Hence, capacity building and training of potential researchers is a critical need. Institutions of higher learning, which are present at the state level, and NGOs that have state-specific or national presence offer the human resources that can be trained to carry out research.

The national and state Committees also should decide upon measures to improve the level of research and funds should be dedicated to improve the skills and quality of research. In fact, one of the objectives of the 11<sup>th</sup> plan should be to raise the capacities at the universities and among NGOs in the area of research and evaluation at the state, and even district level.

### ***Funding research :***

All innovative programs/schemes, and all incentive schemes must have a research and/or evaluation fund component attached to them. Co-funding of research in collaboration with private, multilateral, and bilateral sources of funding should be encouraged.

An SSA research and evaluation community can be created such that all data and analysis of research and evaluation become available to all members online without precluding the possibility of publishing the findings in professional journals.

***Funds for research and evaluation*** may be provided at State level, including for forward-looking capacity building activities. District level research and evaluation funds can be utilized for conduct of local surveys, classroom observation studies, data analysis and sharing meetings and workshops.

## **6. Planning and Management**

### ***Planning Process:***

The planning process under SSA stresses a bottom-up approach. Each State and UT has prepared perspective plans based on habitation-wise data and a consultative process. However, this process and the quality of perspective plans is varied across States and UTs. In the initial years of SSA the district AWP&Bs were often guided by the 19 components of SSA which had clear financial norms. This resulted in uniform plans across districts that did not reflect the specific context of the districts and blocks. However the normative pattern was very useful in ensuring that the requirement of teachers, new schools, school buildings and additional classrooms was reflected in the district plans based on actual need.

In the past two years the planning process has received greater attention with clear guidelines being issued from the national level. During 2006-07 an attempt has been made to give greater focus on certain disadvantaged districts called special focus districts. The appraisal process has also been strengthened. The appraisal teams now scrutinized the strategies under different components and examine the feasibility of the interventions and allocations proposed by the States and districts.

## **Suggestions for planning and appraisal process**

- (i) Greater thrust on preparation of differentiated plans for each district based on the local needs. A district plan should include block-wise priorities, focus and resource allocations.
- (ii) Identification of specific States that need greater support for the planning process. In such States the process of review of past year's performance and preparation of new plans should be supported by MHRD. The States without a prior DPEP experience clearly need support from the national level.
- (iii) Greater focus on identified districts based on clear, objective criteria relating to educational backwardness. Similarly States and districts should identify blocks that need greater attention and resources.
- (iv) The presentation and analysis of data for the purpose of preparation of AWP&Bs needs to be considerably strengthened.
- (v) For specific States, the appraisal team should hold planning-cum-appraisal workshops at the State level, well in advance of the formal appraisal process.
- (vi) The process of appraisal of AWP&Bs could be decentralized to the State level for some States that have shown maturity in the planning process and overall performance. At most, a representative from MHRD/TSG could participate in the State level exercise. Another option is to carry out national level appraisal process for these States once in two years.
- (vii) Databases like DISE need to be reoriented to ensure that they serve the purpose of planning and decision making tools. The quality and consistency of data is crucial to an evidence based planning process.

### ***Management:***

Some suggestions for improved programme management are given below:

- (i) One of the pre-conditions for appraisal of the State and district AWP&Bs should be that all programme positions (80 to 90%) at State and district level should be filled up. The pace of programme implementation has suffered greatly in some States on account of large vacancies in the programme management structure.
- (ii) Induction training and regular capacity building of programme personnel is also a neglected issue. In many States, new staff are not oriented either to SSA or their specific responsibilities.
- (iii) Merit based selection of personnel at State and district level programme offices cannot be over emphasized. In addition, recruitment of some programme personnel from NGOs or the open market is also crucial to introducing better work culture and professionalism in SSA offices.
- (iv) Work ethics of accountability, people-orientation, openness to new ideas and transparency, especially in financial matters need to be stressed in orientation of SSA personnel.
- (v) Since SSA is to work as a mission with people's involvement, the State and district offices of SSA should imbibe a culture of collaborating with NGOs and civil society in all aspects of SSA planning and implementation. At present the mechanisms for involvement of civil society are not clearly articulated.
- (vi) The focus in the 11<sup>th</sup> Plan period is on quality and equity. All programme personnel must have a shared vision of what is meant by improved quality and equity in elementary education. The training and orientation of SSA personnel becomes crucial for this purpose.
- (vii) Since the stress is on mainstreaming of SSA and strengthening of educational administration, the mode of functioning of SPOs and DPOs would need to change and become more supportive of a unified approach to elementary education.
- (viii) The thrust on equity has several implications for the programme management, especially for monitoring of the programme. For example, there has to be a greater thrust on the monitoring of educationally backward areas, posting of good personnel in identified disadvantaged districts and blocks and strengthening of capacities in these areas for planning and implementation of interventions. Similarly the management structures at all levels would need to be sensitized to giving special focus on the needs of disadvantaged groups.

## 7. Public-Private Partnership in SSA

The role of NGOs, voluntary organizations has been discussed in relation to the development sector and education over the last three decades. The NGO sector has changed considerably since the mid-nineties. More and more NGOs and Foundations entering the field of education. A number of Foundations supported by corporates or wealthy individuals in India and abroad have also been engaging in different aspects of the field of education and allied sectors. Another remarkable difference that has come about over the last five years or so is that the number of voluntary organizations that want to work in collaboration with governments at different levels has increased considerably and this has been reciprocated to some extent by governments at different levels.

The financial contribution of the voluntary sector to the efforts towards universal elementary education is quite small compared to the resources of the government. In fact, most NGOs do not have sufficient financial resources of their own and find it difficult to raise resources. But, more than the financial help, the voluntary and the overall private sector can bring with it dedicated people, expertise and skills that are much needed in order to improve the status of education, particularly the quality of education in India.

The areas of work where the voluntary sector, or the non-governmental sector can make significant contributions are:

- (1) **Community mobilization**, encouraging community participation, and interfacing with village education committees or panchayats and ward committees for greater awareness
- (11) **Experiments and innovations** in education including use of technology
- (111) **Research and evaluation** including data gathering and processing.
- (1111) **Providing outsourced services** that the government cannot deliver or deliver efficiently. These can range from designing teaching-learning materials to handling tasks related to the care and education of the extremely marginalized and vulnerable children.
- (11111) In addition to the above areas, it could be possible to seek help of NGOs and institutions in **education planning and management** –execution or capacity-building, or systematizing- especially at the district level. This may be important when planning for quality.
- (111111) **Financial contribution** to programs that could use funds beyond those permitted by norms or other restrictions.

The segments outlined above are different areas of expertise in which different groups have experience and require different styles of functioning. Occasionally an NGO may have expertise in multiple areas and one of these is usually their core strength. These are also areas where the government systems are the weakest. Creating durable and purposeful partnerships to improve these areas is important in order to address the issues of overall quality and equity.

Involvement of potential partners at the planning stage to strategize interventions in the above areas is necessary for creation of such partnerships. This can be done by requesting proposals, or suggestions relevant to a goal that the government/ SSA wants to achieve.

There are several procedural hurdles in the way of creating partnerships which vary with the context. Some of these are due to the very nature of the voluntary organizations and others are due to the way the governments function. Very often, lack of a common understanding, lack of continuity, delays in decision-making, delays in payments, mutual distrust or disrespect, refusal to find a common ground, and different work styles are the hurdles that come in the way.



Creating transparent systems that ensure quick decision-making, timely reporting and payments, and achieving goals is one way of removing the hurdles. The voluntary sector has limited manpower which has to be engaged in work that is supported by different donors under projects. If this manpower is to be useful to SSA, it cannot be kept waiting for decisions or payments when it is at work.

Building partnerships with Foundations, corporates, and NGOs that have substantial funds is another mechanism that is not explored. It should be possible for some major foundations to agree to program funding to support NGOs in a triangular programmatic agreement between SSA, donor, and the voluntary agency concerned. The donors could potential offer flexible funds and also a greater measure of accountability where voluntary agencies are concerned while the government provides a programmatic framework and assurance of continuity. Even if about Rs. 50 lac were to be spent per district by such donors, it would be of immense help and nationwide the amount comes to very small but useful Rs. 30 crores.

In order to encourage further involvement of donors in SSA effort, a 100% tax exemption on donations and grants for projects approved by the state or central SSA should be considered. A fast track mechanism for this may be worked out. Considering that a 2% cess for all education is in place, this additional funding from donors can be allowed full tax exemption.

Finally, to take a page out of the National Literacy Mission in its early years when university lecturers were deputed to the NLM, it should be possible to have personnel from universities, private sector, and NGOs on deputation to SSA. The SSA may pay these individuals a consolidated sum. It may be possible to have industries support such volunteers fully or in part if the scheme is well chalked out and executed through a non-governmental set up.

## **VII. Mainstreaming SSA and urgent systemic reform**

A clearly articulated goal of SSA during the 11<sup>th</sup> Plan should be to influence the functioning of the education system and target key reforms that would help sustain and institutionalize the gains from SSA.

I. One of the 'systemic' issues often raised regarding SSA, is that SSA has in several states, operated as a separate structure, distinct from that of the department of education. This has two implications:

(a) Innovations and successes of SSA can die with end of SSA program and not get into the department working itself. This also happened with DPEP in some places.

(b) Either the department or SSA gets marginalized, or they work as parallel structures. The lack of adequate communications and interactions between these streams can lead to sub optimal outcomes.

Some of the ways of addressing this concern could be:

(i) Better integration of State level SSA with the directorates of elementary / school education. Different models will need to be tried in different States and UTs based on existing structures.

(ii) At the district level parallel structures should be completely disallowed and the District Education Officer (whatever may be the designation) should be placed in full charge of SSA.

(iii) The BRC – CRC arrangement should work in close collaboration with the regular supervision arrangement of the Department that includes Block Education Officers, Sub Inspectors of schools etc. The DIET – BRC – CRC linkage is basic to the quality improvement effort. The funding of

BRCs and CRCs by SSA should not make them SSA offices and confine reporting channels to SSA alone. There is a need for a sustainable academic support system at block and district levels. This requires an integral linkage of these institutions with clear accountability and responsibility as well as an effort to building their academic capacities.

(iv) A common vision or understanding should be evolved on major aspects of elementary education that should be owned at the State level. This cannot be done by SSA alone. This would help ensure that this vision is internalized within the system.

(v) SSA could work towards strengthening of capacities in the mainstream education department structures. The SSA management structure could be adjusted in course of time based on the capacity of departmental structures, as they develop. Activities that help in building capacity within the department should be encouraged for inclusion in the annual work plans. In fact each State/UT could be asked to prepare a forward looking plan for strengthening of the mainstream department. This should form an important part of the appraisal process of the work plans.

II. Unless there is a strong effort to address the systemic issues of regular functioning of schools, teacher attendance, school supervision, accountability of educational administrators, delegation of powers to VEC/PRIs, teacher transfer & promotion policies etc. the gains of SSA will be difficult to sustain. Improvements in structures and processes in the mainstream education system, that could be called 'systemic reform' are urgent and SSA's can provide important inputs, suggestions and support toward this at the State level.

At the national level, the Department of SE&L could persuade States and UTs through various processes including the annual work plan appraisal to begin adopting systemic changes.

**Accountability of schools and teachers in particular and the elementary school system to improved standards of learning, must be factored in a clear shift of perspective for better delivery systems. SSA should see its role in providing a framework and contingent funding or incentives to States / UTs that bring in accountability measures and mechanisms towards improving systemic performance in the 11<sup>th</sup> Plan period.**

### III. *Convergence with other schemes and Departments*

The convergence of SSA with other schemes of education department and other departments can be strengthened. The effectiveness of SSA interventions would increase considerably if convergent planning and implementation is carried out with schemes for providing drinking water and sanitation facilities in schools of the Department of Drinking Water and Supply, Government of India, the National Urban Renewal Mission, the National Rural Health Mission and the NCLP and other initiatives of the Labour Ministry or State Labour Departments, ICDS etc.

## VIII. **Projections of Enrolment, Requirement of New Schools, Classrooms and Teachers**

### **The child population**

The Registrar General of India constituted an Expert Committee to initially smoothen single-age wise population [taking into account the relevant demographic factors like 'crude birth rate', 'fertility rate', 'infant mortality rate', 'life expectancy', etc.] and project the same in five-year intervals. Thus, single-age wise child population for major states and the NE Region is now available for 2001, 2006, 2011, 2016, 2021 and 2026. The projections suggest reverse demographic trend for the child population. This means, the child population will keep decreasing over the years specifically with respect to the 6-13 years age group.

Thus, the year-wise child population works out to the following:

**Table 1 : Estimated child population (6-13 years)**

Year	6-10 years	11-13 years	6-13 years
06-07	1201	738	1939
07-08	1189	733	1922
08-09	1177	728	1905
09-10	1166	723	1889
10-11	1154	718	1872
11-12	1141	712	1853

Note : Figs in Lakh

### Projected Enrolment

This data, aggregated at the national level has been used while making estimates for fresh enrolment in the schooling system – separately for primary and upper primary stages.

The enrolment, does not follow an increasing trend. In fact, in some years, the enrolment, specifically in the primary stage may reduce from the previous year mainly because of a reduced child population in the specific age group and reduced proportion of under/over-aged children in the enrolment. The present level of grossness in enrolment i.e., proportion of under/over aged children in primary as well as upper primary levels is likely to decrease because of the emphasis on quality of education. The following are anticipated.

- Enrolment in primary classes will follow a slightly reducing trend from 2005-06 due to reduction in the number of relevant age children who are yet to be enrolled and reduced grossness in enrolment due to under/over-aged children at this stage.
- Enrolment in upper primary schools will follow increasing trend all the years excepting in 2011-12 when it begins to stagnate.
- Proportion of under/overage children (grossness) estimated at 7.31% in 06-07 will gradually reduce to 5.50% and will not become zero. The reduction of grossness at the primary level has been assumed to be quite steep. This may not happen. This would mean that net enrolments would be lower than those projected here.

Thus, the enrolment in recognized schools are projected as follows:

**Table 2A : Enrolment in recognised schools - Figs in Lakh**

Year	Gross enrolment			Extent of grossness (in % age)			Net enrolment		
	Pry	U. Pry	Total	Pry	U. Pry	Total	Pry	U. Pry	Total
06-07	1347	613	1961	7.00%	8.00%	7.31%	1253	564	1817
07-08	1314	656	1970	6.50%	7.50%	6.83%	1228	607	1836
08-09	1272	696	1967	6.25%	7.00%	6.52%	1192	647	1839
09-10	1223	731	1954	6.00%	6.50%	6.19%	1150	683	1833
10-11	1174	753	1928	5.75%	6.00%	5.85%	1107	708	1815
11-12	1149	753	1902	5.50%	5.50%	5.50%	1085	712	1797

As a fall out of concerted efforts of enrolment and improvement of quality in government/aided schools, the absolute number of children enrolled in the private unrecognized sector may not increase; this will result into lesser proportion of children's enrolment in the private unrecognized schools. As there is no data available for determining the extent of under/overage children in such schools, grossness in enrolment in such schools has been assumed same as in the recognized schools. Enrolment in such schools is estimated as under:

**Table 2B : Enrolment in un-recognised schools - Figs in Lakh**

Year	Gross enrolment			Extent of grossness (in % age)			Net enrolment		
	Pry	U. Pry	Total	Pry	U. Pry	Total	Pry	U. Pry	Total
06-07	23	10	32	8.00%	8.00%	8.27%	21	9	29
07-08	23	11	32	7.50%	7.50%	7.88%	21	10	30
08-09	22	11	32	7.00%	7.00%	7.29%	20	11	30
09-10	20	12	32	6.50%	6.50%	6.50%	19	11	29
10-11	20	12	31	6.00%	6.00%	6.17%	19	12	29
11-12	20	12	31	5.50%	5.50%	5.74%	19	12	29

As a result of lesser grossness and better access/retention rates, number of out of school children will keep reducing and by 2009 it is likely to be nil. Enrolment in EGS and AIEs, will follow a reducing trend but will not become nil because of the need for alternatives for some categories of children. The enrolment in this sector is projected as follows:

**Table 2C : Enrolment in EGS/AIE - Figs in Lakh**

Year	Gross enrolment			Extent of grossness (in % age)			Net enrolment		
	Pry	U. Pry	Total	Pry	U. Pry	Total	Pry	U. Pry	Total
06-07	N. A.	N. A.	60	N. A.	N. A.	12.00%	N. A.	N. A.	53
07-08	N. A.	N. A.	55	N. A.	N. A.	12.00%	N. A.	N. A.	48
08-09	N. A.	N. A.	40	N. A.	N. A.	11.00%	N. A.	N. A.	36
09-10	N. A.	N. A.	29	N. A.	N. A.	10.00%	N. A.	N. A.	26
10-11	N. A.	N. A.	30	N. A.	N. A.	9.00%	N. A.	N. A.	28
11-12	N. A.	N. A.	29	N. A.	N. A.	8.00%	N. A.	N. A.	27

Taking into account the enrolment in different types of educational institutions discussed above, the overall scenario of children in and out of school, year-wise, is as follows:

**Table 2D : Enrolment in all types of institutions and out of school children**

Year	Gross enrolment			Net enrolment for elementary			Out of school children
	Primary	U. Primary	Total	Primary	U. Primary	Total	
06-07	1370	623	1993	N. A.	N. A.	1900	39
07-08	1337	667	2002	N. A.	N. A.	1913	9
08-09	1294	707	1999	N. A.	N. A.	1905	0
09-10	1243	742	1986	N. A.	N. A.	1889	0
10-11	1194	765	1959	N. A.	N. A.	1872	0
11-12	1169	765	1933	N. A.	N. A.	1853	0

Need of teachers, classrooms and schools will, however, depend upon the gross enrolment of children. Each of these items, thereby, will have two distinct components viz. the present backlog and additional need in view of additional enrolment. As discussed above, the need of schools will be basically because of enrolment in upper primary classes. Whereas discussions on these items are made in the following paragraphs, the year-wise gross and additional enrolment is estimated for all schools, government and aided schools (85% of total enrolment) and government schools (80% of total enrolment) as follows:

## **2E : Year-wise gross and additional enrolment : Overall, in Govt and aided schls and in Govt schls**

Year	Gross enrolment			Addl enrolment				
	Primary	U. Pry	Total	Overall			Govt+aided schls (85% of overall)	Govt schools (80% of overall)
				Primary	U. Pry	Total		
06-07	1370	623	1994	0	46	46	39	37
07-08	1337	667	2004	0	44	44	37	35
08-09	1294	707	1999	0	40	40	34	32
09-10	1243	742	1986	0	35	35	30	28
10-11	1194	765	1959	0	23	23	20	18
11-12	1169	765	1933	0	0	0	0	0

Two approaches have been used to estimate the number of additional classrooms and teachers for the 11<sup>th</sup> Plan. The additional enrolment is almost entirely at the upper primary stage. What proportion of this new enrolment in UP stage would be in existing UP schools/ sections and what proportion would join new UP schools? This is also linked to the assessment of requirement of new UP schools. **Based on the SSA norm of 2:1 (PS:UPS), there is already an existing requirement of 1,23,512 new UP schools.** Will all these new UPS be set up? In some states High schools with UP sections have large enrolments the ratio of P:UP has been much higher. In the AWP&B for 2006-07, **States and UTs have projected a much smaller requirement of new UP schools (around 20,000) only.** This could be because a complete mapping for identifying need for UP schools has not yet been conducted. Also, the extent of additional enrolment at UP stage has not been worked out. The major issue remains that the additional UP enrolment would be divided between additional enrolment in existing UP sections and new UP schools/sections wherever required based on a mapping. These two positions cannot be clearly calculated at this stage, in the absence of a clear assessment of the need for new UP sections.

Therefore, It has been decided to reflect both the scenarios, viz. *requirement of additional classrooms and teachers for fresh enrolment at the UP stage and requirement based on the new UPS based on a 2:1 ratio of primary and upper primary sections.*

**It is recommended that an additional classroom and teacher should be provided for the UP stage for every 30 students in view of the smaller class sizes and the need for some subject-specific teachers.**

### Need of Classrooms

The need of number of primary schools have been calculated taking into account the likely upgradation of EGScentres to primary schools. The need of new upper primary schools is based on the assumption that there should be at least one UPS for every PS (in the government plus private aided sector) in a district.

The existing or backlog need of classrooms has been based on school-wise enrolment; present availability of classrooms and the optimal need taking into account the applicable norms – separately for primary and upper primary schools (which is 1 classroom for every 40 children subject to minimum three classrooms for an upper primary school and two classrooms for a primary school). This exercise has been carried out based on school-wise data available through ‘District Information System for Education’ (DISE) database for the latest year viz. 2005-06. This accounts for the present **shortfall of the classrooms which works out to 6,37,434.**

Besides the existing backlog discussed in para 3.2 above, the need of additional classrooms in view of fresh enrolment of children has been worked out based on two assumptions:

☞ An additional classroom for every 40 additional enrolment at the primary stage and for 30 additional students at the upper primary stage (**Scenario 1**).

☞ Two classrooms per new primary schools and 3 classrooms plus a head teachers' room/ library per new upper primary schools (**Scenario 2**)

**Following the above assumptions, the exact need of additional classrooms works out to 5,33,333 and 7,85,112 respectively.** The exact need is projected as follows:

**Table 3A : Classrooms need for bridging backlog, upgradation of EGSs and addl enrolment (Scenario 1)**

Items	Year					Total	
	07-08	08-09	09-10	10-11	11-12		
Existing backlog	637434	0	0	0	0	637434	
<i>Fresh need for</i>							
Primary schools	40000	20000	20000	0	0	80000	
U. Pry schools	123152	116378	106736	94283	61378	501927	
	Sub-Total	163152	136378	126736	94283	61378	581927
<b>Grand Total</b>	<b>800586</b>	<b>136378</b>	<b>126736</b>	<b>94283</b>	<b>61378</b>	<b>1219361</b>	
Cumulative need	800586	936964	1063699	1157982	1219361		
Suggested phasing	500000	436964	126736	94283	61378	1219361	
<b>Balance at end of FY</b>	<b>300586</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>		

Note : FY stands for Financial Year

**Table 3B : Classrooms need for bridging backlog, upgradation of EGSs and addl schools (Scenario2)**

Items	Year					Total	
	07-08	08-09	09-10	10-11	11-12		
Existing backlog	637434	0	0	0	0	637434	
<i>Fresh need for</i>							
Primary schools	40000	20000	20000	0	0	80000	
U. Pry schools	532612	20000	20000	0	0	572612	
	Sub-Total	572612	40000	40000	0	0	652612
<b>Grand Total</b>	<b>1210046</b>	<b>40000</b>	<b>40000</b>	<b>0</b>	<b>0</b>	<b>1290046</b>	
Cumulative need	1210046	1250046	1290046	1290046	1290046		
Suggested phasing	600000	600000	90046	0	0	1290046	
<b>Balance at end of FY</b>	<b>610046</b>	<b>50046</b>	<b>0</b>	<b>0</b>	<b>0</b>		

Note : FY stands for Financial Year

## Need of Teachers

Existing/ backlog teachers' need has been calculated taking into account the availability of teachers in a district and the existing SSA norm of providing teachers. . Separate exercise has been carried out for primary and upper primary schools. Besides, while estimating the additional need of teachers, the Project Approval Board's approvals accorded upto 2006-07 has been taken into account. It may be mentioned that, so far 9,92,000 teachers have already been sanctioned under SSA. There are still some states like West Bengal, Bihar, Jharkhand, Uttar Pradesh where the pupil teacher ratio is still adverse. **District-wise calculations carried out on the DISE data suggests need of 2,36,904 teachers to cover the existing gaps.**

Like classrooms, the teachers' need due to incremental enrolment in the government schools have been calculated. Here also two different assumptions have been taken into account. One, on the basis of *i) one teacher for every additional 40 students' enrolment in the primary schools and one teacher for every 30 additional students' enrolment in the upper primary school (Scenario 1).*(ii) *Two teachers per new*

primary school and four teachers per new upper primary school (Scenario 2). **Following the above assumptions, the exact need of additional teachers works out to 5,81,927 and 6,52,612 respectively.** The exact need is projected as follows:

**Table 4A : New teachers' need for bridging backlog, upgradation of EGSs and 80% of addl enrolment (Scenario 1)**

Items		Year					Total
		07-08	08-09	09-10	10-11	11-12	
<u>Existing backlog</u>							
	Primary	157936	0	0	0	0	157936
	U. Primary	78968	0	0	0	0	78968
	Sub-Total	236904	0	0	0	0	236904
<u>Fresh need for</u>	-					0	
Primary Schools		40000	20000	20000	0	0	80000
U. Pry for no. of new u. pry schools		123152	116378	106736	94283	61378	501927
	Sub-Total	163152	136378	126736	94283	61378	581927
<b>Grand Total</b>		<b>400056</b>	<b>136378</b>	<b>126736</b>	<b>94283</b>	<b>61378</b>	<b>818831</b>
Cumulative need		400056	536434	663169	757452	818831	
Suggested phasing		400056	136378	126736	94283	61378	818831
<b>Balance at end of FY</b>		<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	

Note : FY stands for Financial Year

**Table 4 B : New teachers' need for bridging backlog, upgradation of EGSs and addl new upper primary schools (Scenario 2)**

*New teachers' need for bridging backlog, upgradation of EGSs and addl new schls (uPry\*4)*

Items		Year					Total
		07-08	08-09	09-10	10-11	11-12	
<u>Existing backlog</u>							
	Primary	157936	0	0	0	0	157936
	U. Primary	78968	0	0	0	0	78968
	Sub-Total	236904	0	0	0	0	236904
<u>Fresh need for</u>	-						
Primary Schools		40000	20000	20000	0	0	80000
U. Pry for addl enrl and/ or no. of u. pry schls		532612	20000	20000	0	0	572612
	Sub-Total	572612	40000	40000	0	0	652612
<b>Grand Total</b>		<b>809516</b>	<b>40000</b>	<b>40000</b>	<b>0</b>	<b>0</b>	<b>889516</b>
Cumulative need		809516	849516	889516	889516	889516	
Suggested phasing		500000	349516	40000	0	0	889516
<b>Balance at end of FY</b>		<b>309516</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	

Note : FY stands for Financial Year

## Need of Schools

The SSA envisages providing total access facilities for primary as well as upper primary stages. With respect to the primary schooling, this issue is mostly addressed. The only provision projected during the XIth five year plan would in the form of upscaling some 40,000 EGS schools to regular primary schools.

SSA also envisages making provision for at least one upper primary school for every two primary schools in a district. Utilising the DISE data, this exercise has been carried out taking into account all the government and the private aided schools. As per the estimation, the existing backlog of upper primary schools is 1,23,153. Besides, the approvals of the PAB given in the latest year has also been taken into account. The figure (i.e., the estimated number of upper primary schools as existing backlog) may

slightly be on the higher side because, the coverage of private schools in DISE (both private aided as well as private unaided) is limited. Nonetheless, the error, may not be very high

The projections of the need for new primary and upper primary schools works out to the following:



**Table 5A : Primary and upper primary schools : Government and aided (used for estimating the backlog of upper primary schools)**

Items		Remarks
<b><i>Existing schools</i></b>		
Primary	870207	Incl PAB appvls till 06-07
U. Primary	328620	
Need of U. Pry @ 1 for 2	451773	Calculated, district-wise, to derive this figure from DISE 2005-06 data Distt-wise total
Existing backlog	123153	U. Pry only

**Note : This table is used only for calculating the backlog of u. pry schools**

**Table 5B : Primary and upper primary schools : Government schools only**

Items	07-08	08-09	09-10	10-11	11-12	Remarks
<b><i>Existing schools</i></b>						
Primary	817391	0	0	0	0	Incl PAB appvls till 06-07
U. Primary	274463	0	0	0	0	
Need of U. Pry @ 1 for 2	397616	0	0	0	0	Distt-wise total
Existing backlog	123153					U. Pry only
<b><i>Fresh need</i></b>						
Pry Schools	20000	10000	10000	0	0	40000
U. Primary schools	10000	5000	5000	0	0	20000
Total need incl backlog	153153	15000	15000	0	0	183153
<b><i>Cumulative need – new schools only</i></b>						
Primary (upgraded EGS)	20000	30000	40000	40000	40000	
U. Primary	133153	138153	143153	143153		
<b>Total</b>	<b>153153</b>	<b>168153</b>	<b>183153</b>	<b>183153</b>		
To open Pry	20000	10000	10000	0	0	40000
Upry	60000	60000	20000	3153	0	143153
<b>Total</b>	<b>80000</b>	<b>70000</b>	<b>30000</b>	<b>3153</b>	<b>0</b>	<b>183153</b>
<b><i>Year-end availibility of schools</i></b>						
Tot pry schls	837391	847391	857391	857391	857391	
Tot U. Pry schls	334463	394463	414463	417616	417616	
<b>Total Schools</b>	<b>1171854</b>	<b>1241854</b>	<b>1271854</b>	<b>1275007</b>	<b>1275007</b>	

# Mahila Samakhya

The Mahila Samakhya Programme began in 1988 with the broad objective of creating an environment that would promote women's and girls education, where in poor women would be enabled to identify and overcome the socio-cultural and systemic barriers that inhibit their participation in the education process. Over these past 18 years, the programme itself has gained an understanding of the approach and strategies that facilitate marginalized women in rural areas to take greater control of their lives and to ensure a learning environment for themselves and their daughters. The learning process involves information and capacity building, developing analytical, decision-making, leadership capabilities, and facilitating the agency of women to address their problems, to make informed choices and collectively act to bring about change. The educational strategy is built around the issues / needs as articulated by Sangha / Federation women – with a focus on legal literacy (rights and entitlements), health and nutritional education, political education (focus on women in the political process), education for livelihoods, environmental education and basic literacy. The effectiveness of the MS approach and strategy in mobilizing poor rural women around education issues has been consistently commended by successive programme evaluations. The effectiveness of the MS approach and strategy in mobilizing poor rural women around education issues has been consistently commended by successive programme evaluations.

A recent National Evaluation of the programme in 2004 and its key findings substantiate claims of a) reaching the poorest women (primarily from the SC/ST communities and women working as agricultural labor) in its project areas, and in many cases women who have not been reached by other development initiatives b) a positive response of poor women to the programme efforts to enable their mobilization and participation in the public domain c) among sangha women, there is a significant increase in the awareness levels and understanding of rights and entitlements , as well as government programmes, schemes and resource allocations for women and girls d) sanghas and federations are quick to raise their voice and act against violence against women, child marriages and in Karnataka and AP ,against the devadasi system ,e) the alternative structures such as the Nari Adalats/ Mahila Panch/ Mahila Court (women's court) managed and run by the sanghas, have gained in credibility and recognition at the community level as effective alternative justice redressal mechanisms and f) the impact of women's mobilization and empowerment is very evident in the decisions taken to educate girls . The voluntary participation of poor women (the programme offers no incentives), to come together in collectives, address social discrimination and gender barriers, and to ensure education of women and girls, is of particular significance.

**The key recommendations that emerge for the XI Plan period are as follows:**

1. MS should be continued as a separate programme within the Department of School Education and Literacy, as there is a continued need to enable poor women to engage in an empowering education/ learning process that enables them to challenge and change their subordinate and disempowered contexts. It should have a clear mandate to support and feed into mainstream formal and non-formal education programmes.
2. The coverage of MS should be increased during the XI th Plan, to all uncovered educationally backward blocks, urban and peri urban areas with substantial minority population, districts with low female literacy rates and those with adverse sex ratios.
3. Expansion of MS should be phased over the XI th Plan period, in order to protect the fundamental process based nature of the programme, that has been the key to its success.
4. Expansion through strong federations is also a viable strategy and a budgetary allocation for federations should be made, for this purpose. Costing for the federation fund is at **Annexure I**.
5. Existing staffing and remuneration levels need to be augmented, to facilitate expansion and prevent attrition of trained programme personnel.
6. MS needs to provide institutionalized and structured training to all levels of staff, with a strong gender perspective. Lead organizations and resource groups capable of providing this support should be identified. The National Resource Center of MS should be operationalised quickly, to support training, research and documentation needs in the programme.
7. Review, monitoring and resource support mechanisms need to be strengthened, in order to meet the needs of an expanding MS programme.
8. To meet the growing demands for basic literacy and education, the number and nature of Mahila Shikshan Kendras should be recast to meet the different needs of adolescent women and girls. At least four different models of MSKs should be considered. Costing for the MSKs is at **Annexure II**.
- 9.

**Fund requirement for the XI Plan period:**

The Mahila Samakhya Scheme is currently being implemented in nine States viz. Andhra Pradesh, Assam, Bihar, Jharkhand, Karnataka, Kerala, Gujarat, Uttar Pradesh and Uttaranchal spread over 83 districts and covering more than 20,380 villages. The scheme is covering a total of 339 blocks and out of these 233 are Educationally Backward Blocks. MS Societies have also been registered in Madhya Pradesh and Chhattisgarh and the programme is to be initiated in these States also.

Mahila Samakhya has been a 100% EAP(externally aided project) since its inception in 1988 with the entire funding support coming from the RNE(Royal Netherlands Embassy). Domestic resources of GOI were committed for the programme for the first time during the Xth Plan period. The Xth plan outlay for the scheme was 98 crores. It is important that GOI continues to commit domestic resources to the programme in such a manner that external funding accessed for the programme, allows for an expansion and deepening of the programme in more educationally backward blocks of the country. A 90:10 ratio of funding between development partners and GOI could be considered.

The total outlay proposed for the entire XIth Plan period is Rs.210 crores, as follows:

<b>Year</b>	<b>Proposed Budgetary Outlay (in Rs Crores)</b>
2007-08	34
2008-09	38
2009-10	42
2010-11	46
2011-12	50
<b>Total</b>	<b>210</b>

**FEDERATION FUND\***

<b>RECURRING COST</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>
**Interventions / activities (sangha, cluster, mandal/block level) - campaigns, rallies, meetings, etc	50,000.00	50,000.0 0	25,000.0 0
Trainings - thematic (for different levels)	50,000.00	20,000.0 0	10,000.0 0
Books, journals, charts & other educational material	2,000.00	2,000.0 0	2,000.0 0
Library	10,000.00	2,000.0 0	1,000.0 0
Stationery and contingent expenses	5,000.00	3,000.0 0	1,000.0 0
Office expenses - postage, electricity, etc @1,000/- per month	12,000.00	12,000.0 0	12,000.0 00
***Coordinator (secretarial support??) fee @1500/- per month	18,000.00	18,000.0 0	18,000.0 0
Documentation	10,000.00	10,000.0 0	5,000.0 0
Miscellaneous	3,000.00	3,000.0 0	3,000.0 0
<b>Total Recurring cost</b>	<b>160,000.00</b>	<b>120,000.0 0</b>	<b>82,000.0 0</b>
<b>NON-RECURRING COST</b>			
****Furniture & Equipment AV equipment	100,000.00		
<b>Total non-recurring cost</b>	<b>100,000.00</b>		
<b>Grand Total</b>	<b>2,60,000.00</b>	<b>120,000.0 0</b>	<b>82,000.0 0</b>

\* Currently sanghas make a nominal contribution to the federation fund to meet the costs of travel and other incidentals. Federation committee members are not compensated in any way for the time they give. As the federations are expected to emerge as local resource centres and groups they need support at least for a three year period, and it is anticipated that they can augment the support received through fees they may charge for providing training or other resource support to initiatives for girls education and other development initiatives for women.

\*\*Block/mandal level federations are trying to access land wherever possible, from Panchayat / Government for building their office. In A.P. the sanghas decided to pool the amount allocated for Sangha Kutirs at the village level and have constructed a common structure to serve as a meeting, training and resource centre for the sanghas and federations. In some project areas such offices are being constructed at the Block level to serve as the office for the federation.

\*\*\* Federations are preparing to work independently, in this process they want to appoint a full time person to look into the day-to-day administration and accounts matters. For this, they have proposed for a coordinator, an educated woman whom they would select from among their members or MSK graduates

\*\*\* \*This is for acquiring some basic furniture such as almirahs for storage, chairs, durries and cooking and kitchen utensils. Most of the training material and information on various issues is available on audio and video cassettes, CDs and DVDs. Hence federations are looking forward to acquire AV equipment which can be used for different purposes – trainings, information dissemination, campaign, etc.

## Annex- II

<b>MAHILA SHIKSHAN KENDRA FOR 50 GIRLS</b>		
<b>NON RECURRING</b>		
Furniture and kitchen equipment	No change from 10th plan	250,000.00
Preparatory cost for setting up	No change from 10th plan	50,000.00
Total non-recurring		300,000.00
<b>RECURRING COST</b>	<b>UNIT COST</b>	<b>12 MONTHS</b>
Rent for space to run MSK	Rs 7500 per month	90,000.00
Maintainence per trainee per month	Rs 750 per month	450,000.00
Stipend for trainees to cover uniforms, toiletries, sanitary napkins	Rs 50 per month per student	30,000.00
Exposure visit - one time during the course of the year	Rs 2000 per person	100,000.00
Honorarium for 2 full-time teachers (B Ed / M Ed qualified)	Rs 5000 per person per month	120,000.00
Honorarium for 2 part-time teachers	Rs 2500 per person per month	60,000.00
Additional honorarium for residential full time teacher who also doubles as the warden	Rs 1000 per month	12,000.00
Support staff (3 persons) - cook, assistant cum accountant chowkidar	Rs 10,000 per month(includes honorarium of all three persons)	120,000.00
Teaching and learning material - textbooks / course material, stationery and library books	Lump sum for the entire year	100,000.00
Examination fees (state board, open school)	No change from 10th plan	5,000.00
Vocational training	No change from 10th plan	50,000.00
Medical care / contingencies	Rs 750 per student per year	37,500.00
Miscellaneous including day-to-day running expenses	No change from 10th plan	25,000.00
<b>Recurring cost</b>		<b>1,199,500.00</b>

<b>SHORT TERM COURSE FOR 30 DAYS - MAHILA SHIKSHAN KENDRA</b>		
<b>Group of 25 women, Residential</b>		
ITEM	UNIT COST	30 days
Rent for 30 days		10,000.00

Food - breakfast, lunch, dinner, tea/coffee and fruits/snacks	Rs 75 per person per day	93,750.00
Personal toiletries / medicines / sanitary napkins etc.	Rs 35 per person	875.00
Learning materials / stationery	Rs100 per person	2,500.00
Trainers / resource persons / instructors - fee	Rs 500 per day - for approximately 30 days	15,000.00
Residential teacher cum warden cum manager	Rs 7500/- for the duration of the course	7,500.00
Practical training (where necessary), study tour, exposure visit within the state - lump sum provided (25 students + 2 teachers)	Rs 2000 per person	54,000.00
contingencies		5,000.00
<b>TOTAL FOR 30 DAYS COURSE</b>		<b>178,625.00</b>

# **Annexure-I**

**Normative Costing of a block under NPEGEL**

(Covering 8-10 clusters)

(Rs. in lakhs)

	<i>Per Block</i>	<i>Remarks</i>
Special block projects for girls at risk	25.00	•Unit cost for each component will be decided by EC of State SSA programme. •No duplication of funds expendable under SSA framework will be admissible. •Focus of interventions should be on retention of girls and improvement in the quality of learning
Skill building for girls	25.00	
<b>Total</b>	<b>50.00</b>	

**No. of blocks to be covered under NPEGEL**

⇒3164 existing/operationalized Educationally Backward Blocks (EBBs).

⇒Blocks not covered under EBBs but having atleast 5 % SC/ST population and SC/CT Female literacy below 10%.

⇒200 blocks with rural female literacy rate below 30%.

⇒About 200 blocks with more than 20% Muslim population not covered under EBBs.

⇒About 100 KGBV schools for urban areas to cater to street children, migrant children, children in difficult circumstances, urban deprived girls from SC, ST, minority and OBC communities.



# Annexure-II (a)

## Budgetary Implications of Proposed Expansion of Capacity in Existing KGBVs

MODEL – I (School with Hostel)

S No	Item of Expenditure	50 girls	100 girls
1	Building	22.00	39.00
2	Furniture/Equipment including kitchen equipment	2.50	3.00
3	TLM and equipment including library books	3.00	3.50
4	Bedding	0.375	0.75
	<b>Total</b>	<b>27.875</b>	<b>46.25</b>
	<b>Recurring</b>		
1	Maintenance per girl student per month @ Rs 750	4.50	9.00
2	Stipend for girl student per month @ Rs 50	0.30	0.60
3	Supplementary TLM, stationery and other educational material	0.30	0.60
4	Examination fee	0.01	0.02
5.	Salaries:		
	1 Warden		
	4 Full time teachers		
	2 Urdu teachers (only for blocks with muslim population above 20% and select urban areas)		
	3 Part time teachers	12.00	12.00
	1 Full time accountant		
	2 Support staff – (Accountant/Assistant, Peon, Chowkidar)		
	1 Head cook and 1 Asst. cook for 50 girls and 2 Asst. cooks for 100 girls		
6	Vocational training/specific skill training	0.25	0.50
7	Electricity/ water charges	0.36	0.60
8	Medical care @ Rs 400/ child	0.25	0.50
9	Contingencies @ Rs.350/- pc	0.175	3.50
10	Maintenance	0.20	0.40
11	Miscellaneous	0.20	0.40
12	Preparatory camps	0.10	0.15
13	PTAs/ school functions	0.10	0.15
14	Provision of Rent (8 months)	4.00	4.80
15	Capacity building	0.30	0.30
	<b>TOTAL</b>	<b>23.045</b>	<b>33.52</b>
	<b>Grand Total</b>	<b>50.92</b>	<b>79.77</b>

**MODEL – II – ONLY HOSTEL ATTACHED TO EXISTING SCHOOL**

(Rs. In lakhs)

S No	Item of Expenditure	50 girls	100 girls
1	Building	18.40	34.00
2	Furniture/Equipment including kitchen equipment	1.50	2.00
3	TLM and equipment including library books	2.50	3.00
4	Bedding	0.375	0.75
	<b>Total</b>	<b>22.775</b>	<b>39.75</b>

**Recurring activities**

1	Maintenance per girl student per month @ Rs 750	4.50	9.00
2	Stipend for girl student per month @ Rs 50	0.30	0.60
3	Supplementary TLM, stationery and other Educational material	0.30	0.60
4	Examination fee	0.01	0.02
5	Salaries:		
	1 Warden		
	4 Full time teachers		
	2 Urdu teachers (only for blocks with muslim population above 20% and select urban areas)		
	3 Part time teachers	6.00	6.00
	1 Full time accountant		
	2 Support staff – (Accountant/Assistant, Peon, Chowkidar)		
	1 Head cook and 1 Asst. cook for 50 girls and 2 Asst. cooks for 100 girls		
6	Vocational training/specific skill training	0.25	0.50
7	Electricity/ water charges	0.24	0.48
8	Medical care @ Rs 400/ child	0.25	0.50
9	Contigencies @ Rs.350/- pc	0.175	3.50
10	Maintenance	0.20	0.40
11	Miscellaneous	0.20	0.40
12	Preparatory camps	0.10	0.15
13	PTAs/ school functions	0.10	0.15
14	Provision of Rent (8 months)	3.20	4.00
15	Capacity building	0.30	0.30
	<b>TOTAL</b>	<b>16.13</b>	<b>26.60</b>
	<b>Grand Total</b>	<b>38.90</b>	<b>66.35</b>

## Tentative Projection of Annual Allocations required for NPEGEL and KGBV for the XI<sup>th</sup> Plan

### National Programme for Education of Girls at Elementary Level (NPEGEL)

(Rs. in crore)

Description	2007-08	2008-09	2009-10	2010-11	2011-12	Total FYP	Remarks
<b>NPEGEL</b>	1850.00	1850.00	1850.00	1850.00	1850.00	<b>9250.00</b>	3700 (approx.) blocks @ Rs. 50 lakh per block per year

### Kasturba Gandhi Balika Vidyalaya (KGBV)

(Rs. in crore)

Description	2007-08	2008-09	2009-10	2010-11	2011-12	Total FYP	Remarks
<b>Existing KGBVs</b>	@ current norms	@ proposed norms	@ proposed norms	@ proposed norms	@ proposed norms	@ proposed norms	<b>2180 KGBVs</b> 1445 Model-I 241 Model-II 494 Model-III
Recurring	358.93	671.29	671.29	671.29	671.29	3044.09	
Non-recurring Balance remaining	164.70	931.84	931.84	931.84	931.84	3892.06	
<b>Sub-Total:</b>	<b>523.63</b>	<b>1603.13</b>	<b>1603.13</b>	<b>1603.13</b>	<b>1603.13</b>	<b>6936.15</b>	
Additional KGBVs							<ul style="list-style-type: none"> <li>•Total 500 KGBVs</li> <li>•About 200 KGBVs in blocks with Muslim population above 20%.</li> <li>•About 200 KGBVs in blocks with Rural Female Literacy level below 30%.</li> <li>•100 KGBVs in select urban areas.</li> </ul>
<b>Phase-I</b>							250 KGBVs in Phase-I
Recurring	83.80	83.80	83.80	83.80	83.80	419.00	
Non-recurring Balance remaining	115.62	115.62	115.62	115.62	115.62	578.10	
<b>Sub-Total</b>						<b>997.10</b>	
<b>Phase-II</b>							250 KGBVs in Phase-II
Recurring			83.80	83.80	83.80	251.40	
Non-recurring Balance remaining			115.62	115.62	115.62	346.86	
<b>Sub-Total:</b>						<b>598.26</b>	
<b>Grand Total:</b>						<b>8531.51</b>	

# Suggested Norms for SSA for the 11<sup>th</sup> Plan and Resource Requirements

## Norms for District and Sub-District Interventions under SSA

Sl. No	Intervention	Norms	Remarks
1.	Primary School/Alternative Schooling facility	<ul style="list-style-type: none"> <li>•Opening of a primary school or an EGS centre within 1 km. of every habitation.</li> </ul>	
2.	Upper Primary schools, at the district level / Sections	<ul style="list-style-type: none"> <li>•As per requirement, based on the number of children completing primary education, up to a ceiling of one upper primary school/section for every two primary schools.</li> </ul>	Grant-in-Aid to private schools or existing private – aided schools for new upper primary sections can be provided as per the policy of a particular State / UT. These schools would be eligible for grants under SSA under the components of teachers, school and teacher grants, teacher training, free textbooks, school library and uniforms for students.
3.	Teacher	<ul style="list-style-type: none"> <li>•One teacher for every 40 children in primary and for every 30 children in upper primary for additional enrolment.</li> <li>•At least two teachers in a new primary school.</li> <li>•One teacher for every class in a new upper primary school/section subject to a minimum of three teachers.</li> </ul> <p><b>(Scenario I)</b></p> <p style="text-align: center;">OR</p> <ul style="list-style-type: none"> <li>•4 teachers for every new upper primary school.</li> </ul> <p><b>(Scenario II)</b></p>	<p>Wherever one new class is added each year for a new upper primary section, 2 teachers will be provided in the first year and one each in 2 subsequent years.</p> <p>Teacher posts borne on the State/UT before 1.4.2001 would continue to be provided for by the State Government/UT concerned.</p>
4.	Free textbook including work books/TLM for children in Government schools and Government aided primary &	<ul style="list-style-type: none"> <li>•To all children at primary &amp; upper primary level within an upper ceiling for Rs. 150 per child for primary and Rs. 250 per child for upper primary.</li> <li>•For North-eastern States, the ceilings would be Rs. 250 per child for primary and Rs.</li> </ul>	States to continue to fund free textbooks being currently provided from the State plans. In case any state is partially subsidizing cost of textbooks for children in elementary classes, then SSA assistance would be restricted to that portion of the cost of books being borne by the children.

Sl. No	Intervention	Norms	Remarks
	upper primary classes	350 per child for upper primary. •Primers / textbooks developed for tribal languages as a transition strategy would be eligible for classes I-II upto a ceiling of Rs.150/- per child.	States and UTs should budget actual requirements for primary and upper primary school textbooks. The ceiling amounts will not be allocated by default. This would also include workbooks, worksheets, local curricular materials developed as supplementary materials as well as tribal language textbooks for bilingual/ multilingual programmes.  Free textbooks will include various language version as per State policies including Urdu & other regional languages within the States.
5.	<b>Civil works:</b> •Classrooms          •School infrastructure development	•A room for every 40 students in primary schools & every 30 students in upper primary schools / sections based on additional enrolment with the provision that SSA would provide funds for a minimum of two class rooms with a verandah in every primary school and 3 classrooms in an existing upper primary school. •For new primary schools, SSA would provide funds for 2 classrooms and a verandah. For new upper primary schools 3 classrooms and 1 Head Teacher / library room would be funded under SSA.  •Provision for boundary walls, playground, ramps, child friendly elements and electrification upto 5% of the total outlay of a district. One tenth (10%) of such expenditure will be borne by the community either in cash and/or in kind including labour.	The ceiling for civil works component during the 11 <sup>th</sup> Plan period may be fixed in 2 or 3 categories depending on the infrastructure requirement / EDI of the district.          This additional allocation for school infrastructure development would be beyond the 33% civil works amount for infrastructurally deficient districts and within the 33% ceiling for civil works for districts with adequate school infrastructure.
6.	Furniture	•Furniture @ Rs 500 per	New schools will not be eligible for grant

Sl. No	Intervention	Norms	Remarks
		child, as a one time funding for upper primary only. The amount would be in three phases as year 1, year 2 and year 3.	under this component.
7.	Maintenance of school buildings	•Rs. 2000 per classroom per year for each primary and upper primary school. A minimum of Rs. 5000 per school and a ceiling of Rs. 10000 per school.	For composite schools with primary and upper primary sections in addition to secondary / higher secondary sections, this grant will be provided only for the classrooms used for primary and upper primary sections
8.	Major Repairs	•To be allowed as per detailed guidelines approved by the Executive Committee. A total amount of Rs. 150 cr. for the first year and Rs. 500 cr. for each of the remaining 4 years of the 11 <sup>th</sup> Plan.	
9.	TLE for new schools •New Primary School  •New Upper primary school	•Provision for TLE @ Rs. 20,000/- per school. •Provision for TLE @ Rs. 50,000/- per school.	
10.	School grant	•Rs. 4000/- per Primary and Rs.6000/- Upper primary for replacement of non-functional school equipment and other recurring costs.	
11.	Teacher grant	•Rs. 500 per teacher per year in primary and upper primary.	
12.	Teacher training	•Provision of 10 days in-service training for all teachers each year and 10 monthly meetings each year. (@ Rs.50 per teacher per day for 10 days for monthly meetings at CRC level and @ Rs. 100 per teacher per day for 10 days for trainings at BRC level or above) •Professional course in distance mode (IGNOU certified) for untrained serving teachers and •30 days induction training for new teachers (who have	A number of days of training would be decided by the State / UT. The unit costs would be based on the State norms for training. Some residential training programmes at district level may cost more than Rs. 100 per teacher per day. These may be accommodated within the overall ceiling of Rs. 100 per day for 10 days for all teachers.  These ceilings of unit cost will not be allowed automatically as a default costing norm. Actual unit costs would need to be budgeted.

Sl. No	Intervention	Norms	Remarks
		professional qualification).	
13.	Other Interventions for Quality Improvement	<ul style="list-style-type: none"> <li>•Not to exceed 2% of the total annual outlay of the district. A minimum of Rs. 10 lakh can be budgeted by each district under this component.</li> </ul>	These can include workshops, pilots for quality improvement, reading & maths programmes in classes I-II, learning achievement surveys, child / school-wise additional learning materials like science and math kits and remedial teaching etc. This amount will be provided based on detailing of activities in the annual work plan.
14.	State Institute of Educational Management and Training (SIEMAT)	<ul style="list-style-type: none"> <li>•One time assistance for non-recurring costs of setting up SIEMAT with a ceiling of Rs. 3 cr.</li> </ul> <p style="text-align: center;">OR</p> <ul style="list-style-type: none"> <li>•Rs. 30 lakh per year for 5 yrs for training of educational administrators and other programmes at selected institutions based on annual work plans.</li> </ul>	Balance fund would be provided for construction / other non-recurring expenses for SIEMATs where work has been initiated in the 10 <sup>th</sup> Plan period.
15.	Community Mobilisation including training of members of community based organisations, PRIs / representatives of Municipal bodies.	<ul style="list-style-type: none"> <li>•2% of the district's AWP&amp;B for districts with low EDI (25% of the districts). 1% of the districts AWP&amp;B for the remaining districts</li> </ul>	For non-residential training of community leaders a ceiling of Rs. 50 per day per person shall apply.
16.	Provision children with special needs	<ul style="list-style-type: none"> <li>•Upto Rs.1500/- per child for integration of disabled children, as per specific proposal, per year.</li> </ul>	<p>This limit shall apply to the overall financial allocation for a district. Expenditure for individual children would be based on actual need.</p> <p>States / UTs are expected to budget for Resource Persons at Block level for CWSN.</p>
17.	Research, Evaluation, Supervision and Monitoring	<ul style="list-style-type: none"> <li>➤Upto Rs. 800 per school, with a minimum of Rs. 20 lakh per district, for household surveys, school level data collection, classroom observation studies, students' Report Cards etc.</li> </ul>	<p>Allocations would be made based on a clear set of activities with unit costs.</p> <p>(A total allocation of Rs. 1500 per school could be earmarked as follows: Rs. 800 at district level, Rs. 400 at the State level and Rs. 300 at the national level)</p>
18.	Management Cost	<ul style="list-style-type: none"> <li>•Not to exceed 3% of the outlay of district plan subject</li> </ul>	In the 1 <sup>st</sup> / 2 <sup>nd</sup> year of the 11 <sup>th</sup> Plan funds may be allocated for

Sl. No	Intervention	Norms	Remarks
		to a minimum of Rs 30 lakh.	<p>computerization of block level education offices.</p> <p>This component should not be considered as one that can provide for all miscellaneous, residual activities.</p> <p>An additional 1% of the total outlay of all districts could be made available for supporting the State component plan.</p>
19.	Strengthening of mainstream education system	<ul style="list-style-type: none"> <li>•Not to exceed 1% of the outlay of the district plan subject to a minimum of Rs 10 lakh.</li> </ul>	<p>Provision of equipment, furniture and other interventions for strengthening of district and sub-district educational administration. This would be linked to a clear action plan for integration of SSA with the mainstream educational administration and transfer of certain SSA activities to district and block level education offices.</p>
20.	Block Resource Centres/Cluster Resource Centres / Urban Resource Centres	<ul style="list-style-type: none"> <li>•There would be ordinarily one BRC in each Community Development (CD) Block.</li> <li>•1 CRC for every 10 schools.</li> <li>•Additional 5 Resource Persons at BRC level.</li> <li>•SSA would provide salaries for fresh teachers recruited against the vacancies due to posting of teachers at BRC/CRC.</li> <li>•Rs. 8 lakh ceiling for BRC building construction wherever required.</li> <li>•Rs. 2 lakh for CRC construction wherever required. This should also be used as an additional classroom in schools.</li> <li>•Provision of furniture and equipment etc @ Rs. 2 lakh for a BRC and Rs. 20,000 for a CRC as a one time funding.</li> <li>•Contingency grant of Rs. 50,000 for a BRC and Rs. 5000 for a CRC per year.</li> <li>•Travel allowance per block level resource person would</li> </ul>	<p>Funds for BRCs and CRCs from the 2<sup>nd</sup> year of the 11<sup>th</sup> Plan would be provided only after conduct of external evaluation and introduction of good practices relating to BRC/ CRC resource persons selection, capacity building programme, reduction of administrative and data collection workload etc.</p> <p>Recruitment of non-teachers for positions at BRC/CRC can be allowed only in cases where a clear strategy has been worked out following the external evaluation</p> <p>This would be allowed only for new BRCs and CRCs set up during the 11<sup>th</sup> Plan with the approval of the PAB.</p>



Sl. No	Intervention	Norms	Remarks
		<p>have a ceiling of Rs. 750 per month. Travel allowance of Rs. 300/- per month per CRC.</p> <ul style="list-style-type: none"> <li>•TLM grant; Rs. 5,000/- per year per BRC, Rs. 2,000/- per year per CRC.</li> <li>•Training of BRC and CRC resource persons for 20 days each year @ Rs. 100 per person per day.</li> </ul>	
21.	School library	<ul style="list-style-type: none"> <li>•Rs. 5000 for library infrastructure and Rs. 5000 for books per upper primary school – once in the 11<sup>th</sup> plan period. Rs. 5000 per upper primary school for library books, a second time during the 11<sup>th</sup> Plan.</li> <li>•Rs. 3000 per primary school – twice in the 11<sup>th</sup> plan period.</li> </ul>	
22.	Uniforms for children in Government & Government aided primary & upper primary classes	<ul style="list-style-type: none"> <li>•2 sets of uniform for all primary school children @ Rs. 200 per year.</li> <li>•All upper primary children; 2 sets per child per year costing maximum Rs. 250/- per child per year.</li> </ul>	
23.	KGBV residential schools for girls at upper primary level	<ul style="list-style-type: none"> <li>•There will be 2 models of KGBV for 50 &amp; 100 girls each.</li> <li>•In model I (school with hostel), the unit cost will be Rs.51 lakhs (50 girls) and Rs.80 lakhs (100 girls), per year. In model II (hostel only), it will be Rs.39 lakhs and Rs.67 lakhs respectively.</li> </ul>	<p>The KGBV scheme has been merged with the SSA for the 11<sup>th</sup> Plan.</p> <p>The existing criteria for eligible blocks for KGBV schools will be expanded to include blocks with rural female literacy below 30% and blocks with more than 20% Muslim population, SC &amp; ST population.</p>
24.	Hostels/residential schools for boys in ST blocks and educationally backward districts / blocks including minority concentration blocks and low EDI districts / blocks.	<ul style="list-style-type: none"> <li>•Cost would be as per KGBV norms.</li> <li>•Primarily in remote and sparsely populated habitations for ST areas and districts with low EDI and concentration of disadvantaged social groups including minorities.</li> </ul>	<p>500 in identified ST blocks (outside NE region), 200 in NE States and the remaining 1000 distributed over remaining identified districts / blocks. (An additional 500 hostels in ST areas would be set up through the schemes of Ministry of Tribal Affairs).</p> <p>500 in 1<sup>st</sup> year and 1000 in the 2<sup>nd</sup> year.</p>

Sl. No	Intervention	Norms	Remarks
25.	Innovation Fund for Local Initiatives for Improving Quality and Equity	<ul style="list-style-type: none"> <li>Rs. 1000 cr. each year to be allocated district-wise based on an index with weights for total child population (0.2) and the EDI (0.8) of the district.</li> </ul>	<p>The allocation would be made based on detailed assessment of needs and interventions.</p> <p>Specific sub-projects would be admissible under this component for girls education, extremely disadvantaged areas and vulnerable groups.</p>
26.	Technologies for Education	<ul style="list-style-type: none"> <li>Rs. 5000 cr. for the 11<sup>th</sup> Plan period to support use of computers, educational satellite, radio etc. for upper primary schools and data collection / analysis at sub-block levels.</li> </ul>	<p>Approvals would be based on policies and strategies finalized by national and State level resource groups for use of ICTs in education. <b>This is not a part of a district-level norm. However States / UTs would allocate fund to individual districts based on a clear perspective plan.</b></p>
27.	EGS & AIE	<ul style="list-style-type: none"> <li>Upto Rs. 1535 per child per year for primary level EGS and upto Rs. 2960 for upper primary level EGS.</li> <li>Upto Rs. 3000 per child per year for non-residential AIE interventions and Rs. 10,000 per child per year for residential AIE interventions.</li> </ul>	<p>Funding for EGS would be stopped after 2008-09.</p> <p>Detailing of unit costs for various types of AIE interventions, like bridge courses of different duration, summer camps, seasonal rates, centres with flexible timing, etc. would be decided by State SSA Missions.</p>
28.	NPEGEL component for girls.	<ul style="list-style-type: none"> <li>Special projects for girls @ Rs.25 lakh per block per year.</li> <li>Skill building activities for girls @ Rs.25 lakh per block.</li> </ul>	<p>NPEGEL will extend to the following blocks:-</p> <ol style="list-style-type: none"> <li>1.Educationally backward blocks as per existing criteria.</li> <li>2.Uncovered blocks with at least 5% SC/ST population &amp; SC/ST female literacy below 10%.</li> <li>3.Uncovered blocks with more than 20% muslim population.</li> <li>4.Blocks with rural female literacy below 30%</li> <li>5.Select urban areas.</li> </ol> <p>Unit costs of interventions per block per activity will be set by the EC of the State SSA Mission subject to the condition that there is no duplication with other SSA guidelines and focus of interventions is on retention &amp; continuation of girls in schools and</p>

Sl. No	Intervention	Norms	Remarks
			improvement in their learning outcomes.
29.	State Component Plan	<ul style="list-style-type: none"> <li>•The State component plan could vary between 0.5% to 1.5% of the total outlays for all the districts. Based on past experience, a ceiling of 1% for the major States and 1.5% for the smaller States would be adequate for this component.</li> <li>•This component would be funded from the REMS component (Rs. 400 per school) and the Management Cost component (1% of the total outlay of all districts).</li> </ul>	A State Component Plan would be prepared by each State / UT to include all activities to be carried out at the State level (above district level) either to support the district level activities or certain activities like research & evaluation, content creation for use of ICTs, SIEMAT, State-wide learning achievement surveys, development of textbooks and other materials, development of training modules, training of master trainers, capacity building programmes for programme and Education Department personnel, State level MIS and other programme management activities. The State component plan would be specifically appraised as a part of the annual AWP&B appraisal exercise. Thus each intervention and activity would need to be sufficiently detailed. Lumpsum allocations should not normally be proposed under the State component plan.

## **Annex-IV**

### [Tentative Projections of Annual Allocations Required for the 11th Plan](#)