

SECTION VII

Education, Leisure and Cultural Activities

(Articles 28, 29, 31)

- A. Education, including Vocational Training and Guidance (Article 28)
- B. Aims of Education (Article 29)
- C. Leisure, Recreation and Cultural Activities (Article 31)



Article 28

1. States Parties recognise the right of the child to education and with a view to achieving this right progressively and on the basis of equal opportunity, they shall, in particular:
 - (a) Make primary education compulsory and available free to all;
 - (b) Encourage the development of different forms of secondary education, including general and vocational education, make them available and accessible to every child and take appropriate measures such as the introduction of free education and offering financial assistance in case of need;
 - (c) Make higher education accessible to all on the basis of capacity by every appropriate means;
 - (d) Make educational and vocational information and guidance available and accessible to all children;
 - (e) Take measures to encourage regular attendance in schools and the reduction of dropout rates.
2. States Parties shall take all appropriate measures to ensure that school discipline is administered in a manner consistent with the child's human dignity and in conformity with the present Convention.
3. States Parties shall promote and encourage international cooperation in matters relating to education, in particular with a view to contributing to the elimination of ignorance and illiteracy throughout the world and facilitating access to scientific and technical knowledge and modern teaching methods. In this regard, particular account shall be taken of the needs of developing countries.

Article 29

1. States Parties agree that education of the child shall be directed to:
 - (a) The development of the child's personality, talents and mental and physical abilities to their fullest potential;
 - (b) The development of respect for human rights and fundamental freedoms, and for the principles enshrined in the Charter of the United Nations;
 - (c) The development of respect for the child's parents, his or her own cultural identity, language and values, for the national values of the country in which the child is living, the country from which he or she may originate, and for civilisations different from his or her own;
 - (d) The preparation of the child for responsible life in a free society, in the spirit of understanding, peace, tolerance, equality of sexes, and friendship among all peoples, ethnic, national and religious groups and persons of indigenous origin;
 - (e) The development of respect for the natural environment.
2. No part of the present article or article 28 shall be construed so as to interfere with the liberty of individuals and bodies to establish and direct educational institutions, subject always to the observance of the principle set forth in paragraph 1 of the present article and to the requirements that the education given in such institutions shall conform to such minimum standards as may be laid down by the State.

Article 31

1. States Parties recognise the right of the child to rest and leisure, to engage in play and recreational activities appropriate to the age of the child and to participate freely in cultural life and the arts.
2. States Parties shall respect and promote the right of the child to participate fully in cultural and artistic life and shall encourage the provision of appropriate and equal opportunities for cultural, artistic, recreational and leisure activity.

7A

Education, including Vocational Training and Guidance

Article 28

Introduction¹

1. The national policies of education in India have always underscored the Constitutional resolve to provide quality education to all. Education being a concurrent subject, partnerships between the Central and State Governments have been the basis for implementing a large number of centrally sponsored initiatives. In order to focus on the urgency of achieving universal elementary education and literacy, a separate Department of Elementary Education and Literacy has been created recently, which together with the Department of Secondary and Higher Education, has introduced a number of initiatives in order to meet the needs of human resource development in a rapidly changing world. While doing so, the promotion of excellence and equity in education has been the major concern.

2. The provision of Universal Elementary Education (UEE) has been a salient feature of India's national policy. The Hon'ble Supreme Court, in its order in the Unni Krishnan Case (1993), has declared education of children up to the age of 14 years a fundamental right. Recent household surveys confirm that nearly 79 per cent of children in the 6–14 years age-group are attending schools. In order to mainstream children who are at present out of school and to improve the quality of instruction for those in school, the Government has been making concerted efforts. Some of the major initiatives are:

- Recruitment of teachers and provision of teaching-learning material under the scheme of Operation Blackboard;
- The District Primary Education Programme (DPEP) to achieve universal primary education;
- Provision of foodgrains and cooked meals to children under the National Programme for Nutritional Support for Primary Education;
- State-specific initiatives like *Lok Jumbish* and *Shiksha Karmi* in Rajasthan; and
- Experimental and innovative projects in the non-formal education sector.

3. The Central Government has reviewed the existing elementary schemes to provide for flexibility of approach and for implementation of universal elementary education in a mission mode. Based on the recommendations of the report of the committee of education ministers, a holistic and convergent programme viz. the *Sarva Shiksha Abhiyaan*, (Education for All) has been launched (Details in Box 7.1). Such an approach will provide for effective decentralised planning

Box 7.1: Sarva Shiksha Abhiyaan

The *Sarva Shiksha Abhiyaan* (SSA) has been launched to ensure that every child in the 6–14 years age-group is either in a school, education guarantee centre, or a back-to-school camp by 2003. It has also been decided to ensure five years of primary schooling for every child in India by 2007 and eight years of elementary schooling by 2010. In order to improve the quality of learning, curricular framework has been reviewed

to make it more relevant to life and promote competency-based learning. Work education, value education and activity-based learning are being facilitated in the process of the curricular review. Community ownership and effective monitoring by the elected *Panchayati Raj* (local self-government) and urban local body representatives are being attempted in the SSA.

Source: Annual Report 2000-2001, Department of Elementary Education & Literacy, Department of Secondary and Higher Education, Ministry of Human Resource Development, GOI

and community-ownership of initiatives in the elementary education sector. It will also be an opportunity for implementing cost-effective strategies for universalisation of education. The revision of the teacher education scheme envisages a move towards a convergent and flexible approach that allows for autonomy in decision making, based on the local context. The quest for quality and excellence is reflected in the changes that are being incorporated. DPEP, for instance, has emerged as a major programme to achieve universal primary education. DPEP is a holistic approach which aims to achieve the national objectives of universal access, retention and achievement of minimum levels of educational attainment, with a focus on girls and children belonging to socially deprived and economically backward sections of society.

4. Initiatives for deprived children in urban areas are already underway in Mumbai, and other such urban projects are likely to start in Calcutta, Delhi, Bangalore, Ahmedabad, Hyderabad, and other cities. The education of girls is a priority and efforts to facilitate learning opportunities for them are being made. The 148 districts with low female literacy among the Scheduled Castes/Scheduled Tribes are being targeted as a priority under the SSA.

5. In the realm of secondary education, the National Council for Educational Research and Training (NCERT) has initiated a review of the curriculum framework, and the Central Board of Secondary Education (CBSE) has introduced a system of comprehensive evaluation in its schools over the years. NCERT's new curriculum design focuses on the objectives of skill building, acquisition of competencies and understanding of the issues relevant to the needs of a child. The school-based evaluation by the CBSE has tried to capture the overall cognitive development of a child, so far ignored by the school evaluation process, by adopting a grade system for each subject at the Class X stage.

6. The Justice Verma Committee constituted by the Government highlighted the need for inculcating knowledge about fundamental duties enshrined in the Constitution as a curriculum concern among students. Information technology (IT) in schools was another curriculum area addressed by the Government with the introduction of new syllabi based on IT. Given the fact that less than two per cent children with disabilities—out of a total of over 16 million—have joined the school system, programmes for attitudinal changes, capacity building among teachers and training institutions to educate these children in inclusive school settings have also been taken up by the Government.

7. The National Open School (NOS) entered the elementary education sector in a significant way, particularly for children who are not reached by the regular school system. These include

working children, children with disabilities and children from other marginalised groups.

8. Similarly, due attention is being paid to vocational education to meet the learning needs of school dropouts, as well as regular students who wish to adopt the vocational system. Schemes to promote computer literacy in schools are also being revised to provide for computer literacy in at least 10,000 secondary schools of the country. The *Kendriya Vidyalaya Sangathan* (KVS) and *Navodaya Vidyalaya Sangathan* (NVS) have resolved to provide computer literacy in all their schools.

9. Schemes for modernisation of *madrasas* (school for religious instruction for Muslims) and area-intensive schemes for minorities have been a priority and are being regularly monitored. The aim is to have a focused and convergent approach for implementing all the programmes for minorities in the 331 blocks with a significant minority population.

10. In the area of higher education, while all attempts are being made in the formal education sector to increase access, the open university system with the Indira Gandhi National Open University (IGNOU) at its apex, has dramatically improved access through its network of regional and study centres.

11. In recent years, there have also been a large number of State-specific initiatives. For instance, Andhra Pradesh has adopted an innovative elected school management committee approach for improving community ownership of schools. Madhya Pradesh and Uttar Pradesh have decentralised management of education to *Panchayati Raj* (local self-government) institutions and urban local bodies. States like West Bengal have drawn up plans for Universal Elementary Education (UEE). Bihar has launched an attendance scholarship scheme for children from families below the poverty line. These efforts reflect recent interest across educationally backward States to provide quality elementary education to all children up to 14 years of age.

Overview

Constitutional, legislative and policy provisions, planning and monitoring

12. According to the Constitution of India, primary and elementary schooling are required to be provided free of cost to all citizens, implying that neither school enrolment nor continuation rates should differ across States and socio-economic groups.

13. A holistic view was taken in 1986 when the National Policy for Education (NPE) visualised education as a dynamic, cumulative, life-long process, providing diversity of learning opportunities to all segments of society. The NPE, 1986, as well as its Programme of Action (POA), which was the result of deliberations, consultations and consensus, was reviewed and updated in 1992. The introductory part of the POA envisages that given the rich diversity of our nation it would be in the fitness of things if each State and Union Territory formulates a State POA in accordance with its situational imperatives, as well as with the POA, 1992.² The task of implementing NPE and POA lies with States and UTs, and the Centre was to monitor the implementation. Accordingly, the POA was circulated to all States and UTs to draw their own State Programme of Action (SPOA). Besides implementation by the States and UTs, Central ministries and departments, the Planning Commission, autonomous organisations and bureaus in the Department of Education were to take action on NPE and POA. However, the implementation and formulation of SPOAs by State Governments require intensification.

14. A comprehensive review of the education situation was held in New Delhi in November 1999 by the education departments of the Centre and all the States/UTs. Representatives from professional bodies and NGOs also participated in the review, which identified the steps to be taken. These were:

- Amend the Constitution to make elementary education a fundamental right of all children up to the age of 14 years;
- Enact legislation for providing free and compulsory elementary education to all children in the age group of 6–14 years;
- Facilitate greater participation of the non-governmental sector in education;
- Launch the *Sarva Shiksha Abhiyan* at district-level for convergence of diverse programmes in elementary education to facilitate decentralised planning, improvement of delivery system, enhancement of people's participation and improvement of capacities of PRIs to manage and supervise local schools; and
- Make a concerted effort to fulfil the mandate of the Disabilities Act, 1995, to provide free education to all children with special needs up to the age of 18 years, through an inclusive approach and a strong partnership with reputed and committed NGOs.³

15. The Prime Minister's Special Action Plan (SAP) has stressed the need for expansion of and improvement in the social infrastructure in the field of education. The Government has accorded high priority to education, the main facets of which are:

- Total eradication of illiteracy;
- A gradual increase in Governmental and non-governmental spending on education, up to six per cent of the GDP.
- Implementation of the Constitutional provision of making primary education free and compulsory up to Class V;
- A move towards equal access to and opportunity for educational standards up to the school-leaving stage; and

Box 7.2: Recent trends towards structural reforms in elementary education in India

- Elementary education is recognised as a fundamental right of all citizens in India. The Supreme Court of India, in its judgement in the Unni Krishnan Case (1993), has held that all citizens have a fundamental right to education up to the age of 14 years. The GOI introduced the 83rd Constitutional Amendment Bill in Parliament in 1997, to make education a fundamental right of all children between 6–14 years;
- Greater emphasis on decentralisation of educational planning and administration. The 73rd and 74th Constitutional Amendments have provided a statutory base for decentralised educational planning;
- Multi-sectoral holistic approach to UEE;
- Greatest stress on creation of conditions that would encourage increased community participation in effective school management and supervision;
- Re-examination of relationship among the Government, NGOs and private institutions to harness potential non-governmental institutions in pursuit of UEE;
- Recognition of limitations of market forces in ensuring equity and equality in elementary education. The Government is committed to enhancing financial allocation for education to six per cent of the GDP; and
- Greater thrust on community-based support structures, educational planning and monitoring and evaluation to improve delivery of elementary education.

- An improvement in the quality of education at all levels—from primary school to the university.

16. The proposed 83rd Constitutional Amendment Bill, 1997, guarantees the right to free and compulsory education for children from 6–14 years of age. It also makes it a fundamental duty of parents/guardians to provide opportunities for education to children in this age group.⁴

17. The Tamil Nadu Compulsory Education Act, 1994, came into force from July 1998. Article 4 of the Act makes it a duty of every parent or guardian to send their ward to attend an elementary school if he or she is of the school-going age. On failure, the parent or guardian shall be punished with a fine, which may extend to one hundred rupees. Further, to safeguard the interest of families, it is listed as a cognisable offence, where no court shall take cognisance of the offence punishable under this Act, unless and until the complaint is given in writing by an officer authorised by the Government in this regard.⁵

18. The Government has declared its commitment to every child in the Ninth Plan (1997–2002). The challenge is to reach every young child and his/her family, especially the disadvantaged, with the active participation of the community, to promote holistic development and growth. The approach to the Ninth Five-Year Plan has been formulated in the light of these objectives. The total central plan allocation on education has been enhanced from Rs 40.54 billion in 1998–99 (RE) to Rs 47 billion in 1999–2000 (BE).⁶

Organisation and structure

19. The Department of Education was one of the constituent units of the Ministry of Human Resource Development (MHRD) till October 1999, when the Department of Culture and Youth Affairs & Sports was put under a separate ministry. In order to give a thrust to the activities relating to elementary education and literacy, the erstwhile Department of Education has also been reorganised, creating a separate Department of Elementary Education and Literacy. The remaining activities of the Department of Education are to be handled in the redesignated Department of Secondary Education and Higher Education. In matters relating to these two departments, the Minister for Human Resource Development is assisted by a Minister of State. Each Department is headed by a Secretary to the Government of India (GOI).

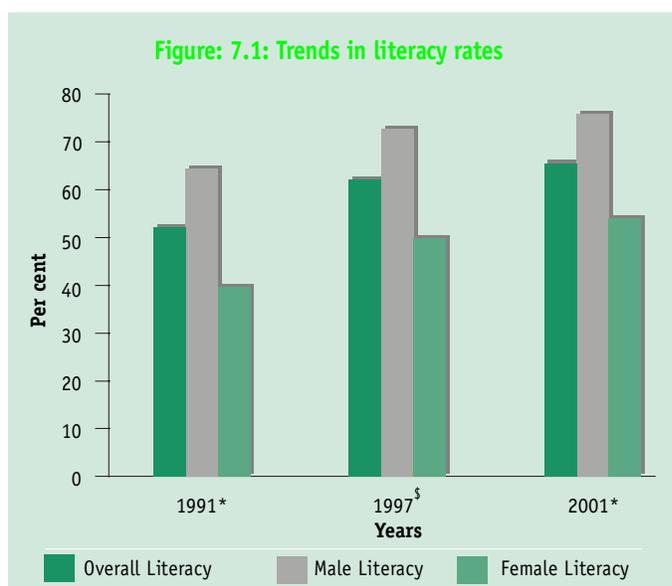
20. The Department is organised into bureaux, divisions, branches, sections and units. Each bureaux is under the charge of a Joint Secretary or Joint Educational Advisor, an officer of equivalent rank.⁷

21. School education in India comprises four levels: primary, upper primary, secondary and higher secondary. The National Policies on Education (1968 and 1986, and the latter's revised formulation of 1992) envisaged a uniform (10+2) pattern of school education across States. Although education is on the concurrent list, States are free to evolve their own pattern of school education. Eight years of elementary education comprise two stages: a primary stage of classes I–V and an upper primary stage of classes VI–VIII. However, eight years of compulsory education have been envisaged as one integrated unit. The official age of entry to class 1 is six years but in a few States, it is five years. The Government has recently decided to introduce a Constitutional Amendment Bill which will make elementary education a fundamental right. This will be implemented as part of the *Sarva*

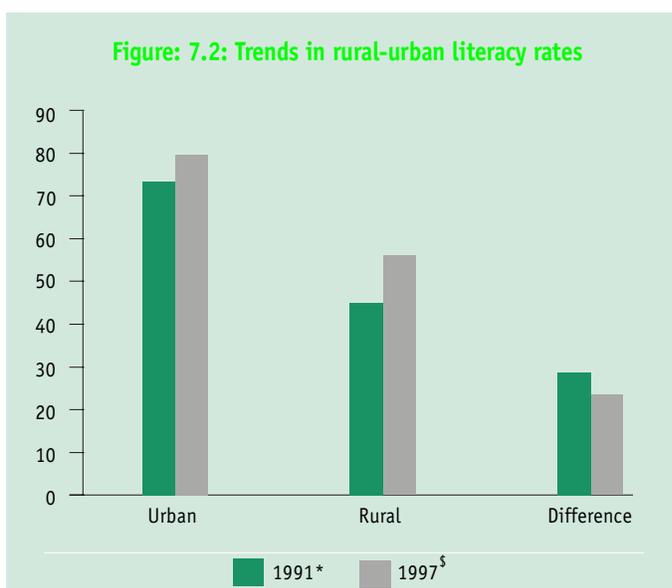
Shiksha Abhiyan. In fact, some States such as Kerala have already made elementary education compulsory.

22. Like elementary education, classes comprising secondary education differ in States. While secondary stage consists of classes IX and X in 19 States, it consists of classes VIII, IX and X in 13 States. Within a State, however, complete uniformity prevails. Government, local bodies and private managements maintain schools. In addition, private educational institutions, both in rural and urban areas, also exist in large numbers.

23. In most States, after 10 years of schooling, 2+3+2+ pattern is prevalent, which consists of two years of higher secondary education, three years of first degree education and two years of post-graduate education.⁸



Source: * Census, 1991 and 2001, RGI
[§] NSSO - 53rd round



Source: * Census, 1991 and 2001, RGI
[§] NSSO - 53rd round

Current literacy situation

24. Education, the most crucial investment in human development, is an instrument for developing an economically prosperous society and for ensuring equity and social justice. Despite Governmental efforts at UEE, half the adult Indian population continues to be illiterate, and two-thirds of women are illiterate. The literacy rate for rural India as a whole is 54 per cent: 66 per cent for males and 40 per cent for females, with a gender disparity of about 40 per cent.⁹ (Census 2001)

25. However, recent estimates of literacy at the national level have shown a significant increase from 52 per cent in 1991 to 62 per cent in 1997. The increase was significant among the educationally backward States. Large-scale expansion of formal primary education in the early 90s and innovative strategies of primary education development projects like DPEP have contributed substantially to these outcomes. Nonetheless, inter-/intra-State level variations are large.

26. The National Sample Survey Organisation (NSSO) conducts regular surveys to assess literacy rates. It takes samples of 40,000 households each year and 120,000 households every five years. The NSSO has updated the exercise up to December 1997, including therein the results obtained in the process of conducting the 53rd round. NSSO has also estimated up to the end of 1998. The NSSO survey¹⁰ results are shown in the Figures 7.1 and 7.2.

27. The survey shows an increase of 10 percentage points between 1991 and 1997 (a time-frame of just six years) and 12 percentage points between 1991 and 1998 (a gap of just seven years). Significantly, the rise in female literacy between 1991 and 1997 has been 11 per cent, whereas male literacy rate has risen by nine per cent during the same period. In the previous decade also, female literacy had grown faster than male literacy. Thus, the faster rate of growth among females has not only been maintained but also slightly enhanced. The differential has dropped by more than four per cent during the six year period 1991–97. The gap between rural and urban literacy levels is narrowing.

28. There are gender disparities and disparities among social groups. However, the total number of illiterates has declined, as is evident from the Table 7.1.

Table 7.1: Trends in numbers of non-literates (in millions)

Year	No. of illiterates	No. of Male illiterates	No. of Female illiterates
1991	328	128	200
2001	296	107	190

Source: Census 1991 and 2001, RGI

29. The absolute number of illiterates in the country as a whole declined in the decade 1991-2001 by nearly 32 million. This is in spite of the annual rate of population growth of a little over 1.9 per cent, which took India's population to over one billion in the year 2001. The maximum contribution to this decline has been from Andhra Pradesh, followed by Uttar Pradesh, Maharashtra, Rajasthan, Madhya Pradesh and Tamil Nadu. Bihar, on the other hand, increased its number of illiterates, followed by Delhi.

30. The literacy rate for the country as a whole in 2001, works out to 65.38 per cent for the population aged seven years and over. The corresponding figures for males and females are 75.85 and 54.16 per cent, respectively. Thus three-fourths of the male and more than half of the female population aged seven years and above are literate in the country today. India has continued its inexorable march in improving its literacy rate by recording a jump of 13.17 percentage points from 52.21 in 1991 to 65.38 in 2001. The increase in literacy rates in males and females are in the order of 11.72 and 14.87 percentage points, respectively. Thus the increase in literacy rates observed during 1991-2001 in respect of persons, males as well as females, has been the highest recorded in comparison to earlier decades since 1951 except in case of males during 1951-61. This improvement in literacy rate augurs well for the country and requires a fillip, particularly in the case of females.

31. In 1991 the gap in male-female literacy rates was 24.84. In 2001 it has decreased to 21.70 percentage points.

32. Statewise literacy rates according to Census of India, 2001, have been presented in Table 7.2. Kerala, where literacy rate is 90.92 per cent, holds the first rank in the country, closely followed by Mizoram (88.49 per cent) and Lakshadweep (87.52 per cent). Bihar, with a literacy rate of 47.53 per cent, ranks last in the country, preceded by Jharkhand (54.13 per cent) and Jammu and Kashmir (54.46 per cent). Among the major States, Maharashtra comes next after Kerala, with a literacy rate of 77.27 per cent, followed by Tamil Nadu with 73.47 per cent.

Table 7.2: Literacy rate : 1991 and 2001 (in percentage)

	State/ Union Territory*	Literacy Rate (Percent)		Decadal difference in literacy rate
		1991	2001	
	India	52.20	65.49	13.29
1.	Andhra Pradesh	44.09	61.11	17.02
2.	Arunachal Pradesh	41.59	54.74	13.15
3.	Assam	52.89	64.28	11.39
4.	Bihar	37.49	47.53	10.04
5.	Chhattisgarh	42.91	65.18	22.27
6.	Goa	75.51	82.32	6.81
7.	Gujarat	61.57	69.97	8.40
8.	Haryana	55.85	68.59	12.74
9.	Himachal Pradesh	63.94	77.13	13.19
10.	Jammu & Kashmir	N.A.	54.46	-
11.	Jharkhand	41.39	54.13	12.74
12.	Karnataka	56.04	67.04	11.00
13.	Kerala	89.81	90.92	1.11
14.	Madhya Pradesh	44.67	64.11	19.44
15.	Maharashtra	64.87	77.27	12.39
16.	Manipur	59.89	68.87	8.97
17.	Meghalaya	49.10	63.31	14.21
18.	Mizoram	82.27	88.49	6.22
19.	Nagaland	61.65	67.11	5.46
20.	Orissa	49.09	63.61	14.52
21.	Punjab	58.51	69.95	11.45
22.	Rajasthan	38.55	61.03	22.48
23.	Sikkim	56.94	69.68	12.73
24.	Tamil Nadu	62.66	73.47	10.81
25.	Tripura	60.44	73.66	13.22
26.	Uttar Pradesh	40.71	57.36	16.65
27.	Uttaranchal	57.75	72.28	14.53
28.	West Bengal	57.70	69.22	11.52
29.	Andaman & Nicobar Islands*	73.02	81.18	8.16
30.	Chandigarh*	77.81	81.76	3.94
31.	Dadra & Nagar Haveli*	40.71	60.03	19.33
32.	Daman & Diu*	71.20	81.09	9.89
33.	Delhi*	75.29	81.82	6.53
34.	Lakshadweep*	81.78	87.52	5.74
35.	Pondicherry*	74.74	81.49	6.75

Source: Census 1991 and 2001, RGI

* UTs

33. Kerala continues to occupy the top spot in the country, both in male literacy (94.20 per cent) and female literacy (87.86 per cent). On the contrary, Bihar has recorded the lowest literacy rates both in case of males (60.32 per cent) and females (33.57 per cent). Seven States/ Union Territories having less than fifty per cent female literacy rates are Rajasthan (44.34 per cent), Arunachal Pradesh (44.24 per cent), Dadra and Nagar Haveli (42.99 per cent), Uttar Pradesh (42.98 per cent), Jammu and Kashmir (41.82 per cent), Jharkhand (39.38 per cent) and Bihar (33.57 per cent.)

34. The States and Union Territories with literacy rates below the national average are Jammu and Kashmir in the North; Rajasthan and Dadra and Nagar Haveli in the west; Andhra Pradesh in the south; Madhya Pradesh, Chhattisgarh and Uttar Pradesh in central India; Bihar, Jharkhand and Orissa in the east; and Arunachal Pradesh, Assam and Meghalaya in the North-eastern parts of the country. The States and Union Territories which have literacy rates below the national average in respect of all the three categories, i.e., total, males and females are Arunachal Pradesh, Andhra Pradesh, Bihar, Dadra and Nagar Haveli, Jammu and Kashmir, Jharkhand and Uttar Pradesh.

35. The literacy rates derived from the Census of India, 2001, compare well with those reported by NSSO (1997). The literacy rate of the country has apparently moved forward from 62 per cent in 1997 to 65 per cent in 2001. The male literacy rate has improved by three percentage points, from 73 per cent in 1997 to 76 per cent in 2001, while the female literacy rate has surged forward by four percentage points, from 50 per cent to 54 per cent.

36. All the States and Union Territories without exception have shown increase in literacy rates during 1991-2001. The States and Union Territories which have moved forward by more than fifteen percentage points during the decade are Rajasthan (22.48), Chhattisgarh (22.27), Madhya Pradesh (19.44), Dadra and Nagar Haveli (19.33), Andhra Pradesh (17.02) and Uttar Pradesh (16.65).

Among the States and Union Territories, which had literacy rates of below fifty per cent in 1991, Bihar has registered a minimum increase of 10.04 per cent points, moving from 37.49 per cent to 47.53 per cent. (See Table 7.2)

37. Table 7.4 presents literacy rates and decadal difference in literacy rates by sex for 1991-2001. Out of the 13 States and Union Territories whose literacy rates are below the current national average of 65.38, nine occupy the first nine positions in male-female gaps in literacy rates. Though Rajasthan continues to have the largest male-female literacy gap, female literacy in the State has doubled in the last decade. However, the gap of 34.55 percentage points in 1991 has marginally come down to 32.12 percentage points.

38. The minimum gap in male-female literacy rates any where in the country has been observed for Mizoram (4.56 percentage points). Mizoram, which had also reported the lowest differential in male-female literacy rates during 1991, with 7.01 percentage points, has further narrowed it down to 4.56 in 2001.

The highest visible improvement in male literacy rate during 1991-2001 is in Rajasthan, where it has moved forward by 21.47 percentage points. On the pattern of male literacy, the top two notches in decadal improvement in female literacy rates are claimed by Rajasthan and Chhattisgarh. In case of improvement in female literacy, Chhattisgarh occupies the first place, recording a creditable increase of 24.87 per cent during 1991-2001, closely followed by Rajasthan, with an upward movement of 23.90 percentage points.

Table 7.3: Comparison of growth in literacy rate between 1997-2001

S. No.	India/States and UTs	Literacy rate 2001**			Literacy rate 1997 [§]			Differential		
		Persons	Male	Female	Persons	Male	Female	Persons	Male	Female
	India	65	76	54	62	73	50	3	3	4
1.	Andhra Pradesh	61	71	51	54	64	43	7	7	8
2.	Arunachal Pradesh	55	64	44	60	69	48	-5	-5	-4
3.	Assam	64	72	56	75	82	66	-11	-10	-10
4.	Bihar & Jharkhand	49	62	35	49	62	34	0	0	1
5.	Goa	82	89	76	86	93	79	-4	-4	-3
6.	Gujarat	70	80	59	68	80	57	2	0	2
7.	Haryana	69	79	56	65	76	52	4	3	4
8.	Himachal Pradesh	77	86	68	77	87	70	0	-1	-2
9.	Jammu & Kashmir	54	66	42.	59	71	48	-5	-5	-6
10.	Karnataka	67	76	57	58	66	50	9	10	7
11.	Kerala	91	94	88	93	96	90	-2	-2	-2
12.	Madhya Pradesh & Chhattisgarh	64	77	51	56	70	41	8	7	10
13.	Maharashtra	77	86	68	74	84	63	3	2	5
14.	Manipur	69	78	60	76	86	66	-7	-8	-6
15.	Meghalaya	63	66	60	77	79	74	-14	-13	-14
16.	Mizoram	88	91	86	95	96	95	-7	-5	-9
17.	Nagaland	67	72	62	84	91	77	-17	-19	-15
18.	Orissa	64	76	51	51	64	38	13	12	13
19.	Punjab	70	76	64	67	72	62	3	4	2
20.	Rajasthan	61	76	44	55	73	35	6	3	9
21.	Sikkim	70	77	61	79	86	72	-9	-9	-11
22.	Tamil Nadu	73	82	65	70	80	60	3	2	5
23.	Tripura	74	81	65	73	79	67	1	2	-2
24.	Uttar Pradesh & Uttaranchal	58	71	44	56	69	41	2	2	3
25.	West Bengal	69	78	60	72	81	63	-3	-3	-3
26.	Andaman & Nicobar Islands*	81	86	75	97	100	94	-16	-14	-19
27.	Chandigarh*	82	86	77	83	90	74	-1	-4	3
28.	Dadra & Nagar Haveli*	60	73	43	49	66	30	11	7	13
29.	Daman & Diu*	81	88	70	86	95	73	-5	-7	-3
30.	Delhi*	82	87	75	85	91	76	-3	-4	-1
31.	Lakshadweep*	88	93	82	96	98	93	-8	-5	-11
32.	Pondicherry*	81	89	74	90	94	86	-9	-5	-12

* Union Territories

Source: ** Census 2001, RGI

[§] National Sample Survey, 53rd round, Jan-Dec. 1997

Table 7.4: Literacy rates and decadal difference in literacy rates by sex: 1991-2001

	States/ Union Territories*	1991		Gap in literacy	2001		Gap in literacy	Decadal difference in literacy rates	
		Male	Female		Male	Female		Male	Female
	India	64.13	39.28	24.85	75.96	54.28	21.68	11.83	15.00
1.	Andhra Pradesh	55.13	32.72	22.42	70.85	51.17	19.68	15.72	18.45
2.	Arunachal Pradesh	51.45	29.69	21.76	64.07	44.24	19.83	12.62	14.55
3.	Assam	61.87	43.03	18.84	71.93	56.03	15.90	10.06	13.00
4.	Bihar	51.37	21.99	29.38	60.32	33.57	26.75	8.95	11.58
5.	Chhattisgarh	58.07	27.52	30.54	77.86	52.40	25.46	19.79	24.87
6.	Goa	83.64	67.09	16.55	88.88	75.51	13.37	5.24	8.42
7.	Gujarat	73.39	48.92	24.47	80.50	58.60	21.90	7.11	9.68
8.	Haryana	69.10	40.47	28.62	79.25	56.31	22.94	10.16	15.84
9.	Himachal Pradesh	75.41	52.26	23.16	86.02	68.08	17.94	10.61	15.82
10.	Jammu & Kashmir	NA	NA	NA	65.75	41.82	23.93	NA	NA
11.	Jharkhand	55.80	25.52	30.28	67.94	39.38	28.57	12.14	13.86
12.	Karnataka	67.26	44.34	22.93	76.29	57.45	18.84	9.03	13.12
13.	Kerala	93.62	86.17	7.45	94.20	87.86	6.34	0.58	1.69
14.	Madhya Pradesh	58.54	29.35	29.19	76.80	50.28	26.52	18.26	20.93
15.	Maharashtra	76.56	52.32	24.24	86.27	67.51	18.75	9.71	15.20
16.	Manipur	71.63	47.60	24.03	77.87	59.70	18.17	6.24	12.10
17.	Meghalaya	53.12	44.85	8.27	66.14	60.41	5.73	13.02	15.56
18.	Mizoram	85.61	78.60	7.01	90.69	86.13	4.56	5.08	7.53
19.	Nagaland	67.62	54.75	12.87	71.77	61.92	9.85	4.15	7.17
20.	Orissa	63.09	34.68	28.41	75.95	50.97	24.98	12.86	16.29
21.	Punjab	65.66	50.41	15.26	75.63	63.55	12.08	9.97	13.14
22.	Rajasthan	54.99	20.44	34.55	76.46	44.34	32.12	21.47	23.90
23.	Sikkim	65.70	46.76	18.94	76.73	61.46	15.27	11.03	14.70
24.	Tamil Nadu	73.75	51.33	22.42	82.33	64.55	17.78	8.58	13.22
25.	Tripura	70.58	49.65	20.93	81.47	65.41	16.06	10.89	15.77
26.	Uttar Pradesh	54.82	24.37	30.46	70.23	42.98	27.25	15.40	18.61
27.	Uttaranchal	72.79	41.63	31.17	84.01	60.26	23.75	11.22	18.63
28.	West Bengal	67.81	46.56	21.25	77.58	60.22	17.35	9.77	13.66
29.	Andaman & Nicobar Islands*	78.99	65.46	13.53	86.07	75.29	10.78	7.08	9.83
30.	Chandigarh*	82.04	72.34	9.70	85.65	76.65	9.00	3.61	4.31
31.	Dadra & Nagar Haveli*	53.56	26.98	26.58	73.32	42.99	30.32	19.76	16.01
32.	Daman & Diu*	82.66	59.40	23.26	88.40	70.37	18.03	5.73	10.97
33.	Delhi*	82.01	66.99	15.02	87.37	75.00	12.36	5.36	8.01
34.	Lakshadweep*	90.18	72.89	17.29	93.15	81.56	11.59	2.98	8.67
35.	Pondicherry*	83.68	65.63	18.06	88.89	74.13	14.76	5.21	8.50

Source: Census 1991 and 2001, RGI

* Union Territories

In the 1991 census, 11 States and Union Territories reported literacy rates of fifty per cent and below, and these States had a share of fifty one per cent of the country's population. The corresponding number has reduced to only one, i.e., Bihar, in the 2001 census, with a share of about eight per cent of the country's population. The number of States and Union Territories having more than eighty per cent literacy rate in the 1991 census was only three. This has increased to nine in the 2001 census.

39. The enrolment rate for rural India as a whole is 71 per cent, with a gender disparity of 0.84, showing a deficit of 16 per cent for girls. The enrolment rates are generally high in the southern and western States, with low gender disparity. However, Rajasthan stands out, both in terms of the low level of enrolment and the high level of gender disparity.¹¹

Public Expenditure on Education

40. The growth of the education system is also reflected by the increase in the expenditure on education, which has been fairly high. Educational expenditure, at constant prices, increased from Rs 77.14 billion in 1990–91 to Rs 102.6 billion in 1997–98, an increase of 33 per cent. The expenditure per pupil, at constant prices, increased from Rs 480 to Rs 553.20 during the same period.¹²

Share of Education in GNP

41. The share of GNP allocated for the development of education is a reliable indicator for assessing the relative importance given to education in an economy. The Education Commission (1966) had recommended a target of investing six per cent of national income from the public exchequer in education by 1986. This goal has not been realised so far. At present, only 3.6 per cent of the GNP is invested in education (1997–98). This does, however, mark a very significant progress, compared to 1.2 per cent of GNP invested in education in 1950–51.¹³

Table 7.5: Share of education in GNP in India (per cent)

Year	% of GNP
1994–95	4.0
1995–96	4.0
1996–97	3.8
1997–98 (B)	3.6

Source: *Financing of Elementary Education in India*, J.B.G.Tilak, MHRD, NIEPA

42. It is expected that a substantial increase in percentage in GNP allocated for Education will be made in the Tenth Five Year Plan for which consultations are presently going on in the Planning Commission

Share of Education in the State Domestic Product

43. This proportion has increased considerably in a few States (See Table 7.6). In fact, in some of the backward States like Bihar, the proportion of the state domestic product (SDP) set aside

Table 7.6: Share of education in GDP by major States in India (in %)

State	1990–91	1995–96
Andhra Pradesh	4.6	2.4*
Assam	6.0	6.4*
Bihar	6.3	6.2*
Gujarat	4.3	3.1*
Haryana	3.1	2.3*
Himachal Pradesh	8.8	7.1*
Jammu & Kashmir	6.7 ⁺	4.9
Karnataka	4.3	3.8*
Kerala	6.5	6.3*
Madhya Pradesh	5.0	3.2*
Maharashtra	3.2	2.8*
Orissa	5.4	5.1*
Punjab	3.5	2.1*
Rajasthan	5.3	4.1 [§]
Tamil Nadu	5.0	3.7 [§]
Tripura	11.8 ⁺	12.8*
Uttar Pradesh	4.6	3.8*
West Bengal	5.4	3.5*

Note: ⁺ 1989–90, * Quick estimates, [§] Advance estimates

Source: *Financing of Elementary Education in India*, J.B.G.Tilak, MHRD, NIEPA

for education was above six per cent. But, this finding is not conclusive. For instance, if the State income is low (or declines over the years), even a relatively small amount of expenditure on education may give the impression of a higher proportion of State income being invested in education.

Share of Education in the Budget

44. Perhaps a more important gauge of investment in education is revealed by the priority given to Education in the Government budget. Budgetary allocations on education are a sum total of allocations made at the Central and State/UT levels.

45. In the budget framework, resources flow from Government in two forms—in the revenue account of the budget and in the capital account. While in the revenue budget, the share of education is large, in the capital budget, the share of education is small, pushing down the overall share. During the period 1993–98, out of the total budget expenditure of the States, nearly 20 per cent was spent on education, while out of the total budget expenditure of the Central Government around 2.4–3.4 per cent was spent on education. If Central and State budgets are considered, both revenue and capital accounts, the total budget resources available for education formed around 11 per cent during 1995–96 to 1997–98.¹⁴

Table 7.7: Percentage share of education in total budget

Year	State Governments*	Union Government	Overall
1993-94	19.3	2.6	10.5
1994-95	18.4	2.4	10.3
1995-96	19.5	3.1	10.9
1996-97(R)	19.2	2.6	11.1
1997-98(B)	19.7	3.4	11.4

Note: * includes Union Territories, R-Revised estimates, B-Budget estimates
Source: Financing of Elementary Education in India, J.B.G.Tilak, MHRD, NIEPA

46. If we look at the education expenditure levels in various States, in terms of rupees per capita, it is evident that inter-State variations in per capita expenditure on education are high (See Table 7.8). Kerala, Himachal Pradesh and Tripura have the highest per capita expenditures.

Table 7.8: Per capita expenditure on education in selected States
(Rs in current prices)

State	1995-96	1997-98(B)
Andhra Pradesh	297.5	373.5
Assam	411.5	513.6
Bihar	216.9	297.1
Gujarat	458.4	526.2
Haryana	417.4	461.8
Himachal Pradesh	665.6	719.2
Jammu & Kashmir	376.1	622.2
Karnataka	386.9	493.9
Kerala	576.3	754.3
Madhya Pradesh	299.8	464.0
Maharashtra	460.5	505.5
Orissa	320.7	387.1
Punjab	330.4	521.9
Rajasthan	367.1	458.0
Tamil Nadu	412.9	575.5
Tripura	593.5	896.5
Uttar Pradesh	242.1	316.4
West Bengal	275.6	373.9
All-India	405.4	525.8

B-Budget estimates
Source: Financing of Elementary Education in India, J.B.G.Tilak, MHRD, NIEPA

Intra-sectoral allocation of resources

47. An analysis of the intra-sectoral allocation of resources shows an increasing emphasis on elementary education. The year 1986 marks the beginning of the renewed emphasis on elementary education, with the formulation of the National Policy of Education (NPE), Operation Blackboard (OB) and other similar programmes. The allocation for elementary education was stepped up significantly during the Seventh Five-Year Plan (1985-90), and

was continued in the Eighth (1992–97) (See Table 7.9). The inter-sectoral allocation of resources for the Tenth Five-Year Plan are under compilation.

Five-Year Plan	Elementary	Adult	Secondary	Higher	Technical
Eighth Plan (1992-97)	42	8	16	7	13
1995–96	35	6	7	4	15

Source : *Financing of Elementary Education in India*, J.B.G. Tilak, MHRD, NIEPA

48. An analysis of Plan expenditure may present only a partial picture because non-Plan expenditure is also equally important. A large portion of the expenditure on elementary education is non-Plan in nature. However, Plan expenditure has increased from 7.5 per cent in 1990–91 to 22.3 per cent in 1997–98. This is significant, since larger the Plan expenditure, larger is the scope for setting new directions and introducing reforms. Plan expenditures increased significantly due to (i) the massive Operation Blackboard programme, (ii) provision of incentives, particularly noon-meals to schoolchildren, and (iii) flow of external aid to education, in the form of DPEP and other projects.

Resource requirements for UEE

49. Finding resources to finance UEE is an urgent task. The Saikia Committee, appointed to estimate the resources, came up with the suggestion for an investment of Rs 400 billion over a five-year period, for achieving universalisation. On the basis of the recommendation of this committee, a group of experts was constituted to estimate the financial requirements for making elementary education a fundamental right in the Constitution. This Group has estimated that UEE requires additionally Rs 1360 billion during the next 10 years (1998–99 to 2007–2008). This would translate into an additional investment of 0.7 per cent of GDP (if the GDP grows at a modest rate of growth of five per cent per annum).

Mobilisation of resources for elementary education

50. While UEE has been given high priority, the Government's capability to fund education has reached a saturation point relatively, suggesting the need for mobilising community resources for education. An important development of the 1990s refers to significant efforts of the Government to decentralise educational planning and administration and involvement of the community at various levels in planning, administration, financing, monitoring and supervision of the working of the school system. Following the Constitutional Amendment for setting up PRIs, and also the launching of externally-aided projects in primary education, village education committees school development committees, have been set up with the involvement of the local community. With the participation of these committees, efforts are being made to mobilise physical and financial resources to finance elementary education.¹⁵

Financing of private schools

51. One important issue that has significant implications for financing education relates to

private schools, and the public policy towards private schools. In the present period, characterised by a global wave of privatisation, it is being increasingly felt that private schools are an effective answer to augmenting public budgets. The role of the private sector in educational development in India is totally different from that of the private sector in general. In India, private schools necessarily mean a privately managed system, but not necessarily a privately funded system of education. Thus, private schools are of two types: private-aided (PA) schools and private-unaided (PUA) schools. More than 95 per cent of the recurring expenditure, and sometimes a part of the capital expenditure, of these schools is met by the Government.

52. Some studies point out that the private-aided sector takes away disproportionately large amounts from the limited public budgets and that unaided private schools do provide some financial relief, but at huge social and economic cost.¹⁶

53. Accurate data on the number of private schools and their share in total enrolment is not available for recent years. Surveys conducted by NCERT in 1993, NCAER in 1994, and NSSO in 1995–96 show wide discrepancies. In rural areas, estimates of the share of PA schools vary from 8.4 per cent to 22.2 per cent and that of PUA schools vary from 3.6 per cent to 9.8 per cent. However, all the surveys reveal that privatisation is much higher in the States of Kerala, Maharashtra, Tamil Nadu and West Bengal.¹⁷

Household expenditures

54. “Schooling is too expensive” was the first among reasons cited by the study conducted by the Public Report on Basic Education (PROBE) to explain why a child has never been sent to school in rural areas. Survey data confirmed that the cost of sending a child to school is far from negligible. The most costly items are clothing, followed by textbooks and stationery. The average cost of sending a child to school works out to be Rs 318 per year in rural areas. This may not look high but it is a substantial burden on a poor family. The figure reflects actual expenditure, not the expenditure that would be required to cover a pupil’s basic need (in terms of textbook, stationery and so on). The poor are often constrained to produce cash at short notice to meet immediate needs. This creates a basic liquidity problem, even when the annual expenditure is otherwise affordable.¹⁸

55. A study conducted by NCAER in 1994 found that the expenditure per household on educating children aged 6–14 years in rural India was estimated to be Rs 680 per household or Rs 378 per pupil per year. Expenditure on schooling for girls was about 68 per cent of the amount spent on boys. A large proportion of this expenditure was incurred on books, stationery and school uniforms, followed by private coaching and fees. This expenditure increased or decreased with the annual fluctuations in the cost of books, stationery and uniforms.

56. The study further found that only about 75 girls for every 100 boys go to private schools. The expenditure on girls is much lower, especially in private schooling, whereas parents do not think twice about spending large sums of money on educating boys in private schools. There is an increasing dependence on private schooling in recent years that has affected female education more than male education. The household expenditure was also found to be higher among large landowners, relatively rich and salaried persons.¹⁹

57. The patterns of expenditure in rural and urban areas are different. In rural areas, the expenses are high on uniforms, books and stationery. Whereas in urban areas, expenditures are highest on tuition fees and private coaching fees.

Box 7.3: Himachal's progress

Himachal Pradesh today is a State where education is the norm for children. The earlier investment on elementary education is now paying off. The State is in a position now where elementary education is within its reach, except perhaps in the most difficult pockets. This is an enormous achievement for a State with such a challenging topography.

Education is possibly one of the biggest empowering factors in Himachal society today, enabling most people as it were to reach a certain minimum level. Over time, it made the schooling experience easier for Himachali parents: as the first generation became educated, they could participate in the schooling of their children. With the functional school system, total literacy (TL) has been progressively enhanced, till it now far outstrips the national average. The TL campaign in the 90s seems to have made some contribution as well. In 1991, the illiteracy rate was 38 per cent for the seven years plus age-group; in 1997 it was 23 per cent; and could well go down to 18 per cent by 2001, thus meeting the Jomtien target for reducing adult literacy. At the same time as male literacy rates are peaking, the male-female differential is also narrowing. Statistics indicate that Himachal has been attacking and closing the gap between regions and people less well-served by the education system. Disadvantaged sections of the community have shown a remarkable rise in literacy rates. DPEP conducted a baseline assessment survey of the four 'difficult'

districts in Himachal in 1996. Achievements in these areas were fairly respectable; so was the quality of infrastructure as compared to some other northern States. Again, Himachal has achieved this through the formal schooling system, and began well before the call of Jomtien. Dual-track schooling or indifference has not been the automatic response of Himachal to difficult areas. The people of Himachal, therefore, have had enhanced opportunities to live life with dignity.

At the same time, there are, it must be admitted, several problems. Access to school, both primary and upper primary, is a tremendous problem in Himachal Pradesh. Twenty to 25 per cent of children do not have access to schools according to national norms. If we take into account the topography of the region, then the problem is even greater.

One major problem, just as in the plains, is school quality. The weight of the curriculum, for example, is an issue which plagues children, rich or poor, all over the country. The curriculum needs to be contextualised and made relevant to the Himachal child, apart from keeping the age factor in view. Teaching methodology is still weighted in favour of rote learning and cramming.

Dropout rates and repetition rates for SC children are still cause for concern. A good system of early childhood care and education would also enhance learning achievement.

Source: Year 2000 Assessment: Education for All, Primary Education in Himachal Pradesh—Examining a Success Story, MHRD, NIEPA, 2000, pp. 26–28

58. The proportion of children going to private schools is highest among the high-income households. It is interesting to note that over 70 per cent of ST and SC households study in Government schools. Only about 43 per cent of Christian and 49 per cent of Muslim children attend Government schools, while most of the remaining Christian children go to Government-aided schools. The expenditure on education is relatively low among STs, SCs and Muslims, amounting to about three per cent of the household income for the respective social group.²⁰

Public gap in education expenditures

59. Micro-level studies of the cuts on non-Plan expenditure on education have shown that many schools have not been able to recruit teachers. As a result, the class sizes are increasing, leading to high pupil-teacher ratios. The maintenance and upkeep of infrastructure in educational institutions has been very poor.

Access to education**Educational facilities²¹**

60. Availability of schooling facilities is measured by a set of indicators concerning access. As

per norms, a habitation (cluster of household) is entitled to have a primary school if it has a total population of 300 or more and has no school within a distance of one kilometre. For upper primary schools, the corresponding norm is a total population of 500 or more and a distance of three kilometres. At the secondary level of education, the distance norm suggested is five kilometres. These norms are relaxed in case of hilly and tribal areas, difficult terrain and border districts. A distance of one, three and five kilometres is treated as the maximum walking distance for a child to reach a school. States have their own norms according to which they provide schooling facilities.

61. There has been substantial expansion of primary and upper primary schools during the post-independence period. The average annual growth rate of primary and upper primary schools between 1951 and 1999 was 2.30 per cent and 5.58 per cent, respectively. However, regional variations in the growth of educational institutions exist.

62. There has been an improvement in the ratio of primary to upper primary schools over a period of time. But there is still a long way to go before the norm laid down by the Programme of Action (1992), which envisaged an upper primary school for every two primary schools, becomes a reality. The expansion of primary education seems to have exerted considerable pressure on the upper primary education system to expand, and the Government has responded positively by establishing a larger number of schools and school places. In addition, there are a large number of non-formal education centres and unrecognised schools, which impart both primary as well as upper primary education, the former for children who, because of their circumstances, cannot enter full-time schooling.

Table 7.10: Number of schools in India

Year	Primary	Upper primary	Ratio of primary to upper primary schools
1990-91	560935	151456	3.7
1995-96	590421	171216	3.4
1998-99	626737	190166	3.3
Rate of Growth (%)			
1990-98	1.40	2.89	-

Source: *Quality Education in a Global Era, Country paper: India, MHRD, page 10*

63. Despite increase in the number of habitations and the population, the percentage of habitations and population served by primary and upper primary schools/sections within a distance of one and three kilometres, respectively, has increased significantly. The percentage of population in habitations covered by primary schools within the habitation or at a distance of 1 km was 94 in 1993. Of the 1,061,000 rural habitations in the country, 52,800 (about 50 per cent) had a primary school/section each within the habitation itself in 1993-94. About 83.4 per cent habitations had a primary school/section within a distance of 1 km. Alternative and innovative approaches envisage opening of non-formal education centres in those habitations where opening of a full-fledged school is not economically feasible or academically viable. Over a period of time, infrastructural and other facilities in schools have improved significantly but still a large number of primary and upper primary schools have to improve facilities required for smooth functioning of a school. Both the Central and State Governments have

initiated a number of programmes to improve facilities. One such programme is the Operation Blackboard (OBB), under which schools are provided with additional teachers, classrooms and teaching-learning equipment.

64. The number of primary schoolteachers increased from 538,000 in 1950–51 to 1.9 million in 1998–99, showing an increase of more than 3.5 times. During the same period, the number of upper primary schoolteachers increased 15-fold, from 86,000 to 1.28 million. During 1990–98, primary and upper primary schoolteachers increased by 288,000 and 205,000, respectively. The qualification required to become a primary or upper primary schoolteacher is generally 10 years of general education followed by one or two years of pre-service training. However, with the increased availability of higher secondary school graduates, many States have now increased these requirements, and pre-service training has become a pre-condition for recruitment. Teacher-pupil ratios at primary and upper primary levels of education were 1:42 and 1:37, respectively, in 1998–99. Over a period of time, the number of female teachers has also increased; in terms of percentages, female teachers increased from 15.24 and 15.12 in 1950–51 to 34.56 and 36.31 in 1998–99 at the primary and upper primary levels of education, respectively.²²

Enrolment trends

65. Considerable progress has been made in enrolment at primary and upper primary levels of education. Enrolment at the primary level increased from 97.4 million in 1990–91 to 110.9 million in 1998–99. Compared to the primary level, the growth in enrolment at the upper primary level has been more impressive and substantial, but it is still not enough to attain the goal of universal enrolment. From 34 million enrolment in the year 1990–91, enrolment at the upper primary level increased to 40.30 million in the year 1998–99.

Table 7.11: Growth in school enrolment in India

Year	Primary			Upper primary			High/Hr.Sec./Inter/ Pre-degree		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1991–91	57.0	40.4	97.4	21.5	12.5	34.0	12.8	6.3	19.1
1998–99	62.7	48.2	110.9	24.0	16.3	40.3	17.26	10.50	27.76

Source: *Quality Education in a Global Era, Country paper: India, MHRD, page 12*

66. The percentage share of girls to total enrolment, both at primary and upper primary levels, increased considerably and consistently between 1950–51 to 1998–99. However, girls' share in the total enrolment at upper primary level (40.50 per cent) continues to be lower than their share at the primary level (43.50 per cent).

67. At the higher secondary stage, the enrolment increased from 19.1 million in 1990–91 to 27.76 million in 1996–97. Girls constituted 36.2 per cent of the total enrolment in classes IX–XII in 1996–97.

68. There has been a sizeable expansion of student enrolment during the last 50 years at the university and higher education level. The number of students at the university stage, which stood at 0.2 million in 1950–51, increased to over six million by the end of the Eighth Plan. The

share of girls' enrolment in the total enrolment at this stage also increased significantly from a modest 13.7 per cent in 1950–51 to about 34 per cent in 1996–97. Moreover, total enrolment through distance mode of learning at the higher education level was 1.5 million in 1996–97. As in other sectors, there has been substantial growth of technical education during the post-independence period. The number of technical institutions at the first degree level increased from nine in 1950–51 to 418 in 1996–97. The output of engineering graduates increased from 2200 in 1951 to about 1,00,000 in 1997.

69. Gross enrolment ratios (GER) at the primary and upper primary levels improved between 1990–91 and 1998–99. The boys/girls differential in GER at the primary and upper primary levels declined significantly from 22 and 25 percentage points in 1990–91 to 18 and 16 percentage points in 1998–99.

Table 7.12: Gross enrolment ratio, all India level

Year	Primary		Upper primary	
	Boys	Girls	Boys	Girls
1990–91	98.1	75.9	79.8	54.6
1998–99	100.9	82.9	65.3	49.1

Source: *Quality Education in a Global Era, Country paper: India, MHRD, page 13*

In some States such as Mizoram, the GER is more than 100 per cent and this is because the enrolment consists of over-aged and under-age children, as well as children of migrants.

70. The net enrolment ratios (NER), which are obtained by disregarding the under-age and over-age children enrolled in classes I–V and VI–VIII, were lower than GER, both in case of boys and girls in 1997–98. The NER for boys and girls was 78 per cent and 64 per cent, respectively, at the primary level in 1997–98. The overall NER at the primary level was 71 per cent, which suggests that at least 29 per cent of children of the specific age-group 6–10 years, were out of school in 1997–98. Educationally backward States have lower NER than the all India average of 71 per cent.²³

Retention rates

71. At present, the retention rates are 60 per cent and 43 per cent, respectively, suggesting dropout rates of 40 per cent and 57 per cent at the primary and upper primary levels, respectively. Dropout rates for boys and girls were 38.62 per cent and 41.22 per cent, respectively, at the primary level in 1998–99 and 54.40 per cent and 60.09 per cent at the

Box 7.4: Minimum Levels of Learning (MLL)

This programme was introduced with the objective of specifying the competencies, which all primary school students should attain at the mastery level in language, mathematics and environmental studies, and to develop curricula and textbooks for these subjects. The first phase was implemented through voluntary organisations, research

institutions, SCERTs and District Institutes of Education and Training. At present, the programme is being implemented in 12 States through 200 DIETs. The MLL approach has been introduced in 50,000 schools in different States. It is now possible to direct effort and resources to schools where the levels of learning have fallen below the prescribed level.

Source: *Ninth Five Year Plan, Vol.II, pp. 108–110*

upper primary level. The transition/promotion rate at the all India level has improved significantly over the years. Sex-differential in transition rates decreased considerably during the period 1970–71 to 1997–98.²⁴

72. According to the Constitution of India, primary and elementary schooling are required to be provided free of cost to all citizens, implying that neither school enrolment nor continuation rates should differ across the States and socio-economic groups. The enrolment rate for rural areas as a whole is 71 per cent, with a gender disparity of 0.84, showing a deficit of 16 per cent for girls. As may be expected, enrolment rates are generally high in the southern and western States, with low gender disparity. Although the lowest level of enrolment was found in Bihar (59 per cent), Rajasthan stands out both in terms of the low level of enrolment (61 per cent) and a high level of gender disparity (0.54, showing a deficit of 46 per cent).²⁵

73. The enrolment ratios appeared to be moving towards net figures in 1998–99, these ratios being 81 for girls and 98 for boys at the primary level, and 50 for girls and 67 for boys at the upper primary stage. This was on account of improved enrolment at the right age and better retention.

Trends in access and retention

74. UEE has been accepted as the national goal. In pursuance of the Constitutional directive, and the need for provision of elementary education as a crucial input for nation building, the NPE, 1986, as revised in 1992, states that free and compulsory education of a satisfactory quality should be provided to all children up to the age of 14 years. Accordingly, the Ninth Five-Year Plan has envisaged UEE to mean universalisation of access, retention and achievement. At the primary stage, 94 per cent of country's rural population now have schools within a distance of one kilometre. At the upper primary stage, 84 per cent of rural population have schools within a distance of three kilometres. While the GER at the primary stage in the country as a whole and in most States exceeds 100 per cent, there are quite a few States where the ratio is considerably lower. These include Uttar Pradesh, Bihar, Rajasthan, Jammu & Kashmir and Meghalaya.²⁶ However, the Central/State Governments have tried to increase the accessibility of all children to education by addressing this problem with their programmes.

75. Maintaining a balance between demand and supply of schooling infrastructure through construction of schools and additional classrooms was a major thrust of DPEP. The ongoing and completed civil works (as in February 1999) would provide capacity to seat about two million children in DPEP districts. Similarly, improvements in the quality of infrastructure

Table 7.13: Distribution of teachers in elementary schools in the country

(in 100,000)

Year	Primary			Upper primary		
	Male	Female	Total	Male	Female	Total
1996–97	12.05	5.85	17.90	7.68	4.28	11.96
1997–98	12.29	6.43	18.72	7.75	4.37	12.12
1998–99	12.45	6.58	19.04	8.14	4.64	12.78

Source: Reply from NCERT, October 17, 2000

through the construction of additional toilets, provision of water supply and construction of boundary walls would contribute to improvements in school environment.²⁷

76. The effectiveness of the civil works programme under DPEP is captured through student: classroom ratio (SCR). The SCR for Phase I districts in 1998–99 was 38.7 as compared to 40.1 in 1995–96. Thus, the civil works have largely kept pace with the expansion of enrolment in Phase I districts. However, greater momentum must be built in Phase II districts, where the SCR for Phase II was 48.8 for 1998–99, a value higher by about 25 per cent than the corresponding average for Phase I districts.²⁸

77. Teachers and textbooks remain the most vital inputs for teaching-learning processes at primary stage. States have established different norms for provision of teachers. The pupil: teacher ratio (PTR) for Phase II districts was at 47.5 for 1998–99.²⁹

78. Some States are also experimenting with recruiting parateachers even in regular full-time primary schools. This aims at ensuring immediate availability of teachers and reducing the unit cost of primary education. Another important fact is that the teacher is also from the local community.³⁰

79. Under DPEP, there was a significant decline in single-teacher schools. For the Phase I districts, it declined from 18.4 per cent in 1995–96 to 13.7 per cent in 1998–99.³¹

80. In Gujarat, the main thrust is on providing access to schools. As of 31 March 2000, there were 35,975 primary schools in the State, out of which 29,635 were managed by local bodies (*Zilla Panchayats*). These local bodies are provided finances by the Government. There are 657 privately managed schools, which are funded by the State. The 29,635 *Panchayat* schools employ 170,282 teachers, and the private schools employ 28,125 teachers.

81. According to the Vision 2010 document on education and literacy, Gujarat has achieved the national norms of providing a primary school within one kilometre of every village and an upper primary school within three kilometre of every village. Also more than 70 per cent of the primary schools have an upper primary section, which compares favourably with the national norms. The pupil-teacher ratio is 42 : 1, as against the recommended 40 : 1.

82. New and improved methods of imparting primary and secondary education have been introduced with an emphasis on the child's age and stage of development. In primary schools, the focus is on joyful learning, the teaching is activity-based, and field experiences are encouraged. In secondary schools, lecture methods and demonstrations are used to impart education.

83. The main measures taken by the Government to reduce dropouts are counselling of parents by teachers, making schooling more attractive (especially in the DPEP districts) and providing incentives such as free uniforms and books. Various steps have been taken by the State Governments to reduce the dropouts in the last three years, such as:

- Appointment of *vidya sahayaks* (education assistants);
- Construction of classrooms;
- Construction of Girls' toilets;
- Upgrading lower primary schools;
- Providing alternative schools;
- Education of the disabled; and
- Promoting teacher training institute.³²

84. In Punjab, educational facilities at the primary level have been extended and upgraded by

providing buildings, furniture and upgradation of school laboratories. However, institutions for girls are fewer than those for boys. The State has already achieved the national target of one primary school within a one kilometre radius. Similarly, every village has a middle school within a radius of two kilometres, which again conforms with the target set by the Indian Government. At present, there are 12,925 Government primary schools and 79 aided schools functioning in the State.

85. In order to reduce dropouts and encourage regular attendance, the Punjab State Government has undertaken certain measures:

- Free education up to elementary level for all;
- Free education up to class XII for girls;
- Midday meal scheme, through which three kilo wheat per month is being provided to every child till primary level; wheat is being provided by the GOI through Food Corporation of India;
- Opening of primary schools; 50 new primary schools were established during the Eighth Five-Year Plan period;
- Upgradation of primary schools to middle standard. During the Eighth Five-Year Plan period, 1510 primary schools were upgraded;
- Additional facilities for upper primary schools. An amount of Rs 4.82 million has been provided under the Tenth Financial Commission for ensuring facilities to girl students; and
- Educational facilities for SCs and STs.³³

86. In Kerala, the total number of schools increased from 12,052 in 1994–95 to 12,306 in 1999. The infrastructure at the school level consisted of 6755 lower primary schools, 2966 upper primary schools and 2585 high schools in 1999. In addition, 73 high schools and 2241 primary schools have lower primary sections and 2046 high schools have upper primary sections. Thus, on an average, for every 3330 persons in the State, there is one lower primary school and for every 6462 persons one upper primary school.

87. There are eight Anglo-Indian high schools and 33 schools for the disabled. There were 185,000 schoolteachers in the State in 1999. The teacher-pupil ratio in Kerala was 1:29.³⁴

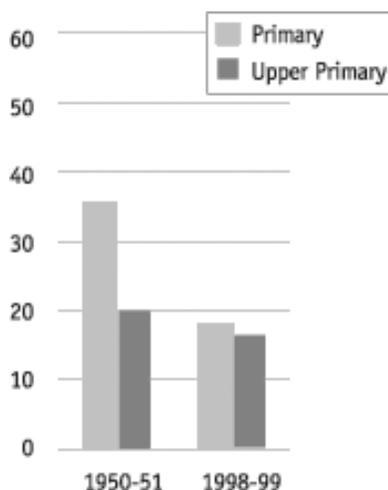
88. In Assam, accessibility to schools is difficult in the hilly regions. In other parts of the State, it appears quite satisfactory. There is one school in every village and only 6.73 per cent of students in the age-group of six to nine years are required to travel a distance of two kilometres from their residence to the school.³⁵

89. Under Operation Blackboard, a total of 14,013 posts have been created between the Sixth and Eighth Plan period. A total of 18,224 primary schools have been identified for building construction, out of which 4079 primary school buildings have already been constructed with two all-weather usable rooms at a cost of Rs 45,000 each.³⁶

Gender disparity in access

90. Gender disparities exist with regard to enrolment and retention. The enrolment of girls increased at the primary stages from 5.4 million in 1950–51 to 48.2 million in 1998–99, and that at the upper primary stage from 0.5 million to 16.30 million. The rate of growth of girls' enrolment is higher than that of boys. But disparities persist, as girls still account for only 43.5 per cent of the enrolment at the primary stage and 40.5 per cent at the upper primary stage. The dropout

Figure 7.3: Gender disparity in enrolment ratio



rate for girls is much higher than that for boys at the primary and upper primary stages.³⁷

91. In the sphere of education, development schemes based on positive discrimination have specially focused on improving enrolment and retention of girls. Central and State Governments have initiated a number of incentive schemes to reduce the inequities in access, retention and achievement. Similar schemes have been implemented for SC and ST students as well.³⁸

92. Education of girls has been high on the national agenda since Independence. Several strategies were adopted to promote education of girls as an integral part of the planned socio-economic development of the country. Theoretically, all formal and non-formal education and training programmes are open to women. In addition, provisions exist for the setting-up of exclusive institutions or separate wings for women/girls. Education is free for girls up to the higher secondary stage and several States have made it so right up to the university level. Besides free education for all children up to the age of 14 years, there are incentive schemes, like free noon meals, free books, free

uniforms and attendance scholarships for girls and children from disadvantaged groups.³⁹

93. Under the innovative and experimental activities, *angan pathshalas* have proved effective in attracting girls to primary schools. *Mahila sahyogis* have also proved useful in motivating girls to attend schools/*prehar pathshalas* (PPs) in remote areas. The integration of children with partial disabilities into day schools and PPs has been attempted on a pilot basis.

Role of private sector

94. Diversity in educational systems has always been accepted and acknowledged in the country. Educational efforts of individuals of vision, of community groups, of leaders of various social reform movements, as well as of the Government, have worked in tandem; communities have operated schools alongside Government schools, sometimes to offer education with particular ethnic, religious, political or other orientations. Thus, a pluralistic framework of education and a variety of delivery mechanisms within this have been in place for a long while. There is now a popular perception that increased parental demand for education will inevitably lead to a greater reliance on the private sector.

95. Several kinds of private schools exist in India. They are:

Private unaided schools (PUA): They are privately owned and funded, and rely more or less on user finance, unless they are schools which are run by philanthropic organisations. These schools are extremely heterogeneous and they supplement Government in providing education to the people.

Private aided schools (PA): These schools are funded almost wholly (90–95 per cent) by the Government but management is private. These schools have done great service in the field of education and have strong presence in some of the educationally more advanced States like Kerala and Tamil Nadu. The aided sector dominates school education in Kerala by managing nearly 60 per cent of total schools at the elementary level and accounts for 60 per cent of the expenditure by the State according to 1994–95 reports. In Tamil Nadu, too, aided schools accounted for about 20 per cent of elementary schools in 1993.

Religious, ethnic and linguistic schools: Schools have also been set up for providing education

facilities to particular ethnic, linguistic or religious groups. There are both aided and unaided schools in this sector. Within this sector, too, there is great heterogeneity and its size and scope is perhaps not fully understood.

Growth of private elementary schooling

96. According to NCERT surveys, the percentage of private schools in rural India is not significant. In urban areas, however, the size of the private sector, in particular of PUA schools, has grown perceptibly over time. In urban India, the growing demand for schooling has been largely catered to by PUA schools. Between 1986 and 1993 (the Fifth and Sixth Educational Survey reference years, respectively), in urban India nearly 51 per cent of the total increase in enrolment in elementary classes has been absorbed by the PUA school sector.

97. In rural areas, during the same period, only about 16 per cent of the increase in elementary enrolment has been accommodated by PUA schools. Considering that rural enrolment constitutes a little more than 70 per cent of total enrolment in elementary classes in India, Government schools still retain their dominance in the elementary education sector.

98. School-based surveys on private schools have been conducted by NCERT. Household surveys on the private sector in education have been conducted by NCAER in 1994 and NSSO in 1995–96, both focusing on participation in education. Some emerging trends are described below.

	1986	1999
Lower primary school	15,30,145	19,03,539
per cent increase	18.85	24.40
Higher primary school	10,11,049	12,77,904
per cent increase	24.12	26.39
Total (LPS+HPS)	25,41,194	31,81,443
per cent increase	20.89	25.09

Source: Status of Elementary Teachers of India, NIEPA

99. In urban Haryana and Uttar Pradesh, migration from Government to private schools is evident, since the enrolment in Government schools showed an absolute decrease. In Punjab, uncontrolled privatisation seems to be taking place in rural areas, whereas there is only a moderate change in urban areas. In urban Andhra Pradesh, there is increased privatisation but not so in rural areas. The privatisation tendency is also observable in Kerala, where, against a backdrop of absolute decrease in enrolment, the PUA enrolment shows a sharp increase.

100. Available evidence suggests that private schools have been expanding rapidly in recent years. They now include a large number of primary schools which charge low fees and have also apparently spread to rural areas according to both macro-level and micro-level data. It is the massive Government school system on which the poor still rely on, and even here the costs of schooling are often too much to sustain. The system has expanded to include lower socio-

economic groups, but is yet to retain desired levels of facilities and teacher strength. It is, therefore, important that the Government system is revitalised to fulfil its crucial role in the elementary education sector.⁴⁰

Quality of education

101. Teachers and textbooks remain the most important resource for primary education. In order to optimise the use of teachers for classroom teaching and learning processes, various State Governments have developed norms for posting of teachers in a school. To ensure that there are sufficient numbers of teachers in the school system, recruitment of teachers is being done on a large scale. Further, to enhance their competence, the scheme of restructuring and reorganisation of teacher education has been visualised, wherein emphasis is being laid on the strengthening of the institutional base of teacher training as well as taking up special programme for training of teachers in special areas.⁴¹

102. Teachers who serve the cause of EFA in India belong to five categories: (i) elementary schoolteachers serving in formal schools, (ii) para-teachers who assist the regular elementary schoolteachers, (iii) non-formal education (NFE) teachers, (iv) volunteers managing literacy/post-literacy centres and (v) *anganwadi* centres.⁴²

103. Under DPEP, teacher training is a continuous effort to reinforce pedagogical skills. From time to time in-service training and enrichment programmes are also organised for teachers. In DPEP districts, special packages for in-service teacher training have been developed and practically all the teachers have been provided one round of training in Phase I districts and the second round of training is in progress. A major focus of teacher training continues to be the evolution of strategies for teaching under multi-grade situations and activity-based teaching. Teacher training programmes are usually residential.⁴³

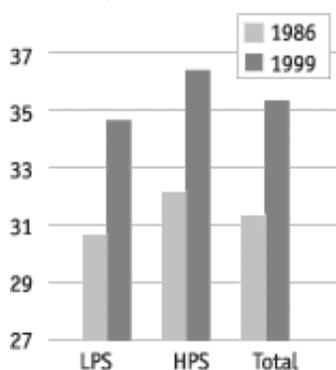
104. The programme approach as envisaged by the Joint GOI-UN System Education Programme envisages teacher training in a multi-grade context as one of its objectives. Multi-grade teacher training is a positive need, given the ground realities. Lack of teacher training in the multi-grade context results in unequal time distribution, inappropriate clubbing and adoption of improper and inefficient pedagogical techniques. Improving teaching methodology for multi-grade classrooms is to be attempted through pre- and in-service teacher development programmes, offered through district, block and cluster level institutions, including NGOs.⁴⁴

105. The course design for multi-grade teacher training should include:

- Demonstrations followed by practice;
- Preparation and use of competency-based teaching materials;
- Designing suitable timetable for different grades;
- Management of classroom-group methods;
- Peer group teaching;
- Communication skills;
- Evaluation techniques, and
- Gender sensitivity.⁴⁵

106. During 1998-99, a series of workshops were held at Mathura and Agra in Uttar Pradesh, with technical support from UNESCO. In these workshops, several suggestions were made which are now being incorporated in the teacher training modules.⁴⁶

Figure 7.4:
Percentage of female teachers
in primary schools



107. It has also come to the notice of educational experts, that in many cases, due to unavailability of female teachers, there is a decline in the enrolment of girls in the upper primary stages. To curb this trend, the OB scheme provided for increasing space for women in the teaching force.⁴⁷

Table 7.15: Percentage of female teachers in primary school

	1986	1999
Lower Primary School	30.56	34.55
Higher Primary School	32.08	36.28
Total	31.20	35.25

Source: Status of Elementary Teachers of India, NIEPA

108. The *Shiksha Karmi Programme* (SKP) in Rajasthan, aims at the universalisation and qualitative improvement of primary education in remote, arid and socio-economically backward villages, focusing primarily on girls. The project identifies teacher absenteeism as a major obstacle to achieving the goal of UEE. Under the SKP, regular teachers are replaced by local teachers who are less qualified but specially trained. To overcome the basic lack of qualifications, *shiksha karmis* are given intensive training through an induction programme, as well as periodic refresher courses. The project is being implemented by the Government of Rajasthan through the Rajasthan *shiksha karmi* Board (RSKB), with assistance from voluntary agencies.⁴⁸

109. Eleven teachers—two *shiksha karmis* from each school, including three women from Mia Ka Padla, Piprani and Ramgarh—with five–ten years of experience, were selected for an in-depth study which would look at their educational and social background, the nature and impact of pre and in-service training on their work, and their role as social workers.⁴⁹

110. Since the *shiksha karmis* belong to the same village and community, it is natural for them to have knowledge of the beliefs, values, customs, traditions, behavioural norms, taboos and cultural ethos. Further, a *shiksha karmi's* personal and family history is well-known to at least some members of the community. Thus, there is a historically established social link between the *shiksha karmi* and the community, and it is on the basis of this link that the community views him/her as a teacher. Even after becoming a teacher, he/she remains one of them and speaks their language in the widest possible sense.⁵⁰

111. Thus, the *shiksha karmi* occupies a strategic position between the school and community.

Box 7.5: Appointment of *vidya sahayaks*

After identifying teacher vacancies, the Government introduced the *Vidya Sahayak* Scheme in June 1998. A person who has undergone the primary teachers' training programme is given a five-year contractual appointment on a monthly honorarium of Rs 2500. These *vidya sahayaks* will be absorbed as fully paid teachers within five years. In order to ensure

transparency in the appointment, the vacancies are displayed in open camps, and the appointments decided in the presence of everyone in accordance with merit and other guidelines prescribed by the Government. As of March 31, 2000, 36,000 *vidya sahayaks* were in place, and another 16,000 are expected to be appointed by June 30, 2000.

Source: Gujarat State Report on CRC, Government of Gujarat

This situation also confers on the village education committee (VEC) and the community a power of social control over the *shiksha karmi*.

112. As opposed to the successful SKP of Rajasthan, a problem faced in the Indian education scenario comes from the direction for the SC and ST population, which constitutes 15.75 per cent and 7.76 per cent of the total Indian population, respectively. There is under-representation of teachers from these groups. It is more so at the upper primary stage than at the lower primary stage. Literacy level among SCs/STs is quite low, and teachers who have completed 10 or 12 years of schooling, which is the prescribed qualification across the States of India, are not available in adequate numbers.⁵¹

Table 7.16: Percentage of SC and ST teachers

		1986
Lower Primary School	SC	11.22
	ST	5.99
Higher Primary School	SC	8.60
	ST	4.61

Source: *Status of Elementary Teachers of India, NIEPA*

113. Teacher-pupil ratios in India were in the range of 41 to 44, during 1978 to 1999 at the Lower Primary Stage. In the Higher Primary Stage the range has been between 25 and 37, and has increased significantly. Teacher-pupil ratios based on enrolments would be misleading, as they will not take into account the effective enrolment, i.e., enrolments and net number of dropouts. Even if effective enrolments are considered, the ratios will be higher for two reasons:

- (i) Multi-grade teaching because of unviable schools: size of villages in many parts of India is so small that it is difficult to get a minimum of 30 children for each standard
- (ii) The prevailing ratios in advanced countries are comparatively quite low. They calibrate around 25 to 27 students per teacher without multi-grade teaching compulsions.⁵²

Table 7.17: Teacher-pupil ratios

Year	Primary	Upper Primary
1996-97	1:45	1:38
1997-98	1:42	1:37
1998-99	1:42	1:37

Source: *Reply from NCERT, October 17, 2000*

Institutes of education

114. The Regional Institutes of Education (RIEs) located in Ajmer, Bhopal, Bhubaneswar and Mysore provide in-service training support to State and district-level teacher training institutions in the school sector. To a limited extent, pre-service professional training to prepare schoolteachers for teaching science and mathematics, and for teacher educators at the elementary teacher training institutions, is also offered by the RIEs. A new North-East Regional Institute of Education (NE-RIE) was set up at Shillong in December 1995, to cater to the educational needs of the North-eastern States (Assam, Arunachal Pradesh, Meghalaya,

Mizoram, Manipur, Nagaland, Tripura and Sikkim). An enrichment course in psychology was organised for teacher educators teaching educational psychology in the District Institution of Education and Training (DIET).⁵³

115. The programmes and activities in teacher education generally focused on the development of capabilities in the States, to respond effectively to the training needs of the States, including training of personnel under the DPEP and another scheme, the Special Orientation Programme for Primary School Teachers (SOPT).

116. Under the centrally sponsored scheme of SOPT, the NCERT continued to fulfil its responsibility of providing academic support and monitoring SOPT programmes in different States. RIEs and field advisors supervise the SOPT programmes and provide the necessary inputs and on-the-spot guidance in their respective regions. During the year under report, about 0.3 million teachers were trained under the scheme. About 1.3 million teachers have been trained since the inception of the scheme in 1993–94.

117. A pilot project, In-service Primary Teachers' Training through Interactive Television (IPTT: ITV), is being implemented in Madhya Pradesh and Gujarat, in collaboration with the Department of Education and Telecommunications, UNESCO and the International Telecommunication Union (ITU), using the two-way audio and two-way video system with computer support. An orientation programme for the SCERT/State Institute of Education faculty and a training programme on qualitative research methods for Colleges of Teachers' Education (CTE) was also organised.⁵⁴

Table 7.18: Percentage of trained teachers

	1986	1999
Lower Primary School	86.66	93.69
Higher Primary School	87.33	87.48

Source: *Status of Elementary Teachers of India, NIEPA*

118. State investment in elementary education is an important determinant of teacher status. Specifically, the non-Plan expenditure of the States determine the salary scales awarded to teachers. Per-pupil expenditures across the States in 1995–96 show interesting insights. The expenditures are not strictly comparable. While Kerala, Himachal Pradesh and Haryana record high level of per-pupil expenditure, the expenditure is less in States like Karnataka, Orissa, Andhra Pradesh, Uttar Pradesh and West Bengal.⁵⁵

Quality improvement in higher education

119. A number of measures have been taken for the improvement of quality. These include the development of infrastructure, curriculum, human resources and research, in addition to the establishment of centres of excellence and inter-disciplinary and inter-institutional centres. The academic staff colleges conduct orientation programmes for training new teachers, as well as refresher courses in various disciplines for in-service teachers to enable them to update their knowledge.

120. To enrich the quality of higher education, a countrywide classroom programme was launched. Under this scheme, special programmes on various subjects are prepared and telecast for the benefit of students and teachers. Twenty-one centres have been set up to

produce special films, and a large number of videotapes are being produced for transmission on the national television network.

121. In Kerala, there is a strong demand for introducing new curriculum in the teacher training programmes conducted by DPEP.

122. The teacher-student ratio of 1:30 in Assam is better than in many other States in India. It is common knowledge that well-trained teachers are a must for improving the quality of primary education. Yet, a majority of the teachers are still untrained and the training of female teachers is also not up to the mark. Another major problem is the regular attendance of teachers, particularly in the hill districts and the *char* areas.

123. *Anandamoy Shiksha* (joyful learning) is part of the Universalisation of Primary Education (UPE) programme of the State and comes under the overall State Plan of Action for Children (SPAC). The focus of the project is on empowering teachers to face the critical challenge of ensuring attendance, retention and learning achievement of children over six-years of age, and creating a joyful atmosphere in the school. The project is a low-budget endeavour, determined to utilise the existing facilities to its maximum and use low-cost materials for improving teaching-learning situations. The community will be brought intimately into its fold to ensure a concerted effort of all concerned.⁵⁶

124. The Public Report on Basic Education, (PROBE) 1999, found in a study of educationally backward Hindi-speaking States, that even poor parents felt that it was important for children to receive a good education. The PROBE study also found that the causal relationship between child labour and educational deprivation is reversed—children work because they have dropped out of school, and not necessarily the other way round.

125. The teacher is the most important resource in quality education and the basic challenge is to provide teachers for all children and enhance the capability of these teachers to provide good quality education. According to the PROBE survey in five States of India, teaching took place only in half the schools visited. Moreover, teachers were also engaged in many non-teaching activities such as maintaining records and answering official letters. A useful step to increase the motivation of teachers and their performance is to select them from the community. The *siksha karmi* in Rajasthan proved to be effective in carefully identifying and training local village youth to take the place of absentee teachers who had abandoned remote, rural schools.⁵⁷

Educational interventions and their assessment

Early childhood care and pre-school education

126. In the Indian context, Universal Elementary Education is an immense challenge, given the fact that education has to reach all children. A very large percentage of children coming into schools now are expected to be from impoverished backgrounds and in all likelihood, first-generation learners.

127. Since the process of human development is characteristically cumulative, continuous and holistic in nature, the child's status *vis-à-vis* active learning capacity, on entry to the primary school, is influenced to a large extent by what the child actually brings with him/her to the school experience in terms of not only pre-literacy skills but also his/her nutritional status, health status, socio-economic status, extent of parental stimulation and overall quality of home and pre-school environment. It is, therefore, crucial to not only attend to the school

Box 7.6: Review of laws

The Government of Kerala introduced a new bill called the Kerala Early Childhood Care and Education Bill, 1999 to provide for better development and management of early childhood care and education in the State. Early childhood care and education means early stimulation programmes and early childhood programmes

intended for developing the health and maturational level of children up to the age of five years. Early stimulation programmes involve efforts to activate the child's early development by providing planned nurturing experiences which are in accordance with the child's maturational level.

Source: Kerala State Report on CRC, Government of Kerala

factors responsible for ensuring success in school but also to pay heed to the years of a child's life preceding his/her entry to school, which tend to determine the quality and extent of the child's response to school inputs.

128. In terms of psycho-social variables related to school readiness, research in the area of early childhood care and education (ECCE) has consistently shown that a very large percentage of children who are now coming into primary school, particularly in the wake of Education for All, are first-generation learners from poverty settings that do not provide them with the required stimulation in term of quality adult-child interaction and exposure to varied sensory stimulation and to provisions for play and learning.

129. A recent study conducted by NCERT in four regions of the country, on a sample of 1495 children admitted in class I, focused on assessing their levels of reading and writing readiness and readiness for learning mathematics. The study concluded that children who come directly to the primary school from their homes do not exhibit the desired levels of readiness, and the approach should, therefore, be to reach these children through good early childhood education programmes, while also making the schools ready to receive these children in terms of adding a school-readiness component to the curriculum for class I. A variety of schemes and programmes for early childhood care and education have emerged through Government and non-government initiatives (See Table 7.19).

130. The largest ECCE programme at present is ICDS. ECC and pre-school education under ICDS includes non-formal pre-school education, which is a crucial component of the package of services envisaged under ICDS. It aims at universalisation and qualitative improvement of primary education in remote and socio-economically backward areas, with special attention towards girls. The ECCE component of ICDS may well be considered the backbone of the ICDS programme, since all its services essentially converge at the AWC. It also provides for joyful play-way activity, sustained for three hours. It brings and keeps young children at the AWC and motivates both parents and communities. ECCE, as envisaged in ICDS, focuses on the total development of the child from unprivileged groups up to six years of age. ECCE, conducted through playway methods, aims at providing a learning environment for promotion of the social, emotional, cognitive, physical and aesthetic development of the child. Presently the ICDS provide services to 28.62 million children from 0-6 years in 4388 of the 5652 blocks of the country. It is proposed to extend the scheme to the entire country in the Tenth Five-Year Plan.

131. The ECCE component of ICDS is a significant input for providing a sound foundation for development. It also contributes to Universal Primary Education, by preparing the child for primary schooling and offering substitute care to the younger siblings, freeing the older ones—

Table 7.19: Coverage under various early childhood care and education schemes, 1996–97

Programmes	Number of centres	Beneficiaries coverage	Percentage of population covered in the age group 3–6 yrs.
ICDS (pre-school education age group 3–6 yrs.)	400,000	11,081,000	18.23
Early Childhood Education (ECE)	4,365	153,000	0.27
Crèches and day-care centres—age-group 0–5 yrs. (estimated coverage on the basis of 25 children per crèche)	14,313	310,000	0.52
Balwadis—age-group 3–6 (estimated coverage on the basis of 30 children per <i>balwadi</i>)	5,641	17,000	0.29
Pre-primary schools	38,553	194,000	0.33
Total	–	13,383,000	19.64

Source: Year 2000 Assessment: Education for All, Early Childhood Care and Education, Venita Kaul, MHRD and NIEPA, April 2000, page 17

especially girls—to attend school.⁵⁸ To foster this, improved coordination between the AWC and primary schools, in terms of timings, location and supportive linkages between *anganwadi* workers (AWWs) and primary schoolteachers, is being promoted.⁵⁹

132. The current Ninth Five-Year Plan has, under the respective plans for education and women and child development sectors, addressed the issue of early childhood care and education more exhaustively than the previous Plans. It has reaffirmed its priority for the development of early childhood services as an investment in the human resource development of the country. It has also emphasised the need to universalise ICDS as the mainstay of the Ninth Plan for promoting overall development of the child, particularly the girl child and as a support for women. The Plan also commits to strengthening the early

Box 7.7: Early childhood care and education: the context of the bill on the fundamental right to elementary education

The Constitution of India made a special provision under Article 45 relating to the Directive Principles of State Policy, imposing an obligation for free and compulsory education for children up to 14 years of age. The NPE, 1986/92, reiterated that free and compulsory education of satisfactory quality should be provided to all children up to the age of 14 years before we enter the 21st Century. The Supreme Court in its judgement in *Unni Krishnan vs. State of Andhra Pradesh* (AIR 1993 SC 2178) had again held that children of this country have a fundamental right to free education until the age of 14 years.

However, the Committee of Education Ministers, which was set up to examine the implication of making compulsory

education a fundamental right, have recommended that the Constitution be amended to make the right to free and compulsory education from 6–14 years of age, thus leaving out the children of 0–6 years of age.

Learning begins at birth, and the child's right to develop calls for meeting the basic needs for protection, health care, early stimulation and learning through exploration and discovery in a nurturing and safe environment. A major concern that emerges in the context of the 83rd Constitutional Amendment is that, the right of every child to quality early childhood care and education should be acknowledged along with that of elementary education.

Box 7.8: Conference on Early Childhood Care for Survival, Growth and Development

In order to facilitate the development of India's new strategy for young children, a Conference on Early Childhood Care for Survival Growth and Development was held from 3–5 October 2000, in New Delhi. The Conference coincided with the completion of 25 years of rich experience of the ICDS programme, a critical milestone, occasioning reflection upon past experiences and achievements, as well as challenges and opportunities that lie ahead.

The aims of the conference were to:

- Bring together national and international resource scientists and practitioners;
- Build on recent scientific advances and best practices to inform programme development in India;
- Offer the strategy to redesign the existing strategy for early childhood development in India, through both the ICDS network and a variety of other child care interventions and programmes, in the Government, voluntary and private sectors; and
- Facilitate participatory development of State approaches to promote early childhood care for survival, growth and development, focusing on children under three years of age.

Major recommendations of the conference

- Constitution of National and State Early Child Development Task Forces, bringing together all sectors

and partners to address health, nutritional, cognitive emotional and social needs of the younger child.

- Creating a national Early Child Care Code, which promotes care for the very young child as a societal norm;
- Updation of the National Policy for Children, in a rights perspective and with a focus on the very young child;
- Inclusion of early childhood care as an integral part of all training programmes for Panchayati Raj institutions, urban local bodies, women's development programmes;
- Redesign of ICDS, NHED component for *Mahila Mandals*, to a more comprehensive parenting support to both parents—mothers and fathers—including health, nutrition and psychosocial development;
- Development of State-specific training modules for AWWs and other child care workers, on early childhood care, under *Udisha*—25% State-specific training curriculum;
- Setting up of communication working groups in all States to promote changes in care behaviours for the very young child;
- Ensure integration of a focus on the very young child in the National Charter for Children and in the updation of the National/State Plans of Action for Children.

Source: Brochure on the Conference on Early Childhood Care for Survival Growth and Development, DWCD, MHRD, GOI

joyful period of play and learning in the young child's life and to ensuring a harmonious transition from the family environment to the primary school. It talks of promoting girls' participation through forging of linkages with primary education and strengthening the ECE component of the ICDS. In this context, it also mentions production of inexpensive play materials for children through use of local materials and talent and also through involvement of local school children who are expected to engage in socially useful productive work and social service activities as part of their curriculum. The Plan further stresses the encouragement of local-specific and community-based initiatives, particularly for opening of crèches and day-care centres attached to primary schools to promote participation of girls in schooling and involvement of women's groups in the management of ECCE programmes, particularly under the decentralised *Panchayati Raj* system. It also provides for encouragement, along with regulation, of the private sector and emphasises the need for advocacy for developmentally appropriate ECCE through effective use of the media. Recognising the need for institutional capacity, the Ninth Plan also commits to strengthening of resource groups for ECCE at national and State levels for providing professional support in ECCE. The plan for the DWCD has, while acknowledging the first six years of life to be critical, placed greater stress on reaching children below two years of age, and as a strategy, included the institution of a National Charter for Children.⁶⁰

Elementary education⁶¹

133. The recent initiative, *Sarva Shiksha Abhiyan* (SSA)—which will incorporate all existing schemes and programmes in the elementary education sector—will have a special focus on girls, children belonging to SC/ST communities, urban slum dwellers, and blocks with low female literacy. This scheme has been introduced to enable all children to enrol by 2003, and envisages an expansion of DPEP to cover the remaining districts in Uttar Pradesh, West Bengal, Orissa and Gujarat. With the launching of the new scheme, it is proposed to revamp the National Literacy Mission (NLM) with the objective of raising the literacy rate to 75 per cent by 2005. The plan allocation for elementary education has been enhanced to Rs 37.29 billion for 2000–01, from Rs 29.31 billion during 1999–2000.⁶² SSA has also identified 120 districts in non-DPEP States for programme implementation. Forty-two districts from DPEP Phase-I States have been identified for vertical expansion of primary education towards upper primary, covering the entire elementary education stage. It is likely that by the end of the Ninth Five-Year Plan, all districts in the country will be covered by the SSA.⁶³

134. In pursuance of the goal of UEE, several schemes such as OB, NFE, Restructuring and Reorganisation of Teacher Education, Nutritional Support to Primary Education, *Lok Jumbish* and *Shiksha Karmi* Projects are currently in operation. In order to bring every child of 6–14 years to school/education guarantee centre/back-to-school camp by 2003, the Government has launched the SSA in mission mode. These interventions have been discussed in paras 140 to 154.

135. Access to schools is no longer a major problem. At the primary stage, 94 per cent of the country's rural population now have schools within a distance of one kilometre. At the upper primary stage, 84 per cent of the rural population have schools within a distance of three kilometres. While the GER at the primary stage, in the country as a whole, and in most States, exceeds 100 per cent, there are quite a few States where the ratio is considerably lower. These include Uttar Pradesh, Bihar, Rajasthan, Haryana, Jammu & Kashmir and Meghalaya. At the upper primary stage, in addition to these States, Andhra Pradesh, Orissa and Sikkim have GER lower than the national average. In most of these States, literacy rates are also lower than the national average.

Gender disparity in education

136. While UEE is the ultimate goal, no strategy or programme of action can succeed without addressing gender and regional dimensions. Gender disparities are conspicuous in regard to enrolment and retention. Girls' enrolment has increased at the primary stages from 5.4 million in 1950–51 to 48.2 million in 1998–99 and at the upper primary stage, from 0.5 million to 16.30 million. The rate of growth of enrolment of girls has been higher than that of boys, but disparities still persist, as girls still account for only 43.5 per cent of enrolment at the primary stage. The dropout rate of girls is much higher than that of boys at the primary and the upper primary stages.

Education of Scheduled Castes and Scheduled Tribes

137. According to the 1991 census, the population of SCs was 138.22 million (16.48 per cent) and that of STs was 67.76 million (8.08 per cent of the country's population). The enrolment of children belonging to SCs and STs has increased considerably at the primary stage because of the affirmative policies of the Government. The participation of SCs and STs is now more or less

in proportion to their share in population at the primary level. Dropouts, though declining over the years, are significantly large. Gender disparities are very conspicuous among SCs and STs.

Minimum Levels of Learning (MLL)

138. India is one of the few developing countries which took an initiative in 1991 to lay down minimum levels of learning to be achieved at primary stage. This new approach integrates various components of curriculum, classroom transaction and evaluation, and teacher orientation. The first phase of the programme was implemented through 18 voluntary agencies, research institutions, SCERTs, etc. The results of these projects show significant improvement in learning achievements of schoolchildren.

139. The State Governments have introduced MLL in most of their primary schools, including local body/private schools. DPEP has adopted MLL as a major strategy to improve the quality of primary education. The NFE programme is also adopting MLL wherever appropriate. Introduction of learning competencies for various subjects taught at the upper-primary stage is under consideration. NCERT has undertaken an intensive curriculum review to meet the needs of excellence with equity. It has now been decided to upgrade the MLL programme through institutional mechanism throughout the country. The national resource institutes like the NCERT, RIEs, SCERT and DIETs are being networked for this purpose. Curriculum revision, rewriting of textbooks to make them competency based, enhancing their pedagogical value, and training of teachers in the classroom process are the major activities being undertaken.

Some recent initiatives

Sarva Shiksha Abhiyan

140. *Sarva Shiksha Abhiyan* (SSA) has the central objective of mobilising all the resources—human, financial and institutional—necessary for achieving the goal of UEE. On the recommendations of the Conference of Education Ministers, a National Committee of State Education Ministers was constituted under the chairmanship of the Minister of Human Resource Development, to develop the structure and outline of implementing UEE in a mission mode.

141. Based on the suggestion of the above Committee, this Ministry is launching SSA to incorporate all the existing schemes and programmes in the elementary education sector. SSA is a holistic and convergent approach to implement UEE in a mission mode with a clear district focus. The objective of SSA is to provide quality elementary education to all children in the age group of 6–14 years by 2010. There will be special focus on girls, children belonging to SC/ST communities, urban slum dwellers, and low female literacy blocks.

National programme of media publicity and advocacy of universalisation of elementary education

142. In order to build up public opinion and mobilise social support, this programme has been included in the Ninth Five-Year Plan.

143. It is envisaged that the programme would facilitate social mobilisation and environment building for operationalising the proposal to make elementary education a fundamental right. It has been decided that this programme would be implemented as part of the new scheme, SSA.

Lok Jumbish

144. An innovative project called *Lok Jumbish* (LJP—People’s Movement for Education for All), with the assistance from the Swedish International Development Authority (SIDA), was undertaken in Rajasthan in 1992. The basic objective of the project is to achieve education for all, through people’s mobilisation and participation.

145. The aims and objectives of the project are:

- Access to primary education for all children up to 14-years of age;
- Assurance that all enrolled children attend school/NFE centre regularly and complete primary education;
- Creation of necessary structures, and setting in motion processes which would empower women and make education an instrument of women’s equality;
- Pursue the goal of equality in education;
- Necessary modifications in the content and process of education so that children learn to live in harmony with the environment; and
- Effective involvement of the people in the planning and management of education.

146. The project has covered 75 blocks in Rajasthan and its achievements include environment building activities in 8675 villages and completion of school-mapping exercise in 6954 villages. Five hundred and twenty-nine new schools have been opened, while 268 primary schools have been upgraded. An innovative and successful NFE programme, called *Sahaj Shiksha Programme* (SSP), launched by LJP, has spread to more than 3000 centres. This programme caters to dropouts and out-of-school children, especially girls. It works with the community; and has resulted in an increase in the learning ability of students. LJP has been able to set up innovative management structures, incorporating the principles of decentralisation and delegation of authority, as well as building partnerships with local communities and the voluntary sector. Community mobilisation and school-mapping exercises have shown good results and provide the basis for opening of new schools, *Sahaj Shiksha* centres and building a community-centred development programme. LJP has made a positive contribution to quality improvement through the development of improved MLL-based textbooks from Classes I–IV, which have been streamlined in all schools of the Government of Rajasthan. It has also set up vibrant block and cluster resource groups for providing academic supervision, as well as a regular and renewed training of primary school teachers. A renewed teacher training strategy in a cascade model is being implemented successfully.

Box 7.9: *Muktangan* (open courtyard education)

This innovation was started under *Lok Jumbish* in two blocks—Kishanganj or Baran district and Kota of Udaipur district, so that children may get education at any time in the day. At present, 37 *muktangans* are running with 2308 enrolled children (including 999 girls).

Source: Rajasthan State Report, Government of Rajasthan

Operation Blackboard

147. In pursuance of NPE, 1986, the scheme of Operation Blackboard was launched in 1987–88 with the aim of improving the human and physical resources available in the country’s primary schools as on 30 September, 1986.

148. During the Eighth Five-Year Plan, the scheme was revised in 1993–94 and extended to

provide a third classroom and a third teacher to primary schools, where enrolment exceeds 100 students. It was also extended to cover teaching-learning equipment and additional teachers in upper-primary schools. The scheme is being implemented through the State Governments, with 100 per cent assistance from the Centre, towards salary of additional teachers and provision of teaching-learning equipment. Under the scheme of Operation Blackboard, construction of school buildings is the responsibility of the State/UT Governments. However, in consultation with the Department of Education, the Ministry of Rural Areas and Employment has worked out a formula to set aside funds for the construction of school buildings.

Teacher education, 1999–2000

149. As envisaged in NPE and the POA, the Centrally Sponsored Scheme of Restructuring and Reorganisation of Teacher Education was taken up in 1987 to create a viable institutional infrastructure, and academic and technical resource base for orientations, training and continuous upgradation of knowledge, competence and pedagogical skills of schoolteachers in the country. The scheme envisages setting up of a District Institute of Education and Training in each district to provide academic and resource support to elementary schoolteachers and non-formal and adult education instructors. It also envisages establishment of Colleges of Teachers' Education/Institutes of Advanced Studies in Education to organise pre-service training for secondary teachers and provide extension and resource support services to secondary schools. Institutes of Advanced Studies in Education are also expected to engage in advanced level fundamental and applied research, especially of an inter-disciplinary nature, and provide academic guidance to District Institute of Education and Training and support services to Colleges of Teachers' Education. Four hundred and fifty-one District Institutes of Education and Training, Seventy-six Colleges of Teachers' Education and Thirty-four Institutes of Advanced Studies in Education have been established under the scheme till the end of 1998–99.

150. State Governments have realised the critical role of District Institute of Education and Training in the development of teacher education at the grassroot level and in implementation of new educational initiatives. These institutions have been identified as the principal technical and professional resource institutions in DPEP districts. The progress of implementation of the scheme is being monitored through quarterly progress reports furnished by the States. Information received from States is analysed. States are suitably advised to take necessary action, wherever warranted, for expediting completion of civil works, filling up of posts and organisation of pre-service and in-service training programmes for elementary schoolteachers. The scheme also envisages strengthening of SCERTs; orientation of schoolteachers in the use of OB materials and implementation of MLL strategy with focus on teaching of languages, maths and environmental studies; and strengthening of departments of education in the universities through the University Grants Commission (UGC).

151. Over the years, India has developed a multi-tier infrastructure for teacher education. At the national level, NCERT leads the country in designing quality instructional material on teacher education and providing training through innovative programmes. The Indira Gandhi National Open University (IGNOU), through its School of Education, offers teacher education programmes in the distance mode. SCERTs and SIEs are the State counterparts of NCERT in

providing direction and leadership for reforms in school education, including teacher education. Twenty SCERTs have received central assistance under the Teacher Education Scheme. Special emphasis is being laid during the Ninth Plan on strengthening teacher education in North-eastern States. A diploma programme in primary education (DPPE) by IGNOU, in collaboration with NCERT, is on the anvil to remove the backlog of untrained teachers in the North-east. North-eastern States have also been asked to conduct short-term induction programmes for untrained teachers in DIETs and other teacher training institutions before the untrained teachers are actually assigned teaching work in schools. A proposal for setting-up of the Regional Committee of the National Council for Teacher Education (NCTE) in the North-east is also under consideration.

152. The Distance Education Programme of DPEP, which is a joint collaborative project of IGNOU and NCERT, is also involved in training of teachers and educational personnel using the distance mode. Multimedia packages, including print and audio-visual materials for training of teachers are prepared under this programme. One-way audio and two-way video tele-conferencing has also been utilised for training of teachers in DPEP States through provision of dish receiving system (DRS) in the DIETs of some of the DPEP States. The NFE scheme will become part of SSA under the Education Guarantee Scheme (EGS) and Alternative Innovative Education (AIE).⁶⁴

National Council for Teacher Education (NCTE)

153. NCTE was established as a national level statutory body by the GOI on 17 August 1995. The main objectives of the Council are to achieve planned and coordinated development of the teacher education system, and regulate the proper maintenance of norms and standards of teacher education. Some of the other major functions of the Council are laying down of norms for various teacher education courses, recognition of teacher education institutions, laying down of guidelines in respect of minimum qualification for appointment of teachers, surveys and studies, research and innovations, prevention, etc. Four Regional Committees for the northern, southern, eastern and western regions have been set up at Jaipur, Bangalore, Bhubaneswar and Bhopal, respectively. These Regional Committees consider the applications of teacher education institutions for recognition/permission in accordance with the provisions of the Act.

154. The Council has laid down norms and standards for pre-primary, elementary and secondary level teacher education institutions and B.Ed., through the distance mode. The task of preparation of a new curriculum framework for teacher education at various stages was completed during the year, 1998–99, after detailed exercise of consultations with eminent educationists and teacher educators and organisation of a series of seminars. One of the major achievements of NCTE, during the short period of its existence, has been the publication of monographs, reports and self-learning modules for teacher educators and teachers during the year 1998–99. The publication brought out by NCTE provides a comprehensive view on several important aspects of teacher education.

Non-formal education programme

155. In pursuance of the directive under Article 45 of the Constitution, the NPE, 1986, envisages a large and systematic programme of non-formal education (NFE) as an integral component

of the strategy to achieve UEE. It caters to children who remain outside the formal system of education due to various socio-economic constraints. The scheme has been in operation since 1979–80 and focuses on children in the 6–14 years age-group who have remained out of the formal schooling system. It lays emphasis on organisation, flexibility and relevance of curriculum, and diversity of the learning activity to suit the needs of learners. The scheme primarily covers the educationally backward States of Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal. It also covers urban slums, hilly, desert and tribal areas and areas with a concentration of working children in other States. Special emphasis is laid on girls, working children, and those belonging the SC and ST communities.

156. At present, there are 297,000 NFE centres, covering about 7.42 million children in 24 States/UTs. While 238,000 centres have been sanctioned to States/UTs (of which 118,000 centres are exclusively for girls), 58,788 centres are run by 816 voluntary agencies. The performance of the scheme has been reviewed and a decision has been taken to incorporate the following features into the scheme:

- All habitations that do not have an elementary education centre within a radius of one kilometre will have one at the earliest;
- The quality of NFE will be upgraded to a level matching the formal education system;
- The local community will be more active in the implementation of the scheme;
- It will provide instructors with enhanced honorariums;
- As part of the scheme, an elaborate school-mapping exercise will be undertaken; and
- It is part of the large, more holistic programme for UEE, namely, SSA.

National Bal Bhavan

157. National *Bal Bhavan* (NBB) formerly *Bal Bhavan* Society, India, New Delhi, was established by the GOI in 1956, at the initiative of Pandit Jawahar Lal Nehru. An autonomous institution, fully funded by the Department of Education, NBB has been working towards enhancing creativity amongst children in the age-group of 5–16 years, especially from the weaker sections of the society. The programmes for children are so designed as to explore the inner potential through participation in creative and performing arts, environment, astronomy, photography and science-related activities. NBB thus aims at the all-round growth of children in a free and happy atmosphere, and encourages them to develop a scientific temper.

158. National *Bal Bhavan* organises summer programmes for children, wherein workshops on miniature painting, machine modelling, development of low-cost scientific models, toys and games, creative arts, screen printing, etc., are arranged. Environment-related activities form an integral part of the innovative, creative and meaningful programme organised by NBB throughout the year. A Cultural Craft Conservation Convention was organised in June 1999 with well-known folk artists. A number of camps such as publication camp, literacy camp and computer awareness camp were also organised this year. At the local level, *Bal Shree* Camps were organised in July 1999, for the children of age group 9–16 years, to honour creative children. The National Children's Museum with galleries on *Gaurav Gatha*, *Hamara Bharat Mahan* and *Surya*, displaying, children's creative work, attracted 5536 visitors. An inter-State camp was held at Jawahar Bal Bhavan at Pondicherry. An Indian delegation participated in the International Children's Camp at Nairamadai (Mongolia) in August 1999, under the cultural exchange programme.

National Programme for Nutritional Support to Primary Education

159. The National Programme for Nutritional Support to Primary Education (NPNSPE): Popularly known as the Midday Meal Scheme (MDM), this programme was launched on 15 August 1995. The programme is designed to give a boost to UPE by impacting upon enrolment, attendance, retention and the nutritional needs of children in primary classes. The programme aims to cover all Government, Local Body and Government-aided schools. Central support under this programme is to provide foodgrains, free of cost to children at the rate of 100 grams per school per student in States where cooked meal is provided, and three kilos per month per child where foodgrains are being distributed, subject to minimum 80 per cent of attendance. All States except Gujarat, Kerala, Orissa, Tamil Nadu, Madhya Pradesh (174 tribal blocks) and Pondicherry distribute foodgrains. The programme has been evaluated recently in 10 States by an independent agency. The findings state that while the programme has given a boost to enrolment in Assam, Madhya Pradesh, Uttar Pradesh and West Bengal, it has had a positive impact on attendance and retention in Gujarat, Haryana, Jammu & Kashmir, Karnataka, Orissa and Rajasthan.

Shiksha Karmi Project

160. The *Shiksha Karmi Project* (SKP) aims at universalisation and qualitative improvement of primary education in remote, arid and socio-economically backward villages of Rajasthan, with primary attention on girls. The project identifies teacher absenteeism as a major obstacle in achieving the goal of UEE. It was realised that a primary school in a remote village, with a non-resident teacher often tended to become dysfunctional, and both parents and children failed to relate to such an institution, leading to high dropout rates. Under SKP, regular teachers are replaced by local teachers who are less qualified but specially trained. A *shiksha karmi* (SK education worker) is a local person with a minimum educational qualification of Class VIII for men, and Class V for women. To overcome the basic lack of qualifications, *shiksha karmis* are given intensive training through induction programme as well as periodic refresher courses. The project is being implemented by the Government of Rajasthan through the Rajasthan *Shiksha Karmi* Board (RSKB) with assistance from voluntary agencies. The RSKP has a Governing Council and an Executive Council.

161. NGOs and the community play a pivotal role in the implementation of SKP. Village education committees (VECs) have contributed to the improvement of school environment, augmentation of infrastructure and facilities, and greater enrolment of children through school-mapping and micro-planning in the *Shiksha Karmi schools*. Enrolment of girls, and their attendance and retention in primary schools are serious challenges in achieving UEE in Rajasthan. SKP aims at addressing these through decentralised initiatives involving the community. At the grassroot level, *panchayat samitis*, *shiksha karmi sahyogis*, subject specialists of NGOs, *shiksha karmis* and the village community constantly interact with each other to achieve the aims of the project.

Prehar Pathshalas (PPs)

162. *Prehar Pathshalas* (school of convenient timings), under SKP, provide educational programmes for out-of-school children who cannot attend regular day schools due to their preoccupation at home. In PPs, condensed formal school curriculum and learning materials are followed. At present 22,359 girls who constitute 71 per cent of learners in PPs are benefiting

Box 7.10: Innovative strategies in Rajasthan

Rajasthan is situated in the north-western part of India. With an area of 342 thousand square kilometres, it is the second largest State in India. The area of Rajasthan is nearly equal to that of countries like Norway, Poland and Italy, but the size of population is about 8–10 times more than the population of these countries. The State had an estimated total population of 52 million in 1999. The growth rate of population has been conspicuously higher than the national average. Between 1951 and 1991, the population has recorded an almost three-fold increase. Even then the density of population at 154 persons per square kilometre is significantly lower than the Indian average of 299 persons per square kilometre. Administratively, the State is divided into 32 districts, which are further sub-divided into 237 development blocks.

The educational backwardness of Rajasthan can be ascribed partly to its harsh geography and scattered habitations. Its feudal society imposes a low status on women. Access to education is limited because of both inadequate facilities and social customs. Efforts based on conventional approaches have failed to overcome these problems. Innovative flexible programmes which address the needs of the diverse areas and communities had to be conceptualised. SKP and *Lok Jumbish* (LJP) are two such programmes, which have successfully worked on a fairly large scale in the State. The approach followed by both these programmes is process-based, incorporating components such as participatory learning, partnership with NGOs, flexibility of management, creation of multiple levels of leadership and integration with mainstream education.

The success of SKP and LJP may be ascribed to many factors and strategies. Some of these are:

- *Collaborative model with autonomy and linkage of implementing structure:* SKP and LJP are strategically based on collaborative models with four sets of actors: (i) villagers, (ii) grassroot workers, who are capable of local mobilisation and flexible, creative ways of planning, management and teaching; (iii) Government of Rajasthan, with the support of the GOI, which provides the wherewithal and machinery for scale and sustainability; (iv) academics and NGOs, who facilitate the training and curriculum development, make mid-term corrections and guide the revisions in planning. The autonomous bodies, *Shiksha Karmi Board* (SKB) and *Lok Jumbish Parishad* (LJP), have both the space and stability to devise, implement and monitor, while at the same time, the Government has the

responsibility to fund the programme and the authority to intervene in the delivery system. The State-level resource institutions, local voluntary organisations, district level officials, *Sandhan* and IDS, block and panchayat samiti members are all linked together in a web and a delicate balance is maintained between autonomy and linkage.

- *Giving recognition to the talent and emphasis on continuous training of workers and teachers:* Appointment in various positions under SKP and LJP has not been identified with employment schemes. Rather, the potential that lay under the apparent ordinariness of the unemployed and underemployed youth has been recognised, nurtured and supported through a network of institutions. For maintaining the motivation, SKP and LJP devote tremendous time, energy and effort in providing continuous training and support to the staff at all levels. This has enabled them to perform up to the high expectation of the community.
- *Using new vocabulary for altered functions:* In order to enable the functionaries to internalise new shifts in the way of functioning, SKP has initiated the use of fresh vocabulary, giving new role descriptions, such as *shiksha karmi*—education worker rather than *gram shikshak*—village teacher; *shiksha karmi sahyogi* rather than supervisor, and so on.
- *Limited claims and demonstration of results:* SKP and LJP were modest in aim and gradual in practice, with the approval of the concerned community as a constant principle.
- *Willingness to learn from others:* SKP and LJP have shown a welcome ability to learn from contextual experiences and to work in coordination with holistic initiatives.
- *Incentives and career opportunities of SKs and other staff:* To be a *shiksha karmi* (SK) itself brings prestige and a special position to the person in the community. Although appointment of SKs are not identified with an employment scheme, appropriate financial and career incentive schemes have been introduced.

From the insight of success of the two specific projects meant for achieving the goals of UPE, what appears important is to understand and recognise the factors which have contributed to the innovations in education in Rajasthan—the creativity, vision, optimism and faith of the people concerned. These have been complemented by conceptual clarity, emotional strength, and investment of the time of many qualified, talented and warm people.

from this facility. Among other innovative and experimental activities, *Angan Pathshalas* have proved effective in attracting girls to primary schools. *Mahila sahyogis* have confirmed their utility in motivating girls to attend schools/PPs in remote areas. Integration of children with partial disabilities into day schools and PPs have been attempted on a pilot basis.

163. There are in-built monitoring processes at village, block, headquarter and State levels. There is a provision of joint biannual reviews by the international agency concerned, the GOI and the Government of Rajasthan and independent evaluation by teams consisting of national and international experts. It has been the practice to conduct mid-term review/evaluation through interactions with all functionaries and beneficiaries. Expert studies have revealed that academic attainments of primary schoolchildren in the SKP areas are generally better than neighbouring schools managed by the PRIs.

164. SKP has emerged as a unique instrument of human resource development. It has enabled rural youth, with inherent talent and potential, to blossom into confident para-professionals with self-respect and dignity. There has been a six-fold increase in the enrolment of children in the schools taken over by the project. A significant number of children covered by SK schools are from among SCs/STs. The project now covers 2715 villages in 146 blocks in Rajasthan and 6285 *shiksha karmis* provide primary education to 216,000 children in day schools and PPs. The experience of SKP demonstrates that the motivation of *shiksha karmis* working in difficult conditions can be sustained over a longer period of time by recurrent and effective training, sensitive nurturing, community support, regular participatory review, and problem solving. The success of SKP has brought to it national and international recognition. The second phase of SKP came to an end on 30 June 1998.

District Primary Education Programme (DPEP)

165. DPEP is a centrally sponsored scheme providing special thrust to achieve UPE. The programme takes a holistic view of primary education development and seeks to operationalise the strategy of UPE through district-specific planning, with emphasis on decentralised management, participatory processes, empowerment and capacity-building at all levels.

166. The programme is structured to provide additional inputs over and above the provisions made by the State Governments for elementary education. It fills in the existing gaps in the development of primary education and seeks to re-utilise the existing system. DPEP is a contextual programme and has a marked gender focus. The programme components include construction of classrooms and new schools, opening of non-formal/alternative schooling centres, appointment of new teachers, setting up of block resource centres/cluster resource centres, teacher training, development of teaching-learning material, research-based interventions, special interventions for education of girls, SCs/STs, etc. The components of integrated education for children with disability and a distance education component for improving teacher training have also been incorporated in the programme.

167. The programme which was initially launched in 1994 in 42 districts of seven States, has now been extended to cover 219 districts of 15 States, namely, Assam, Haryana, Karnataka, Kerala, Maharashtra, Tamil Nadu, Madhya Pradesh, Gujarat, Himachal Pradesh, Orissa, Andhra Pradesh, West Bengal, Uttar Pradesh, Bihar and Rajasthan. Further expansion of DPEP to eight districts of Orissa, six districts of Gujarat and nine districts of Rajasthan is being envisaged.

168. The programme is supervised through periodic supervision missions. So far, five internal

supervision missions and 10 joint supervision/review missions (comprising representatives of GOI and external funding agencies) have been carried out. The first phase of the programme, which was launched in November 1994 in 42 districts in seven States, was subjected to an in-depth review during September-October 1997. The second in-depth review was conducted in November 1999. Consequent reviews and evaluatory studies have revealed that the programme has resulted in a significant increase in enrolment, improvement in learning achievement, and reduction in repetition rates/dropouts, with increased community involvement and improvements in classroom processes. Following are the major achievements of DPEP.⁶⁷

- In addition to universalising access to about 300,000 formal schools existing in DPEP areas, DPEP has added 8000 new formal schools, and another 15,000 are in the pipeline. Thirty-eight thousand alternative schooling centres of various kinds have been set up and about 75,000 more are planned. In addition, about 16,000 summer schools are functioning annually.
- In Phase-I districts, where the programme has been under implementation for five years, a compound annual growth rate of 6.2 per cent in enrolment has been reported during 1995–1998, as against zero overall enrolment growth in the country during the period.
- The average GER in these districts stands at 99.7. Assuming the contribution of unrecognised schools at 8–10 per cent, the GER would be around 107. The enrolment, thus, is near universal, as compared to about 84 per cent in 1995 (accounting only for formal recognised schools).
- In Phase-II/III districts, where the programme has been under implementation for about two years, an overall increase of 2.55 per cent has been reported in unrecognised schools in the study during 1997–98. However, household survey data, sample studies as well as field visits indicate a higher growth.
- The average GER in Phase-II/III areas as reported in the study is 85. This data, however, does not include unrecognised schools' contribution and has its limitations as explained earlier. Moreover, this data is one year old. The situation in the field is changing very fast. Sample studies in two backward districts of Uttar Pradesh, conducted by Development and Research Services (DRS), New Delhi, early this year indicated that the GER is 102–103 and NER 73–80, the contribution of private unrecognised schools being 6–8 per cent in the two districts.

Gender Gap

- Gender gap in enrolment is closing rapidly. Enrolment of girls has been faster than that of boys. As per the study, index of gender equity (IGE) in 23 districts, as against 15 in 1995, out of the 42 Phase-I districts is above 95 per cent, which is the goal to be achieved by the end of the project period. One district has IGE below 85, as against six in 1995.
- Out of 75 districts in Phase-II/III covered in the study, 35 have IGE greater than 95, as against 31 in 1997, and eight have IGE less than 85, compared to 14 in 1997.

Repetition rates, dropout and internal efficiency

- Overall repetition rate of children has shown a perceptible decline in Phase-I areas. The average repetition rate, which was 7.5 per cent in 1995, has been reduced to 5.2

per cent in 1997, representing a drop of 30 per cent. For Phase-II/III areas, the data is not amenable to calculation of change in the rate. The rate stood at 8.8 per cent in 1997. The relatively higher repetition rate in these areas is explained by the fact that most of the districts in Phase-II/III are in educationally very backward and challenging areas in Orissa, Uttar Pradesh, Bihar and Madhya Pradesh.

- The study on dropout-rates and internal efficiency could focus only on Phase-I districts, in the absence of data for consecutive years for subsequent phases. The decrease in dropout-rates has been in the range of 4–20 percentage points, and now stands at 17–31 per cent in most of the districts.

Learning achievement

- Under the aegis of DPEP, NCERT conducted baseline achievements surveys (BAS) in 219 districts spread over 15 States during 1994-1999. The district wise average achievement of learners at the end of the initial stage of primary schooling i.e., Class 1, varied from 26.2 percent to 82.1 percent in language and from 25.8 percent to 78.37 percent in mathematics. At the end of the penultimate stage of primary school i.e., Class III-V, the district-wise average achievements of learners varied from 19.16 percent to 52.02 percent in language and from 17.5 percent to 55.64 percent in mathematics. Further, during 1997-2000, NCERT conducted mid-term achievements survey (MAS) in 118 districts of 12 States. During MAS the district-wise average achievements of learners at the end of Class I varied from 42.61 percent to 88.87 percent in language and from 36.51 percent to 87.25 percent in mathematics. MAS has revealed that while the performance of students at the initial stage has registered a significant improvement in a large number of districts, the performance at the end of the penultimate stage has not been encouraging.⁶⁸

Improving classroom situation

- Improving classroom processes is the cornerstone of the DPEP strategy. Adequate availability of teachers, their competence and motivation, availability of quality teaching-learning materials and other infrastructural facilities are the key elements of this strategy.
- A study on teacher attendance in two districts each in Madhya Pradesh and Uttar Pradesh, by the Development and Research Services (DRS), New Delhi, has reported the attendance rate between 78 to 86 per cent.
- All the 850,000 teachers in the DPEP system have received in-service training, majority of them more than once. Generally, the teachers receive 5–10 days of training every year.
- The textbooks also have been developed in all the States though local resource groups and in decentralised mode, as the study on textbooks will show. A sum of Rs 500 per teacher per annum, known as teacher grant, which enables them to make locally relevant teaching-learning materials, has also been of considerable help.
- The distance education component is also playing its due role by providing materials in video and audio forms at resource centres and by telecasting supportive lessons for teacher educators, teachers and children.

- The package of strategies for teacher empowerment and improving classrooms has immensely contributed to promotion of child-centred, joyful learning approach. The study on pedagogical strategy corroborates this.

Community involvement

- The strategy of constituting VECs with participation of weaker sections, giving them adequate training, involving them in construction and entrusting them with utilisation of the school grant of Rs 2000 per school per annum, and decentralising some of the school management responsibility to them has helped a great deal.

School building reforms

- School building has traditionally been looked at only in terms of brick and mortar. The experience in all DPEP areas has shown that during these five years, buildings based on new designs have emerged, which have promoted aesthetics, functionality and use of local materials. The exercises in renewal and reform have brought down cost substantially and have involved the community, thereby improving the sense of ownership of the schools and generating contributions from the community.

*Secondary education*⁶⁷

169. Secondary education serves as a bridge between elementary and higher education and prepares young persons in the age group of 14–18 years for entry into higher education. Secondary education starts with classes IX–X, leading to the higher secondary Classes of XI–XII. The child population at the secondary and senior level, as projected in 1996–97 by NSSO has been estimated at 96.6 million. Against this, the enrolment figures of 1997–98 show that only 27 million were attending schools. Thus, two-thirds of the eligible population remain out of the school system. At present (1998–99), there are 110,000 secondary-level institutions to accommodate these children. With emphasis on UEE and programmes like DPEP, the enrolment is bound to increase and we may require more than 200,000 additional institutions at the secondary level.

170. Secondary school education is being assisted by the many autonomous institutions which function under the management and guidance of the Department of Education, such as:

- National Council of Educational Research and Training (NCERT)
- Central Board of Secondary Education (CBSE)
- National Open School (NOS)
- *Kendriya Vidyalaya Sangathan* (KVS)
- *Navodaya Vidyalaya Samiti* (NVS)
- The Central Tibetan School Administration.

Some interventions in secondary education are described below.

Vocationalisation of secondary education

171. A centrally-sponsored scheme of vocationalisation of secondary education was introduced in 1998. The main objectives of the scheme are to enhance individual employability, reduce the mismatch between demand and supply of skilled manpower and provide an alternative for those pursuing higher education without particular interest or purpose. A centrally sponsored

Box 7.11: Skill training for the underprivileged

Don Bosco Self-Employment Research Institute (DB-SERI), Howrah, West Bengal, is an example of a pioneering NGO working in the vocational education sector, catering to the needs of about 250 underprivileged school dropout youths, by imparting skill training for producing marketable items so that they can earn their livelihood.

The institute is running 12 nonformal vocational trades of one-year duration such as welding, house-wiring, motorwinding, machine shop training, computers for handicapped, jute products

and other allied trades without any fees. Sixty-five per cent of the total strength of the institute consists of girls and housewives. Once the training is complete, each trainee is supplied with a machine of his/her trade. The product produced is sold in the market through the marketing organisations set up by the institute.

Since the commencement of DB-SERI, about 1200 trainees have passed out in the last six years. Now 95 per cent of them are self-employed and are capable of earning their livelihood.

Source: *Education for the 21st Century, India Country Paper for Vocational Education, March 1998, UNESCO, page 16*

scheme of pre-vocational education at the lower secondary stage has also been introduced from 1993–94, primarily to impart training in simple marketable skills to the students of classes IX and X, to develop vocational interests and to facilitate students in making a choice of vocational courses at the higher secondary level. The target laid down in the revised policy was to divert 10 per cent of higher secondary students to the vocational stream by 1995, and 25 per cent by 2000. As against this, 18,719 vocational sections have been sanctioned in 6486 schools all over the country, thereby creating capacity for diversion of about 9.35 lakh students to the vocational stream, which is 11 per cent of the enrolment at the 10+2 (class 11-12) stage.

A State intervention

172. In the realm of vocational education, the Punjab Government has been active in implementing schemes like:

- Developing infrastructure for higher and vocational education;
- Improved facilities in colleges;
- Four chairs and job-oriented courses;
- UGC-aided projects;
- Establishment of State youth training and development centres;
- Centre for training and employment;
- Welfare schemes for youth belonging to the socially disadvantaged sections.⁶⁸

Educational technology

173. The Educational Technology Programme has been implemented by the Department of Education under the central sector to bring about qualitative improvement in and widen access to education. This scheme seeks to provide the entire cost of radio-cum-cassette players in primary schools and 75 per cent of the cost of colour TVs in upper primary schools, to promote quality education. Six autonomous State Institutes of Educational Technology (SIETs) in Uttar Pradesh, Bihar, Orissa, Maharashtra, Gujarat and Andhra Pradesh are also being funded under the scheme. The scheme extends financial support to the Central Institute of Educational Technology (CIET) for producing programmes for the school sector that are aired on *Doordarshan* and *Akashvani* the state owned television and radio stations.

174. So far, approximately 3,92,438 radio-cum-cassette players and 75,001 colour TVs have been sanctioned to States and UTs for installation in primary/upper primary schools. Up to December 1998, the CIET and SIETs together produced 683 (633 video and 50 audio) programmes.

Computer literacy and studies in schools

175. Keeping in view the need to expose children to utility and applications of computers, the Department of Electronics, in collaborations with MHRD, initiated a pilot project— Computer Literacy and Studies in Schools (CLASS) from 1984–85, for senior secondary schools. The CLASS project was modified into a centrally sponsored scheme implemented from 1993–94. In 1995–96, the Ministry of Finance advised the Department of Education to revise the scheme. During the Eighth Five-Year Plan, 2371 schools have been covered under the scheme. The scheme is now being revised in view of changed situations and requirements of information technology in schools.

Improvement of science education in schools

176. The main objective of the scheme is to improve the quality of science education and promote scientific temper. The scheme uses the resources and agency of the State Government and NGOs to achieve these objectives. Accordingly, 100 per cent assistance is provided to States and UTs for provision of science kits to upper primary schools, upgradation of science laboratories and library facilities in secondary/senior secondary schools and training of science and mathematics teachers. The scheme also provides for assistance to voluntary organisations for undertaking innovative projects in the field of science education.

Environmental orientation to school education

177. The NPE, 1986, provides that protection of the environment is a value which must form an integral part of the curricula at all stages of education. The intellect of the student must be sensitised to the hazards inherent in upsetting the ecological balance in nature.

178. A centrally sponsored scheme, Environmental Orientation to School Education, was initiated in 1998–99 to inculcate awareness among students regarding conservation of the environment. The scheme envisages assistance to voluntary agencies for experimental and innovative programmes, aimed at promoting integration of educational programmes in schools with local environmental conditions. States and UTs are assisted in various activities, including review and development of curricula at primary, upper primary, secondary and senior secondary levels with a view to infusing environmental concepts therein, development of strategies and textbooks for environmental studies at primary and upper primary levels and development of teaching-learning material.

179. Three resource centres, namely, *Uttrakhand Seva Nidhi*, Almora; CPR Environmental Education Centre, Chennai; and Centre for Environment Education, Ahmedabad, have been designated as nodal agencies for mobilisation and provision of financial support to NGOs and voluntary organisations for conducting innovative and experimental programmes to provide environmental orientation to school education.

Strengthening culture and values in education

180. The schemes of assistance to voluntary agencies to strengthen culture and values in

education have been operational since 1988–89. In 1992–93, a revised scheme was introduced, which has two broad components: strengthening cultural and value education inputs in the school systems and strengthening the in-service training of art, craft, music and dance teachers.

Boarding and hostel facilities for girl students

181. Under this scheme, financial assistance is given to eligible voluntary organisations to improve the enrolment of adolescent girls belonging to rural areas and weaker sections. Preference in providing assistance is given to hostels located in educationally backward districts, particularly those predominantly inhabited by SCs/STs and educationally backward minorities. Grants are given as per the following norms:

- Rs 5000 per annum per girl boarder, for food and salary of cook and warden in the hostel/boarding house accommodating at least 25 girl boarders who are students of classes IX–XII of a recognised school; and
- One-time grant of Rs1500 per girl boarder for purchase of furniture (including beds) and utensils and provision of basic recreational aids, particularly material for sports and games, reading room equipment and books.

Educational concessions to children of armed forces personnel killed/disabled during hostilities

182. The GOI and most States and UTs offer educational concessions by way of reimbursement of tuition fees, boarding-lodging expenses, expenditure incurred on uniforms, textbooks, transport charges, etc., to school students who are wards of armed forces personnel killed or permanently disabled in the course of the duties. At present, the Department provides these concessions to students at two Lawrence Schools (at Sanawar and Lovedale).

A State intervention

183. In Punjab, a rising trend has been observed in the establishment of both high and senior secondary level schools. In fact, a high school has been ensured within a radius of 2.5 km in all areas, lower than the national prescription of 3 km. There has been an augmentation of enrolment at the secondary level in 1998–99 from the previous year. An encouraging aspect is the improvement in the enrolment of girls at the secondary level.

184. At the secondary level also, the Punjab Government has implemented schemes to provide access to students belonging to SC/ST, like:

- Award to meritorious students belonging to SC communities;
- Scholarships to children of backward classes;
- Post-matriculation scholarships to children belonging to SCs/STs for studies in India; and
- Grant to SC girls studying in post-matriculation classes.

University and higher education

185. The higher education system has seen a phenomenal increase in the number of universities and number of colleges since Independence. There are now 185 universities, 42 deemed to be universities and five institutions established through State and Central legislation, and nearly 11,100 colleges in the country in addition to the unrecognised institutions in the higher

education sector.⁶⁹ A number of initiatives were taken to improve access to and quality of higher education. The National Assessment and Accreditation Council has been set up to make accreditation obligatory for universities. Curriculum revision is done in tandem with the existing vocational courses introduced at the first-degree level.

186. Open university systems like IGNOU are trying to reach out to districts with low female literacy levels. Their outreach will be strengthened by the setting-up of educational TV and radio called *Gyan Darshan* and *Gyan Vani* respectively. Efforts are being made to involve the tertiary sector as well as check the quality of education both at the national and international level. In the distance education sector, linkages with the Commonwealth of Learning were maintained and strengthened. A special emphasis has come to be laid on women's education. The number of women's colleges has recorded a substantial increase—India has 1195 women's colleges today. The enrolment of women at the beginning of 1997–98 was 2,303 million, 34 per cent of them being at the post-graduate level.

187. This massive development has been guided by a process of planning and the recommendations of several National Commissions set up by the GOI. The objectives of higher education have gradually become more and more precise and a system of governance in the direction of increasing autonomy and accountability is developing.⁷⁰

188. *Open University System:* The country also has an open university system. IGNOU, set up in 1985, has nationwide jurisdiction in the field of distance education. A Distance Education Council has been established as a statutory authority under IGNOU Act. It provides development funds to open universities and distance education institutions from the funds placed at its disposal by the Central Government. The open university network has established a common pool of programmes consisting of contributions from different open universities. These programmes can be shared by any open university through the process of adoption, adaptation and transmission. IGNOU has received international attention and recognition, and the Commonwealth of Learning has recently conferred the status of excellence in distance education to IGNOU.

189. *Protective discrimination:* An important aspect of the NPE is to ensure protective discrimination for certain sections of society. It aims at enabling disadvantaged sections of society to have access to colleges and universities, through reservation of seats. Students from SCs and STs are given scholarships. In addition, there is provision for coaching classes for these students to help them overcome their deficiencies.

190. *Reforms in the examination system:* There is a programme to reform the examination system, and various experiments have been conducted to ensure that students are freed from the burden of annual examinations, and encouraged to continue studying throughout the period of study. It is proposed to broaden these experiments.

191. *Investment in higher education:* Higher education in India is under deep financial strain. The allocation for higher education has declined continually, from 0.53 per cent of GDP in the Seventh Five-Year Plan to 0.35 per cent in the Eighth Five-Year Plan, though the actual expenditure has increased by more than 100 times, to Rs15,000 million in the Eighth Five-Year Plan at current prices, and by 6.5 times in terms of real prices.

192. Recently, major efforts have been mounted for resource mobilisation. It has been recommended that while the Government should make a firm commitment to higher education, institutions of higher education should make efforts to raise their own resources. A suggestion

has also been mooted for levying an educational cess. It is clear that if higher education has to be maintained and developed further, the Government will have to step up measures to promote self-reliance while providing more massive investment than before.

Technical education

193. The basic thrust of the programme of technical education has been on overall quality improvement. Strong linkages between technical institutions and industry were developed, particularly through the technology development missions between Indian Institutes of Technology (IITs) and Indian Institute of Science (IISc), Bangalore, and industries. The institutions generate adequate resources under block grant-funding scheme and are progressing successfully towards achieving self-sufficiency in due course. Centrally funded institutions were able to work towards holistic development through direct central assistance schemes like modernisation and removal of obsolescence, thrust area development, and research and development.

Education in local, minority languages

194. Teaching in local and indigenous minority languages occupies an important place in NPE and POA. Accordingly, the Department of Education is assisted by autonomous organisations, subordinate offices and NGOs in fulfilling this Constitutional responsibility.⁷¹ The promotion of languages occupies an important place in NPE and POA, since they are an important medium of communication and education. The promotion and development of Indian languages, listed in Schedule VIII of the Constitution, as also foreign languages, has been the constant endeavour of the Department of Education. The Department is assisted by the following autonomous organisations and subordinate offices in fulfilling this Constitutional responsibility.

Central Hindi Directorate

195. The Central Hindi Directorate was set up in March 1960 as a subordinate office of the Ministry of Education. The Directorate has since designed and implemented a number of schemes for the promotion and development of Hindi.

The Department of Correspondence Courses of the Central Hindi Directorate is currently implementing a scheme of teaching Hindi as a second and foreign language to non-Hindi speaking Indians and foreigners. So far, four lakh (approx.) people have benefited under this scheme. New methodologies of teaching, such as the use of audio cassettes have also been initiated by the Department. Bilingual, trilingual and foreign language dictionaries have been published to provide non-Hindi speakers access to the language.

Commission for Scientific and Technical Terminology

196. The Commission for Scientific and Technical Terminology was established by the GOI with the aim of developing India-languages as media of instruction. The Commission has been engaged in the task of evolution of technical terms in Hindi, production of university-level textbooks, definitional dictionaries and reference literature. So far, 53 definitional dictionaries have been published.

Central Institute of Indian Languages, Mysore

197. The Central Institute of Indian Languages (CIIL) at Mysore, a subordinate office, helps in evolving and implementing the language policy of the GOI. It also coordinates the development of Indian languages by conducting research in the areas of language analysis, language pedagogy, language technology and language use in society. CIIL promotes Indian languages through three comprehensive schemes. Under the first scheme, it seeks to develop Indian languages through research, manpower development and production of materials in modern Indian languages, including tribal languages. The scheme also addresses other important areas of concern such as tribal and border languages, socio-linguistics, phonetics, psycholinguistics, materials production and training, evaluation and testing, distance education, educational technology, lexicography and translation. Under the second scheme, the three-language formula is implemented, through training secondary schoolteachers deputed by States and UTs. The Regional Language Centres conduct various teacher training programmes and prepare instructional materials. The 10-month intensive course in Indian languages begins in July at various centres, with the total intake capacity of 400 trainees.

198. Under the third scheme, financial assistance is provided to individuals and voluntary organisations for publication in Indian languages, including tribal languages (other than Hindi, Urdu, Sindhi, Sanskrit and English).

Appointment of modern Indian language teachers

199. This scheme provides 100 per cent assistance for appointment of modern Indian language teachers, preferably South Indian languages, in Hindi-speaking States. The CIIL has also been assigned the responsibility of training teachers appointed by various States, to teach modern Indian languages in Hindi-speaking States. This scheme was initiated during the Eighth Plan period and has been approved for continuation during the Ninth Plan period. The scheme is being reviewed in view of inadequate response from the States.

National Council for Promotion of Urdu Language

200. The Government has constituted the National Council for Promotion of Urdu Language (NCPUL) as an autonomous body to replace the *Taraqqi-e-Urdu* Board with a view to furthering broad-based Urdu promotional activities. NCPUL became functional from 1 April 1996. It is engaged in preparation of academic literature in Urdu for the Urdu-speaking people of the country.⁷²

Education of children from socially disadvantaged groups⁷³

Education of the girl child

201. In the Eighth Five-Year Plan, a central scheme provided funds to the States to hire a woman teacher for all single-teacher primary schools and also gave funds for cash awards and prizes for villages, blocks and districts doing well in female education/literacy.

202. Girls belonging to SCs and STs receive special benefits like free uniforms and free textbooks. Special stipends are awarded to these children as day scholars, as well as for board and lodging for primary education upward in several States. In Madhya Pradesh for instance, a tribal girl passing class V is provided with a bicycle for commuting to school if she joins class

VI. She is allowed to retain the cycle if she clears class VIII. *Ashram Shalas* (residential schools) and *Kanya Parisars* (girls' education complexes) seem to be doing very well in the tribal areas of Madhya Pradesh Likewise, Maharashtra and Andhra Pradesh have a large number of schemes to promote UEE among girls, especially those belonging to disadvantaged groups. Post-matric scholarships are given to all SC and ST students for general, technical and higher education, and they also enjoy reservation in all higher institutions/courses, jobs and legislatures. As a result of the protective discrimination policies formulated under Constitutional provisions, the enrolment of SC/ST children has improved considerably, but their dropout rates in elementary education are still considerably higher than those of the general population, both at the primary and middle stages, i.e., classes I–VIII.

203. A central scheme of NFE was launched for out-of-school children in the age-group of 6–14 years. Under this scheme, States and UTs get 60 per cent support for co-educational centres and 90 per cent for all-girls' centres. Voluntary agencies get 100 per cent support for organising these NFE centres. In 1996–97, of the 241,000 NFE centres, 118,000 were exclusively for girls, who account for 2,950,000 of the total of 7,000,000 children.

204. The DPEP strategy intends to improve access, retention and achievement among primary school-going children with a focus on girls and children belonging to the socially disadvantaged and economically backward sections of society.

205. The IGE of the Phase I districts with near-absence of gender inequities has increased from 15 in 1995–96 to 23 in 1998–99. The general increase in IGE is an outcome of gender-sensitive programmes initiated under DPEP for teachers, administrators and communities. Revision of curriculum to remove gender bias has also facilitated an improvement in the enrolment of girls. Of the 75 districts in Phase-II/III where the SC population was more than 95 per cent, as against 31 in 1997, eight had an IGE of less than 85, compared to 14 in 1997.

Central Sector Scheme for Special Educational Development Programme for SC girls with very low literacy levels

206. This scheme was introduced in 1996–97 on a pilot basis, with a view to providing a package of educational inputs, through residential schools, to SC girls in areas of very low SC female literacy, where traditions and the environment are not conducive to their education. The schools are intended to supplement existing measures to impart and consolidate literacy and to promote quality education to such girls who are first-generation learners in areas of low literacy. The grant-in-aid under the scheme consists of a package of Rs11, 340 per student in class I only. This includes direct facilities to the student and covers costs towards infrastructure, staff and other running costs. No fees, charges or contributions are recovered from the students. The scheme is implemented by the *zilla parishads* (district level *panchayats*) of the districts concerned.⁷⁴

Girls' access to educational opportunities

207. The appointment of women teachers has a positive impact on girls' education. Over the last five decades, there has been a sharp increase in the recruitment of women teachers, especially at the primary school level. Under the scheme of OB, it is proposed to upgrade the primary schools in blocks with low female literacy by providing additional women teachers

and teaching-learning equipment during the Ninth Plan. At least one in every two teachers appointed must be a woman. Recognising the fact that large numbers of girls and working children have been left out of the ambit of education, the NFE scheme provides the flexibility, relevance of curriculum and diversity in learning activity necessary to reach out through a decentralised management system. There is a separate budget for girl centres within the schemes. At present, nearly 50 per cent of the 241,000 NFE centres are exclusively for girls. Another 12,000 centres only for girls will be set-up by the end of the Ninth Plan period.⁷⁵

Non-formal education for girls

208. A prime area of concern in the education of the girl child is the formulation of action programmes in the sphere of elementary and secondary education, focusing on the education of out-of-school girls. A major proportion of girls in the age-group of 10–18 years is out of school. Till very recently, girls in this age-group were not covered by any Government programme for health care or nutrition. At present, these girls are being addressed through the following programmes:

- The Non-formal Education programme of Department of Education, GOI, as a CSS for out-of-school children in the age-group of 6–14 years is being implemented by the State Governments and several NGOs. So far, more than 290,000 NFE centres are running, but these cater largely to students at the primary level. A total of seven million children are enrolled in these courses and girls form about 40 per cent of those enrolled.
- The National Open School runs courses for out-of-school girls and women, as well as for employed personnel who are desirous of completing the 10-year, secondary level open school course and higher general and vocational secondary education course. The National Open School also conducts a course for adolescent girls and adult women. The course, named the *Paripurna Mahila Yojna* (complete woman project), covers a vast range of areas which are relevant to women's empowerment, including legal literacy, health and nutrition and general awareness.⁷⁶
- The Central Social Welfare Board (CSWB) has a major scheme of condensed courses for girls and women in the age-group of 15–35 years from among the disadvantaged sections of the rural and urban areas, who have missed schooling or have dropped out of the system. These are two-year courses, leading to primary, middle, secondary and vocational education, which are awarded to NGOs through the State Social Welfare Boards all over the country.⁷⁷

209. Additionally, in the Ninth Five-Year Plan, provision has been made to fund and support innovative educational programmes for out-of-school adolescent girls in the age-group of 12 to 18 years by the Department of Education, MHRD.⁷⁸ The Ministry of Health and Family Welfare also has a very large programme for adolescent girls, as part of its Reproductive and Child Health (RCH) programme. Likewise, the Ministry of Labour is targeting out-of-school girls and women through some of its programmes.⁷⁹ NCERT has a National Resource Centre for Women's Education, which has acted as a nodal point for SAARC activities and provided consultancy to the UN and certain other international organisations. An evaluation of the Central scheme, Strengthening of Boarding and Hostel Facilities for Girl Students of Secondary and Higher Secondary Schools was conducted to assess its impact on the enrolment, retention and achievement of rural girls.⁸⁰

Box 7.12: Angana Vidyalaya, Bihar

Angana Vidyalaya has been specially designed for adolescent girls who are out of school. The teacher at the school is from the same community and is referred to as the *saheli* (friend). The school curriculum, apart from mathematics, language and environmental studies, includes knowledge and skills relevant to adolescent girls. It helps to build awareness on the biological changes that take place during adolescence.

The strategy was started in November 1998. It drew inspiration from the *Jagjagi* centres under the *Mahila Samakhya*. A total of 467 *Angana Vidyalayas* are operational, covering more than 15,000 girls.

These centres run for four hours daily, the timings being suitable for girls. The programme duration is two years, divided into four semesters, each of six months' duration.

Source: *Every Child in School and Every Child Learning, DPEP, page 3*

210. The *Balika Shikshan Shivir* is an innovative programme run by the *Lok Jumbish Parishad* in rural and tribal areas of Rajasthan for out-of-school adolescent girls. Three *shivirs* (camps), namely, *Abu Road Shivir* (District Serohi), *Nokha Shivir* (District Bikaner) and *Udairamsar Shivir* (District Bikaner), were studied through a case-study approach. The qualitative aspects were studied through classroom observations, field surveys and interviews, and focused group-data was collected by administering achievement tests.⁸¹

211. An International Centre for Promotion of Inclusive Education in the Asia and Pacific Countries has been established in the Council for Culture, Education, Research and Training. Its coverage will soon be extended to include other countries besides the Asia-Pacific region. The NCERT has prepared a source book for teachers of visually and hearing-impaired children.⁸²

Education for the SCs/STs and minorities

212. The NPE, 1986, updated in 1992, envisages paying greater attention to the education of the educationally backward minorities in the interest of equity and social justice. The Department, in pursuance of these objectives, launched several schemes and programmes such as the Area Intensive Programme for Educationally Backward Minorities launched in May 1993. This seeks to provide basic infrastructure and facilities in areas which have a large population of educationally backward minorities and which do not have adequate provision for elementary and secondary education. Under the scheme, 100 per cent financial assistance

Box 7.13: Lok Jumbish in Rajasthan

The *Lok Jumbish Project* was launched in 1992 with the main objective of achieving education for all (EFA) by the year 2000 through mobilisation and active participation of people in the development of education in rural areas. The project is being funded by Swedish International Development Agency (SIDA), GOI and Government of Rajasthan. It completed its first phase in 1996. The main objective of LJP is to achieve

universalisation of primary education, that would include (i) universal access and participation in primary education of all children up to the age of 14 years, (ii) universal retention in school till they complete the full cycle of primary education, and (iii) universal achievement of at least the minimum levels of learning (MLL) laid down for the primary stage of education.

Source: *Girl Child Week in Rajasthan (acquired from UNICEF)*

Box 7.14: Girl Child Week in Rajasthan

In Rajasthan, the Girl Child Week (20–26 September, 1999) was celebrated with gaiety. Different types of programmes, activities and events marked the Girl Child Week, which was observed all over the State. The animated character of Meena triumphed over the odds to give many children, especially girls, courage, confidence and hope. This was made possible largely due to the efforts of various NGOs, the Gender Cell of the Rajasthan State Women's Commission, the District Women's Development Authority (DWCD), the Government of Rajasthan and the Department of Social Welfare, with the support of UNICEF, Rajasthan.

Objectives:

The efforts made during the week by different organisations in Rajasthan were aimed at:

- Spreading awareness about issues concerning the girl child;
- Motivating grassroot workers, parents, guardians, family members and the community to redress gender-based inequities;
- Encouraging girls to be educated, confident and self-reliant;
- Sensitising various Government officials and other functionaries about child rights, with a specific focus on issues related to the girl child; and
- Making the girl child feel important.

The diverse nature of events and activities organised in different parts of the State by the different organisations reflected their creative and innovative orientation, as well as their grasp of the local situation.

Source: *Girl Child Week in Rajasthan (acquired from UNICEF)*

to State Governments and voluntary organisations (through State Governments) is given for establishment of new primary/upper primary schools and residential higher secondary schools for girls; strengthening of educational infrastructure in existing schools; and opening of multi-stream residential higher secondary schools for girls, where Science, Commerce, humanities and vocational courses are taught. The scheme covers 325 blocks and four districts (of Assam) spread over 13 States and three UTs.

213. Modernisation of Madrasa Education: This scheme has been devised to provide financial support to *madrasas* to introduce subjects like Science, Mathematics, Social Studies and languages in their curriculum. The scheme is implemented through State/UT Governments and has been expanded recently.

214. Incentive for teaching/study of Urdu: The scheme provides for appointment of Urdu teachers and incentive for teaching/learning of Urdu and to augment educational facilities for girls.

215. Education of Scheduled Castes and Scheduled Tribes: Pursuant to NPE, the following special provisions for SCs and STs have been incorporated in the existing scheme of the Department of Education.

- Relaxed norms for opening of primary schools;
- A primary school within one kilometre walking distance from habitations of 200 people instead of habitations of 300 people;
- Abolition of tuition fee in Government schools in all the States, at least up to upper primary level. Most States have abolished tuition fee for SC/ST students up to senior secondary level;
- Provision of incentives like free textbooks, uniforms, schoolbags, etc., to these students;
- The major programmes of the Department of Education, namely, UEE, Operation Blackboard, NFE, DPEP, etc., accord priority to areas of concentration of SCs and STs. LJP and SKP, which are community-based basic education projects, have a specific focus on remote and backward areas;

- The CIIL, Mysore, prepares textbooks, primers, grammar books, dictionaries and bilingual textbooks, facilitating translation from regional languages into tribal languages. CIIL has worked in 75 tribal and border languages.
- NCERT published 10 textbooks in tribal dialects and teaching-learning material in 15 tribal dialects;
- An inter-ministerial working group has been constituted to draw up a 10-year perspective plan, aimed at the educational development of SCs and STs and to bring them at par with the other communities; and
- One hundred and forty-six districts have been identified as low female literacy districts to be given focused attention by the Centre as well as States/UTs for implementation of programmes/schemes.

216. *Pre-matric scholarships for Other Backward Classes (OBCs)*: Under this scheme, scholarships will be awarded to students whose parents' or guardians' income from all sources does not exceed Rs 44, 500 per annum. The scholarships are to be given to students in class I or any subsequent class in the pre-matric stage in the case of day scholars, and class II or any subsequent stage in the case of hostellers. The scholarship will terminate at the end of class X. Its duration in an academic year will be 10 months. The scholarships will be tenable in such institutions and for such pre-matriculation courses, which have been duly recognised by the State Government and Union Territory administration concerned. As much as 50 per cent central assistance will be provided to the States under the scheme. In 1998-99, Rs 1.5 crore was released under this scheme. An amount of Rs 5 crore has been provided for 1999-2000.

217. *State interventions*: Envisaging the crucial role effective education can play to reduce disparities on economic and social grounds, and in prevention of discrimination against most disadvantaged groups of children, the Punjab Government has undertaken various measures towards education of these children. These steps would ensure equal opportunities for all:

- Free textbooks to SC students studying in classes I-X;
- Attendance scholarship to SC girl students studying in primary classes;
- Pre-matric scholarships to children of parents who are engaged in unclean activities; and
- Stipend to children belonging to *vimukat jatis* (other than backward classes/denotified tribes).

Children with special needs⁸³

218. The findings of several surveys indicate that the achievement levels of disabled children in general are at par with those of non-disabled children. Among the disabled children, the orthopaedically handicapped performed the best, followed by the visually and hearing impaired. Mentally retarded children performed well below the average of other disabled children. However, the progress has been relatively slow. The scheme of Integrated Education for Disabled Children (IEDC) was started with the objective of providing educational opportunities to children with disabilities under general school system as to facilitate the inclusion. Under the scheme, 100 per cent financial assistance is provided to States or NGOs. The IEDC scheme has provisions for early childhood education and support, aids and appliances for disabled children, escort allowance, transport allowance and teacher training, etc., One of the important features is the setting up of resource rooms

**Box 7.15: Stipend to children belonging to *vimukat jatis*
(other than backward classes / Denotified Tribes)**

The objective of the scheme is to provide financial assistance to students of denotified tribes and thus, motivate them to attend schools. An enhancement in the budget provisions and expenditure over the scheme has been notified.

Source: Punjab State Report, Government of Punjab

to support and enrich integration, as well among resource teachers. The IEDC scheme is presently being implemented in 27 States and UT through over 15,000 schools benefiting more than 65,000 disabled children. Two polytechnics for disabled students have been set up at Mysore and Kanpur. The Government proposes to make further efforts to generate awareness in the community, about the need to send children with disabilities to regular schools. According to NCERT (1998), the largest number of such teachers is in primary schools. However, it is important to note that the share of NGO effort is remarkably high. In recent years, State Governments are reported to be discontinuing this provision, mainly because of the unclear policy position on the creation of a cadre.

219. To cite an example, in Gujarat, according to NGOs, a few schools in Ahmedabad (Vishwa Bharati and Sharada Mandir) as a policy, admit physically disabled children into their school. Some of them have a provision of a resource teacher to help these children. In addition, recent efforts in the direction of integrating challenged children into the mainstream are gaining ground. Grants are available to children on an annual basis for purchase of educational materials, uniforms, prosthetic aids, etc. The Government is taking the help of various NGOs in the coordination, monitoring and supervision of the integration of activities.

Voluntary organisations working for children with special needs

220. The Ministry of Social Justice and Empowerment funds NGOs to work for the education and rehabilitation of the disabled and to provide aids and appliances to the physically handicapped. It is important to note the role NGOs have played in formulating policies, providing support to Government efforts and in initiating action. There are more than 2456 voluntary organisations in the disability area and 1200 special schools, 450 of which received grants from the Government towards their operational costs. The majority of them are autonomous. Some notable NGOs are *Sanjivini*, *Amar Jyoti* Rehabilitation and Research Centre, the National Association for the Blind, the Blind Persons Association, the All-India Federation of the Deaf, the Federation for the Welfare of the Mentally Retarded, the Spastic Society of India and *Tamanna*. Besides national NGOs, many international NGOs are also operating in India. These include the Christottel Blindermission, Sight Savers and Action Aid.

Children of women prisoners

221. Although educational programmes are reported to be running for children in some jails, they have not been able to fulfil the requirements of children from different age-groups. By way of recreational facilities, only playgrounds were available in jails. Since the playgrounds can be utilised by only grown-up children, there is clearly a need to provide different types of recreational programmes, which can cater to the recreational needs of children of different age-groups.

222. The mother prisoners have mixed perceptions regarding the health care, educational, recreational and other programmes for their children. While most of them expressed their unhappiness regarding health care, recreational and other facilities (religious) for the children, they were generally satisfied with the educational programmes. Despite their dissatisfaction in certain areas, most mother prisoners are inclined to believe that these programmes are beneficial to their children.⁸⁴

Non-formal education

223. Non-formal education, at the conceptual level, attempts to weave the intent, content, pedagogy and evaluation of education around the children as they are in their specificity. Getting out of prescribed formats and regulations with respect to educational management is in fact a response to the oft-quoted statement: “If I cannot learn the way you teach why can’t you teach the way I learn.” Attempts at evolving curriculum, teaching practices, self-learning materials and monitoring the progress in this flexible mode have been successful in smaller pockets through NGO efforts all over the country.⁸⁵

224. There are two essential aspects to any successful programme—innovation and the large-scale delivery of services. The first requires a climate of flexibility in implementation which prevails only in voluntary schemes. The second requires the kind of clout, in terms of finance and political will, that only the Government can command. Both the systems have strengths and weaknesses. The achievement of UEE demands the strengths of both modes of operation. Some interesting models of Government–NGO collaboration in educational management have emerged in the past decade.

225. Some Governmental and non-governmental interventions are detailed below.

226. Non-Formal Education Programme (NFE)

In pursuance of the directive under Article 45 of the Constitution, the NPE of 1986 envisages a large and systematic programme of NFE as an integral component of the strategy to achieve UEE. It caters to children who remain out of the formal education system due to various socio-economic constraints.⁸⁶

227. The scheme has been in operation since 1979–80 and focuses on children in the age group of 6–14 years. It lays emphasis on organisation, flexibility, and relevance of curriculum and diversity of learning activity to suit the needs of learners. The scheme primarily covers the educationally backward States of Andhra Pradesh, Arunachal Pradesh, Bihar, Assam, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and West Bengal. It also covers urban slums, and hilly, desert and tribal areas, as well as areas with a concentration of working children in other States. Special emphasis is laid on girls, working children, and those belonging to SCs and STs.

228. Central assistance is provided to the States/UTs and voluntary agencies in the following pattern;

- Co-educational centres and administrative support–60 per cent;
- Centres exclusively for girls–90 per cent; and
- Centres run by voluntary agencies–100 per cent.⁸⁷

229. At present, there are 297,000 NFE centres, covering about 7.42 million children in 24 States and UTs. The performance of the scheme has been reviewed, inter alia, by two

Box 7.16: EFA in Mizoram: The dynamics of success

Mizoram through its efforts has given sufficient indication that it shares the expanded vision, proclaimed at Jomtien, Thailand, in 1990. The rights of every child have been recognised. The State through its sustained expansion programme has almost succeeded in providing universal access to basic education. Various central schemes have been implemented. The overall impact of Governmental effort on the system is difficult to assess. But there are certain indicators of progress. The gap between male and female literacy rates has been bridged. With 95 per cent female literacy against 96 per cent male literacy, the gap is as good as non-existent. There has been considerable improvement in the functional space of schools and in teacher-pupil ratio.

Adult illiteracy rate has been sufficiently reduced mainly through the collaborative efforts of Government and the community. Mizoram has a vast reservoir of public goodwill and energy. It has, in fact, a legacy of public participation. The literacy movement, initiated by the missionaries, was given momentum by young people who had the baptism of learning. The involvement of social organisations like YMA and MHIP in education-for-all in recent years is a sufficient indication of the presence of a virtuous circle. Within a span of 100 years, Mizoram has achieved much. What is missing is the pursuit of excellence. The State is slowly trying to address itself to the task of qualitative

improvement. What is needed is a thorough assessment of the ongoing programmes and a follow-up plan of action for improving the internal efficiency of the school system, establishing linkage with other developmental agencies for a coordinated programme of skill development of youth and adults and forging a partnership with community organisations for effective management of the formal and non-formal system of education.

The ethnic turmoil that is almost tearing apart the rest of the North-eastern region does not disturb the social fabric of Mizo society. The resilience of the society has succeeded in removing the scars of the 1960s insurgency movement. Mizoram has given peace a chance for the last decade and a half. Yesterday's rebels are today's helmsmen. Mizoram is the recent recipient of the 'Peace Bonus.' Central attention to the economic needs of the State is increasingly becoming noticeable. There is a greater mobility of people both within and outside the State. Rural economy is slowly looking up. Dissemination media keep people informed of developmental programmes. Information highway has reached urban centres. A synergetic action shall give the much needed boost to the State's efforts at providing EFA. The State's success in adult literacy movement, in particular, owes substantially to the combined efforts of the community and the State.

Source : Year 2000 Assessment: Education For All, EFA in Mizoram, The Dynamics of Success, MHRD, NIEPA, page 32

Parliamentary Standing Committees, one on human resource development and the second on the problem of dropouts. It has also been evaluated by the Planning Commission, and on the basis of the recommendations, action has been initiated to revise the scheme.⁸⁸

230. The revised scheme, to be called the Scheme of Alternative and Innovative Education, will be more flexible and more pro-active. Its salient features are as follows:

- All habitations which do not have an education centre within a radius of one kilometre will have one at the earliest;
- The quality of NFE will be upgraded to a level matching the formal education system;
- The local community will be more active in the implementation of the scheme;
- It will provide instructors with enhanced honorariums; and
- It is part of the large, more holistic programme for UEE, namely, SSA.⁸⁹

231. Alternative schooling system

In order to overcome the shortcomings of the NFE system and at the same time, avoid the rigidity of formal schooling, some alternative measure was sought. This arrangement, called the Alternate Schooling Programme (ASP), falls under DPEP and is largely based on the guidelines provided in POA of NPE, 1992.

232. The various strategies adopted under ASP in different States can be broadly classified according to the following six categories of children that they address.

- Children of remote/inaccessible habitations;
- Children of migrant families;
- Children engaged in household chores;
- Children engaged as wage labourers;
- Children to whom access is restricted due to religious beliefs and practices; and
- Adolescent girls.

233. The ASP:

- Uses micro-planning for assessment;
- Is diverse and flexible;
- Has a decentralised management system;
- Lays emphasis on the quality of education;
- Is cost-effective;
- Adopts appropriate pedagogy; and
- Ensures community involvement.

234. In DPEP, approximately 1.47 million children have been covered under different types of alternative schools. There are 38,500 alternative schools of different types. In addition, more than 16,000 summer schools were organised and these mainstreamed around 0.45 million children through bridge courses in Andhra Pradesh.

235. Concrete steps have been taken to ensure the quality of primary education in alternative schools. These include increasing the daily school hours and the duration of the programmes, ensuring that the schools function for a minimum of 250 days in a year, making matriculation the minimum qualification for teachers, and strengthening the training and academic support system for teachers. There is an effort to give special attention to the training of teachers as education activists who can work with the community for UPE. The thrust is towards improving quality; however, much more needs to be done to reach the desired level. The proposal to revamp the existing NFE scheme as the 'Scheme for Alternative and Experimental Schooling' would help strengthen the initiatives taken up under DPEP and some other projects for providing alternative schooling to out-of-school children.⁹⁰

236. Some examples of alternative schooling are given below.

- Children living in small and remote habitations: In small habitations, providing a formal school is not cost-effective. Some of these children go to schools in nearby villages or remain out of school. DPEP provides education to children in such habitations through strategies such as the Education Guarantee Scheme in Madhya Pradesh, Community Schools in Andhra Pradesh, Multi-grade Centres in Rajasthan, and so on.
- Children of migrant families: Landless labourers or families from agriculturally backward areas are forced to move out of their villages during periods when no work is available in the village. When the families migrate, their children accompany them. Gujarat and Maharashtra have planned strategies to provide access to schooling for children of families migrating to brick kiln sites, sugarcane fields and sugar factories, salt farms, etc.
- Children engaged in household chores: Large numbers of children are out of school in areas where schooling facilities are available. While some children never enrol

in schools, others drop out due to dysfunctional schools or poor experiences of schooling. While some children take part in the economic activity of the family, many children, especially girls, spend the day attending to household chores. Some strategies designed to address this group of children include Alternate Schooling Centres in Tamil Nadu, *Aammar Kendra* in Assam, *Shikshaghar* in Uttar Pradesh and *Apana Vidyalaya* in Bihar.

- **Child labour:** It is estimated that the unorganised sector, both in rural and urban areas, employs more than 85 per cent of child labour. These children work in tanneries, construction, factories/workshops and as vendors, domestic workers, rag-pickers, etc. Strategies such as the Back-to-School Camp in Uttar Pradesh, summer schools in Andhra Pradesh, Strategies for Urban Areas in Rajasthan address the educational needs of these children.
- **Children to whom access is restrained due to religious beliefs and practices:** Many children in the Muslim community do not go to schools because the community gives greater importance to religious education given at the *maktab* or the *madarasa*. The traditional practices of the community prevent girls from moving out of their homes and these practices are more binding on the girls. Strategies adopted by the States to reach these children include the strengthening of the *maktabs* and *madarasas* by training the *maulavis* to transact the mainstream curriculum.
- **Girls:** A large number of girls remain out of school, despite physical access to formal primary schools. This is due to various social, cultural and economic factors like parents' unwillingness to send girls to schools situated at a distance from their homes, traditional practices in certain communities, child marriage, girls assisting their mothers in household chores, and looking after their younger siblings. In ASP, specific strategies have been designed for enrolling girls, giving them a chance to complete their primary education. In Bihar, Uttar Pradesh and Gujarat, where girls' enrolment and retention are acute problems, centres have been set up exclusively for girls like the *Angana Vidyalaya* in Bihar, *Prehar Pathashala* in U.P. and Girls Community Centres in Gujarat.⁹¹

Box 7.17: Multi-grade school based on the Rishi Valley model, Uttar Pradesh

Multi-grade schools serve children of small habitations, which either do not have a school or are located at a distance from the nearest formal school. These have been designed with support from the Rishi Valley Education Society. At present these schools are designed for classes I and II.

The rationale behind setting up these schools was to provide a multi-grade school with a single teacher in the remote habitations of Sonebhadra and Lakshmipur Kheri, where the number of children is more than 25–30.

These schools have been started in January 1999. There are 59 schools in the two districts of Sonebhadra and Lakshmipur Kheri, covering 551 boys and 548 girls, of which 125 children are from tribal communities.

These are single teacher schools with a maximum of 30 children. The school runs for four hours daily for 300 days in a year. One formal school at the cluster level has been developed into a model school, and 10 of these multi-grade schools are linked to it, as satellite schools.

The school is generally located in the house of the teacher who is a local person, or sometimes in the house of another villager. In some cases, it is housed in a temporary structure with a thatched roof, set up by the community. The community provides the space, the construction material and the labour to construct the temporary structure. Uttar Pradesh would be expanding this scheme in the coming years.

Planning and monitoring unit

237. Educational planning and timely monitoring of Plan outlays and actual expenditure as per the monthly targets fixed is an important activity of this unit. Additional requirements of funds were projected in the Mid-term Appraisal (MTA) of the Ninth Five-Year Plan to achieve:

- UEE;
- EFA;
- Quality upgradation to meet the challenges of the new millennium; and
- Six per cent of GDP norm for education.

238. The unit monitored the targets related to UEE and adult literacy, which are contained in the 20-point programme. Annual action plans for the Department of Education were prepared and submitted to the Parliamentary Standing Committee. The unit also liaised with various divisions of the HRD Ministry, Planning Commission, Ministry of Finance, and the Prime Minister's Office on all matters relating to Plan schemes.⁹²

Community mobilisation in education

239. The 73rd and 74th Constitutional Amendments have further empowered PRIs to make a positive contribution to the development of education at the grassroot level. VECs will be actively involved in the School Improvement Programme (SIP). The PRI will be empowered to serve as a nucleus in programme implementation. NGOs will be encouraged to supplement Governmental efforts, while the growth of the private sector will also be facilitated, particularly in higher and technical education.⁹³ Recent trends in community participation indicate a greater thrust on empowerment of the communities. Mobilising the communities to take responsibility to ensure quality education for the child is the core strategy of several innovative initiatives in elementary education, including DPEP, SKP and the Bihar Education Project (BEP). Genuine community involvement is the key to the success of LJP and SKP in Rajasthan.

240. DPEP is making useful investments in the orientation and training of VEC members. An important role of VECs is to mobilise resources for maintenance, repair and construction of school buildings. VECs also help in determining the school calendar and school timings in consultation with the local community. LJP had a positive effect in empowering the locally elected people, especially women at the village level, who are often active members of the LJ core group and the *Mahila Samooh* (women's groups). SKP has constituted VECs in 2000 villages to promote community involvement in primary education and encourage village-level planning.⁹⁴

International co-operation

241. India is among the founding members of UNESCO. The fortification of the 'defences of the peace of minds of men', which is the primary goal of UNESCO, can be fulfilled only

Box 7.18: Sixth All India Educational Survey (AIES)

Sixth AIES, a joint project of NCERT and NIC was conducted with reference date as 30 September 1993, with the twin objectives of providing data for educational planning and to create a uniform school database. Data was collected on eight schedules, and about 600 statistical reports/tables were generated, both at national, State and district levels.

through education. The UNESCO Division is the coordinating agency for all UNESCO activities in the country. It is housed in the Department of Secondary Education and Higher Education, MHRD.

242. The Indian National Commission for Cooperation with UNESCO (INCCU), set up in 1949, is the apex advisory, executive, liaison, information and coordination body at the national level. It has been playing a very active role in UNESCO's work. It also co-ordinates work related to external academic relations, international co-operation and the Auroville Foundation.⁹⁵

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Aims of Education

Article 29

Introduction

243. India is described as the world's longest continuing civilisation. It is a multi-cultural, multi-lingual society with a perennial undercurrent of essential unity. It is a geographically diverse country inhabited by people of various, religions and races. Indian culture is a living process, assimilating various strands of thought and lifestyle. The process has created a rich collage exemplifying 'unity in diversity and diversity in unity.'

244. In this setting, today, it is widely accepted that education, adequate in quality and scale, is the most powerful instrument for achieving social cohesion. Some of the important national goals that education has been addressing are: secularism, democracy, equality, liberty, fraternity, justice, national integration and patriotism. Education is also expected to develop in the child a respect for human rights as well as duties. The weaker sections, including Scheduled Castes, Scheduled Tribes, women, children with disabilities, minorities and children in special circumstances, can no longer remain underprivileged. Education must contribute to their upliftment and empowerment.

245. An important feature of educational development in India during the past several decades has been the sustained effort to evolve a national system of education. Soon after Independence, the Secondary Education Commission (1951–53) was set up by the GOI, and it gave several recommendations for improving the quality of school education. In 1964–66, the Education Commission was set up, which brought out a more comprehensive document on education, covering all stages and aspects of education. This was a major landmark in the history of the modern education system in India. Several recommendations of this Commission formed the basis for the National Policy on Education (NPE), 1968. NPE, 1968, envisaged 'a radical transformation of the education system to relate it more closely to the lives of the people, provide expanded educational opportunities, initiate a sustained intensive effort to raise the quality of education at all stages, emphasise the development of science and technology and cultivate moral and social values.' Consequently, NPE, 1986, modified in 1992, stressed the need for evolving a national curriculum framework and the minimum levels of learning (MLL) for each stage of education. For the first time, a detailed strategy of implementation accompanied by assignment of specific responsibilities and financial and organisational support was brought out in the form of the Programme of Action (POA), 1992.

246. However, India's goal of universal elementary education (UEE) is still faced with major challenges—expanding access, arresting dropouts, raising learning achievements to an acceptable level of quality, and reducing gaps in educational outcomes across States and among groups. It is the nation's endeavour to reach the all-important threshold of educational attainment where benefits are optimal and high economic growth rates can be sustained.¹

Constitutional and policy provisions

247. The Directive Principles contained in Article 45 of the Constitution enjoin that “the State shall endeavour to provide, within a period of 10 years from the commencement of the Constitution, free and compulsory education for all children until they complete the age of 14 years.” This broadly corresponds to the provisions relating to primary education in Article 26 of the Universal Declaration of Human Rights. By virtue of a recent Supreme Court ruling, a Constitutional amendment to make education free and compulsory is on the anvil. It is pertinent here to mention that 14 States and four Union Territories (UTs) have already passed compulsory education acts.²

248. The task of establishing and directing educational institutions has attained greater significance in the wake of the 73rd and 74th Amendments of the Constitution. With these amendments, it is now possible to set up educational programmes of all kinds at the municipalities, *nagar palikas* (urban local government) and panchayats (rural local government). Besides, each panchayat may constitute a village education committee (VEC) which would be responsible for the administration of the delegated programmes in the field of education at the village level. The main responsibility of VECs could be operationalisation of the micro-level planning and school-mapping in the village through systematic house-to-house survey and periodic discussion with parents.³

249. The Government has given a commitment to provide six per cent of GDP for education and to earmark 50 per cent of it for primary education. The MLL programme aims to improve the standards of learning. Several States have launched a number of activities, including revision of textbooks, changes of curriculum and teaching methodologies, as well as content of teacher training.

250. India's freedom movement was built around a unifying theme that had several principles underlying it, such as non-violence, empowerment of women, removal of untouchability, promotion of religious harmony, spreading of peace and tolerance and many other principles based on the brotherhood and dignity of human beings. National Policy of Education is guided by these views. The policy, while encompassing all aspects of education, is equally sensitive to the cultural values and international aspects of education. While spelling out the need for a cultural perspective for basic education, NPE stresses the need to bridge the schism between the formal system of education and India's ancient and varied cultural traditions. The NPE strategy evolved from the realisation that to universalise elementary education, the needs of the teacher and the learners must guide all action. Management of education is being conceptualised as a partnership between the Government, the teaching profession and the local community. While the education system is made responsible to the local community, it is simultaneously becoming the responsibility of the community to ensure that all children between the ages of 6–14 years attend school. Realising that mere enrolment of children is an insufficient condition to achieve literacy, an integrated programme of enrolment, retention and achievement of MLL is being aimed at.

251. The NPE and POA emphasise decentralised planning and management of elementary education. Direct community involvement is encouraged through the formation of VECs for management of elementary education. Villagers have also been involved in the designing of a non-formal education (NFE) programme which ensures a minimum of eight years of learning for every child at his or her own pace.

Concerns of education⁴

252. Despite more than half a century of Independence, India is struggling for freedom from various kinds of biases and imbalances such as rural/urban, rich/poor, and differences on the basis of caste, religion, ideology and gender. Education can play a very significant role in minimising and finally eliminating these differences.

253. Towards this end, some concerns of the education system in India are:

- *Education for a cohesive society*: Creating an awareness of the inherent equality of all with a view to removing prejudices and complexes transmitted through the social environment and the factor of birth; addressing the education of girls, learners with special needs, learners from disadvantaged groups, the gifted and talented;
- *Strengthening national identity and preserving cultural heritage*: Nurturing a sense of pride in being an Indian through a conscious understanding of the growth of Indian civilisation and also contributions of India to the world civilisation and vice versa in thoughts and deeds;
- *Integrating indigenous knowledge and India's contribution to mankind*: Relating to the socio-cultural context of the students; sustaining India's indigenous knowledge system through active support to the societies and groups that are traditional repositories of this knowledge;
- *Responding to the impact of globalisation*: Rethinking the selection and delivery of educational content, integrating new sources of information, developing competence along with knowledge, adapting curricula to the needs of different socio-cultural groups, and maintaining national and social cohesion;
- *Meeting the challenge of information and communication technology*: Integration of ICT would demand that educational planners look beyond the current urban classrooms by devising updated plans for education in an electronic environment, even in the far-flung rural areas, and by expanding their design so that the computer becomes more than a subject of study. It becomes instead, an integral part of the schooling process, resulting in universal computer literacy, computer-aided learning and finally, computer-based learning throughout the country;
- *Linking education with life skills*: Linking education intimately with different life-skills, the abilities for adaptive and positive behaviour that enable individuals to deal effectively with the demands and challenges of everyday life, by developing in them generic skills related to a wide variety of areas such as health and social needs;
- *Education for value development*: Restoring and sustaining the universal and eternal

Box 7.19: Total Literacy Campaigns

One of the most successful endeavours of NPE has been the series of Total Literacy Campaigns (TLCs). The campaigns were launched in 1990 with the goal of creating 100 million neo-literates by 1999. Out of the total 588 districts in the country, 559 districts have been covered by NLM. The continuing education programme has been initiated in 95 districts; post-literacy programmes are continuing in 292 districts; while total literacy campaigns are on in 172 districts. More than one crore twenty lakh volunteers from all walks of life have been associated with the literacy programmes, making it the largest voluntary movement since the freedom struggle.

Source: Annual Report, 2000-2001, Department of Elementary Education and Literacy, Department of Secondary and Higher Education, Ministry of Human Resource Development, GOI

values oriented towards the unity and integration of people, their moral and spiritual growth, enabling them to realise the treasure within;

- *Universalisation of Elementary Education;*
- *Alternative and open schooling;*
- *Integrating diverse curricula concerns:* Integrating ideas and concepts into the curriculum, after a careful analysis in the existing areas of learning, without overloading the curriculum.
- *Relating education to the world of work;*
- *Reducing the curriculum load;*
- *Culture-specific pedagogies:* Perceiving pedagogy not merely as a science of instruction but as a culture or as a set of sub-cultures as well, which reflect different contexts and different teaching behaviours—inside and outside classrooms—reflecting the pluralistic nature of Indian society in the pedagogical approaches;
- *Development of aesthetic sensibilities:* Shifting from traditionally oriented, cognitively focused approach to education towards a more holistic education, which places learning within the context of the learners' total experience rather than on only a part of the experience. Attempting to restore an appropriate balance to the learning process by giving equal status to experience, imagination, creativity and intuition, as it does to knowing, thinking, remembering and reasoning;
- *Continuous and comprehensive evaluation;* and
- *Empowerment of teachers.*

Value education⁵

254. The Indian effort in value education can be seen from three different trends, namely, policy perspectives in value education, value education activities and the recent initiatives. Value education has been the hallmark of ancient Indian education in the *Gurukula* (traditional schooling) system, as well as in the ancient Indian universities. Post-Independence development was significantly guided by the spirit and values of the national freedom movement. India's struggle for freedom under the leadership and moral influence of Mahatma Gandhi was guided by a set of values like non-violence, truth, peace and right moral conduct.

255. The earliest report on education in Independent India—the University Education Commission (1948–49), presided over by Dr Sarvepalli Radhakrishnan, an eminent scholar and philosopher who later became the Indian President—recommended the inclusion of spiritual education in the curriculum. Religious and moral education also found a significant place in the recommendations of the Secondary Education Commission (1952–53). The seeds of value education contained in the Secondary Education Commission were later elaborated in the report by the Sree Prakash Committee (1959). The report of the Education Commission (1964–66)—the most comprehensive report on education—has had the greatest impact on Indian educational development. The report stressed on value orientation in education and emphasised moral education, role of education in social responsibility, non-violence, peace, truth and compassion.

256. The concept of value orientation of education consistently found a prominent place in the Five-Year Plans of India. The NPE, 1986, came out openly for the inculcation of common

cultural heritage, egalitarianism, democracy, gender equality, environmental protection and inculcation of scientific temper. In addition, the Policy also stressed on focusing on internal values and on the combating role of education in eliminating religious fanaticism, superstitions, etc.

257. The recommendations of various committees and commissions on education and the national policies on education, have been reflected in the national curriculum frameworks developed in 1975, 1988 and 1999. The draft Curriculum Framework, 1999, recommends more persuasive value orientation in education. In a multi-religious country such as India, it makes forthright recommendations in keeping with the Indian tradition and philosophy of *sarva dharma samabhava* (equality of all religions).

258. Value education has been, directly or indirectly, part of the school and college curriculum. For example, education on fundamental rights and duties is part of the school curriculum and textbooks. These fundamental duties and rights prescribe, among others, promotion of harmony and spirit of common brotherhood, protection and improvement of the natural environment, development of scientific temper and humanism, and striving towards excellence.

Activities commonly undertaken to contribute to the inculcation of values are:

- Celebration of national holidays;
- Celebrating the birthdays of great men and women;
- Celebrating religious festivals;
- Participation in activities like National Cadet Corps, Scouts and Guides, Red Cross, etc.;
- Participation in local, regional and national sports and games;
- Participation in regional and national seminars and symposia; and
- Participation in youth camps.

259. An activity known as 'Promoting Experiential Value Education Among Children' was initiated in October 1999, with the objectives of experiencing living together, appreciating the richness and variety of cultures, natural environment and natural resources in different parts of the country, appreciating the inter-dependence of people and developing values like patriotism, cooperation, tolerance, etc. Value education has also been designed to be supported by relevant teacher education programmes.

260. Along with these value orientation activities, there have been some interesting documentation and literature on value education. Besides the reports of commissions and committees on education, NCERT brought out a publication in 1992, entitled *Education in Values—Source Book*, CBSE, in collaboration with *Bhartiya Vidya Bhawan*, designed curricular material on value education in 1997. Such print material is also strongly supported by the electronic media. The programmes in educational television focus on identifying values, reinforcing value education in schools and colleges through curricular materials like textbooks and supplementary reading materials. The programmes broadcast by Doordarshan and All India Radio focus on values like compassion, democracy, peace, human rights, environment, etc. The programmes also include specific input on gender equality, children's rights, religious tolerance, etc.

261. There has been a spurt in initiatives and activities in value education in recent years. The Standing Committee of the Parliament on HRD, in its report of 1999, laid stress on universal

human values of truth, right conduct, peace, love and concern for the environment. A Committee of Experts on Value Education was formed in August 1999, in the MHRD. Subsequently, a division has been created on education in human values in the Ministry. This division has taken a large number of steps that have had far-reaching consequences and effects on value education at all levels in the country.

262. NCERT has identified 3000 NGOs and other State organisations for networking in the area of value education. An extensive annotated bibliography on value education in India is being brought out by NCERT. The first volume is being edited for publication. It will include mention of journals, articles, other published research materials and audio-video materials in the area. NCERT has brought out a journal exclusively on value education entitled *Journal of Value Education*, which is a bi-annual publication. A lecture series on "Education on Human Values" has been initiated. Supplementary reading materials have been prepared for children based on parables and stories from religious texts. Two compilations have been brought out, based on Jainism and Sikhism.

263. The Indian Institute of Management, Lucknow, has set up a centre for consciousness. The University Grants Commission (UGC) and MHRD have called upon universities to introduce courses in applied philosophy. An exclusive web-site on education for human values is being set up.

264. The spurt in activities in human values, cutting across all levels and types of education, is indicative of a vigorous Indian emphasis on value education.

National Curriculum Framework

265. NCERT initiated work on developing a new curricular framework for the entire school education by constituting a Curriculum Group of its internal faculty members in 1999. The Group developed a "*National Curriculum Framework for School Education: A Discussion Document*," after consulting its faculty members and also after studying relevant theoretical and research materials. The curriculum framework reaffirms some of the major concerns raised in NPE, 1986, and the "*National Curriculum For Elementary and Secondary Education: A Framework, 1988*." They include issues related to language education and the medium of instruction, need for a common school structure for all the stages, the central issues of social cohesion, secularism and national integration and their relevance to the entire educational process. The framework provides a fresh look at certain issues such as MLL, value education, the use of ICT and the management and accountability of the system.

266. On the basis of years of observation and professional analysis, certain other concerns have either been reformulated or addressed some what differently with a view to ensuring better policy implementation. These include healthy, enjoyable and stress-free early childhood care and education (ECCE), sustenance and nurturance of talent for securing excellence and the reduction of the curricular load. The present framework also offers suggestions or recommendations in keeping with the rapid changes all around, but well within the spirit of the Policy. Integration of environmental education with languages, mathematics and other activities in the first two years of the primary stage, integration of art education, health and physical education and work education into the art and healthy and productive living at the primary stage, education about religions, integrated thematic approach to the teaching of social sciences, integration of science and technology, bringing mathematics closer to life at the secondary level

and so on, are some of the new elements. Besides, full trust in the teachers, and their empowerment and participation in the planning, implementation and evaluation of the curriculum and development of curricular materials is being asserted for the first time.

Physical education

267. Learning is concerned with improving the quality of life and is thus linked with the individual physical being. UGC provides assistance to universities and colleges for running a three-year degree course in physical education, health education and sports. UGC is also the implementing agency for the creation of sports infrastructure in universities and colleges through the National Sports Organisation. Assistance is provided for the construction of gymnasiums, swimming pools, basketball/volleyball/badminton/tennis courts, athletic tracks and cricket pitches. There are several programmes under the scheme of adventure sports for university/college students.

268. Yoga, as a system to promote the integrated development of body and mind, is viewed with special attention by NPE. Efforts are on to introduce yoga in all schools and teacher training courses.

269. Based on the evaluation of the experimental programme of introducing yoga in *Kendriya Vidyalayas*, a centrally sponsored scheme for promotion of yoga in schools was launched in 1989. This scheme is being implemented by the State education departments, as well as yoga institutions of repute.⁷

Human rights education

270. A landmark in the incorporation of human rights education was the report of the Sikri Commission, set up in 1980. The Commission's mandate was to recommend ways and means of promoting education about human rights, international understanding, peace, disarmament and its problems and international organisations. The Commission came up with the plan of teaching human rights in schools, colleges and universities, as well as in adult and continuing education through a three-pronged approach. The first was to teach the essentials at all stages to all learners, initially in school-level civics, and later as a component of foundation undergraduate courses. The second was the introduction of special courses at the undergraduate and postgraduate levels in the faculties of political science and law. The third involved the teaching of human rights as a special field by itself at the postgraduate levels.⁸

271. In pursuance of the UN General Assembly Resolution of 23 December 1994, declaring 1995–2004 as the UN Decade for Human Rights Education, the National Human Rights Commission (NHRC) held meetings with ministries to draw up a sectoral plan of action. A National Coordination Committee and working groups have been set up under the aegis of the Ministry of Home Affairs (MHA). The National Coordination Committee, in its first meeting held on 12 January 1998, decided that each ministry/department would prepare its own plan of action and submit it to MHA for the consideration of the Committee. MHA has set up a Drafting Committee with the prime objective of formulating a sustainable and achievable action plan for spreading awareness on human rights through efforts at training, dissemination and information, with clearly spelt out time-frames.

272. The Department of Education has created a cell to deal with matters relating to human rights education, and a plan of action to be observed by the various organisations under the

Box 7.20: Indigenous curriculum

The education system of a country has to be built on the firm ground of its own philosophical, cultural and sociological tradition and must respond to its needs and aspirations. Indigenousness of the curriculum, therefore, is being strongly recommended. The National Curriculum Framework has, therefore, stressed the need to get education rooted in the Indian reality and its composite culture. The awareness of India's rich intellectual and cultural heritage

and of her contributions to the world civilisation, along with those of other countries, is strongly urged. A profound sense of patriotism and nationalism tempered with the spirit of *Vasudhaiva Kutumbakam* (the world is one family) must also be infused into the students. At the same time; it also stresses the value of being receptive and open to all cultures and showing tolerance and respect for others.⁶

Source: *Quality Education in a Global Era, Country Paper: India, Ministry of Human Resource Development, Department of Secondary and Higher Education, GOI*

department has been drawn up. Various activities in the field of human rights have also been undertaken by organisations such as NCERT, UGC, IGNOU, NBT, NLMA and IAS–Shimla. These are reviewed and monitored from time to time. The Department of Education is thus committed to strengthening human rights education programmes both in the formal and non-formal sectors of education.⁹

Observance of the UN decade for human rights education and other awareness campaigns

273. The NHRC played a catalytic role in the drawing up of a National Plan of Action for observing the UN Decade for Human Rights Education (1995–2004). The GOI constituted a Coordination Committee under the chairmanship of the Union Home Secretary, comprising secretaries from the other concerned ministries and departments to draw-up a national plan and monitor its implementation. A plan of action was drawn up, inter alia, for enhancing human rights education. The year-long programme was launched on Human Rights Day, 10 December 1997, with a function organised by NHRC.¹⁰

Mobilising the educational system

274. In order to promote an understanding of human rights among students at various levels, NHRC has been interacting with MHRD, NCERT, NCTE and UGC. At the initiative of NHRC, the Department of Education (MHRD) has set-up a working group to oversee, monitor and coordinate the programme for human rights education at the level of higher education, as well as to consider matters relating to international collaboration in this field. In addition, UGC has also constituted a Standing Committee on Human Rights to examine proposals for conducting postgraduate courses by the universities, and holding of seminars/workshops/symposia by various universities, colleges, etc. During the year, the UGC approved a number of proposals submitted by the universities to introduce courses on human rights at different levels.¹¹

275. In Gujarat, school textbooks (especially class I textbooks) were reviewed and revised in 1999 for gender-related or other forms of bias. The Government has been careful to review material-development processes. For instance, under DPEP, there is a post of gender coordinator, who also looks at gender bias in educational material.¹²

Environment education, awareness and training

276. Environmental concerns and awareness are becoming increasingly significant in the present industrial set-up, as well as in the context of growing service-oriented enterprises. In

this connection, economically viable vocational activities should contribute to national development and must in no way lead to environmental degradation. Environmental education is being offered to vocational students at the higher secondary stage under the general foundation course—a compulsory component of all vocational courses. The main objectives of teaching environmental education to vocational students are to:

- Develop a clear understanding about the environment in its totality and its relationship with the world of work;
- Provide education and training for developing participatory skills for solving environmental problems, maintaining a safe working environment and applying environmental ethics in daily life, contributing towards a cleaner, greener and safer environment.¹³

277. The Ministry of Environment and Forests interacts actively with UGC, NCERT and MHRD for introducing and expanding environmental concepts, themes and issues in the curricula of schools and colleges. The Ministry's two Centres of Excellence on Environmental Education are also fully involved in those activities of UGC, NCERT and MHRD that are related to formal environmental education.

278. Subsequent to the adoption of the discussion paper on the 'Revitalisation of Environment Education in School' by the State Education Ministers' Conference in October 1998, a concept paper was prepared by the Ministry in consultation with the Centre for Environmental Education (CEE), Ahmedabad, to operationalise the strategy for environment education outlined in the discussion paper. On the basis of the concept paper, Environment Education in the School System has been included as a sub-component under the World Bank-assisted Environmental Management Capacity-Building project, being implemented by the Ministry. Under phase-I of this sub-component, a study is being conducted by the *Bharatiya Vidyapeeth* Institute of Environmental Education and Research (BVIEER), Pune, to assess the status of the infusion of environmental content into the school curriculum and the effectiveness of its delivery. The study is expected to be completed by September 2000.

279. As a part of this project, a National Consultation on Environmental Education was also organised during 10–12 January 2000 at the Centre for Environment Education (CEE), Ahmedabad, with the objective of discussing the strategy for environment education prepared by the Ministry. The Consultation, inaugurated by the Special Secretary of the Ministry, was attended by 150 officials from Central and State Government departments, and educationists. The strategy developed by the Ministry was discussed during the consultation, while components relating to strengthening the infusion of environmental components in the school curriculum and teacher training, as well as the use of non-formal methods through the involvement of NGOs, were agreed to unanimously by the participants. The introduction of environment as a separate and additional subject was not considered necessary. The view that emerged was that instead of introducing environment as a separate subject, it would be more effective if a separate space was created within the school curriculum during which the environmental concepts—infused in various subjects—could be focused upon and discussed. The strategy is being revised on the basis of these discussions.¹⁴

Non-formal environmental education and awareness

280. Environmental education, awareness and training plays a significant role in encouraging

and enhancing people's participation in activities aimed at the conservation, protection and management of the environment, essential for sustainable development. The Ministry, therefore, accords priority to the promotion of non-formal environment education and creation of awareness among all sections of society through diverse activities, using traditional and modern media of communication.¹⁵

Endnotes

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7C

Leisure, Recreation and Cultural Activities Article 31

Introduction

281. Imparting knowledge about India's rich cultural heritage to the younger generation has been one of the core areas under the national system of education. While spelling out the need for a cultural perspective for basic education, NPE stressed the need to bridge the schism between the formal system of education and India's ancient and varied cultural traditions. The growing concern over the erosion of essential values and an increasing cynicism in society has brought to focus the need for readjustments in the curriculum, in order to make education a forceful tool for the cultivation of social and moral values.

282. In India's culturally plural society, education is expected to foster universal and eternal values, oriented towards unity and integration of our people. Such value education should help eliminate all negative influences.¹

283. In India, apart from the formal training in schools and various other cultural institutions, the rich heritage of the country has also been responsible for the value orientation of children. Secular India is home to Hinduism, Islam, Christianity, Buddhism, Jainism, and Sikhism, among other religious traditions. To cite a few examples, *Dussehra* is a time when children participate in various competitions, making dolls out of waste materials and sharing the joy of creativity. *Deepawali* or *Diwali*, the most pan-Indian of all Hindu festivals, is a festival of lights, symbolising the victory of righteousness and the lifting of spiritual darkness. *Ganesh Chaturthi* is a festival in the honour of Lord Ganesha, the elephant-headed son of Shiva. It was started by Chhatrapati Shivaji, the great Maratha ruler, to disseminate culture and nationalism. The festival was given a new impetus by Bal Gangadhar Tilak, a freedom fighter, to spread the message of the freedom struggle and to defy the British who had banned public assemblies. Similarly, *Holi*, the festival of colours, is celebrated all over the country. *Id* is celebrated all over the country with great enthusiasm, as is *Christmas*.

284. The National Policy for Children, 1974, recognises and ensures the right of the child to rest and leisure, including play and recreational activities.² The Convention has several articles which refer to the right of the child to experience and be exposed to his or her own cultural environment. This is considered an important aspect of growth and development. However, it should be borne in mind that the protection of cultural rights has not placed any undue constraint on State pro-action concerning a wide range of culturally justified but harmful practices such as child marriage, customary child prostitution or involvement of children in religious rituals.³

285. Though religious and ethnic differences can sometimes cause disharmony in society, the Constitution of India recognises the important need to balance individual and community rights with universal standards on human rights and, therefore, links to the international value system. The major feature of our Constitution is the specific provision justifying affirmative action in the form of legislative and administrative intervention, on behalf of children in order to realise fundamental rights. The Constitution thus provides a legal framework that links to the Convention and balances the interests of realising a child's cultural rights and the other rights in the Convention.

Government interventions

286. One-third of India's population is in the 15–35 years age-group. The Department of Youth and Sports Affairs, MHRD, seeks to develop the personality of youth as also involve them in various nation-building activities. It acts as a catalytic agent for other departments which deal with the welfare of young people.⁴ Similarly, the Department of Culture, Ministry of Tourism and Culture, is also largely involved in the preservation, promotion and dissemination of art and culture. The aim of the Department is to develop ways and means by which basic cultural and aesthetic values and perceptions remain dynamic and active among young people. It also undertakes activities for preservation, encouragement and dissemination of various manifestations of contemporary creativity.⁵ The National School of Drama is an autonomous body under the Department of Culture, Ministry of Tourism and Culture. The *Sanskar Rang Toli*, formerly known as Theatre in Education (TIE) Company, under the National School of Drama, was established on 16 October 1989, to educate young people between the ages of 8 and 17 years through the medium of theatre. To a large extent, the *Toli* fulfils the

provisions in Article 31 (2) of the CRC in as much as it encourages and trains children to participate in cultural and artistic activities. The activities also have recreational value.⁶

287. The Centre for Cultural Resources and Training (CCRT) is another autonomous organisation under the Department of Culture. The CCRT organises a variety of educational activities for children belonging to the underprivileged sections of society and those in non-formal schools run by NGOs under its Extension and Community Feedback Programme. Institutions like the National Centre for Performing Arts (NCPA), Indira Gandhi National Centre of Arts (IGNCA), INTACH, World Wide Fund-India (WWF India), etc., promote cultural activities, including environmental preservation among children. NCPA, situated in Mumbai, has proved its credibility through 34 years of service to the performing and allied arts. IGNCA provides a forum for dialogue among arts from cultures and civilisation. The WWF-India Conservation Education Programme was started in 1969 primarily for the youth.⁷ The Ministry of Forest and Environment also has taken the initiative to help children in developing skills with regard to preserving nature. They have set up various nature clubs for children. These programmes of the Ministry are discussed in detail later in the article.⁸ The Government, through various departments, establishes playgrounds, parks, stadiums, zoological parks, science centres, etc., for recreational purposes. The *Bal Bhavan* Society is one such recreational centre with a membership of about 25,000 children in Delhi alone and has about 2000 regional centres. It has initiated a number of creative and innovative programmes and its activities range from clay modelling and painting to theatre.

288. Most schools in India set aside a few hours weekly for recreational activities such as games, arts and drama. Apart from this, schools have long holidays ranging from 10–15 days for celebration of festivals. At the end of each academic session, the school closes for about one or two months.⁹ The Sports Authority of India (SAI), which is a successor organisation to the Special Organising Committee (SOC) for the IX Asian Games, held in Delhi in 1982, was set up in 1984 by the GOI with the objective of maintaining and utilising the stadia created/renovated for the 1982 Asian Games and to spot and nurture talented children under different sports promotion schemes to achieve excellence at the national and international levels.¹⁰ One of the schemes of SAI introduces the concept of 'stay, play and study' in the same school. This scheme is designed to select physically fit children in the 8–12 years age-group and groom them scientifically in SAI-adopted schools. Selection to the scheme is based on a battery of tests to identify children endowed with good motor qualities and physical growth, having future potential for excellence, subject to age verification and mental fitness. The selected trainees are given scientific training in one of the 10 identified Olympic disciplines of athletics, badminton, basketball, football, gymnastics, hockey, swimming, table tennis, volleyball and wrestling. The number of trainees to be admitted in each discipline is based on team requirement and optimum utilisation of available infrastructure. In order to tap rural youth, there is a scheme for the adoption of *akharas*. Under this scheme, talented boys under 14 years of age, are adopted by SAI under the NSTC scheme and a stipend is given towards diet and school expenses. Under this new concept for wider coverage of trainees, 26 new schools and 11 new *Akharas* were adopted without increase in the financial outlay during 1999–2000.

289. The Training Centres Scheme of SAI came about as the result of a decision by the governing body of SAI in May 1995, to merge the Sports Hostel Scheme and the Sports Project Development Area into a consolidated scheme. Each training centre caters to three-four disciplines. Selection

is based on a battery of tests and on merit for those who have secured positions at the district, State and national competitions. The Training Centres Scheme forms a natural corollary to the sub-junior scheme of SAI by including trainees in the age-group of 14–21 years. These trainees are then assessed in their chosen disciplines and finally selected to undergo in-house training at various SAI centres where sports facilities, equipment, and services of qualified teachers are available, along with scientific backup. During 1999–2000, 2373 trainees (including non-residential trainees) were trained at 41 SAI centres, as against 1760 trainees during 1998–99. During the year, the number of girl trainees increased from 177 to 389. The 17 sports disciplines taught at these centres are athletics, archery, basketball, badminton, boxing, cycling, football, gymnastics, hockey, handball, judo, swimming, *kabaddi*, volleyball, wrestling, weightlifting, canoeing, kayaking and rowing.

290. The *Nehru Yuva Kendra Sangathan* (NYKS) is an autonomous organisation of the Department of Sports and Youth Affairs, with its offices in nearly all the districts of India. NYKS is the largest grassroot level apolitical organisation in the world, catering to the needs of more than eight million non-student rural youth in the age-group of 15–35 years, enrolled through 181,000 village-based youth clubs.¹¹ They undertake various sports promotion programmes to promote sports culture and a spirit of sportsmanship. NYKS also aims at popularising rural sports and games, which require minimum infrastructure, equipment and finance. The objective was achieved through the organisation of 1143 tournaments during 1999–2000, in which 279,421 youth participated. The cultural initiative undertaken by NYKS seeks to promote and encourage local folk art and culture of rural India, and through them to convey important social messages. Activities such as *nukkad nataks*, skits, one-act plays, folk dances, folk songs, puppetry, etc., are organised. During 1999–2000, NYKS organised 625 cultural programmes, in which 259,606 youth participated. It also organises various camps and training workshops like blood donation camps and training workshops for disaster management. Before the organisation of any national or international day or week, a workshop/seminar is organised so as to let the rural youth know the philosophy, spirit, history and importance of a particular day/week as well as how effectively the messages behind it can be disseminated among the masses. During 1999–2000, NYKS organised 161 programmes, in which 8560 youth participated.

291. The Council for Culture, Education, Research and Training, Department of Culture, organises a variety of educational activities for children belonging to underprivileged sections of society and those in non-formal schools run by NGOs under its Extension and Community Feedback Programme. The activities are:

- Educational tours to museums, monuments, craft centres, zoological parks/gardens;
- Workshops on learning, using locally available low-cost materials; and
- Camps on conservation of the natural and cultural heritage;

292. The activities mentioned above aim at:

- Creating awareness about India's rich natural and cultural heritage;
- Developing in children a sense of dignity towards labour and enable them later to generate income if necessary; and
- Involving children in creative activities to sensitise them to beauty in nature and art.

293. Council for Culture, Education, Research and Training sends artists and craft experts to schools/community for activities such as clay modelling, pottery, cane work, book binding,

tie-and-dye, paper toy making and wall decoration. These activities are conducted with the help of locally available low-cost material, which is provided by the Centre free of cost. The Centre is organising leisure, recreation and cultural activities for children from rural/urban areas and slum colonies of Delhi. All these activities are linked with education and aimed at checking the dropout rates in non-formal schools run by NGOs. While developing such programmes, the right to leisure, recreation and education is taken into account, and activities are targeted towards the achievement of rights recognised by the Convention. Twenty per cent of the total overall budget allocated for community and extension service programmes is spent on the activities related to Article 31.

294. The *Sanskar Rang Toli* has become one of the important educational resource centres for children in the country and consists of a group of actor-teachers working with and performing for children on a regular basis. The activities of the *Toli* are:

- To perform creative, curricular and participatory plays in schools, specially designed and prepared for children of different age-groups. To create awareness about the potential of theatre as a means of education and encourage children to raise questions and to adopt theatrical skills as an alternative to regular curriculum;
- More than 600 performances have been viewed by more than 500,000 people all over the country. The audiences consist of children, parents, schoolteachers, and others concerned with children;
- It offers training workshops for teachers to create meaningful theatre with children and also offers skills and techniques to work in classroom situations to make the teaching-learning process more enjoyable;
- A regular annual feature is the month-long intensive summer theatre workshop for children in the age-group of 8–16 years held in May–June every year. The workshop imparts training in allied arts and integrated personality development. Children from different strata of the society, including slum and street/working children, participate in the workshop;
- The Saturday Club with children is an extension of the summer workshop, where extensive work is done with children of various age-groups to create original plays through a process of improvisation. During this training, children decide a theme or subject and work on it through a very creative and artistic process; and
- Workshops for colleges, parents, social organisations and for children with special needs are also important activities. The *Toli* organises theatre festivals and has undertaken extensive tours in collaboration with various departments and institutions.¹²

295. The Ministry of Environment and Forests interacts actively with NCERT and MHRD for introducing and expanding environmental concepts, themes and issues in the curricula of schools and colleges. The two Centres of Excellence on Environmental Education are also fully involved in those activities of UGC, NCERT and MHRD that are related to formal environmental education. Environment education in the school system has been included as a sub-component under the World Bank-assisted Environmental Management Capacity-Building project, being implemented by the Ministry. Under phase-I of this sub-component, a study is being conducted by BVIEER, Pune, to assess the status of the infusion of environmental content into the school curriculum and the effectiveness of its delivery. As a part of this

project, a National Consultation on Environmental Education was also organised during 10–12 January 2000, at CEE, Ahmedabad, with the objective of discussing the strategy prepared by the Ministry. Strengthening environmental components in the school curriculum and teacher training, as well as the use of non-formal methods through the involvement of NGOs, were agreed to unanimously by the participants. The experts present decided to incorporate environmental education within the existing curriculum of the schools and colleges in order to increase its effectiveness.

296. The WWF-India Conservation Education programme was started in 1969. Aimed primarily at the country's youth, WWF-India has a network of about 700 Nature Clubs across the country with a membership of about 20,000 schoolchildren. The Nature Clubs encourage young members to undertake voluntary work in awareness-building, tree-planting, running campaigns against wildlife trade and conducting conservation activities. Besides Nature Clubs, the members attend nature camps in some of India's finest wilderness areas. WWF-India has introduced a National Programme for Teacher Training Workshops with support from WWF-International. These workshops are organised to discuss the possibility of linking environmental approaches to existing school curricula, devising and conducting activities in the field, and the use of street theatre and other folk and art forms for promoting environment education (EE). WWF-India has been involved in designing and developing EE centres. It has designed a captive breeding centre for the endangered Kashmir stag in its home State—Jammu & Kashmir. The Conservation Corps Volunteers Programme has created a cadre of dedicated young volunteers who undergo intensive training with NGOs to gain experience in resource management.¹³

297. The IGNCA is visualised as a centre encompassing the study and experience of all the arts—each form with its own integrity, yet within a dimension of mutual inter-dependence, inter-related with nature, social structure and cosmology. Through a diverse programme of research, publication, training, creative activities and performance, IGNCA seeks to place the arts within the context of the natural environment. The fundamental approach of the Centre-in all its work-is inter-disciplinary and multi-disciplinary. The principle aims and objectives of NCPA are:

- To establish a national centre for preservation and promotion of India's legacy of classical, traditional and contemporary performing and visual arts;
- To establish, equip and maintain schools, auditoria, libraries, archives, museums, studios, workshops and other facilities necessary to fulfil these objectives; and
- To disseminate knowledge, promote appreciation, provide training and sponsor or undertake scientific research in these fields with the objective of further development by encouragement of innovation within India and by interaction with the arts of other countries.

298. The Ministry of Sports and Youth Affairs also has some schemes to provide proper sports infrastructure to children. These schemes are discussed below.

Grants for creation of sports infrastructure

299. Grants are given to State Governments, UT administrations, local statutory bodies such as municipalities, municipal corporations/notified area committees/cantonment boards and registered voluntary organisations active in the field of sports. Grants can be availed of to

develop playing fields, and construct indoor/outdoor stadia/facilities, swimming pools, water and winter sports infrastructure, shooting ranges and additional facilities in existing sports projects. In addition, State/UT Governments are also assisted in the construction of district/State-level sports complexes. Financial assistance is rendered, subject to the cost being shared between the Union Government and the sponsoring agencies/State Government concerned in the ratio of 75:25 in case of special category States, hilly/tribal areas, and 50:50 in other cases. *Kendriya Vidyalaya Sangathan (KVS)/Navodaya Vidyalaya Samiti/State/UT* administration are also eligible to avail of assistance of up to Rs 5 lakh for construction and improvement of sports facilities in their schools.

Grant for rural schools

300. Secondary/senior secondary schools in rural areas with suitably sized playing fields and a regular appointed physical education teacher are given a grant of up to Rs 150,000 for development of playgrounds and/or purchase of consumable/non-consumable sports equipment. There is no matching contribution required against this grant either from the State/UT Government or the school. Only one school per year per block, and not exceeding two schools per block during a Plan period, will be provided assistance under the scheme. Schools in hilly areas are also made eligible for grant towards fencing a playground.

Educational technology¹⁴

301. Doordarshan's high priority to programmes on education is reflected in its school telecasts which started from Delhi in 1961. As a part of the SITE Continuity, programmes for schoolchildren were started in 1982. Programmes today are telecast in regional segments from Delhi and Chennai and programmes produced by State Institutes of Education (SIE) are telecast in Hindi, Marathi, Gujarati, Oriya and Telegu for relay by all transmitters in a particular language zone. Separate chunks have been earmarked for programmes for secondary schools on the national network. These programmes are produced by CIETs. The telecast of a programme titled *Tarang* for children from Doordarshan (DD-I) continued during the year under report. The current telecast included 473 programme capsules and 92 continuities. A weekly audio programme, *Umang*, was broadcast throughout the year from 10 All-India Radio Stations, viz., Allahabad, Lucknow, Jaipur, Jodhpur, Bhopal, Indore, Patna, Rohtak, Shimla and Delhi. Eighty-five educational television programmes, covering a wide range of subjects for students and teachers, were scripted and produced. Besides, 29 educational video-spots of short duration were conceived, planned and produced. A series of 10 audio programmes *Rang Ras Barse* were also produced to teach *sargam* of different *ragaas*. Under the series 'Land and People,' two films titled 'Abode of Gods' (with its Hindi version *Dev Bhoomi*) and 'Land of Warriors' (with its Hindi version *Veer Bhoomi*) were produced.

Educational Television Programmes (ETV)

302. Eighty-five ETV programmes were scripted and produced during 1998-99, covering a wide range of school subjects like science, mathematics, language, social sciences and fine arts for children and teachers. These included 'Exploring the Universe'—a series of 11

programmes, in collaboration with IUCCA, Pune; programmes on agriculture and animal husbandry, low-cost teaching aids with LJP, Jaipur, and programmes on performing arts such as *Kathak Parichay*, involving eminent danseuse Uma Sharma. Amongst the 29 educational short-duration video-spots, four were on parental motivation. Some ETV spots also dealt with subtle Constitutional provisions like Fundamental Duties.

Promotion and dissemination of culture¹⁵

303. The Department of Culture implements a number of schemes intended to provide monetary assistance to individuals, groups and voluntary organisations engaged in promoting a particular art form and/or to sustain cultural activities in the country. The contribution of the Department of Culture in giving financial assistance to young individuals who wish to pursue the arts as a profession has been immense. Scholarships are provided to the young in the field of art, and are later followed by junior and senior fellowships. An evaluation of this scheme has shown that many prominent artists have been recipients of these scholarships in their youth, and at a later stage, of fellowships offered by the Department of Culture.¹⁶ During 1998–99, the Department enhanced the number of fellowships and scholarships by almost 50 per cent.

304. Also, the activities covered under these schemes range from salary grants, production grants and scholarships to pensions. Grants are given for performing arts, tribal and folk art, research on various aspects of Indian culture, Buddhist and Tibetan studies and the cultural heritage of the Himalayas. Funds are also provided for centenary celebrations of important personalities, as well as for setting up of national memorials. For strengthening infrastructure in the States, funds are provided for setting up multi-purpose cultural complexes, and for strengthening regional and local museums.

305. In Gujarat, the State organises inter-state camps, inter- and intra-State level sporting activities, dance festivals, picnics and tours, celebration of national and local festivals and other forms of cultural activities.¹⁷ But the NGOs in Gujarat feel that in urban areas, there is a dearth of space for play, especially outdoor play. In rural areas, where this problem does not exist, there is a paucity of play equipment and material.

306. Likewise, in the state of Punjab the initiatives taken are:¹⁸

- Competition schemes;
- Provision of sports scholarships and sports equipment;
- Construction of sports complexes;
- Assignment of national games; and
- Sports-related schemes for SC children.

307. The Government of Punjab also:

- Holds musical and cultural festivals and seminars;
- Promotes cultural activities;
- Provides grants-in-aid to institutions engaged in promotion of art and culture;
- Establishes and strengthens libraries;
- Renovates/improves display of museums/galleries;
- Preserves ancient and historical monuments; and
- Has an environment awareness programme.

308. With, physical education being part of the school curriculum, sports and games in Kerala have made remarkable progress and the State is a frontrunner in this field. In order to identify talent, the Kerala Sports Council has been implementing innovative programmes. The Sports Council also organises Kerala Games every year at district, as well as at State level, which has produced good results. The State Institute of Children's Literature has also inspired young people to participate in cultural and social activities.¹⁹

309. In the North-eastern State of Manipur, with respect to the child's right to leisure and recreation, the Department of Social Welfare is seeking to run the existing *Bal Bhavan* along the lines of the Convention. Various steps are being taken to promote an atmosphere of freedom, spontaneity and creativity, and the *Bhavan* has various sections, including those for:

- Crafts;
- Science;
- Toy-making;
- Horticulture;
- Home-management;
- Computer applications; and
- A science park.

310. Besides this, the *Bal Bhavan* organises a number of competitions and camps every year. As of now, there are about 2000 students enrolled and since 1995, six children have received the National *Bal Shree* Award in various fields like creative writing, creative arts, creative performance and innovative science.²⁰

311. The Don Bosco *Ashalayam*, an NGO in West Bengal, while implementing a project for these street and destitute children, includes activities:

- Sports and games as part of the formation programme;
- Art, music and drama programmes that develop creativity in young minds;
- Participation in various personality formation groups and movements like leadership training services (LTS), scouts and guides;
- Annual educational camps; and
- Monthly educational festivals for children in the streets, organised by the children who belong to the *Ashalayam*.

312. Youth for Youth, a movement started in early 1990s, encourages better-off youth to work for the more needy youth. The movement organises various street and railway station contact meetings, where basic literacy programmes, medicine and recreational facilities are offered. The children of *Ashalayam* invite children who stay on the streets to their 'House of Hope'. Educational programmes (awareness of drugs, health issues, etc.) games and sports, dramatics, singing and dancing, films and good food are organised with a view of making the children experience love and affection and eventually lead them away from the streets.²¹

313. Total budget allocation for the Department of Sports and Youth Affairs for 1999–2000 was Rs 2200.09 million. For the year 2000–2001, the total budget allocation is Rs 2600 million.

Endnotes

- ¹ Education for the 21st Century, India Country Paper on Delors Commission Report, March 1998, pp. 21, 34.
- ² Response No. NI/PC/SAP/132/2000/908, 31 July, National Institute for Public Cooperation and Child Development, GOI, page 66.
- ³ Children, Law and Justice—A South Asian Perspective, Savitri Goonesekere, SAGE, 1998, pp. 228–233.
- ⁴ Annual Report, 1999–2000, Ministry of Sports and Youth Affairs, GOI, page 6.
- ⁵ Annual Report, 1999–2000, Department of Culture, Ministry of Human Resource Development, GOI.
- ⁶ D. O. No. F. 21–35/2000–CDN, Department of Culture, Ministry of Human Resource Development, GOI, September 14, 2000.
- ⁷ Information sourced from ICCR Website.
- ⁸ Annual Report, 1999–2000, Ministry of Forest and Environment, GOI.
- ⁹ Response No. NI/PC/SAP/132/2000/908, July 31, 2000, National Institute for Public Cooperation and Child Development, GOI, page 66.
- ¹⁰ Annual Report, 1999–2000, Ministry of Sports and Youth Affairs, GOI, pp. 28, 29, 32, 38.
- ¹¹ Ibid, page 16.
- ¹² Information sourced from ICCR Website.
- ¹³ Annual Report, 1999–2000, Department of Culture, Ministry of Human Resource Development, GOI, pp. 132–133.
- ¹⁴ Annual Report, 1999–2000, Ministry of Information and Broadcasting, GOI.
- ¹⁵ Annual Report, 1999–2000, Department of Culture, Ministry of Human Resource Development, GOI, pp. 132–133.
- ¹⁶ Ibid.
- ¹⁷ Gujarat State Report on CRC, Government of Gujarat, 2000, pp. 76–77.
- ¹⁸ Punjab State Report on CRC, Government of Punjab, pp. 43–44.
- ¹⁹ Kerala State Report on CRC, Government of Kerala.
- ²⁰ Manipur State Report on CRC, Government of Manipur, 2000, pp. 17–18.
- ²¹ Don Bosco Ashalayam, UNESCO, page 13.