03.11.2011 (Revised)

GOVERNMENT OF INDIA

ElEmEntary Education

SUB GROUP REPORT FOR THE 12TH PLAN

MINISTRY OF HUMAN RESOURCE DEVELOPMENT
DEPARTMENT OF SCHOOL EDUCATION AND LITERACY

I n d e x

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Government of India
Ministry of Human Resource Development
Department of School Education and Literacy
No.F.12-1/2011-EE.1
***

New Delhi, dated: 3 June, 2011

Subject: Setting-up of Sub-Group of the Working Group on 'Elementary Education and Literacy' for the Twelfth Five Year Plan (2012-2017)

The Planning Commission has constituted a Working Group on 'Elementary Education and Literacy' for the Twelfth Five Year Plan (2012-2017) vide Commission's Order No. M-12015/1/2011-Edn dated 8th April, 2011 under the Chairpersonship of Ms. Anshu Vaish, Secretary, Department of School Education and Literacy, Ministry of Human Resource Development. In terms of Para (4) of the said order, the Chairperson of the Working Group hereby constitutes Sub-Group on 'Elementary Education' as under:

1. Shri Anil Bordia, Foundation for Education & Development	Chairperson
2. Shri Pramod Tiwari, Director, Department of SE&L	Member Secretary

Members:

3. Smt Anita Kaul, Additional Secretary, D/SE&L	Member
4. Prof. R. Govinda, VC NUEPA/ Director NCERT	Member
5. Dr. C. Chandramohan, Planning Commission	Member
6. Dr. Rukmini Banerjee, Pratham	Member
7. Shri Amit Kaushik, CISCO	Member
8. Chairman, Bihar State Madarsa Board, Patna	Member
9. Principal, Convent of Jesus and Mary, New Delhi	Member
10. Dr. Poonam Natarajan, National Trust	Member
11. Dr. Vinod Raina, BGVS	Member
12. Smt. Dipta Bhog, Nirantar	Member
13. Smt. Kameshwari Jandhyala	Member
14. Shri Kabir Vajpayi, Vinyas	Member
15. Smt Anjali Noronha, Eklavya	Member
16. Smt Annie Namala, Institute for Dalit Studies	Member
17. Secretary, Elementary Education, Andhra Pradesh	Member
18. Secretary, Elementary Education Punjab	Member
19. Secretary, Elementary Education, Mizoram	Member
20. Prof. Zubair Meenai, JMI	Member
21. Joint Secretary, M/W&CD	Member
22. Joint Secretary, M/Minorities	Member
23. Joint Secretary Representative from M/SJ&E	Member
24. Joint Secretary, M/TA	Member
25. Joint Secretary, M/S&YA	Member

Terms of Reference

i) Make comprehensive review of progress towards universal elementary education with specific reference to universal access, retention and quality of education by gender, social category and region.

ii) Review the norms for interventions under Sarva Shiksha Abhiyan (SSA) for universal elementary education in keeping with the:

   a. Provisions of the Right of Children to Free and Compulsory Education (RTE) Act, 2009

   b. The National Curriculum Framework – 2005

   c. Provisions relating to education for women's equality as per the National Policy on Education (1986/92)

iii) Formulate operational strategies and action plans for substantial improvement in educational status of girls and SC, ST, Muslim minority children, and children with special needs, etc. including convergence with other relevant schemes.

iv) Recommend feasible methods for timely selection and deployment of teachers, to ensure conformity with the requirements laid down in the Schedule to the RTE Act within the timeframes stipulated under the RTE Act

v) Formulate strategies for progressively universalising pre-school education

vi) Examine ways to continue and integrate the Mahila Samakhya programme within Departmental programmes beyond 2013-14.

vii) Suggest ways and means to improve the quality of school management and supervision

viii) Suggest broad parameters of a policy for promoting public private cooperation and involvement of Civil Society/NGOs in the promotion of elementary education of equitable quality.

ix) Evolve detailed plan and strategies with medium and long term monitorable targets for universal access, retention and quality of education at primary and upper primary levels.

x) Review the existing education indicators and computation of education index and suggest modifications for effectively capturing ground realities at various levels.

xi) Estimate the financial requirements of the existing programmes and for new interventions in respect of elementary education.

The Secretarial services to the Sub-Group on Elementary Education will be provided by TSG (SSA). Non-Official members of the Sub-Group will be given travelling allowance *etc.* as per Government rules for attending the meetings of the Sub-Groups.

This issues with the approval of Secretary (SE&L)

(H.C. Bhatia)
Under Secretary to the Government of India

Abbreviations

ABL	Activity Based Learning
ADIP	Assistance to Disabled Persons for Purchase/Fitting of Aids/Appliances
AIE	Alternative and Innovative Education
ALM	Alternative Learning Material
ASER	Annual Status of Education Report
AW	Anganwadi
AWP&B	Annual Work Plans and Budget
B.Ed	Bachelor of Education
BB	Bal Bhawan
BEO	Block Education Officer
BMTPC	Building Materials & Technology Promotion Council
BPL	Below Poverty Line
BRC	Block Resource Centre
CAG	Comptroller and Auditor General of India
CAL	Computer Aided Learning
CBO	Community Based Organisation
CBR	Community Based Rehabilitation
CBSE	Central Board of Secondary Education
CCE	Continuous Comprehensive Evaluation
CEO	Chief Executive Officer
CPPE	Council for people's participation in education
CRC	Cluster Resource Centre
CSO	civil society organisations
CSR	Corporate Social Responsibility
CWE	Community of Women Entrepreneurs
CWSN	Children with Special Needs
D.Ed	Diploma in Education
DCF	Data Capture Format
DIET	District Institute of Education and Training
DISE	District Information System for Education
EBB	Educationally Backward Block
EC	Executive Committee
ECCE	Early Childhood Care and Education
EDI	Education Development Index
EE	Elementary Education
EMIS	Educational Management and Information System
FM&P	Financial Management and Procurement
FYP	Five Year Plan
GER	Gross Enrolment Ratio
GIAC	Grant-in Aid Committee
GIS	Geographic Information System
GOI	Government of India
GPI	Gender Parity Index
GPS	Global Positioning System
HUDCO	Housing and Urban Development Corporation Ltd.
HUPA	Housing and Urban Poverty Alleviation
ICDS	Integrated Child Development Services
ICPS	Integrated Child Protection Scheme
ICT	Information and Communication Technology
IMRB	Indian Market Research Bureau
INTACH	Indian National Trust for Art and Cultural Heritage
IPAI	Institute of Public Auditors of India
JRM	Joint Review Mission
KGBV	Kasturba Gandhi Balika Vidyalaya
LA	Local Authority
LFPR	Labour Force Participation
MCS	Model Cluster Schools
MDM	Mid Day Meal
MHA	Ministry of Home Affairs
MHRD	Ministry of Human Resource Development
MIS	Management Information System
MIs	Monitoring Institutes
MLE	multilingual education
MLE	Multi Lingual Education
MNRE	Ministry of New and Renewal Energy
MS	Mahila Samakhya
MSK	Mahila Samakhya Kendra
MT	Mother Tongue
MWCD	Ministry of Women and Child Care
NAC	National Advisory Council
NBB	National Bal Bhawan
NCERT	National Council of Educational Research & Training
NCF	National Curriculum Framework

NCPCR	National Council for Protection of Child Rights
NCRC	National Children Resource Centre
NCTE	National Council for Teacher Education
NDMA	National Disaster Management Authority
NER	Net Enrolment Ratio
NGO	Non-Governmental Organisation
NIOS	National Institute of Open Schooling
NPE	National Policy on Education (NPE)
NPEGEL	National Programme for Education of Girls' at Elementary Level
NRBC	Non- Residential Bridge Course
NRG	National Resource Group
NSSO	National Sample Survey Organisation
NUEPA	National University of Educational Planning & Administration
NV-ARC	National Visual Arts Resource Centre
NVs	Navodaya Vidyalaya
OBC	Other Backward Class
PAB	Project Approval Board
PRI	Panchayati Raj institutions
PTR	Pupil Teacher Ratio
QMT	Quality Monitoring Tools
RBC	Residential Bridge Course
RCI	Rehabilitation Council of India
REMS	Research, Evaluation, Monitoring and Supervision
REPA	Right to Education Protection Authorities
RGI	Registrar General of India
RT	Resource Teacher
RTE	Right of Children to Free and Compulsory Education
SAC	State Advisory Council
SAS	Shiksha Adhikar Samitis
SC	Scheduled Caste
SCERT	State Council of Educational Research and Training
SCPCR	State Council of Protection of Child Rights
SCR	Student Classroom Ratio
SDMC	School Development and Management Committee
SDP	School Development Plan
SES	Selected Educational Statistics
SIERT	State Institute of Educational Research and Training
SMC	School Management Committee
SPIC-MACAY	Society for Promotion of Indian Classical Music and Culture Amongs Youths
SPQEM	Scheme for Promotion of Quality Education in Madarsas
SSA	Sarva Shiksha Abhiyan
SSA-DEP	Sarva Shiksha Abhiyan-Distance Education Programme
ST	Scheduled Tribe
TET	Teacher Eligibility Test
TET	Teacher Eligibility Test
TLM	Teaching Learning Material
TSG	Technical Support Group
UEE	Universal Elementary Education
UGC	University Grants Commission
UNESCO	United Nations Educational, Scientific and Cultural Organisation
URC	Urban Resource Centre
VAs	Voluntary Agencies
WCD	Women and Child Development
WWF	World Wildlife Fund

CHAPTER 1
STATUS OF ELEMENTARY EDUCATION

INTRODUCTION

The Indian education landscape saw significant developments during the 11th Plan. There was a surge in school enrollments, and gender and social category gaps in enrollments narrowed considerably. Expansion of school infrastructure and facilities significantly widened access to schooling, and incentives and child entitlements, such as textbooks, mid day meals and uniforms began reaching a considerably large number of children.

The most significant development, however, was that Article 21-A, inserted in the Constitution of India through the Constitution (86th Amendment) Act, 2002 to make elementary education a fundamental right, and its consequential legislation, the Right of Children to Free and Compulsory Education (RTE) Act, 2009, became operative on 1st April 2010. This development has far reaching implications for elementary education in the years to come: it implies that every child has a right to elementary education of satisfactory and equitable quality in a formal school which satisfies certain essential norms and standards. The RTE Act incorporates the principles of child centred education spelt out in the National Policy on Education (NPE), 1986/92 and elaborated in the National Curriculum Framework (NCF) 2005; these have now become part of educational legislation.

Government has since revised the Framework of Implementation for Sarva Shiksha Abhiyan (SSA) to correspond with the provisions of the RTE Act, as also the fund sharing pattern between the Central and State Governments to provide for a more favourable sharing ratio for the States. The Government has also accorded approval to a financial estimate of Rs 2.31 lakh crore for the implementation of the RTE Act over a period of five years for the period 2010-15. The 13th Finance Commission earmarked a sum of Rs 23,068 crore for the same period specifically towards elementary education. Notification of teacher qualifications under section 23 of the RTE Act and the prescription of a Teacher Eligibility Test (TET) by the National Council for Teacher Education (NCTE) were other significant developments pursuant to the RTE Act becoming operative in the country.

Several initiatives were also taken in the States to support the RTE Act, including that: (a) 20 States notified the RTE Rules, (b) 31 States issued notifications prohibiting corporal punishment and mental harassment; (c) 25 States issued notifications prohibiting screening for admission and capitation fees; (d) 31 States issued notifications prohibiting expulsion and detention; (e) 30 States issued notification banning Board examinations till completion of elementary education; (e) 27 States notified academic authority under RTE Act. Several States have also initiated steps to conduct the TET.

These policy initiatives have contributed to a new vibrancy, meaning and urgency in the country's efforts to universalize elementary education, and are expected to infuse new life in the schooling system in the years to come.

PROGRESS OVERVIEW

There has been substantial spatial and numerical expansion of primary and upper primary schools; access and enrollment at the primary stage of education have reached near universal levels; the gender gap in enrollment has narrowed, and the percentage of children belonging to scheduled castes and tribes enrolled is proportionate to their population. Nonetheless, there remains an unfinished agenda of universalising education at the upper primary stage. The number of children, particularly children from disadvantaged groups and weaker sections, who drop out of school before completing upper primary education, remains high, and the quality of learning achievement is not always entirely satisfactory even in the case of children who complete elementary education.

Efforts to universalise elementary education gained momentum during the 11th Plan. Table 1 gives the details of progress in the first three years of the 11th Plan period with reference to the terminal year of the 10th Plan.

Table 1: Progress since 2006-07

	2006-07	**2009-10**
Primary schools	7.79 lakh	8.10 lakh
Upper Primary schools	4.17 lakh	4.94 lakh
Primary Enrolment	132 million	133 million
Upper Primary Enrolment	47.5 million	54.5 million
Elementary Enrolment	180 million	188 million
GER Primary	111	115
NER Primary	93	98
GER Upper Primary	64.7	75.8
NER Upper Primary	48.4	58.3
Teachers in Govt. Schools	3.6 million	3.9 million
Out of School Children*	11.3 million	8.1 million

*Source: DISE, * IMRB Survey*

Enrolments at elementary level increased from 179 million in 2006-07 to 188 million in 2009-10. In 2006-07, 126 million children were enrolled in government schools. This figure increased to 131 million in 2009-10. In addition, another 17 million are enrolled in government aided schools, and 40 million are attending private unaided schools.

GER at primary level is high at 115%, and NER has improved significantly from 92.7% in 2006-07 to 98% in 2009-10. High GER at primary level, however, indicates the presence of over-age and under age children, possibly due to early and late enrolment or repetition (see Table 2). Research suggests that these children are vulnerable to dropping out. Growth in primary enrolment has slowed down particularly in Andhra Pradesh, Madhya Pradesh and Maharashtra. This is to be expected as the number of out of school children reduces, and the primary NER nears 100%.

GER at upper primary level is low, but had shown considerable improvement of 11.8 percentage points in the four years between 2006 and 2009. NER at upper primary is a cause of concern. It varies from 45% in Uttar Pradesh and 59% in Andhra Pradesh to 91% in Tamil Nadu and 81% in Himachal Pradesh. Thus, although more children are entering the education system, many are not progressing through the system. Upper primary NER at 58% gives a clear indication of the ground to be covered: this figure may be slightly depressed on account of various factors, like a number of

States following 7-year elementary education cycle, or lack of complete information from private schools, or the incidence of repetition and under-age enrolment in several States. With the RTE stipulations in regard to the entry level at age 6, no detention, expulsion, 8-year elementary education cycle, and maintenance of record of children, a definite improvement is to be expected. Nonetheless, against 2,30,941 habitations which were reported as un-served by the 7th AISES conducted in 2002, as many as 1,73,419 upper primary schools have been sanctioned so far under SSA to serve children within a radius of 3 km; upper primary access however remains a challenge. Further, the number of un-served habitations is likely to undergo a change and may even increase as the states define the limits of neighbourhood for providing schools under the State RTE Rules.

Table 2: Percentage of underage and overage children to total enrolment

Academic year	Primary level			Upper primary level		
	Under-age	Over-age	Total grossness	Under-age	Over-age	Total grossness
2006-07	9.4	6.3	15.6	12.0	8.8	20.8
2007-08	9.0	6.1	15.1	11.5	9.1	20.6
2008-09	8.1	5.7	13.8	11.5	8.5	20.0
2009-10	8.9	5.6	14.5	11.0	8.2	19.2

Source: DISE

Schooling facilities

The country has witnessed substantial increase in the number of primary and upper primary schools in recent years. Table 3 shows that there is an increase of more than 9.15 percent in the number of schools in the country as compared to 2006-07.

Table 3: Total schools by category

Academic year	**Primary only**	**Primary with Upper Primary**	**Primary with Upper Primary and Sec./H.Sec.**	**Upper Primary only**	**Upper Primary with Sec./H.Sec**	**Total Schools**
2006-07	7,79,482	2,10,014	29,312	1,08,095	67,601	11,94,504
2007-08	8,05,667	2,17,442	35,974	1,15,961	69,155	12,44,199
2008-09	8,09,108	2,34,345	39,440	1,25,169	77,225	12,85,287
2009-10	8,09,978	2,47,643	41,435	1,28,165	76,552	13,03,773

Source: DISE

Table 4 indicates that rural India is served mainly by government and government aided schools. Urban areas however, have a significant presence of private unaided schools. Thus, while there is need for continued focus on strengthening government schools so that they conform to the norms and standards laid down in the RTE Act, there is also need for an effective strategy to ensure that the private unaided schools in urban areas become RTE compliant.

Table 4: Number of schools

Academic year	Total			Govt. and Aided			Unaided		
	Total Schools	% Rural	% Urban	Total Schools	% Rural	% Urban	Total Schools	% Rural	% Urban
2006-07	11,94,504	87.3	12.7	10,39,293	90.8	9.2	1,55,211	62.3	37.7
2007-08	12,44,199	87.9	12.6	10,72,417	91.4	8.6	1,71,782	63.7	36.3

Table 4: Number of schools									
Academic year	Total			Govt. and Aided			Unaided		
	Total Schools	% Rural	% Urban	Total Schools	% Rural	% Urban	Total Schools	% Rural	% Urban
2008-09	12,85,287	87.3	12.7	11,08,367	91.4	8.7	1,76,920	61.9	38.1
2009-10	13,03,773	87.1	12.9	11,20,781	91.2	8.8	1,82,992	61.4	38.6

Source: DISE

Enrolment trends – Gender

Table 5 provides an insight into the encouraging trend of the growing outreach of the schools to the girls. The percentage of girls in the total enrolment at primary and upper primary level was 48.0 and 46.5 respectively in the year 2006-07; this increased to 48.5 and 48.1 at primary and upper primary levels respectively in 2009-10. The annual average growth rate of enrolment for girls is considerably higher as compared to boys.

Table 5: Sex-wise enrolment by stages (in crore)									
Academic year	Primary (Grades I-V)			Upper Primary (Grades VI-VIII)			Elementary (I-VIII)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
2006-07	6.84	6.34	13.19	2.54	2.21	4.75	9.38	8.55	17.93
2007-08	6.95	6.47	13.41	2.70	2.39	5.09	9.64	8.86	18.50
2008-09	6.94	6.50	13.44	2.80	2.54	5.34	9.73	9.04	18.77
2009-10	6.88	6.47	13.35	2.83	2.62	5.45	9.71	9.09	18.80

Source: DISE

Gender parity index (GPI) has also shown significant increase, particularly at the upper primary level. The primary level GPI improved marginally from 0.93 in 2006-07 to 0.94 in 2009-10. However, GPI at upper primary level increased from 0.87 in 2006-07 to 0.93 in 2009-10, mainly due to the gender gap having already been reduced considerably by the onset of the Plan period. Year-wise details are given in Table 6.

Table 6: Percentage girls to total enrolment and GPI in enrolment				
Academic Year	% Girls to total enrolment		Gender parity index (GPI)	
	Primary	Upper Primary	Primary	Upper Primary
2006-07	48.09	46.51	0.93	0.87
2009-10	48.46	48.12	0.94	0.93

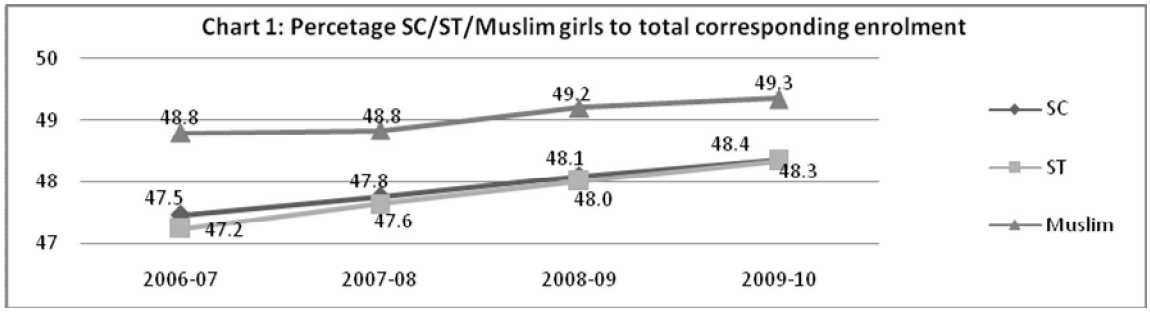
Source: DISE

Enrolment trends – Social categories

The DISE data for the year 2009-10 suggests that the percentage enrolment of SC, ST and Muslim children corresponds with their percentage share in population. The details of percentage enrolment and population are given in Table 7.

Table 7: Percentage enrolment and population by social category		
	% population share (Census 2001)	% enrolment share (DISE 2009-10)
SC	16 %	20 %
ST	8 %	11 %
Muslim	13 %	13 %

Increase in the enrolment of girls may not have been possible without improvement in the enrolment of girls belonging to different social categories, particularly, SC, ST and Muslim. Chart 1 presents the increase in enrolment of girls belonging to these social categories.



Source: DISE

Flow rates – retention, dropout, and transition

Cohort dropout rate denotes the percentage of class 1 children who discontinue schooling before completing the relevant stage of education. DISE calculates the average annual dropout rate which is based on two years data for the same set of schools, grade-wise as well as for entire primary cycle.

DISE also calculates the retention rate, which includes the percentage of Class 1 students who continue schooling till the end of primary or elementary cycle. DISE data for retention rate at primary level is available for all States; this indicates that the primary level retention rate has increased from 70.26 in 2006-07 to 74.01 in 2009-10. DISE data on retention rate for upper primary is available for 133 districts in the country, and indicates an increase of 21 percentage points from 51.6 in 2006-07 to 72.3 in 2009-10 in respect of States following a 7-year elementary education cycle, and an increase from 35.6 in 2006-07 to 47.2 in 2009-10 in respect of States following an 8-year elementary education cycle (329 Districts). District-wise analysis also shows improvement: the percentage of districts with retention rate above 75 has increased from 50% to 55% as shown in the Table 8.

Table 8: Distribution of Districts by retention rate

	Number of Districts with Retention Rate			
Year	> 75	70 – 75	65 – 70	< 65
2006-07 (458 districts)	231 (50%)	38 (8%)	30 (7%)	159 (35%)
2009-10 (604 districts)	330 (55%)	52 (9%)	50 (8%)	172 (28%)

Source: DISE

As per Selected Educational Statistics (SES) 2008-09 the dropout at primary level is 24.9 and elementary level is 42.2. The elementary dropout rate for SC and ST children remain high at 47.8 and 58.3 respectively.

Chart 2 below indicates the average annual dropout rate at primary level: decline in the annual average drop out rate has been marginal, and this is an area of concern.

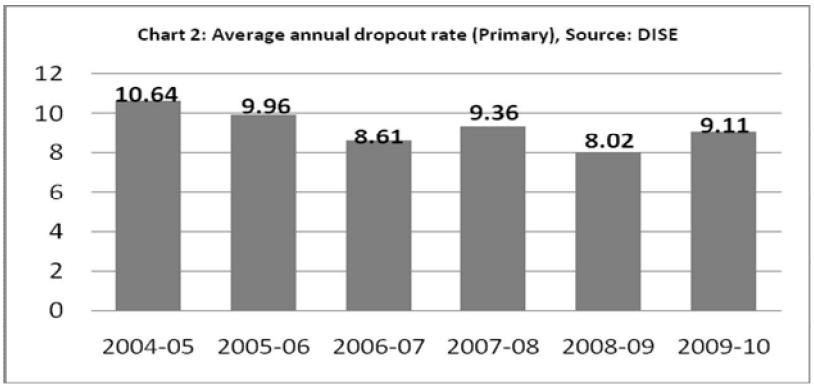


Table 9 indicates that the highest number of children drop out at grades I and V. Promotion rate is lower at these two grades, and the repetition rate is high at grade I. There may be a variety of reasons for this, but two factors appear to have seriously impacted the retention of children at these grades, namely, enrolment of under-age children in grade I, and problems in transition of children from primary to upper primary level arising out of non-availability of upper primary schools in the neighbourhood.

Table 9: Flow rates primary level: 2009-10

Grades	Promotion rate			Repetition rate			Average Annual dropout rate		
	Boys	Girls	Overall	Boys	Girls	Overall	Boys	Girls	Overall
Grade I	82.6	83.7	83.2	6.7	6.5	6.6	10.6	9.8	10.2
Grade II	89.5	90.1	89.7	3.6	3.6	3.6	6.9	6.4	6.7
Grade III	89.4	90.1	89.7	3.1	3.1	3.1	7.5	6.8	7.2
Grade IV	91.1	91.2	91.2	2.7	2.5	2.6	6.2	6.3	6.2
Grade V	81.0	81.5	81.3	2.9	2.8	2.9	16.0	15.7	15.9
Primary	**86.7**	**87.3**	**87.0**	**3.9**	**3.8**	**3.9**	**9.35**	**8.86**	**9.11**

Source: DISE

Table 9 also indicates that promotion rate of girls is higher than that of boys, and repetition rate is lower. Annual average dropout rate is lower for the girls, and this is true for all the grades. Given the opportunity, girls tend to be more regular and as SES 2008-09 indicates their dropout rate at elementary level is less (38.6) than boys (44.89).

Transition Rate from primary to upper primary is the percentage of children moving from the terminal grade of primary to the starting grade of the upper primary cycle. A majority of primary schools do not have upper primary sections attached to them; consequently, children dropout from the system after completing primary education. The SSA stipulation to open all new upper primary schools in the existing primary schools, and not as stand-alones, has facilitated children to continue their education beyond the primary stage in the same school, and thus improve the transition rate. Table 10 shows a distinct increase in the number of districts with transition rate above 85. The transition rate for girls (83.85) is also slightly higher than that for boys (83.23).

Table 10: Distribution of Districts by transition rate

Academic year	Transition rate	Number and percentage of Districts			
		> 85	80 - 85	75 – 80	< 75
2006-07	81.13	315 (52%)	41 (7%)	45 (7%)	202 (33%)
2009-10	83.53	401 (63%)	51 (%)	53 (8%)	128 (20%)

Source: DISE

***Out of School Children*:**

Census 2001 estimated that 3.2 crore children in the 6-14 age are out of school. This represented 28.2% of the population in the 6-14 age groups. An independent national sample survey conducted in 2005 estimated the number of out of school children at 1.3 crore. A second independent national sample survey conducted in 2009 acknowledged the steady decline in the number of out of school children, and reported 81 lakh children out of school. The details of reduction in out of school children by gender and social category from 2005 to 2009 are given in Table 11.

Table 11: Percentage out of school children (6 – 14)

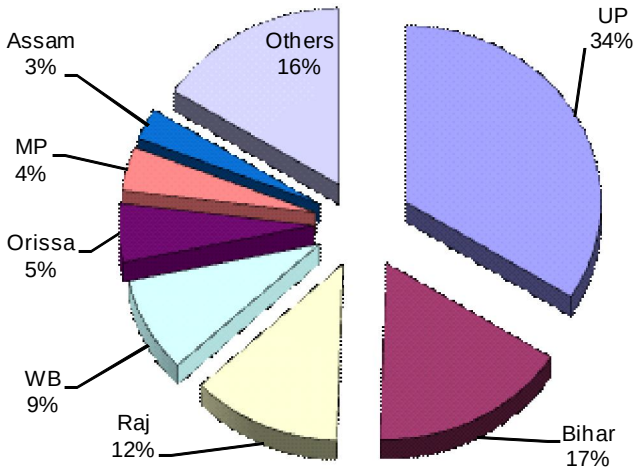
Year	Percentage out of school children to total corresponding population				
	Total	Girls	SC	ST	Muslim
2005	6.9%	7.9%	8.1%	9.5%	10%
2009	4.2%	4.6%	5.9%	5.2%	7.7%

Source: IMRB

Decline in the percentage of out of school children has taken place across gender and all social categories; nonetheless Muslim, SC and ST children need greater and focused attention. The percentage of out of school children aged 6-14 years has decreased from 6.94 percent in 2005 to 4.28 percent in the year 2009. This decrease is sharper in rural areas, where it drops from 7.08 percent to 4.53 percent compared to urban areas where it has moved from 4.34 percent to 3.18 percent only.

Chart 3 below also shows that the States like Uttar Pradesh, Bihar, Rajasthan and West Bengal account for 72 percent of the total out of school children in the country as per the independent survey of IMRB 2009.

Chart 3: Percentage Distribution of OoSC



The number of out of school children who are physically or mentally challenged is a cause for concern. Of the total physically or mentally challenged children, 34.12% (988,359) were found to be out-of-school in the IMRB 2009 survey. There has been an all round reduction in the number and percentage of out of school children which has not impacted the out of school disabled children. The proportion of out of school disabled children in 2005 was 34.19 which remained at 34.12 percent in 2009. Among all children with mental disability, 48% are out of school and among

the children with speech disabilities, 37% are out of school. Neither school system nor other institutional mechanism are equipped or geared to address the challenging needs of mentally disabled children who are most disadvantaged both socially and educationally in the system. The gender gap has also not reduced and continues to be widest amongst all socially disadvantaged groups.

The Labour Force Participation (pp A 24-31, NSSO, 64th Round, page 516) gives insight into what tribal children of 10-14 years age group, who are not in school, are engaged in: close to 12% of ST boys in rural areas are involved in the labour force, with a major chunk engaged in agricultural work at home (7%) or as casual labour (3.7%). In the case of rural ST girls the situation is stark. Their participation is higher than that of boys in both agricultural labour (9%) and also in casual labour (5.2%). Under-age employment among rural ST girls population is nearly 4% more than that of boys In fact, compared to other marginalised groups like SCs, the existence of children contributing to subsistence tasks and labour within the family, is more prevalent among STs. Children without the care and support of family are as high as 9 to 10 per cent among rural ST boys and girls. In addition to this, close to 12% rural ST girls reported primarily being involved in domestic and other unpaid tasks in rural areas.

Teachers in position

There has been substantial increase in the availability of teachers at elementary level in the past few years. The total number of teachers in Government schools increased from 3.6 million in 2006-07 to 3.9 million in 2009-10. This has resulted into the improvement of Pupil Teacher Ratio (PTR) from 36:1 in 2006-07 to 33:1 in 2009-10. The PTR of 2009-10 is based on the number of teachers in position. If vacancy of about 8 lakh teachers against the sanctioned teacher posts both under SSA and State budget is factored in, the PTR is likely to be 27:1.

The norm of 50% of all teachers recruited under SSA to be female teachers has resulted in increase in percentage of female teachers from 41.86 in 2006-07 to 44.8 in 2009-10. The percentage of schools with at least one female teacher has also increased from 71.7 percent in 2006-07 to 74.5 percent in 2009-10.

The real challenge, however, lies in imbalance in teacher deployment. The number of schools that do not comply with the RTE norms of pupil teacher ratio is fairly high. School-wise analysis based on DISE 2009-10 indicates that 46% primary and 34% upper primary schools have adverse PTR. Even in States with a comfortable PTR, there are many schools with adverse PTR. Moreover, there are 8.1% percent single teacher schools with enrolment of more than 15 children, functioning in the country. This is undoubtedly an improvement over 10.5% single teacher schools in 2006-07. However, there are large inter-state variations: Arunachal Pradesh (29.2%), Assam (11.1%), Madhya Pradesh (13.78%), Manipur (11.7%), Orissa (11.5%), and Rajasthan (16.34%). There is therefore need to immediately fill up existing vacancies, and rationalize teacher deployment.

Another serious challenge is the presence of teachers without professional qualifications notified by the NCTE as required under the RTE Act. As per DISE 2009-10 there are about 6.7 lakh untrained teachers. They are spread all over the country; however, the majority are in four States of Bihar (1.6 lakh), Uttar Pradesh (1.2 lakh), Jharkhand (0.6 lakh) and West Bengal (0.6 lakh), and they constitute 72% of the total untrained teachers.

School infrastructure

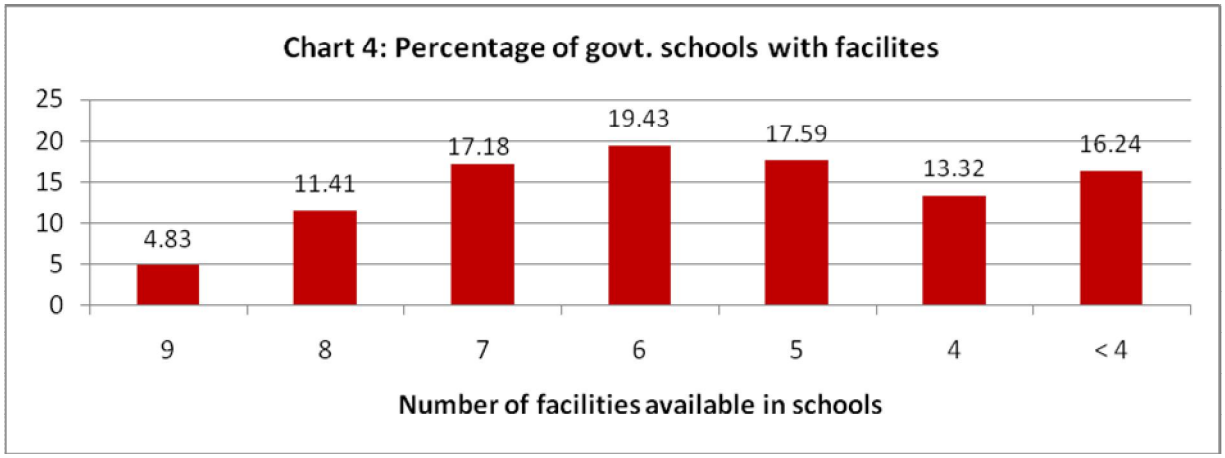
Under SSA, the country has seen massive infrastructure development at the school level. Apart from opening over 3 lakh new schools, SSA has also provided basic facilities in existing schools. The average student classroom ratio (SCR) which was 36 in 2006-07 has come down to 32 in 2009-10. There has been substantial increase in the availability of basic facilities in schools including, increase in percentage of schools having drinking water facility from 83.1 percent in 2006-07 to 92.6 in 2009-10. Girls' toilets are now available in 58.8 percent in schools against 42.58 in 2006-07. The percentage of schools having ramp has increased from 26.61 percent in 2006-07 to 47.1 percent in 2009-10. The details of improvement in school infrastructure are given in Table 12.

Table 12: School infrastructure

Indicator	2006-07	2009-10
Average SCR	36	32
% Schools with drinking water	84.09	92.6
% Schools with girls' toilet	42.5	58.8
% Schools with ramps	26.6	47.1

Source: DISE

The schedule to the RTE Act provides the norms and standards for infrastructure and teachers. This includes norms for PTR, classroom for every teacher, girls' toilet, boys' toilet, drinking water, ramp, library, playground and boundary wall/green fencing. The analysis of DISE data for 2009-10 indicates that a large number of schools do not have these minimum facilities as per details in Chart 4.



Only 4.8% government schools have all nine facilities stipulated in the RTE Act, 11.41% have eight out of the nine facilities. Approximately one third of the total schools have up to seven facilities, and about 30 percent schools do not have even five of these facilities upto 2009-10. Keeping in view the RTE stipulations these facilities have to be provided in all schools in a time bound manner. Table 13 indicates a large number of schools lack infrastructure facility as laid down in RTE Act.

Table 13: Number of schools requiring infrastructure facility (in lakh)

Girls' toilet	Boys' toilet	Drinking water	Ramps	Boundary wall	Playground	Library	Additional classrooms
4.70	2.68	0.74	4.91	5.44	5.35	4.66	4.90

Source: DISE 2009-10

Improving Quality

NCERT has conducted two rounds of National Learner Achievement surveys. The third round of such survey, based on Item Response Theory (IRT), is underway. The scores of first two surveys are encouraging as it shows all round improvement in the learning achievement of children of grades III, V and VIII. Table 14 gives a comparative overview:

Table 14: Mean value of National learning achievement survey

Round	Grade III		Grade V		
	Mathematics	Language	EVS	Mathematics	Language
Round I	58.25	63.12	50.99	47.45	59.54
Round II	61.89	67.84	52.89	49.88	62.45
Round	Grade VIII				
	Language	Mathematics	Science	Social Science	
Round I	53.86	39.17	41.30	46.19	
Round II	56.57	42.17	42.73	48.03	

Source: NCERT

Improvement in learning achievement levels cuts across the gender and social categories, though there is gap in respect of SC and ST children. Table 15 explains the improvement in learning levels of grade III:

Table 15: National learning achievement survey (NCERT) - Class III

	Mathematics				Language			
	Round I	Round II	Round I	Round II	Round I	Round II	Round I	Round II
	Mean%	SD	Mean%	SD	Mean%	SD	Mean%	SD
Boys	58.54	24.72	62.16	23.06	62.94	21.88	67.71	20.31
Girls	57.95	25.06	61.62	23.04	63.31	22.22	67.96	20.15
Rural	58.15	25.05	62.10	23.03	62.82	22.07	67.79	20.23
Urban	58.52	24.48	61.10	23.35	63.87	21.97	67.99	20.24
SC	54.6	25.72	60.02	23.53	60.42	22.59	67.01	20.72
ST	59.43	23.6	60.14	23.08	64.65	21.62	67.12	20.35
OBC	57.15	25.45	62.37	23.21	62.55	22.53	68.08	20.11
General	60.92	24.19	64.16	22.27	64.44	21.28	68.73	19.82
Total	58.25	24.89	61.89	23.01	63.12	22.05	67.84	20.23

Source: NCERT

Financial progress:

The approved outlay for SSA in the 11th Plan was Rs. 71,000 crore. In the first three years of the 11th Plan Rs 39,371 crore was provided, representing 55% of the overall outlay. With the RTE enactment in 2010-11, Government approved an outlay of Rs 2.31 lakh crore for implementation of

the combined RTE-SSA programme over a period of five years from 2010-11 to 2014-15 as per the following break up:

Table 15: Costs towards implementation of RTE-SSA from 2010-11 to 2014-15				
Sl No	Item	Last two years of 11th Plan	First three years of 12th Plan	Total
1	Child Entitlements	28852	21535	37626
2	Teacher related costs	38307	82584	120889
3	Infrastructure	17544	23417	40959
4	School related costs	5351	5566	12918
5	Research, Evaluation and Management	5540	9533	14973
6	Total	84408	146825	231233

The 13th Finance Commission provided a grant of Rs 24,068 crore for the period 2010-15, representing 15% of the estimated SSA expenditure of each State to cover the difference between the targeted State share of 50% by the terminal year of the 11th Plan under SSA and the State share of 35% in the year 2008-09. The amount provided under the 13th Finance Commission award was deducted from the overall approved outlay of Rs 2.31 lakh crore, and the balance Rs 2.07 lakh crore shared between the Central and State Governments in the approved sharing pattern (65:35 of States/UTs, 90:10 for NER States). Table 16 below indicates the year-wise Central outlays and releases in the last year of 10th plan in the 11th Plan:

Table 16: Approved outlays and expenditure		
Year	BE	Expenditure
Last year of 10th Plan		
2006-07	11104.00	10886.11
11th Plan		
2007-08	13171	11480.75
2008-09	13100	12642.75
2009-10	13100	12826.23
2010-11	19838.23	19636.53
2011-12	21000	14284 (till August 2011)
Total 11th Plan	80209.23	70870.76 (till August 2011

It has been acknowledged that adequate resources were not provided for the elementary education sector in the first three years of the 11th Plan. As against an expectation of 65%-70% of then approved outlay of Rs 71,000 crore being made available in the first three years, only Rs 39,371 crore, representing 55%, was actually provided. With RTE enactment and approval of Rs 2.31 lakh crore as the requirement for implementation of RTE-SSA, it was expected that Rs 50,824 crore would be made available in the last two years of the 11th Plan, against which Rs 40,838 crore was provided. Thus the total funds provided in the 11th Plan amount to Rs 78,000 crore, a figure that is not much higher than the original approved outlay of Rs 71,000 crore, and falls significantly short of the funds required for implementation of the RTE-SSA programme.

The timelines for implementation of the provisions of the RTE Act are derived from the Act itself. Budgetary outlays in the 12th Plan will have to be appropriately front-loaded, rather than postponed to the later years if the 12th Plan, if the prescribed time lines mandated under the Act are to be met.

CHAPTER 2
SHIFT FROM SSA TO RTE IN THE 12TH PLAN

BACKGROUND

Sarva Shiksha Abhiyan (SSA) was conceptualised as a comprehensive and integrated flagship programme to provide relevant and meaningful education to all children in the 6-14 age group. The SSA goals included: (i) universal access and retention of all children, (ii) bridging gender and social category gaps in elementary education, (iii) education of satisfactory quality. SSA had distinct and definite goals, and given the deficiencies in the existing administrative structures and processes, new mission mode modalities, based on separately registered bodies in each state, were put in place to implement SSA.

Mission mode implementation under SSA has, undoubtedly, contributed to substantial achievements in universalizing access and enrolments, especially among hitherto unreached children. However, mission mode implementation was also expected to influence and reform the mainstream education department to take up the challenge of universal elementary education. This has met only limited success, and over the last ten years the education departments and SSA mission agency have tended to function as dual and parallel structures.

The need to give attention to this dichotomy was recognized by the Committee on 'Implementation of RTE and Resultant Revamp of SSA'. However, since the implementation of RTE began while the SSA was operational, it was considered prudent, as an interim measure, to use a modified SSA as the vehicle of implementation of RTE. The understanding was that by the middle of the 12th Plan a new modality of implementation of RTE would be ready to replace SSA.

The RTE Act confers a permanent right to free and compulsory education of equitable quality on the children of India - for all times to come. It requires the whole education department to work together in a unified manner, and necessitates a fundamental change in the governance structure. It is, therefore, necessary to put in place systems and mechanisms for a shift from the SSA project-based approach to RTE.

RATIONALE FOR SHIFT

An appropriate governance structure for RTE must naturally follow from the imperatives of implementation of the various provisions of the Act and take into account the strengths and weaknesses of SSA and also the problems arising out of the dichotomous nature of the existing programme management structure.

Strengths of SSA: -

a) ***Fund flow mechanism***: The system of direct transfer of fund from the Central Government to State Implementation Societies and to district and sub-district structures up to schools/SMCs, and not through the treasury system, has ensured the timely release of funds, crucial for the implementation of project activities.

b) ***Presence of an empowered Executive Committee at the State level***: The Executive Committee for SSA at the State level is headed by the Chief Secretary, and has representatives of various departments including the State Finance Departments, and other related Departments of Rural

Development and Panchayat Raj, Social Welfare, Women and Child Development. The Executive Committee approves the Annual Work Plans and Budget (AWP&B). It also approves the modalities for implementation of the interventions incorporated in the AWP&B by the Project Approval Board within the SSA framework of implementation and financial norms. This arrangement cuts down the procedural delays, and more significantly, ensures inter-department convergence.

c) ***Financial powers of SSA functionaries*****:** SSA's financial management and procurement norms, with appropriate and well defined checks and balances, allows greater financial powers to project functionaries, and creates the required space for speedy decision making and professional autonomy.

d) ***System of Contractual Employees***: States have generally been faced with an acute shortage of accounts and engineering staff. The provision for engagement of employees on contract helped the project tide over this bottle neck. Besides, it also became possible to get competent and professionally qualified persons from the open market in accordance with the needs of different components of the project.

e) ***MIS and better data management***: SSA has put in place an effective MIS for elementary education through its annual data collection exercise, known as DISE. DISE has made it possible for States to prepare annual plans for the elementary education on the basis of current data and generate detailed school-wise report cards for all schools at the elementary level.

f) ***Availability of adequate resources*****:** The system of approval of annual district plans prepared as per the well laid down norms on the basis of a close assessment of the district specific needs has ensured that the project did not suffer from resource crunch for the implementation of approved interventions.

g) ***Greater flexibility***: Despite a large number of interventions under the project being norm based, it allowed scope for decision making at the lower levels within the confines of the norms, and revisiting and reviewing strategies even during the plan period with the approval of Executive Committee and in some cases, the Project Approval Board.

h) ***Better monitoring and accountability***: Supervision, review and monitoring arrangements under SSA are much better conceived and ensure greater accountability at all levels. The project has worked as a well-knit apparatus on account of periodic review meetings, regular field visits, capacity building programmes, better data management and third party and independent evaluations.

i) ***Close rapport with MHRD***: The arrangements like quarterly review meetings with the state level coordinators for different project components, half-yearly joint review missions and a review meetings with the State Education Secretaries and State Project Directors, orientation programmes for newly posted State Project Directors, field visits by the Ministry and Technical Support Group (TSG) personnel, participation of Ministry's representatives in the State Executive Committee Meeting, intensive process of appraisal of district plans etc. have

contributed to a close relationship between the Ministry and the states and have facilitate the cementing of the commonalty of approach.

j) ***Peer learning among states*****:** One major outcome of the arrangements mentioned in the preceding paragraph has been the states are enriched by the initiative and experiences of other states. The quarterly review meetings and other periodic get-togethers have served not only as the occasion for stock taking of the progress in implementation, but also for sharing the good practices and initiatives.

k) ***Preparation of district plans*****:** Emphasis on decentralized planning under SSA has led to the capacity building of the district level and even sub-district level structures in plan preparation. This is expected to be a great help in implementing the shift to the new planning paradigm mandated by the RTE Act.

In any modified structural engagement it will be necessary to ensure that the strengths of SSA, the way it is at present constituted, are preserved and built upon. Particular reference in this context must be the mode of the gains due to direct flow of funds to the state society and the scope for constructive initiatives by the society. While the strengths are no doubt remarkable we must not fail to take into account the problems and weaknesses with the SSA system which tend to dilute the strengths.

Weaknesses of SSA: -

a) ***SSA not integrated with mainstream system***: One undeniable fact is that SSA was created and functioned as a parallel structure within the government system. The already existing structures at the mainstream education department have remained aloof to it, and have tended to hamper the functioning and deprive the programme of the crucial support. Ideally the Directorates of Elementary Education, SCERTs, DIETs, BRC/CRC, State Textbook Corporations etc., and SSA should have been functioning in unison and pursuing a unified vision of universalization of elementary education, but it has not happened.

   The success of the quality aspect of the programme hinged a lot on the strength of DIETs, but SSA could do little to address the problems like large number of vacancies in the DIETs, absence of a separate cadre of teacher educator, lack of training facilities and adequate resources, out dated pre-service course materials etc., as teacher education fell outside the province of SSA.

b) ***Less impact on retention and completion***: SSA's accomplishments in expansion of schooling facilities and improvement in enrolment of children are there for all to see, but the high rate of drop out and low completion rate continue to be an area of concern.

c) ***Inadequate effort on curricular and quality aspects***: The programmatic nature of SSA has been such as to preclude it from active engagement in the curricular renewal and textual material development processes. Its mandate was confined to providing training to the teachers, organizing regular onsite support to them through BRCs and CRCs and development of supplementary materials. The responsibility of curriculum and textbook development rested with the SCERTs or some other bodies under the state government. This is definitely not an

ideal situation and has resulted in the quality aspect of the elementary education not receiving due attention.

d) ***Insufficient school supervision***: SSA did strengthen the academic support system for the schools, but the administrative supervision of the schools remained a neglected area. The BRCs and CRCs were neither mandated nor had the ability to carry out duties of administrative nature. The mainstream departmental structures also remained weak, under staffed and under-trained to do this job effectively. As a result, some of the basic requirements of fully functional school, punctuality and regularity of attendance of the teachers, maintenance of records, effective liaison with the parents and community, follow up action on the training programmes etc., could not be ensured.

e) ***Inadequate attention to teacher vacancies in the state sector***: The fact is that despite recognizing the central role of teachers in improving the quality of education, the progress in filling up the teacher vacancies has not been encouraging, particularly in states faced with greater shortage of teachers. Equally unsatisfactory has been the progress in redeployment of surplus teachers. It has also not been able to take effective stand on the quality and service conditions of the teachers, even those teachers sanctioned under SSA. State after state recruited contract teachers with meager salaries and poor service conditions.

f) ***Inadequate encouragement to non-government initiatives:*** NGOs' involvement in areas like management of alternative education centres and inclusive education has been there, but a robust institutional mechanism to involve NGOs in various aspects of programme implementation and encourage those doing good work is missing.

The dichotomous system of management of elementary education, which has been highlighted above, has tended to undermine the momentous gains of SSA. It is important to underscore that while preservation of the strengths of SSA would be essential as the elementary education system moves from SSA oriented investment towards a holistic approach envisaged in the RTE Act, it will be equally important to ensure that the problems and weaknesses of SSA are excluded in the new system of integrated, unified management. It is also important to take into account this imperative consideration which is inherent to RTE implementation.

Imperatives of RTE: -

a) RTE implies a long term commitment to ensure that the fundamental right to education is provided to children at all times, rather than a time limited project or scheme.

b) Though the MHRD is largely responsible for the implementation of the Act, the implications goes beyond the MHRD; it involves other Ministries/Departments and the Central and State Governments, for example, the Ministries/Departments of Labour, Women and Child Development, Tribal Welfare, Social Justice and Empowerment, Minority Affairs, etc.

c) The protection of child rights has been entrusted by law to the NCPCR and the SCPCRs that are not facilitated by the MHRD, but will need close collaboration with the MWCD.

d) Since there are already moves to consider extending the right to pre-school and secondary levels, i.e. age groups 4-6 and 14-16, it would be prudent to anticipate this while formulating a future governance structure.

e) MHRD itself is divided into various divisions that need to be coordinated in order to ensure smooth implementation of the Act. For example, in addition to the Elementary Education (SSA) division, the Teacher Education division is crucial to implementing various teacher education related provisions of the Act. Similarly, extension to class 10 will involve the Secondary Education division. The Mid-Day Meal scheme is located outside the SSA division. The pre-school, if and when included, will also need to be harmonized. Therefore there is need for day to day coordination within the MHRD itself. The RTE division cannot be a stand-alone and vertical division, if the Act is to be implemented effectively.

f) At the state level, the bifurcation of the SSA and the mainstream department structures will have to converge, as elaborately brought out in the report of the Committee on 'Implementation of RTE and Resultant Revamp of SSA'. Commissioners/Secretaries may be single authorities, assisted by other staff, which may be augmented to handle the rather heavy administrative load the RTE is likely to bring in. The same convergence would need to be carried out at the district and lower levels. In particular, the BRC and CRC staff, hitherto project based, would need to be regularized, and the DIETs and SCERTs till now separate from SSA would need to be brought into the RTE fold since they have heavy responsibilities in implementing the Act.

g) The Act demands that at the local levels, the SMC, the Local Authority and the Education department have concurrent responsibilities. This needs to be institutionalized.

Unified System of Management:

***Proposed Unified Governance Structure*:**

Having outlined the strengths and weaknesses of the programme in its present shape, the problems related to the dichotomous governance structure and the RTE imperatives, following suggestions are made to operationalize the shift from SSA to RTE during the 12th Plan:

At National level

Reconstitute by the end of the second year of the 12th plan the Sarva Shiksha Abhiyan by a Right to Education Authority.

a) An RTE bureau which is already headed by an Additional Secretary is a part of the Department of School Education & Literacy. The Teacher Education and Mid-Day-Meal scheme divisions should become a part of it.

b) The RTE Authority to have a Governing Body headed by the Prime Minister, an Executive Committee headed by the Minister of Human Resource Development and a Project Approval Board headed by the Secretary, Department of School Education & Literacy to replace the existing structure under SSA.

c) Project Approval Boards (PABs) meetings shall be chaired by the Secretary, Department of School Education & Literacy and the Chief Secretary of the states concerned will be special invitee.

d) The process of review mission like the JRM of the SSA at present would continue as a periodical assessment of the RTE with all the monitoring agencies like the NCPCR, SCPCRs/REPAs along with members of NAC and representatives of SACs.

e) The roles and responsibilities of NCERT, NUEPA, NCTE and TSG should include their roles and functions towards RTE implementation, as also to provide academic and capacity building support to RTE, with capacity as well to work in greater collaboration with the states.

   For example, the Technical Support Group (TSG) for SSA can be recast to meet the significant opportunity that RTE presents**.** The TSG should be strengthened in terms of human resources with an integrated gender and equity section to ensure a discrimination-free classroom. TSG would focus on the one hand on planning, implementation and appraisal, and on the other on pedagogic, curricular and training aspect. The TSG should work in coordination with external Resource Groups to design exemplar trainings modules and graded training material that systematically introduces gender and equity into the main frame of teaching-learning, in-service teachers training and assessment of learning. These exemplar materials be developed and disseminated across States. SCERT can partner with Mahila Samakhya, Women's Organisations, NGO's at the state level in developing this curriculum and training design for teachers and KGBV staff across the state.

f) Adequate budget provision should be made for NCPCR to enable it to function as an independent authority.

At State level: -

a) The State Governments would set up state RTE Authorities. The administrative roles for the RTE authority should vest with the mainstream education department functionaries instead of a parallel system be created. All administrative structures in the states till now separated into the project and department would be merged into one cohesive and effective structure. Directorate of Elementary Education, SCERT and SSA should come under one head. The Director or by whatever designation she/he is known, should be an IAS officer in the Super Time Scale and shall be assisted by separate Directors for different functional areas.

b) The state level RTE Authority shall have a Governing Body and Executive Committee to be headed by the Chief Minister and Chief Secretary respectively.

c) The present fund flow mechanism under the SSA should be retained and it should be considered to revise the Teacher Education scheme to have the same fund flow mechanism.

d) The present system of autonomy of the state authority, including the powers for engagement of Consultants on contractual basis should continue.

e) The state government shall set up Grievance Redressal Cells at the district, block, municipal body and panchayat levels, with designated officers, assisted by adequate manpower and resources. In order to harmonize the work of the SMCs and the local authorities, the state government shall create Shiksha Adhikar Samitis (SAS) at each Local Authority (LA) level, consisting of representatives from each SMC in that LA, members of LA and officials of the state governments to coordinate various implementation aspects of the Act. The SAS would meet twice a month in the initial years and after a review may meet once a month thereafter.

At District Level: -

i. District Elementary Education Officer shall be the overall in-charge of the Elementary Education in the district, though he/she may be assisted by officers posted specifically for looking after different aspects of the RTE.

ii. Principal, DIET should be placed under District Elementary Education Officer, who should be the reporting authority for him/her.

iii. DIET should be made responsible for all the pre-service, in-service teacher training programmes, functioning of academic resource persons at the block and cluster levels and quality interventions.

iv. The district level advisory body should be headed by District Collector/CEO, Zilla Parishad and have representation of the elected members of parliament and legislated assembly, representatives of local authorities and the district officials of different departments.

At Block Level: -

During the last few decades school supervision has grievously suffered due to insufficiency of staff and administrative neglect. The effort made under SSA through establishment of BRCs and CRCs, has improved matters marginally, but the overall situation has remained essentially unchanged. As a result, functioning of schools has deteriorated and quality of the teaching-learning process has not shown the desired improvement. Periodic inspection/supervision of schools to observe the infrastructure and facilities and the administrative aspects is critical. In addition, a proper system of academic and curricular support has to be developed to serve the purpose of continuing professional up-gradation of teachers and to see that school syllabi and learner evaluation are operationalized as expected. The structures at State, District and Block indicated in Annexure–1 are suggested to have a strong administrative and academic set up:-

i. Each Block Education Officer should have a contingent of Additional BEOs who should help him/her in dealing with the administrative issues and Extension Officers who should be expected to undertake visits to school. Among other things they should look at the records required to be maintained by teachers/headmasters, condition of school building and infrastructure and sitting arrangement for students.

ii. The BRC should be merged with the establishment of BEO which has academic staff of eight resource persons and a number of CRCs. Between the staff of these two resource centers it should be possible for one person to visit each school at least once every month. The purpose of

these visits would be to provide curricular support to teachers-particularly progress with syllabus, the manner in which use is being made of textbooks and other materials, assess and support teachers develop TLM and the manner in which continuous and comprehensive evaluation is being put into effect.

iii. States would need to look into the adequacy of the supervisory staff and consider strengthening of the Block Education Office.

iv. States would need to device effective cadre management rules for the block level functionaries and organize orientation and training programmes for them.

v. The Block level advisory body should be headed by the Chairperson of the Block Panchayat Committee and have representation of the elected representatives of that committee, Gram Panchayat Presidents from the block and the block level officials of different departments.

vi. BRC has to be recognized as a mini-DIET as it would be used for imparting residential training to the teachers, community members, parents etc. for about ten out of twelve months a year. It would also function as the accredited study center of the RCI for conducting training programmes on inclusive education and is expected to house the Resource Room for the CWSN. BRCs would also be used for conducting the contact sessions of the training through distance mode. It appears in the fitness of the things, therefore, to equip them with the hostel facility and augment the office and training space.

The suggested educational organizational/administrative structure at State, District and Block level are given in **Annexure 1(A) to 1(C).**

Cluster Level: -

i. One of the persistent problems hampering the quality academic support to the teachers has been the excessive burden of the non-academic works on the Cluster Resource Center coordinators. Such works are expected to grow with the focus on school based planning and need to monitor the academic progress of the children till they complete elementary education. The grievance redressal mechanisms at different levels are also expected to increase the work load as CRC Coordinator would be required to enquire into the school level complaints and submit factual reports. It appears necessary, therefore, to provide one more coordinator in the form of extension officer at the cluster level who is responsible for non-academic and governance related matters.

ii. The growing tendency among the states to treat this vital structure as a burden and engage contractual persons as coordinators needs to be stopped. The academic resource person must be selected from amongst senior qualified teachers through a well-designed selection process.

At school level:-

While system level management structures get reformed on the lines indicated above, the School Management Committees and village based organizations would also need to be strengthened sufficiently as they are to be invaluable in communicating in simple and creative ways the rights of the child as enunciated in the Act to the population in the neighbourhood of the school; as also the

duties of the appropriate government, local authority, school, parents and guardians. In pursuance of the RTE Act, a community based monitoring should be instituted as provided in the chapter 7 of the SSA Framework for Implementation on Management and Monitoring.

Financial Implication:-

The proposed block and cluster level structures would entail creation of new posts at the in the office of BEO, though the number of CRCs would come down. Since many States already have the supervisory posts at the block level, it may not be necessary to create all the posts in all the states. Taking into account all factors it is estimated that approximately 60% posts would need to be created afresh. Financial requirement for a year against all these posts is estimated by taking the average monthly salary of Addl./Dy. BEO as Rs. 30,000 and of the Extension Officer as Rs. 15,000, and this would be within the 6% Management Costs provided under SSA. States would continue to bear the financial liability against the existing posts, and funds would be made available for the newly created posts from the Management Head of the programme.

CHAPTER 3
ACCESS AND RETENTION

PROGRESS IN UNIVERSALISING ACCESS:

Progress in achieving the goal of universal access under SSA has been consistent over the years. There were 1,73,757 habitations un-served by primary schools in 2002 - when SSA was launched. Over the years 2,02,901 primary schools were sanctioned, of which 65,249 were sanctioned in the 11th Plan.

At the upper primary stage there were 2,30,941 habitations un-served by upper primary schools in 2002. Over the years 1,73,419 upper primary schools have been sanctioned in a radius of 3 k.m., including 66,126 sanctioned in the 11th Plan.

SSA has largely met the access gap at the primary level; however there is an unfulfilled gap at the upper primary level, which must be addressed during the 12th Plan. RTE Act, operative from 1st April 2010, mandates that the States must prescribe the neighbourhood norms in the State RTE Rules. The sanctioning of upper primary schools will therefore be based on the State neighbourhood norms.

INCREASE IN ENROLMENTS:

Interventions for access have resulted in significant increase in elementary school enrolments - from 168 million in 2005 to 187.8 million in 2009. GER at primary level has increased from 103% in 2005 to 115.6% in 2009. The high GER at primary level is attributable to under-age and over-age enrolments, and these children are vulnerable to dropping out.

GER at upper primary increased from 59.2% in 2005 to 75.8% in 2009. This represents a very significant increase of 16% in the span of 4 years; nonetheless there is still a long way to go to ensure universal enrolment at the upper primary stage.

The challenge at both primary and upper primary level is to ensure regular attendance by children, which continues to be erratic on account of a variety of factors, including seasonal migration of children with parents, ill health, discrimination.

BARRIERS TO ACCESS:

A majority of the out-of-school children belong to the disadvantaged communities: schedule castes, schedule tribes, Muslims, migrants, children with special needs, urban deprived children, working children, children in other difficult circumstances, for example, those living in difficult terrain, children from displaced families, and areas affected by civil strife. RTE Act casts the responsibility of specifying and notifying the disadvantaged groups and weaker sections on the state governments. While discussing the issue of social access and equity, the tendency is to confine it to broad categories like SC, ST, Muslims, girls etc. One has to appreciate that even these are not homogenous groups. The social realities are far too complex and there are groups within these groups, which for different reasons are much more disadvantaged. In order to fully meet the goal of universal access the next phase of programme implementation will need to address barriers to access arising out of the following social and economic realities:

***Gender*:** Opportunity cost of girl's labour and early marriages continue to be serious challenges. This is aggravated by the fact of schools not being inclusive and safe spaces for girls. While schemes like KGBVs and NPEGEL have been successful, their reach has been limited in numbers. The larger education delivery system must respond to these barriers more effectively to retain the girls in the schooling system, after enrolment.

***Caste*:** to address this barrier, intense micro planning at the SMC level is required. RTE Act has put in place a legal framework of prohibited and mandatory activities to deal with these barriers; nonetheless substantial work will have to be done at the stage of social and school mapping exercises at the village level. The change in mind sets of the education delivery machinery about verbal references, assignment of work to children of different backgrounds and class room practices of equity is a serious challenge which teacher's training will have to address. The SSA Framework of Implementation has given an exhaustive list of exclusionary practices, and this will have to translate into actual behaviour patterns. Another challenge for this barrier would be setting up mechanisms of timely detection and quick redressal after the norms of behaviour are laid out.

Ethnicity and Language: varies from open discrimination to just differences in physical and cultural scenario between the school and home. Differences in school and home language can lead to children dropping out as the children do not understand and cannot participate in class room transaction. This can be an insurmountable barrier to access.

***Disability*:** It is estimated that out of all CWSN, 34% are out of school. The challenges for them are multiple - architectural barriers, inadequate provision of aids and appliances, resource support and curricular access.

Displacement: Displacement arising out of seasonal migration, natural calamities, civil strife etc. acutely affects children from disadvantaged groups and weaker sections. Where displacement can be anticipated, for example through migration patterns, pre-emptive steps to establish seasonal hostels may be taken for schooling of children whose parents migrate during the social and school mapping exercise. Alternately the receiving place may put them in Special Training with a view to future mainstreaming. The needs of children displaced on account of calamities – floods, earthquakes, civil strife etc. would need to be addressed in appropriate manner.

***Age*:** Over-age or never enrolled children face an access barrier arising from a sense of humiliation in sitting with younger children. The RTE Act provides for Special Training for these children to enable them to be admitted to an age appropriate class. The States will also have to work on an accelerated curriculum which would be transacted in the Special Training centres, and concurrently ensure that teachers are trained in the appropriate pedagogy.

The RTE Act implies a fundamental change in approach to universal access, which will encompass not merely physical access to school, but also full participation in the classroom and learning processes.

INTERVENTIONS PROPOSED IN THE 12TH PLAN:

In the 12th Plan the following interventions will be made for universalizing access and retention:

1. School and social mapping: The RTE Act provides children access to elementary schools within the "defined area or limits of neighbourhood". States /UTs/ local authorities will undertake mapping of neighbourhoods/ habitations in order to arrive at a clear picture of current availability of schools within the defined area or limits of neighbourhoods. The mapping exercise will enable States/UTs to link neighbourhoods/ habitations to specific schools. This must be completed within a period of three years provided under the RTE Act for establishment of neighbourhood schools. It is possible that a neighbourhood may be linked to more than one school. Similarly, a school may be linked to more than one neighbourhood. This exercise, through GIS/GPS systems will help identify gaps for opening new schools.

   School access demands not merely physical access to a neighbourhood school within a notified distance, but also social access by addressing exclusionary practices, especially those based on caste, gender, ethnicity and disability.

   All interventions for access should be preceded by comprehensive school/social mapping exercise with the active involvement of community. The mapping exercise will facilitate the preparation of a complete record of the children in the habitation with the relevant details for determining the support required for ensuring their access to school. It will cover children in difficult circumstances, including the children: who are homeless, without adult protection, street children, migrant children, child labour, children in scattered habitations without access to school and children in areas affected by civil strife.

   Funding for the initial School/Social Mapping exercise and preparation of comprehensive record and tracking system shall be provided on the basis of the number of Districts as per the cost estimate approved by the State Executive Committee. For subsequent annual updation and improvement of data base, funds may be sourced from the Management Cost and/or funds provided under REMS with adequate evidence of optimal utilization of resources available with Government/ Local Authority to minimize expenditure.

2. Opening primary schools: A neighborhood school is a school located within the defined limits or area of neighborhood, which has been notified by the State Government under the State RTE Rules. All new primary schools proposed to be opened as per neighbourhood norms notified in the State RTE Rules will be provided teachers, infrastructure and teaching learning equipment as mandated under the RTE Act, 2009, including, (a) at least two primary school teachers, and additional teachers as per the enrolment in each school, (b) primary school building as per infrastructure norms prescribed under the RTE Act, subject to State Governments/ UTs providing land and as per State Schedule of Rates, and (c) teaching learning equipment for each new school.

3. Opening upper primary schools: All new upper primary schools will be provided teachers, infrastructure and facilities as mandated under the RTE Act, 2009, including (a) at least one teacher per class so that there shall be at least one teacher each for (i) Science and Mathematics; (ii) Social Studies, (iii) Languages. Additional teachers will be provided as per the enrolment in each school, (b) an upper primary school building as per infrastructure norms prescribed under the RTE Act, preferably in the campuses of existing primary schools, and as per the State Schedule of Rates (c) teaching learning equipment for each new school.

4. Upgradation of EGS centres to regular schools: All EGS centres will be upgraded to primary/upper primary schools, and shall be provided teachers, infrastructure and facilities as mandated under RTE Act, 2009.

5. Transport/escort facilities: Provision for transport /escort facility is provided for (i) children in remote habitations with sparse population where opening of schools is unviable, and, (ii) urban deprived children,/ children without adult protection in urban areas where schools are not opened because availability of land is a problem. In addition transport/escort services will be provided for (a) children who are displaced or insecure about walking to school in areas affected by civil strife, (a) children with disability who need special support to reaching school.

6. Residential schools: are provided to support (i) children in sparsely populated, or hilly and densely forested areas with difficult geographical terrain where opening a new primary or upper primary school may not be viable, (ii) urban deprived children, homeless and street children in difficult circumstances and without adult protection, who require not merely day schooling, but also lodging and boarding facilities, In addition, provisions will be made for (a) children who are displaced or insecure about continuing their education in areas affected by civil strife, (b) children whose parents migrate seasonally in search of livelihood may be provided hostels or seasonal hostels attached to existing schools so that the children need not migrate with the parents, and are provided necessary care and protection during the seasons in which their parents migrate.

   Priority may be given to setting up Residential Schools by redeploying and refurbishing existing public buildings or schools, and new constructions taken up only after the option of redeploying existing buildings has been adequately explored.

   The recurring and non-recurring grants, and construction costs for Residential Schools shall be the same as KGBVs. Construction costs for redeploying public buildings and refurbishing unused old buildings will be on a case-to-case basis. The civil works costs for the construction of residential schools will be within the existing ceiling for civil works per district.

7. Special Training for age appropriate admission of out of school children: A majority of out-of-school children belong to disadvantaged communities: scheduled castes, scheduled tribes, Muslim minorities, migrants, children with special needs, urban deprived children, working children, children in difficult circumstances, for example, those living in difficult terrain, children from displaced families, and areas affected by civil strife, etc. The RTE Act provides that out-of-school children should be admitted to an age-appropriate class and complete elementary education. Special Training shall be designed to enable children to integrate academically and emotionally with the rest of the class, and based on especially designed, age appropriate learning material, approved by the academic authority as per the RTE Act, 2009. The duration of Special Training shall be for a minimum period of three months which may be extended, based on periodical evaluation of learning progress, for a maximum period not exceeding two years. Support under Special Training may be in the form of residential or non-residential courses as needed. Children who have enrolled in school shall be entitled to free and compulsory elementary education even after completion of 14 years of age.

Considering the enormity and complexities of the work involved in Special Training all agencies which have the willingness and the ability to undertake this work must be encouraged to do so. Many NGOs have experience and /or ability to work in this area and they would be the natural partners in implementation of this aspect of the RTE Act. Arrangements for Special Training shall be made by SMC/ local authority in existing schools, wherever possible. However, if required strength of teachers and /or space is not available in the school, separate space and teachers will be provided. The children in Special Training Centres and also those in school with fragile retention will need hand-holding to encourage continuity in school. Funds for special training shall be released to the SMC.

Facilitating States to adopt an eight year elementary education cycle: Support will be provided to enable States following a seven year elementary education cycle to move to a eight year elementary education cycle comprising five years of primary schooling and three years of upper primary schooling. Support will be provided for one additional classroom, one additional teacher and TLE for transferring class VIII from secondary sector to the upper primary sector, and class V from the upper primary to the primary school.

CHAPTER 4
GIRLS EDUCATION

Over the last decade, SSA has consistently worked on improving girls' access to elementary education. These efforts at the Central and State level include improved provisioning for textbooks, supplementary teaching learning material and uniforms, hiring female teachers, bridge courses, and special schemes and programmes. Some specific interventions for girls included the establishment of KGBVs in EBBs and select urban areas for providing upper primary schooling facilities to out of school girls from disadvantaged groups and weaker sections. The KGBV programme validates the point that both the community and girls are keen on quality education[1]. The implementation of NPEGEL in the EBBs provided focus on gender-sensitive Model Cluster Schools as exemplar. As a result of these interventions girls' enrollment has shown an impressive improvement.

With RTE in force urgent attention is required not only to the issues of access, but also to issues of quality and retention. Many states like Uttar Pradesh, Bihar, Arunachal Pradesh and Orissa, which were lagging behind, have improved their enrolment figures; however their dropout rate and gender gap still pose a challenge to making RTE a reality. Micro level studies in hard to reach areas points to a continued disparity in the infrastructure, resources and quality of teaching available to children in tribal and Muslim dominated blocks contrary to the national figures[2]. Studies now point to the phenomenon of *silent exclusion*, where enrolled children attend irregularly, learn little and repeat grades. Girls from marginalized communities constitute a major section of such potential dropouts. Strategies and activities to address girls' education have largely assumed that they are a homogenous category, whose disadvantage can be addressed through a common basket of interventions. The NPGEL programme, is a case in point where despite its flexible approach, it has suffered from a fragmented, adhoc manner of implementation.

The onset of puberty poses its own challenge of access of young girls to upper primary and secondary schools, which might be three to five kilometers' walking distance. Security and safety are concerns that communities articulate. Paid work, unpaid domestic work, marriage and mobility all bear on their chances of continuation and completion. There is a cumulative disadvantage emerging: girls aspire / struggle with their multiple identities, constraining and limiting them specifically on account of their caste, class, religion and region.

Therefore, we see twin processes at work in the context of girls. The education system works against them with its inability to reach within reasonable geographical distance, especially at the upper primary stage, absence of female teachers, poor transport facilities and security etc. Quality impacts equitable access, with learners indicating non-comprehension as constituting to their decision to move out of schooling.

SES 2008-09 data indicates that once given the opportunity, girls tend to be more regular and their dropout rate is less (38.6%) than boys (44.89%). However the actual number of girls reaching the

[1] A total of 2.8 lakh girls are presently studying in 3013 KGBVs (30% are SC, 25% are ST, 26% OBC, 10% Muslim and 8% BPL).

[2] See paper on Educational Access in MP and Chhattisgarh by R. Govinda and M. Bandhopadhyay October 2010 – NUEPA India and CREATE.

upper primary level is much lower than that of boys. Thus, we see the opportunities of access to education overall are significantly lower for girls.

Another challenge that Elementary Education in the next plan will need to address is the declining number of girls in the 0-6 age group. Initial Census 2011 figures show a drop in the sex ratio for this age group from 927 to 914. The decline is recorded in 27 states in the last decade including states like J&K, Rajasthan, Uttarakhand, Arunachal Pradesh, Maharashtra, including mega cities. The targets of achieving gender parity in education are going to be impacted seriously over the next five years as significantly fewer girls are going to enter the system. The question this reality raises is how education is addressing both learners and the community on the value of girls and in ensuring empowerment of both girls and women through education. Clearly, education strategies on gender now must move beyond focus on girls and enrolment to the nature of relations that exist between men and women or boys and girls. Thus working with boys and men in the community is critical to addressing gender equality in education.

INTERVENTIONS IN THE 12TH PLAN:

Gender will be treated as a critical cross-cutting issue; this implies that not only will efforts be made to enable girls to keep pace with boys, but that education will be viewed in the perspective spelt out in the National Policy on Education 1986/92 which states that education should be a transformative force, build women's self-confidence and improve their position in society. Interventions in the 12th Plan will be guided by the principle that gender in elementary education is a quality issue, an equity issue and a systems issue. In this context the following recommendations are made:

I ***As an Equity Issue***

(i) ***Strengthening and Expansion of KGBVs*****:**

(a) The number of KGBVs will be expanded to provide one more KGBV in EBBs, with special focus on wards recording high migration rates in urban and semi-urban areas, and EBBs with a high concentration of SC, ST, and Muslim population

(b) A Day-Boarding KGBV model be developed for Muslim Girls in EBBs with above 20 percent Muslim population. Transport facility will be provided to girls to reach the KGBV. The day boarding facility will be operational only for a period of three years. Following community mobilization and trust building activities, these day boarding KGBVs be integrated into the residential KGBV model.

(c) The existing KGBVs be extended across EBBs to provide schooling opportunity till the secondary and higher secondary stage to ensure that girls enrolled therein can pursue their education without interruption, and there is a seamless integration with the secondary/higher secondary sector in respect of this component. Infrastructure and teacher norms for extension of KGBVs to the secondary/higher secondary stage will be as per KGBV norms.

(ii) ***NPEGEL:*** In addition to the existing provisions NPGEL programme will provide the following programmatic interventions to impact girls' participation and retention in school.

(a) ***Running Bridging Centres*****:** To mainstream girls into age appropriate class in Model Cluster Schools (MCS). Modeled on the Mahila Shikshan Kendras or Kishori Kendras run by the Mahila Samakhya Programme and interventions by NGOs a 6 month to one year long residential centre be set up to mainstream over age or dropout girls into formal schools. These bridging centres for girls be developed in and around the MCS. NGOs and CBOs be involved in the running of this initiative along RTE guidelines, as government aided and recognized centres. A formal procedure of interface with the MCS be outlined and set in the system for entry of these girls into age appropriate classes.

Mainstreamed girls to be supported within the school to keep pace with other children and to hold their own in the face of subtle discrimination. Provisions be made for a three to six month interface between the MCS and the Shikshan Kendra, for after school support programme. This will ensure retention of girls within the formal school system.

(b) ***Developing MCS as Model Schools for gender, equity and quality integration*****;** NPGEL provide for a gender and equity facilitator at the BRC level in the 42,230 MCS schools. Specific strategies and activities to address concerns of boys and girls on gender and equity be undertaken in school. Monitoring of progress towards compliance of RTE can be showcased through these schools.

(c) ***Development of MCS library to have digital content, including audio visual resources:*** This would be available to all children in the cluster of the MCS.

(d) ***Development of bridging modules and manuals*****:** Educational groups, NGO's, and programmes like Mahila Samakhya, which have considerable experience of bridging girls from marginalized and vulnerable sections work towards developing age appropriate curricula. Training of teachers be conducted on these materials.

(e) ***Training of SMCs on gender and equity issues****:* In addition to the technical components of developing SDP, monitoring etc, special trainings be organized on issues related to gender discrimination and equity. NGO's and women's groups be drawn upon to develop this module at the State/District level with SCERT, DIETs as also institutions implementing programmes of the Ministry of Women and Child Development (ICPS, Sabla, Kishori Shakti etc.). Special trainings also be organized for women, SMC members, at panchayat and cluster level to ensure women participation in SMC's.

Supporting forums for girls and boys in the school and within the community. The Meena Manch, with its success in creating a forum for young girls, be promoted as part of the RTE efforts to ensure participation of girls in Elementary Education. A review of existing activities be carried out, adding new components that will strengthen their support to girls on critical issues – be it health, gender issues, academic achievements in science, maths, language, sports, life skills etc.

2. ***<u>As a Quality Issue</u>***

(a**)** ***Gender orientation of curriculum, pedagogy, teacher training and evaluation****:* In the context of RTE the curriculum, textbooks, teaching-learning materials, the use of space in the

classroom, infrastructure, assessment and teacher trainings need to be viewed holistically and should mutually reinforce each other. Curriculum, textbooks, pedagogic practices would need to capture the entire web of social and economic relations that determine an individual's location in the social reality and shapes her lived experiences. States would be advised to set up an academic – gender - equity resource group.

(b) ***Building the school as an inclusive safe space for girls*** to ensure inclusion of issues of sexual abuse and assault in training modules for teachers, residential staff, and Grievance Redressal officers**.**

(i) Specific modules on sexual harassment and violence be developed and integrated into the teacher training design.

(ii) Provision is made that Grievance Redressal of cases of sexual harassment and abuse be investigated in accordance with Vishakha guidelines and include external members who are from women's organizations or NGOs who have experience of working on women's issues.

3. <u>As a Systems Issue</u>

(a) ***Special Focus Groups:*** to ensure focus on girls from disadvantaged groups and weaker sections, especially Muslim and Tribal girls, thereby identifying them as 'Special Focus Groups'.

The Muslim community records the highest percentage of out of school children, and in this context there is need for special focus on Muslim Girls. The formal school system should be expanded in Muslim dominated blocks and wards (in urban/semi urban areas) through opening primary and upper primary schools. If required, 'Girls Only' schools may be opened in EBBs with a concentration of above 20 percent Muslims. Transportation and escort facilities should be provided for Muslim girls to access upper primary schools, where required, with clearly specified norms.

Tribal girls too, constitute another vulnerable group that needs focus in the 12^{th} plan. It is recommended that convergence with the norms of RTE be focused on with the Tribal Welfare Ministry for Ashramshalas. The Ashramshalas be upgraded and integrated into the KGBV norms and guidelines.

(b) ***Special focus on girls from Migrant communities:*** In this context urban and peri-urban areas need to be mapped and analysed, so that provisioning cum support is ensured through specific programmatic interventions.

(c) ***Integration of KGBV teachers into the regular State cadre:*** State Governments will be encouraged to integrate KGBV teachers into the regular state cadre at par with the salary scale of government teachers.

CHAPTER 5
MAHILA SAMAKHYA

MS: THE CONCEPT AND BACKGROUND

The MS programme was a direct outcome of the NPE 1986 commitment to women's equality, empowerment and education, and has been functioning as an independent programme fully funded by the Government of India since 1988-89. The NPE 1986 emphasis on the need for "a well conceived edge in favour of women, envisioning education as an "agent of basic change in the status of women", that would play a "positive role in the empowerment of women" continues to be relevant in the current context. MS has played a key role in addressing issues of inclusion as well as strengthening decentralisation processes.

"The MS programme conceived of women's education as much broader than literacy, and a process of collective, critical reflection and active self determination to change conditions constraining women's lives. It brings social justice and gender justice agenda together, through a focus on the empowerment of socially and economically marginalised women".

- *Report of the Third JRM for Mahila Samakhya, February, 2011*

Currently there are many programmes addressing women within the broad paradigm of development, where women are beneficiaries. None of these, however, equip poor women in particular to challenge social and gender discrimination and exclusion. MS is perhaps the only programme that aims to build perspectives and develop capacities of poor women at the local level to address gender and social barriers to education and for the realisation of women's rights at the family and community level.

LESSONS FROM MS: EXPERIENCES, EVALUATION FINDINGS AND IMPACT

In the past 23 years the programme has grown and is currently being implemented in 10 states across 105 districts, 495 blocks and 33,577 villages. From the 10th Plan onwards conscious efforts were made to expand the programme to more educationally backward blocks.

Successive evaluations have acknowledged Mahila Samakhya as a unique process-oriented programme which has demonstrated ways of empowering rural poor and marginalised women and thereby enabling their effective participation in the public domain and in educational and learning processes.

Currently, over a million poor and marginalized women have been mobilized and organised into women's collectives called sanghas, which in turn have begun to federate. (See Table at the end of this para on physical progress of MS programme as on 31.3.2011). What merits attention is that this vast pool of women from marginalised groups has been mobilized and conscientised to address and overcome gender barriers to the empowerment and education of women and girls and constitutes a powerful civil society voice. The fact that over one million poor women continue to be associated with these processes deriving no direct financial benefit stands testimony to the fact that the MS approach has struck a chord with them. Of the 1.05 million women (at the end of the XI FYP) with whom the programme interacts and works with in a sustained manner, 36.74% are SC, 16.33% ST, 27.47% OBC, 9.13% Muslim and around 10.38% are women from the general categories. In some

states the programme has reached remote pockets and groups that have not been reached by any other development initiative.

Table: Status of MS Programme (2011-12)

Particulars	As on 31st March, 2011
States covered	10
Districts covered	104
No. of blocks	504
No. of villages covered	32335
No. of Sanghas	42147
No. of members of Sanghas	1066378
No. of federations formed	217
No. of autonomous federations	50
No. of Mahila Shikshan Kendras	97
Girls passed out from MSK	7720
Girls enrolled in formal schools, including KGBVs after having passed from MSKs	7055
Kishori Sanghas	9893
Members of Kishori sanghas	182121
No. of Sangha women elected to PRIs	10469
No. of alternative centres for learning and literacy	17033
No. of KGBVs being run by MS Societies	175
No. of NPEGEL centres being run by MS	5051
No. of Palna Kendras/ Shishu Grahas run by MS (these are not funded from ECC&E Centre scheme)	2088

Concurrently, over 2.4 lakh adolescent girls have also been organised into kishori sanghas across the MS programme. In a parallel process to adult women's empowerment and learning, around 10,000 Kishori sanghas have also been formed. These are the sites where adolescent girl's issues and life skills are addressed. The Kishori sangha has emerged as equally effective as the sangha of adult women in reaching older out of schools girls and is a critical first step in bringing girls into the mainstream of education.

RATIONALE FOR CONTINUANCE OF MS, AS A PART OF RTE-SSA

I. *"When education is viewed in terms of its transformative potential, as a social intervention that works towards re-examining existing realities, then it becomes the single most powerful process for redressing inequities of gender".*

Position paper of National Focus group on Gender issues in Education, NCF- 2005

The only way girls, in particular older girls, can be provided an 'equal education' is if their mothers/community take an empowered stand. Implicit in RTE is the principle that Elementary Education should aim at girls' empowerment. If this is to be achieved then focusing on the empowerment of adult women who have the inclination to provide support to such a process, becomes the most important and enabling factor. Institutional/organizational support for girls' 'equal education' with quality can best be provided by sanghas and kishori sanghas, with whom MS works.

The Mahila Samakhya approach to women's learning and education has shown ways of bringing very poor women and girls into the ambit of the learning process. The MS programme looks at "education" as a broad learning process and practice that provides marginalized women in particular time and space to reflect on and address their needs and issues, access information and knowledge about rights and entitlements, and to make informed choices. During the course of this learning, life skills, women's agency and local leadership are developed. This process has also led to strong demands for basic literacy and numeracy being made by women. The outcome of this process has been the enhanced self-esteem and self-confidence among very poor women enabling them to be proactive in the public domain as is evident from their increased participation in Panchayati Raj and local school committees to cite a few examples.

II. The most significant outcome of working with adult women has been the strong decisions and actions poor women have taken to better the lives of their daughters, and other girls in their villages. The time and energy invested in enabling the empowerment and learning of adult women has had positive spinoffs for girls in terms of advancement of age of marriage, willingness to withdraw them from work, and ensuring that older girls in particular have a real opportunity for education. Enrolment of older girls in particular in the various alternative learning opportunities provided by Mahila Samakhya merits mention.

Thus, the programme has evolved a deep understanding and insights on developing contextual, relevant and meaningful ways of working with women and older girls in particular from very deprived and most marginalised communities and social groups. The relevance and continuance of Mahila Samakhya for the 12th Plan is all the more crucial with the current thrust on inclusive education and development through the RTE-SSA. What needs to be recognised is that this has been possible through sustained perspective building and training of field staff to keep the focus on most marginalised women. The vast trained human resource associated with MS has to be harnessed for achievement of the underlying goals of RTE, viz. equity and equality in and through education.

III. Also, Mahila Samakhya has had to innovate on reasonable scale that now can and is influencing mainstream educational programmes in various ways. The most significant is the development of a pedagogy and curriculum that is contextual, relevant and meaningful to the lived realities of poor women and girls, and which have informed mainstream programming and are of relevance.

- In the recently launched Saakshar Bharat programme with its thrust on female literacy, sanghas and federations have been proactive in seeking to get a validation of their literacy skills through certification. MS too in almost all its programme states plays a key resource role in review and development of learning materials from a gender perspective and based on the learning's from sangha women.

- The Mahila Shikshan Kendras, residential learning centres have proved to be effective in addressing the learning needs of both women and girls. For adult women the organising of what is called the short term Mahila Shikshan Kendra that offers one to two week thematic courses around issues such as health, environment, legal rights, government entitlements, etc

has proved to be effective. The longer term (12-18 month) residential MSK for older girls has been commended and recognised for dovetailing life skill education with formal education. There are around 97 MSKs being run by MS at present. Over 20,000 girls have graduated from the MSKs so far and around 74% are continuing their education either through joining formal schools including the KGBVs.

- The need for transitional learning centres to mainstream older girls was recognised at an early stage. In Bihar for instance the success of the strategy of starting at the pre-school stage with the Bal Jagjagi, the transitional/ bridging centre the Jagjagi Kendras for older girls, and the long term residential centre, the Mahila Shikshan Kendra have informed the design of approaches for out of school girls in all the UEE programmes in the state.

- The MSK experience has directly informed the designing of the Kasturba Gandhi Balika Vidyalaya (KGBV) scheme and the National Programme for the Education of Girls at the Elementary level. The 14th JRM of SSA has also commented on the difference MS has made to both the KGBV and the NPEGEL programmes. The implementation of KGBVs directly by Mahila Samakhya in states such as UP, Bihar, Gujarat and Karnataka has been appreciated for bringing in the whole experience of working with diversity and issues of adolescence. In Andhra Pradesh for instance, the role of MS in strengthening the gender component of the NPEGEL programme has been commended for having "successfully interwoven issues of gender and learning in their curriculum and targeted activities like life skill curriculum, sports, and vocational inputs." The JRM Report has further commented that, "the learning from Mahila Samakhya could be used as exemplars, to widen the scope of the KGBVs so that they address the issue of girls' participation as well as underlying gender related issues that affect the status of women…"

- In Kerala, MS has been the main resource for training of school teachers State-wide towards their sensitization on issues of gender-based and social violence and discrimination faced by children, especially girls, both inside and outside the school. In Assam MS has played a key role in sensitising teachers, education officials, and community members on the gender implications of RTE, and teacher training & life-skills input to the implementation of NPEGEL programme.

- In pockets of Jharkhand and Assam where trafficking of girls is emerging as a major problem, sangha led girl child protection committees have been set up. This experience has been used in the sensitisation of police officials on trafficking of girls and ways in which this problem could be tackled.

- An important area of impact of MS' work has been the formation of strong sanghas in villages across the programme community awareness/mobilization on the importance of education, especially girls' education, and the consequent impact on enrolment and retention of children in schools. (This process has been further strengthened through work with men and boys in MS States of Andhra Pradesh, Karnataka & Jharkhand) E.g., in Andhra Pradesh, 506 villages in MS' operational area have 100% enrolment (in 2011-12) through MS' participation in rolling out State Education Department's enrolment drive (*badi bata* campaign).

- Similarly, the experience of MS-facilitated sangha members playing a proactive role as members of VECs, PTAs/MTAs and in running/monitoring MDM also points directly to the potential for sanghas' and federations' role in the SMCs/SDMCs and influencing/monitoring/mobilizing communities with reference to the RTE.

- One of the more exciting emerging dimensions is the partnership between the federations and MS for girl's education that has emerged in some states. As concerns of security and safety are of highest concern in sending older girls in particular to residential bridge centres, federations have taken on the role of running these centres, thereby taking on the security responsibilities and providing social legitimacy to such efforts. The academic and resource support in these instances is provided by MS. An outcome of this has been that in states such as AP, Bihar, Karnataka, and UP federations have begun to partner SSA in the running of such bridge centres.

AUTONOMY, NON-NEGOTIABLES AND FOCUS OF MS PROGRAMME IN 12TH PLAN

The success of MS has come from its autonomy to plan, implement and respond to a variety of situations in the field. It has operated within a broad framework delineated in the national plan document but detailed programming is done according to local situations in the different states. This has led to its success in diverse regions and states of the country and it is critical to retain this autonomy. Hence, MS should continue as a programme with operational and programmatic autonomy and independence guided by the objectives and non-negotiables already in existence.

1. The focus on poor and most marginalized women's mobilisation, empowerment and learning, through work with sanghas and federations, should continue to comprise the primary task of the programme, and all interventions should be informed by women's articulated needs.

2. The process of creating an enabling environment and providing time and space for poor women to come together cannot be short circuited. There needs to be space for innovation and the development of approaches/interventions that address diversity and are contextual and locally relevant. MS should not be trammeled by pre-set targets, but have the freedom to set its own benchmarks and goals to be achieved against which it could be evaluated.

3. As underscored by recent JRMs, there is, however, a need for the programme to regularly reflect and revisit its mandate and strategies to ensure that more of the most marginalised women are reached, and also to spell out how the programme's rich experience can inform and influence the mainstream in a more sustained manner.

4. In a more direct way it needs to expand its engagement with programmes such as KGBV, NPEGEL and other education programmes for women and girls. However, in deepening and expanding convergence with on-going education programmes in order to reach the larger programme goals, caution must be exercised to ensure that the programme does not get subverted or diluted. While MS may be given priority in the running and/or monitoring of KGBV and NPEGEL in its operational areas, State MS Societies may take up the same only on the scale and intensity determined by their own preparedness and capacities.

5. MS programme's expansion in the XII Plan – both within existing States and to new States - must be undertaken in a planned manner that does not undercut the nature of the programme

which lays emphasis on the process. This expansion also needs to be informed by a deeper understanding of the pockets and groups that continue to be excluded and marginalized – i.e. most backward blocks with a view to enhance educational participation and greater community engagement, and where there has been dramatic decline in sex ratio, trafficking of girls is reported, areas with high incidence of violence against women and girls, pockets with high concentration of Muslim poor, as also amongst urban poor women.

6. It is imperative to establish a National Resource Centre to bring MS programme's varied insights on women's empowerment, learning, agency, girls' education and institution-building to address gender barriers into the mainstream, as also to further resource and support the strengthening and expansion (in coverage as well as scope/role) of the programme itself. The setting up of a National Resource Centre, with strong state level or regional units needs to receive top priority in the XII Plan period.

INSTITUTIONAL AND FINANCIAL ARRANGEMENTS

At the National Level:

a. As an expanded role for MS is being envisioned both in terms of implementation as well as a gender resource agency, there is a need to expand the pool of dedicated consultants at the national-level to support the programme.

b. The National Resource Group (NRG) which is currently the advisory body for Mahila Samakhya may expand its purview to include expertise on initiatives for girl's education as well. Members of the MS NRG are currently ex-officio members on Executive Committees of MS state societies; a similar representation of the MS NRG on the Executive Committees of State SSA Societies is recommended.

At the State Level:

a. The MS programme will continue to be implemented through the existing independent and registered State MS Societies, (registered under the Societies Act). The arrangements under the existing MOAs should continue, with representatives of both government and non-government on the Executive Committee of the State MS Society and other key decision-making bodies. For new expansion areas, the existing guidelines for MOAs may be followed for registration/setting up of new State MS Societies.

b. The implementation structure of having a State Office, District Implementation Unit and staff at the district and sub district level of the block and cluster of villages will continue. This would apply to new expansion areas as well. These, however, can be adapted to the state of maturity of the programme in a given district/ state.

c. The programme should continue to retain the trained and experienced functionaries from outside government who come from diverse backgrounds and are committed to the cause of gender and social justice. The State Societies should also continue the existing selection processes for engagement of such functionaries in the programme. State MS Societies should continue to adhere to existing GoI Guidelines with reference to the selection, appointment, appraisal and tenure of MS State Programme Directors as well.

Budget and financial management

i. **At the National level, provisions for Mahila Samakhya should be a distinct and separate component of the SSA budget funded entirely by GoI**. Hence, each MS Society should continue to follow the current practice of preparing its own AWP&B as per its field needs and informed by GoI-specified financial pattern . The finalization and approval process of the AWP & B would include appraisal by the National Project Office, approved by the E.C. of the State Society, and then finally presented to the MHRD at the PAB (alongside SSA's AWP&B) for final approval. Funds will continue to be released directly by the MHRD to the concerned State MS Society as is the current practice.

ii. The current practice of broad budget norms for different heads of expenditure may continue. As MS is not a service delivery/infrastructure-driven programme, allocations for training, perspective building, innovations, and pilots ought to be sufficient and flexible to meet diverse needs and requirements. Hence, in the XII Plan, financial patterns are provided on the basis of which programmatic budgeting can be done and which is needs based and resource efficient To continue good financial management practices and resource efficiency, budgetary caps are specified for management and procurement/consumable components of programme costs, in the XII Plan Period.

iii. Budgetary allocations also need to increase incrementally given the focus on expansion into more areas within existing MS States as also to new States. (Details of overall budgetary projections for MS programme in XII FYP, year-wise, are at annexure) Also, incremental increases in budgetary provisions may be provided for in the XII Plan based on price rise – in management and procurement/consumable components of programme costs (at 10% per annum) as well as in honoraria (at 5% p.a.) for retention of experienced functionaries.

iv. MS should continue to support grassroots women's collectives in their actions and activities by providing minimal (short-term/one-time) but significant grants to strong sanghas and federations with approval of E.C. and following practices of monitoring of expenditures etc. as appropriate to regular grants processes.

v. Manual for Financial Management & Procurement in Mahila Samakhya programme should continue to be the guiding framework for all accounting and other FM&P practices in the State MS programmes.

Financial projections of outlay for M.S. Programme for 12th Plan are given in Appendix I to VI (a) to (c).

CHAPTER - 6
EDUCATION OF TRIBAL CHILDREN

Introduction

Scheduled Tribes (STs) constitute 8.2% of the total population of India. There are 573 notified scheduled tribes who speak 218 languages. The literacy rate as per Census 2001 amongst tribals is 47.10%, demonstrating a gap of 17% from the national average of 65%. States with large concentration of tribals such as Madhya Pradesh, Odisha, Andhra Pradesh, Jharkhand, Arunachal Pradesh, Tripura, Chhattisgarh and Rajasthan reflect this gap. The problems in these states are complex as the tribal communities suffer from poor economic development, physical isolation and deprivation, and are at the lowest rung in terms of poverty indicators in comparison to even other disadvantaged groups.

As per the SES 2008-09, the percentage of ST students joining Grade I and then leaving school by Grade V is as high as 31.26. Previous plans have addressed educational deprivation through creating better provisions, relaxing norms for opening primary schools in tribal hamlets, establishing residential facilities, opening KGBVs in tribal areas, experimenting with mother tongue based MLE programmes in few schools (in Odisha and Andhra Pradesh) under innovation schemes in SSA etc. Despite this, problems of low achievement and high dropout rates particularly among the nomadic and primitive tribes and the tribal girls persist.

Actualizing the goal of substantial improvement in the quality of school education so that tribal children achieve higher levels of academic success and build capabilities for economic success calls for a comprehensive approach. Improvements in educational infrastructure and in quality of schooling need to be integrated with tribal children's cultural resources and identity.

The focus for the 12th plan period for tribal children must therefore not only ensure their enrolment in the classroom with improved physical facilities but also their retention and participation in an active learning mode with a positive sense of identity and empowerment.

***Access concerns*:** Studies and reports indicate that many tribal parents seek admission of their children to the residential schools. It has a dual advantage of coping with poverty by addressing needs of food and clothing along with learning. NMRC reports (2009) reveal that Mid-Day Meal attracts even under-age tribal children in mother tongue based multilingual education (MLE) schools in Odisha for two reasons: firstly, children understand what teachers say in the class and, secondly, they get some hot food to eat.

***Quality and equity concerns*:** Linguistic and cultural resources in the classroom lead to higher cognitive and meta-cognitive skills and better learning outcomes among children. Children grow as self-confident and self-reliant individuals (Agnihotri, 2006). In a rights-based education system, a democratic and non-discriminatory environment is essential for ST children. Studies show that the schooling experiences of tribal children are characterized by non-comprehension, predominant experience of failure, non-acceptance of one's self and identity, recurrent feelings of diffidence and inadequacy of own culture and language. For education to become self enhancing, growth oriented and a positive experience, it is imperative that tribal children should not be forced to a situation

where they don't understand what the teachers, books, school walls and the blackboards seek to communicate.

INTERVENTIONS IN THE 12TH PLAN

Given this situation the following recommendations are proposed for Tribal Children in the 12th Plan:

1. ***Conversion of 5% of existing Government Elementary Schools in all EBB blocks with more than 50% tribal population into Residential School Complexes having provisions for pre-school (non-residential), primary and middle schools.***

   Residential School Complexes as large educational hubs in contrast to the existing small primary schools entail several advantages: resources and infrastructural facilities can be optimally utilized, the components in a larger unit can mutually compensate for temporary shortfalls (for instance temporary teacher absence, occasional damages to classrooms and other physical facilities), and experience of participating in formal democratic institutions among tribal children.

   - Adequate provisions for pre-primary (non-residential; one year initially and subsequently two years if the parents demand), primary and middle schools in keeping with RTE norms. This to include both physical facilities and adequate social and academic support of the children. These centres should be provided good transportation facility for children.

   - Teachers, care takers/wardens appointed in the hostels and trained to look after boarders' sports and recreational activities and evening studies. In the conflict affected areas, the wardens and teachers need special training for providing psychological counseling to the affected children.

   - Provision of free Teaching Learning Material, school uniforms, shoes, school bags with notebooks, pencils, crayons and other classroom accessories.

   - For operational guidelines and financial estimates in respect of one Residential School Complex see Annex to this chapter.

   Phase-wise Conversion of Regular Government Schools into Residential Schools:

   Phase I: Remote and difficult area schools where seasonal migration is rampant or where nomadic and primitive tribes live to be targeted in the first two year. At least 50% of the EBB blocks be covered. Government to assess its efficiency and impact on children's overall growth and learning before upgrading in the remaining blocks.

   Phase 2: 50% of the remaining tribal block be covered in the 3rd or 4th year of the plan period. Special priorities be given to the areas inhabited by the vulnerable and poor tribal communities such as nomads, primitive and marginalized tribes.

Operational Guidelines for Residential School Complex (RSC) for tribal children

1. **Level**: To begin with the RSCs will start with one year pre-school (non-residential), Primary and Upper Primary classes. As a later stage a second year of pre-primary and 2 years of secondary classes may be added.

2. **Infrastructure**: Building norms to conform to Navodaya Vidyalays (NVS), with separate dormitories for girls and boys. Navodaya Vidyalays begin at class VI. Hence, cost-wise norm applicable to hostel and class room facilities for class VI-VIII will be provided in RSCs for grade I-V. Maintenance should receive due attention. Transportation will be provided for pre-primary children, to meet health contingencies, etc.

3. **Learners in RSCs**: At least 50% of the RSCs will be exclusively for girls. At least 60% of the learners in all RSCs will be from the most deprived tribal communities. The remaining seats will be filled by children belonging to disadvantaged groups as defined in the RTE Act, 2009.

4. **Staff**: (a) For hostels: It may be difficult to engage teacher as Wardens. Therefore, in accordance with the experience of the Shiksha Karmi project of Rajasthan (started 1987) persons with matriculation qualification may be engaged and provided on month initial training followed by similar training every year. They should be encouraged to continue their academic and professional educational and upon acquiring the required qualification for appointment as teacher should be given a preference in such appointment.

   (b) **For teaching**: Two teachers for 30 learners at pre-primary level; one teacher per class at primary stage and the NV norm for classes VI-VIII.

   (c) **Principal**: Specially chosen person in the grade of secondary school principal. To be provided 2 bedroom residential accommodation.

   (d) **Support Staff**: On the pattern of NVs.

5. **Location**: RSCs should be located in larger tribal villages where there are facilities for senior secondary education. The place should be one that is connected by all-weather road.

6. **Implementation and Supervision**: State SSA Implementation Society will have responsibility for implementation and management of this scheme. Funds for RSCs will be routed through SSA Society. Wherever considered feasible implementation of one or more RSCs may be assigned to an NGO or the MS society.

   Basic responsibility for supervision and management will rest with the RSC Principals. Proper running of RSCs in a block would be a challenge for BEEO and Block Panchayat leadership. They will provided guidance, supervision and support to RSCs in the block.

7. **Monitoring and Evaluation**: A simple format will be prescribed for quarterly monitoring of progress in RSCs. Towards the end of year 2 of the implementation of the scheme the Central Government will institute an evaluation of the scheme to enable it to make decision regarding expansion.

2: ***Provision of Seasonal Hostel facilities for children of migrating families both at the place of origin and of migration in urban and rural areas. These hostels to follow norms set out in the KGBV scheme.***

Seasonal hostel facilities can range from 3 months to 8 months period of stay for learners. These hostels may be set up in the vicinity of elementary schools for ensuring admission of such learners. Funding for seasonal hostels may be sourced from the provisions made for Special Training of out-of-school children in order to mainstream them into regular schools.

3. ***Inclusive Education Training Programme for Implementation of child right laws within Residential school and hostel premises.***

Annual training of 3-6 days duration be organized in residential schools and hostels for those mentioned below. Funding for these training programmes can be sourced from the provisions made for annual in-service teacher training. Local groups, NGOs, CBOs Grievance Redressal officers be involved in designing and conducting these trainings.

- All hostel staff (including wardens, care takers, cooks, helpers etc.) and teachers to be oriented to child right issues, including exploitation, sexual harassment, humiliation, etc.

- Residents of the hostels on their rights (safety, dignity, basic facilities etc.) and how to approach the authority or the police if rights are violated.

- Printed material for children and parents provided at admission as pamphlets in regional and tribal language on the basic rights of children and the mechanisms of grievance redressal. Posters for display in school and on hostel notice boards.

4. ***Ashram shalas to become RTE compliant:***

Convergence with the Tribal Affairs Ministry be sought to ensure that all Ashram Shalas become RTE compliant in terms of provision of infrastructure, deployment and training of teachers, ensuring quality and equity guidelines set out by the Act**.**

5. ***Introduction of MLE:***

The language situations in tribal areas are complex. There are two broad approaches recommended in the 12th plan.

Approach 1: Mother Tongue (MT) based Multilingual Education

States like Andhra Pradesh and Orissa have started addressing the problems of the remote tribal area schools, where children from one language speaking community study by employing Mother Tongue based Multilingual Education where a transition model is followed. Tribal children are taught first in their home language and gradually switch to regional, and national languages. From class V onwards, they are taught predominantly in the regional language. The longitudinal studies conducted by NMRC team (2009-2011) and NCERT show significantly better results among the MT based MLE school children. This programme should be upscaled to cover all schools located in areas where children have a similar home language.

Approach 2: Regional Language Based MLE program

The schools where children speak different home languages will need a different kind of MLE programme where the linguistic and cultural resources of all the children are used in the classroom. A specialized MLE pedagogy along with MLE TLMs be developed and used in these schools. Some components of this MLE programmes are:

(a) Use of every child's linguistic repertoire as classroom resource,

(b) Development of multilingual awareness and reflective skills,

(c) Promotion of cross-linguistic communicative classroom activities (Ex. Translation of one child's story/narration by other children into different languages as a pedagogic tool)

(d) Strengthening of children's cultural identity and promotion of multiple identities by egalitarian positioning of languages and writing systems,

As every child understands and uses at least one language fully for communication, with support from the teacher she will be able reflect on languages spoken by other children in the class. Translation as a pedagogic tool among children allows the real funds of children's everyday knowledge enter the classroom. These resources are used for mathematizing everyday activities by the students with the help of teachers (See NMRC Report, 2011). In this way, the scientific and mathematical concepts and ideas found in everyday experiences of tribal children is brought into the classroom and used to discuss academic concepts. NMRC report (2011) shows how multilingual education pedagogy helped children develop a historical sense and reasoning among these children. These approaches provide some of the most powerful pedagogic tools for development of scientific reasoning, logical thinking and metacognitive skills among tribal children (Agnihotri, 1997). Thereby reducing ethnic, race, gender and caste based hierarchies that characterize relationships in schools.

6: ***Training in MLE be conducted for all teachers in Tribal Areas.***

A ten-day training programme be organized by SCERT for teachers with the support of university departments, professionals and knowledge based NGOs. The design and training of teachers for both kinds of MLE approaches be work on in coordination with experts.

7. ***Provision of Resources for Development of MLE Teaching Learning Material by SCERT, to be used in Primary Schools in tribal dominated EBB's.***

A range of teaching learning material including textbooks, flash cards, and booklets will be necessary for adoption of MLE as a learning strategy. A specific teacher training manual also to be developed to help teachers use tribal children's own cultural, scientific and linguistic resources for teaching concepts and ideas of a subject or theme. The teacher training manual be developed at the state/district level. TLM be developed at the district/Block level so that the cultural resources of the local communities can be fore grounded while developing these cards. The Multilingual Education (MLE) perspective needs to inform every stage of book, teacher manual and flash card development.

CHAPTER 7
CHILDREN BELONGING TO SCHEDULED CASTES

Discrimination faced by children belonging to Scheduled Castes requires in-depth understanding and analysis; unlike the tribal children, they are very often part of mixed social congregations. The increasing trend of urbanization and migration among SC families is an important contributory factor to the poor state of their education. They live in jhuggis, unrecognized or resettlement colonies with minimal facilities both at home and at the school in the neighbourhood. Despite greater awareness and concern among parents to educate their children, harsh living conditions and poverty make it difficult to ensure a full cycle of quality education.

The adoption of RTE marks a fundamental change in elementary education. It underlines education as an entitlement, emphasizing non discrimination, inclusion, equity as equally critical in the attainment of this right. This framework is critical to the participation of SC children in elementary education in the 12th Plan period.

INTERVENTIONS UNDER SSA

Under SSA, the enrollment of SC children increased substantially. There was also a significant drop in the number of out of school SC children from 8.2% in 2005 to 5.9% in 2009, thus reflecting a positive trend of increased awareness among parents towards accessing education, despite economic and social constraints, as also validating the effort by the State to make schools available to SC children.

Current efforts to promote elementary education among SC children have been a mix of both general and specific/targeted[3]. General efforts include: expanding infrastructure for physical access, incentives like uniforms/ books/ cycles, tracking disaggregated data to reflect social groups and gender dimensions (with all its limitations), provision of mid day meals etc. Many specific/ targeted programmes like uniforms, books that were originally special provisions for SC, ST children have been expanded to cover all children. Hostels and scholarships under the Ministry of Social Welfare are examples of specific/ targeted programmes for SC children.

Drop out is a critical issue for the SC child, with many of them getting 'pushed out' of the system on account of multiple factors. Under achievement in school is common among SC children. Other compounding factors are continued untouchability and discriminatory practices in classroom/school/mid day meal, tasks assigned; practices that hurt the dignity of the child in school; delay/non-implementation of scholarships on time; practices that prohibit/ prevent equal participation of SC children in the cultural and community life of the school; unduly harsh verbal abuse and corporal punishments, frustration from teacher neglect etc. The lack of quality institutional delivery in elementary education and institutional bias in not providing equal and equitable opportunities to SC children cannot be over-emphasized.

[3] 14th JRM, 2011

A major gap that is noticed in the earlier policies is lack of recognition and understanding of caste based untouchability and discrimination on SC children in schools, and consequently no special efforts to address them. Studies and reports from the field and academic circles have resulted in discrimination being recognized and brought into the premises of the RTE under sections 8 and 9 of the Act. Implementation remains the challenge.

INTERVENTIONS PROPOSED FOR THE 12TH PLAN:

1. ***Special support to ensure retention of children from SC communities that are socially, economically and educationally deprived and discriminated:***

- Special support programme be initiated involving youth within these communities as mentors, escorts, and counselors for learners from extremely vulnerable and deprived SC communities.

- Integration and orientation of teachers as part of the process of promoting inclusion. Young members from the community be trained in providing leadership

- The girl child, children with special needs, migrant children, and street children within these communities be given special focus.

2. ***Convergence with programmes of the Ministry of Social Welfare*** regarding (i) conforming to RTE norms and guidelines in Hostels run by them. Provision of teachers, academic training should be in conformity with quality guidelines within RTE. (ii) Convergence on pre-metric scholarships and incentives provided by the Ministry of Social Welfare to SC children

3. ***SC Civil Society partnerships*** be facilitated through creating a panel of five to ten organization led by young, educated SC women and men at the District level and State level for:

- Supportive activities within the school be organised in term of cultural activities, Bal panchayats, readership promotion, extracurricular activities and exposure trips for all children to promote diversity, inclusion and equal opportunities.

- Annual melas and shivirs to promote interaction between the SC community and schools at the block and district level.

4. ***Review and revision of curriculum addressing caste based exclusion and promoting inclusion*:**

- Include lessons in the curriculum to address untouchability and caste discrimination. Facilitate teachers to eliminate stereotypes and prejudices

CHAPTER 8
EDUCATION OF MUSLIM CHILDREN

Right to Education and Muslim Children: The right to education requires a commitment to ensuring universal access, including taking all necessary measures to reach the most marginalized children. Making schools accessible and available is an important first step in fulfilling this right, but not sufficient to ensure its realization. Equality of opportunity can only be achieved by removing barriers in the community and in schools.

The SSA Framework of Implementation acknowledges that the education of Muslim children continues to be a neglected area in policy and programming in India. The Framework also identifies some indicative interventions to facilitate the education of Muslim children. The Report of the Committee on Implementation of the RTE and Resultant Revamp of SSA brings out that there is enough evidence that educationally Muslims are an extremely disadvantaged community. It has laid down new grounds by acknowledging that Muslim children are subject to discrimination, stereotyping and exclusionary practices, both in and out of school. The report emphasises that there is need to draw them into educational and social mainstream through necessary measures.

It is important to note that the enrolment of Muslims in Elementary education is lower than their share in the population across the country. It is also significant that the share of Muslim boys' enrolment is less at the UPS level as compared to the PS level. Muslim children, by their socio-cultural circumstances, including the occupation of their parents are quite vulnerable to early drop out. This is particularly so in the semi-urban and urban areas where the attraction of work as against schooling is enhanced due to increased availability of work options. The enrolment of Muslim girls in KGBVs is also a cause for concern. In addition, the lack of opportunity of studying Urdu as an optional language at the elementary school level is also known to push Muslim students out of the schooling system.

There is an urgent need to plug the gaps and leakages. Dropout rates have to be arrested and attendance of Muslim children has to be ensured through appropriate infrastructural and social mobilisation interventions.

RECOMMENDATIONS

1. In order to make the interventions more focused and to ensure that the benefits flow to the targeted population, the task group recommends that the unit of earmarking, targeting and monitoring of interventions for Muslim children should be changed from District to Block.

2. In order to cater to high population density in urban areas, the norms for establishment of new schools in urban areas with high population density should be based on number of children being served per school rather than distance. In addition it should be examine if the norm should be clearly specified at the Central level and not by the State governments.

3. Language: It is recommended that Urdu as an optional language, along with its attendant requirements like teacher training, TLM etc, should be offered in schools located in Muslim dominated areas.

4. Demand Creation and Removal of Structural Constraints etc: In order to create demand and to monitor the provisions of the Right to Education of Muslim children, social intermediation assumes importance. It is recommended that small and large NGOs be supported to create demand and ensure enrolment and attendance of Muslim children in Elementary Education and promote and protect the right of Muslim children to free and compulsory quality elementary education in the Muslim dominated areas.

Support to NGOs

It is seen that Muslims lag behind in almost all major parameters (enrolment, transition, out of school) in elementary education as compared to other social groups. Apart from the infrastructural constraints, in some areas there is low demand and awareness for education among Muslims. The perceived benefits of education and its linkages with livelihoods have not been adequately appreciated among certain sections of Muslims. Towards this several concerted measures are underway through several mechanisms and schemes of various Ministries of the Govt of India. In order to create demand and ensure enrolment and attendance of Muslim children in Elementary Education and promote and protect the right of Muslim children to free and compulsory quality elementary education in the Muslim dominated areas, the following scheme is proposed. Under this, national and state level NGOs shall be entrusted with the responsibility to undertake the following activities:

a. Create demand for elementary education among Muslims, especially girls through information, education and communication activities;

b. Ensuring enrolment of Muslim children in the area through special drives, house to house interface with families, engagement with PRIs and other local bodies;

c. Monitoring enrolment and attendance of Muslim students in the schools by developing appropriate mechanisms in consultation with the schools and local bodies;

d. Conduct situational analysis of each school, cluster and block reporting low retention rate to understand the barriers coming in the way of Muslim children staying on in school.

e. Projecting demand for ECCE and Upper Primary Schools in the Muslim dominated areas;

f. Ensuring constant dialogue between the school, parents, SMC and the community at large to facilitate Muslim children's regular attendance and participation in school activities.

g. Capacity building of SMC, especially women members to undertake their assigned tasks;

h. Monitoring the implementation of RTE, especially focusing on removing the structural and other constraints to elementary education of Muslim children;

The said NGO shall enjoy consultative status with the local RTE mechanism (SSA) and shall prepare local level reports on enrolment, retention, transition, bridging and out of school children among Muslims. Such reports shall be regularly reviewed at the various fora like District level Committees for the monitoring of the Prime Minister's 15 point programme and SSA District and sub-District structures.

It is important to ensure that NGOs should be engaged in all districts, towns and blocks and such other areas identified from time to time as areas with substantial Muslim population. The activities of the NGOs should be set against measureable targets with a specific time frame. Some activities may be required for sustainability even after physical targets are met.

5. For Muslim girls, apart from the availability and location of KGBVs, there may be other constraints like lack of confidence in the residential system that may act as a deterrent to their enrolment in the KGBVs. It is recommended that more KGBVs may be located close to the Muslim habitations and as an experiment; they may be started as day-boarding with transport facility (to build the confidence of the community) for not more than three years at the end of which they should be converted into fully residential schools.

6. A special scheme to encourage Maktabs and Madarsas to expand their scope to include teaching of elementary school subjects, with a sufficient outlay needs to be formulated. This may be undertaken either by re-structuring the existing SPQEM or by launching a new scheme. Indicative components of such a scheme are given below

Expanding the Scope of Maktabs and Madarsas

In several pockets of the country a significant proportion of Muslim children are accessing Madarsas and Maktabs only for elementary education. Such children are often not able to study school subjects like Mathematics, Science, Environmental Studies or languages thus putting them to a disadvantage while accessing formal primary or upper primary schooling. It is also seen that there is a genuine demand among Madarsas and Maktabs to enlarge their scope beyond religious education to school teaching subjects. An arrangement whereby Muslim students may be able to access both religious and school education is required to ensure their completion of education till at least eighth standard. A Scheme for Expanding the Scope of Maktabs and Madarsas is thus proposed. Such a demand driven scheme with sufficient outlay shall include components like:

1. Infrastructural development of the Maktabs and Madarsas.
2. Placement of trained teachers at state expense.
3. Provision of training, mentoring of teachers through existing institutions like CRC, DIET etc.
4. Facilitating teachers to acquire professional qualifications.
5. Provision of TLM / grants etc.
6. Provision of children's' entitlements.
7. Integration of such Maktabs and Madarsas in the larger RTE rubric, including incorporation in the DISE, introduction of pedagogical practices, provisions for CWSNs, ECCE, establishment of SMCs, supervision by designated authorities including NCPCR etc.

It should be ensured that all the above components are as per the norms of the RTE.

7. Monitoring and Impact Assessment: In order to assess progress towards special interventions for Muslim children, it is important that monitoring should include both input as well as outcome indicators. In addition, there is need for assessing the impact of each of the interventions. The SSA has around 40 institutions that carry out input monitoring of the

programme. It is recommended that the terms of reference of these institutions should be expanded to include outcome and impact assessment in respect of the special interventions for Muslim children.

CHAPTER 9
EDUCATION OF CHILDREN WITH SPECIAL NEEDS

Children with Special Needs (CWSN) are subjected to negligence, segregation, deprivation and discrimination because of physical and mental characteristics, and the wide-scale negative social attitude towards them.

Under SSA, focus during the 11th Plan was to mainstream children with special needs (CWSN) in regular schools, and support their participation in the schooling process. At the beginning of the 11th Plan, 26.37 lakh CWSN were identified under SSA, of whom 22.16 lakh were enrolled in schools, and an additional 2 lakh provided support through other interventions, such as home based education. Currently, the number of CWSN identified under SSA stands at 30.28 lakh: 26.46 lakh CWSN are enrolled in schools and another 2.41 lakh CWSN are provided support through school readiness and home-based education. The current coverage of CWSN under SSA, thus, stands at 28.87 lakh. These efforts need to be continued and strengthened in the 12th Plan Period and efforts intensified to facilitate their access and participation by providing children assistive devices, providing schools with barrier-free access, engaging resource teachers, etc.

The RTE Act promises new stimulus to the education of CWSN, irrespective of the kind, category and degree of disability, for education in an enabling inclusive environment. Teacher Qualifications notified by NCTE under section 23 of the RTE Act recognise persons with Special Education (D.Ed and B.Ed Special Education) as teachers on par with other teachers and the deployment of such teachers in general schools for optimum utilization is a positive development. MHRD has also moved for an amendment to bring children with cerebral palsy, autism and multiple disabilities within the purview of the RTE Act, and to provide for home based education for children with very severe and profound disability

The key focal areas for inclusive education of CWSN in the 12th Plan would be identification of 'hidden' CWSN, development of human resource for support services, and infrastructure and material support for inclusive education.

Physical and Social Access

Physical access of CWSN entails systematic identification of CWSN, as also removing barriers that prevent them from attending schools. As per the Census 2001, there were 40.90 lakh children with disabilities; the current identification of CWSN through SSA is 30.28 lakh. Hence, there is a gap of 10.62 lakh CWSN. This figure is expected to increase once the Census 2011 data becomes available. Identification of CWSN will therefore become a very important component of social mapping exercises initiated by the States.

Special Training for School Readiness

Every child with special needs should be provided support to participate in the schooling process in neighbourhood schools. The Special Training provision under SSA would be utilised for school readiness programmes for children with disabilities. This training may be residential, non residential or even home based, as per their specific requirements.

Entitlements and Support Services

All entitlements and incentives provided to children in the 6-14 age group under RTE will also apply to CWSN, with requisite modifications: Braille books, large print educational material, etc., instead of text books, or transportation from home to school and back would be from the respective mainstream financial sources. Besides entitlements guaranteed to other children, CWSN may need specific assistive devices, for which the allocations earmarked for inclusive education will be utilised.

The core essential support services for enabling children with disabilities to access and be retained in schools would be category specific and made available as per the needs of the child. The support services should include resource room support and reform of physical infrastructure to ensure development of schools as inclusive spaces for education of all children.

Barrier – free Access

Architectural barriers in schools will be removed for easy access, and school buildings made accessible by incorporating not only ramps, but accessible classrooms, toilets, playgrounds, laboratories etc. Funding for barrier free access will be sourced from the civil works budgets under SSA. Development of innovative designs for schools to provide an enabling environment for children with special needs will be an important part of the programme.

Convergence for comprehensive coverage of CWSN

Systemic convergence with School Health Programme must be ensured for medical and surgical interventions. Convergence with Ministry of Social Justice & Empowerment should ensure that support for assistive devices under Assistance to Disabled Persons for Purchase/ Fitting of Aids/ Appliances Scheme (ADIP) continues during the 12th Plan. Such convergence should extend to facilitating educational support to CWSN in orphanages, ashram schools, special institutions, leprosy homes, juvenile homes, Madarsas, maktabs etc. The residential schools, whether KGBVs or ashram schools should ensure that CWSN admitted.

All educational bodies such as NCTE, UGC, SCERT and DIETs need to set up and further strengthen the disability cells as laid out in the 11th Plan to strengthen inclusion of CWSN. The University Academic Council as well as Academic Authorities designated by the appropriate Governments under Section 29 of the RTE should include experts having cross-disability perspective as well.

Engagement of Special Educators / Resource Teachers

To begin with States may appoint a person with degree/diploma in special education as Resource Teacher (RT). The Resource Teacher may be posted at the block or cluster level to cover a group of schools where children with special needs are enrolled. The reason for appointing the resource teacher for a group of schools, rather than in every school, is because the number of persons with such qualifications is relatively small, the number of children with special needs in any single school may be very few with several schools in which no children with special needs are enrolled. As the numbers of persons with Special Education qualification increases they may be posted as general teachers to schools.

As an interim arrangement teachers who have been provided multi-category training of 10-15 days duration or have participated in the RCI Foundation Courses may be placed as Resource Teachers.

Teachers' Orientation and Training

The teacher training curricula in the country should be issues inclusive. All teachers' training at the elementary level needs to incorporate the challenges of diversity in classrooms with adequate focus on specific disabilities. All teacher training modules should be cross-disability. Hence, 12th Plan period should focus on promoting short term courses for the regular teachers.

Quality of Access to CWSN

Schools would have to be prepared to provide support services required by the CWSN: availability of a trained/ sensitized teacher, inclusive teaching practices, ongoing support from a resource teacher, and peer acceptance. School buildings, classroom spaces, furniture, equipments, seating arrangement, classroom organization, etc would have to be adapted to meet the varied and diverse educational needs of CWSN. For example, space norms would have to be altered for a child with a special need using an assistive device, like wheelchair.

Curricular Areas

In the case of CWSN, giving space to each child to learn at his/her own pace should be the utmost priority. Greater attention should be given to the curricular needs of differently abled with appropriate modification in conventional curriculum models

The mindset of the education department functionaries towards CWSN plays a key role in ensuring their inclusion or exclusion. It is important that they understand and appreciate the role and relevance of adapted curriculum, syllabus, textbooks and evaluation. The educational administrators would also have to view the diversity of CWSN as a resource in organizing classroom experiences. Hence training of administrators to this new approach adopted by RTE would be given critical importance in the 12th Plan Period.

School Management Committee and Parental Support

The School Management Committee (SMC) may include parents of children with disabilities, especially where number of such children is high to enable them to share concerns of children with disabilities. This initiative will enable parents of such children to participate in the activities related to management of the school and enable them to share relevant concerns and ensure implementation of disability friendly activities in the school. The SMC must ensure accessible location of the school and safety and security of all children and special attention to be given to adolescent girls with disabilities as they are more vulnerable to abuse and harassment with suitable provisions in the School Development Plan. This will also help in building awareness for other parents of CWSNs to bring their children to school, who may be keeping them back at home.

Peers, siblings and community members would be sensitized on how to support children with disabilities. Strong advocacy and awareness programmes should form a part of strategy to educate every child with special needs. Inclusive education resource teachers may assist in mobilizing community volunteers for spreading awareness. These volunteers can be perceived as 'inclusion enablers' and would work as local agents for change. Development of IEC material to generate

awareness about the inclusive approach of RTE would be an integral part of the programme implementation.

INTERVENTIONS IN THE 12th PLAN:

i. Support for inclusive education will be continue to be provided at the rate of Rs 3000 per CWSN per annum, of which Rs 1000 will be available for engaging Resource Teachers.

ii. In the 12th Plan the key thrust of SSA will be on inclusive education to children with special needs in general schools.

iii. SSA will also support Special Training for school readiness of CWSN, education through open learning systems, and home schooling, wherever necessary, community based rehabilitation (CBR) and vocational education. The involvement of Resource Institutions will be encouraged.

iv. The following activities will form components of the programme:

   a. Identification of children with special needs.

   b. Educational placement in general school, school readiness programmes/ home based education

   c. Provision of aids and appliances, as needed

   d. Resource Teacher/ General Teacher Training

   e. Individualized educational plan

   f. Community mobilization, parental training, and peer sensitization.

   g. Other interventions, such as development and production of Braille books, large print material, or construction of ramps, disabled friendly toilets, etc. will be sourced from the regular budgets under the relevant components.

   h. Engagement of resource teachers

   i. Engagement of volunteers/care-givers for severe-profound CWSN

   j. Involvement of NGO in CWSN related activities

CHAPTER 10
EDUCATION OF URBAN POOR AND DEPRIVED CHILDREN

India is primarily rural nation; consequently in the first fifty years since independence most of its efforts at improving the outreach and quality of education were rightly focused on the rural areas. It is only in the last decade or two that the issue of education in urban areas, particularly of the urban poor and deprived populations, has received attention. With increasing urbanization and migration into cities, cities are growing fast. India has 35 cities with more than a million population (Census 2001). The 11th Plan and the SSA have taken cognizance of some of these issues and begun to address them, though the efforts have been more towards getting out of school children in particularly difficult circumstances into schools.

DISTINCT CHARACTERISTICS OF EDUCATION IN INDIAN CITIES: The urban education scene in India is different from education in the rural areas in three distinct ways:

1. There are a much larger number of private unaided schools in a city than government schools, though this picture varies from state to state. These schools are also of a very wide range in quality. Many of the urban deprived sections who are a little better off than the others – specially those residing in slum areas, go to private schools. Private schools are not included in the quality enhancing efforts of the State Government. With the provision of 25% admission of children belonging to disadvantaged groups and weaker sections at the entry class in private unaided, there will be more such children in private schools.

2. The presence of children in extremely difficult circumstances of different types in urban areas makes them hard to reach and requires customized strategies for small and dispersed populations.

3. While physical access to schooling is much higher than in rural areas, yet retaining children and ensuring the development of their abilities becomes much more difficult. A substantial proportion of the poor in cities is mobile, and therefore it is even more difficult to keep track of children of these communities.

***Key issues and challenges to implementing RTE in urban areas*:**

1. Lack of availability of space, leading to lack of required instructional time in double shift schools.

2. Problems in accurately enumerating the number of children outside school and at risk, on account of a large floating population. Therefore, there is need for repeated mapping and constant tracking.

3. Difficulties in enumerating the many different categories of children in difficult circumstances – viz. street and working children, slum and pavement dwellers, platform children, sex workers' children, children without adult protection etc., along with greater proportion of Muslim minorities in many cities, each requiring specific and separate intervention strategies.

4. Non-rationalization of schools and teachers; making it difficult for female teachers to handle boys of middle and higher classes

5. Non-availability of schools with adequate infrastructures and facilities in slum and fringe areas, where they are most needed

6. Frequent relocation of urban poor settlements

7. Large numbers of children without adult protection

8. Heterogeneous community making community mobilization, PTAs and SMCs difficult

9. Multiplicity of education providers and lack of coordination among them. A large majority of schools are private in urban areas.

In addition there are the following issues emerging from experiences of working in urban poor areas:

1. Due to constant migration into cities, there are children from very different language speaking communities in one classroom and many of these languages are not known to the teachers. Not being able to access the regional language, which is also the medium of education in the school, becomes a major barrier to access to education and a cause for push out of at risk children.

2. Availability of 'tempting' activities - many bordering on the unsafe – and potential money earning activities which increase the sense of independence of such children tend to increase truancy, particularly if the school/classroom is not engaging enough or looks down at the child. The challenge of retention and providing a safe environment for both boys and girls in urban schools is much greater in urban areas compared with rural areas and requires specific and different efforts.

3. In urban areas, more than in rural areas, middle and upper middle class and caste teachers teach the economically and socially deprived, and tend to look down on the children in class or neglect them. There needs to be continuous process of developing a deep understanding of the backgrounds and strengths of the children being taught, as well as the need and role of education in the process of social change.

Initiatives under the 11th plan:

The 11th Plan had suggested the following for addressing the needs of the education of the urban poor and deprived sections:

a) Setting up of an urban cell under SSA that would coordinate and review all efforts on education of the urban poor.

b) Setting up of a State level Urban Resource group across departments and with Civil Society involvement.

c) Preparation of city level education perspective and annual plans.

d) Development of Data collection and tracking systems.

e) National level workshops for capacity building for urban planning and sharing of good practices.

f) Surveys for enumerating and tracking the progress of urban poor children and involving NGOs.

g) Innovative strategies to address specific needs of different categories of children at risk.

h) Residential and non residential out of school strategies for enrolling and sustaining children in schools.

i) Rationalisation of schools and teachers according to displacement of populations. Provision of EGS centres for relocated populations.

j) Provision of transport where schools cannot be built within 1 kilometer radius.

While there have been efforts in cities across the country for mobilization of communities for enrolment and efforts of support for retention of students through EGS, AIE, NRBC and RBCs, comprehensive city level planning and review process for urban education has not been institutionalised. Many States have undertaken surveys of out of school children in their cities, but the numbers seem to be under estimates. The IMRB survey of 2010 has estimated the percentage of urban out of school children at 3.18 %. Proper census enumeration methods need to be systematized if UEE is to be achieved.

There are many micro attempts at addressing the issues of the urban deprived by NGO as well as government and partnership programs. However, most of these are much below the critical minimum required to create a substantial impact particularly on retention and learning.

APPROACH TO THE URBAN DEPRIVED IN THE 12TH PLAN:

The 12th Plan needs to focus on retention, attendance and improving the learning of all children in urban areas. It needs to include the review and guidance of processes and learning in private schools as the RTE has included them in their ambit.

Keeping the above in mind, recommendations are being proposed in the following categories:

- Overall city/town based education plans and strategies, broken down to localities/habitations (wards), involving all education providers and relevant contributors, viz. education department, Municipal Corporation, Private school managements, health and sanitation department, WCD, Civil Society organizations, Lawyers, community of the locality and educated service and other people, universities/colleges/students etc.

- School based planning and strategies;
- Cluster based planning and strategies;
- Block/Ward based (where one block covers one whole city, otherwise there is need for a city as a unit as above)
- District based where a district has more than one city – otherwise it can end at the city level.
- State based – issues for all the cities and towns separately

At the city/town level:

i. Every city/town to have planning and review group drawn from all the providers, contributors and concerned people outlined above that would be responsible for preparing the city level perspective plan and the annual plan and mapping, planning, setting up systems for identifying and tracking children at risk in different categories and ensuring the requirements to schools, centres, hostels etc.

ii. Each city to have a process of mapping and enumerating children in the 6-14 age group and updating at least once every year. Vulnerable and at risk children as also all the deprived categories – girls, minorities, tribes, castes, children from BPL families, to be separately enumerated and tracked.

iii. First generation learners not only require bridging into schools but support to sustain in schools. The communities from where they come also require social support. Both bridging and support classes need to be integrated in plans and appropriate budget allocated. All programs for special categories of the deprived (SC, ST, Minorities, Girls, CWSN etc) would be applicable to urban areas as well.

iv. Cognizance has to be taken of the issue of the 25% admission into private schools and making school support mandatory for such children as also general privatization of education in urban areas

At the School level

Four categories of children can be looked at in the urban areas –

i. Children already going to schools – government or private – many of whom (40-60%) may not be achieving their grade attainment levels; these are children who are at risk of falling behind and then dropping out or being pushed out.

ii. Out of school children –who help their family in family and household business or looking after siblings. Older children both boys and girls are under pressure to help improve their family's income levels through sitting at the shop or hand cart or share in putting out work like papad making or zari work or tailoring. Girls often help their mothers with domestic work in others' households.

iii. Working children have greater opportunities to earn in cities, and have a sense of independence because of this. e.g. rag pickers, kite or other petty craft makers, motor garage children etc. These children need support of various kinds and a different pedagogical approach to be retained in normal schools and weaned away from work.

iv. Then there are the street and platform children, children of sex workers, with a push towards that trade etc. These are the most vulnerable group.

RECOMMENDATIONS

***For access and retention*:**

1. Allotment of land/buildings for new schools and extension of existing schools needs to be facilitated.

2. Due to lack of space, double shift schools may be inevitable in some urban areas. In doing so the RTE norms of 200 days/800 hours primary and 220 days/1000 hours upper primary school must be adhered to; all the required facilities, including electrification may be provided in order to facilitate teaching learning transactions in double shift schools.

3. While keeping the norms of 800 and 1000 hours of school a year, timings need to be made flexible according to certain requirements – two of the most common being the timing of water provision and some requirements for religious practices according to the composition of the students in a particular area.

4. Secure school environments are a priority along with water, toilets etc.

5. Where it is not possible to provide a school or enhance a building to increase access, transportation needs to be provided.

6. All children, in and out of school, but at risk, need bridging and support classes including summer and other regular residential camps in order to help them reach and sustain at their grade level. These should be at or near the school premises.

7. Establishing ECCE centres in the vicinity will help take the burden of care of siblings off the children.

8. Residential schools for girls and at risk children (orphans, run away platform children HIV AIDs patients, children of sex workers etc.)

9. Other strategies suggested for the deprived sections should be suitably adapted to the urban areas.

***For curriculum; pedagogy, learning and assessment*:**

1. Urban children come from a very wide range of abilities even if they are the same age. Hence there is a dire need to make a transition to flexible paced, ungraded or multi-graded pedagogies in urban areas. Today, there exists enough experience across the country to make a planned transition in the 12th Plan to such pedagogies which have inbuilt continuous and comprehensive

assessment that feeds into learning. Between 40-50% of primary schools in urban areas have less than 100 children and three teachers and classrooms. Under RTE norms these schools will continue to exist. They require a non-graded or multi-graded pedagogy and materials and teachers need to be trained in this. Plans and budgets to make this transition should be worked out in the implementation strategy.

2. Because most of all the above categories are migrants from rural areas or other states, a classroom is comprised of many different language speakers. A multilingual approach to teaching is essential to give them their right to education through access to knowledge. Teachers along with community members can make multilingual library books.

3. Many of them come to the city with the motivation to find work, making work the basis of education, particularly from class 3 onwards, will go a long way in keeping them in school.

For private schools

1. Admission of 25% children from disadvantaged groups and weaker sections would need support for other costs: uniform, bag, books, and bridging and supplementary support.

2. All private schools should be included in the system of cluster academic support, including CBSE schools (these could form their own clusters under CBSE)

For teachers:

1. Rationalisation of teachers in urban areas is a great need that needs to be incorporated into the city plan.

2. Need to correct the gender balance the other way round in teacher placement policy for urban areas;

3. Continuous in-service inputs including workshops, of social and linguistic aspects of the urban deprived and role of the teacher in this.

4. Proper inputs on the kind of pedagogy required for different groups need to be designed.

***For cluster/ward resource centres*:**

1. These should include the participation of Private schools including CBSE (due to the inclusion of 25% clause)

2. For urban areas the orientation and capacity building of Janshikshaks/CRCCs needs to have urban specific elements for planning and review.

3. Such resource centres for urban areas can be developed into community resource centres and better utilized due to density of population.

For urban resource centres

1. Education Blocks for the million plus cities need to be reorganized so that one block covers a whole city and is not mixed up with rural areas. If they are too large as in metropolises, then two or more blocks can be organized around this.

2. For smaller cities which are included in a block there needs to be an exclusive urban zone.

***District and state level*:**

An Urban education cell should be established at every district and also at the State level, that should be responsible for overall support, planning and review.

Meaningful experiments that that have taken place in different cities like Jaipur, Bangalore, Kolkata and other places and can feed into urban specific plans should be reviewed and facilitated for incorporation in all city/town plans.

Civil society organizations and universities:

1. Proper policy and programs should ensure their appropriate participation right through all aspects of school education in urban area. Normally they are participating in surveys, mobilization, Bridge courses, hostels and remedial classes in a manner in which these are contracted out to them. This needs to be reviewed and appropriate changes made.

2. Involvement of higher education departments in elementary schools is necessary.

CHAPTER 11
PRESCHOOL EDUCATION

INTRODUCTION

The National Policy on Education, 1986/92 has acknowledged Early Childhood Care and Education (ECCE) for children below 6 years to be not only the first step in the Education ladder, but also a significant input for primary education. ECCE as a stage of education is now globally being considered as extending up to 8 years, since from the child development perspective, children in the 6 to 8 age group are known to be similar in their needs and characteristics to the younger age group and require similar pedagogical approaches. ECCE is visualized as an integrated, holistic programme for children, which includes provisions of education, care, health and nutrition. Within this ECCE stage, three sub stages have been identified (a) Early Stimulation stage for children 3 years and below, who require home based stimulating environments and care; (b) Preschool Education stage for children between 3 to 6 years requiring a holistic centre -based early childhood education programme and (c) Early Primary stage for children between 6 to 8 years, corresponding to grades 1 and 2.

There is now adequate empirical evidence from research in neuroscience, economics and education, globally and within the country, to prove that participation in preschool education not only has lifelong impact, but also in more immediate terms, has a positive effect on children's retention, attendance and performance at the primary stage. It is further established that school readiness experiences facilitate adjustment and learning in the primary grades, particularly in the context of EFA, wherein diverse groups of first generation learners are coming into the school system without adequate linguistic and cognitive preparedness. Preschool education thus contributes significantly not only to providing the child a sound foundation for life in these critical years, but also in the attainment of the primary education goals. It can therefore serve as a very effective investment for realizing the vision of the RTE.

Pre-school education has two major objectives (i) to promote all round development of children through an age/developmentally appropriate programme of play based activities, interactions and experiences which will provide a sound foundation for lifelong learning and development and (ii) to develop in children school readiness through some specific kinds of concept and skill based activities which will foster readiness for learning of the 3R's, prior to entry to primary schooling. It is not a programme for formal teaching of the 3 R's. The school readiness objective is particularly appropriate for children between the ages of four to six years, because by this age children are maturationaly ready for a more structured, yet play based, learning environment.

PRESCHOOL EDUCATION IN THE 11TH PLAN

There have been some significant developments in the course of the 11th Plan, which have implications for Preschool education. In 2006, at the policy level, the subject of ECCE in the Business Allocation Rules was shifted in GOI from MHRD to MWCD. Subsequently, a major landmark in the last few years has been the enactment of RTE Act, which came into effect from 1st April, 2010. Although this Act presently excludes children below six years , it also specifies under its Section 11 that, *"with a view to prepare children above the age of three years for elementary education and to provide ECCE, appropriate Government may make necessary arrangements for providing free pre -school education for such children"*. ECCE has also subsequently been

included as a constitutional provision through the amended Article 45, which now reads as follows: "*The State shall endeavour to provide ECCE for all children until they complete the age of six years***".** These developments have to an extent highlighted the emerging significance of ECCE and, within it, of preschool education, as the foundation for children's education and development.

CURRENT STATUS OF PRESCHOOL EDUCATION IN INDIA

Over the course of the 11th Plan there has been a quantum jump in preschool enrolment from 21 percent in 2005 to 47 percent in 2010 (UNESCO, 2010). More recent ASER data (2010) indicates that 83.6 percent of 3 to 6 year olds in the rural areas are enrolled in some or the other preschool programme, including in the private preschools. While data reliability may be an issue with all sources, the progress is distinctly evident. To some extent this may be attributed to the rapid expansion of the Integrated Child Development Services (ICDS) and its universalization and alongside to the rapidly expanding private provisions, even in tribal and rural areas across many states.

In terms of coverage, provisions for centre based Preschool education in India are available through three distinct channels i.e. public, private and voluntary sectors. Under the public sector the major programme is the ICDS, for which the nodal Ministry is MWCD. Preschool education, which is one of its six services, is characteristically very minimalist in terms of quality of both content and facilities and is considered across states as its weakest component. The programme is currently reaching out to more than 73 million children below six years of age through its network of nearly 12 lakh AWCs. In addition to these, under the Rajiv Gandhi National Crèche Scheme, 22038 crèches have been sanctioned by the Govt of India. (MWCD 2011) which, in some cases, provide preschool education, in addition to custodial care. SSA also supports 14,235 ECCE centers in non-ICDS areas which cover approximately 48,6605 children across the country in addition to another 4367 ECCE centres in EBBs covering 92,523 children under the NPEGEL programme. (NPEGEL Progress Report, June 2011). SSA also funds some quality strengthening initiatives like training of AW workers, provision of materials etc.

Although no reliable estimates are available, recent rapid surveys indicate that the private sector is steadily expanding and penetrating even into the rural and tribal areas as a provider of preschool education (AUD, 2011). As per ASER survey of 2010, 11.4% of children residing in rural areas are on an average receiving pre primary education from private initiatives, which in some states may be considerably higher. Surveys indicate that these low fee charging private preschools are in most cases characterized by serious inadequacies like overcrowded class rooms and developmentally inappropriate curricula, which can even be detrimental for children. Apart from private ventures, there are national and local NGO initiatives which get financial assistance from grant-in-aid schemes of the government and national and international aid agencies. There is no reliable data on the coverage of this sector.

ANALYSIS OF ISSUES IN PRESCHOOL EDUCATION

While preschool enrolments have increased over the years, issues of quality, equity and capacity continue to be significant. The overriding concern is that a large number of children may be coming into primary schools, without attending preschool, or attending but not getting adequate preparation for the primary curriculum in terms of school readiness. This situation invites an

analysis of what are the issues that have led to this status of preschool education in the country, despite several policy and programmatic provisions. Some significant issues are as follows:

a) Lack of appreciation in the public sector of the need for age appropriate interventions for children within each sub stage of early childhood in terms of their growing needs and capacities and the tendency in public and voluntary sectors to address the 3 to 6 year olds as one common level.

b) Inadequate priority to preschool education in ICDS, resulting in its perception universally as a nutrition programme and significant challenges in its implementation of preschool education due to a single untrained and overworked worker required to deliver on multi-sectoral components requiring completely diverse skills, with poor infrastructural facilities and resources.

c) Shifts in parental aspirations towards English medium private preschools, evident in steady migration even in rural and tribal areas, of 4 to 5 year olds from the AWs to the private preschools, or in some cases primary schools due to the mid day meal programme. Some state governments like Nagaland, Assam, Jammu & Kashmir, at their own initiative, have added preschool classes to the primary schools to counter/meet this spiraling community demand.

d) Absence of any guidelines, resource materials or standards of quality in Preschool Education which has led to a minimalist approach in public sector programmes and a laissez faire situation in private sector provisions, with developmentally inappropriate practices by way of down ward extension of primary education. Both scenarios can be counterproductive and detrimental for children's development and education.

e) Lack of institutional capacity in preschool education, particularly at the state, district and sub district levels to plan, implement, support or monitor the provisions.

f) Linked to institutional capacity is the complete absence of any MIS or data base on ECCE which could support the planning or evaluation process.

A major factor responsible for these issues persisting is that there has so far been no centrally sponsored scheme and dedicated funding for Preschool education which could have addressed many of the systemic concerns discussed above holistically. In the context of Preschool education, the NAC has made a clear recommendation that children upto 4 years could be provided ECCE experiences through the ICDS in the AW with an additional worker, and a year of pre primary class be attached to every primary school to ensure school readiness for all children. If the age for Grade 1 gets raised to six years in all states as per the RTE, this would amount to 2 years of school based preschool education which, if adequately provided for, could contribute significantly to a sound foundation for learning for all children.

RCOMMENDATIONS FOR PRE SCHOOL IN THE 12TH PLAN

In view of the above considerations, a major shift proposed in the 12th FYP is to extend the RTE entitlements downwards to include the preschool stage of education. In addition it is also recommended that preschool education for 4 to 6 year olds should be brought into the fold of

primary education as a school readiness programme for children, prior to their entering grade 1. Any services related to health and nutrition accruing to the 4 to 6 year olds which are available in the ICDS at present will be transferred to the school for these children. ECCE as a subject in the Business Allocation Rules would continue with MWCD and the Preschool component would be planned and implemented in close coordination with them. A cell will be established in MHRD for this coordination function. ECCE for children upto 4 years would continue to be with MWCD and delivered through the AW as a free play based learning environment in an integrated mode. In support of this shift the following specific recommendations are proposed:

1. All States will be encouraged to fix the age of entry to Grade 1 uniformly at 6 years to align with the RTE stipulation, so that in the 23 states which have the entry age at present at 5 years, the 5 year olds will be placed in a preschool education class for school readiness. As per recent ASER survey (2010) over 60 percent of five year olds are in primary schools and not in AWs across the country in the rural sector.

2. Every primary school will have a preprimary section for 4 to 6 year olds for which adequate resources will be apportioned to be able to provide a sound developmentally appropriate school readiness programme of acceptable quality to children. It may be noted that school readiness does not imply teaching of the 3 R's at the preschool stage. This practice of extending the primary curriculum downwards has been found to be very detrimental for children's learning and development. Instead, school readiness refers to certain cognitive, linguistic concepts and skills as well as a positive disposition towards learning, which through play and activity prepares the child to learn the 3 R's more effectively later in the primary grades.

3. The concept of an 'Early learning unit' will be introduced which would bring together the preprimary and early primary grades into an integrated unit, to allow for planned 'bottom up' continuity in curriculum (which should be developmentally appropriate, non formal and play based) as well as allow for flexibility to promote individually paced learning, thus contributing to a sound foundation for every child. Learning from good practices from within and outside the country related to this concept e.g. ABL programme, Nalli Kalli etc will inform this curricular shift. This shift is not envisaged as requiring any structural or administrative changes in the school system; instead it will focus primarily on shifts in curriculum and pedagogy with introduction of graded materials and related teacher preparation and support.

4. The NCTE model curriculum for Diploma in ECE teacher education already reflects this integrated concept as it covers teacher preparation for both preschool and grades 1 and 2 in its scope. This will be further reviewed, strengthened and customised to support the early learning unit concept and to ensure appropriate teacher preparation. NCTE will need to lay down standard qualifications and adapt its TET guidelines to accommodate the teachers of this Early Learning Stage i.e. preprimary and Grades 1 and 2. States will be encouraged to modify their recruitment rules for teachers so that they appoint the graduates of this Diploma as teachers for the Early learning Stage i.e. Preschool and Grades 1 and 2.

5. This shift is envisaged in a phased manner, both from the perspective of financial implications and more importantly in the interest of adequate preparation of the ground for effective implementation. It is therefore proposed in two phases (a) *Preparatory phase* for getting the

support systems and professional/institutional capacities in place and (b) an *Implementation Phase* for actually making the shift. The implementation phase will also be paced out so that it is envisaged that by the end of the 12th Plan about 50 percent of the 4 to 6 year old population would be provided for, who would on priority be from the socioeconomically disadvantaged communities. The criteria for prioritization for this target group could be the EBB blocks, Tribal areas, Blocks with high drop outs; Minority communities and so on.

6. This shift would require corresponding investments at all levels of the system to enable every child in the country to avail an early education which meets international standards. To be able to provide for a systemic approach to capacity strengthening in this area, the Preschool Education component will be included under SSA/RTE as a separate component with a specific budget line, which could, within the ambit of the RTE, enable states to be supported to address the emerging needs discussed below in a planned and systematic manner.

7. A system of regulation of quality of Preschools across the public, private and voluntary sectors will be required to be instituted along with a strong advocacy component for all stakeholders to correct the current misconceptions regarding quality of education and ensure all children get equitable and developmentally appropriate preschool education.

8. The details of interventions proposed and corresponding budgetary implications are annexed. These are categorized according to the different levels of implementation. While schools will require to be made more child friendly with dedicated and trained teachers and stimulating play and learning materials and classrooms, the resource capacities at the higher institutional levels will have to be strengthened in Preschool Education, particularly at district and block levels, through partnerships with civil society organizations and professionals to ensure regular ongoing resource support and wider community participation.

DETAILS OF INTERVENTIONS PROPOSED FOR PRE SCHOOL

A. **School level :**

1. ***Teachers*:** At the school level it is envisaged that 1:25 adult child ratio will need to be maintained at the Early Learning Stage. A regular teacher, trained in Pre primary education School readiness and Early Literacy will be required who should have similar academic qualifications and be at par in terms of pay and benefits as the primary teacher.

2. ***Classroom***: A classroom per 25 children will be provided with adequate space, ventilation and storage facility for transacting an activity based curriculum which requires movement, easy access to and use of variety of materials and flexible seating arrangements.

3. ***Toilet and Outdoor play space.*** Appropriate toilets for small children and a separate secure outdoor space will be provided with outdoor play equipment for the Early learning Unit.

4. ***Equipment*** for storage of learning materials, sitting mats, display arrangement, a few small work tables and for thematic activity corners.

5. ***Play/learning Material*** *(TLE):* The learning materials required will be as follows*:*
   (a) Play Material like building blocks, jigsaw puzzles, beads, manipulative play material for

shape, colour, size concepts, material for imaginative play etc

(b) Story books and An Activity book –Activity book will be multipurpose and graded for each child for colouring, mazes, puzzles, drawing , and other activities for concept formation. Story books will also be graded from simple picture books to books with short text. For initiating children into reading.

(c) Stationery, crayons, etc – on a recurrent basis.

(d) Audio visual equipment for language learning, rhymes, story-telling, etc.

6. ***Mid day meal and Health care facility****.*

7. ***Transport and Escort*** *facility may be required for children in sites where school is away from habitation or where there is any unsafe area to be crossed.*

B. Professional Development

Training and Continuous on-site support and professional development of the following will be supported for which the capacities of the concerned academic institutions will also be built:

Teachers
Heads of schools
CRC and BRC teams
DIET faculty members
SIERT/SCERT Faculty.

C. Advocacy

A critical intervention in the context of Preschool education will be the need to reach out to all stakeholders including parents, community members/leaders, administrative personnel, policy makers and 'educate' them on the nature and significance of play based preschool education. This is of critical importance for creating an enabling environment, since a primary reason for parents opting for private preschools today is their mistaken perceptions about quality in preschools. For this purpose all forms of media will be used including folk and electronic media to reach out with the right messages and influence the right kind of community demand.

D. Institutional support

- In NCERT and SCERT Early learning Curriculum and Training units will be created/strengthened and resources provided for (a) developing a National Curriculum Framework, prototype materials and curricular guidelines (b) Research and evaluation in this area. (c) Teacher education curricula etc.

- Pre primary Resource units will be set up in every DIET and at Block levels with 2 faculty members with specific funding for carrying out curriculum development, induction training and refresher trainings and on site support and supportive supervision of above personnel.

E. Monitoring and Evaluation:

Monitoring indicators will be developed and finalised and included in the DISE system to cover

and collate data on this stage of education as well, in a meaningful and systematic manner.

F. Convergence and partnerships:

Given that Preschool education is located in the larger domain of ECCE, it will be important to develop in collaboration with MWCD and other related sectors, effective mechanisms for convergence in planning and implementation of the programmes. In addition, partnerships with civil society organisations, professionals and private institutions will also be supported.

The consolidated budget estimate for the 12th Plan period along with norms is at Annexe--.

CHAPTER 12
CURRICULAR RENEWAL FOR QUALITY

INTRODUCTION

Quality in education is inherently dependent on four aspects, namely (i) curriculum and learning objectives, (ii) learning materials, (iii) pedagogic processes and (iv) assessment framework. The National Curriculum framework 2005 has engaged with a variety of perspectives on education and formulated robust principles that flow through these four aspects. Syllabus, textbooks, pedagogic practices and assessment frameworks have been developed at the National level to facilitate curricular renewal at the State levels. NCF 2005 has used the diversity of contexts in India as a resource, by recommending that instead of one textbook for all in a particular State, a menu of quality curricular packages be developed.

Curriculum and Learning Objectives

A new framework for curriculum is needed at regular intervals in order to take cognizance of the developing issues in a society and how to address them. The aims of education, as articulated by the NCF 2005, are to help the learner develop a rational commitment to Constitutional values and ideals, develop the capabilities of knowledge base, sensitivity to others, rational/critical attitude, work and ability to participate in economic processes and aesthetic appreciation.

Learning Materials

Each child learns at her/his own pace. The pace of each child, and indeed, of the same child varies at different times. The classroom processes and the teaching learning materials need to take cognizance of this fact. Teaching learning material should ideally be used to engage the child in active learning. A variety of learning packages should be developed at state and district levels, with adequate provision for cluster and school level modifications to aid the teacher and provide increased choice. Adaptability of TLM package at local levels will increase teacher participation, enhance the quality of local level educational discourse and improve upon the ownership of material and methods by the teachers. Government institutions like DIETs need to be strengthened further to lead the way in developing and establishing such standards. Their established methods, for example trialing of textbooks in a certain number of schools need to be supported further.

Pedagogic Processes

RTE Act envisages an increased role for the SMCs and local authority at the school level. While principles of equity, inclusion and a non-threatening environment where corporal punishment is prohibited have been laid down, the challenge will be to re-train the educational machinery along these lines. The schools would now be increasingly open to the scrutiny of the local community.

Learning Assessment: Continuous Comprehensive Evaluation (CCE)

CCE has been envisaged in the RTE Act in to assess the progress taking place in a child over time in different subjects, to identify individual and special needs, accordingly plan teaching-learning situations to help the child and to provide evidence of children's progress to parents and community.

As education is concerned with the total all-round development of the child (physical, socio-emotional along with cognitive) all aspects need to be assessed rather than only academic

achievement, which is presently the focus. Assessment would cover a range of activities, both '*in*' and '*out*' of the school classroom. RTE Act mandates maintaining a profile for each learner. The periodicity and methodology will have to be structured and shared by the SCERTs and DIETs in the states with an in-built hand holding at the local level by these institutions till the methodology stabilizes.

TOWARDS INCLUSIVE SCHOOLING

As we approach the 12th Plan, most enrolment targets have been achieved except for the very difficult to reach. The drop-out rates are still very high and the associated concepts of attendance and retention are not uniform. National drop-out rate is 24.93% for all categories between class 1 to 5 and 42.25% for classes 1 to 8 (SES 2008-09). In order to implement the vision of the school as outlined in schedule of the RTE across all schools the 12th Plan needs to focus on an inclusive school with appropriate curricula practices. Certain guidelines for developing school based plans as well as guidelines allowing for certain flexibilities while at the same time not allowing for exclusionary practices need to be developed. To enhance retention and completion, an inclusive RTE school will provide for:

Universal enrolment, retention and completion:

All children in the neighborhood, as defined, should be enrolled and attending the school regularly. The teachers and SMCs will track children's attendance and address issues arising therein at the local level.

School management and leadership

RTE Act mandates the participation of community, teachers, parents and PRIs through the SMC in the visioning, planning and running of the school. All children will participate equally in all the activities of the school. The school will transform internally into a collaborative and participative environment rather than a competitive one. Local authorities will be strengthened to take decisions from timings to academic calendars, ushering in a collegial and collaborative process of school management.

Basic learning conditions –space and time

As mandated by RTE Act, the pupil teacher ratio of 30:1 at primary and 35:1 at upper primary planned participative instruction hours and infrastructure would be provided. Other thrust areas would be as worked out in the implementation frame work of important issues like teacher preparation, teacher community interface and own capacity building for 20 to 30 days in a year, tracking each child's attendance and learning, providing support for enhancing retention in vulnerable children etc.

Inclusive school practices:

Policies and practices followed in a school, over and above the class curriculum, determines to a large extent the inclusion, retention and learning of students. In a multicultural and multilingual society, privileging one kind of culture or language over others is a major tool of exclusion. The main sites of the transaction of the hidden curriculum and the culture of the school are – the assembly, sports and other extracurricular activities, the midday meal, celebrations in school, policy on how languages and informal culture is treated by the teachers.

Inclusive practices would be reinforced through teacher's training, community mobilization and involvement of the local authority. These would focus on school assembly participation by all students and teachers, secular and pluralistic content of assembly, participation in serving MDM and filling water containers by all students and teachers, clear redressal mechanisms if inclusive conditions not met.

Classroom pedagogy, teaching learning materials and operational CCE:

Activity based curriculum that nurture multifaceted learning in all students, through group teaching learning processes in primary schools would be encouraged. Textbooks supplemented by textual materials (graded booklets, workbooks, supplementary readers etc) as part of the curricular package and libraries, play materials, part time art and music instructors in upper primary schools have been planned. Intensive teacher training for this pedagogical shift would be a challenge.

INTERVENTIONS IN THE 12TH PLAN:

To institutionalize curricular reforms it is necessary to undertake rigorous, comprehensive and sustained research and development as well as capacity building of resource persons, teachers and other stakeholders. This would be a key element of the agenda of curricular reform in the 12th Plan.

1. ***Curricula renewal:*** Support for curriculum renewal, including development of curricular framework, syllabi, text books and supplementary material for classroom transaction and for Special Training for age appropriate admission of out-of-school children to school. The curriculum, syllabi, text books and supplementary material for classroom transaction, so developed, must be sensitive to the provisions of equitable education provided under section 29 of the RTE Act.

   Curricular reform requires a team of resource persons, with a shared understanding of child centred pedagogies and processes of enabling children to learn through discovery, exploration and activity in an environment that is free from fear, stress and anxiety, as mandated under the RTE Act. The reform process must also address diversity and plurality which children bring into the classroom, and ensure experiential learning especially for children belonging to SC/ST/urban deprived/ girl child. SSA will support the development of such resource groups at all levels.

2. ***Teaching Learning material***: SSA will support provisions for textual and other teaching learning materials as per the existing financial norms for all children in Government/Local Body and Government aided schools, including Madarsas desirous of introducing the State curriculum. States that have been providing textbooks to children under State sector schemes and budgets since 2007-08 will continue to fund textbooks being provided from the State Plans.

   Wherever States have undertaken curricular reform in consonance with NCF-2005 and have taken steps to improve the development, production and printing quality of textbooks, support under SSA will be available as 'top-up' grants for textbooks for children who are supported under State sector schemes and budgets within the per child ceilings referred to in (a) above, provided that States show actual evidence of contents and production reform.

Primers/textbooks/textual/bridging material developed for tribal languages to facilitate transition to the State language of instruction would be sourced from the financial provisions made for textual material within the prescribed per child costs.

Within the ceiling of prescribed per child costs for textual material at primary and upper primary level, States may provide workbooks, worksheets and other essential teaching learning materials which together constitute textual materials for the subject, class or grade.

In case a State is partially subsidizing the cost of textbooks being supplied to children in the elementary classes, then financial assistance would be restricted to that portion of the cost of the books which is being borne by the children, subject to the overall ceiling stipulated above.

3. ***Teaching Learning Equipment:*** Support will continue to be provided for teaching learning equipment for new primary and upper primary schools to enable schools to procure basic learning aids for schools. Also provided for integration of class V and VIII in schools to bring to eight years elementary cycle.

4. ***Continuous and Comprehensive Evaluation:*** The RTE Act mandates that a system of Continuous and Comprehensive Evaluation be put in place enable the teacher to be continuously guided by the child's response and participation in classroom activities. This implies careful observation and record-keeping of each child's progress, which will have to be organised and executed in an academically sound manner.

   Support will, therefore, be provided to enable teachers to maintain child-wise portfolios, incorporating a record of children's work and progress. Teacher Training programme will include training on systems for comprehensive and continuous evaluation. Procurement of material (file portfolios, registers, etc.) will be decentralised to the school/village/ Gram Panchayat level. There will be no centralized procurements at the State, district or block level

5. ***ICT in elementary schools:*** A programme for ICT in elementary schools will replace the erstwhile Computer Aided Learning (CAL) under SSA. A basic computing and ICT facility will be created in all elementary schools in a phased manner. This will include networked computers and accessories and an internet connection. Accessories may include speakers and microphones, digital recorder and digital camera and a printer. The programme of ICT in the schools will be aimed at using computing, computer assisted learning and internet access to improve teaching learning in all areas of the curriculum. A variety of software tools and pedagogically appropriate e-content in local languages will be sourced or developed to serve the school curriculum. The focus will <u>not</u> be on creating advanced computer users but students and teachers enabled to access the wide variety of resources available in the digital format. Hence, the computer literacy component will be minimal, need based and integrated into the ICT programme. Teacher training will focus on access and use of digital resources, software tools and e-content. Efforts will be made to adopt energy efficient, cost effective ICT solutions, which increase the number of access points in each school enabling more and more children to use the facility more frequently. Appropriate mechanisms to maintain the infrastructure and protect it from break downs will be ensured.

6. ***Laboratory Grant***: With a view to encouraging Science and Maths learning at upper primary stage, support will be provided for replacement of laboratory equipments and purchase of laboratory consumables and articles. With a view to ensuring optimum utilisation of Laboratory Grant simple and cost effective laboratory methods to facilitate learning by doing and scientific knowledge shall be including in teacher training, wherever it has not been included so far.

7. ***Library Grant***: The RTE Act mandates that a library should be provided for each school. This should be well resourced with newspapers, magazines and books, including story books. Infrastructure like book shelves, racks, etc. may also be provided. One-time grant will be made available for existing Government/local body schools, which do not already have a library, to establish such libraries, followed by annual recurring grant to augment the library resources. The State will provide the broad guidelines for selecting appropriate books. The broad guidelines will be enabling, and not restrictive. The guidelines developed by the State will also include the procedure for maintenance of record and stock/asset registers with due verification as per prescribed procedures. The guidelines will also prescribe that time should be provided during teacher training and school timetables for reading in school and develop appropriate mechanism for effective monitoring of Library. Procurement of furniture and books for the library will be done in a decentralized manner by the VEC/ SDMC/ SMC or equivalent school body for rural/urban areas.

8. ***Notebooks and stationary:*** The RTE Act mandates free and compulsory education for all children in government/ local body schools. Notebooks and stationary constitute an expense which poor families are often not able to afford, and thus this becomes a barrier for many children to pursue and complete elementary education.

   Provisions will be made for notebooks and stationary for all children in government, local body schools, government aided schools and recognised Madarsas. This facility shall also be extended to children admitted in unaided schools against 25% admission as specified in section 12(1)(c) of the RTE Act, 2009. Wherever States are providing notebooks and stationary, as per their 2009-10 budgets, they shall continue to do so from their State budgets. In case any State is partially subsidizing the cost of notebooks, stationary and school bags provided to children in elementary classes, financial assistance would be restricted to the remaining portion of the unit costs.

   Procurement of notebooks, stationary and school bags will be decentralised to the school/village/ Gram Panchayat level. There will be no centralized procurements at the State, district or block level.

9. ***Play material, games and sports equipment:*** The Schedule to the RTE Act mandates that all schools shall be provided play material, games and sports equipment. An annual grant for play material, games and sports equipment will be provided for all Government/local body schools, Govt. aided schools and recognized Madarsas. It should be ensured that games and sports items are available for children of all age-groups, and there is no gender bias in the selection or use of these items. It must also be ensured that the school time table has ample scope for games sports activities.

Wherever States are providing play material, games and sports equipment, as per their 2009-10 budgets, they shall continue to do so from their State budgets. In case any State is partially subsidizing the cost of play material, games and sports equipment in elementary classes, financial assistance would be restricted to the remaining portion of the unit costs.

Procurement of play material, games and sports equipment will be decentralised to the school/village/ Gram Panchayat level. There will be no centralized procurements at the State, district or block level.

10. ***Annual Academic and Other Grant:*** The Annual Academic Grant will replace the existing School Grant and Teacher Grant, provided under SSA. This Grant will be utilised for activities that facilitate child centred classroom processes, and for conducting teaching learning processes keeping the all-round development of the child in mind. The amount will be utilised at the school level, ensuring that there is full transparency in utilisation. The unit cost per school will be determined by the enrollment strength of the school.

11. ***Research for quality improvement:*** Priority will be given to research projects concerned with quality related issues, including for example, assessing states' curriculum in the light of NCF-2005, students' learning outcomes, student's and teachers' attendance rates, effectiveness of teacher training, efficacy of textbooks and other TLM quality of academic supervision provided by BRCs/CRCs/ DIETs, discriminatory practices in schools, teaching-learning in classrooms, implementation of CCE in schools, role of SMCs in school management; estimating out-of-school children; status and effectiveness of Special training centres, completion rate/dropout rate and transition rate; etc.

CHAPTER 13
TEACHERS, TEACHER SUPPORT SYSTEMS AND STRUCTURES

THE RTE MANDATE:

The relevant provisions in the RTE Act on teachers are as follows:

i. The Schedule to the RTE Act prescribes the PTR for primary (Classes I-V) and upper primary (Classes VI-VIII), the requirement of head teachers and subject teachers for Science and Mathematics, Social Sciences and Languages at the upper primary stage, and part time instructors for Art Education, Work Education and Physical Education and Health.

ii. Section 23(1) provides that persons with minimum qualifications as laid down by the academic authority authorized by the Central Government shall be eligible for appointment as teacher. The proviso to Section 23(1) lays down that teachers without the minimum qualifications shall acquire such qualifications within a period of five years.

iii. Section 23(2) provides for relaxation of qualification by the Central Government for a maximum period of five years.

iv. Section 23(3) provides that teacher salaries, allowances, etc shall be laid down by the appropriate Government.

v. Section 25 provides that the PTR shall be maintained for each school

vi. Section 26 provides that vacancy in any school shall not exceed 10%

vii. Section 27 provides that teachers shall not be deployed for non-educational work, except for decennial population census, disaster relief and elections to Parliament, State Legislatures and Local Bodies.

viii. Section 28 bans private tuitions by teachers.

The PTR norms prescribed under the RTE Act have been incorporated in the SSA norms. NCTE has also notified the teacher qualifications under section 23 of the RTE Act.

Teacher positions:

(i) ***Total Number of Teachers:*** There are approximately 45 lakh teacher positions in government, local body and aided schools across the country, against which 18.89 lakh are sanctioned under SSA. This includes --- lakh posts sanctioned under SSA since RTE Act became operative. However, there are a large number of posts vacant, including vacancies in the State sector and the newly sanctioned posts under SSA. Within states and districts there are large variations, and the situation of vacancies is particularly acute in Uttar Pradesh, Bihar, Jharkhand and West Bengal.

(ii) ***Pupil Teacher Ratios:*** The overall PTR in the country is 33:1 at primary and 31:1 at upper primary stage as per DISE 2009-10. This is a significant improvement over the PTR of 38:1 at primary stage and 34:1 at upper primary stage in 2005-06. However, teacher shortages continue to be acute in Bihar, Jharkhand, UP and West Bengal.

Sl. No.	**State/UT**	**PTR 2005-06**		**PTR 2009-10**	
		Primary	**Upper Primary**	**Primary**	**Upper Primary**
1	Andaman & Nicobar	17	17	12	12
2	Andhra Pradesh	27	22	25	18
3	Arunachal Pradesh	25	25	19	19
4	Assam	29	17	25	20
5	Bihar	68	70	57	61
6	Chandigarh	26	25	29	29
7	Chhattisgarh	31	27	28	24
8	D & N Haveli	41	41	37	38
9	Daman & Diu	53	50	33	30
10	Delhi	39	33	29	25
11	Goa	25	27	25	25
12	Gujarat	35	36	32	33
13	Haryana	44	28	37	26
14	Himachal Pradesh	21	20	17	17
15	J&K	18	19	16	16
16	Jharkhand	49	48	45	47
17	Karnataka	31	33	28	30
18	Kerala	28	32	24	26
19	Lakshadweep	18	17	17	13
20	Madhya Pradesh	37	31	35	33
21	Maharashtra	33	36	30	30
22	Manipur	21	20	21	20
23	Meghalaya	18	16	17	15
24	Mizoram	19	15	17	14
25	Nagaland	24	25	20	23
26	Orissa	36	38	32	37
27	Pondicherry	26	26	18	17
28	Punjab	39	29	31	28
29	Rajasthan	34	31	27	26
30	Sikkim	15	21	12	14
31	Tamil Nadu	31	29	29	34
32	Tripura	23	23	24	26
33	Uttar Pradesh	61	50	47	44
34	Uttarakhand	31	26	25	23
35	West Bengal	48	65	34	51
	Total	**38**	**34**	**33**	**31**

(iii) ***Urban-Rural imbalance in teacher deployment:*** In most States there is a serious problem of excess teachers in urban schools and acute shortages in rural areas, particularly in remote and difficult to reach villages. Efforts made to undertake redeployment are often thwarted by interference from influential quarters or pressure from teachers' unions, or rendered redundant by lack of explicitly stated principles and rationale, and transparency in the exercise. The actual requirement of additional teachers will reduce significantly, if effective steps are taken for rational redeployment. The following table also reveals the need for rational re-deployment.

States	PTR in government primary schools	Districts with PTR > 30:1	% schools with PTR > 30:1 (primary)	% schools with PTR > 35:1 (upper primary)
Bihar	57	37 (All Dist)	74.19	89.96
Jharkhand	45	24 (All Dist)	58.92	65.58
UP	47	69/70	60.39	30.43
West Bengal	34	19/20	56.60	70.22
All India	33	284/635	40.63	33.17

STEPS TO IMPROVE TEACHER AVAILABILITY:

(i) ***Teacher Re-deployment:*** There is clearly a need to evolve a more transparent system of transfers and redeployment of teachers - a system which is both child centered and teacher friendly. The implementation of the computerized system for fresh postings, transfers and redeployment would help the States in maintaining school-wise PTR as stipulated under RTE in a transparent manner. MHRD has developed computerized software for the use of States. The software uses the DISE database and can:

- Generate a list of under-served and over-served schools.
- Create a school-wise vacancy database.
- Generate a list of vacancies subject-wise.
- Be sensitive to the needs of physically handicapped teachers, women teachers and other categories as prioritized by the State.
- Correct existing imbalances in teacher deployment.
- Be customized to State needs.

States will be encouraged to adapt and use the computerized software to correct existing imbalances in teacher deployment.

(ii) ***Teacher recruitment systems*****:** Teacher recruitment systems in the States need to be improved, especially in view of the RTE requirement of maintaining pupil teacher ratio in all schools. Although NCTE has prescribed teacher qualifications in the past, States have not been strictly following the NCTE Regulations. In some states Recruitment Rules for Teachers prescribe qualifications which are far lower than the NCTE norms. For example, West Bengal prescribes Class X, rather than Class XII, as the entry qualification for a primary school teacher. Several States have also resorted to large scale appointment of persons without requisite professional qualification on lower salary scales; this is a matter of serious concern. Teacher Qualifications,

laid down by the NCTE under section 23 of the RTE Act, would need to be followed in all future recruitments, and States would need to make appropriate revisions in their Teacher Recruitment Rules.

(iii) ***Recruitment after qualifying Teacher Eligibility Test (TET):*** The implementation of the Right of Children to Free and Compulsory Education (RTE) Act, 2009 requires the recruitment of a large number of teachers across the country in a time bound manner. In spite of the enormity of the task, it is desirable to ensure that quality requirement for recruitment of teachers is not diluted at any cost. One of the essential qualifications for a person to be eligible for appointment as a teacher is that he/she should pass the Teacher Eligibility Test (TET) which will be conducted by the appropriate Government. The rationale for including the TET as a minimum qualification for a person to be eligible for appointment as a teacher is that (a) it would bring national standards and benchmark of teacher quality in the recruitment process; (b) induce teacher education institutions and students from these institutions to further improve their performance standards; (c) send a positive signal to all stakeholders that the Government lays special emphasis on teacher quality.

(iv) ***Training of untrained teachers:*** One of the biggest challenges confronting States is training of the large number of untrained teachers. Currently there are 6.70 lakh teachers in government schools who are untrained. Some States have inadequate capacities for pre-service teacher training and the problem may aggravate with recruitment against the vacant positions as well as requirement of additional teachers. It may not be possible in some districts/States to train untrained teachers in the traditional face-to-face mode, without loss of teaching time in schools. Therefore States need to institute systems for timely training of untrained teachers, which include the following:

- Assessing district/block wise number of untrained teachers, availability of infrastructure and Resource Persons (for contact sessions also)

- Review D.Ed curriculum in light of NCF-2005 and NCF-TE, 2009, Obtaining NCTE approval

- Specifying courses of study, credit requirements, prepare study material, contact sessions, project work requirements, and system for assessment and examination

- Preparing Plan for administering the programme: batches of untrained teachers

CRITICAL ROLE OF TEACHER IN ENSURING PROTECTION OF CHILD RIGHTS IN SCHOOLS

The teacher is the central actor in ensuring that children's education rights are protected. This implies several things: creation of discrimination- and fear-free learning settings and processes, engagement of children in learning processes as specified in the curriculum and other accompanying material, ensuring that children are evaluated in a comprehensive and continuous fashion, adequate learning support is provided to ensure that children master basic skills and acquire competencies as specified in the curriculum.

In-service Teacher Training:

Facilitating transition from traditional modes of classroom organization and teaching to a framework that is in conformity with the child centred provisions of the RTE would require considerable support and guidance to teachers and head teachers. The existing teacher and head teacher training programmes need to be revised to include training on (i) curricular aspects, including the child-centred, activity-based principles of NCF-2005 for quality improvement, (ii) RTE, incorporating the child centred principles of NPE, 1986/92 and NCF-2005 (no detention, expulsion, corporal punishment) and an understanding of the rights perspective, child rights and entitlements, (iii) Inclusion, equity, non-discrimination, gender and special needs, (iv) special training for out-of-school children. In addition, head teachers would need training on school management in terms of RTE and norms and standards mandated for the school. These orientation and training programmes are proposed to be provided through structured in-service teacher training programmes at the BRC level, but also through peer interaction, seminars and symposiums organized at CRC, BRC and DIET levels.

Expanding the scope of in-service training programmes to include administrators

There is an urgent need to focus on locally relevant programmes for orientation of head teachers, cluster coordinators and local supervisors. Leadership capabilities of head teachers, local level managers, teacher support professionals including CRC coordinators and school supervisors at DIETs and BRCs will need to be strengthened through training designs developed by SCERTs, SIEMATs and NGOs.

ACADEMIC SUPPORT SYSTEMS AND STRUCTURES

Redesigning CRCs – their roles and responsibilities

CRC were envisaged as centres of teacher empowerment - where teachers share their experiences, discuss their problems and learn from innovative practices of peers. In several states this forum has been effectively used for teacher interaction and peer learning. In Tamil Nadu CRC meetings were used for discussing implementation of ABL and ALM methodology, resulting in improved classroom processes. However, experience of CRC functioning has tended to be uneven, with many administrative responsibilities being entrusted to CRC coordinators, often to the detriment and neglect of their academic responsibilities. It is important that the dichotomy and overlap between the role of the CRC coordinator and the local supervisory staff is addressed in the 12th Plan.

Currently, the number of CRCs and supervisors responsible for overseeing and supporting schools is decided on a uniform basis, namely one coordinator for a variable number of schools, irrespective of the size of the school, the number of children and teachers, and the distance at which the schools are located. This could be replaced by fixing the number of schools with a CRC coordinator to 18 - 25. The responsibility for effective functioning of the schools and ensuring learning achievement by children has to be shared by the CRCs with the head teachers and teachers. 18 - 25 schools per CRC will enable him to conduct monthly meetings in a staggered manner so that no school is left teacher-less on account of the monthly meeting. Also the CRC can have focused meetings with primary/ upper primary or subject teachers, instead of omnibus and general meetings.

The focus of work of the CRCs should solely be on supporting teachers and improving the schools. They should be given no other tasks including data collection for DISE. The CRC should be

developed as a Resource Centre with adequate physical and academic infrastructure such as library, facilities for developing supplementary learning material for dissemination to all schools within the jurisdiction of the CRC, teacher interaction rooms, etc.

Innovation Fund for Teachers and Schools

The existing SSA component teacher's grant of Rs.500 to every elementary school teacher will be merged into the Academic Grant to every school based on the number of teachers and students referred to in the preceding chapter.

Besides this, a *Teacher Innovation Fund* will be instituted at the Block level to offer innovation grants to selected teachers and schools for demonstrated efforts in child-centred learning. Selection of deserving teachers would be made through expert and peer evaluation of specific innovative efforts taken up by individual teacher and schools. Special efforts should be made to document such successful innovations and disseminate it among all schools.

Strengthening Block Resource Centres

Over the last decade Block Resource Centres (BRCs) have developed as an important forum for in-service teacher training. In the 12th Plan it is proposed to upgrade and strengthen BRCs to function as well equipped resource centres so that they become the hub for all interested teachers – public or private to contribute to effective provision of children's rights and entitlements. BRCs would therefore be equipped with (a) a well stocked library and reference room, (b) facilities for development and dissemination of learning material, (c) well equipped ICT facilities, (d) training-cum-seminar rooms with modern facilities for presentation and discussion, (e) facility for residential training. This would entail investments to improve the physical infrastructure, provide for ICT facilities including broadband connectivity, create a good library of books, reference material, textbooks and teaching material, and provide appropriate furniture and equipment

Streamlining Open and Distance Learning Facilities (SSA-DEP Component)

Open and distance learning mechanisms must be extensively used to provide learning inputs to teachers at their work place. This would demand the existing programme of SSA-DEP is recast to assist teachers to upgrade their understanding of child centric pedagogies and subject knowledge. NIOS and State Open Schools could be could be effectively brought in to support such ventures.

Teacher Academies in Selected University Departments and Institutions

In the existing set up, most elementary school teachers remain totally unexposed to any higher learning environment. It is important that this is changed and provisions are made for attachment of elementary teachers to well-established university departments and other higher education institutions that are actively associated with promoting elementary teacher education. A programme of Resident Teacher Fellowship/Stipend is proposed to be instituted for practicing teachers to upgrade their knowledge through internship in the 'teacher academies' under the aegis of NUEPA.

This would require action by NUEPA on several fronts like recognizing and assisting selected University Departments, institutions and non-government organisations of repute (like Digantar, MV Foundation, Doosra Dashak, Eklavya, Vidya Bhawan, The Concerned for Working Children, Krishnamurthy Foundation, etc) to create special programmes for practicing teachers. Such institutions would be encouraged to carve out 'teacher academies' for this purpose. The

Fellowships could range from 6 months to two years depending on the facilities available in the selected Academy, and 2-3 months as an immersion attachment with the non-government sector.

Programme of Teacher Education Material Development in Local Languages:

One of the biggest problems faced in conducting effective in-service education of teachers is the absence of good material for use by resource persons. Often, therefore, teachers only have the exposure to some thinking, and occasionally, some slide presentation to fall back on when they return to their work place. It is therefore proposed to launch a major programme for development of learning material for teachers in multiple languages, to be spearheaded by NUEPA. This would involve the (i) creation of a special fund for commissioning the preparation of such learning material for teachers which could include subject knowledge upgradation as well as pedagogic practices in consonance with the NCF-2005 and the NCF-TE, (ii) adaptation of NCERT produced text and teacher guides to suit the requirement of self-learning which could be made available in different languages, (iii) translation and publication of selected books published in India and outside which are found relevant for teachers – both for expanding their general understanding and classroom practices. NUEPA will partner with SCERTs, increasing their capacity and also facilitating learning and sharing across states.

Creating a Teacher Management Information System

Teachers constitute the single largest group of employees. The RTE has several provisions that directly depend on the teachers' availability, qualifications, quality and work profile. As of now, there is no systematic data base that captures every teacher's professional profile in a cumulative fashion. DISE presents some core information on all the teachers collected through the School Report Card. However, DISE does not capture the moving trajectory of the teachers' professional growth, experience, and achievements. This is important as in the last few years significant investment has been made in every teacher through training. For effective management of teachers, their in-service professional development etc, it is necessary to create a comprehensive data base on teachers which presents a cumulative picture of their service. This requires computerization of all records related to every teacher with the help of suitable software. Since, current data on every teacher is already available under DISE; it requires integrating the information backwards with the legacy files and information stored at district/state level on each teacher. This could be done in a phased manner beginning with the latest round of employees and going backward to cover upto a specified period, say, those who joined during the last 20 years or so. Investment may not be huge as necessary expertise already exists for EMIS in each state and, at the national level, DISE Project could be strengthened to give technical support and coordinate the work.

INTERVENTIONS FOR TEACHERS, TEACHER SUPPORT SYSTEMS AND STRUCTURES IN THE 12TH PLAN:

In the 12th Plan the following interventions will be made:

Teachers

***New School Teachers*:** (i) A minimum or two teachers will be provided for new primary schools and EGS converted schools, and (ii) three subject specific teachers for new upper primary schools, opened as per the school neighbourhood norms prescribed under the State RTE Rules.

***Additional Teachers*:**
Additional teachers will be provided based on school enrollments and as per the RTE norms to all Government and Local Body schools, subject to the following conditions:

i. Assistance will not be available for filling up State sector vacancies that have arisen on account of attrition and retirement.

ii. States shall review their teacher cadre and recruitment rules to ensure that teacher qualifications prescribed therein conform to the teacher qualifications notified by NCTE under section 23 of the RTE Act.

iii. Teacher recruitment will be made as per the TET guidelines notified by NCTE, and such provision will be incorporated in the State cadre and recruitment rules.

iv. States shall rationalize the deployment of existing teachers to ensure that the prescribed PTR is maintained for each school, and teacher vacancy does not exceed 10% of the total sanctioned strength in any school.

v. In case the State does not have trained persons in adequate numbers, it will seek relaxation from the Central Government under the relevant provisions of the RTE Act. While seeking such relaxation the State shall make a commitment with a detailed time bound programme for training of untrained teachers within the time frame prescribed under the RTE Act.

vi. The terms and conditions of service of teachers will be as notified by the State Government.

***Part time Instructor*:** The RTE Act mandates provision of Part Time instructors for Art Education, Health and Physical Education and Work Education at the upper primary stage with an enrollment of more than 100 children. Provision will be made for engagement of Part Time Instructors as per the RTE mandate.

Teacher Training:

a) ***In-service training*** of teachers in Government, Local Body and aided schools, including teachers in Madarsas desirous of introducing modern subjects, to enable them to see pedagogical practices from the child's perspective and continuously upgrade their knowledge and teaching skills. In-service training of teachers will also include training for conducting Special Training for out-of-school children. Annual in-service teacher training (including seminars, workshops, field visits) will be in residential/non-residential mode for 10 days at the BRC/DIET level as per the existing norms. In addition, 10 one-day teacher meetings will be held at CRCs annually as per the existing financial norms.

b) ***Training of untrained teachers*** to enable them to acquire professional qualifications. Such training will be in distance mode. States will need to (i) assess district/block wise number of untrained teachers, availability of infrastructure and Resource Persons, (ii) review D.Ed/B.Ed curriculum in light of NCF-2005, NCF-TE, 2009 and Model Syllabus prepared by NCTE, (iii) specify courses of study, credit requirements, prepare study material, contact sessions, project requirements, and system for assessment and examination, (iv) identify Resource Persons for contact sessions, (v) identify locations for contact sessions, (vi) prepare a comprehensive Plan for administering the programme: batches of untrained teachers, (vii) ensure monitoring through SCERT. Grant towards training of untrained teachers to enable them to acquire professional qualifications will continue to be provided during the 12th Plan.

c) ***Residential Induction training*** for newly recruited teachers for 30 days.

Head Teacher Training

d) Head Teacher Training will be conducted to instill new skills and broadened perspective to ensure school functioning from the point of view of children's rights which need to be protected every day. Refresher training will be in residential/ non-residential mode for 10 days for all Head Teachers each year at BRC/DIET level.

Training of Academic Resource Support Staff and Education Administrators

To enable academic resource staff and education administrators to move away from an inspectorial approach to understand and develop school functioning from the perspective of children and teachers. Funds to be sourced from the Management costs and rate to be approved by the State Executive Committee. Actual unit costs need to be budgeted. The unit costs for training inputs, including training material, resource persons/master trainers and other training norms would be based on the inter se norms for training as approved by the State SSA's Executive Committee.

The average batch for any training should not exceed 30 per group. The ceiling of unit cost would not be automatically allowed as a default costing norm.

Academic support through BRC/URC/CRC

a) BRCs/URCs and CRCs are the most critical units for providing training and on-site support to schools and teachers. Given the significance of these structures SSA will strengthen faculty and infrastructure support to BRC/URC and CRCs.
b) States must focus on improved selection criteria for the coordinators and faculty of BRC/URC and CRCs. The selection criteria should take into consideration their experience, qualifications and aptitude for training and research.
c) States must provide for constant skill enhancement of BRC/URC and CRC coordinators and faculty

d) Functional linkage between BRC/URCs and CRCs with DIETs and district level resource groups should be strengthened.

SSA will provide support for BRC/URC and CRC as per the following norms:

***For BRC/URC*:**

a) There would ordinarily be one BRC in each Community Development (CD) Block. In states, where the sub-district educational administrative structure like educational blocks or circles have jurisdictions which are not co-terminus with the CD Blocks, the State may opt for a BRC in each such sub-district educational administrative units. However, in such a case the overall recurring and non-recurring expenditure on BRCs in a CD Block, should not exceed the overall expenditure that would have been incurred had only one BRCs per CD Block been opened.

b) In urban areas, academic resource centers would be set up on the lines of BRC to cover 10-15 CRCs. If the municipality or town development authority has academic staff, they may be deployed in the URCs.

c) The following resource support should be provided for BRC/URC:
   i. Six Resource Persons for (i) Language, (ii) Mathematics, (iii) Environment Studies, (iv) Science, (v) Social Studies, and (vi) Gender and Equity
   ii. Two Resource Persons for Inclusive Education for children with special needs.
   iii. One MIS Coordinator and one Data Entry Operator
   iv. One Accountant-cum-support staff per 50 schools to be appointed on contract basis. These accountants will be mobile and will provide support to schools and block to help them maintain their record properly.

d) BRC/URC Coordinator and faculty should be professionally qualified, and have at least five years teaching experience.
e) BRC/URC may be located in school campuses as far as possible.
f) Facilities will be provided for residential facilities, and for one time for augmentation of training infrastructure
g) Financial support for BRC/URCs will continue to be provided in the 12th Plan as per the existing norms.

CRC

a) On an average, one CRC Coordinator may be placed in charge of 18 -25 schools in a block.
b) CRC construction cost will be as per Schedule of Rates notified by the State for additional classroom. The CRC may be used as an additional classroom in schools on days when CRC meetings are not held.
c) Financial support for CRCs will continue to be provided in the 12th Plan as per the existing norms.

School and Teacher Initiatives for Equity and Academic Innovation: The effort in the 12th Plan will be to encourage and support school/ teacher level initiatives for equity and academic innovation. The State Government will be expected to give wide publicity to the provision for such initiatives taken by teachers and ensure that good practices are shared with other teachers and SMC members.

Proposals received from schools/ teachers shall be vetted and approved at the Block level, based on guidelines issued by the State Executive Committee for such purpose.

Teacher Academies in Selected Universities, Institutions and Voluntary Agencies

Support for providing teachers fellowships and attachments with universities/ institutions/ voluntary agencies of repute will be made available to NUEPA for operationalizing 'Teachers' Academies'.

CHAPTER 14
SCHOOL INFRASTRUCTURE

INTRODUCTION

The focus of infrastructure development for elementary education has hitherto been limited to construction of structures to meet the quantitative requirements of basic 'shelter' for educational activities. Typically, the built space for schools is conceptualised as a structure of four walls of classrooms with certain essential amenities, like drinking water and toilets.

Education infrastructure development must, however, be sensitive to the needs and aspirations of children and teachers, address their physiological needs and comfort, and provide an environment conducive to children's physical, cognitive, social and emotional development. Infrastructure development should, therefore, not be confined to merely providing a building structure, but should also create an environment that can enhance the quality of children's learning processes and experiences.

In the 12th Plan school infrastructure development will be seen holistically as a physical manifestation of ideas encompassing children's access and retention for inclusive education of equitable quality in safe and secure environments.

GUIDING PRINCIPLES OF WHOLE SCHOOL DEVELOPMENT PLAN

Significant steps have been taken in the 11th Plan to disseminate the idea of Whole School Development Plan (WSDP) through interactions and workshops. In the 12th Plan, further work on WSDP will be guided by the following broad principles:

a. ***Child and teacher centred approach in planning:*** Integrate the voices and opinions of children and teachers in the process of planning and provisioning

b. ***Revitalization and augmentation of existing infrastructure:*** Repair, adaptation, retrofitting to make infrastructure more efficient, useful, safe from natural or human hazards, and conducive to child-centred pedagogy.

c. ***School environment as a learning resource:*** Development of school interiors, semi-open and outdoor spaces as settings for effective use in the teaching-learning process.

d. ***Use of cost effective approach for optimising resources:*** Respecting and applying community wisdom and knowledge, especially with the involvement of the SMC, as also environment friendly, green technologies in construction.

PRE-SCHOOL INTEGRATED IN ELEMENTARY SCHOOL INFRASTRUCTURE

With pre-school education proposed to become integral to elementary education, the pre-school space will need to be carefully designed as an Early Learning Unit within the larger school. Available spaces would need to focus on children aged 4 - 6 for preschool, and children aged 6 - 8 years for classes I and II. Spaces and facilities for these age groups can be conceptualised together with provision for sheltered learning spaces, outdoor play spaces with soft areas and child friendly amenities. The sheltered learning spaces will have learning corners: book corner, block corner,

craft corner, fantasy/ dolls corner, science corner, apart from an intimately connected 'messy' space for children to play with mud and sand in semi-open areas or outdoors.

Augmenting existing school facilities

Classrooms: The requirement of classrooms needs to be reviewed from the perspective of spaces for seating, activities, storage and display spaces. The review should also address physiological needs of natural light, ventilation, thermal comfort, physical space for activities per child, with furniture, etc. Since a classroom is envisioned as an inclusive space, its design must provide for the comfort of children with special needs. New classrooms must factor in vertical and horizontal expansion at the design stage, as also adaptation, retrofitting or modification of the classroom space with respect to pedagogical requirements and from the perspective of reducing vulnerability from natural or human made hazards.

Head Teacher's room: Based on the various activities that the Head Teacher is required to perform as part of his/her academic and non academic duties, the basic infrastructural requirements of adequate space for small meetings, storing resource and display material, registers, records, etc need to be provided. Across the country, it is estimated that there are about 3.8 lakh rooms that are in excess to RTE norms, located in schools that do not need additional classrooms, which can be used as Head Teachers' rooms.

Library: Library corners may be planned for each classroom with proper display and space for children to read books. In schools with rooms in excess of the numbers required, one such room may be converted into a library with built-in storage and display. Schools can also consider a school-time library in semi-open, outdoor spaces, which can also help inculcate reading habits in community members.

Amenities – Drinking water, urinals, and toilets, kitchen facilities: While many school now have basic amenities in place, the adequacy of its numbers, functionality and effective use – especially of toilet and sanitation facilities - remains a matter of concern. In many cases existing, but dysfunctional facility, may need repair, even dismantling and re-constructing by recycling the material used.

Appropriate furniture: With evolving child-centred pedagogy, the requirements of furniture also need updation. Often, the tendency is to build and provide fixed furniture for all grades, hardly conducive to teaching-learning based on constructivist pedagogy, which require flexible seating arrangements. Today, a child is entitled to a dignified seating, that goes beyond provision of *taat pattis* on the floor. Arrangements for small groups of 4-5 peers on low height round/square tables or an assembly of low height *chouwkis* allows flexibility in seating. Grade-specific, simple designs using local skills, materials or crafts and procured locally must be developed. This will ensure that their maintenance and repair can also be undertaken locally and at lower cost, while lending character to the classroom activities. Children with special needs in an inclusive classroom will require some special seating, activity areas as well as physical support systems, which can be moved to a new classroom, as the child moves on.

Development of outdoor, landscape and play space, including boundaries / fences: The school environment cannot be complete without well developed and well maintained outdoor spaces. This

needs to be segregated from surrounding areas with a secure boundary or fence, so that this space is safe and secure. This can be done with green fence/hedge, bamboo fence, wire fence, wattle and daub (reeds in mud) boundary, stone boulder boundary, or a stone / brick masonry wall, depending upon the resources available. Play is an important aspect of child development, hence age-appropriate play spaces need to be provided in all schools. This does not imply large sports fields, but small pockets for games and play, depending upon space availability. Soft areas for play are important, and the tendency to hard-pave the outdoor areas must be discouraged. The school terrace can also be developed as a play space, where there is little space on the ground.

Development of school spaces and settings as learning resource: By innovatively treating school spaces – the classrooms, circulation spaces, outdoors, natural environment - and their constituent built elements, like floors, walls, ceilings, doors, windows, furniture, open ground, a range of learning situations and materials can be actively used as learning resources and aids to complement teaching and textbook information. A three-dimensional space can offer a unique setting for learning, because it can introduce a multiple sensory experience into an otherwise uni-sensory textbook or a black board teaching transacted by a teacher. It has the potential of making abstract concepts more concrete and real from the child's perspective.

For example, a window grill can be designed to help the children develop pre-writing skills and understand fractions; a range of angles can be marked under a door shutter on the floor to explain the concept of angles; ceiling fans can be painted with colour wheels for the children to enjoy ever-changing formations and understand rotational symmetry; moving shadows of a flag-pole can act like a sundial to understand the different ways of measuring time. It is necessary to identify potential learning settings for children, and equip them with age-appropriate learning resources for children to engage with. Such age appropriate learning resources can be incorporated in the schools during repair, up-gradation and augmentation of existing facilities and thus increase the educational value of the infrastructure.

Retrofitting and adaptation of existing facilities:

Retrofitting towards NCF-2005 based pedagogy: The constructivist pedagogy of NCF 2005 enables children to participate in a range of activities within and outside the classroom. Thus, the interface between the classroom inside and outside needs to be re-visited and retrofitted. For example:

Many single door classrooms need the second exit door for fire safety. In such cases, a classroom window opening into a dead backyard space can be modified as the second door directly exiting to the outside. This exit can allow the outside space to be developed for outdoor activities and thus two purposes get addressed in one go – fire safety and pedagogical requirement.

Corridors are usually thought of as mere circulation spaces; these can be widened and conceptualized as learning space with seating and storage provisions.

Inclusive classroom means that children with mild and moderate disabilities, including hearing, visual, intellectual, loco motor impairment shall be in the same class. Thus, the basics of adequate natural light and ventilation in the classroom must be ensured to enable a hearing or visually

impaired child to see the chalkboard or the lip movements and gestures of the teacher and other children more clearly. There is a range of design interventions needed to innovatively look at retrofitting and adaptation of existing learning spaces.

Retrofitting for reducing adverse environmental impact and facilitation of green technology: Green Schools are retrofitted or designed with solar passive techniques for a thermally conducive environment. Green Schools use proven renewable energy technologies for its energy requirements such that the school community, including children, teachers and SMC members can learn from it, evolve it, and also disseminate ideas to the community at large.

Retrofitting for existing facilities towards natural and human-made hazards: Existing school buildings need to be retrofitted to become hazard resistant and safe. India experiences different kinds of natural and human made hazards in its different regions: earthquake, landslide, tsunami, cyclone, flood and fire are examples of hazards that have affected our schools and habitats. Reducing vulnerability will involve structural as well as non-structural measures. Schools have very small children; they are most vulnerable to such hazards. Schools should not only be safe and secure for children and teachers, but should also equip them with knowledge and preparedness for facing disaster situations.

***Urban schools*:** Urban schools face unique infrastructure challenges due to scarcity of land and peculiarity of urban situations. Where the existing infrastructure gets overloaded and cannot be expanded, double shift schools may need to be considered (keeping in view, however, the RTE mandate for instructional hours for children), and there may be need to re-design existing school spaces to provide for double shifts.

Schools in Special areas:

1. **Hilly areas and other remote areas where there is no access of roads**: Infrastructure development issues in remote sites are very different from other more accessible areas. Transportation of building material through regular modes of trucks and tractors may not be feasible, and often needs to be carried manually as head load. Transporting industrialised materials like bricks, cement, steel to such sites is costly and impractical in the long run, since they cannot be easily used (adequate skill to use such materials and technologies may not be available locally at remote locations), serviced or repaired later. In such places, effort must be made to use local building materials that need not be transported from outside. Specifications must be designed such that only a small and indispensable quantity of materials that need transportation from outside are used in such buildings. Use of local materials and technologies will ensure that they can be maintained locally without being dependent on outside support, and thereby considerably reduce the life-cycle cost. This may be true for many school sites in Kashmir division, Himachal Pradesh, Uttarakhand, as well as North Eastern states.

2. **Tribal and forested areas**: The design of school spaces in many tribal and forested areas in Chhattisgarh, Orissa, Bihar, Jharkhand, Madhya Pradesh, and Gujarat is often de-linked from their own habitat. The tribal child may feel a disconnect, not only in the language of instruction, but also in the school environment. The diversity of outdoor spaces and semi-open spaces in different tribal habitats finds little or no reflection in most existing schools. This disconnect can be minimised if the buffer spaces around existing schools are developed using a range of local

materials and skills. These could be in the form of courtyards, extended plinths, platforms, trellis, pavilions, amphitheatres, verandas, landscaping, spaces under trees or groves, etc. using mud, bamboo, cane, stone, timber, bricks, terracotta, etc. made with respective sensibilities of the tribes. This can be supported, where needed, with external inputs for safety, low maintenance and longetivity.

3. **Flood prone areas / '*chaur*' areas:** Flood prone areas in Bihar, Assam, West Bengal, Orissa, Kerala as well as others States need diverse consideration in infrastructure provisions.

   In *Chaur* areas of Assam, the entire village moves out by few kilometres during flood, which has largely pre-determined timing and submerged areas. The school also needs to 'move' during such times with the community. The building systems need to consider this movement through a facility to assemble, dismantle and reassemble parts of building at a new location and ensure that children's education is not interrupted during the course of the year. Developing floating schools, that can move up with the water level like a boat could be another option, as has been practiced in some parts of Bangladesh. Options to reschedule vacation time to such flood time can also be explored, to minimise duration of such breaks.

   In Bihar, West Bengal, Orissa and Kerala, when the water level rises, there should be possibility of moving up to safe spaces in the premises. Thus, providing lofts or attics in classrooms to stack furniture and other materials, and making the upper floors / terrace usable for the school and/or community are the other practical options for flood prone areas. The terrace must be made accessible, developed as covered pavilion space or conceptualised as a make-shift shelter during floods. New sites being explored must be on a high ground / mound so that flood does not affect the school infrastructure and amenities. High plinths and stilted structures, with open ground level space underneath the classes can address such situations in a cost-effective and practical manner. Here use of materials - local or industrial - that can take the yearly onslaught of flood, without getting damaged must be ensured.

4. **Areas affected by civil conflicts**: It is not possible to predict where such conflicts may occur, and hence difficult to design buildings in advance for such situations. Schools are burnt down or demolished because they are used as shelters by those engaged in active conflict. However, few guiding principles need to be laid down – the core areas of school building must use totally non-combustible materials for various provisions. Wherever relief centres or shelters are being run for children, they must be able to give the children a sense of security, comfort and constructive engagement, since they may already be in trauma. They key challenge is to erect the facility fast, and such that it is as close as possible to mirroring children's home environment. Use of sand / mud filled cement bags interlocked internally with barbed wire to make wall and domical roofs are sturdy and safe, and can be erected fast, as was demonstrated in Iraq war. In Chhattisgarh, the National Bamboo Mission provided prefab boards to erect the schools in Dantewada in a very short span of time. The development of outdoor play space to keep children constructively engaged with little landscaping could be considered.

***Residential schools*:** Residential schools have the responsibility of being a home in addition to providing specialized learning space for children. Residential schools cater to children from small and scattered habitations in tribal areas, deserts, hills or forests. They also cater to children whose

parents migrate for livelihood – like farm labourers, brick kiln workers, etc. A residential school must be safe and secure for children as well as teachers. It must have proper dormitories for girls and boys (separate), amenities as per norms, kitchen, adequate storage facilities for food, housekeeping, learning and play material, play spaces, library, garden, outdoor courtyards and amphitheatre, good accommodation for teachers and the caretaker. The facility must be expandable; capable of accommodating children from secondary or higher secondary stage at a later date. Thus, sufficient land must be acquired in the first place and the design must provide for horizontal and vertical expansion in future. The residential school located in an area must reflect the elements of domestic architecture and culture in the design of spaces for the children to not to feel any disconnect with their home environment initially or later. The physical environment must be safe from natural or human hazard. It must include spaces to develop life skills, and spaces for giving opportunity to children for work education using local crafts.

Minor and Major repair: School infrastructure across the country is diverse not only in design, but also in age. There are school buildings that may be over 100 years old, and still usable. There may be some that are only a few decades old, but have not been maintained well, and now need repairs. There may be other that have got damaged due to natural or other hazards, and need major repair. Thus, major and minor repairs are situation and need specific, and require case-specific investments. Major or minor repairs must be viewed from the pedagogy perspective, rather than being totally engineering driven. For example, raised plinth protection can provide a building edge that children and teacher can use in variety of ways. Debris created during repair can be used to raise such a plinth. While repairing floors, games and puzzles can be embedded in them for children to be constructively involved. Wall plasters during repair could be planned with learning activity boards inside or outside the classrooms. The door and windows could be made more child friendly and have a range of learning aids planned into them.

Convergence with MNRE, NDMA (MHA), Ministry of Water Supply and Sanitation, HUPA: Many ideas and issues discussed above involve convergence with other Ministries and bodies working at the National and State levels. For example, the adaptation of green technologies for augmenting existing facilities and new construction require convergence with MNRE. NDMA is already associating with MHRD on National School Safety Programme with reference to earthquakes. School Sanitation has several issues that overlap with DDWS and a long and lasting partnership in sharing and convergence needs to continue. Infrastructure development work remains resource intensive and institutions under HUPA (e.g. HUDCO, its building centres, BMTPC, etc) as well as technologies propagated by them could be used for cost-effectiveness in construction.

Creation of new school facilities with all the above: Since there is a huge existing built stock, most orientation of most of the issues and ideas discussed was towards them. However, the same guiding principles need to be taken care of in case of new designs. *Design development of new school facilities must avoid the shortcomings pointed out above while addressing the issues outlined for present and future.*

CRC/BRC

Space for effective CRC activities

1. Meetings can be held in existing classrooms, but for other functions (as resource centre, data + other storage) a separate administrative unit may be needed.

2. CRC can be involved in academic research; hence will need facilities accordingly like a good small library corner, TLM resource corner, TV, computer with internet, etc. Using a CRC meeting room with these facilities as regular classroom may not be practical.

3. Teachers can use CRC for preparation of lessons, peer group interaction to discuss academic and other issues. In most cases, CRC is housed in the school compound, and therefore the basic amenities can be common. However, special focus may be given to provide adequate storage and display of resource materials. Activity areas to use / practice use of above materials.

4. An outdoor meeting space – a courtyard or an amphitheatre that can be used by the school as well as for CRC activities will be very useful in many climatic zones.

Space for effective BRC activities

BRCs must provide residential training facilities for about 40 teachers for upto 10 days at a time; Participants should be able to sit comfortably for long hours with flexible seating arrangements. The Resource Person should be able to move around; the trainee-trainer distance should be intimate; there should be adequate natural / artificial light (gets depressing in the evenings); better aesthetics and more cheerful. The BRC should be usable through the year. Today, a large number of teachers are women: safety of women teachers is therefore a major issue. Women with small children may need a crèche facility. This centre must also be capable of sheltering people if there is a natural disaster. The following spatial provisions must be considered while augmenting existing / planning new BRCs:

1. Dormitories
2. Bathrooms and toilets as per norms
3. Training hall
4. BRC/BEO room
5. Kitchen and dining space
6. Space for BPO/BRG members
7. Accountant room / data centre / computer room
8. Library / resource material – storage, usage
9. Generator room for power supply.

Design aspects and provisions:

1. Two storied, if not, access to terrace;
2. Room usable from all directions
3. Training hall should exemplify a classroom (in terms of display, storage)
4. Teachers need to do ‘Home Work’ in evening, need working space and lighting
5. All security measures needed: disaster resistance, boundary wall
6. Floor based work, but narrow display tables needed
7. Training method is very interactive, reflective; scope to move outside needed, also space for reflection
8. Wide Entrance
9. Rectangular shape does not always help
10. Storage all kinds of materials
11. Ramp for physically challenged
12. Storage /temporary warehouse for distribution of text books / TLMs, etc.
13. Data storage

INTERVENTIONS IN THE 12TH PLAN:

1. All new school buildings will be complete in all respects, with adequate classrooms, barrier free access, separate toilets for boys and girls with running water, drinking, provision for kitchen sheds, boundary walls/ green fencing. All new schools will be developed as per the WSDP, including solar passive technologies and child centred learning elements.

2. Additional Classrooms will be provided on the basis of enrollments as per the RTE norms. Child centred elements, including height/design of windows, blackboards, creative use of floors / walls as academic and pedagogic resources will be factored in at the construction stage itself.

3. Separate toilets for boys and girls and drinking water in existing schools in rural areas will be sourced from funds available under Total Sanitation Campaign and Drinking Water Mission. Toilets constructed should be disabled-friendly. Provisions for such facilities in urban areas will be provided under the RTE-SSA programme.

4. Support will be provided for making all schools barrier free and disabled friendly.

5. To begin with retrofitting of existing schools will be taken up in Seismic Zone 5. The opportunity of retrofitting should be utilised for ensuring incorporation of solar passive techniques for a thermally conducive environment, as also incorporation of child centred learning elements in the school, wherever possible.

6. Residential facilities will be provided by (a) redeploying existing government/ local body buildings and underutilized schools, (b) constructing new buildings where redeploying existing buildings is not possible. New buildings will be as per the KGBV norms; in the case of redeployment of existing buildings the costs will be on a case-to-case based as per the State SoR.

7. BRC facilities will be augmented to provide for additional training and dormitory space.

8. All construction will be as per the State Schedule of Rates

9. Furniture for primary will also be provided; furniture for primary and upper primary schools should be appropriately designed to facilitate peer and teacher-child interaction.

CHAPTER 15
PEOPLE'S PARTICIPATION IN EDUCATION

The importance of partnership of government with the community and society in general has been a highlight of each five year plan, particularly since the 6th plan. Recognizing the tremendous contribution of constructive work undertaken by civil society organisations (CSO) and voluntary agencies (VAs), each plan has attempted to enlarge the scope and extent of Government-CSO/VA partnerships in various social and developmental sectors.

The 12th Plan process in the elementary education sector comes at an unprecedented moment in history when the RTE Act is being implemented. SSA will continue in the 12th Plan, albeit in a modified form to provide for the rights and entitlements mandated under the RTE Act. It would be impossible for RTE to succeed without people's support and ownership, and community participation becoming a central and overarching factor in planning, implementation and monitoring for universal elementary education.

RTE envisages substantial devolution of responsibility and authority to local levels. Panchayati Raj institutions (PRI), Local Authority (LA) and State government institutions can gain significantly from the strengths of CSO/VAs. Often the governmental and non-governmental sectors work in parallel or in a disconnected manner as they are not bound to a common programme. The creation of a mechanism that acts as a forum for exchange of ideas, promotes joint planning by Government and CSOs/Vas would contribute to the development of the common programme. The 12th Plan should give an institutional shape to the participation and role of community and civil society as envisaged in the Act.

ROLE OF COMMUNITY AND CIVIL SOCIETY:

The SSA Framework of Implementation identifies potential areas of partnership with civil society organisations which will be continued in the 12th Plan, including:

Mobilisation and awareness building: A massive mobilisation to build awareness around the RTE Act and enable the community to monitor and demand accountability. Building a vibrant campaign to generate a momentum and a broad-based awareness of the provisions of the Act would be a crucial contribution of civil society organisations.

Social mapping: Social mapping enables the community to harness local wisdom and knowledge to identify their educational needs and problems, based on which they can formulate and implement School Development Plan (SDP), and also monitor and evaluate the whole process. The role of the CSO/VAs would, mainly, be to undertake thorough survey to ensure that no families get left out and necessary details regarding the school are carefully listed.

Resource support: Areas where resource support and capacity building can be provided by CSOs/VA would include complementing government's capacity for teacher training, age appropriate and child centred curriculum and pedagogy, continuous and comprehensive evaluation and research, which are crucial aspects of educational reform.

Ensuring equity, quality and non-discrimination: The Act outlines critical issues related to quality, equity and the need to ensure that the educational space is discrimination free. Thus CSOs/Vas could have a crucial role to play not just in reporting violations but also building a perspective on gender and social inclusion issues and ensuring that these become integral cross--cutting concerns informing different aspects – for example, training, curriculum and classroom transactions, performance of SMCs, etc.

Training of School Management Committees: Past experience has shown that mere setting up of committees does not ensure their meaningful participation in programmes. Often provision is made in membership of these committees for inclusion of women and persons from disadvantaged communities; in reality, they are excluded from decision-making processes. Therefore, the role of CSOs/ VAS would be critical in making the SMCs an effective democratic space. It needs to be highlighted that the nature of such interventions cannot be one-time training but must necessarily be a long-term involvement.

Training of personnel of Local Authorities and Panchayati Raj Institutions: Local Authorities and PRIs are the first level of grievance redressal about denial of right to education. Training of PRI personnel will be a challenging task. A large number of NGOs and CBOs have experience in the training of PRI personnel. It would be advisable to assign appropriate responsibility to NGOs /CBOs wherever suitable ones are available.

Conduct of 'Special Training': **A**ll out-of-school children should be admitted in an age-appropriate class and provided 'special training' to enable them to keep pace with other students. Past experience shows that 'special training' can prepare the students much better if it is residential. Wherever possible, it would be advisable to incorporate a component of life-skills training in this residential education programme. Considering the complexities and enormity of the work involved in developing appropriate curriculum NGOs with experience and /or ability to work in this area should become natural partners in implementation of this aspect of the RTE Act.

Area based responsibility: It is essential that accomplishability of the provisions of RTE Act and the Rules framed thereunder is demonstrated in practically all parts of the country in the shortest possible time. State governments and local authorities would, no doubt, attempt to make a concerted effort in selected areas – that would serve as pilots to motivate and impel others. NGOs can serve as an effective agency to initiate this step and to sustain it till full impact of the Act is realised. This could be in a block, a panchayat area or other defined geographical area carved out in an ad hoc manner. In this area a partnership-based action would be evolved.

Specialised support: Some NGOs have expertise in specific areas, which should be drawn upon. Some of these are (i) children with special needs, (ii) involvement in design of infrastructure, including school buildings, (iii) publication of books and journals to enhance reading ability, (iv) gender training.

Monitoring and watchdog role: The NCPCR and SCPCR have been entrusted with the role of

playing a watchdog role, but given the scale of coverage, human resource availability, and enormity of the task, NCPCR / SCPCRs will be enabled to fulfill their role only with active involvement of civil society organisations, particularly those working at the grassroot level. In order to ensure that this task is undertaken effectively the role of civil society needs to institutionally and systemically envisioned.

These are only some of the illustrative areas of work where the participation of civil society organisation would not only be desirable, but necessary in order to ensure that the Act is implemented in letter and spirit.

AN INSTITUTIONAL FRAMEWORK – COUNCIL FOR PEOPLE'S PARTICIPATION IN EDUCATION (CPPE)

The tasks appropriate for the voluntary sector, as described above, are multiple and complex. The usual approach of starting one or two fragmented schemes, overseen by their respective grants-in-aid committees, without sustained human and technical support would be inadequate for the challenges outlined above. Given the holistic nature of these tasks, an institutional mechanism that can address them in a convergent manner, would be a better modality. It should also be clear that merely giving financial support to a set of VAs and other institutions which have no creative contact with each other could finally end up being counterproductive. Also, it is ineffective for the government to first work out all the features of a scheme, and then involve VAs as 'contractors' for delivering the scheme on the ground. The implementers should ideally be participants in designing the scheme, and have the space to make mid-course corrections to the scheme based on field experience.

Setting up CPPE would be an important step in the process to institutionalize the partnership through well-defined structures involving both government officials and members of VAs on a day to day basis. In addition to processing proposals for funding support, a schematic structure of such partnership will promote areas of work through technical support and facilitate peer interaction amongst practising groups, resource and technical persons on a continuous basis.

CPPE is proposed as a permanent structure, funded by the government, with functional autonomy but working in consultation with MHRD and the state governments. The Council will have a Governing Board with a CEO and administrative staff, but would work through a set of standing committees in major areas of work illustrated above. In order to avoid conflict of interest, processes of peer reviews and open defence of proposals would be encouraged.

Regional centres of the proposed institution may come up in future on their own, or by forming operational partnerships with other appropriate organisations in order to contain overheads, and the reach and extent of the partnership could be extended all over the country. Very often, a major obstacle in the government-VA relationship in implementing central schemes occurs at the state, district and the sub-district levels. Since the sanctions are central, there is no ownership of the project from the state or district side. Such projects are either treated as a nuisance or just ignored and no long or mid-term lessons are learnt from such interventions. By involving the state government officials in the committees of the proposed institution, and through procedures that

keep the state, district and even sub-district governmental structures informed about each partnership, particularly through the regional centres of the institution where representatives of state governments would be involved, it may be possible to greatly reduce the frictions at local levels felt by the VAs during implementation. It will also allow a monitoring structure to be put into place.

The Council could encourage CSO/VAs to apply for funds jointly with state and district agencies including Zilla Panchayats or Block Panchayats or even SMCs and Gram Panchayats. SCERT, and DIETS may also prepare joint projects so that capacity building of governmental institutions is embedded in the project. In fact, such joint projects could be given high priorities so that the idea of concerted action is strengthened.

The precise structure, composition of standing committees, areas of initial work etc. would be worked out after an in principle decision to set it up, with financial backing is taken.

SUPPORT TO INNOVATIVE SCHOOLS PROVIDING FREE EDUCATION TO COME UP TO RTE NORMS

The RTE Act prescribes a set of legally binding norms and standards for all the schools in the country – government, private commercial or private non-profit. Schools have time till March 31, 2013 to come up to these norms. Otherwise, they are liable to be asked to close down. In the private unaided sector most schools charge tuition and other fees to meet the overall costs of running the school. Such fee-charging schools will have to make financial investments to come up to the RTE norms and standards by means that they decide.

There are many organisations initiatives that run schools to reach out to the most disadvantaged and vulnerable sections. Many of these schools do not charge fees, and are run on shoe-string budgets obtained through charity or through grants from various private foundations. Their running costs and infrastructure are often minimal, but their asset is the motivation of the promoting group. The norms and standards of the RTE Act may cause many of them to face closure, which may not be in the interest of the children in these schools.

A category of schools may be earmarked who can apply to the government for support to become RTE compliant under the Scheme of Assistance to Voluntary Agencies for Innovative and Experimental Education:

(i) Meeting the infrastructure requirements of the school as per RTE.
(ii) Support to existing teachers for attaining the prescribed teacher qualifications.

The implementation of the scheme would have to be done with caution. As the number of applicants to avail the scheme might be very large, it would appear necessary that each application is processed before even being considered by the GIAC on the following lines:

a) The school being run is in fact providing free education to children from disadvantaged groups and weaker sections, and has been in existence for at least ten years.

b) It has a proven record of innovation, and is not the routine rote-learning type or tuition centre
c) It promotes constitutional values of democracy, secularism, scientific temper and equality and non-discrimination

INTERVENTIONS IN THE 12TH PLAN:

A. For Community Mobilisation activities: As per existing provision of 0.5% of the overall outlay, subject to approval of the overall plan by the State Executive Committee

A. Training of SMCs and PRI members

B. For the proposed Council for Peoples' Participation in Education (CPPE):
Rs. 105 crore per year; Rs 500 crores for five years towards disbursements and Rs. 25 crore for recurring cost

C. For the Innovative Schools Scheme:

- As per cost estimates on a case to case basis; estimated at an average of Rs. 10 lakhs per school for upto 5000 schools in the plan period: Rs 50 crores for 5 years

CHAPTER 16
PUBLIC PRIVATE PARTNERSHIP

According to DISE 2009-10 of the total 1.3 million recognised schools in India, 1.04 million (80.37 %) are under government/local body management. Private recognised schools account for about 0.25 million schools (approximately 18%), a proportion that seems to have remained constant over the last few years.

The RTE Act mandates that unaided recognised schools must admit not less than 25% of their in-take in Class 1 from amongst children belonging to the disadvantaged backgrounds. This increases and formalises the role of the private sector in elementary education. The challenge in this aspect of social integration is that the spirit of the legislation should be properly implemented, and it should not end up just as a token reservation for children from disadvantaged groups and weaker sections - this essentially means that the private players have to partner with the government and identify the most disadvantaged in the neighbourhood for equitable integration into the schooling system.

In addition to the reimbursement on the basis of the per child expenditure incurred by the concerned State to private unaided schools, the cost of textbooks and uniforms to such children will be reimbursed as per actuals to ensure that they receive facilities on par with other children in unaided schools.

If the entry stage for the private unaided school is the pre-school stage, the provisions applicable to elementary education shall apply for admission to pre-school education. Such schools shall be reimbursed expenditure so incurred by it to the extent of per child expenditure incurred by the State, or the actual amount charged from the child, whichever is less. SSA funds shall be used for such reimbursements. Private unaided schools which are under obligation to provide free education to a specified number of children on account of it having received any land, building, equipment or other facilities, either free of cost or at a concessional rate, shall not be entitled for reimbursement to the extent of such obligation .

Corporate Social Responsibility (CSR) would continue to be encouraged to build up and strengthen the physical infrastructure of the schools, especially to make them RTE compliant. The SDPs drawn by the SMCs will be very helpful in focusing the areas to be targeted when CSR inputs are available, as the interventions will then be more need based rather than supply driven. CSR could also consider supporting such private schools in attaining norms and standards of RTE that have a proven record of quality, but are likely to have problems in investing to attain RTE standards.

In addition, Civil Society organisations, Universities and research institutions can help in spreading the message of RTE, mobilising the community, Local Authority and ensuring the rights based approach. Social audit, monitoring and watch dog role will also have to done by the non- government and private sector, perhaps after rethinking and recasting of their current role, particularly in assessing the systemic quality improvements on a sustained basis.

CHAPTER 17
MONITORING AND MANAGEMENT

Elementary education is witnessing significant reforms, both academic and administrative, and outlays and expenditure levels have increased substantially. Monitoring and management will encompass all aspects of the programme.

Monitoring the RTE Act by NCPCR/SCPCR:

Section 31 and 32 of the RTE Act mandates that the implementation of the rights enshrined in the Act be monitored by the National Commission for Protection of Child Rights and the corresponding State Commissions. NCPCR/SCPCR will have to look at children and their rights violations in the following domains: (i) Children who are out of school, (ii) Children in school, (iii) Grievance Redressal Mechanism. The basic principles adopted by NCPCR in its approach to monitoring are:

1. People's participation is monitoring: NCPCR believes that the most effective monitoring can, and must, be done at the local level by the rights-holders themselves, albeit through an institutionalized mechanism. The SMCs are the available institutional unit for monitoring at the ground level. They will however need orientation and training and support before they can function entirely on their own in terms of their monitoring function. This support can be provided by civil society groups with the backing of NCPCR/SCPCR. Currently, NCPCR has undertaken a pilot along with civil society groups to ground a monitoring system involving community members and SMCs, wherever they are functional. In addition to providing the methodology, tools and training for conducting the monitoring exercise, NCPCR has also sought to institutionalize monthly Block meetings and quarterly District meetings to review the status of RTE implementation and redress complaints arising in that period. Issues that do not get resolved are then taken up by the NCPCR. Such a system needs to be established for all districts across the country.

2. Awareness generation of the entitlements of the Act as the first and necessary step towards monitoring: Creating that awareness, particularly about the role of NCPCR, is part of the initial interventions undertaken by NCPCR in building an environment for concurrent monitoring involving the people. Collaboration with Government Departments and civil society groups is desirable to make this a well-orchestrated and successful endeavour.

3. Capacity Building of SMCs and civil society groups that can assist NCPCR in monitoring and conveying feed back to NCPCR is also a basic plank of NCPCR's efforts in establishing a monitoring framework. Linking with the SSA structures, CRCs and BRCs would be useful in this exercise.

NCPCR has put the following systems into place to undertake its tasks in monitoring:

1. RTE Division at NCPCR, focused on issues related to RTE. This Division located at New Delhi coordinates all of NCPCR's monitoring activities.

2. State Representatives appointed by NCPCR to act as “eyes and ears” in the States. At least two persons have been appointed in each of 16 State to assist the NCPCR in receiving feedback from the States on the status of implementation of RTE. The State representatives also:

    a. Coordinate a network of civil society groups at State level through which feedback on status of implementation can be received and conveyed both to State governments and NCPCR;

    b. Initiate dialogue with State governments on RTE

    c. Identify District and Block Resource Persons and organizations over a period of 2 years who will be trained to assist the State Representatives and NCPCR in monitoring.

3. Complaints Management System [CMS] through which complaints are received and processed at NCPCR

The processes initiated by NCPCR through which monitoring is undertaken include:

1. Social Monitoring (Audits) with the help of civil society groups, SMCs and citizens to help develop a system by which local structures (SMCs) and the people themselves can monitor the implementation of the programme and send period reports to the NCPCR/SCPCR.

2. Public Hearings which have shown to be a powerful tool used by the NCPCR for highlighting violation of child rights in a public forum. Public Hearings focused on RTE are being used by the Commission to draw the attention of State Governments to issues that arise with respect to RTE.

3. Research and Data Collection on specific issues related to monitoring and grievance redressal.

4. Policy recommendations to Central and State Governments, such as:
    a. Guidelines on Corporal Punishment and Discrimination
    b. Rules for Grievance Redressal

5. Legal Action.

The Grievance Redressal and Monitoring aspects of RTE implementation are new areas that the Education structure will have to contend with as it plays its role in guaranteeing elementary education to every child in the 6-14 years age group. It involves dealing with new institutions such as the NCPCR/SCPCRs as well as the “local authorities”, which have been given a role in monitoring and grievance redressal. It also involves developing links with other government departments such as Tribal Affairs, Social Justice and Labour. The success of the Act will depend greatly on how well these linkages are established by the Education. It may be

worth pointing out that the sooner these linkages are established the better, as the momentum generated by the passage of the Act must not be lost. The coordinated working of all aspects of implementation, grievance redressal and monitoring will be essential to ensure that the pressure on enforcing rights is maintained.

Recommendations for the 12th Plan

1. An extremely important precedent has been set by mandating an independent statutory body to monitor the implementation of the RTE. However, the RTE Division is currently undertaking this task functions in a project mode, with year to year funding, and with consultants as its only staff. Further as mentioned above the budget for this exercise is much below what is required for the task. A fully functional unit with sufficient number of permanent posts and adequate financial resources are therefore urgently needed.

2. A well-designed grievance redressal mechanism is required to be put into place down to the sub-district level that will enable the people to bring their complaints to the authorities and find timely solutions. This may require Grievance Redressal Officers to be appointed at different levels of the Education structure. Extra financial resources, if required, must be made available for this. NCPCR would then monitor the functioning of the grievance redressal system as part of the implementation of the Act.

3. Along with the grievance redressal system a monitoring system that allows NCPCR to link with the last child needs to be established. While civil society groups must be actively incorporated in the monitoring exercise at the ground level, sufficient resources for supporting civil society in this task will be required by the RTE Division at NCPCR.

4. Adequate budgetary allocation to allow the RTE Division to undertake the work required of it. This would include, not just the work currently being done by it, but also allow it to widen its scope of work in such a way that it is the repository of technical expertise and information on RTE related matters.

Education Data Management

- ***DISE*:** DISE collects comprehensive information on school related indicators which can be broadly categorized in following areas:
  - School particulars: Rural/urban, government/private, recognized/unrecognized co-ed/girls/boys and Medium of instruction etc.

  - Enrolment: by grade, gender, social category, age and medium of instruction, minority and CWSN

  - Infrastructure: type of building, classrooms by condition, availability of basic facilities like drinking water, separate toilet for girls and boys, ramp, library, playground etc.
  - Teachers: Name, date of birth, gender, academic and professional qualification, subjects taught, training attended etc.

- ***School Report Cards*:** The schools report cards provide comprehensive school wise information on student, teacher, school infrastructure related parameters, available on the web-site www.schoolreportcards.in in various regional languages. School Report Cards will form a valuable input for SMCs to develop the School Development Plans, mandated under RTE.

- ***Education Indicators generated through DISE***: DISE data are computerized mostly at the block level, collated at district and State/UT level, and shared with MHRD/NUEPA to build a national scenario. DISE has been revised in 2010-11 to conform to the provisions of the RTE Act. DISE data becomes available in less than 6 months of data collection at the State level, and in less than one year at the National level, significantly reducing the time-lag. Following are salient features and outcomes of the system for collection of school based information under SSA:

    - Important key performance indicators like pupil-teacher ratio (school-wise), classroom for every teacher, gross and net enrolment ratios (population data from RGI is used), dropout, repetition, completion and transition rates etc. are generated at all the desired levels.

    - DISE based information and analysis can be useful for monitoring, planning and mid-course corrections.

    - Teachers' deployment rationalisation, prioritisation of physical infrastructure and teachers' training issues can be addressed through effective use of DISE data.

Education Development Index: An Educational Development Index (EDI) is developed to assess State's/District's progress towards Universalisation of Elementary Education (UEE). EDI is calculated based on a large number of variables, encompassing access, infrastructure, teacher and quality variables, derived from DISE data. EDIs for each district clearly indicate the journey a district/State has to traverse to reach the overall goal of UEE. The indicators used for calculation of EDI are reviewed from time to time by an expert group.

Recommendations for the 12th Plan

- **Coverage** under DISE will be universalised. Many private schools do not willingly share data, and special efforts will need to be made to bring private schools within the DISE ambit. Intensive efforts will also be made to prepare a school directory at District and Block level to ensure coverage of all schools.

- **Unified System:** DISE is yet to be integrated into the regular system of school statistics of State/UTs. In the States there are parallel systems for collection of data from elementary schools that are reported to the MHRD, leading to duplication of efforts, and inconsistent data at are levels. Several States have taken initiative to unify their data systems, and efforts will be made to ensure that all States move to a unified system of data collection and management. This unified data collection system should be used for all purposes and recognised as the

official data for the State and National level. With certain amendments to encompass all the requirements at the elementary level, DISE could become the official data base for all States at the elementary level.

- **Uniformity of definitions:** A major problem in obtaining comparable data is that concepts and definitions are not standardised. Definitions and concepts, for example entry age, dropout, etc., used in educational statistics need refinement and review in the light of experience gained in the recent past. Necessary guidelines will be developed to ensure consistency in data collection and analysis stage.

- **Strengthening teachers' database:** Continuous and comprehensive teacher training is one of the important strategies under SSA. Therefore, in-service training of teachers is emphasised for every teacher at local level. The RTE Act stipulates that all schools should maintain the PTR as well as subject teachers at upper primary level as per the schedule of the Act. Therefore, it is important to develop a comprehensive teachers' database. The teachers' database maintained under DISE could be effectively used for personnel management, grievance redressal, deployment, re-deployment and rationalisation of teachers and for training needs assessment etc.

Programme Management and Monitoring

Independent Monitoring Institutions, including University Departments of Education, Social Science and Institutes of national stature have been assigned the work of periodic monitoring of SSA implementation in States & UTs. In large States more than one Institute has been assigned the task of monitoring. These Monitoring Institutes (MIs) are required to make field visit and report on progress of SSA at the ground level every six months. This cycle is repeated every two years. The half yearly monitoring reports received from the Monitoring Institutes are available on the website- www.ssa.nic.in. SSA programme modifies the terms of reference of the Monitoring Institutes as and when required. This practice will be continued during the 12th Plan.

Assessment of learning achievements at the primary level and the upper primary level in all States by NCERT provides valuable information on children's learning levels. NCERT has developed learner achievement tests based on a new methodology, viz., *Item Response Theory*, and this will be continued in the 12th Plan.

Independent Studies, including, inter alia, Third Party Evaluation of Civil Works, Out of School Children, Drop out Rate, Attendance in schools, etc will be commissioned during the 12th Plan.

Financial Monitoring

Concurrent Financial Review will be continued with help of the Institute of Public Auditors of India.

Statutory audit of SSA accounts annually by Chartered Accountant Firms (from CAG approved panel)

CHAPTER 18
NATIONAL BAL BHAVAN

JAWAHARLAL NEHRU'S VISION

With 30 crore school-age children, India's future as a global knowledge leader by the mid-2020s is secure only when we nurture the creativity and potential of every child.

The Bal Bhavan Movement [BBM] is the best national option to ensure this. Jawaharlal Nehru felt that the formal education system left little scope for the overall development of the child's personality. He envisioned BB as a place which would fill this gap. Since 1956, Bal Bhavan [BB] has brought in children across gender class caste divides to grow their curiosity and imagination, helping them to enjoy childhood and learn joyfully. Some years ago, BB initiated studies by eight Universities. This clearly showed that school children who participated in BB performed 135% better than those who only attended schools. This is Nehru's vision in action. For the 12^{TH} Plan the BBM will help today's children become future creative thinkers, designers, scientists; compassionate, contributing members of society.

12^{TH} PLAN THRUST AREAS

In the 12th Plan period, we celebrate the 125^{th} year of Jawaharlal Nehru's birth and the 60^{th} year of the founding of the BBM. We mark this with a new creativity that will reinvigorate the BB wellspring with a multi-pronged transformation so as to attract children across all divides, social, cultural, caste, gender and literacy to sustainable learning. BBM will significantly support SSA and RTE**,** bringing all children to grade level reading and numeracy through art education and fun, out-of-school activities. Hence, the need to substantially step up investment in this movement to increase inclusive reach and effectiveness.

REACH and INCLUSION:

INCREASE REACH. At present BBs are primarily in urban centres. In the 12^{th} Plan we will spread extensively to rural areas and urban slums to reach equitable quality learning opportunity steward-to-reach, at risk children. Special attention will be paid to educationally backward districts and tribal areas. **RURAL**: 5 BBs/district in the 150 Educationally Backward Districts. The North-East and J&K will find special focus in the 12^{th} Plan. **URBAN**: In 5 metros, around 100 BBs/metro for children in poverty.

Mobile BBs or buses fitted with creative and performing arts instruments, science materials will tour slums/villages. In metros, slum kids will be bussed into MBB.

SUSTAIN REACH: Scale up 7 existing State level BBs as Regional Flagship BBs on the model of NBB with a Children's Museum, Library and core Literary Arts and Science activities. Each centre will have a core professional staff who report to NBB. They will be in charge of all grant-making and monitoring of activities for the region.

FOSTER COLLABORATIONS: Create a workspace in BBs touring imaginative people of myriad disciplines together to experiment, create, and design for child centric excellence.

NEW INITIATIVES IN THE 12 PLAN

THE NATIONAL CHILDREN'S RESOURCE CENTRE [NCRC]: The NBB will establish a NCRC which will be a one-stop place for all things related to the child. The centre will also offer Research Fellowships to colleges/universities. It will have virtual programmatic links to all such centres across the world.

NATIONAL VISUAL ARTS RESOURCE CENTRE [NV-ARC]: Considering the importance of television and films in the lives of children, a new Visual Arts Resource Centre will be set up. The NV-ARC will be a depository for all children's films and television shows made in India. Award winning children's TV and films will be acquired from other countries. NV-ARC will act as an empowered entity to foster culture linking of all regional child-related content as well as have borrowing facilities to provide content for TV, Radio and Theatre.

THE BB NATIONAL KNOWLEDGE GRID: NEW TECHNOLOGIES like cloud computing will link all BBs, reducing cost of reach. Dramatic changes brought by the digital revolution will leverage work at every level and put collective knowledge to advantage in multiple locations. Communication systems will nurture sharing of success at every BB, devolving power from the hub to remote points. BBs will emerge as a network of knowledge centres in fostering imagination in children. ICT and digital multimedia technologies will be brought into all BBs and BKs including the existing ones like interactive screens, "Touch Me!" museums spaces, info booths, IT operated toys and a modernized science parks.

Tribal and remote/rural BBs, including the North-east States, will be provided solar-operated computers Access through Skype, Internet will be made possible for all BBs.

The NBB Portal will link its national resource centre with like-minded national/international centers and colleges/institutions to create and make available training and teaching/learning modules from the NTRC and other BBs to help in cooperative teacher education.

SCALE UP EXCELLENCE, EFFECTIVENESS in existing programmes

UPGRADE AND MODERNISE INFRASTRUCTURE: Upgrade equipment and infrastructure at all existing BBs and Bal Kendras, to bring them to 21st century expectations. Make all BBs and BKs inclusive for children with special needs. Create a core set of activities that carry NBB vision forward. Scale up this core across all BBs. Fund these activities fully so children do not have to pay.

Expand and upgrade Delhi NBB's National Children's Museum, National Children's Library. The integrated activities will expand and come together as an "Imagination Centre."

FACULTY DEVELOPMENT: To achieve excellence; increase reach, performance amongst members; grow enrollment, NBB will encourage programme staff to participate in external study and exchange programmes, so as to foster culture linking and effective change management. Children and staff of State BBs will be sponsored by the National BB to participate in overseas programmes.

Collaborate with innovative Labs and Nonprofits in India and abroad.

BAL RATNA: Lifetime Achievement Award for (i) Teachers of creative arts like music, dance, and theatre etc. and (ii) Writers & illustrators for children.

SYNERGISE WITH SSA AND RTE: Enhance Arts Education Training to government schools. Support SSA by integrating creativity in the subject classrooms. NBB will sponsor a core smorgasbord of choices to bring children to joyful learning. NBBs core learning for life arts-activities will implicitly enhance classroom performance, raise their self-esteem and confidence, making India's future robust.

MANAGEMENT

MANAGEMENT SYSTEM: The NBB will set up a financial and administrative management system for efficient running of the NBB. A lean new team will support new expansions. Bal Bhavan Samitis will be set up at district, under the leadership of a Citizen's Empowered Group with the Collector as head. Each JNN will be managed by an elected **Community of Women Entrepreneurs** [CWE].

India YouTHink, IYT: Unemployed youth, high school/college students, educated working group will be invited to become **Imagination Volunteers**. They will receive training, Fellowships. Public applause!

Transparent reporting and independent external impact assessment is planned, on annual basis.

PLAY AN EXTENSIVE CATALYTIC ROLE: NBB will recognize, foster and applaud all creative activities from any organization or individual. Hence we propose to extend reach through collaborations to maximize resources & people. For instance INTACH, UNICEF, WWF, SPIC-MACAY, other NGOs will bring their best practices to BBs. Universities, schools will help start advocacy/interest group for children touring civil society into standing up for equity, excellence and opportunities for all children.

SUSTAINABILITY: Sustain the idea of BBs: Increase child loyalty through innovative ideas that appeal to today's child and that are not available in schools today. Brand building will be a major focus. Create national groundswell for BBM; child-creativity. Benefit 1 crore children over 5 years. Put appropriate revenue-earning models in place where possible.

States and District Collectors to bid for BBs in their State/District. Leverage funds from Government of India with supplementary resources from States, PSUs, Corporate, Foundations.

BUDGET: Over 5 years, PLAN budget requested is Rs. 311.41 crores.

CHAPTER 19
EXPLANATORY NOTE ON FINANCIAL ESTIMATES

The Report of the Committee on *Implementation of RTE and Resultant Revamp of SSA* (April 2010) had recommended the unification of the existing SSA structures with the regular education department. However, given the fact that complete integration of SSA and Elementary Education Department structures may take some time, the Committee had recommended a transitional strategy whereby a modified SSA remains the implementation modality to be replaced by a new scheme compatible with the provisions of the Act from the middle of the 12th Plan period.

Consequent to this Report, the Framework of Implementation for SSA and its norms for intervention were revised, and the revised Framework is in operation. The financial estimates for the 12th Plan are derived from the revised Framework with further modifications indicated in the relevant paras below. These modifications are proposed in view of the fact that the RTE mandate of education of equitable quality needs to be fulfilled within the time frames stipulated in the Act.

New Interventions in the 12th Plan*:*

1. ***Pre School Education*:** NAC has made a clear recommendation that children upto 4 years could be provided ECCE experiences through the ICDS in the AW with an additional worker, and a year of pre primary class be attached to every primary school to ensure school readiness for all children, which has been provided to contribute significantly to a sound foundation for learning for all children.

2. ***Reimbursement to private unaided schools for admission of 25% children from disadvantaged groups and weaker sections*:** The RTE Act mandates that private unaided schools must admit not less than 25% of their in-take in Class 1 from amongst children belonging to the disadvantaged groups and weaker sections. The RTE Act also mandates that the costs will be reimbursed to private unaided schools at the per-child expenditure incurred by the appropriate Government.

Existing interventions proposed to be replaced in the 12th Plan

1. Teacher Grant
2. School Grant
   - Proposed to be replaced by a comprehensive (i) Annual Academic Grant, (ii) Library Grant, (iii) Laboratory Grant, (iv) Play material, Sports and Games Equipment

3. Learning Enhancement Programme
   - Proposed to be replaced by specific interventions for (i) Curriculum Renewal, (ii) Continuous and Comprehensive Evaluation

4. Innovation for Equity
   - Proposed to be replaced by specific interventions on Tribal children, SC children, Muslim Minority, Urban Deprived children, and Pre School Education

Modifications to existing interventions:

ACCESS:

1. ***School and Child Mapping****:*
   - One time assistance based on the following slabs:

Sl. No	No. of districts in the State	Amount (Rs. In lakh)
1	Upto 5 districts	25
2	6 -10 districts	50
3	11 – 25 districts	75
4	> 25 districts	100

   - Funds for subsequent updation to be sourced through Management Costs

2. ***Opening new primary schools*****:**
   - Based on neighbourhood norms prescribed in the RTE Rules
   - Costs for teachers budgeted under 'Teacher' head
   - Costs for building budgeted under 'Civil Works' head
   - Costs for TLE budgeted under 'Quality' head

3. ***Opening new upper primary schools:***
   - Based on neighbourhood norms prescribed in the RTE Rules
   - Costs for teachers budgeted under 'Teacher' head
   - Costs for building budgeted under 'Civil Works' head
   - Costs for TLE budgeted under 'Quality' head

4. ***Upgradation of EGC centres to primary schools:***
   - Based on neighbourhood norms prescribed in the RTE Rules
   - Costs for teachers budgeted under 'Teacher' head
   - Costs for building budgeted under 'Civil Works' head
   - Costs for TLE budgeted under 'Quality' head

5. ***Residential Schools***
   - For (i) children in sparsely populated habitations, (ii) urban deprived children without adult protection, (iii) children in areas of civil strife, (iv) children needing seasonal hostel facilities on account of parents migrating for livelihood
   - Priority to hostel facilities by redeploying/refurbishing existing public buildings/ under-utilised schools on a case-to-case basis as per State SoR
   - New residential facilities as per KGBV norms/ State SoR

6. ***Special Training***
   - For mainstreaming out-of-school children in age appropriate class
   - Financial assistance for residential special training @ Rs 20,000 per child/annum
   - Financial assistance for non-residential special training @ Rs 6,000 per child/annum

7. ***Transport/ Escort***
   - As an 'exception' measure @ Rs 3000 per child/annum

8. ***Shift from seven to eight year elementary education cycle***
   - One additional classroom and teacher from "Civil works' and 'Teacher' head respectively, and TLE for upper primary stage for shifting class VIII from secondary to upper primary stage.

- TLE for primary stage for shifting class V from upper primary to primary stage

GENDER AND EQUITY
GIRLS EDUCATION

9. ***KGBV***

- Upgradation of existing KGBV to secondary sector as per norms of the Girls' Hostel scheme of the secondary sector
- Additional KGBV per EBB as per existing KGBV norms
- Day-boarding KGBV for Muslim minority EBBs

10. ***NPEGEL***

- Supplementing existing basket of activities
- As per existing financial norms

11. ***Uniforms***

- To be sourced from 'Uniforms' Head

TRIBAL CHILDREN

12. ***Residential School Complexes for Tribal Children***

- New intervention for children in tribal EBBs with 50% tribal population
- Financial support as per KGBV norms

13. ***Multi Lingual Education***

- To enhance retention of tribal children
- Funds to be sourced from curriculum/ textual/ teaching learning material

14. ***Teacher Training in MLE***

- Training in MLE for all teachers in tribal areas to be sourced from funds available for In-service Teacher Training

15. ***Transport/escort***

- To be sourced from funds available under 'Transport' head

16. ***Uniforms***

- To be sourced from funds available under 'Uniforms' head

SC CHILDREN

17. ***Transport/escort***

- To be sourced from funds available under 'Transport' head

18. ***Uniforms***

- To be sourced from funds available under 'Uniforms' head

MUSLIM MINORITY CHILDREN

19. ***Day boarding for Muslim Minority children***

- To be sourced from KGBV head

20. ***Uniforms***

- To be sourced from funds available under 'Uniforms' head

URBAN DEPRIVED

21. ***Hostel facilities for urban deprived*** children without adult protection to be sourced from 'Residential Schools' head

22. ***KGBVs in urban areas*** to be sourced from KGBV head

23. ***Uniforms***

- To be sourced from funds available under 'Uniforms' head

CHILDREN WITH SPECIAL NEEDS

24. ***Provisions as per existing norms*** @ Rs 3000 per child/annum

25. ***Uniforms***

- To be sourced from funds available under 'Uniforms' head

26. ***Barrier free access and toilets***

- To be sourced from funds available under 'civil works'

27. ***Braille, big print books***

- To be sourced from funds available under 'Textual and Teaching Learning Material'

QUALITY

28. **Curriculum Renewal**

- Lumpsum amount of Rs 1 crore per State/annum

29. ***Textual Material/Teaching Learning Material***

- As per existing norms of Rs 150 per set/child at primary stage and Rs 250 per child at upper primary stage to cover textbooks, and other supplementary teaching learning material

- For 25% children belonging to disadvantaged groups and weaker sections as per actuals; estimated @ Rs 750 per child for primary and Rs 1000 per child for upper primary.

30. ***Teaching Learning Equipment***

- For new primary schools enhanced to Rs 30000 per school
- For new upper primary schools enhanced to Rs 75000 per school
- For integration of class 5 in primary school Rs 5000 per class
- For integration of class 8 in upper primary school Rs 15000 per class

31. ***Continuous And Comprehensive Evaluation***

- Rs 100 per child for the first year
- Rs 10 per child from annual academic grant for subsequent years

32. ***Notebooks, Stationary***

- Rs 100 per child at primary stage
- Rs 150 per child at upper primary stage

33. ***Library Grant***

- Rs 3000 per primary school for the first year
- Rs 10000 per upper primary school for the first year

- Rs 2000 for subsequent years

34. ***Laboratory Grant***

- Rs 3000 per year for upper primary schools

35. ***Play Material, Sports, Games Equipment***

- As per the following slabs:

Sl No	School enrolment	Amount (in Rs)
1	Upto 60 children	3000
2	61-90 children	4500
3	91-120 children	6000
4	121-200 children	7500
5	Above 201 children	9000

36. ***ICT In Elementary Schools***

- One time grant of Rs. 1 lakh per school with enrolment upto 105
- One time grant of Rs. 1.5 lakh per school with enrolment > 105

37. ***Annual Academic And Other Grant***

- As per the following slabs:

Sl No	School enrolment (primary)	Amount (in Rs)	School enrolment (upper primary)	Amount (in Rs)
1	Upto 60 children	10000	Upto 35 children	13000
2	61-90 children	13000	36-70 children	16000
3	91-120 children	16000	71-105 children	19000
4	121-200 children	19000	Above 106	25000
5	Above 201 children	25000		

38. ***Uniforms***

- For all girls and children belonging to SC, ST, OBC and BPL categories
- Primary school enhanced to Rs 600 per child for 2 sets
- Upper primary enhanced to Rs 700 per child for 2 sets
- For 25% children belonging to disadvantaged groups and weaker sections as per actuals; estimated @ Rs 1000 per child for primary and Rs 1500 per child for upper primary.

39. ***Research, Evaluation, Monitoring And Supervision***

- Pooled at the National and State level at the rate of Rs 2000 per school

TEACHERS, TEACHER SUPPORT SYSTEMS AND STRUCTURES

40. ***Teachers***

- Salary for teachers, head teachers, part time instructors sanctioned/appointed under SSA
- Salary for new primary/ upper primary school teachers to be appointed as per PTR

41. ***BRC/ URC***

- Salary for BRC staff (6 subject resource persons; 2 resource teachers for CWSN; 1 MIS coordinator; 1 data entry operator; 1 accountant for every 50 schools)
- Augmentation of training facility in BRC: Rs 5 lakh one time grant
- Residential facilities in BRC, including furniture: 30 persons; Rs 25 lakh
- Furniture for new BRC
- Replacement of furniture: once in five years; Rs 1 lakh per BRC

- TLM, Meeting/ TA, Contingency, Maintenance: as per existing norms

42. ***CRC***
- Salary for CRC staff
- Furniture for new CRC
- Replacement of furniture, computer, TLE: once in five years; Rs 10000 per CRC
- TLM, Meeting/ TA, Contingency, Maintenance: as per existing norms

43. ***Training***
- Inservice teacher training @ Rs 200 per teacher/day for residential training; Rs 100 per teacher/day for non-residential training
- Induction training for newly recruited teachers @ Rs 200 per teacher/day for residential training
- Professional training for untrained teachers through in-service distance programme @ Rs 6000 per teacher for 60 contact sessions per year for two years
- Training of head teachers @ Rs 200 per day for residential training; Rs 100 per day for non-residential training
- Training of resource persons, master trainers @ Rs 200 per day for residential training and Rs 100 per day for non-residential training
- Training of educational administrators and other staff as per rates approved by the Executive Committee
-

44. ***Teacher Academy***
- To be identified and administered by NUEPA for leadership in teachers: Rs 10 lakh per institution
- Deputing teachers on training Rs –

45. ***Recognition to teachers for academic innovation and equity***
- To be identified at block level: Rs 2.5 lakh per block

COMMUNITY MOBILISATION

46. ***Community Mobilisation***
- Public awareness through print, electronic and folk media
- Training of SMC, PRI members
- Financial support upto 0.5% of overall annual outlay

47. ***Council for Peoples' Participation in Education***
- Rs. 500 crore for disbursement and Rs. 25 crore for recurring cost

48. ***Assistance to innovative and experimental schools providing free education to make them RTE compliant***
- One time infrastructure assistance
- One time assistance for teachers to acquire professional qualifications

INFRASTRUCTURE

49. ***New Schools*** as per state SoR; estimated at:
- Primary schools unit cost as per SoR, estimated @ Rs 10 lakh, as per infrastructure norms mandated under RTE
- Upper primary schools unit cost as per SoR, estimated @ Rs 15 lakh, as per infrastructure norms mandated under RTE

Existing Schools

- Additional Classroom unit cost as per SoR, estimated @ Rs 4 lakh
- Head teachers's room unit cost as per SoR, estimated @ Rs 4 lakh
- Girls Toilets/Toilets in urban schools @ Rs 75000 (others from TSC)
- Drinking Water in urban schools @ Rs 75000 (other from DWM)
- Retrofitting in seismic zone four and five @ Rs 2 lakh
- Other provisions: ramps, handrails, disabled friendly toilets, boundary walls
- Furniture for primary schools @ Rs 500 per child
- Furniture for upper primary schools @ Rs 750 per child
- Major Repairs
- Annual Maintenance Grant average of Rs 7500 per school based on the number of classrooms in a school

50. ***Residential Schools***

- Refurbishing existing schools/ public buildings on case to case basis
- New residential schools as per KGBV norms; estimated at Rs 60 lakh

51. ***BRC***

- Augmenting training facility; one time grant of Rs 5 lakh
- Providing residential facility; 30 persons; Rs 25 lakh

52. **PUBLIC PRIVATE PARTNERSHIP**

- Reimbursement to private unaided schools for admission of 25% children from disadvantaged groups and weaker sections in class I (pre-primary) each year
- Estimated on the basis of per child cost for each State
- National average works out to Rs 6667

53. ***Programme management cost***

- Six percent of the overall annual outlay

54. ***PRE SCHOOL***

- As per detailed costing given in Annexure.

FUND SHARING PATTERN

Government had also revised the fund sharing pattern between the Central and State Governments for implementation of the modified SSA programme, which is now fixed in the 65:35 ratio. The fund sharing pattern for the states in the NER, however, continues to be in the 90:10 ratio. While the revised fund sharing pattern may be adequate for most States, some States face a heavy financial burden, and in this context it is proposed that a differential fund sharing pattern be adopted in the 12th Plan as follows:

Sl No	States	Fund Sharing Pattern	Rationale
1	**NER States**: Assam, Arunachal Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim,	90:10 ratio to continue	No change

	Tripura		
2	**Special Category States**: Himachal Pradesh Jammu & Kashmir, Uttarakhand	90:10	Change proposed in view of the special category status assigned to them, given their difficult geographical terrain
3	**Low Literacy States**: Andhra Pradesh, Bihar, Chhattisgarh, Jharkhand, Madhya Pradesh, Odisha, Rajasthan, Uttar Pradesh, West Bengal	75:25	The absence of adequate school infrastructure and facilities as also teaching staff is one of the main factors affecting literacy in India. Apart from low literacy these States are also low in HDI rankings, and other social and health indicators. The additional financial burden on the States in meeting the RTE mandate is high. A more favourable fund sharing pattern in the 75:25 ratio for these States would reduce the financial burden on the States, and lead to improved outcomes in respect of the activities proposed in the 12th Plan.
4	**All other States**	65:35	No change

NOTE ON MAHILA SAMAKHYA:

The Committee on Restructuring of Centrally Sponsored Schemes has recommended merger of schemes in order to reduce the number of schemes at the national level. Mahila Samakhya is expected to be subsumed under the SSA budget head, and accordingly a chapter on MS has been included in this Report. Mahila Samakhya will retain its programmatic, financial and administrative autonomy. Funding for Mahila Samakhya will continue to be 100% to be released from the Central Government to the State Mahila Samakhya Societies.

NOTE ON NATIONAL BAL BHAWAN

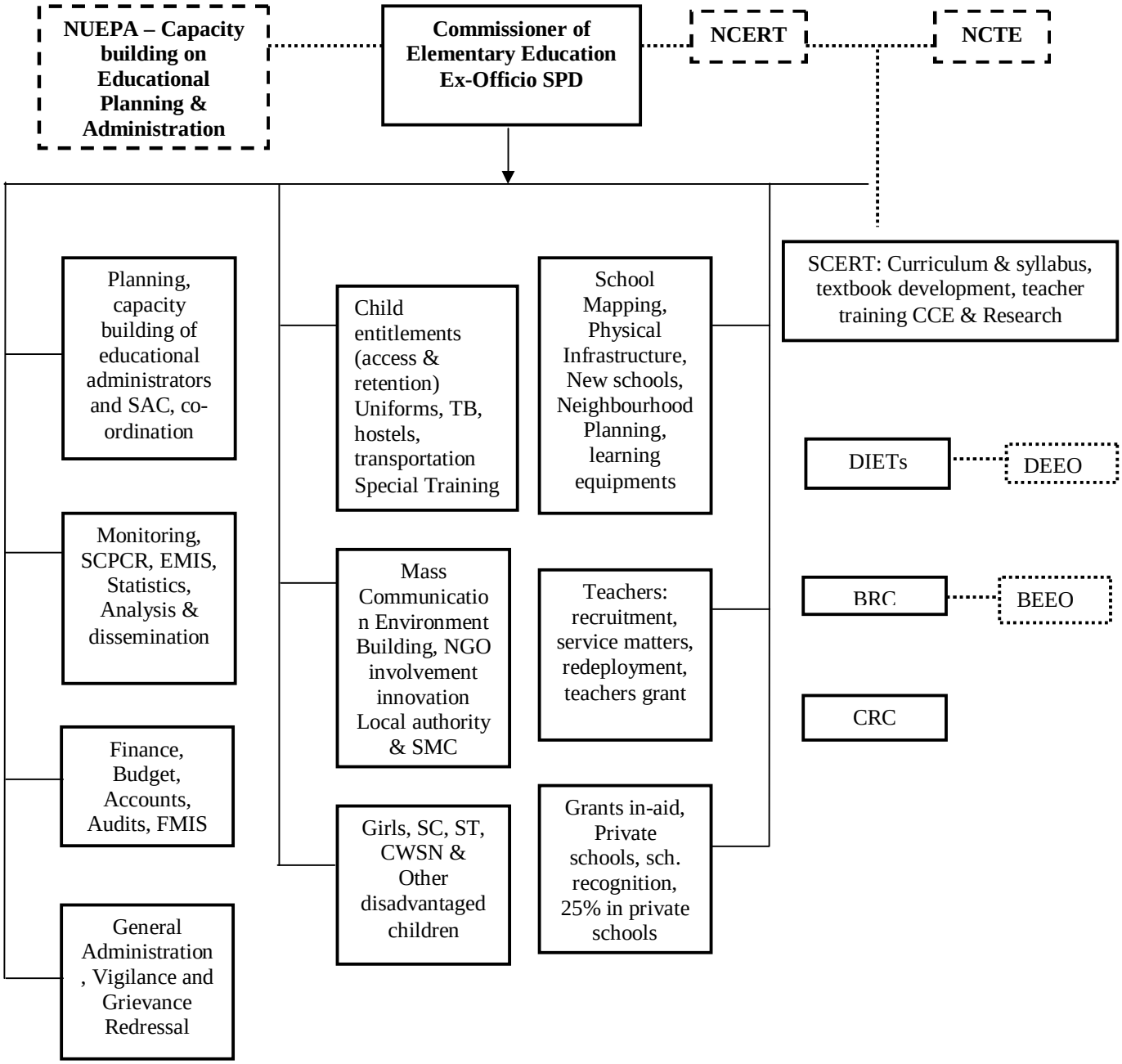
Provisions for the National Bal Bhawan will remain separate as part of the existing budget heads provided for the scheme.

FINANCIAL ESTIMATES

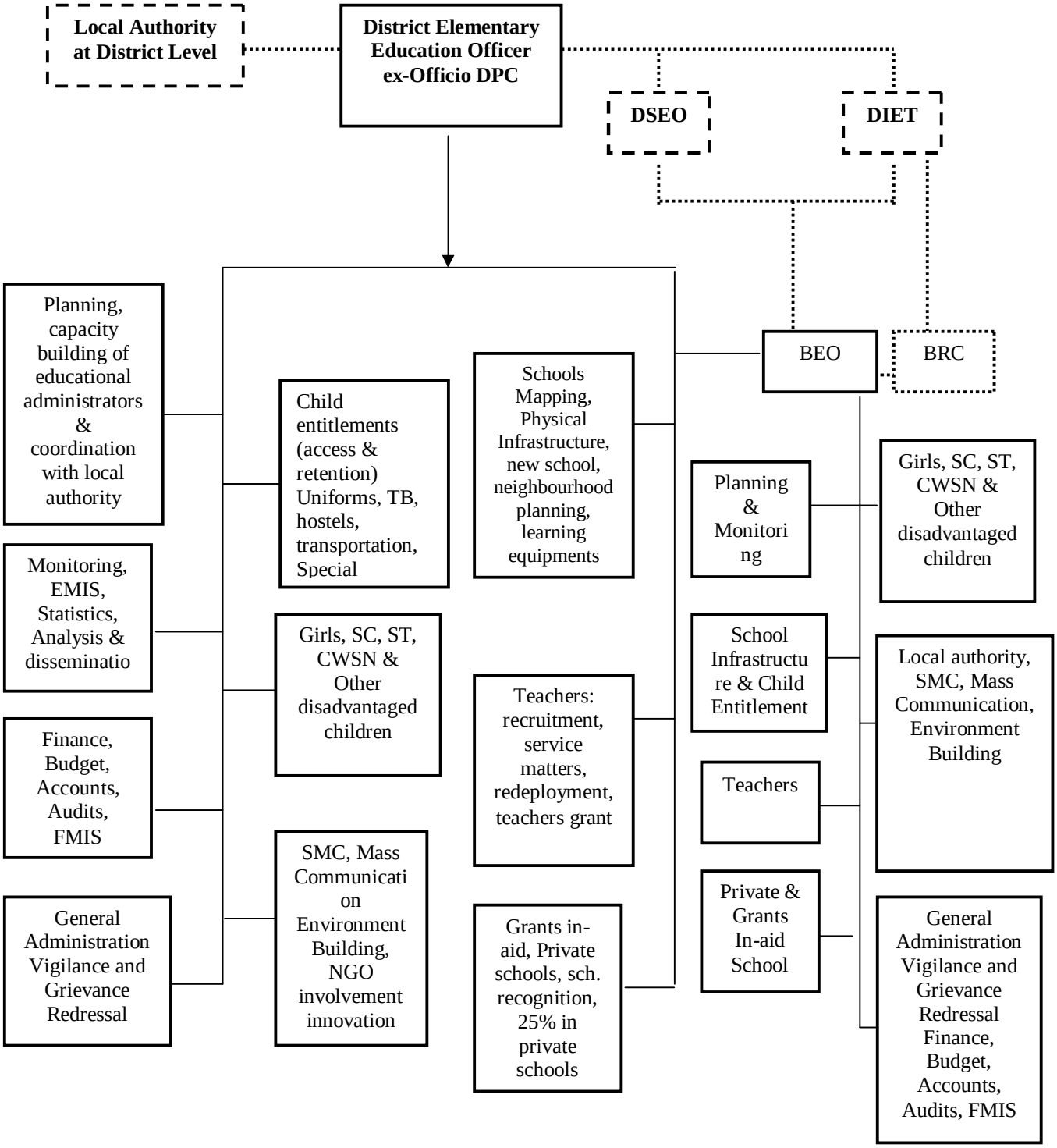
Attached (SSA outlay costing at **Annexure – 2&3**)

ANNEXURE 1(A)

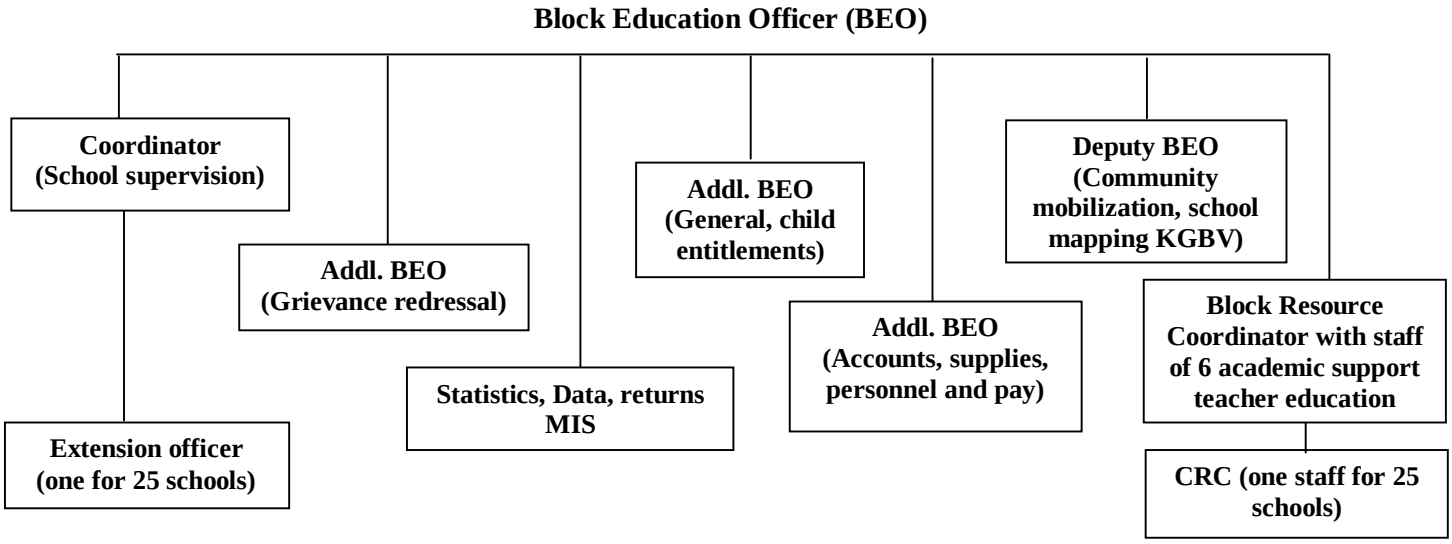
State Level Integrated Structure



District level integrated structure



ANNEXURE 1(C)


Block Education Officer (BEO)
Coordinator (School supervision)
Addl. BEO (Grievance redressal)
Addl. BEO (General, child entitlements)
Deputy BEO (Community mobilization, school mapping KGBV)
Addl. BEO (Accounts, supplies, personnel and pay)
Block Resource Coordinator with staff of 6 academic support teacher education
Extension officer (one for 25 schools)
Statistics, Data, returns MIS
CRC (one staff for 25 schools)

Appendix I

Mahila Samakhya

FINANCIAL OVERVIEW: MS in XII FYP						
					(Rs. in lakhs)	
ITEM OF EXPENDITURE	**2012-13**	**2013-14**	**2014-15**	**2015-16**	**2016-17**	**TOTAL**
NATIONAL						
MANAGEMENT COST*	61.10	66.84	73.12	80.44	88.48	369.98
PROGRAMME COST*	81	92.55	106.18	127.60	153.85	561.18
	142.10	**159.39**	**179.30**	**208.03**	**242.34**	**931.16**
STATE						
MANAGEMENT COST*	712.5	756.20	817.20	886.63	962.26	4134.79
PROGRAMME COST*	1413	1475.7	1544.43	1620.06	1703.01	7756.21
	2125.5	**2231.9**	**2361.633**	**2506.695**	**2665.272**	**11891.00**
DIU						
MANAGEMENT COST*	2625.15	2841.98	3078.21	3335.67	3616.35	15497.37
PROGRAMME COST*	5788.14	6075.60	6388.35	6726.23	7094.14	32072.47
	8413.29	**8917.58**	**9466.57**	**10061.90**	**10710.49**	**47569.84**
(A) **TOTAL***	**10680.89**	**11308.54**	**12006.80**	**12775.86**	**13617.26**	**60389.35**
(B) **EXPANSION TO NEW STATES/WITHIN EXISTING**	**534.04**	**1130.85**	**1801.02**	**2555.17**	**3404.31**	**9425.41**
GRAND TOTAL (A+B)	**11214.93**	**12439.39**	**13807.82**	**15331.03**	**17021.57**	**69814.74**

*Calculated based on functionaries, sanghas, federations and interventions in current areas of coverage (given numerical and programmatic stages' variance)

Appendix II

Mahila Samakhya

NATIONAL PROJECT OFFICE							
						(Rs.in lakhs)	
S.No.	**Item of Expenditure**	**2012-13**	**2013-14**	**2014-15**	**2015-16**	**2016-17**	**Total**
A.	**MANAGEMENT COST**						
I.	**Honorarium**						
i)	NPD	9.00	9.9	10.89	11.98	13.18	54.95
ii)	Consultant (2 programme, 1 Financial)	21.6	23.76	26.14	28.75	31.62	131.87
iii)	Desk Officer	6.5	7.15	7.87	8.65	9.52	39.68
v)	Assistant	5	5.5	6.05	6.66	7.32	30.53
vi)	UDC	4	4.4	4.84	5.32	5.86	24.42
vii)	Stenographer (2)	4.75	5.225	5.75	6.32	6.95	29.00
viii)	Peon (2)	2.75	3.025	3.33	3.66	4.03	16.79
	TOTAL HONORARIUM	**53.60**	**58.96**	**64.86**	**71.34**	**78.48**	**327.23**
II.	**OFFICE EXPENCES**						
i)	Vehicle fuel & maintenance/hire	1.25	1.31	1.38	1.52	1.67	7.12
ii)	Telephone, stationary	2	2.10	2.21	2.43	2.67	11.40
iii)	Office equipment (NR)	3	3.15	3.31	3.64	4.00	17.10
iv)	Contingencies	1.25	1.31	1.38	1.52	1.67	7.12
	TOTAL OFFICE EXPENSES	**7.5**	**7.88**	**8.27**	**9.10**	**10.01**	**42.74**
	TOTAL MANAGEMENT COST	**61.10**	**66.84**	**73.12**	**80.44**	**88.48**	**369.98**
B.	**PROGRAMME ACTIVITIES**						
III.	**MEETINGS & WORKSHOPS etc.**						
ii)	NRG/resource groups meeting	7	7.35	7.72	8.49	9.34	39.89
iii)	Documentation & Publication/taining material development	5	5.25	5.51	6.06	6.67	28.50
iv)	Research & Evaluation	5	5.25	5.51	6.06	6.67	28.50
viii)	Workshops, seminars, meetings & consultations	10	10.50	11.03	12.13	13.34	56.99
ix)	National evaluation/Review/AWPB Appraisal	4	4.20	4.41	4.85	5.34	22.80
	TOTAL	**31**	**32.55**	**34.18**	**37.60**	**41.35**	**176.68**
IV.	**Grants to NGOs and Institutions**						
ii)	National Resource Centre	50	60.00	72.00	90.00	112.50	384.50
	TOTAL PROGRAMME COST	**81**	**92.55**	**106.18**	**127.60**	**153.85**	**561.18**
GRAND TOTAL		**142.10**	**159.39**	**179.30**	**208.03**	**242.34**	**931.16**

Appendix III

Mahila Samakhya

STATE PROJECT OFFICE							
						(Rs. in lakhs)	
S.No.	**Item of Expenditure**	**2012-13**	**2013-14**	**2014-15**	**2015-16**	**2016-17**	**Total**
A.	**MANAGEMENT COST**						
I.	**Honorarium**						
i)	SPD	6	6.31	6.63	6.96	7.30	33.20
ii)	APD	4.4	4.63	4.86	5.10	5.36	24.36
iii)	State Resource Person (1 per 5 districts)*	4	4.21	4.42	4.64	4.87	22.15
iv)	Consultant (max. 2 per SPO)	3.6	3.78	3.97	4.17	4.38	19.89
TOTAL HONORARIUM		18.00	18.93	19.88	20.87	21.91	99.59
II.	**TA/DA**	7.2	7.56	7.94	8.73	9.60	41.03
III.	**OFFICE EXPENSES**						
i)	Audit Services	2.7	2.97	3.27	3.59	3.95	16.48
ii)	Accounts services	5.1	5.61	6.17	6.79	7.47	31.14
iii)	Secretarial services	10.05	11.06	12.16	13.38	14.71	61.36
iv)	Transport services & Conveyance	6	6.3	6.93	7.62	8.39	35.24
v)	Rent, electricity, water	7.8	8.19	9.01	9.91	10.90	45.81
vi)	Postage, telephone, stationary	4.5	4.725	5.20	5.72	6.29	26.43
vii)	Office equipment (NR)	3	3.15	3.47	3.81	4.19	17.62
viii)	Contingencies	2.5	2.63	2.89	3.18	3.49	14.68
TOTAL OFFICE EXPENCES		**41.65**	**44.63**	**49.09**	**54.00**	**59.40**	**248.75**
	TOTAL MANAGEMENT COST	**66.85**	**71.12**	**76.90**	**83.60**	**90.91**	**389.38**
B.	**PROGRAMME ACTIVITIES**						
IV.	**Documentation, publication etc**						
i)	Annual report	3	3.3	3.63	3.99	4.39	18.32
ii)	Media and Publicity	2	2.2	2.42	2.66	2.93	12.21
iii)	6 monthly report	0.5	0.53	0.55	0.61	0.67	2.85
	TOTAL	**5.5**	**6.03**	**6.60**	**7.26**	**7.99**	**33.38**
Seminars, Workshops and Evaluation							
i)	Workshops and seminars	8.25	9.08	9.98	10.98	12.08	50.37
ii)	Thematic evaluation	1.8	1.98	2.18	2.40	2.64	10.99
iii)	Action/reflection meetings	4.5	4.95	5.45	5.99	6.59	27.47

iv)	Programme & functionary appraisal/review	7	7.70	8.47	9.32	10.25	42.74
TOTAL		21.55	23.71	26.08	28.68	31.55	131.56
Grant to Sanghas/ Federations							
V.	Grants to Sanghas which are below 3 years old (per sangha)*	0.06	0.06	0.06	0.06	0.06	0.30
VI	Grant to Federations of less than 3 years' age (per federation)*	0.50	0.50	0.50	0.50	0.50	2.50
VII	Grant to Federations of 3 years' age and above (federation)*	1.00	1.00	1.00	1.00	1.00	5.00
TOTAL		**1.56**	**1.56**	**1.56**	**1.56**	**1.56**	**7.80**
IX	Programme Implementation	**15.00**	**15.00**	**15.00**	**15.00**	**15.00**	**75.00**
X	**RESOURCE CENTRE**						
i)	Fees & honorarium	9	9.45	9.92	10.42	10.94	**49.73**
ii)	Training	6	6.6	7.26	7.99	8.78	**36.63**
iii)	Workshops, seminars, consultations	2.2	2.42	2.66	2.93	3.22	**13.43**
iv)	Documentation & publication	2	2.2	2.42	2.66	2.93	**12.21**
v)	Research & evaluation	2.4	2.64	2.90	3.19	3.51	**14.65**
vi)	Library	2.4	2.64	2.90	3.19	3.51	**14.65**
vii)	Equipment/furniture	6	6.6	7.26	7.99	8.78	**36.63**
viii)	Rent, maintenance, electricity	3	3.3	3.63	3.99	4.39	**18.32**
ix)	TA, DA for staff	3.4	3.74	4.11	4.53	4.98	**20.76**
x)	Contingencies	4	4.4	4.84	5.32	5.86	**24.42**
	TOTAL	**40.4**	**43.99**	**47.92**	**52.21**	**56.91**	**241.43**

***Pattern for unit cost, not a cap on overall allocation**

Appendix IV

Mahila Samakhya

DISTRICT IMPLEMENTATION UNIT							
						(Rs. in lakhs)	
S.No.	**Item of Expenditure**	**2012-13**	**2013-14**	**2014-15**	**2015-16**	**2016-17**	**Total**
A.	**MANAGEMENT COST**						
I.	**HONORARIUM**						
i)	DPC	2.98	3.129	3.29	3.45	3.62	16.47
ii)	District resource person (1 per 3 blocks)*****	2.4	2.52	2.65	2.78	2.92	13.26
II.	**TA/DA (DIU)**	**1.95**	**2.05**	**2.15**	**2.26**	**2.37**	**10.77**
III.	**OFFICE EXPENSES**						
i)	Secretarial services	6.2	6.82	7.50	8.25	9.08	37.85
ii)	Transport services	3.3	3.63	3.99	4.39	4.83	20.15
iii)	Rent, electricity, water	3.3	3.63	3.99	4.39	4.83	20.15
iv)	Postage, telephone, stationary	1.6	1.76	1.94	2.13	2.34	9.77
v)	Office equipment (Recurring & NR)	1.4	1.54	1.69	1.86	2.05	8.55
vi)	Contingencies	0.5	0.55	0.61	0.67	0.73	3.05
	TOTAL OFFICE EXPENSES	**16.3**	**17.93**	**19.72**	**21.70**	**23.86**	**99.51**
	TOTAL MANAGEMENT COST	**23.63**	**25.63**	**27.80**	**30.18**	**32.77**	**140.02**
B.	**PROGRAMME ACTIVITIES**						
IV.	**BLOCK/VILLAGE**						
i)	JRP (1 per block)*	2	2.1	2.21	2.32	2.43	11.05
ii)	CRP (1 per 25 villages in federation block where there are no sahyogini's)*	1.08	1.13	1.19	1.25	1.31	5.97
iii)	Sahayogini (1 per 10 villages)*	0.7	0.74	0.77	0.81	0.85	3.87
V.	**TA/DA**	**10.20**	**10.71**	**11.25**	**11.81**	**12.40**	**56.36**
VI.	**OTHER PROGRAMMES**						
i)	Evaluation, publication, documentation & library	3.5	3.85	4.24	4.66	5.12	21.37
ii)	Training and other activities with sanghas, maha-sanghas	5.8	6.38	7.02	7.72	8.49	35.41
iii)	Training of DIU functionaries including teachers	3	3.30	3.63	3.99	4.39	18.32
iv)	Innovative programmes	5	5.5	6.05	6.66	7.32	30.53
v)	District resource group	1	1.1	1.21	1.33	1.46	6.11
TOTAL		24.8	26.96	29.31	31.88	34.69	122.84
vi)	Mahila shikshan Kendra (starting year, per 30 girls)*	17.64	17.64	17.64	17.64	17.64	88.20
vii)	MSK (in continuing) - per 30 girls*	13.14	13.14	13.14	13.14	13.14	65.70
viii)	Child care center*	0.37	0.41	0.45	0.49	0.54	2.26
ix)	Short term literacy/skill course(5 days) for 20 women*	0.09	0.10	0.11	0.12	0.13	0.55
x)	Residential technical course/ literacy camp - 30 days and 20 women*	0.61	0.67	0.74	0.81	0.89	3.72
xi)	Other educational interventions	5	5.50	6.05	6.66	7.32	30.53

***Pattern for unit cost, not a cap on overall allocation**

Appendix V

RANGE OF HONORARIUM FOR STATE AND DISTRICT LEVEL PERSONNEL

POST	**AMOUNT (per month in Rs.)**
STATE LEVEL	
State Programme Director	50000-65000
Assistant Programme Director	36500-51500
State Resource Person	33300-44500
Consultant	30000-36500
DISTRICT LEVEL	
District Project Co-ordinator	25000-35000
District Resource Person	20000-25000
Junior Resource Person	16500-20000
BLOCK LEVEL	
Cluster Resource Person	9000-10900
Sahayogini (for a cluster of 10 villages)_	5800-7100

These are minimum and maximum ranges for payment of honorarium for MS personnel. The honorarium cannot exceed the maximum limit. The actual amount of honorarium will be decided by the Executive Committee of the State Mahila Samakhya Society from within the range given above, as also based on overall cap provided for provision of individual honorarium as per pattern at annexures III (b) & (C).

Appendix VI (a)

Mahila Samakhya

MAHILA SHIKSHAN KENDRA		
		(Rupees in Lakhs)
I.	**NON-RECURRING COSTS:**	
i)	**Furniture and Kitchen Equipment**	**3.75**
ii)	**Preparatory costs for setting up**	**0.75**
	TOTAL NON-RECURRING	**4.5**
II.	**RECURRING COSTS:**	
	No. of Trainees per MSK	**30**
i)	**Rent for space to run MSK Rs.11250/month**	**1.35**
ii)	**Maintenance per trainee per month Rs.1125 (As per revised norms of KGBV)**	**4.05**
iii)	**Honorarium for 2 full time teachers (Graduate/B.Ed. Qualified) per month Rs.7500/-**	**1.8**
iv)	**Honorarium for 2 part time teachers Rs.3750/- per person per month**	**0.9**
v)	**Additional honorarium of Rs.1500/month for residential full time teacher who also doubles as the warden**	**0.18**
vi)	**Support staff- (3 persons) Accountant cum Assistant, Chowkidar and Cook - Rs.15000/month[all 3 included]**	**1.8**
vii)	**Teaching and learning material-textbooks/course material, stationery and library books - lumpsum for entire year**	**1.5**
viii)	**Vocational training/specific skills training**	**0.75**
ix)	**Examination fees (state board, open school)**	**0.075**
x)	**Medical care/contingencies-Rs.800/year per student**	**0.36**
xi)	**Miscellaneous including day to day running expenses**	**0.37**
	TOTAL RECURRING	**13.14**
	Cost per child (Recurring)	**0.43**
	1st Year	**17.64**
	Subsequent years	**13.14**

Appendix VI (b)

TECHNICAL/VOCATIONAL TRAINING	
SHORT TERM SKILL COURSE FOR 5 DAYS	
One short-term course of approximately 5 days for approximately 20 women	
ITEM	**Lumpsum Cost for 5 days**
1. Stipend including boarding	**6250**
2. Equipment and material	**940**
3. Training Costs	**1250**
4. Promotional and follow up activities	**1250**
TOTAL FOR 5 DAYS COURSE	**9690**

TECHNICAL/VOCATIONAL TRAINING/LITERACY CAMP		
RESIDENTIAL COURSE		
One course of 30 days on an average for approximately 20 women		
Sl.No.	**Item**	**Cost**
1	**Stipend including boarding**	**37500**
2	**Training Cost, equipment and material**	**11250**
3	**Fee for trainers, Resource person and**	**15000**
	Promotional activities	
TOTAL FOR 30 DAYS COURSE		**48750**
Note:	**This course is meant for rural women and is to be conducted for MS village Sangha women. This can be conducted for a cluster of village.**	

Appendix VI (c)

PATTERN FOR ONE CHILD CARE CENTRE		
Sl. No.	**Item of expenditure**	**Amount in Rs.**
1	**Honorarium to two workers (Rs.1250/month)**	**15000**
2	**Educational Material and toys**	**7500**
3	**Contingencies @ Rs.52/month**	**625**
4	**Weekly visits by doctor and medicines**	**2250**
5	**Non-recurring grant**	**6250**
6	**Training stipend per worker**	**5250**
	TOTAL	**36875**