Education for All
Mid-Decade Assessment

Reaching the Unreached

Government of India
सत्यमेव जयते

INDIA

NUEPA

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A.K. Rath
Secretary

Foreword

Commitment to providing quality education for all is a goal enshrined in the Constitution of India. This goal has been pursued by successive development Policies and Plans for the last six decades. Nevertheless, with a large and growing population, it has been an uphill task to keep pace with the expanding demand for basic education. The challenge has been further compounded by the diverse socio-cultural and geographical conditions across the 35 States and Union Territories of the country.

With the launch of the National Policy on Education in 1986, a large number of initiatives have been undertaken to achieve the goals of "Education for All". The Government of India spearheaded the task which had been hitherto assigned to the State Governments. Further impetus was provided by India, as signatory to a Global Framework of Action for Education for All, that was adopted by the World Conference held in Dakar, Senegal in April, 2000. The Conference took note of the considerable progress made by all the countries but found that the goal of "Education for All" needed to be pursued with greater vigour and with special focus on the disadvantaged sections. The global Declaration specified six concrete goals to be pursued and set 2015 as the time frame for attainment of the same.

India, as a signatory to the Declaration, has consistently pursued the six Education for All (EFA) goals that cover early childhood care and education, access to good quality free and compulsory primary education, learning needs of young people and adults, adult literacy, achieving gender equality and improving quality of education. To begin with, a National Plan of Action was prepared in 2002. Subsequently, a large number of national initiatives were launched to achieve the EFA goals, including the national flagship programme of *Sarva Shiksha Abhiyan*, National Literacy Mission and special schemes for early childhood care and education, adolescents and girls' education. The 86th Constitutional Amendment Act, 2002 provides for free and compulsory education to all children of the age of 6-14 years. The process of enacting a suitable enabling legislation for enforcing this is presently underway. Another major step has been the levying of education cess of 2 per cent for supporting the programmes of elementary education. An additional one per cent cess is now levied to finance expansion and strengthening of secondary and higher Education. Enormous progress has so far been made with respect to all the EFA goals but by no means should one consider that the task is complete. Recognising the magnitude of the work involved, the Eleventh Five Year Plan has significantly increased allocation to the education sector. Concrete and targeted plans are being worked out to launch national and state level programmes with special focus on reaching the unreached.

In this perspective, the exercise of conducting a Mid-Decade Assessment of the progress made by India towards attainment of the various EFA goals is indeed very timely. The general endeavour of the Mid-Decade Assessment is to analyse the national progress towards attainment of the EFA goals and targets and to identify the remaining gaps in terms of quality and equity across the sub-national population or learner groups in order to reset the priorities and design appropriate strategies for attainment of the EFA goals by 2015.

It is well recognised that the coverage of the EFA goals spans across various Department and Ministries of the Government of India, as well as the State Governments. Accordingly, a National Coordination Committee was set up, with representatives of various Departments/Ministries concerned, and other experts and its Members. A Technical Advisory group was also set up to coordinate and oversee the entire process of the Mid-Decade Assessment. Further, this Department also commissioned sub-national State specific reviews to capture the varied experiences that have emerged across the various States over the years. In addition, thematic reviews have also been conducted on nine topical themes. The entire exercise has been carried out in close collaboration with the State Governments/UT Administrations and the National University of Educational Planning and Administration (NUEPA).

As would be evident from the Report, although enormous progress has been made on various fronts, a lot more still needs to be accomplished. The findings of the national review, the sub-national State specific reviews and the thematic reviews would be disseminated widely with a view to provide useful inputs for policy makers, planners and administrators, for achieving the goals of EFA.

I would like to place on record my appreciation for the painstaking effort put in by the project team of NUEPA, guided by Prof. Ved Prakash, Vice-Chancellor, National University of Educational Planning and Administration (NUEPA), in making the entire exercise meaningful and successful.

A.K. Rath

Date: November, 2008
New Delhi

Preface

The World Education Forum in Dakar, Senegal (2000) approved a comprehensive vision of Education for All (EFA) to be achieved by 2015 based on the six goals which are defined in the area of early childhood care and education, primary education, gender, youth and adolescents, adult education and quality of education. The main focus is on 'reaching the unreached' for ensuring complete coverage of education. With this background, the *Mid-Decade Assessment of Education for All* was initiated to take stock of the progress made with respect to the EFA Goals. Corresponding to this exercise, Government of India conducted a comprehensive review of the progress made with respect to Education for All in India and the National University of Educational Planning and Administration (NUEPA) coordinated the work in this regard.

The National Plan of Action (2002) highlights the sense of urgency to reach the targets much ahead of the international dateline. At the national level, the Constitutional Amendment in 2002, declaring education in the age group 6-14, which corresponds to the elementary education stage of schooling, a Fundamental Right has brought the issue of universal elementary education (UEE) to the centre stage of public discourse. The country is in the process of drawing up the legislation for effective implementation of the right for translating the constitutional provision into reality. The Common Minimum Programme adopted by the present Government has also accorded high priority to the goal.

Report of the *Mid-Term Assessment of EFA Goals in India* consists of three parts presenting a review of progress made in the provision of education for all in India. Concern for equity and inclusion underscores the analysis of information with respect to the EFA goals. The present work that falls in Part I give an overview of progress in the country with respect to the six EFA goals. It is prepared jointly by MHRD and NUEPA. Part II consists of a series of thematic review papers and Part III consists of short analytical papers covering all states of India. There are nine thematic review papers covering – Early Childhood Care and Education, Universal Elementary Education, Adult Literacy, Towards Gender Equality in Education, Education of Adolescents and Young Adults, Quality of Education, Teacher and Teacher Education, Management Strategies for EFA and Financing of EFA in India. Each thematic review as well as state-specific analytical review has been prepared by an established expert in the respective area/state in close collaboration with national and State Governments.

State level reviews present a quick picture of the current level of progress in each State of India assessing the magnitude of the task involved in achieving EFA goals and projecting a realistic time frame as well as strategies needed to reach the goals. NUEPA would bring out all the thematic and state level papers accompanying the national report very soon.

I would like to express my gratitude to the Government of India for their instrumental support. The work was carried out in close collaboration of the MHRD team under the guidance of Shri A. K. Rath, Secretary, Department of School Education and Literacy. I would like to place on record my special thanks to Shri A. K. Rath for his unstinted support and

guidance. I would also like to record my special thanks to Ms. Anita Kaul, Joint Secretary (Adult Education) and Director General (National Literacy Mission), MHRD for providing valuable inputs in preparation of the report. I am also grateful to Shri A.K. Singh, Joint Secretary and National Coordinator of EFA, Mr. Vikram Sahay (Director) and Ms. Simmi Chaudhary (Deputy Secretary) for coordinating the work on behalf of the MHRD.

The report would not have been possible without the total involvement of Prof. R. Govinda, NUEPA who led the entire exercise and would like to thank him profusely for his leadership. Dr. Mona Sedwal as part of the Project Team at NUEPA contributed immensely to the exercise. Special contributions were made by Prof. Hom Chaudhuri for preparing the initial draft of the national report. The Team immensely benefited by the advice given by the Technical Advisory Group set up under the Chairmanship of Professor A.K. Sharma for guiding the exercise. Finally, I would also like to acknowledge the generous financial support provided by both UNICEF and UNESCO.

Ved Prakash
Vice Chancellor
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Technical Advisory Group

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Abbreviations

ABL	Activity Based Learning
AIDS	Acquired Immuno Deficiency Syndrome
AIE	Alternative and Innovative Education Centres/components
AIs	Accredited Academic Institutions
APPEP	Andhra Pradesh Primary Education Project
AVIs	Accredited Vocational Institutes
AWC	Anganwadi Centres
AWW	Anganwadi Workers
BEP	Bihar Education Project
BEPC	Bihar Education Project Council
BPL	Below Poverty Line
BPO	Business Process Outsourcing
BRCs	Block Resource Centres
CABE	Central Advisory Board of Education
CACEE	Centres of Adult and Continuing Education and Extension
CBSE	Central Board of Secondary Education
CE	Continuing Education
CECs	Continuing Education Centres
CLAPS	Children's Learning Acceleration Programme for Sustainability
CLIP	Children's Language Improvement Programme
CRC	Convention on Rights of the Child
CRCs	Cluster Resource Centres
CSWB	Central Social Welfare Board
CTSA	Central Tibetan School Administration
CWSN	Child with Special Needs
DACEE	Departments of Adult and Continuing Education and Extension
DIET	District Institute of Education and Training
DISE	District Information System on Education
DIU	District Implementation Unit
DOTS	Directly Observed Treatment, Short Course
DPC	District Programme Coordinator
DPEP	District Primary Education Programme

DRU	District Resource Unit
EB	Environment Building
EBBs	Educationally Backward Blocks
EC	Executive Committee
ECCE	Early Childhood Care and Education
EFA	Education for All
EGS	Education Guarantee Scheme
EQIP	Educational Quality Improvement Programme
GAP	Gujarat Achievement Profiles
GCERT	Gujarat Council for Educational Research &Training
GDP	Gross Domestic Product
GDP	Gross Domestic Product
GER	Gross Enrolment Ratio
GOI	Government of India
GPI	Gender Parity Index
ICDS	Integrated Child Development Services
ICPS	Integrated Child Protection Scheme
ICT	Information and Communication Technology
IEDC	Integrated Education for Disabled Children
IGNOU	Indira Gandhi National Open University
IMR	Infant Mortality Rate
ITIs	Industrial Technical Institutes
JFMC	Joint Forest Management Committees
JSS	Jan Shikshan Sansthan
KCMET	K.C. Mahindra Education Trust
KGBV	Kasturba Gandhi Balika Vidyalaya
KSQAO	Karnataka School Quality Assessment Organisation
KSY	Kishori Shakti Yojana
LATS	Learners Achievement Tracking System
LJP	Lok Jumbish Project
LTS	Livelihood Training Schools
MDM	Mid-Day Meal Scheme
MHRD	Ministry of Human Resource Development
MS	Mahila Samakhya
MSKs	Mahila Shikshan Kendras

MWCD	Ministry of Women and Child Development	
NACO	National Aids Control Organisation	
NCAER	National Council of Applied Economic Research	
NCERT	National Council of Educational Research and Training	
NCF	National Curriculum Framework	
NCMP	National Common Minimum Programme	
NCPCR	National Commission for the Protection of Child Right	
NDC	National Development Council	
NFE	Non-Formal Education	
NGOs	Non-Governmental Organisations	
NIOS	National Institute of Open Schooling	
NIPCCD	National Institute for Public Cooperation and Child Development	
NLM	National Literacy Mission	
NLMA	National Literacy Mission Authority	
NPAG	Nutrition Programme for Adolescent Girls	
NPE	National Policy on Education	
NPEGEL	National Programme for Education of Girls at Elementary Level	
NREGP	National Rural Employment Guarantee Programme	
NRG	National Resource Group	
NUEPA	National University of Educational Planning and Administration	
NYKS	Nehru Yuva Kendra Sangathan	
OBCs	Other Backward Castes	
OBE	Open Basic Education	
OBS	Operation Blackboard Scheme	
OOSC	Out of School Children	
PCP	Personal Contact Programme	
PPP	Public Private Partnership	
PRI	Project for Residual Illiteracy	
PRIs	Panchayati Raj Institutions	
PTA	Parent Teacher Association	
RCWs	Rural Community Workshops	
READ	Read Enjoy and Development	
REGP	Rural Employment Guarantee Programme	
REP	Reading Enhancement Programme	
RGNIYD	Rajiv Gandhi National Institute of Youth Development	

RSY	Rashtriya Sadbhavana Yojana
SC	Schedule Caste
SCERT	State Council of Educational Research and Training
SCR	Student Classroom Ratio
SDAE	State Directorate of Adult Education
SGSY	Swarnajayanti Gram Swarojgar Yojana
SHGDTP	Self-Help Groups Development Training Programme
SHGs	Self Help Groups
SIOS	State Institutes of Open Schooling
SLMA	State Literacy Mission Authority
SPD	State Project Director
SRCs	State Resource Centres
SSA	Sarva Shiksha Abhiyan
ST	Schedule Tribe
TB	Tuberculosis
TESP	Training in Self-Employment Project
TLCs	Total Literacy Campaign
TMA	Tutor Marked Assignment
TPR	Teacher Pupil Ratio
UEE	Universalisation of Elementary Education
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
UPBEB	Uttar Pradesh Basic Education Project
UTs	United Territories
VECs	Village Education Committees
VSS	Van Suraksha Samities
YDC	Youth Development Centres
YUVA	Youth Unite for Victory against AIDS
ZSS	Zilla Saksharta Samiti (District Literacy Society)

Executive Summary

India's commitment to provide quality education to all its citizens precedes its International Commitment to the Dakar Declaration of 2000. While successive development policies have accorded high priority to education, with the adoption of the National Policy on Education in 1986, India has witnessed a large number of national initiatives to achieve the goals of universal elementary education and total literacy, with renewed focus on increasing access to and participation of children and improvement in quality of education. These programmes and policies have been implemented through collaborative efforts of Government of India and the State Governments, and through district level decentralised management framework, involving local bodies. Moreover, the programmes are managed and administered by various Ministries – the Ministry of Human Resource Development, the Ministry of Women and Child Development, the Ministry of Youth affairs and Sports, to name a few. The range of initiatives also include (a) programmes of decentralised support to teachers at district, block and cluster levels; (b) literacy, post-literacy and continuing education programmes implemented under the National Literacy Mission; (c) innovative programmes for promotion of early childhood care and education; and (d) programmes of inclusive education.

A National Plan of Action for EFA was formulated in 2002 to strategise policies and programmes for achieving the EFA Goals. Keeping in view the pace of progress achieved till 2005-06, policies have been reformulated and intensified for the Eleventh Plan period (2007-08 to 2011-12). This Report presents India's plans and programmes relating to the six EFA Goals, the achievements made so far under each of them, the problems and concerns of planners and implementers, outlook for the future and to answer the big question: Can India achieve the EFA Goals within the committed time frame.

Early Childhood Care and Education (ECCE)

Programmes of early childhood care are being implemented largely through the Integrated Child Development Services Scheme (ICDS), a nation-wide Scheme administered by the Ministry of Women and Child Development. Efforts to integrate various facets of early childhood education into activities of the decentralised *Anganwadi* centres created under the Scheme and to extend institutionalised educational facilities for children in the pre-school age group have begun during recent years. Pre-school education in urban areas is fairly wide spread, and is largely in the hands of the private sector. Considering the magnitude of resources needed to reach out to all children in this age group, the target set for the sector has been modest. It is envisaged that the network of early childhood centres would expand and cover all children in the pre-school age group by the year 2012.

Elementary Education

Consequent to operationalisation of the *Sarva Shiksha Abhiyan* (2001), access has improved significantly. With the opening of more primary and upper primary schools, based on systematic analysis of district data on access and availability, it has been possible to cover all the hitherto

underserved districts with schooling facilities. Consequently, the number of habitations with a primary school within 1 km is 98 per cent at present, and those with an upper primary school within 3 km have increased to 86 per cent. Further, there are a large number of Education Guarantee Centres (EGS) in unserved or underserved areas at primary level. Significant efforts have been made to address the educational aspiration of children with special needs. Resultantly, the enrolment of children with special needs in regular schools is showing a marked upward trend. Home based education is a unique strategy for this group.

Some of the major developments in elementary education during the post-Dakar period have been: (a) reduction in the number of out of school children, from about 32 million in 2002-03 to 7.05 million in March 2006; (b) reduction in gender gaps, at the primary stage from 5.5 percentage points in 2002-03 to 4.2 percentage points in 2005-06; and at the upper primary stage, from 10.7 percentage points to 8.8 percentage points. The Gender Parity Index at the primary stage in 2005 was 0.95 while it was 0.88 for the upper primary stage. (c) bridging social disparity - the share of Scheduled Caste students in total enrolment moved up to 20.72 per cent at the primary stage and 19.42 per cent at the upper primary stage. For Scheduled Tribe students, share in total enrolment moved up to 11.75 per cent at the primary stage in 2005-06 and 9.28 per cent at the upper primary stage. (d) drop-out rates at lower primary stage declined from 39.03 per cent in 2001-02 to 28.49 per cent in 2004-05. For girls, it declined from 39.88 per cent to 24.82 per cent – a decline of more than 15 percentage points.

Despite significant progress in terms of provision of access to basic education, the number of children who regularly participate in schooling and complete the first cycle of education needs to be improved substantially, including reduction in wide disparities among different states.

Education of Girls and Gender Equality

Gender Parity Index has been showing steady improvement from 2000-01 onwards. However, gender equality in enrolment at the elementary stage is yet to be achieved. The fact that there is still a high proportion of girls who do not complete the eight year cycle of universal elementary education, continues to be a cause for concern. However, increasing focus on girls' education and gender empowerment is evident from the recent initiative in gender-specific programmes.

In tune with the increasing accent on gender empowerment, the Government has been trying to translate gender commitments into budgetary commitments. The 2006-07 Budget of the Central government had made an allocation of Rs. 28.737 billion for the benefit of women and girls, covering more than 20 dimensions, with resources from 18 Ministries and Departments. Gender-budgeting is providing enhanced scope for affirmative action to address the specific needs of women.

Meeting Quality Concerns

There is an urgency to address all aspects of quality relating to educational administration, planning, implementation, learning, monitoring and evaluation. The current strategies in this regard are devised to improve the focus on introducing innovative efforts to meet the challenges

emerging from increased participation levels, in order to ensure that quality of transaction and outcomes does not suffer. The new spirit is evident in the Learning improvement programmes designed and implemented in a number of states. It is also encouraging to note that the expenditure on components related to the improvement of quality (such as textbooks, TLM, school grant, teachers grant and teacher training) are also increasing – from 35 per cent of the component outlay in 2003-04 to 70 per cent in 2005-06.

Education of Adolescents and Young People

Literacy level of the young population is quite impressive. 90 per cent of the 15-19 years age group in urban areas is literate. In rural areas, the literacy rate of this group is 75 per cent. Special focus programmes on education for the youth got a concrete shape in 2003 with the adoption of the National Youth Policy which draws upon the elements of the earlier Policy and programmes, and reiterates the county's commitment to the composite and all-round development of the youth of India. Considering that access to resources and development opportunities are particularly limited in rural areas, the Policy accords high priority to rural and tribal youth, out-of-school youth, adolescents, particularly female adolescents, youth with disabilities and youth under specially difficult circumstances like victims of trafficking, orphans and street children.

Poor nutrition among many adolescent mothers is resulting in higher risk of miscarriages and maternal mortality. Social factors such as illiteracy, economic background, unemployment, and family disharmony have also led to increase vulnerability to drug abuse. Over 35 per cent of all reported AIDS cases occur among the age group of 15 - 24 years. The focus in the coming years will be on imparting productive vocational skills to the out-of-school youth and adolescents under the aegis of the newly established National Skills Mission.

Adult Education and Literacy Programmes

Eradication of adult literacy and universalisation of elementary education form two basic building blocks for taking India on the road of building a vibrant democratic and equitable society. Historically, efforts in this regard had been invariably outpaced by the fast growing population. The trend saw a reversal only in 2001 census showing a decline in the absolute number of illiterates. The country saw a major shift in the strategy for imparting literacy to the bourgeoning adult illiterate population in the 1990s through the launch of National Literacy Mission. The goal of the National Literacy Mission (NLM) is to attain a sustainable literacy level of 80 per cent by 2011-2012. NLM specifically aims at imparting functional literacy to non-literates in the age group 15-35, since this is the most productive age group. The programmes for literacy and continuing education have been continuously transformed to suit the changing demands of the field, based on continuous evaluation and monitoring.

Financing Education for All Programmes

In view of the expanding demand for more and better quality education, successive governments have been promising to raise public expenditure on education to a level of six per cent of GDP. The National Common Minimum Programme (NCMP) adopted in 2004 also reiterated this commitment. It is with this goal in view that, in addition to augmenting

normal budgetary support to the education sector, the Government imposed an education cess of two per cent on direct and indirect taxes in the Finance Act 2004-05, which was earmarked specifically for *Sarva Shiksha Abhiyan* and the Mid Day Meal Scheme of the government. An additional one per cent cess is now levied in order to create additional resources for expansion and strengthening of secondary education. Further, the capacity of the Government to generate greater amount of domestic resources has got a boost with higher GDP growth rates in recent years, which is expected to increase the financial commitment to the education sector. The Eleventh Plan allocation for the education sector has seen a remarkable increase over the allocations for the preceding Five Year Plans.

Prospects

As we assess the progress in the middle of the Decade, several parts of the country are on the threshold of achieving universal enrolment of children in primary schools, even while a few regions continue to lag behind. The focus now should be to consolidate the gains achieved so far, identify the weak links, especially on matters relating to regional balance and social equity, and adopt and implement strategies which would enable India to move exponentially on the education curve. Surely, neither resource nor institutional framework is a constraint for such achievements.

Education for All – The Indian Perspective

Commitment to providing basic education for all is a goal enshrined in the Indian Constitution, which guarantees universal compulsory education as a fundamental right for every child in the age group 6-14. Successive development policies and plans have pursued this goal for the last six decades. With a population of more than one billion, which is still growing, it has been an uphill task to keep pace with the expanding demand for basic education. India is a vast country comprising 35 States and Union Territories with diverse socio-cultural histories, spread over widely varying geographical conditions. Correspondingly, progress in education has been uneven, though the overall progress made has been quite impressive. From a mere 18 per cent literacy rate in 1951, the country progressed to around 65 per cent literacy by 2001. While three out of four children in the age group 6-14 were unenrolled 60 years ago, only 6-7 per cent of 210 million children remain unenrolled today. This progress is the result of the implementation of a wide array of programmes across the country for total literacy, universal and quality elementary education for all.

As envisaged in the National Policy on Education – 1986, development of education is pursued as a 'meaningful partnership between the Centre and the States'. While the Central Government prepares plans for national level action, the National Development Council, with representation of Chief Ministers of all States, imparts a national character to the entire process of planning and programme formulation. Besides, State Governments also plan and implement programmes of education development in their respective areas. The Central Government bears the responsibility for maintaining a national integrative character of the education system and contributes to improvement of quality and standards. National level action for implementation of Education for All (EFA) is currently being pursued through such flagship programmes as *Sarva Shiksha Abhiyan* – a nation-wide programme of universal elementary education, and Mid-day Meal Scheme, the world's largest school feeding programme, along with programmes under the Integrated Child Development Scheme and the activities of the National Literacy Mission.

Decisions regarding the organisation and structure of education are largely the concern of the States/Union Territories. Within the overall framework of the national policy on education, each State/Union Territory independently determines the educational structure to be adopted, especially at the school stage. The country envisages a broad based general education for all pupils during the first 10 years of school education. The curriculum at this stage is, therefore, largely undifferentiated. The focus of the curriculum at the primary stage is on development of basic skills of literacy and numeracy, study of environment in terms of physical and social phenomena, participation in activities which would develop productive skills, creative expression and habits of healthy living. In the initial years, the content and methodology are directed to achievement of communication and computational skills with a view to developing the basic tools of learning. As the child moves to upper primary classes, the curriculum becomes more structured and discipline specific; however, different subjects are viewed in an integrated framework and the treatment continues to be child-centred.

> The National Development Council, with representation of Chief Ministers of all States, imparts a national character to the entire process of planning and programme formulation

EFA in India: Contextualising the Dakar Goals

The Central Advisory Board of Education (CABE) endorsed the World Declaration on EFA adopted in Jomtien as a reaffirmation of the perspective adopted for education development in the country in the National Policy on Education (NPE) in 1986. The CABE called for further strengthening of the processes and highlighted the need for increased financial resources to achieve the goals of EFA. Subsequently, a broad operational framework was formulated for receiving financial assistance from International Agencies for undertaking large-scale projects to achieve the goals of EFA. Further, the CABE emphasised that the additional resources generated through external assistance should be utilised for educational reconstruction, which should go beyond the conventional measures such as opening new schools, construction of school building and appointing teachers. These enunciated goals, targets and strategies have been incorporated into successive Five Year Plan proposals.

In the last two decades, beginning with the launch of the National Policy in Education in 1986, India witnessed a large number of national initiatives to achieve the goals of universal elementary education and total literacy. Following the commitment made during the Jomtien Conference, major programmes for improving the coverage and quality of school education were launched in the country were initiated. Simultaneously, the Total Literacy Campaign under the auspices of the National Literacy Mission orchestrated massive mobilisation of people across the country in favour of education. These and several other efforts continued in the post-Dakar period culminating in the launch of the

> The Total Literacy Campaign under the auspices of the National Literacy Mission orchestrated massive mobilisation of people across the country in favour of education

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Box: 1.1
Dakar Framework for Action

Education for All: Meeting our Collective Commitments
Adopted by the World Education Forum, Dakar, Senegal, 26-28 April, 2000

We hereby collectively commit ourselves to the attainment of the following goals:

i) Expanding and improving comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children;

ii) Ensuring that by 2015 all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities, have access to and complete, free and compulsory primary education of good quality;

iii) Ensuring that the learning needs of all young people and adults are met through equitable access to appropriate learning and life-skills programmes;

iv) Achieving a 50 per cent improvement in levels of adult literacy by 2015, especially for women, and equitable access to basic and continuing education for all adults;

v) Eliminating gender disparities in primary and secondary education by 2005, and achieving gender equality in education by 2015, with a focus on ensuring girls' full and equal access to and achievement in basic education of good quality;

vi) Improving all aspects of the quality of education and ensuring excellence of all so that recognised and measurable learning outcomes are achieved by all, especially in literacy, numeracy and essential life skills.

Sarva Shiksha Abhiyan, the national programme to ensure free and compulsory education for all children. Other national initiatives include the programme of decentralised support to teachers at district, block and cluster levels, activities under National Literacy Mission, and special programmes for promotion of Early Childhood Care and Education, and Inclusive Education. It is within this framework that the following national goals, corresponding to the six Dakar Goals, have been drawn: (See Box 1.1)

- Integrated Child Development Services scheme is being universalised to cover all blocks of the country; Early Childhood Care and Education is an important component of the scheme (Goal 1)
- *Sarva Shiksha Abhiyan* (Education for All) launched in 2001 aims at providing eight years of quality education to all children in the age-group 6-14 by 2015.
- A comprehensive plan has been drawn for meeting the education needs of adolescents, specially girls and those from socially marginalised groups (Goal 3)
- National Literacy Mission aims at bridging gender and regional disparities in adult literacy levels (Goals 3 & 4) by achieving a 80 per cent literacy rate by 2011-2012.
- Special schemes are formulated for education of girls, apart from keeping focus on the needs of girls in general schemes (Goal No. 5) towards removal of gender disparities in primary schools (class I-V) by 2007 and elementary schools (I-VIII) by 2010; this will be accompanied by special provisions for girls at secondary and higher education levels along with a wide range of women development programmes with a view to achieving gender equality at all levels and sectors.

The 86th Constitutional Amendment Act 2002 made education a Fundamental Right for children in the age group of 6-14 years by specifying that "the State shall provide free and compulsory education to all children of the age of six to fourteen years in such manner as the State may, by law, determine". A Central legislation to operationalise the 'Right to Education' guaranteed by the Constitution is under the consideration of the Government to operationalised the constitutional commitment. This indeed has given a major fillip to the efforts for achieving the goals of EFA. Following the amendment, a major step was taken in 2004-05 to levy 2 per cent Education Cess earmarked for providing elementary education to all children in the age group 6-14. An additional one per cent cess is now being levied to finance the expansion of secondary education.

Sarva Shiksha Abhiyan (Education for All) launched in 2001 aims at providing eight years of quality education to all children in the age-group 6-14 by 2015

Achieving EFA goals is not merely a matter of enhanced funding. The country has a long struggle ahead to ensure universal provision of early childhood care and elementary education, substantive improvement in adult literacy rates, meeting the educational needs of the traditionally marginalised and excluded groups, and provide meaningful education and livelihood opportunities for adolescent and young people of the country. Changing demographics and faster economic growth provide the country a unique opportunity to move expeditiously towards the various EFA goals. The following paragraphs give a snapshot of recent developments with respect to different dimensions of EFA and highlight the priorities set for the next few years. A detailed assessment with respect to each EFA goal is presented in the subsequent chapters. The review of progress in the post-Dakar period broadly corresponds to the implementation of the tenth Five Year Development Plan in India stretched over 2002-03 to 2006-07.

Early Childhood Care and Education (ECCE)

Early Childhood Care and Education (ECCE) is a significant input to compensate for early environmental deprivations at home by providing a stimulating environment to the children. It provides the necessary maturational and experiential readiness to the child for meeting the demands of the primary curriculum, and also affects positively the enrolment and retention of girls in primary schools by providing substitute care facility for younger siblings. Envisaged as a holistic input fostering health, psychological and nutritional development, the policy emphasised the significance of making it play-based while cautioning against the danger of reducing it to the teaching of three R's i.e., reading, writing and arithmetic. The holistic and integrated concept of ECCE clearly represents this spirit.

Though programmes of early childhood care have been under implementation on a large scale through the Integrated Child Development Services Scheme (ICDS), efforts to integrate early childhood education into activities of these centres and to extend institutionalised educational facilities for children in the pre-school age group have begun during recent years. Pre-school education in urban areas is fairly wide spread, and is largely in the hands of the private sector without much supervision or support from the government. Considering the magnitude of resources needed to reach out to all children in this age group, the target set for the sector has been modest. It is envisaged that the network of early childhood centres would expand and cover children in the pre-school age group by the year 2012.

Elementary Education

Universalisation of elementary education (UEE) has been accepted as a national goal since 1950. The overall goal in this regard is to provide free and compulsory education of satisfactory quality to all children. It is significant to note that the National Policy on Education defines universal elementary education in a broad framework by changing the emphasis from enrolment to participation, retention and achievement.

Consequent to operationalisation of the *Sarva Shiksha Abhiyan*, access has improved significantly. The SSA has been supplemented by the Mid Day Meal scheme to encourage enrolment and retention. With the opening of more primary and upper primary schools based on systematic analysis of district data on access and availability since 2002, it has been possible to cover all the hitherto underserved districts with schooling facilities. Consequently, the number of habitations with a primary school within 1 km has risen to 98 per cent and those with an upper primary school within 3 km have increased to 86 per cent by 2005-06. Further, there are a large number of Education Guarantee Centres (EGS) in unserved areas at primary level. Some of the major developments in elementary education during the post-Dakar period could be summarised as follows:

a) *Reduction in the Number of Out of School Children:* From about 32 million in 2002-03, the number of *(non-enrolled)* out of school children had reduced to 7.05 million based on reports of States and UTs in March 2006.

b) *Decline in Gender Gaps:* The gender gap at the primary stage reduced from 5.5 percentage points in 2002-03 to 4.2 percentage points in 2005-06. At the upper primary stage this gap reduced from 10.7 percentage points to 8.8 percentage points.

The Gender Parity Index at the primary stage in 2005 was 0.95 and 0.88 for the upper primary stage.

c) *Bridging Social Disparity:* The share of Scheduled Caste students in total enrolment moved up to 20.72 per cent at the primary stage and 19.42 per cent at the upper primary stage. For Scheduled Tribe students, share in total enrolment moved up to 11.75 per cent at the primary stage in 2005-06 and 9.28 per cent at the upper primary stage.

d) *Reduction in Drop-out Rates:* The gross drop-out rate declined from 39.03 per cent in 2001-02 to 28.49 per cent in 2004-05. For girls, the decline in drop-out rate has been significant. During this period it declined from 39.88 per cent to 24.82 per cent – a decline of more than 15 percentage points. The drop-out rate for the entire elementary stage has however declined less rapidly by 4 percentage points at elementary stage.

Table 1.1: Progress in elementary education

Indicators	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06
No. of Elementary Schools	8,45,007	8,83,667	8,97,109	9,74,525	10,42,251	10,61,061
No. of Teachers in Elementary Schools (in million)	3.22	3.39	3.49	3.67	3.75	3.85
Enrolment in Lower Primary Schools – Classes 1-5 (in millions)	113.83	113.90	122.4	128.3	130.8	132
Enrolment in Upper Primary Schools – Classes 5-8 (in millions)	42.81	44.80	46.9	48.7	51.2	52.2
Enrolment in Elementary School Stage – Classes 1-8 (in millions)	156.64	158.70	169.3	177	182.0	184.2
Average Pupil Teacher Ratio at Elementary Stage	41	39	38	40	41	40

Sources: Selected Educational Statistics: (Various Years), MHRD, GOI, New Delhi; and Education in India, MHRD, GOI.

Table 1.2: Access facilities

	Fifth Survey 1986	Sixth Survey 1993	Seventh Survey 2002	Schools opened under the SSA (till 2006)
Proportion of Habitations having Primary Schools/ Sections within 1 km. (%)	83.83	83.36	86.96	98.0
Proportion of Habitations served by Upper Primary School Sections up to 3 km.	74	76.15	78.11	86.0

Despite significant progress in terms of provision of access to basic education, the number of children who regularly participate in schooling and complete the first cycle of education needs to be improved substantially, though there are wide disparities among different states. For instance, while almost all children enrolled in the initial classes of the primary school complete at least 4-5 years of schooling in the States of Kerala, Goa and Mizoram, the figures of school drop-out in certain other states, such as Bihar, Rajasthan, and Orissa continue to be very high. While the aim is to achieve universal retention by 2010, a major bottleneck in this direction has been the persistence of regional and sectional disparities.

However, efforts are underway to provide primary education to the hitherto unreached sections of the population.

Quality Education

Several policy and programme initiatives taken up in recent years, focus on quality improvement in school education. Apart from substantially enhancing allocations for physical and academic infrastructure necessary for effective schooling, a systematic exercise has been carried out to determine basic norms for provisioning – physical, human as well as academic, in each school. These norms act as the guiding principle for creating additional schooling facilities for primary education. The critical role of the teachers in ensuring quality education has also come into sharper focus. As in the case of infrastructure, the massive expansion of the system has influenced the quality of teachers and the support system available for guiding them in their work. One of the major policy interventions in the last decade is to make institutional arrangements at district and sub-district levels for in-service education of primary teachers. The emphasis is on decentralising the training arrangement and providing guidance and support to teachers on a continuous basis.

Adult Education and Literacy Programmes

NLM enables learners to imbibe values of national integration, conservation of the environment, women's equality and observance of small family norms. It also facilitates their participation in the development process

The goal of the National Literacy Mission (NLM) is to attain a sustainable literacy level of 80 per cent by 2011-2012. NLM aims at imparting functional literacy to non-literates in the age group 15-35, since this is the most productive age group. Recent estimates indicate that around two-third of India's population is below 35 years of age. NLM seeks to bring non-literates to a level of self-reliance in not only the three R's but also in terms of their life skills for survival and development. With this in view, NLM also provides facilities for skill development, to enable learners to improve their economic status and well-being. On the social learning dimension, NLM enables learners to imbibe values of national integration, conservation of the environment, women's equality and observance of small family norms. It also facilitates their participation in the development process. Functional literacy, encompassing all of the above, is the overall goal of NLM. A special programme has been launched targeting low female literacy districts. It is also proposed to expand the coverage of *Jan Shikshan Sansthans* (continuing education centres) to provide access to life skills programmes for neo-literates.

Setting Priorities at the National and State Levels

There have been a number of new initiatives in the last two decades to improve the access to and participation of children in elementary education as well as for improving the quality of education provided in the primary schools. *Sarva Shiksha Abhiyan,* which is being implemented by Government of India in partnership with the State Governments, and through district level decentralised management framework involving local bodies represents the continuation of these efforts.

Of the various targets set in the National Plan of Action for EFA (2002), considerable progress has been made with respect to several components; yet, some goals have remained elusive. The revised goals for the next Five years namely 2007-08 to 2011-12 have been set keeping this in view. (See Box 1.2)

Source: Eleventh Five Year Plan, 2007-2012, Volume II Social Sector, Planning Commission, GOI. 2008. p.13.

Sarva Shiksha Abhiyan would be reoriented in the next five-year period to meet the challenges of equity, retention, and quality education. This would require a strong 'rights' orientation within the programme. The legislation under the consideration of the Government should meet this need. Financial allocation would be enhanced keeping in view the need for continuity and sustainability of the interventions. With this in view, State Governments would be made active partners in mobilising resources. Specifically, the financing framework of SSA provided for a 75:25 sharing between Centre and the States during the Tenth Plan period (2002-03 to 2006-07). This pattern between Centre and States/UTs for SSA has been modified to 65:35 for the first two years of the Eleventh Plan (2007-08 to 2011-12), 60:40 for the third year, 55:45 for the fourth year, and 50:50 thereafter. The special dispensation for North Eastern States during 2005–06 and 2006–07 will continue for the Eleventh Plan whereby each of these States contributes only 10 per cent of the approved outlay as State share.

The restructuring of SSA will include training of all teachers, including para-teachers, standardisation of norms for civil works in a State, provisioning for one Cluster Resource Centre for every 10 schools, 10 CRCs per Block Resource Centre, and 5 resource teachers per block, there is no single teacher school and no multi-grade teaching. The curricula/syllabi will be revised following the National Curriculum Framework and the NCERT guidelines.

Field observations reveal that there is a lot of synergy between SSA and Mid-Day Meal (MDM) Scheme. Mid-Day Meal Scheme has been viewed not only to enhance the nutritional status but also as a mode of improving the participation of children in schooling. Further, it is viewed as part of a larger endeavour to adopt a "rights based approach" to meet the basic needs of children. The Constitution directs that *'children are given opportunities and facilities to develop in a healthy manner and in condition of freedom and dignity'.* Several initiatives have been taken from time to time to improve the scheme and experience has shown that the Mid-Day Meal Scheme has much to contribute to the well-being and future of children. Convergence with other development schemes and increased involvement of Panchayati Raj Institutions would help in bringing substantial improvements. With the delivery mechanism, implementation machinery and other contours of the scheme already in place, the scheme has been extended to the upper-primary stage since October 2007.

Mid-Day Meal Scheme has been viewed not only to enhance the nutritional status but also as a mode of improving the participation of children in schooling. Further, it is viewed as part of a larger endeavour to adopt a "rights based approach" to meet the basic needs of children

Literacy as a qualitative attribute of the population is one of the most important indicators of the socio-economic and political development of a society. It is a major component of human resource development and is thus basic to any programme of social and economic progress. Literacy efforts have also translated into positive social impacts like better health awareness, greater empowerment and greater success in Panchayat elections etc. However, gender disparities and regional disparities still continue which are being addressed in the Eleventh Plan. Special focus needs to be given to low literacy areas, tribal areas, north-eastern states, Muslim minorities, adolescents and disabled. It will necessitate revamping of the existing schemes, augmentation of infrastructure, convergence with other development programmes, involvement of Panchayati Raj Institutions, NGOs and academic institutions, so that mass mobilisation efforts can be made.

The education of adolescent age group, which according to 2001 census stood at 225.1 million persons i.e. 21.88 per cent of total population, needs special attention and providing relevant education to them is a very significant challenge. It is imperative that various schemes under Elementary Education, Secondary Education and NLM are made sufficiently accommodative to meet the challenges and social needs of adolescent education. Even though no physical targets have been kept in this regard, meeting the educational needs of adolescents and youth would be taken as a matter of high priority and special attention would be paid to this sector in the National Literacy Mission. This will complement efforts made by the Department of Youth Affairs.

> It is imperative that various schemes under Elementary Education, Secondary Education and NLM are made sufficiently accommodative to meet the challenges and social needs of adolescent education

Similarly the goal of achieving gender equality will be pursued as a joint effort of SSA, NLM and the Department of Women and Child Development. The goal of universalising access to ECCE facilities would be a joint effort under SSA and ICDS. In fact, creating convergence of action at the field level among various implementing agencies would be a major focus in the next few years.

As noted earlier, a National Curriculum Framework (NCF) was developed by NCERT in 2005 involving a series of national consultations among experts and practitioners. Textbooks and other learning material based on the NCF are being introduced in the schools. The next few years would focus on (a) helping State level authorities to adapt the NCF and develop suitable teaching-learning material; and (b) to orient teachers to adopt child-centred pedagogic practices as enunciated in the NCF.

Teachers are at the heart of the education system. Teacher shortages, para teachers, single teacher schools, multi-age/grade schools which characterise much of the existing school system reveal several systemic gaps. Given the emphasis being laid on improving the girls' enrolment, which is critically dependent upon the presence of female teachers, the existing gender gap of more than 10 per cent in recruitment of teachers would be given special attention. Teacher Education programmes need to be upgraded in terms of its academic organisation, relevance and professional skills. Convergence between school curriculum and education of teachers as indicated in revised draft Curriculum Framework for Teacher's Education should be emphasised. There is an urgent need for States to intervene to support and enrich existing State supported institutions for teacher education and increase their number in remote and backward locations. Simultaneously, efforts have to be made to upgrade the elementary teacher education programme by

enhancing its status in the academic hierarchy and creating appropriate linkages with the higher education system. NGOs can also make a substantive contribution in these areas.

Recently, the report of Sachar Committee on Social, Economic and Educational status of the Muslim Community of India has among other things pointed out deficiencies in the availability of educational opportunities for certain socio-religious communities. In view of this, the focus of action would be to put in place a growth strategy that promotes social justice, inclusiveness and equity. Creating an environment of equal opportunities for all citizens would guide the process.

Various initiatives have been taken up at different points of time in each State and UT under DPEP and SSA for curriculum and textbook renewal, development of workbooks and a variety of teacher training programmes. Experience in reform of student evaluation systems is nascent. Some States have implemented campaigns for learning enhancement under various names. There are a variety of learning enhancement programmes (Andhra Pradesh, Assam, Gujarat, Maharashtra, Karnataka, Orissa, to name only a few) that include student assessment, a short-term intervention and a post-intervention assessment. In most cases there has been a measurable increase in the learning levels of students through such short-term interventions. There is a need to position such short-term interventions within an overall policy and strategy for quality improvement. The focus would therefore be on upgrading teacher competence, setting performance standards, attempting to change classroom processes that could take into account diverse backgrounds and learning strengths of children, reform of regular students' assessment in the classroom etc. This would also mean that effective coordination between SSA, SCERTs, DIETs, Boards of Education etc. be ensured so that a common vision and orientation encompasses all segments of the school education structure and more so that all elements of academic reform processes are included – curriculum, syllabus, textbooks, supplementary material, pre-service and in-service teacher training, classroom processes, student assessment systems, academic support infrastructure, and school/learning outcomes monitoring systems. The State and UT governments would be encouraged to develop medium-to-long-term vision and strategies for quality improvement and interventions in all aspects and levels of education.

The focus of action would be to put in place a growth strategy that promotes social justice, inclusiveness and equity. Creating an environment of equal opportunities for all citizens would guide the process

Early Childhood Care and Education

An Enabling Policy Framework

The Constitution of India specifies that *the State shall endeavour to provide Early Childhood Care and Education for all children until they complete the age of six years.* Child development and education are concurrent subjects, which implies that the responsibility for delivery of ECCE is shared by the Central and State Governments. The *National Policy on Education (1986)* viewed ECCE as "an integral input in the human resource strategy, a feeder and support programme for primary education and a support service for working women". This broadened perspective continues to guide policies and programmes for ECCE in the country.

India also ratified *Convention on Rights of the Child* (CRC) in 1992 and reaffirmed its commitment to children, which resulted in formulation of a *National Charter for Children*. In further pursuance of the commitment to CRC a *National Commission for the Protection of Child Rights* has been set up providing a statutory institutional mechanism for safeguarding the rights of children and creating a legal remedial framework for the purpose.

ECCE Initiatives

ECCE provisions in India are available through three channels – government, private and non-governmental. However, if one considers the size and nature of the service provided, it is quite clear that government is the largest provider of ECCE services in the country. While several NGOs conduct small scale innovative programmes reaching the disadvantaged, government sponsored programmes are largely directed towards the disadvantaged communities, particularly those residing in rural areas. There are as many as 130 programmes, under the auspices of various Departments and Ministries, which focus on development of children in the age group of 0-6 years. Some of the prominent ones are discussed below.

Integrated Child Development Services (ICDS)

Following the adoption of the National Policy for Children, Government of India initiated the programme of Integrated Child Development Services Scheme (ICDS) on a pilot basis in 1975. Over the last three decades, this programme has emerged as a major national strategy for promoting holistic early childhood development in the country.

The basic premise of the programme, which is centrally sponsored and state administered as a nationwide initiative, revolves around the conviction that early childhood education and care are inseparable issues and must be considered in an integrated framework. The programme includes delivery of an integrated package of minimum basic services – Health Care (Immunisation, Referrals, Nutrition and Health Education), Supplementary Nutritional Nourishment and Early Childhood Nurturance together contributing to improvement in nutrition and health status of children below 6 years, reducing incidence

The Government of India initiated the programme of Integrated Child Development Services Scheme (ICDS) on a pilot basis in 1975. It has emerged as a major national strategy for promoting holistic early childhood development in the country

of mortality, morbidity, malnutrition and school drop-outs. The programme also focuses on achieving effective coordination and convergence among various partners: Enhancing mothers' capabilities for looking after the care, nutritional and developmental needs of children, development of school readiness competencies and various others psycho-social domains among children.

Beginning with 33 Projects in 1975, ICDS has grown multifold in size consisting of 6284 projects in 2007 covering all 35 States and Union Territories in the country. Each Project covers a Block, which is the smallest administrative unit. In February 2008, 6068 projects were operational with 1,010,912 *Anganwadi* Centres (AWCs) providing early childhood care and education services. The number of children (in the age group 3-6 years) attending pre-school education activities under ICDS have been continuously increasing, from about 17 million in 2002 to 27 million in 2006 and 30 million by 2007. Besides this, nearly 35 million children in the age group of 6 months to 3 years are receiving various psycho-social and stimulation inputs and approximately 14.5 million pregnant and lactating mothers are being benefited from different care and supplementary nutritional support under the programme.[1]

Keeping this in view, ICDS has been identified as a flagship programme of the Government of India and as the major vehicle for achieving the EFA goal concerning early childhood education.

Impact assessment of the ICDS indicates a positive effect on reduction in Infant Mortality Rate (IMR), increase in immunisation coverage, improvement in nutritional status of children and their continuation into primary school besides developing various psycho-social and cognitive competencies among them.[2] (See Box 2.1)

Rajiv Gandhi National Crèche Scheme

Keeping in view the need for an effective and expanded scheme for childcare facilities, the Rajiv Gandhi National Crèche Scheme was launched for the children of working mothers. Under this new initiative, crèches are allocated to various States on the basis of the proportion of child population. Uncovered districts and tribal areas are given highest priority so as to ensure balanced regional coverage. Services under the Scheme include not only child care, but also provision of pre-school education. A total of 22,038 crèches were functioning in the country in 2006. Training support for the programme is provided by the National Institute for Public Cooperation and Child Development. In addition, training support for crèche workers is also provided by three national level organisations, namely, Central Social Welfare Board, Indian Council for Child Welfare and *Bharatiya Adim Jati Sevak Sangha*.

Early Childhood Education through Formal Schools

Under *Sarva Shiksha Abhiyan*, which is the major national initiative for achieving universal elementary education, provisions have been made for greater convergence of pre-school

ICDS indicates a positive effect on reduction in Infant Mortality Rate (IMR), increase in immunisation coverage, improvement in nutritional status of children and their continuation into primary school

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[1] www.wcd.nic.in
[2] NIPCCD 1992, NCAER 2003, NIPCCD, 2005

education initiatives, especially of ICDS, with that of primary schooling. In addition, pre-school centres have been set up in uncovered areas. In order to promote innovative practices in early childhood education, SSA has created an 'innovation fund' for each district. Also, additional provisions have been made under the National Programme for

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Box: 2.1

Main Services Provided Under ICDS

The ICDS programme seeks to provide a package of *integrated services* focused on children under the age of six. The main services are;

A. Nutrition

1. Supplementary Nutrition (SNP): The nutrition component varies from state to state but usually consists of a hot meal cooked at the *anganwadi,* based on a mix of pulses, cereals, oil, vegetable, sugar, iodised salt etc. Sometimes, take home rations are provided to children under age three years.
2. Growth Monitoring and Promotion: Children under three are weighed once a month, to keep a check on their health and nutrition status. Elder children are weighed once a quarter. Growth charts are kept to detect growth faltering.
3. Nutrition and Health Education: The aim of NHE is to help women aged 15-45 years to look after their own health and nutrition needs, as well as those of their children and families. NHE is imparted through counseling sessions, home visits, and demonstrations. It covers issues such as infant feeding, family planning, sanitation, utilisation of health services etc.

B. Health

4. Immunisation: Children under six are immunised against polio, DPT (diphtheria, pertussis, and tetanus), measles, and tuberculosis, while pregnant women are immunised against tetanus. This is a joint responsibility of ICDS and the Health department. The main role of the AWW is to assist health staff (such as ANMs) to maintain records, motivate the parents, and organise the immunisation sessions.
5. Health Services: A range of health services are supposed to be provided through the AWW including health checkups of children under six, ante-natal of expectant mothers,, post-natal care of nursing mothers, recording of weight, management of under nutrition, and treatment of minor ailments.
6. Referral Services: This service attempts to link sick or under nourished children, those with disabilities and other children requiring medical attention with the public health care system. Cases like these are referred by the AWW to the medical officers of the Primary Health Centres .

C. Pre-School Education:

The aim of this component is to provide a learning environment to children aged 3-6 years, and early care and stimulation for children under age of three. Pre-school education is imparted through the medium of *play* to promote social, emotional, cognitive, physical and aesthetic development of the child as well as to prepare him or her for primary schooling.

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Education of Girls at Elementary Level (NPEGEL) for opening of more ECCE centres at the cluster level so as to facilitate participation of girls in elementary education.

There are a large number of pre-school centres attached to primary/elementary, secondary and higher secondary schools. According to the analytical report of 2004-05 brought out by National University of Educational Planning and Administration (NUEPA) titled 'Elementary Education in India: Progress towards Universalisation of Elementary Education", 17.93 per cent of primary schools have attached pre-primary sections. Schools located in urban areas (23.94%) have more such schools than those located in rural areas (17.34%). Further, pre-primary sections are attached to 24.25 per cent of elementary schools and 45.30 per cent of integrated higher secondary schools. As in case of primary schools, wide variation is noticed in proportion of such types of schools located in rural and urban areas, with schools located in urban areas having higher proportion as compared to rural areas. (See Table 2.1)

Table 2.1: Percentage of Schools having Attached Pre-Primary Sections, 2003 to 2005

School Category	All Areas			Rural Areas			Urban Areas		
	2003	**2004**	**2005**	**2003**	**2004**	**2005**	**2003**	**2004**	**2005**
Primary Only	14.27	15.32	17.93	14.00	14.82	17.34	17.25	20.58	23.94
Primary with Upper Primary	23.21	22.38	24.25	20.92	19.57	21.03	34.39	34.82	38.61
Primary with Upper Primary & Secondary/ Hr Secondary	39.84	42.40	45.30	29.50	31.35	27.66	55.23	58.82	56.07

Source: Elementary Education in India. Analytical Report.2004-05. National University of Educational Planning and Administration. p 72.

In general, the share of pre-school children in the total of all school going children is relatively small. (See Table 2.2 and 2.3) There are, of course, variations between urban and rural areas; it is slightly higher for urban areas as compared to rural areas. (10.02% to 7.38% in 2005) Similarly, it is comparatively low in case of schools managed by Government (7.32%) against 10.06 per cent in Privately managed schools. Yet, one observes that the share is increasing, from 2.66 per cent in 2003 to 5.82 in 2004 and 7.69 in 2005, indicating that the children covered at the pre-school stage is consistently improving. In particular, number of primary schools with attached pre-primary sections are much higher under private managements (33.22%) compared to 16.42 per cent of such schools under Government management.

Table 2.2: Share of Enrolment in Pre-Primary Classes to Total Enrolment, 2003 to 2005

School Category	All Areas			Rural Areas			Urban Areas		
	2003	**2004**	**2005**	**2003**	**2004**	**2005**	**2003**	**2004**	**2005**
Primary Only	2.66	5.82	7.69	9.04	5.44	7.38	11.12	8.68	10.02
Primary with Upper Primary	8.89	7.16	7.70	7.98	6.45	6.77	12.45	9.37	10.81
Primary with Upper Primary & Secondary/ Hr Secondary	18.72	16.22	17.04	15.55	13.06	15.06	21.52	19.30	18.95

Source: Elementary Education in India. Analytical Report.2004-05. National University of Educational Planning and Administration. pp 115.

Table 2.3: Share of Enrolment in Pre-Primary Classes to Total Enrolment by Managements, 2003 to 2005

School Category	School Management		
	All Managements	**Government Managements**	**Private Managements**
Primary Only			
2004	5.82	5.47	8.14
2005	7.69	7.32	10.06
Primary with Upper Primary			
2004	7.16	5.56	11.82
2005	7.70	5.60	13.91
Primary with Upper Primary & Secondary /Hr Secondary			
2004	16.22	10.87	18.86
2005	17.04	12.16	19.14

Source: Elementary Education in India. Analytical Report.2004-05. National University of Educational Planning and Administration. pp115.

Table 2.4: Enrolment of Young Children (3-6 Years). Under Various Initiatives of Balwadi/*Anganwadi* or in Pre-Primary Sections Attached to Schools

Proportion of children in Pre-Schools (%)						
Age	**In Balwadi or *Anganwadi***	**In School**			**Not Going Anywhere**	**Total**
		Govt.	**Private**	**Other**		
3 All	59.9	1.6			38.6	100
4 All	68.6	4.1			27.3	100
5 All	38.4	32.7	12.7	1.2	15.1	100
6 All	3.4	68.6	19.8	1.9	6.3	100

Source: Annual Status of Education Report (Rural). Pratham Resource Centre. 2006. pp 32.

Voluntary and Corporate Initiatives

The ECCE services provided by voluntary and non-governmental organisations, even though small in size plays a vital role as they essentially target children of socially and economically backward areas. These organisations primarily work with special communities in difficult circumstances like tribal people, migrant labourers, slum dwellers and the rural poor living in difficult contexts. They run crèches and ECCE centres by mobilising local resources. Some NGOs also run mobile crèches, which move along with the construction labour from one site to another. Although the effectiveness of these programmes has not been systematically documented, children who attend them are more likely to move on to primary schools and parents have generally reported positive outcomes.[3] Some of the

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[3] Swaminathan, 1998

NGO's designed programmes (such as those run by Ruchika, SEWA, *Nutan Bal Sangha,* etc.) have also demonstrated successful methodologies for meeting child care needs of diverse communities. These organisations are largely funded by the Government, National and International Aid Agencies. In addition to these, some universities also have Laboratory Nursery Schools attached to them, particularly to Departments of Child Development. The curriculum in these pre-schools is generally more innovative and developmentally appropriate. Various religious groups also run some pre-schools, some of which are fairly competitive with the pre-schools in the private sector.

Private Initiatives

Private initiative here refers to fee charging establishments that provide ECCE, particularly pre-primary education. In India, as elsewhere, ECCE falls in a dual track mode involving both public and private providers.[4] While the Government-run ICDS caters to children from disadvantaged communities, private initiatives are largely targeted towards children of higher socio-economic strata. The latter kinds of schools essentially impart pre-school education through nurseries, kindergarten and pre-primary classes in private schools. Though exact figures are not available, it is estimated that about 10 million children receive ECCE from privately run programmes.[5] A study in the state of Tamil Nadu showed that even parents from low-income communities in urban areas have begun to seek private pre-schools for their children.[6] The main motivation seems to be that once admitted at this level, they could continue to complete quality schooling moving up through different classes. A Committee appointed by Government of India on ECCE also reports that socially and economically upward mobile families are often fleeing from public initiatives towards locally available alternative, so-called English medium schools. In the absence of any system of regulation or even registration at the ECCE stage, the quality of care and education offered by these institutions is very uneven. Some of these pre-schools are more 'teaching shops' that do not respect the developmental norms of children. In some cases the curriculum adopted can often be counter productive to children's development and may even be described as 'miseducation'.[7]

While the Government-run ICDS caters to children from disadvantaged communities, private initiatives are largely targeted towards children of higher socio-economic strata

Current Enrolment, Gaps and Projections for the Next Five Years

Under public initiatives, the enrolment figure, which was 15 per cent of the 3-6 years old children in 1989-90, improved to 19.6 per cent in 1996-97; and is currently only 20.95 per cent. As far as Gross Enrolment Ratio for ECE is concerned, it was estimated to be 10.33 per cent in 1990 and grew to 16.9 per cent 1997-98.[8]

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[4] Swaminathan, 1993, 1998
[5] Sharma, 1998
[6] M.S.Swaminathan Research Foundation, 2000
[7] Kaul, 1998
[8] ECCE in India- An Overview, MHRD, GOI, 2003

Table 2.5: Coverage under Various Initiatives Concerning ECCE

Programmes	Number of Centres	Coverage
ICDS	10,48,762*	55 million (children aged 6 months to 6 years)
Rajiv Gandhi National Crèche Scheme for the Children of Working Mothers	30,902**	0.77 million
Pre-Primary School***	38,533	(1, 94,000) approximately 0.02 million
NGO Services for ECCE		Varying from 3-20 million****
Private Initiatives		10 million approximately (2005)****

*Annual Report of Ministry of Women and Child Development (as on 14th Feb, 2007). ** Annual Report Ministry of Women and Child Development (as on 31st Jan, 2007). ***Early Childhood Care and Education – An Overview (Ministry of HRD, 2003). **** Report of the National Focus Group on ECE appointed by NCERT under initiative of National Curriculum Framework Review, 2005.

As per census 2001, the country has approximately 60 million children in the age group of 3-6 years. Of these, the estimated coverage by pre-schooling initiatives under ICDS and other private initiatives amounted to nearly 34 million children. This leaves around 26 million children totally outside the purview of any institutional support system during the age 3-6. This number does not include innovative initiatives in the NGO sector, which in any case would not be very large. Thus, the gap between the number of pre-school children and absorption capacity of the available pre-school services seems to be very large.

Further, as per estimate of technical groups on population projections, pre-school education services will have to be provided for 70 million children by the end of 2011 (the near end period of Eleventh Five Year Plan) and 73 million children by 2016 (or the near end period of Twelfth Five Year Plan).

Table 2.6: Pre-School Age Population Projection

	2006		2011		2016	
Age	Numbers	%	Numbers	%	Numbers	%
3-5 Years*	63.731	5.82	70.034	5.94	72.498	5.74

* Pre-School age
Source: Census of India: Population Projections for India and States, 1996 to 2016
Registrar General, India for figures from 2001 onwards

The magnitude of the task and the variety of challenges involved demands an innovative response combining government and private efforts in a synergic fashion.

Uncovered and unreached children of ECCE are found in both rural and urban areas. While in rural areas, they are located in isolated and remote hamlets, dalit hamlets and settlements, seasonal migrants, road side workers, construction and quarry workers, fishing hamlets, in urban areas, they may be broadly identified as those living on pavements, unauthorised settlements, small slums, construction workers, temporary/seasonal workers, rural migrants, itinerants etc. Children living in difficult circumstances like children of long term patients, children with special needs and children of sex workers, women prisoners, riot and disaster affected, refugees and displaced, orphanages and founding homes, militancy affected children may also be defined as uncovered and unreached children for ECCE.

Expansion of ECCE Initiatives under Eleventh Five Year Plan

In order to extend the benefits of ECCE to presently uncovered, unreached and projected population of 3-6 year age group for the next one decade, the Sub Group Report on ECCE for Eleventh Five Year Plan has strongly recommended to come out with contextually suited, locally relevant innovative strategies and approaches and also strengthening of resources being required to fill this huge gap. In order to do so, setting of one ECCE centre for a group of about 25 children within accessible distance from the home of the child has been recommended. The sub group report on ECCE has further recommended that the home based model of ECCE tried out by NCERT some time back, needs to be encouraged and experimented with in far flung and smaller community helmets, scattered population, areas affected by floods and other disasters and especially in tribal and hilly zones. Support for various forms of mobile services/crèches (crèches in flexi time, flexi space, transitory/ temporary, mini AWCs) may also be enhanced for this purpose. Schemes would be made flexible enough to allow new and different institutions (labour unions, Self Help Groups, Community Based Organisations, etc) to run crèches, with funding on a per child norm and freedom to develop their own programmes, along with a support system including monitoring and guidance. However, before implementing these innovative strategies, considerable emphasis would be placed on designing proper teacher education inputs in contextually relevant situations. Resources of District Institute of Education and Training (DIETs), Block Resource Centres (BRCs) and Cluster Resource Centres (CRCs) should be concomitantly strengthened and utilised for this purpose. Further, these strategies ought to be linked with the primary schooling system either by way of locating ECCE centres in close proximity to local primary schools or close to peripheral feeder schools.

According to NSSO 55th Round Survey, 1999 to 2000, there are around 106 million women in the work force, out of which 40-45 per cent are in the reproductive age group. Day care support services are an essential requirement for these women. The total number of operational crèches, though have increased to 22038 (31st March, 2006), keeping in view the enormous number of ECCE children, the number of crèches seems to be quite inadequate. Though crèches are mandated by law also in different areas like mines, plantations, factories, salt and dolomite mines, cigar making units, sites engaging contract labour, inter-state migrant labour and construction sites, in practice, very few crèches are being run around these activities. Further, the crèches being run are invariably in very bad shape. Keeping this in view, the sub group on ECCE for the Eleventh Five Year Plan has recommended that the existing crèche facilities be expanded exponentially with shared liability of Government and the employer. As far as the ICDS based crèche facilities are concerned, the report recommends that there is a need to convert the *Anganwadi* centres into *Anganwadi*-cum-crèches.*

The Report of the Working Group on Development of Children in the Eleventh Five Year Plan recommends the strengthening of and full coverage of ICDS services as the main focus in the coming years. Following this, the Government has envisaged that attempts will be made to universalise the ICDS scheme to provide a functional *Anganwadi* in every settlement and to ensure full coverage of all children under ICDS. District plans of action for child development are proposed to be made, following SSA framework, so as to reach out to every habitation and to address coverage gaps between child population and those registered. Further, upgradation of AWCs into AWCs-cum-crèches for meeting the pressing

The Report of the Working Group on Development of Children in the Eleventh Five Year Plan recommends the strengthening of and full coverage of ICDS services as the main focus in the coming years

*See Annexure I

needs for child day care and due attention to younger children is also proposed to be taken up selectively on a pilot basis. The challenge in expanding the ICDS in uncovered areas may not only be to ensure inclusion of the most marginalised and poorest community groups, including thinly scattered habitations in hilly/forest/desert areas, but also to ensure better inclusion of unreached SC/ST/minority/migrant population/children with disabilities and urban poor groups.

Estimates of Public/Community Efforts Envisaged for Achieving the Targets

The estimated expenditure as proposed by the Ministry of Women and Child Welfare for strengthening and universalising the ICDS and ECCE services and for achieving the targets works out to be approximately Rs. 430073.6 million for the next five years. The major expenditure under ICDS includes requirements of funds for meeting operational cost of ICDS projects, district and state level ICDS cells, funds for opening of mini AWCs in very small habitations, carrying out activities of monitoring and evaluation and civil works. Similarly, for strengthening ECCE initiatives, the major expenditure as proposed includes establishment of ECCE resource centre, appointment of additional AWW for pre-school education activities, advocacy and awareness and establishment of training institutions and strengthening other training initiatives.

Table 2.7: Summary of Proposed Financial Allocations for Children in the Eleventh Five Year Plan

Item	Proposed Budget (Rs in millions)					
	Year 1	Year 2	Year 3	Year 4	Year 5	Total
ICDS and Nutrition	79393.5	86593.5	85053.6	84053.6	84053.6	419148.1
Early Childhood Education	745.5	1465.5	2185.5	2905.5	3625.5	10925.5
Total	80139.0	88059.0	87239.1	86955.5	87675.5	430073.6

Source: Report of Working Group on Development of Children for the Eleventh Five Year Plan (2007-2012). Ministry of Women and Child Development, Government of India. pp. 211

In order to introduce Public Private Partnership (PPP), it has been further recommended in the report of the Working Group on Development of Children for the Eleventh Five Year Plan to create a public trust under the control and supervision of the Government. The proposed trust would have representatives of business, industry and trade so as to seek generous donations for the trust. The tax relief assistance is also proposed for the amount contributed to the said trust. It has been further envisaged in the report that the unit cost of setting up an AWC and running it for a year can be worked out and the cooperation of business, industry and trade can be sought to bear the expenses of as many *Anganwadis* as possible to be set up in new areas. In addition to the above, the corporate and private sector undertakings would be encouraged to support the ICDS programme in individual States/UTs, especially for constructing buildings, sponsoring children with malnutrition under grade III and IV, children with disabilities and for improving the service delivery of ICDS, by giving full income tax exemption for contributions of Rs. 10,000 and above to the AWCs. It has been also recommended in the report that locally relevant effective Public-Private and Community Partnership initiatives would be piloted for better project outcomes.

In order to introduce Public Private Partnership (PPP), it has been recommended in the report of the Working Group on Development of Children for the Eleventh Five Year Plan to create a public trust under the control and supervision of the Government

Universal Elementary Education

Overview of Progress Towards Universal Elementary Education

Elementary education in India is defined as education from classes I to VIII, and broadly covers children from the age of 6 to 14 years. It is further divided into two sub stages: primary and upper primary education. Primary education lasts up to class V and covers children in the 6-11 age group. Upper primary covers classes VI to VIII and includes children in the 11-14 age group. However, some states have primary schooling up to class IV and upper primary up to class VII only.

Universalisation of Elementary Education has been a national goal since Independence. Policies formulated to achieve this goal have been strengthened with the amendment to the Constitution of India in 2002, to make elementary education a fundamental right of every citizen. In the last five decades, the number of primary schools increased over three fold, from 2,10,000 in 1950-51 to 7,72,568 in 2005-06. During the same period, upper primary schools increased from 13,600 to 206,269. The enrolment of children in schools also increased substantially during this period. In fact, between 1990-91 and 2000-01, 17 million more children got enrolled in lower primary schools taking the total enrolment from 97 million to 114 million during this period.

Universal Access

The basic requirement for achieving universal education is to ensure that all children have access to a primary school within a reasonable distance. The norm followed in India is to ensure the availability of primary and upper primary schools within a distance of 1 km and 3 km respectively from the habitation in which they reside.

Growth in Number of Schools

The total number of schools at primary level increased from 6,41,695 in 1999-2000 to 7,72,568 in 2005-06. Similarly, for upper primary level it increased from 1,98,004 to 2,88,493 during that period (Table 3.1). The growth of upper primary schools is due to an increased completion rate at lower primary schools as also due to the conscious policy of the Government to provide one upper primary school/section for every two lower primary schools.

Management of Schools

Government and local bodies run more than 90 per cent primary schools. The contribution of private agencies has been small, but is increasing over the years. The percentage of government-aided primary schools has been slowly decreasing over the years while the percentage of unaided schools has been increasing. Even at the upper primary level Government continues to be the main provider, with around 41 per cent of the schools under local bodies and 29 per cent belonging to private managements receiving financial aid from Government. Around 30 per cent schools are fully managed and financed privately at the upper primary stage. (Figure 3.1)

> The basic requirement for achieving universal education is to ensure that all children have access to a primary school within a reasonable distance

Table 3.1: Growth of Educational Institutions since 1999

Year	Primary Schools	Upper Primary Schools	Ratio of Primary to Upper Primary Schools
1999-2000	6,41,695	1,98,004	3.2
2000-2001	6,38,738	2,06,269	3.1
2001-2002	6,64,041	2,19,626	3.0
2002-2003	6,51,382	2,45,274	2.7
2003-2004	7,12,239	2,62,286	2.7
2004-2005	7,67,520	2,74,731	2.7
2005-2006	7,72,568	2,88,493	2.7

Source: Selected Educational Statistics, Various Years, MHRD. (Provisional)

Figure 3.1: Number of Lower and Upper primary Schools by Management Type
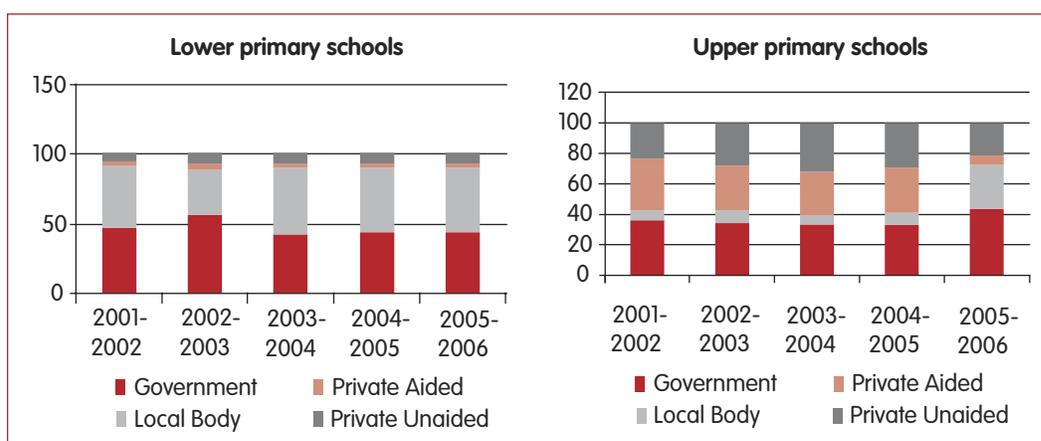
Source: Selected Educational Statistics, 2005-06, MHRD. (Provisional)

Universal Enrolment

Between 1999-2000 and 2005-06, enrolment in elementary education increased substantially, especially at upper primary stage. The annual increase in enrolment at primary stage was 3.2 per cent; for upper primary the increase was 3.9 per cent. Both in primary and upper primary stages, the proportionate increase in girls' enrolment were higher than that of boys'. In primary classes, the annual growth rate for boys was 1.7 per cent, while it was significantly higher at 5.2 per cent for girls. Similarly for upper primary, the increase in boys' enrolment was at the rate of 2.2 per cent per year, while it was 6.5 per cent for girls.

Table 3.2: Gross Enrolment Ratio 2000 to 2006

Year	Primary I-V (6-11 years)			Elementary I-VIII (6-14 years)		
	Boys	Girls	Total	Boys	Girls	Total
2000-01	104.9	85.9	95.7	90.3	72.4	81.6
2001-02	105.3	86.9	96.3	90.7	73.6	82.4
2002-03	97.5	93.1	95.3	85.4	79.3	82.5
2003-04	100.6	95.6	98.2	87.9	81.4	84.8
2004-05	110.7	104.7	107.8	96.7	89.9	93.5
2005-06	112.8	105.7	109.4	98.5	91	94.9

Source: Selected Educational Statistics: 2005-06 MHRD, GOI, New Delhi, 2008. (Provisional)

At primary level, enrolment increased from 95.7 per cent in 2000-01, to 109.4 per cent in 2005-06. For upper primary, the corresponding figures were 58.6 per cent and 71.2 per cent, respectively.

Girl's Enrolment

Gender Parity Index (GPI) and proportion of girls' enrolment in primary and upper primary classes, computed for the period 2000-01 to 2004-05, indicates consistent improvement. The GPI increased from 0.80 in 2000-01 to 0.93 in 2004-05.

Enrolment of SC, ST and Other Social Groups

The share of SC and ST enrolment in the total enrolment at elementary level reveals no significant change between 2000-01 and 2005-06 (Table 3.3). Nevertheless, the participation level of girls shows an increase in both the social groups. Data given in Tables 3.3 and 3.4 shows that the participation level of the socially marginalised groups, in particular, SCs, STs and Muslim minority groups is still quite unsatisfactory. The Eleventh Five Year Plan operations, therefore, aim at intensifying focus on blocks and districts with high population concentration of these groups.

Table 3.3: Gross Enrolment Ratio (GER) by Social Groups

Year	GER of Scheduled Castes (SC)			GER of Scheduled Tribes (ST)		
	Boys	Girls	Total	Boys	Girls	Total
2000-01	97.3	75.5	86.8	102.5	73.5	88.0
2001-02	95.7	74.6	85.5	99.8	77.3	88.9
2002-03	87.1	74.4	81.1	86.7	73.9	80.5
2003-04	89.0	77.15	83.35	90.58	81.1	86.1
2004-05	106.5	90.3	98.8	108.5	95.8	102.4
2005-06	109.5	93.7	101.9	112.0	101.3	106.8

Source: Selected Educational Statistics: 2005-06 MHRD, GOI, New Delhi, 2008. (Provisional)

Table 3.4: Distribution of Literates (%) by Education Level among Muslims

		Literate	Literate without education level	Below Primary	Primary	Middle	Secondary	Higher Sec. below graduate	Graduate and above
All areas	All	100	3.6	25.8	26.2	16.1	14.1	7.5	6.7
	Muslim	100	4.5	31.9	29.0	15.1	11.0	4.9	3.6
Rural	All	100	4.0	30.4	28.3	16.2	12.1	5.5	3.4
	Muslim	100	5.2	37.5	28.9	14.5	8.7	3.2	2.0
Urban	All	100	2.7	17.5	22.3	15.8	17.7	11.0	12.8
	Muslim	100	3.6	24.6	29.0	16.0	13.9	7.2	5.6

Source: Census 2001

Share of Disabled Children in Enrolments

About 1.62 million disabled children are enrolled in elementary classes across the country, of which 1.24 million are in primary and 0.38 million in upper primary classes (Table 3.5). Since 2002-03 the enrolment of disabled children has increased by 65 per cent. Overall, the percentage of children with disability, at primary stage, is 0.99 and at upper primary stage 0.87 of the total enrolment in these classes. The GPI is 0.71 in primary and 0.67 in upper primary classes among disabled children. This indicates that much greater attention is needed to bring all girls in this category into the fold of regular primary schools.

Table 3.5: Enrolment of Children with Disability: 2002-03 to 2005-06

Grades	All Areas			Rural Areas			Urban Areas		
	Girls	Total	GPI*	Girls	Total	GPI	Girls	Total	GPI
2002-03									
I-V	3,11,024	7,81,314	0.66	2,70,569	6,84,054	0.65	36,786	88,868	0.71
VI-VII/VIII	75,554	1,99,850	0.61	58,396	1,58,366	0.58	16,164	39,028	0.71
I-VII/VIII	3,86,578	9,81,164	0.65	3,28,965	8,42,420	0.64	52,950	1,27,896	0.71
2003-04									
I-V	5,58,481	13,46,186	0.71	4,91,903	11,87,677	0.71	64,807	15,413	0.73
VI-VII/VIII	1,61,655	4,12,297	0.64	1,30,961	3,41,577	0.62	30,368	69,668	0.77
I-VII/VIII	7,20,136	17,58,483	0.69	6,22,864	15,29,254	0.69	95,175	2,23,791	0.74
2004-05									
I-V	4,10,860	10,17,392	0.68	3,57,482	8,92,191	0.67	52,766	1,23,612	0.74
VI-VII/VIII	1,58,600	3,81,951	0.71	1,02,314	2,60,260	0.65	56,044	1,21,144	0.86
I-VII/VIII	5,69,460	13,99,343	0.69	4,59,796	11,52,451	0.66	1,08,810	2,44,756	0.80
2005-06									
I-V	5,12,993	12,36,891	0.71	4,48,097	10,82,624	0.71	64,611	1,53,560	0.73
VI-VII/VIII	1,52,684	3,79,965	0.67	1,20,026	3,04,078	0.65	32,568	75,653	0.76
I-VII/VIII	6,65,677	16,16,856	0.70	5,68,123	13,86,702	0.69	97,179	2,29,213	0.74

Source: Elementary Education in India. Analytical Report. 2006-07. National University of Educational Planning and Administration.

Universal Access and Retention

The country has made significant progress towards achieving the goal of universal access. Over 87 per cent habitations have access to primary and 78 per cent to upper primary schooling facilities within 1 km and 3 km. Between 2002-03 and 2006-07, an additional 133,928 primary schools and 100,788 upper primary schools were opened in different parts of the country, increasing the primary school access to 98 per cent and upper primary access to 86 per cent. However, it is equally important to assess the extent to which children who join school stay through the full cycle of education.

Drop-out Rate

The most important indicator for measuring the capacity of the system to retain children and ensure their progression through the grades is the 'drop-out rate'. In a strictly accurate

sense, drop-out rate should be computed using cohort analysis with data for successive years. In the absence of precise data, official figures on drop-out make an approximate estimate of children who drop-out without completing the cycle. SSA specifies reduction of drop-out rates by 5 percentage points each year as a benchmark outcome indicator.

Drop-out rates have decreased from 40.7 per cent in 2000-01 to 25.47 per cent in 2005-2006 in primary classes. The corresponding figure for elementary classes is 53.7 per cent for 2000-01 and 48.71 per cent for 2005-2006. Similarly, the drop-out rate for Secondary (classes I-X) declined from 68.6 per cent in 2000-01 to 61.60 per cent in 2005-06.

Table 3.6: Drop-out Rates at Primary and Elementary Levels, 2000-05

Stage	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06
Primary Schools (I-V)						
Boys	39.7	38.4	35.85	33.74	31.81	28.53
Girls	41.9	39.9	33.72	28.57	25.42	21.54
Total	**40.7**	**39.0**	**34.89**	**31.47**	**29.00**	**25.47**
Elementary Schools (I-VIII)						
Boys	50.3	52.9	52.28	51.85	50.49	48.49
Girls	57.7	56.9	53.45	52.92	51.28	48.98
Total	**53.7**	**54.6**	**52.79**	**52.32**	**50.84**	**48.71**
Secondary (I-X)						
Boys	66.4	64.2	60.7	61.0	60.4	60.1
Girls	71.5	68.6	65.0	64.9	63.9	63.6
Total	**68.6**	**66.0**	**62.6**	**62.7**	**61.9**	**61.60**

Source: Selected Educational Statistics: 2005-06, MHRD, GOI, New Delhi, 2008. (Provisional)

The reduction in drop-out rate is quite substantial at primary classes for SC and ST - from 45.2 per cent for SC and 52.3 per cent for ST in 2001-02 to 33.8 per cent for SC and 39.8 per cent for ST in 2005-06. Drop-out rate among girls declined more sharply (decline of 15 percentage points) as compared to boys. In fact, the gender gap in drop-out rate at primary level has got fully eliminated and is close to zero at the elementary stage of education.

Table 3.7: Drop-out Rates at Primary and Elementary Stages by Social Groups

Year	Primary (I-V)						Elementary (I-VIII)					
	Boys		Girls		Total		Boys		Girls		Total	
	SC	ST	SC	ST	SC	ST	SC	ST	SC	ST	SC	ST
2001-02	43.7	51	47.1	54.1	45.2	52.3	58.6	67.3	63.6	72.7	60.7	69.5
2002-03	41.1	50.8	41.9	52.1	41.5	51.4	58.2	66.9	62.2	71.2	59.9	68.7
2003-04	36.8	49.1	36.2	48.7	36.6	48.9	57.3	69.0	62.2	71.4	59.4	70.1
2004-05	32.7	42.6	36.1	42.0	34.2	42.3	55.2	65.0	60.0	67.1	57.3	65.9
2005-06	33.6	40.3	34	39.3	33.8	39.8	53.7	62.8	57.3	63.2	55.3	63.0

Source: Selected Educational Statistics: 2004-05 MHRD, GOI, New Delhi, 2007. (Provisional)

Measures to Include Unreached Groups

Special Education Programme for Out of School Children

The number of out-of-school children reduced significantly from 32 million in 2002-03 to seven million by March 2006 (Annual Report 2005-06, MHRD, GOI). The percentage of out of school children accounts for 6.94 per cent according to the 2006 IMRB survey. SSA provides access to out-of-school children through its Education Guarantee Scheme (EGS) and Alternative & Innovative Education components.

Table 3.8: Out of School Children Aged 6-13 years: All India, 2006

S. No.	Details	Out-of-School Children			Percentage Out-of-School children		
		Rural	Urban	Total	Rural	Urban	Total
1.	All Children (6-13 years)	1,13,53,597	21,06,137	1,34,59,734	7.80	4.34	6.94
2.	SC Children	27,06,025	3,98,841	31,04,866	8.55	6.25	8.17
3.	ST Children	15,85,833	71,145	16,56,978	10.11	4.21	9.54
4.	Muslim Children	15,67,717	6,85,535	22,53,252	12.03	7.17	9.97

Source: SRI-IMRB Survey, 2006

Under the Education Guarantee Scheme (EGS), educational facilities are set up in habitations that do not have a primary school within a distance of one km

Under the Education Guarantee Scheme (EGS), educational facilities are set up in habitations that do not have a primary school within a distance of one km. Any habitation having 25 out-of-school children in the 6-14 age group (reduced further to 15 out-of-school children in the case of hilly and desert areas, and tribal hamlets) is eligible to have an EGS centre. The EGS is a transitory facility till a primary school replaces it in two years. The EGS follows the same curriculum as any other formal primary school and all children enrolled in EGS centres are provided free textbooks and a mid day meal.

The EGS centre is managed by local community bodies, viz. Parent Teacher Association (PTA), Village Education Committee (VEC) or the Gram Panchayats. The community engages a local teacher for teaching in such centres till they are upgraded to regular schools. Till March 2006, as many as 55,196 EGS centres were upgraded to primary schools. In 2005-06 over 111,000 EGS centres provided educational facilities to cover 4.042 million children. For 2006 to 2007 the number of children covered under EGS rose to 4.771 million.

Under the AIE component, flexible strategies are implemented for education of children who cannot be directly enrolled in a school or an EGS centre. The strategies include residential and non-residential bridge courses, back to school camps, seasonal hostels, drop-in centres and other alternative schools. AIE also provides support to schooling through *madarsas and maktabs*. In 2005-06, 4867 *madarsas* were supported under AIE.

AIE has been more effective in providing education to the older age group (11-14 years), never enrolled or drop-out children, children who migrate seasonally with their families, street and other deprived urban children, working children and other vulnerable children in difficult circumstances. In 2005-06 over 3.078 million children and in 2006-07 over 2.8 million children benefited under AIE facilities of SSA.

The enrolment under AIE over the last five years has been shown in Table 3.9.

Table 3.9: Enrolment under AIE (in millions)

2002-03	2003-04	2004-05	2005-06	2006-07
.68	1.88	1.73	3.0	2.8

Box: 3.1

Sakharshalas – Schools for Migrant Children at Sugarcane Sites

Janarth, an NGO based in Maharashtra, is running the *Sakharshala* Programme which extends over three states – Maharashtra, Gujarat and Karnataka. This programme covers the sugar belt of Western India, which is spread over 15 districts and produces the bulk of India's sugar. 11 of these districts are in Western Maharashtra (*Nasik, Ahmednagar, Aurangabad, Parbhani, Nanded, Latur, Pune, Sholapur, Satara, Sangli, Kolhapur*), two in South Gujarat (*Surat and Vyara*), and two in North Karnataka (*Belgaum and Bijapur*). It is estimated that about 6,50,000 labourers migrate from central to Western Maharashtra for sugarcane cutting each year (Study by Centre of Development Research and Documentation (CDRD), Nashik; 2003). An additional 100,000 labourers migrate across the border to South Gujarat and 25,000 to Northern Karnataka. Of this labour force 25-30 per cent are likely to be children below 14 years of age.

In this region about 150 sugar factories (Of these 140 factories located in Western Maharashtra) operate every year. Each factory receives 4000-6000 migrants (factories in Gujarat may receive up to 20,000 labourers) who work in a 60 km radius around the factory. *Sakharshalas* (A Marathi coined term, means 'sugar school') are alternate schools for children of migrant labour set up by Janarth at the labour settlements. The goal is to achieve universal coverage of children between 6-14 years at these sites. The initiative began as a pilot in 2002 in two sugar factories covering 600 children. Currently, Janarth is running 145 *sakharshalas,* in 45 factories, reaching out to 15,000 children.

Sakharshalas are short term schools that run for six to seven months each year during the migration period. They run in temporary structures and each school has 75-100 children. There is one classroom and one teacher for every 25 children. Each *sakharshala* has a pre-primary centre attached to it. The sakharshalas cover the 3-14 years of age group. Now the programme has also begun a convergence with the ICDS to cover infants, who are desperately in need of care, security and nutrition at these work sites. There is a conscious focus on getting girls to school, and 46 per cent of the children in sakharshalas are girls.

Sakharshalas follow the government syllabus. The attendance and exam records of children are sent to their respective village schools to help them seek re-admission on their return. Janarth is working to improve learning outcomes by introducing pedagogy suitable to the needs of migrant children. Teacher recruitment for sakharshalas is a big challenge, as the work sites are located in remote areas with hardly any facilities. And since these schools run only for six months, teachers do not get paid for the rest of the year. Janarth has been trying to deal with the high turnover, by hiring more teachers from the sending areas, who can be absorbed in the villages after migration is over. Despite the tough scenario, 25 per cent of the teachers are women, which is an achievement for Janarth.

Initially Janarth's coverage was limited to the settled migrants, which constitute not more than 40-50 per cent of the total labour force at a factory. The rest are mobile migrants, who are on the move throughout the migration period, going on trucks to farther off areas in search of sugarcane, and settle at a place only for 2-3 weeks. But now Janarth is finding ways to cover mobile migrants also, through other strategies such as 'shifting schools' and hostels at work sites. Janarth aims to eventually create a model of complete coverage.

Inclusive Education

A zero rejection policy has been adopted under SSA, which ensures that every Child with Special Needs (CWSN), irrespective of the kind, category and degree of disability, is provided meaningful and quality education. SSA provides annual financial assistance up to Rs.1200/- per child for integration of disabled children. Household surveys and special surveys have been conducted by all states to identify children with special needs. 3.038 million children have been identified across the country out of which 2.030 million children (representing 66.84 per cent of those identified) are enrolled in schools. Further 88,009 children are covered through EGS/AIE in 15 States and 77,083 children with special needs are provided homebound education in 19 States.

Making schools barrier free for children with special needs has been another intervention under SSA. The SSA framework incorporates the principle that all new schools should be barrier free in order to improve access for children with special needs. Existing schools are also required to be made more disabled friendly by incorporating barrier free features in their designs. As many as 4,44,000 schools have been made barrier free and the work is expanding.

The SSA framework incorporates the principle that all new schools should be barrier free in order to improve access for children with special needs

Many children with special needs are not able to attend school due to lack of essential aids and appliances. Required aids and appliances are being provided to these children in convergence with the Ministry of Social Justice and Empowerment. Besides, charitable organisations, NGOs, and the corporate sector are providing assistance. 5,75,000 children with special needs have been provided assistive devices. From 5,66,000 children with special needs enrolled in schools in 2002-03, the enrolment stood at 2.2 million in December 2006. The target for 2006-07 included enrolment of 3.038 million children with special needs spread over different States.

The focus is now on improving quality, monitoring of services provided to and retaining children with special needs in school. SSA also focuses on teacher training and resource support for inclusive education. During 2006-07, 2.55 million teachers have been provided training through a 2-3 day capsule on inclusive education, built into the in-service teacher training programme. Further, 1.47 million teachers have been provided an additional 3-5 days training for enhanced orientation to inclusive education. The Rehabilitation Council of India (RCI) has provided Resource Persons training to 39,816 teachers in 22 States. In addition, 23 States have appointed 6,678 resource teachers and 687 NGOs are involved in the Integrated Education programme in different parts of the country. The Spastics Society of Tamil Nadu, Spastics Society of Mumbai, Indian Institute of Cerebral Palsey, Sri Ramkrishna Mission Vidyapith, Coimbatore and Seva in Action Karnataka are some of the NGOs working with SSA. (See Box 3.2)

Incentive Scheme for Improving Attendance and Retention: The Mid-Day Meal Programme

Apart from incentives such as free textbooks, uniform, stationery, transport allowance, attendance scholarship and dress grant given to SC/ST children and girls of disadvantaged groups, the most significant scheme, developed over the years covering all children of all social groups, is the Mid-day Meal Scheme. This scheme was originally launched in August

Source: Annual Report, 2005-06, MHRD, GOI.

1995 to support universalisation of primary education and improve the nutritional status of children at primary stage. The programme currently provides *cooked* mid-day meals of minimum 450 calories and 12 grams of protein for children studying at primary level in government, local body and government-aided schools as also children studying in Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE) Centres. With effect from October 2007 the programme has been extended to reach children at the upper primary stage of education, who receive a cooked mid-day meal of 700 calories and 20 grams of protein. (See Box 3.3)

Apart from enhancing school attendance and child nutrition, mid-day meals have an important social value and foster equality. As children learn to sit together and share a common meal, there is erosion of caste prejudice and class inequality. Cultural traditions and social structures often mean that girls are much more affected by hunger than boys. Thus, the Mid-Day Meal programme is critical to reduction of gender gap in education, since it enhances female school attendance.

Best Practices Adopted by States

There have been several instances of best practices that have been adopted by States while implementing the Mid-Day Meal Scheme. In Tamil Nadu, Health Cards are issued to all children and School Health Day is observed every Thursday. Curry leaves and drum stick trees are grown in the school premises for vitamin A enhancement in children's diets. In Gujarat, Chhattisgarh and Madhya Pradesh children are provided micronutrients and de-worming medicines. In Karnataka, all schools have adopted gas based cooking. In Puducherry, in addition to the mid-day meal, the Rajiv Gandhi Breakfast Scheme provides for a glass of hot milk and biscuits as breakfast and evening snack. In Bihar, a Bal Sansad (Child Cabinet) is actively involved in many schools to oversee the equitable distribution of the mid-day meal. In Koriya district of Chattisgarh, *Mithanins* (literally intimate friend) mobilised by the State Health Resource Centre, are involved in day-to-day school level monitoring of the programme.

Feedback on the programme points to positive impact on enrolment and attendance of children. Social equity is fostered through pooling and sharing of meals. Instances of resistance to cooking of the meal by women belonging to SC/ST communities have substantially declined. The nutritional support provided by the programme to children, many of whom suffer from hunger and malnutrition is increasingly acknowledged by States resulting in concerted efforts to further improve the implementation of the programme. The programme has also provided excellent opportunities of employment to women belonging to disadvantaged sections particularly SCs/STs who are being engaged as cooks and helpers. Women Self Help Groups have also been productively engaged in implementing the programme.

Overall Observations on Progress in UEE

India has made a remarkable progress in increasing access and narrowing gender and social gaps in elementary education. The country is approaching near universalisation of enrolment at the primary stage. The latest GER at primary level shows that the GER has improved from 98 per cent in 2004-05 to 103.77 per cent in 2005-06. The drop-out rate has also declined significantly over the years. Further, the overall gender gap has closed and is reflected in the steady increase in Gender Parity Index. At the primary level, 26 out of 35 States/UTs have reached a GPI above 0.90 and at the upper primary level, the GPI has increased to 0.84. However, gender gap in Bihar, Jharkhand and Rajasthan remains a matter of concern.

Never before has so much effort been made to address the educational needs of children with special needs. The enrolment of such children in regular schools is showing a significant upward trend. Home based education is a unique strategy for these children.

India has made a remarkable progress in increasing access and narrowing gender and social gaps in elementary education

Education of Girls and Gender Equality

Perspectives and Framework for Girls' Education and Gender Equality

Historically low educational participation of girls has adversely impacted women's empowerment in India. The policy environment in India has, however, recognised the critical need to educate girls if universal elementary education (UEE) is to be achieved. This is evident from the Constitutional stance in favour of girls and women that has empowered the State to make special policies and programmes for girls and women, and address gender differences.

The National Policy on Education (NPE) 1986 articulated the intent to "lay special emphasis on the removal of disparities and to equalise educational opportunity by attending to the specific needs of those who have been denied equality so far." (NPE 1986, p. 7)[1]. It was a turning point in Indian education as it focussed on the issue of women's equality in all discourses on education and development.

"Education will be used as an agent of basic change in the status of women. In order to neutralise the accumulated distortions of the past, there will be a well-conceived edge in favour of women... This will be an act of faith and social engineering... The removal of women's illiteracy and obstacles inhibiting their access to, and retention in elementary education will receive overriding priority, through provision of special support services setting time targets and effective monitoring..."

(Chapter IV, page 6, paragraph 4.2 and 4.3; NPE-1986, Government of India)

National commitment to girls' education gained momentum through several initiatives in the late 1980s and early 1990s, including the Andhra Pradesh Primary Education Project (APPEP), *Lok Jumbish* (LJ), Bihar Education Project (BEP) and the Uttar Pradesh Basic Education Project (UPBEP). This commitment was taken to scale through the District Primary Education Programme (DPEP) which made female literacy rate a selection criterion for project districts and set goals for reducing gender disparities in enrolment, retention and learning. The present programme for universalising elementary education, *Sarva Shiksha Abhiyan* (SSA), also reiterates the need to focus on girls' education.

Girls' Education in the Formal System — An Overview

The share of girls in total enrolment at the primary level increased from 43.7 (49.8 million) in 2000-01 to 46.6 (61.1 million) in 2005-06 (Table 4.2). In 2000 to 2001, 17.5 million girls (40.9%) were enrolled at the upper primary level. This figure rose to 22.7 million (representing 44.6 per cent of the total enrolment) in 2005-06. In absolute terms, there was an increase of 11.3 million girls at primary stage and 5.2 million at upper primary stage. Table 4.2 shows that Gender Parity Index (GPI) in the elementary stage showed a steady improvement from 0.80 in 2000-01 to 0.92 in 2005-06.

The National Policy on Education (NPE) 1986 articulated the intent to "lay special emphasis on the removal of disparities and to equalise educational opportunity by attending to the specific needs of those who have been denied equality so far"

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[1] NPE 1986

Table 4.1: Percentage of Female Enrolment in Elementary School (In Millions)

Year	Female Enrolment			Total Enrolment			% Female Enrolment		
	Total	**SC**	**ST**	**Total**	**SC**	**ST**	**Total**	**SC**	**ST**
2000	67.3	11.8	5.9	156.6	27.9	14.1	43.0	42.3	41.8
2001	69.0	12.2	6.3	158.7	29.0	15.1	43.5	42.1	41.7
2002	77.9	12.8	6.7	169.3	29.2	15.1	46	43.8	44.4
2003	81.4	13.7	7.3	177.0	31.2	16.2	45.99	43.9	45.1
2004	83.8	14.6	8.1	182.0	33.5	17.9	46.1	43.6	45.2
2005	85.0	15.1	8.6	184.2	34.4	18.5	46.1	43.9	46.5

Source: Selected Educational Statistics: 2005-06 Ministry of Human Resource Development, GOI, 2008. (Provisional)

Table 4.2: Percentage of Girls Enrolment to Total Enrolment

Stage	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06
Primary Schools (I-V)	43.7	44.1	46.8	46.7	46.7	46.6
Middle/Upper Primary (VI-VIII)	40.9	41.8	43.9	44.0	44.4	44.6
Gender Parity Index (I-VIII)	0.80	0.81	0.85	0.93	0.93	0.92

Source: Selected Educational Statistics: 2005-06 Ministry of Human Resource Development, GOI, New Delhi, 2006. (Provisional)

Gross Enrolment Ratio (GER) of both Scheduled Caste (SC) and Scheduled Tribe (ST) girls crossed 100 in 2004-05, signifying a high level of participation. The drop-out rate of both SC and ST girls also showed a declining trend at the primary stage. Analysis of drop-out rates at elementary stage indicates that the gender gap in drop-out rate for SC reduced from 3.4 per cent points in 2001-02 to 1.7 per cent points in 2005-06. During the same period the gender gap for ST reduced from 3.1 per cent to 0.9 per cent points. The fact that fewer girls are dropping out at primary level compared to boys indicates that policy and programme efforts are moving in the right direction.

Enrolment of girls at the secondary stage (classes IX-X) is not too encouraging, although earnest steps are being taken to ameliorate the situation. As per the 2001 census, out of 85.5 million population in the age-group 14-18, 39.6 million were girls (46.3%). Estimates for 2005–06 indicate that girl population in this age group has increased to 44.9 million. However, only 16.1 million girls were enrolled in classes IX to XII in 2005-06. Figures for 2005-06 indicate that girls up to 48.98 per cent drop till they reach class VIII. Further, till the girls reach class X, the drop-out rate is alarmingly high at 63.56 per cent. This means that over whelming majority of girls do not complete schooling. The reasons for high drop-out are varying, but the major reason could be the security. As the secondary schools are located at a considerable distance from their residence, parents normally do not allow their wards, particularly girls to continue schooling.

Gender-Specific Programmes

A number of national and state-level initiatives directed at girls and women have been the hallmark of educational interventions for improving the educational status of girls and women. Some of the significant initiatives that are currently under operation are described below.

Alternative Education

Under a centrally sponsored scheme, a programme of Non-Formal Education (NFE) had been running since 1979-80 till March 31, 2001, for six to fourteen year old out-of-school children. Recognising that large numbers of girls and working children have been left out of the ambit of education, NFE provided the flexibility, relevance of curriculum and diversity in learning activity to reach out to them through a decentralised management system.

The NFE scheme was implemented in 25 States/Union Territories (UTs) in educationally backward states, as well as in states with urban slums, hilly, desert and tribal areas, with a particular emphasis on working children. Of the 2,41,000 NFE centres, 1,18,000 catered exclusively to girls throughout the country.

However, based on suggestions made *inter alia* by the Parliamentary Standing Committee and the Planning Commission, the NFE scheme was revised as the "Education Guarantee Scheme" (EGS) and "Alternative and Innovative Education" (AIE). These schemes, as discussed in the previous chapter, provide for extending access to small and unserved habitations, flexible strategies for children not in school children, bridge courses, back-to-school camps, and residential camps for out-of-school girls.

National Programme for Education of Girls at Elementary Level

The National Programme for Education of Girls at Elementary Level (NPEGEL) launched in September 2003, is an integral but distinct component of the SSA. NPEGEL provides support for enhancing the education of underprivileged and disadvantaged girls at elementary level through intense community mobilisation, development of model schools in clusters, gender sensitisation of teachers, development of gender-sensitive learning materials, early childhood care and education facilities, and provision of need-based incentives including escorts, stationery material, work books and uniforms . The NPEGEL programme is implemented in educationally backward blocks. By 2006-07, NPEGEL coverage had expanded to 34,567 clusters in 3,222 blocks. (See Box 4.1)

Table 4.3: NPEGEL Coverage

	2004-05	2005-06	2006-07
Block	2157	3164	3222*
Clusters	19575	28917	34867
Fund allocation	6631.9 millions	6766.9 millions	8258.0 millions

* Adjusted to 2001 census findings.

Kasturba Gandhi Balika Vidyalaya (KGBV)

The KGBV Scheme, launched in July 2004, is designed to encourage greater participation of girls at the upper primary level. The scheme has sanctioned 2180 residential upper primary level schools for girls belonging predominantly to SC, ST, and Other Backward Castes (OBC) and minority communities in Educationally Backward Blocks (EBBs) characterised by low female literacy and high gender gaps in literacy. Three-fourths of the seats are reserved for girls from marginalised or minority communities and the remaining are made available to girls from

Recognising that large numbers of girls and working children have been left out of the ambit of education, NFE provided the flexibility, relevance of curriculum and diversity in learning activity to reach out to them through a decentralised management system

families below the poverty line (BPL). A total of 270 KGBVs have been set up in blocks with predominantly Muslim population and 583 in ST blocks. Upto December 2006, around 63900 girls had been enrolled in 1,039 KGBV schools, of which 30.8 per cent were SCs and 27.2 per cent STs. This scheme is working as part of SSA with effect from April 1, 2007. (See Box 4.3)

Box: 4.2
Public-Private Partnership in KGBVs: A Case Study (Arunachal Pradesh)

KGBVs in Arunachal Pradesh are being implemented in partnership with NGOs catering to the educational needs of nearly 1000 girls. In implementing the KGBV scheme, NGOs are placing them within their larger socio-development engagement in the region. Both partners in this relationship have contributed significantly to fructify the partnership.

The NGO Arun Jyoti has brought with it, vast experience in the education sector as also its networks with the local community in Lajo block and at the KGBV at Barap. Associated with the Vivekananada Kendra of Kanyakumari, Arun Jyoti has the backing of an established system of school education and teacher-training based on learner-centred methods. Through learner-centred approach and activities, it seeks to develop human potential holistically and thus go beyond textbooks. This is complemented by the NGOs experience and capacities in the sectors of health, livelihoods, women's empowerment, and promotion of local culture and handicrafts.

The Arun Jyoti-run KGBV at Barap is an island of hope in a remote and difficult to access place, and the girls graduating from this school are potential change agents. They are a happy lot, comfortable in communicating with strangers in languages that were unknown to them a few months ago, curious to explore and learn. The teachers and students share a relationship of mutual respect and affection, which has helped the girls settle down. Along with regular studies, fun activities such as storytelling sessions, picnic, and games for educational purposes are taken up outside school hours.

The State Government for its part has provided the infrastructure for setting up the KGBVs, including repairing and renovating buildings. In the sprawling campus the government has provided a block of classrooms, spacious office space, which also houses a children's library, a separate room for vocational training, a hall for assembly and functions, teachers' quarters, a store, and a shed for firewood. The school also has a large dormitory with attached bathrooms and toilets. In appreciation, the community has responded by giving large stretches of land adjacent to the KGBV, which is proposed to be used by the NGO for several other community development activities with prospects of a long term impact on the girls.

The Government of India sanctioned 1000 KGBV schools in March 2007, thereby ensuring that 2180 EBBs will get residential facilities for girls at the upper primary level, to help girls continue and complete their elementary education upto class VIII.

National Evaluation of the KGBV Scheme

An assessment of the Scheme was conducted by the Department of School Education and Literacy, Ministry of Human Resource Development (MHRD), Government of India in 12 States. The main findings of the evaluation are as below:

- The programme has been very well received by the community and has been able to respond to the felt needs of families in diverse poverty situations, including those at remote/inaccessible locations. However, this programme must be seen as an intrinsic part of the broader SSA strategy to reach girl children not in school;
- Across states, girls in most KGBVs seemed to have settled down well, are happy and confident;
- Teachers and parents reported that they have grown and developed well and have become more articulate. The sheer joy of being in school and studying was evident in all the KGBVs that were visited by the Evaluation Team. This was an opportunity that many of the girls and their parents never dreamed of and are making the best of it.
- Teachers, and all those involved in the management of KGBVs, have shown high levels of commitment; and
- The success observed in the KGBVs visited is related to the commitment, vision and understanding of issues among individuals who helped set up systems of operation and continues to guide local level implementation strategies.

Mahila Samakhya: Education for Women's Equality

The *Mahila Samakhya* (MS) programme recognises the centrality of education in empowering women to achieve equality. It seeks to bring about change in women's perception about themselves and the perception of society with regard to women's traditional roles. The *Mahila Samakhya* programme started in 1989 to translate goals stated in the National Policy on Education (NPE) 1986 into action. The programme was initially started with Dutch assistance. From 2005-06, the programme is being funded by the Government of India entirely from domestic resources.

The core activities of the MS programme centre around issues of health, education of women and girls, accessing public services, addressing issues of violence and social

The Mahila Samakhya (MS) programme seeks to bring about change in women's perception about themselves and the perception of society with regard to women's traditional roles

practices which discriminate against women and girls, gaining entry into local governance and seeking sustainable livelihoods. The enabling activities of the programme are:

- formation of women's collectives or *sanghas* by women facilitators (*sahayoginis*) for mobilising women;
- dissemination of information, awareness-building and facilitating collective action on core themes;
- development of supportive structures (such as *Mahila Shikshan Kendras*) for the education of older girls and young women who have never been enrolled or have dropped out of school, setting up *Nari Adalats* or women's courts for addressing issues such as violence against women, among others.

The Mahila Samakhya programme endeavours to create an environment for women to learn at their own pace, set their own priorities and seek knowledge and information to make informed choices

The scope of the word "education" in the *Mahila Samakhya* programme is very wide. Education is understood as a process of learning to question, critically analysing issues, problems and activities and seeking solutions. The *Mahila Samakhya* programme endeavours to create an environment for women to learn at their own pace, set their own priorities and seek knowledge and information to make informed choices. The *sangha* or women's collective at the village level is the nodal point where all activities are planned. It provides the space where women meet and begin the process of reflection, asking questions, voicing their opinion fearlessly, thinking, analysing and articulating their needs and finding solutions through corrective action. Women address and deal with problems of isolation and lack of self-confidence, oppressive social customs and struggle for survival, all of which inhibit their learning. It is in this process of reflection and articulation that women become empowered. The programme is now forging solidarity amongst *sanghas* to provide support for their autonomous functioning. Federations of *sanghas* are being formed in older areas. (See Box 4.4)

The *sahayogini* or lady helper/assistant is the key link as well as motivator, supporter and guide for 10 villages. She mobilises and organises women into *sanghas* and is the link between the 10 villages and the educational support structure and institutions set up at the district level. She also coordinates activities with the district unit. The MS programme has generated a demand for literacy and education for women and girls, thereby strengthening women's abilities to effectively participate in village-level educational processes. It has also provided specialised inputs for vocational and skill development, as well as for the educational needs of girls in general and adolescent girls in particular. It endeavours to develop gender sensitive pedagogical and learning material.

Box: 4.4
Sangha Women as Contractors

It is not unusual to see men laying roads, building homes and repairing drains. There is also a mindset that these are 'men's jobs'. However, *sangha* women in four villages in Chamarajanagar, Karnataka have changed this. Having taken the contract to build two roads, construct one drain, and one soak pit, the women have proved their capability beyond doubt. Without indulging in any malpractice or adopting shortcut methods the women of the *sangha* have completed the work and earned the appreciation and respect from the entire community.

One of the major impacts of the MS programme has been on girls' education. Women belonging to *sanghas* not only send their daughters to school but also ensure that other girls in the village also attend school. The *Mahila Shikshan Kendras* (MSKs) set up under MS, provide a unique learning opportunity for adolescent girls and young women. The MSKs have been especially designed to provide condensed quality education courses with innovative methodology and skills development programmes to equip women and adolescent girls to continue their education and attain life-skills. The objective is to create a cadre of adolescent girls who are aware, educated, trained for their self-development and who would be able to play an effective role in the development of educational activities in the village. There are 54 MSKs functioning at present and 7,835 girls have passed out of these MSKs, so far. The effectiveness of the MS strategy has resulted in its being adopted by other basic education projects.

More and more women from the *sanghas* are entering the political sphere and 5,552 have been elected at various levels in the panchayat elections. *In Manvi taluka, Karnataka, alone 192 women have been elected to grama panchayats.*

The *sanghas* have also been very active in their endeavour to provide legal literacy and facilitate the provision of accessible, timely, inexpensive and gender-sensitive justice through an alternative justice system run exclusively by the village women through the *Nari Adalats* or women's courts. Legal awareness programmes have fructified in the formation of 87 such courts functioning in the nine MS programme States. The court comprises a group of village women respected in the community and selected by *sangha* members for help in resolving disputes, locally. They sit at a specified place at fixed timings and on designated dates, each month. People can seek justice here in a non-gendered and non-judgemental atmosphere where they can speak without fear or shame. The *Nari Adalats* take up cases of family and social violence, amongst others and have gained both community respect and acceptability.

A National Resource Group (NRG) has been constituted by the Department of School Education and Literacy to advise and guide the programme. The NRG provides a vital interface for the programme with the voluntary sector, the women's movement as well as with resource and training institutions. This body debates various conceptual issues and concerns, advises on evaluation of the programme and also advises the Government of India on policy matters concerning women's education.

A National Project Director and support staff heads a National Project Office at the Centre. In the states, the programme is implemented through autonomous registered MS Societies. The State Education Secretary is the Chairperson of the Executive Committee (EC) of this Society. The EC is an empowered body and takes care of administrative and financial decisions, including an in-depth examination of specific interventions. A full-time State Project Director (SPD) is the Member Secretary of the EC and is responsible for financial management, administrative matters, programme planning and implementation. The District Implementation Unit (DIU) administers the project at the district level and consists of a District Programme Coordinator (DPC), Resource Persons and support staff. In places where the MS *sanghas* are strong, block-level units are also set up for extending resource support after the withdrawal of *sahayoginis*.

The *Mahila Shikshan Kendras* (MSKs) have been especially designed to provide condensed quality education courses with innovative methodology and skills development programmes to equip women and adolescent girls to continue their education and attain life-skills

Some MS societies are also involved in implementation of the National Programme for Education of Girls at Elementary Level (NPEGEL) programme as well as the Kasturba Gandhi Balika Vidvalaya (KGBV) scheme in their states. A total of 1,407 NPEGEL centres are being run in *Mahila Samakhya* (MS) programme areas. Also, 104 KGBVs have been covered under the MS programme.

Currently, the MS programme operates in 83 districts covering more than 20,380 villages in the nine sates of Andhra Pradesh, Assam, Bihar, Jharkhand, Karnataka, Kerala, Gujarat, Uttar Pradesh and Uttaranchal. From the current year i.e. 2006-07, the programme is expanding to two new states viz. Madhya Pradesh and Chhattisgarh.

The experience of the programme since its inception, has validated the MS approach as an effective means to mobilise and organise women and enable them to take charge of their lives. Several evaluation studies, including a national evaluation, which was conducted in December 2004 have re-affirmed the objectives and strategies of the programme and has shown that the MS programme has been successful in design and implementation. The major findings of the national evaluation are that:

- The programme has reached the poorest women in its project areas;
- A ripple effect is evident in that a demand for expansion of the programme to neighbouring blocks and villages has emerged;
- The reach of the programme and its objectives has also widened considerably through a growing focus on adolescent girls through the formation of *Kishori Sanghas*; and
- The expansion of the MS programme needs to be taken up on a much larger scale.

Nutrition Programme for Adolescent Girls

The programme was implemented by the Planning Commission on a pilot basis during 2002-03 and 2003-04. Thereafter the programme was approved by the Government as the Nutrition Programme for Adolescent Girls (NPAG) in 2006-07 on an expanded scale. Allocation of funds for NPAG is made as Special Central Assistance (SCA) as a 100 per cent grant to States/UTs. The project is being currently implemented in 51 identified districts, i.e., in two backward districts in each state where major pre-school education is given at *Anganwadi* centres and in the most populous district, excluding the capital district, in smaller States/UTs The districts have been identified on the basis of a ranking developed by the Rural Development Division of the Planning Commission.

Undernourished adolescent girls (weight < 35 kg.) in the 11-19 years age-group are covered under the scheme. Free food grain is provided to the girls through the administrative set up of ICDS at the state, district, block and *Anganwadi* centre levels. The success of the intervention is dependent on effective linkages with the public distribution system (PDS) and effective synergy and convergence with health services.

Meena Manch

Meena Manch (forum) is a platform for adolescent girls to discuss their own issues. The school teacher (preferably a female teacher) is the facilitator, who facilitates selection of founder members and suggests day-to-day routine of the manch.

(i) Activities of these forums are designed to stimulate participation and engagement of young school girls.

(ii) In-class discussions using *Meena* storybooks as the core activity.

(iii) Other activities include house visits to ensure school attendance, holding of neighborhood and whole community meetings to broach children's needs and aspirations.

(iv) Discussion topics broached by *Meena Manchs* include value of education, the right age of marriage, the importance of health, hygiene, and nutrition; access to clean water and sanitation, and other issues beyond what the *Meena* stories cover.

(v) Around 50 lakh girls are members of these forums in Upper Primary schools in States like Bihar, Haryana, Himachal Pradesh, Orissa, Madhya Pradesh, Maharastra, Gujarat, Uttarakhand and Uttar Pradesh

(vi) Awareness generation about Education for the girl child. Importance on health and nutrition of the girl child is discussed with girls. Enrolment of out of school girls and their retention. Awareness generation against child marriage and dowry.

(vii) A 2007 evaluation study, focusing on the use and impact of *Meena* in the education sector in the States of Bihar, Orissa, Madhya Pradesh, and Gujarat, provided an endorsement for *Meena Manch* and *Meena Cabinet* (Primary school) activities.

- *Meena* was perceived by the respondents as a role model, and her ability to triumph over odds provides them, especially girls, courage, self-confidence, and hope.

- *Meena Manch* girls have stopped child marriages, helped in implementing pulse polio campaigns, boosted the enrolment and attendance of children in schools, and spread awareness about hygiene and nutritional practices.

- In the 2007 evaluation study, teachers as well as parents noted that school's attendance, since the *Meena* program got underway, had increased and that children were more enthusiastic about being in school.

- Overwhelmingly, both teachers (94 per cent) and parents (97 per cent) felt that the children could now communicate even more freely, and over 90 per cent of teachers and parents believed that the children were now more confident and assertive.

- Some 85 per cent of the teachers believed that the *Meena* activities made teaching more interesting than it was before.

Participating children noted that their motivations for involvement were the engaging story telling sessions (97 per cent), and the personal encouragement they received from teachers (98 per cent).

Kishori Shakti Yojana

The Ministry of Women and Child Development (MWCD) is implementing the Kishori Shakti Yojana (KSY) using the ICDS infrastructure. The scheme targets adolescent girls in the 11-18 age-group, to address self-development needs in the areas of nutrition, health, literacy, numerical skills, and vocational skills among others. In 2006-07, KSY expanded its ambit from 2,000 ICDS projects to cover all 6,118 ICDS projects.

The KSY programme offers various programmatic options to States/UTs to selectively intervene for the development of adolescent girls on the basis of the specific needs of the

> Discussion topics broached by *Meena Manchs* include value of education, the right age of marriage, the importance of health, hygiene, and nutrition; access to clean water and sanitation

Girls struggle to get the attention and opportunity they deserve in the infamous Chambal Valley in Madhya Pradesh, the insurgency-ridden tribal regions of Andhra Pradesh and Chhattisgarh, and in the slums of Hyderabad and Mumbai. They struggle to be equal partners with boys in their right to quality elementary education. The *Nanhi Kali* (meaning a little bud) project is a step to bridge the gender gap. Run by contributions from India's civil society and corporates, and managed jointly by the K. C. Mahindra Education Trust (KCMET) and Naandi Foundation, the project supports girl children in a variety of ways that enables them to continue with their education.

This includes meeting their need for uniforms, learning aids, personal hygiene materials and personalised tutorial needs through the Academic Support Centres that Naandi runs at the government schools these girls go to. Because of the project today, stories of girls abandoned by their parents, girls forced to stay back at home for want of clothes and uniforms, girls made to drop-out because parents believed it unnecessary to educate their daughters are gradually giving way to case studies of girls flocking to school, of girls learning, and of parents thinking twice about removing their daughters from school. The *Nanhi Kali* movement is supported wholeheartedly by private citizens, and the tribe of *Nanhi Kali* guides from Naandi are doing their bit to make UEE more equitable, and a reality, across some very tough terrains in the country. Going by the impact made on the girl children, and the response to this movement from all sections of society, the vision that the project has set for itself – support 100,000 deserving girl children – seems very achievable in the near future.

area. This scheme also seeks convergence with schemes of the Health Department in order to improve the nutritional and health status of adolescent girls.

National Scheme of Incentive to Girls for Secondary Education

The Government of India has launched a centrally sponsored scheme called "National Scheme of Incentive to girls for Secondary education" in June 2008. Under the Scheme, a sum of Rs. 3000/- will be deposited in the name of an eligible girl as fixed deposit and she would be entitled to withdraw it along with interest thereon reaching 18 years of age. The scheme will cover (i) all eligible girls belonging to SC/ST communities, who pass class VIII; and (ii) All girls who pass class VIII examination from Kasturba Gandhi Balika Vidyalayas (irrespective of whether they belong to SC/ST) and enroll in class IX in Government, Government-aided and local body schools in the academic year 2008-09.

Tasks Ahead

The review has shown that gender equality in enrolment at the elementary stage is yet to be achieved, even though Gender Parity Index has been showing steady improvement from 2000-01 onwards. The fact that a high proportion of girls who still do not complete the eight year cycle of universal elementary education, continues to be a cause for concern.

However, increasing focus on girls' education and gender empowerment is evidenced from the recent initiatives in gender-specific programmes. (See Box 4.5)

A recent national evaluation of KGBV revealed that access-related objectives have been met in most areas. Even in a short period of time, in every state, KGBV has become an important component in the elementary education landscape of the EBBs. The girls are eager to reach Class X successfully. With proper forward planning, these girls can complete secondary schooling and by being given intensive academic support, can be potential teachers in the most deprived communities.

The NPEGEL has expanded considerably during the last Five years. This innovative girl-specific education programme at the lower primary level has, along with the KGBV the potential to bring about gender equality in the most marginalised areas of the country. The issue of women's equality has been at the centre of the *Mahila Samakhya* (MS) programme. Expansion of the MS programme needs to be taken up on a much larger scale.

In tune with the increasing accent on gender empowerment, the Government has been trying to translate gender commitments into budgetary commitments. The 2006-07 the Union Budget made an allocation of Rs. 28.737 billion for the benefit of women covering 18 Ministries and Departments. Gender-budgeting is providing affirmative action to address the specific needs of women which is without any doubt an encouraging trend.

Meeting Quality Concerns

The elementary school system in India has grown in size consistently, achieving an enrolment of around 200 million children. The sheer magnitude poses a major challenge not only for efficient management but also for mobilising resources needed to maintain a reasonable level of quality. It is recognised that quality improvement in education cannot be carried out on a turnkey basis in a pre-specified time frame. Persisting with efforts to move ahead on all fronts is seen as the most important factor. Keeping these factors in view, a number of programmes and schemes have been initiated by the Central, as well as State Governments. Also, quality improvement has been given high priority in all education development projects.

Recognising the complex nature of the task involved in quality improvement, the Government has been pursuing a Five fold strategy comprising:

a)   Improvement in provision of infrastructure and human resources for primary education
b)   Provision of improved curriculum and teaching– learning material
c)   Improving the quality of teaching– learning process through the introduction of child centred pedagogy
d)   Attention to teacher capability building; and
e)   Increased focus on specification and measurement of learner achievement levels.

Improving Provision of Infrastructure and Human Resources

With the vast expansion of the school system to meet the demands of the growing numbers, a systematic exercise was carried out to determine basic norms for provisions – physical, human as well as academic, in each school. The Operation Blackboard Scheme (OBS), launched in the wake of the National Policy on Education (1986), specified basic norms for equipping a primary school. While recognising that physical infrastructure and academic resources in a school would directly depend on the number of children enrolled, it was specified that every school should be provided with:

a)   Two teachers
b)   Two all-weather classrooms with covered verandah,
c)   Usable separate toilets for boys and girls,
d)   Teaching-learning materials of specified standards, supported by special orientation to teachers for using the material.

School Infrastructure – Status and Expansion

During the 1990s, the attempt has been to ensure that expansion as well as upgradation of primary school network in different states conforms to the basic specification made under Operation Blackboard Scheme. Under the scheme, the Government of India spent on an average about Rs. 400 million per year during the initial 10 years period. More than

The Operation Blackboard Scheme (OBS), launched in the wake of the National Policy on Education (1986), specified basic norms for equipping a primary school

1,82,000 classrooms were built and 149,000 additional teachers appointed. A standard set of school equipment was also supplied to all primary schools. Between 1999 to 2000 and 2005-06, number of primary schools increased from 6,42,000 to 7,67,000, and upper primary schools increased from 1,98,000 to 2,75,000. To ensure improvement of school facilities, several steps were taken under the SSA including construction of additional school buildings, all weather classrooms, toilets and drinking water facilities. However, around three per cent of primary schools and 2.4 per cent upper primary schools did not have any building in 2005-06. The student-classroom ratio (SCR), nevertheless, declined from 42 (2003-04) to 36 (2006-07).

Special efforts have been made to identify districts with persistent infrastructure gaps and for making appropriate allocations to bridge the gap. The provision for drinking water facilities improved from 77.89 per cent (2003-04) to 84.89 per cent (2006-07) and for toilets, from 41.81 per cent (2003-04) to 58.13 per cent (2006-07). While there has been tremendous improvement in meeting major infrastructure gaps, the wide variations in provision of classroom, water, sanitation and teaching & Learning equipment in Bihar, Uttar Pradesh and Jharkhand remain a matter of concern. However, more recent assessments have shown significant improvement has come during the last few years. It is necessary that a detailed analysis of expenditure is carried out to get a clear picture of the quantum of investment being made by individual State Governments towards building a sustainable system of elementary education in terms of infrastructure development and maintenance.

Availability of Basic Inputs

A very significant achievement has been the provision of free text books to about 53.5 million children in 2005-06. Till 31st March 2006, 87 per cent children received free text books. Timeliness and efficiency of distribution has also improved in some states. Several states have also developed a range of teaching learning materials (TLMs) other than textbooks such as story based readers, work books, worksheets, children's journals, activity charts, material for children with special needs, science and mathematics kits, self learning materials and audio visual aids. All these are seen as initiatives to enrich the teaching learning process for children. Several states are setting up formal libraries in schools and arranging for their regular use by children.

Renewal of Curriculum Syllabus and Textbooks

Through wide and intensive dialogues with 21 National Focus Groups on educational issues, a new National Curriculum Framework (NCF), 2005 has been developed by NCERT. NCF, 2005 introduces teachers to important issues such as aims of education, how children construct knowledge, how children's learning can be best facilitated through suitable activities, role of teachers in school and society, etc. Subject specific learning improvement programmes based on innovative pedagogical practices, many under the leadership of teachers, are in place across the country. On their part, the schools are becoming more child friendly and teachers are increasingly aware of the efficacy of child centred, activity-based pedagogy. (See Box 5.1)

Several states have developed a range of teaching learning materials (TLMs) other than textbooks such as story based readers, work books, worksheets, children's journals, activity charts, material for children with special needs, science and mathematics kits, self learning materials and audio visual aids

Teachers

With the expansion of education facilities over the years, the number of teachers has also increased. The policy of the government is to provide at least two teachers to every primary school initially and ultimately, to provide one teacher for every 40 children in primary schools. In upper primary schools, teachers are provided on the basis of subject teaching and teaching work-load (Table 5.1)

Table 5.1: Annual Increase in number of Teachers (in thousands)

Year	Primary				Upper Primary			
	Male	Female	Total	% Female	Male	Female	Total	% Female
1999-2000	1236	683	1919	35.6%	829	469	1298	36.1%
2000-2001	1221	675	1896	35.6%	820	506	1326	38.7%
2001-2002	1213	715	1928	37.1%	921	547	1468	37.3%
2002-2003	1167	746	1913	39.0%	936	645	1581	40.8%
2003-2004	1260	837	2097	39.9%	944	648	1592	40.7%
2004-2005	1319	842	2161	39.0%	992	597	1589	37.6%
2005-2006	1326	857	2183	39.3%	998	673	1671	40.3%

Source: SES, MHRD

In absolute terms, a substantial increase in the number of teachers has been registered since 1999 to 2000. At primary stage, there were 1.92 million teachers in 1999-2000. This increased to 2.18 million in 2005-06. At upper primary stage, the number increased from 1.3 million to 1.7 million.

Table 5.2a: Number of Teachers and Pupil Teacher Ratio in Primary Schools 2005-06

Sl. No	States/UTs	Number of Teachers			Percentage of trained teachers	Number of female teachers per 100 male teachers	Pupil Teacher Ratio
		Men	Women	Total			
1	Andhra Pradesh	91079	75711	166790	93	83	32
2	Arunachal Pradesh	2511	1279	3790	25	51	32
3	Assam	51550	33965	85515	41	66	45
4	Bihar	60187	15516	75703	85	26	104
5	Chhattisgarh	51057	20648	71705	56	40	41
6	Goa	433	2799	3232	93	646	32
7	Gujarat	15790	21397	37187	100	136	34
8	Haryana	25381	25240	50621	89	99	42
9	Himachal Pradesh	15266	15682	30948	100	103	23
10	J & K	22881	15805	38686	53	69	32
11	Jharkhand	25144	7620	32764	100	30	79
12	Karnataka	30858	25115	55973	100	81	26
13	Kerala	10897	30854	41751	99	283	27
14	Madhya Pradesh	165262	65391	230653	52	40	49
15	Maharashtra	75683	113512	189195	96	150	37
16	Manipur	4833	3034	7867	33	63	31
17	Meghalaya	7300	6445	13745	45	88	46
18	Mizoram	2651	2559	5210	58	97	25
19	Nagaland	4985	2963	7948	34	59	20
20	Orissa	65177	36022	101199	89	55	42
21	Punjab	13856	23172	37028	98	167	44

(Contd...)

22	Rajasthan	86697	35040	121737	82	40	47
23	Sikkim	2663	2725	5388	72	102	22
24	Tamil Nadu	53190	62378	115568	100	117	34
25	Tripura	6027	6180	12207	67	103	36
26	Uttar Pradesh	294956	117124	412080	98	40	57
27	Uttarakhand	21682	24733	46415	100	114	24
28	West Bengal	109243	40521	149764	74	37	50
29	A & N Islands	383	508	891	52	133	19
30	Chandigarh	53	279	332	100	526	40
31	D & N Haveli	268	285	553	96	106	55
32	Daman & Diu	80	387	467	100	484	40
33	Delhi	6728	20703	27431	100	308	45
34	Lakshadweep	182	101	283	100	55	24
35	Puducherry	707	2146	2853	97	304	26
	INDIA	**1325640**	**857839**	**2183479**	**86**	**65**	**46**

Source: Selected Educational Statistics: 2005-06 Ministry of Human Resource Development, GOI, 2008. (Provisional)

Table 5.2b: Number of Teachers and Pupil Teacher Ratio in Upper Primary Schools 2005-06

Sl. No:	States/UTs	Number of Teachers			Percentage of Trained Teachers	Number of Female Teachers per 100 Male Teachers	Pupil Teacher Ratio
		Men	Women	Total			
1	Andhra Pradesh	62034	44181	106215	90	71	30
2	Arunachal Pradesh	2359	1135	3494	21	48	30
3	Assam	52622	21951	74573	10	42	15
4	Bihar	44949	13084	58033	88	29	78
5	Chhattisgarh	20063	7646	27709	56	38	47
6	Goa	635	1513	2148	99	238	33
7	Gujarat	86606	100163	186769	100	116	38
8	Haryana	6539	4636	11175	92	71	26
9	Himachal Pradesh	8572	4845	13417	100	57	15
10	J & K	18773	14000	32773	61	75	156
11	Jharkhand	22077	9542	31619	100	43	63
12	Karnataka	88083	109520	197603	100	124	32
13	Kerala	14544	31937	46481	99	220	26
14	Madhya Pradesh	91575	37870	129445	62	41	33
15	Maharashtra	113523	89523	203046	96	79	36
16	Manipur	5113	3560	8673	31	70	21
17	Meghalaya	3994	3413	7407	36	85	18
18	Mizoram	5073	2910	7983	60	57	11
19	Nagaland	3902	2361	6263	17	61	16

(Contd...)

20	Orissa	25712	8573	34285	92	33	38
21	Punjab	6175	6735	12910	99	109	21
22	Rajasthan	134354	56854	191208	78	42	31
23	Sikkim	766	411	1177	43	54	27
24	Tamil Nadu	19371	42785	62156	100	221	38
25	Tripura	6701	1738	8439	68	26	19
26	Uttar Pradesh	130778	35566	166344	95	27	35
27	Uttarakhand	11880	6835	18715	100	58	17
28	West Bengal	8137	2758	10895	80	34	62
29	A & N Islands	337	389	726	59	115	17
30	Chandigarh	27	367	394	100	1359	10
31	D & N Haveli	174	114	288	99	66	48
32	Daman & Diu	122	137	259	100	112	34
33	Delhi	1823	5403	7226	100	296	30
34	Lakshadweep	76	37	113	100	49	18
35	Puducherry	624	910	1534	93	146	20
	INDIA	**998093**	**673402**	**1671495**	**87**	**67**	**34**

Source: Selected Educational Statistics: 2005-06 Ministry of Human Resource Development, GOI, 2008. (Provisional)

The average number of teachers per school (TPS) in primary schools has shown a substantial increase between 2002-03 and 2005-06. Rural schools had an average of 2.67 teachers as compared to 4.62 teachers in urban schools, which could be attributed to lower enrolments in rural schools.

Teacher-Pupil Ratio

One of the important indicators that influence classroom interaction is Teacher-Pupil Ratio (TPR). Table 5.2b shows that there has been considerable improvement in TPR. However, 9 out of 35 States and UTs have a TPR higher than 1:40 in primary schools, the highest being in Bihar (1:62) followed by Uttar Pradesh (1:60), Jharkhand (1:48) and West Bengal (1:48). Recently, nearly 3,00,000 posts of teachers have been sanctioned in these States under the SSA which is expected to improve TPRs.

Table 5.3: Teacher Pupil Ratio in Primary and Upper Primary Schools

Year	Primary	Upper Primary
1999-2000	1:43	1.38
2000-2001	1:43	1.38
2001-2002	1:43	1.34
2002-2003	1:42	1.34
2003-2004	1:45	1.35
2004-2005	1:46	1.35

Source: Selected Educational Statistics, MHRD, 2006 (Provisional)

Unfavourable TPR in some of the states are also indirectly reflected in the Student Classroom Ratio (SCR), which is quite adverse in Bihar (91) and Jharkhand (69), as against the national average of 42:1. However, 1,20,629 school buildings and 3,29,700 additional classrooms sanctioned upto March 2006 have helped to improve the situation.

Table 5.4: Student Classroom Ratio

	2002-03	2003-04	2004-05	2005-06	2006-07
Primary	48	45	44	41	40
Upper Primary	36	35	33	33	31

Source: DISE, NUEPA, New Delhi, (various years)

Qualification of Teachers – Academic and Professional

Most teachers at upper primary stage possess the prescribed academic qualification. However, at primary level, four per cent male teachers and 4.75 per cent female teachers lack the minimum academic qualification. A sizeable number of such teachers in primary schools are in Mizoram, Meghalaya, Nagaland, Assam, Tripura. The States of Haryana, Jharkhand and Punjab also have a similar situation though on a lower scale. The proportion of teachers with pre-service education qualification increased from 66 per cent in 2003-04 to 73 per cent in 2005-06 at primary level. The proportion of trained upper primary teachers increased from 69 per cent to 76 per cent during the same period. Special programmes have been designed to enhance teachers' qualification through specific training programmes.

Strategies Adopted for Overcoming Mismatch in Teacher Supply

Gaps in demand and supply of teachers are gradually narrowing. In 2005 to 2006, 5,90,000 teachers were recruited against 7,76,000 posts of teachers sanctioned under SSA. Teacher rationalisation and redeployment is seen as an important strategy for solving teacher deficit as DISE data shows pronounced urban rural mismatch in availability of teachers. In order to rectify the lopsided deployment of teachers, every state is required to undertake intensive rationalisation of existing teachers, prior to a fresh recruitment. The state of Karnataka had initiated an innovative computerised system of redeployment, transfer and recruitment of teachers in 1997, based on principles of equity and transparency. However, due to non-availability of qualified teachers, some states have been appointing untrained teachers and arranging for their training through varied modalities including distance education courses of Indira Gandhi National Open University (IGNOU).

Teacher Support System at District and Sub-District Levels

Development and strengthening of teacher education institutions is a programme launched under the Eighth Five Year Plan as a follow up to the National Policy on Education. The establishment of a District Institute of Education & Training (DIETs) in each district was, therefore, a major step in taking the support system, nearer to the field. There is a DIET each in almost all the districts of the country.

The process of decentralisation was further extended, initially under DPEP and subsequently under SSA through the establishment of Block Resource Centres (BRCs) and Cluster Resource

Development and strengthening of teacher education institutions is a programme launched under the Eighth Five Year Plan as a follow up to the National Policy on Education

Centres (CRCs). The main function of these sub-district level institutions is capacity building among teachers. BRCs and CRCs have been expanded to cover the whole country. This unique infrastructure of more than 7,000 BRCs and 66,000 CRCs with over 1,00,000 resource teachers is the cutting edge for regular academic support and monitoring.

In-service Teacher Training: Expansion and Diversification

SSA has made a provision for 20 days of annual training for each teacher. Overall, across states 23,47,017 teachers of a total of 30,53,285 (77%) have received training and most training programmes are organised at the BRC-CRC level. Training modules are developed at the state level. The training content reflects a wide range of subjects and issues and is focused on subject specific training and pedagogical aspects. A few innovative themes include life skills development and reading promotion activities.

In-service and induction training under SSA have to contend with a wide diversity in teacher categories i.e. regular teachers, para teachers and contract teachers. Untrained teachers are encouraged to acquire necessary qualifications through distance education courses.

There is a need to take a fresh, hard look at the teacher training programmes, including their content, duration, frequency, method of delivery and linkage with real classroom transaction issues and provision for hands on experience. Building teacher attitude for addressing plurality and diversity in the classroom and bring about a strong equity focus in classroom transaction is another aspect that needs to be effectively incorporated in teacher training programmes. It is commendable that consistent with a shift towards a more holistic approach, many states have reportedly begun to engage in needs-based training (Assam, Maharashtra, and HP), content enrichment (AP, TN, HP) and pedagogy improvement (TN, Haryana, AP, and WB). To this end, it is desirable to undertake a comprehensive evaluation of teacher training programmes of all the states. The National Council of Teacher Education, an autonomous body of the Government of India, is in the process of revising the National Curriculum Framework on Teacher Education.

> It is commendable that consistent with a shift towards a more holistic approach, many states have reportedly begun to engage in needs-based training, content enrichment and pedagogy improvement

Monitoring and Evaluation of Quality Related Components

Monitoring of quality aspects of SSA is undertaken by NCERT, with focus on (a) students' attendance; (b) classroom processes; (c) BRC/CRC performance in providing academic support to teachers; and (d) learning achievement. The annual District Information System on Education (DISE) also provides information on achievement levels of children at the exit classes of primary and upper primary stages. Periodic pupil achievement surveys by NCERT are conducted at key grades of the elementary education cycle.*

Over the last few years the issue of enhancement in achievement levels in key skills in reading/writing/arithmetic has been systematically addressed. Most States have already launched programmes for focused interventions in these areas and have been piloting initiatives for improvement in reading, writing, arithmetic skills in the early years of the primary stage and have subsequently expanded the coverage of these initiatives.

*See Annexure II

Box: 5.2
The Reflective Teacher

The National Council of Educational Research and Training (NCERT), which is an autonomous body of the Government of India to assist and advise the Centre and the states in implementation of their policies on education, has in 2006 issued guidelines for organisation of in-service training of teachers in elementary schools. Key features of the guidelines are as under:

1. Adoption of a 'Constructivist' approach, as advocated in NCF 2005, wherein the teacher should act as a 'facilitator', and should work towards creating a variety of learning experiences in and out of the classroom that enable children to construct knowledge from activities and experiences in day-to-day life.

2. This approach requires teachers to be reflective, that is they need to become 'mindful enquirers' into their own experiences, to guide children meaningfully.

3. The guidelines advocate a 'split up' model of in-service training, in which 6-8 days training is provided at the BRC/DIET level and 2 days training through actual observation of classroom situations. Thereafter, teachers are expected to return to their school settings for 2-3 months, to try out the recommended methodologies and ideas. At the end of the training programme, they once again return to the BRC/DIET for 2 days to share their experience and reflect on the new ideas before they complete the training.

4. In keeping with NCF 2005, the guidelines recommend training of teachers in areas such as art and heritage crafts, health and physical education, work education and education for peace, besides training in basic subjects like language, EVS and Mathematics.

5. The guidelines stress identification of training needs and development of appropriate training modules through BRGs/ DRGs/ SRGs. It is also recommended that the training design should emphasise local contextuality and specificities in the teaching learning situation.

6. List of suggested readings, educational audio and video programmes for teachers have also been provided in the guidelines.

Recent Efforts to Address the Quality Enhancement Agenda

Focus on State Initiatives for Learning Enhancement. In a recent conference of State Education Ministers, consensus emerged on the need to continue the implementation of *Sarva Shiksha Abhiyan* (SSA), with a focus on quality issues. It was agreed that States would implement focused programmes for improving language and mathematics skills in the early grades of the primary stage. Ongoing State programmes for learning enhancement reflect this focus on the early primary grades. They also include an element of independent verification of learning levels through sample surveys or more comprehensive assessment systems.*

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*A summary of State initiatives in 20 States is at Annexures III and IV.

Activity Based Learning in Tamil Nadu

The Activity Based Learning approach is a comprehensive strategy implemented in Tamil Nadu's schools to bring about a transformation in the learning environment. The ABL concept, originally adapted from Rishi Valley School, was introduced in the Corporation Schools of Chennai, and based on its success has now been expanded to all the 37,486 Primary Schools in the state. The model is intended to allow each child the freedom to learn as per his/her own pace of learning, by doing activities themselves along with group activities. In ABL methodology, various competencies of the Textbook have been split into smaller units in the form of activities, with each unit called a milestone. Milestones are arranged in structured and logistic sequences from basic to advanced level, and each child moves to the next higher level of learning after clearing each level. The competency level of each child in a particular subject is explicitly known and recorded on completion of every milestone. Children have been allotted their own blackboard space, blackboards and charts have been brought down to the eye-level of children, and children are encouraged to sit on the ground or at low desks to allow for greater mobility. Multi-grade classrooms are arranged with groups of 30 to 35 children mixed from classes 1, 2, 3 and 4. An inbuilt evaluation mechanism is incorporated into the system, abolishing the need for examinations. The ABL model has been systematically rolled out through every level of the system, through a rigorous training and monitoring mechanism, and on-site support provided to teachers. It has led to increased performance in subjects such as language, maths and science, as well as led to a shift in classroom processes towards a more interactive and meaningful learning experience for students, where the teacher takes on the role of facilitator to learning.

NCERT Support for Strengthening 'Reading Pedagogy' for the Early Primary Grades:

NCERT has launched a reading programme for the early grades of the primary stage, as an exemplar for States to build their own programmes for strengthening children's reading skills. The objectives of this programme are (a) to provide a platform to assist States in running these programmes and provide technical assistance in the form of graded readers (b) to provide a platform to NGOs willing to assist States in reading enhancement programmes (c) to undertake periodic assessment of ongoing State initiatives, to check whether the desired results are being attained and (d) to institutionalise a changed pedagogy for strengthening early reading. In 2007-08, the NCERT undertook a pilot study for material development (Graded series of early readers) and development of a teachers' training manual. Outcomes of the early reading programme are as follows: (See Box 5.3)

- Workshop and orientation meetings were held by NCERT in 11 States. Seven States have initiated activities for early reading under this initiative (TN, Karnataka, Jharkhand, Mizoram, Goa, Rajasthan, and Punjab).
- A series of 40 books has been developed and graded into different levels of difficulty (graded series of readers) for children at different ages and proficiency in reading.
- 95 titles of children's literature have been selected. The list has been circulated to States for enabling them to set up school libraries/reading corners in school.

- A dossier of international research on pedagogy of early reading compiled for publication has been prepared.
- Guidelines for setting up reading cells in States have been developed.

Box: 5.4
NCERT Source Book on Learning Assessment

NCERT has recently developed a Source Book on Learning Assessment at the Primary Level based on the vision envisaged in National Curriculum Framework-2005. The NCF-2005 propounds a significant pedagogical shift in education towards a constructivist paradigm for learning and teaching, which would require suitable adjustment in textbook writing, classroom transaction and learner assessment. The NCF views assessment, especially at the primary level, as a meaningful and comprehensive process pertaining to the quality and extent of a child's learning, construction of knowledge and her/his interest and attitudes towards learning which may be manifested in various activities. The new vision of the curriculum, articulated in the National Curriculum Framework (NCF) 2005, has profound implications for reflection and thinking on the above concerns as related to assessment/evaluation of children, and these implications are sought to be elaborated through the Source Book on Learning Assessment. The Source Book addresses the different curricular areas namely, Languages, Mathematics, Environmental Studies, and Art Education. The Source Book has been developed through an elaborate process of international and national consultations and the constitution of Five sub-groups for each curricular area, and has been field trialled in 10 states.

NCERT Support for Strengthening the Teaching of Mathematics in the Early Primary Grades In 2008-09, NCERT will initiate a focused programme on the teaching of Mathematics at early primary grades. This will involve development of pedagogic strategies for early Mathematics education, selection/development of appropriate pedagogic materials to support concrete, experienced based classroom transactions and development of a teacher-training manual for capacity building. Exemplar pedagogic materials, training manual and results of analysis of curriculum and textbooks in Mathematics for the early primary grades will be shared with all States in January, 2009 to enable them to plan programmes for strengthening Mathematics learning in their States. (See Box 5.4)

National Research Studies on Quality Aspects

a) Study of Teachers' Absence in Primary & Upper Primary Schools

The study has estimated teaching days that were lost due to teachers remaining absent from school and ascertained the reasons for their absence. Teachers' attendance was observed during two unannounced visits to schools at a gap of 5 to 6 weeks during the last academic session (Table 5.5).

b) Study of Students' Attendance in Primary and Upper Primary Schools

The Government of India has conducted an independent study on 'Students Attendance at Primary and Upper Primary levels' in the year 2006-07, in 20 major States. This study involved

Table 5.5: Teachers' Absence Percentage – Average of Two Visits

Status	Uttar Pradesh	Madhya Pradesh	Andhra Pradesh
% of teachers not present	11.0	15.4	24.0
On duty outside school	3.0	2.2`	6.8
On leave	5.4	10.6	14.9
Absent without intimation	2.6	2.6	2.3

collection of data on teachers' presence in schools. Students' and teachers' attendance in 300-400 schools per state was captured during three unannounced visits made to the sampled schools. Teachers' presence was assessed by head counting on the day of unannounced visits during the first period and last period of the school functioning.

According to this study, 19 per cent teachers in primary schools were not in the school on a typical working day. The teacher absence rate was 20 per cent for upper primary teachers. This reflects an improvement of 5 per cent in teacher attendance rates from 2004, when the teacher absence rate was found to be 25 per cent according to a Harvard-World Bank Study. Students' attendance rate was found to be 68.5 per cent at the primary and 75.7 per cent at the upper primary stage.*

c) Time on Task Study

Time on task study has been conducted by TSG in respect of five States, i.e. **Assam, Haryana, Karnataka, Maharashtra and Orissa**. The objective of the study is to find out, as to how students spend their time in school and specifically, how much time is spent on active learning in the class rooms. The average time spent by students in curricular, co- curricular and other activities inside and outside the classrooms has been estimated through the study. The activities of the students and teachers are observed in classrooms for 5 to 6 days in each of the 100 sample schools in each State. The study is being done with the help of DIETS & SCERTS. Teachers activities include activities like interaction with students, involving students actively in the classroom processes, like thinking and comprehension and also in classroom management etc.

Similarly other studies on student attendance and teacher attendance were conducted. Study on student attendance has been conducted in 20 States covering 300 to 400 schools per State. The study revealed that student attendance rate of Primary level was 70.75 per cent and at Upper Primary level it was 79.19 per cent.

The teacher attendance study was conducted in three States namely Andhra Pradesh, Madhya Pradesh, and Uttar Pradesh. The study covered 400 schools in each State. The study proposed to study the teaching days lost due to absence of Teachers and also to ascertain the reasons of absence. The Teacher attendance was assessed in two phases with a gap of 3 to 4 weeks during the academic session. The study revealed that 11 to 24 per cent teachers remain absent due to various reasons. 2.2 per cent to 6.8 per cent Teachers are absent due to deployment for other duties and Teachers remaining absent without intimation is very less, i.e. ranging from 2.3 to 2.6 per cent.

> The objective of the study is to find out, as to how students spend their time in school and specifically, how much time is spent on active learning in the class rooms

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*State-wise information regarding attendance rates of students and teachers is at Annexure V.

d) Study of Deployment and Professional Competence of Para Teachers

This study was conducted by NCAER to assess the performance and professional competence of para teachers and to ascertain how they are recruited, their service conditions, their training needs and the kind of support they require for functioning effectively. The study has been conducted in 12 States.

e) Study on Effectiveness of BRCs and CRCs in Providing Academic Support to Schools

The study is being conducted in 16 States to get a feedback on effectiveness of BRCs and CRCs in providing required academic support to teachers and in supervision of elementary schools. It has been commissioned recently and is expected to be completed by 2009.

Box: 5.5

Steps Taken by Government to Increase Teacher Presence in Schools

1. The *Sarva Shiksha Abhiyan* framework has been amended in November 2006 to provide for a greater role of Panchayati Raj bodies in the supervision and monitoring of schools, including attendance of teachers.
2. Government of India has advised States to monitor teacher attendance in elementary schools and put in place mechanisms to improve teacher presence and accountability. State commitments have been taken for amending the bye laws/rules of Village Education Committees/Parent Teacher Associations/School Development and Management Committees or equivalent bodies to include specific clauses to monitor teacher attendance. Also, State commitments have been obtained for putting in place systems for recording teacher attendance with inputs from the community and the block/district education officials.
3. Government of India conducted an independent study in 2006-07 in 20 major States and Delhi, which has revealed an average national teacher attendance rate of 80 per cent at the primary stage.
4. States have been advised to conduct independent assessments of the level of teacher absenteeism in 2007-08. The terms of reference of the GOI study have been shared with all States.

New Inputs for 'Quality' under SSA in the Eleventh Plan

Besides continuing the existing inputs for quality, new inputs and processes have been brought in to consolidate the gains made in the previous Five-year plan period.

a) Continuing Inputs:

1. PTR to become 40:1 in all schools by providing additional 2.18 lakh teachers.
2. Provisioning for Teacher training: including regular in-service training, induction training of new teachers, and professional training through in service/distance programmes for untrained teachers.

3. Budgeting for School grants for stationary, chalk, dusters, blackboards etc.
4. Providing teaching-learning materials in the form of teacher grants
5. Providing teaching-learning equipment.
6. Providing free text books to all children

(b) New Inputs

1. Two per cent of total outlay under SSA for targeted learning enhancement programmes
2. Usage of Innovation Funds for computer aided learning
3. School Furniture at upper primary level.

(c) Processes to be Strengthened

1. Teacher training to become more differentiated
2. Strengthening of sub-district academic support structures of BRC at block & CRC at cluster
3. Teacher deployment and revamping of performance assessment systems for teachers to ensure accountability.
4. Increasing community participation in monitoring & supervision of learning outcomes.
5. Systematic pupil assessment system in line with NCF 2005 is being taken by NCERT already.
6. Independent testing & developing continuous comprehensive pupil evaluation systems, where NCERT & state level institutions are already restructuring processes.

The measurable indicators for assessing quality, for the Eleventh Plan* indicate a decisive shift towards strengthening in class pedagogic practices and learning outcomes.

In view of the Eleventh Plan focus on quality education, there has been the revision of the norms in 2008-09 as under :

- At least two teachers sanctioned for primary school and three teachers for upper primary school, out of which one will be of science & maths background.
- Free textbooks for all children.
- TLE for new primary schools is raised to 20,000/- and for new upper primary Rs 50,000/-
- School grant has been raised to Rs 5000/- per primary school, and 7000/- per upper primary school.
- Teacher training at BRC level is @ Rs 100/- and at CRC level @ Rs 50/-.
- For innovative activities, the ceiling has been raised to Rs 1 crore/ district, out of which Rs. 50 lakhs will be for CAL.
- There is an additional provisioning for learning enhancement programme @ 2 per cent out of the six per cent management cost of each district's allocations.

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*See Annexure VI

Postscript

The foregoing analysis has underscored the urgency of addressing all aspects of quality relating to educational administration, planning, implementation, learning, monitoring and evaluation. The review has made it clear that the focus has shifted to quality concerns. For instance, the decision to compress the timeliness (to just two year) to close infrastructure gaps, predominantly in the 314 special focus districts is a bold one. These 314 districts account for most of the civil works gap (910,440 classrooms) and have lower levels of capacity. The challenge is to utilise the funds in the project management component to ensure good quality of civil work. The managers of construction in these districts should take on from the excellent case studies of 5 states in the implementation process.

The focus on special districts indicate a welcome shift towards tackling the issue of uneven performance and improved equitable planning: 314 special focus districts have been identified using a variety of criteria including district with out of school children (OOSC) more than 50,000; ST >50 per cent, SC >25 per cent and Muslim minority concentration. Those districts where the progress towards UEE is most problematic are now being targeted in earnest.

> The focus on special districts indicate a welcome shift towards tackling the issue of uneven performance and improved equitable planning

The new spirit is evident in the Learning improvement programmes designed by a number of states. More prominent among these are the Gujarat Achievement Profiles (GAP); Children's Language Improvement Programme (CLIP) in Andhra Pradesh; Karnataka School Quality Assessment Organisation (KSQAO); School Performance Monitoring in Uttrakhand; Learners Achievement Tracking system (LATs) in Orissa and Educational Quality Improvement Programme (EQIP) in Maharashtra.

All these seem to have prepared the groundwork for taking off in a more planned way towards scaling up quality across the system, especially at the level of the school. To bring about a qualitative transformation in the system is no doubt, an uphill task, but not an impossible mission. To improve quality in a sustainable manner, there is no option but to build capacities at the district and sub district levels. Simultaneously, at the policy making level, the broad commitments made need to be adhered to, for achieving the broad goal.

Examination of expenditure patterns shows that the component wise expenditure over the years for major interventions is moving upwards in relation to outlays. It is encouraging to note that the expenditure on components related to the improvement of quality (such as textbooks, TLM, BRC and CRC, school grant, teachers grant and teacher training) are also increasing – from 35 per cent of the component outlay in 2003-04 to 70 per cent in 2005-06. It's time that a programme of careful monitoring and follow up is taken up to get a clear understanding of the cumulative impact of these schemes on school functioning.

Education of Adolescents and Young People

India is on the threshold of a unique demographic dividend, which can be turned into a demographic window of opportunity. The population of persons below the age of 35 years in India is estimated to be nearly 70 per cent of the total population of around one billion. It is estimated that around 390 million people are in the age group 13-35 years. This 'Youth Bulge', in the light of its impact on work participation and dependency ratios, has been called a window of opportunity in terms of growth and development, if effectively harnessed. Further, it needs to be recognised that 69 per cent of the youth live in rural areas, and this number is estimated to cross 500 million by 2011-12. This poses its own challenges with reference to inclusive growth and the need to bridge different kinds of social divides.

## Policy Framework for Education of Youth and Adolescents

The need to provide special focus programmes of education for the youth has always been recognised in Indian policy documents. This got a concrete shape with the adoption of the National Youth Policy (2003) which draws upon the elements of the earlier policies and programmes, and reiterates the county's commitment to composite and all-round development of the youth of India. The Policy identifies four thrust areas: (i) *Youth Empowerment:* Youth ought to have a greater role to play in decision-making mechanisms affecting them, so that they are active participants, both in the process and product of development. (ii) *Gender Justice:* Discrimination on the basis of sex violates the human rights of the individual concerned and the Policy, therefore, stands for the elimination of gender discrimination in every sphere of life. (iii) *Inter-Sectoral Approach:* An inter-sectoral approach is a pre-requisite for dealing with youth development issues. It advocates the establishment of a coordinating mechanism among the various Central Government Ministries/Departments and between the Central and State Governments and the Community Based Organisations/Youth Organisations for facilitating convergence in youth related schemes, for developing comprehensive policy initiatives for youth development, and reviewing ongoing activities/schemes. (iv) *Information and Research Network:* The Policy suggests the establishment of a well organised Information and Research Network on issues of concern to the youth so as to facilitate the formulation of appropriate Youth Development Programmes and Strategies.

Figure 6.1: Proportion of Youth Population
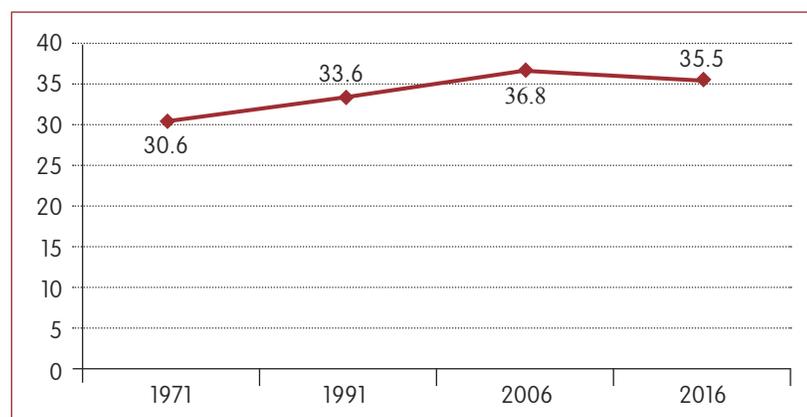
Considering that access to resources and development opportunities are particularly limited in rural areas, the Policy accords priority to rural and tribal youth, out-of-school youth, adolescents, particularly female adolescents, youth with disabilities and Youth under

specially difficult circumstances like victims of trafficking, orphans and street children. The Policy also identifies Eight key sectors: (i) Education; (ii) Training and Employment; (iii) Health and Family Welfare; (iv)Preservation of Environment, Ecology and Wild Life; (v) Recreation and Sports; (vi) Arts and Culture; (vii) Science and Technology; and (viii) Civics and good Citizenship.

Profile of Adolescents in India

There are 225 million adolescents comprising nearly 22 per cent of the total population. Of the total adolescent population, 54 per cent belong to 10-14 age group and nearly 46per cent are in the 15-19 age group. Female adolescents comprise almost 47 per cent and male adolescents 53 per cent of the total population. The sex ratio among 10-19 years is 882 females per 1000 males, lower than the overall sex ratio of 933. It is 902 for younger adolescents aged 10-14 years and 858 for older adolescents aged 15-19 years. More than half (51%) of the illiterate currently married females are married below the legal age of marriage. Amongst currently married adolescent women, the unmet need of contraception is the highest in the age group 15-19 years.

The sex ratio among 10-19 years is 882 females per 1000 males, lower than the overall sex ratio of 933. It is 902 for younger adolescents aged 10-14 years and 858 for older adolescents aged 15-19 years

Table 6.1: Population and Educational Status of Adolescents (10-19 age group) in 2001 and 2007 (millions)

Year	Population of Adolescents (10-19 age group)			No. of Persons not Completed Primary Level		
	Persons	Male	Female	Persons	Male	Female
2001	225.1	119.6	105.5	91.2	43.5	47.7
	(21.88%)	(22.47%)	(21.25%)	(40.52%)	(36.39%)	(45.21%)
2007	245	128.5	116.5	82.2	37.7	44.5
	(21.7%)	(22.0%)	(21.4%)	(33.52%)	(29.39%)	(38.21%)

Source: Year 2001 data based on Census 2001 and year 2007 population data based on Planning Commission projections. Other projections made on the basis of progress made in education sector between 2001 and 2007.

Literacy level of the young population is pretty impressive. 90 per cent of the 15-19 years age group in urban areas is literate. In rural areas, the literacy rate of this group is 75 per cent. NSSO 55th Round, 2001 found adolescents from rural areas and girls disadvantaged in education. Male-female differences grow with each level of education.

School enrolment figures have improved but gender disparities are persistent at all levels. The drop-out rate demonstrates a disturbing trend. In particular, the situation of girls and boys of SC/ST communities and minority groups is much worse than the general category. Consequently, a large proportion of adolescents enter work force even while in the compulsory education age group. Economic compulsions force the youth to participate in the work force resulting in high drop-out rate for education. Nearly one out of three adolescents in 15-19 years is working – 21 per cent as main workers and 12 per cent as marginal workers (Census 2001).

Poor nutrition among many adolescent mothers is resulting in higher risk of miscarriages and maternal mortality. Social factors such as illiteracy, economic background, unemployment, and family disharmony have also tended to increase vulnerability to drug abuse. Over 35 per cent of all reported AIDS cases occur among the age group of 15-24 years.

Special Focus on Adolescents (10-19 years)

Adolescents in India number 225 million, constituting nearly 22 per cent of the total population of the country and their numbers are steadily rising. Moreover, a substantial proportion of them would have also failed to benefit fully from the formal school system. In this context, meeting the special education needs of this group has become an important concern for educational planners. Consequently, the last five years saw the emergence of special programme package for education of adolescents with adequate financial allocation. The package was drawn keeping in view the profile and problems of the adolescent population.

Programmes for Out-of-school Adolescents & Youth

Over the years, and during the Tenth Five Year Plan (2002-07), a variety of programmes have been devised and implemented to address a number of youth concerns and their developmental requirements, including education and skill building. The following is a brief overview of the programmes and their coverage in recent years.

Programmes under Nehru Yuva Kendra Sangathan (NYKS)

NYKS is an autonomous organisation under Department of Youth Affairs & Sports of the Government of India. It is a large network of grassroot level organisations, catering to the development needs of more than 8 million rural youth in the age group of 15 – 35 years, enrolled through about 253,000 village based youth clubs across the country. Activities of NYKS mainly relate to education, training, employment promotion, income generation, enterprise creation and financial assistance. In addition, NYKS also undertakes various awareness programmes for overall development of the rural community. At the Block level, the programme operates through Youth Development Centres (YDCs) each covering 10 villages. The YDCs act as Youth Information Centres and Centres for physical fitness training programmes. Following are some of the programmes implemented through NYKS:

Skill Upgradation Training: During 2006-07, 3060 Skill Upgradation Programmes were organised with the participation of 79,922 youth (19,951 male; 59,971 female). This includes long term (6 months) and short term (3 months) programmes.

Training in Self-Employment Project (TESP): Training upto 15 days duration in any one of the Agro-based Projects viz. Poultry, Bee Keeping, Vermiculture, Angora Rabbit Farming, Dairy Development, Mushroom Cultivation, Fishery, Sericulture, Cash Crops etc. is imparted depending upon the needs and availability of local resources. During 2006-07, 182 TESPs were organised involving 5,893 youth (3,469 male; 2,424 female).

Self-Help Groups Development Training Programme (SHGDTP): The programme aims at establishing SHGs in rural areas and through them build upon the potential of the rural youth. The general approach is to identify 4-5 key income-generating activities based on the local resources, occupational skills of the youth and availability of markets and impart training through well designed training courses. During 2006-07, 208 SHGDTPs were organised with the participation of 10,275 youth (4,576 males; 5,699 females).

Over the years, and during the Tenth Five Year Plan (2002-07), a variety of programmes have been devised and implemented to address a number of youth concerns and their developmental requirements, including education and skill building

NYKS – Collaborative Programmes

NYKS works in collaboration with the Khadi and Village Industries Commission (KVIC) towards generation of employment for rural youth with emphasis on SC/STs, Minorities, OBCs and Physically Handicapped persons using the Margin Money available under the Rural Employment Guarantee Programme (REGP). The programme involves covering 130,000 youth in 150 districts. It is expected that with the Margin Money supported by Banks, REGP beneficiaries will be able to sustain their business through the Marketing Network facility to be developed by NYKS & KVIC jointly.

Swarnajayanti Gram Swarojgar Yojana (SGSY) – A Rural Youth Initiative Project: This programme for rural self-employment started in 2000, covering 8 districts in the States of Assam, Bihar, Jharkhand, Orissa, Chhattisgarh and Madhya Pradesh. Subsequently, 6 districts in Madhya Pradesh, Uttaranchal, U.P. and Andhra Pradesh were added in 2004. Currently, there are about 12,500 BPL (Below Poverty Line) families who are direct beneficiaries of the Project (SGSY – RYIP). More than 8,000 SHG members of 1,000 SHG have been imparted Skill Development Training in economic activities like dairy, piggery, goatry and other activities related to agriculture & food grains. Almost 350 SHGs have received credit loan from the banks against the subsidy released to them by NYKS @ Rs.125,000 per group. At present the corpus fund available with the SHGs is Rs.45,000,000 approximately. It is estimated that the project beneficiaries will have an assured income level of more than Rs.24,000/- per annum.

Support to Adolescent Health & Development (2004-07) – NYKS is implementing this unique project, initiated by the Ministry of Youth Affairs & Sports in collaboration with UNFPA, in 63 selected districts in 29 states and Union Territories. 'Project Teen Clubs' have been formed in the districts at the village level and training of peer educators and convenors of those clubs have been completed. The Clubs are organising workshops in the entire district on age specific problems that face the teens of the day. Regular seminars, counselling sessions are on their agenda. NYKS also organises Life Skill Education Programmes for the adolescents in these 63 districts, which are funded under the Scheme of Financial Assistance for Development and Empowerment of Adolescents under the Ministry of Youth Affairs & Sports.

Rajiv Gandhi National Institute of Youth Development (RGNIYD) & NYKS RGNIYD–a Government of India funded society located at Sriperumbudur, Tamil Nadu, has devised a pilot scheme to enhance the employability skills of rural youth through a multi-skilled training programme. NYKS has been instrumental in identifying 300 rural youth from 20 districts in Tamil Nadu for this pilot project. They have been trained in carpentry, plumbing, electrical works, business process outsourcing (BPO), leather based training and 162 of them have been suitably placed. The Institute is operating an *Adolescent India website* and has also set up a *Community Radio Station for Adolescents.*

Open School Programmes

The National Institute of Open Schooling (NIOS) has been providing opportunities for continuing education to interested learners through its 2,200 accredited academic and vocational institutions all over the country. Initiated as a Project in 1979 by the Central Board of Secondary Education (CBSE), the Open Schooling has now taken shape as an

NYKS works in collaboration with the Khadi and Village Industries Commission (KVIC) towards generation of employment for rural youth with emphasis on SC/STs, Minorities, OBCs and Physically Handicapped persons using the Margin Money available under the Rural Employment Guarantee Programme (REGP)

independent system of education in India. The NIOS, with approximately 1.4 million learners on roll, has emerged as one of the largest Open Schooling organisation. The courses of studies offered by NIOS through Open and Distance learning Mode (ODL) include: (a) Open Basic Education (OBE) Programme for children (upto 14 years, adolescents and adults at A, B and C levels that are equivalent to Classes III, V and VIII of the formal school system; (b) Secondary Education Course; (c) Senior Secondary Education Course; (d) Vocational Educational Courses/Programmes; and (e) Life Enrichment Programmes

The OBE Programme offers elementary education programmes by providing a learning continum based on graded curriculum ensuring quality of education for children, neo-literates, school drop-outs/left-outs and NFE completers. For implementation of OBE Programmes, the NIOS has partnership with about 260 Agencies in different states providing facilities at their study centres. It is a sort of academic input relationship with partner Agencies. The NIOS provides resource support such as adaptation of NIOS model curricula, study materials, joint certification, orientation of Resource Persons and popularisation of OBE, to the voluntary agencies.

At the secondary and senior secondary levels, NIOS provides flexibility in the choice of subjects/courses, pace of learning, and transfer of credits from CBSE, State Open Schools and some State Boards to enable learners' continuation. A learner is extended as many as nine chances to appear in Public examinations spread over a period of Five years. The credits gained are accumulated till the learner clears the required credits for certification. The learning strategies include learning through printed self-instructional material, audio listening and viewing video programmes, participating in personal contact programme (PCP) and Tutor Marked Assignments (TMA). NIOS offers 26 courses in seven languages (Hindi, English, Urdu, Tamil, Telugu, Gujarati, and Marathi) for secondary examination and 25 courses in Hindi, English and Urdu mediums for senior secondary examinations. The secondary and senior secondary courses of NIOS are offered through 1950 Study Centres called Accredited Academic Institutions (AIs). NIOS through its Regional Centres admitted 2,90,983 students in academic courses during 2006-07.

Vocational courses are offered through the Accredited Vocational Institutes (AVIs) spread throughout the country. Presently there are about 1000 AVIs. 9,559 students in vocational courses were admitted during the year 2006-07. The detailed picture of Vocational Educational Programme can be seen in Box 6.1.

Education Programmes Addressing Drug Related Problems of Youth

The tentacles of drug have captured substantial section of adolescents and youth. UNODC and Ministry of Social Justice and Empowerment report of 2004 says that 24 per cent of drug users in the country are in the age group of 12-18 years. The subjects in the treatment centres reported that about 11 per cent were introduced to cannabis before the age of 15 years and about 26 per cent between the age of 16 and 20 years. Incidents of alcoholism, drug addiction and crime amongst adolescents have also seen a rise in the last few years. Boys out number girls and most of them are illiterate or have studied up to primary stage (41 per cent primary, 20 per cent illiterate); a large number are school drop-outs (NCRB 2003). The Report of the National Aids Control Organisation (NACO), India for the period of 1986 to August 2006 found that 31.8 per cent of AIDS cases in India have been found to be in

The NIOS provides resource support such as adaptation of NIOS model curricula, study materials, joint certification, orientation of Resource Persons and popularisation of OBE, to the voluntary agencies

Box: 6.1
Open Vocational Education Programme of NIOS

Acknowledging the fact that the young entrepreneurs will be the wealth of the nation, the learner-friendly **Vocational Education programme** of NIOS provides excellent prospects for learners. It offers about 76 courses in the areas such as agriculture, business and commerce, engineering and technology, health and paramedical, home science and hospitality management, teacher training, computer and IT related sectors. Some life-enrichment courses, and courses in certain other vocations are also offered. Knowledge, skills and qualities of entrepreneurship have been made essential components with emphasis on practical on-the-job training in related industrial units. The NIOS programmes pay special attention towards requirements of first-generation learners, physically, mentally and visually challenged learners and pupils from disadvantaged sections of the society.

In order to promote vocational education in rural areas and empower the community, NIOS has initiated an innovative programme called Rural Community Workshops (RCWs) as production cum-training centres. NIOS develops rural-based vocational courses as well as creates infrastructure for hands-on vocational training through RCWs.

Box: 6.2
Affirmative Action for Youth: Naandi – Mahindra Initiative

Young boys and girls often start earning for their families early in their life mostly through menial jobs. It is planned, therefore, that attendance in school would be linked with a system of evening courses for vocational skill-building to give high-school students better employability by providing them a variety of skills such as computer literacy and so on. It is hoped that since only 'in school' children would be entitled to these courses free of cost, it would bring down the drop-out rates and ensure more children complete formal schooling. Therefore, as a first step, it is planned to provide employability training support (post-high school) presently to those sections of youth that are the most disadvantaged, namely the scheduled caste (SC) and scheduled tribe (ST) communities. This support the Naandi Foundation hopes to provide by roping in companies from the private sector as investors for Livelihood Training Schools (LTS) to champion a new wave of affirmative action that has been long overdue, to pave the way for being a more 'equal opportunities' society. The schools will also have mandatory courses on spoken English, basic computer literacy, personality development, communication skills and confidence building as part of mainstreaming these youth and helping them access sustainable livelihood options in the emerging markets.

As a beginning, Mahindra & Mahindra Ltd is entirely supporting the setting up of the first of such school in Pune, Maharashtra. Christened Mahindra Pride School, this institution commenced its courses with the first batch of enrolled SC and ST students in March 2007. After training, these students will be placed in jobs relating to infrastructure, marketing, retail, hospitality and the IT sectors where the need for trained staff is immense. This has been proven by the recruitment offers Mahindra Pride School has already received for every one of the 600 students it will train in the first batch.

The setting up of LTS in various regions in partnership with various proactive corporates as part of the sector's affirmative action plan for SC, ST youth is yet another example of a public private pluralistic partnership that Naandi champions.

15-29 years age group. The total number of cases in this age group is 39,781 out of an overall total of 124,995. 70.6 per cent are male victims. Females are less than one third of the total.

The Youth Participation for Prevention of Trafficking and HIV Project aims to mitigate the dual vulnerabilities of HIV/AIDS and trafficking in women and girls by promoting integrated multi-sectoral responses. The Project is initiated in 11 states namely, Uttar Pradesh, Madhya Pradesh, Andhra Pradesh, West Bengal, Tamil Nadu, Bihar, Gujarat, Maharashtra, Delhi, Orissa and Kerala. While some of the states, selected, have high HIV/AIDS prevalence with high rate of migration/trafficking, some others are most vulnerable as far as trafficking and HIV/AIDS are concerned. The programme would eventually cover 285 districts.

The Government of India has drawn an Action Plan for mainstreaming HIV/AIDS in ongoing programmes for the period 2006 to 2011 called Youth Unite for Victory against AIDS (YUVA). An Advocacy Kit has also been released. NACO designed the programme with the following targets to be achieved during project period (1999 to 2006): (a) To introduce Hepatitis C as the fifth mandatory test for blood screening; (b) To set up 10 new modern blood banks in uncovered areas, upgrading existing ones, promotion of voluntary blood donation. The total blood collection in the country is to be 5-5. 5 million units by the end of the project. (c) To attain awareness level of not less than 90 per cent among youth; (d) To train up to at least 600 NGOs in the country in conducting target intervention programme among high risk groups; (e) To conduct annual Family Health Awareness Campaign jointly by NACO programme managers at the state level; (f) To cover all the country targeting students in class IX and class XI through School Education Programmes; (g) To promote organisations of people living with HIV/AIDS and to provide them financial support.

A number of NGOs are actively addressing youth on a regular basis as a part of the community awareness programme. Quite a large number of NGOs are also involved in hospitalisation of drug addicts and de-addiction efforts.

Activities of NGOs

Using multiple sources of funding including substantial support from Government of India, a large number of NGOs have started education related activities for adolescents. In the absence of systematic monitoring/evaluation it is difficult to indicate the number of NGO so involved, and the quality of their programmes. However, mention may be made of a few of them: (a) *Concerned for Working Children, Bangalore:* This NGO organises highly relevant educational programmes for adolescent persons, including education in labour laws, democratic decentralisation, collectivisation of adolescent persons, etc. (b) *M.V. Foundation, Hyderabad:* MV Foundation fights against child labour and has a large cadre of adolescent persons and youth who disengage children below 15 years of age from work compulsion. They insist that every child up to 14–15 years of age must receive primary education in school. M.V. Foundation also puts pressure on the school system to improve school functioning so that children are retained till they complete at least 5 years of education. (c) *Doosra Dashak, Jaipur:* This organisation attempts to organise residential education for illiterate adolescent persons. The initial residential course is followed up

Using multiple sources of funding including substantial support from Government of India, a large number of NGOs have started education related activities for adolescents

to enhance their levels of learning. Shorter residential education programmes are also organised for school going adolescent persons. This and a variety of other life skills education programmes, as well as the holistic approach to education make this NGO's achievements quite remarkable.

Proposed Strategies and Programmes For Eleventh Five Year Plan (2011-12)

Based on the review and experience of the Tenth Five Year Plan, some of the ongoing schemes would be expanded and strengthened. It is envisaged that in the next few years, the programmes, would be particularly guided by the following framework of Life Skills perspective.

Building Life Skills Perspective

Life skills are viewed as the abilities for adaptive and positive behaviour that enable individuals to deal effectively with the demands and changes of everyday life. Life skills empower adolescents through information, education and services that enable them to make informed choices in their personal and public life, thus promoting creative and responsible behaviour for their personal growth and national development. The three broad areas of life skills defined within this framework are: Thinking skills, Social skills and Negotiation skills. Using a life skills approach essentially involves participatory processes involving adolescents to develop their self awareness, critical and creative thinking, problem solving and decision making, planning and goal setting, interpersonal and communication skills, empathy and team building, resisting peer pressure, coping with emotions and stress. Since life skills are developed through experiential learning translating knowledge into action, they can be enhanced in all situations. Life skills programmes would be broad based addressing issues of identity and social concerns that directly impact adolescents besides dealing with issues of reproductive health, adolescent sexuality, HIV/AIDS and drug abuse or other such issues. Life skills development would also be seen in the context of preparing the young for livelihood. Thus a composite approach to life skills that embeds within it concerns of health, livelihood and personality and social development would be adopted offering a holistic framework for youth development.

In the above stated background, the approach in the Eleventh Plan would be to put in place a holistic and comprehensive strategy and to enable the fullest development and realisation of the potential of the youth in the country as the single most important segment of the population in the context of future socio-economic development and growth. A crucial determinant underlying the approach and the suggested strategy and programmes is the current demographic scenario in the country, and the need to reap demographic dividend before the window of opportunity closes. This would make it necessary to look at issues concerning youth with a much greater sense of urgency than has been the case in the past, and to allocate commensurate resources towards this end. This would have two elements- review of the existing sectoral programmes and schemes, and bringing into them the required specific focus and re-orientation as required, and their expansion to cover the whole country and diverse groups; and, developing and implementing specific programmes and interventions, over and above the sectoral schemes, to empower and

Life skills empower adolescents through information, education and services that enable them to make informed choices in their personal and public life, thus promoting creative and responsible behaviour for their personal growth and national development

enable the youth to become effective and productive participants in the social, economic and political development of the country.

Convergence in approach and synergy in action would be the key element during Eleventh Plan. Although most activities are funded under their respective schemes and programmes there is a need to converge the activities in the field so as to maximise the benefits for the target group. The requirements for this will transcend sectoral programmes, and would require a variety of interventions and programmes aimed at addressing the youth in a multi-dimensional manner, as individuals and members of the community and society at different levels. This is critical as a major part of the inputs for education of persons in adolescent and youth age group will continue to flow from school and adult education programmes. Together the programmes would have to cover the whole population of youth, particularly reaching the marginalised, and address educational needs related to physical, mental and emotional development, as well as minimising the vulnerabilities of the group.

Adult Literacy and Lifelong Learning

The beginnings of India's widely acknowledged literacy movement in the 1990s could be traced to the National Policy on Education (NPE), 1986 that accorded high priority to literacy. The NPE urged that "the whole nation must pledge itself to eradication of illiteracy, particularly in the 15-35 age group." The National Literacy Mission set up in 1988 to achieve this goal adopted the mass campaign approach known as the Total Literacy Campaign (TLC) as the dominant strategy for adult literacy. The strategy yielded commendable results, with a remarkable increase in literacy by 12.63 per cent points - from 52.21 per cent in 1991 to 64.84 per cent in 2001, with male literacy being 75.26 per cent and female literacy being 53.67 per cent. The urban-rural literacy differential also decreased significantly during this period. All States registered an increase in literacy rates with literacy amongst women rising at a much higher rate than male literacy rates. Increase of literacy among the Scheduled Castes and the Scheduled Tribes was also impressive. Even more encouraging was the social impact of the literacy efforts, which translated into better health awareness, greater empowerment and greater success in panchayat elections, as documented by several evaluation studies.

Despite these significant gains, inter-state and intra-state disparities still continue. Also, gender and social disparities in literacy continue to persist. Bridging these disparities is envisaged to be the prime focus of literacy programmes in the next few years.

The Tenth Five Year Plan recognised education as a critical input in human resource development and in the country's economic growth. It also reiterated the fact that though the major indicators of socio-economic development such as growth rate of the economy, birth rate, death rate, infant and maternal mortality rate and literacy rate are interlinked, the literacy rate is a major determinant of the rise and fall of other indicators. It was in recognition of this that three of the eleven monitorable targets of the Tenth Five Year Plan focused on elementary education and literacy.

The 2001 Census revealed that there were 304 million illiterate persons in the country, of which 44 million were in the 7-14 age group and the remaining were in the 15+ age group. The target for literacy has been fixed at 80 per cent along with a reduction in gender gap to 10 per cent, to be achieved by 2011-12 which corresponds to the final year of Eleventh Five Year Plan period.

Achieving the level of 80 per cent literacy rate by the end of the Plan period i.e., 2011-12 would require 15.16 per cent increase over the 2001 decennial census – the highest anticipated increase in any decade. With this in view, focused attention will be given to the target age group (15-35) during the Eleventh Plan in the first phase. Emphasis would be on addressing illiteracy, especially in the low literacy areas, with renewed focus on females, SC, ST and minorities. In addition, the 125.76 million neo-literates and other literate persons are expected to be provided continued and lifelong learning opportunities.

The National Literacy Mission set up in 1988 adopted the mass campaign approach known as the Total Literacy Campaign (TLC) as the dominant strategy for adult literacy. The strategy yielded commendable results

Table 7.1: Overall Literacy Rates (percentage) as per Census 2001

	Persons	Male	Female
All Areas (overall)	64.80	75.30	53.70
Rural Areas (overall)	58.70	70.70	46.10
Urban Areas (overall)	79.90	86.30	72.90
All Areas (15-35 age group)	71.03	81.04	60.36

Literacy rates of population aged seven years and above for major states (Census 2001) and for State/UT-wise literacy rates of the 15 and above age-group (Census 2001) are mentioned in Tables 7.2 and 7.3.

Table 7.2: Literacy Rates of Population Aged 6 Years and Above by Major States - 2005-06 (NFHS-3)

S.No.	Name of the State	NFHS-3 2005-06*		
		Total	Urban	Rural
1.	Andhra Pradesh	63.7	76.7	57.4
2.	Assam	76.3	87.7	73.8
3.	Arunachal Pradesh	62.8	74.3	59.0
4.	Bihar	54.1	72.1	50.5
5.	Chhattisgarh	63.6	83.5	58.0
6.	Delhi	84.4	N.A.	N.A.
7.	Goa	83.3	85.9	80.0
8.	Gujarat	72.1	84.0	63.5
9.	Haryana	74.4	82.9	66.8
10.	Himachal Pradesh	81.3	91.3	80.1
11.	Jharkhand	58.6	80.4	50.9
12.	Jammu & Kashmir	66.7	75.6	63.3
13.	Karnataka	69.3	81.3	61.5
14.	Kerala	89.9	91.1	89.2
15.	Madhya Pradesh	60.9	77.4	54.6
16.	Maharashtra	77.6	87.1	68.5
17.	Manipur	76.5	82.7	73.4
18.	Meghalaya	72.1	90.7	66.0
19.	Mizoram	91.1	95.4	86.0
20.	Nagaland	72.5	84.6	68.1
21.	Orissa	68.8	85.5	65.2
22.	Rajasthan	57.4	77.3	49.9
23.	Sikkim	76.6	87.6	73.9
24.	Tamil Nadu	74.2	81.5	67.9
25.	Tripura	80.2	90.3	78.3
26.	Uttar Pradesh	61.6	72.3	58.0
27.	Uttrakhand	75.7	83.1	72.8
28.	West Bengal	71.6	82.9	66.6
	India	67.6	81.0	61.3

* Source: Fact Sheet (Provisional Date) Ministry of Health and Family Welfare, Govt. of India

Table 7.3: State/UT-wise Literacy Rates of Age Group 15 and Above (NSSO Survey 2004-05)

S.No.	State/UT	Literacy Rate		
		All Persons	Male	Female
1.	Andhra Pradesh	50.7	61.9	40.4
2.	Arunachal Pradesh	58.7	66.4	50.5
3.	Assam	74.7	82.6	65.8
4.	Bihar	48.3	63.9	32.3
5.	Chhattisgarh	58.2	73.3	43.3
6.	Delhi	85.4	91.8	77.5
7.	Goa	81.6	89.1	74.8
8.	Gujarat	68.2	80.6	55.0
9.	Haryana	64.9	76.8	51.5
10.	Himachal Pradesh	74.2	84.0	64.7
11.	Jammu & Kashmir	59.9	72.0	46.3
12.	Jharkhand	51.5	67.4	34.8
13.	Karnataka	61.9	71.9	51.6
14.	Kerala	90.6	93.8	87.9
15.	Madhya Pradesh	54.5	68.8	38.8
16.	Maharashtra	72.8	83.3	62.1
17.	Manipur	77.2	86.1	68.5
18.	Meghalaya	84.6	86.5	82.9
19.	Mizoram	97.5	98.4	96.4
20.	Nagaland	82.8	87.2	78.4
21.	Orissa	58.7	70.1	47.5
22.	Punjab	68.5	74.5	62.1
23.	Rajasthan	47.5	65.5	29.3
24.	Sikkim	76.3	83.5	67.9
25.	Tamil Nadu	70.7	80.9	61.1
26.	Tripura	77.6	84.5	70.4
27.	Uttrakhand	66.6	80.1	53.6
28.	Uttar Pradesh	52.1	67.2	36.3
29.	West Bengal	67.5	76.3	58.1
30.	A & N Island	82.7	89.1	75.5
31.	Chandigarh	86.5	91.7	80.6
32.	Dadra & Nagar Haveli	60.3	75.6	40.6
33.	Daman & Diu	81.5	90.1	73.1
34.	Lakshwadeep	87.0	94.9	78.1
35.	Puducherry	76.6	88.3	65.6
	All India	61.7	73.5	49.7

Source: Derived from Statement 3.8.1 of the report.

Break up of literate population in terms of educational levels indicates that 3.6 per cent of the total literates were without any specified educational level, 25.8 per cent were below Primary level and 26.2 per cent had Primary level of education. Those who had Middle and Matriculation/Secondary levels of education formed 30.2 per cent of the literate population. Persons who had reached Secondary and Senior Secondary level were only 6.7 per cent of the literate population. Non-technical and technical diploma/certificate (not equal to degree) holders were found to be adding 0.8 per cent to the literate population; and Graduates and above qualification holders were contributing 6.7 per cent to the literate population. The trend which emerged indicates that with the upward movement in the education ladder beyond primary level, the percentages of the contributors to literate population declined. Another significant feature is that the percentage of non-technical and technical diploma/certificate holders was quite low as compared to the other educational groups (Table 7.4).

Table 7.4: Literates by Level of Education* (2001)

Level of Education	Numbers (in thousands)			% to Literate		
	Persons	Males	Females	Persons	Males	Females
Literate	560,688	336,534	224,154	100.0	100.0	100.0
Literate without educational level	20,023	11,361	8,662	3.6	3.4	3.9
Below Primary	144,831	81,148	63,683	25.8	24.1	28.4
Primary	146,740	83,525	63,215	26.2	24.8	28.2
Middle	90,227	55,940	34,286	16.1	16.6	15.3
Matriculation/Secondary	79,230	51,202	28,028	14.1	15.2	12.5
High secondary/Intermediate/Pre University/Senior Secondary	37,816	24,596	13,220	6.7	7.3	5.9
Non technical diploma or certificate not equal to degree	386	259	128	0.1	0.1	0.1
Technical diploma or certificate not equal to degree	3,667	2,901	766	0.7	0.9	0.3
Graduate and above	37,670	25,533	12,137	6.7	7.6	5.4

* Excluding Mao Maram, Paomata and Purul sub-divisions of Senapati district in Manipur state
Source: Census 2001

As already noted, the current status as well as the rate of progress in literacy is quite varied across different states for the country. The situation is influenced largely by the interest and initiatives taken by respective state Governments. The National Literacy Mission, on its part, has been playing a catalytic role by promoting context specific programmes for improving the situation*. The overall progress made in the literacy status of the country cannot, therefore, be effectively captured in quantitative terms.

Institutional Framework for Providing Literacy and Lifelong Learning Programmes

Since the launch of the National Literacy Mission, an institutional framework has been created from national level down to the district and sub district levels to implement adult education programmes. Since 1997, the framework has undergone several changes in terms of numbers, composition, scope of work and financial allocations, to align with the extension

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*See Annexure VII

of the literacy programmes to the entire nation, as well as the special drives to deal with the problem of illiteracy among women, residual illiteracy and low literacy districts.

At the national level, the National Literacy Mission Authority (NLMA), in the Department of School Education and Literacy, Ministry of Human Resource Development, Government of India, is the apex body to manage and coordinate adult literacy and continuing education programmes. The NLMA has a General Council, which takes all policy decisions in respect of the literacy and continuing education programmes in the country and is headed by the Minister of Human Resource Development of Government of India. There is an Executive Committee of the NLMA, headed by the Secretary (School Education and Literacy) to take decisions on matters pertaining to policy, strategy and programme implementation, subject to its endorsement by the General Council. There is a Project Approval Committee of the NLMA, also headed by the Secretary, to consider and approve the programmes and projects for implementation by States/NGOs. The Bureau of Adult Education functions as the secretariat of the NLMA and Directorate of Adult Education provides technical and academic resource support to it (Diagram 7.1).

Diagram 7.1: National Level Institutional Frameworks for Management of Literacy and Continuing Education Programmes
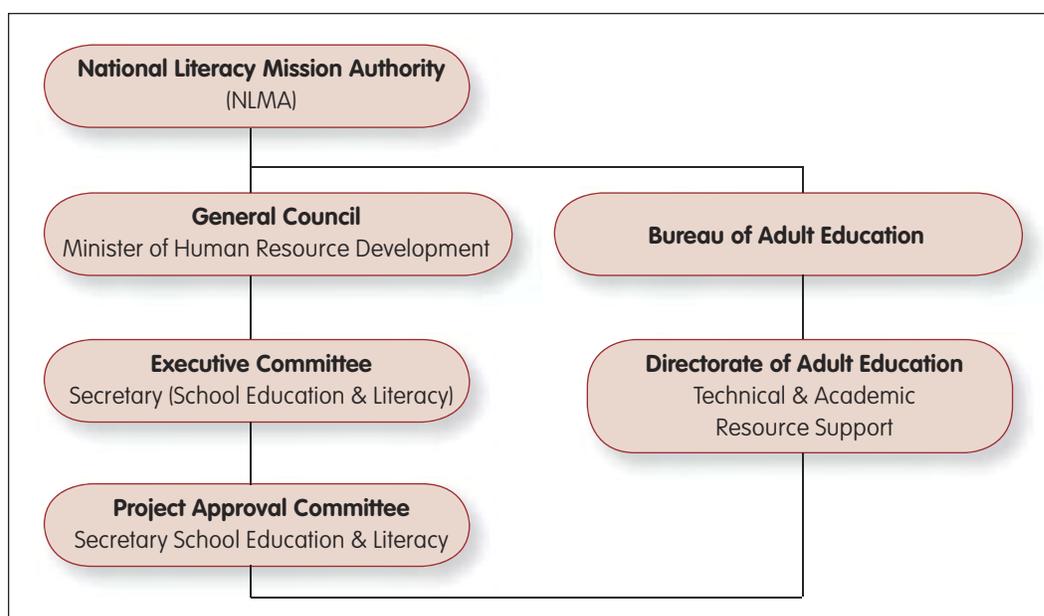
At the national level, the National Literacy Mission Authority (NLMA), in the Department of School Education and Literacy, Ministry of Human Resource Development, Government of India, is the apex body to manage and coordinate adult literacy and continuing education programmes

On the pattern similar to the national level, NLM, as a matter of policy, has prescribed constitution of State Literacy Mission Authority (SLMA) to take policy decisions and manage and coordinate the programmes at the state level. The SLMA is a registered body having a General Council with Chief Minister or Education Minister as the ex-officio President, and an Executive Committee headed by the Chief Secretary/Education Secretary of the State. The State Directorate of Adult Education (SDAE) functions as the secretariat of SLMA and its Director as SLMA Secretary-cum-Member Convener of both the General Council and Executive Committee. The State Resource Centres (SRCs) of the state provide technical and academic resource support to the SLMA. Since 1997, most of the States have constituted SLMAs. In 1999, under a policy decision, the NLM made provision for annual maintenance

grants to the SLMAs (amounts vary with grade of SLMA – being determined by the size of non-literate population of the state). SLMAs have also been advised to ensure adequate representation of PRIs in their General Council and Executive Committee.

The ground level programme implementing agency is the *Zilla Saksharta Samiti* (ZSS), District Literacy Society at the district level which is a registered body with a General Council/ General Body and an Executive Committee. The District Magistrate/District Collector is the ZSS Chairperson and its General Body and Executive Committee has official as well as non official members representing various government sectors (education, social welfare, women and child development, rural development, and agriculture), and non government sectors (voluntary agencies, women, scheduled castes and tribes, minorities, journalists, writers, and academicians). The District Resource Unit (DRU) located in District Institute of Education and Training (DIET) provides the technical and academic resource support to the ZSS in addition to the SRC support on need basis. *Jan Shikshan Sansthan*, a district level institution placed in the NGO sector, where available, works closely with the ZSS and provides vocational and life enrichment education.

Improving Female Literacy and Bridging Gender Disparity

Considering that the Census figures for 2001 showed a large gender disparity, improving female literacy has been one of the major concerns. In 28 States/UTs, the female literacy rate was over 50 per cent while in five States/UTs - Rajasthan, Jammu and Kashmir, Uttar Pradesh, Arunachal Pradesh and Dadra and Nagar Haveli, it was between 40 to 50 per cent, and in two States, i.e., Bihar and Jharkhand, it was below 40 per cent. Further, 47 districts in the country had a female literacy rate below 30 per cent. Since most of these districts were located in States of Uttar Pradesh, Bihar, Orissa and Jharkhand, special innovative programmes for promoting female literacy were taken up in these states.

Considering that the Census figures for 2001 showed a large gender disparity, improving female literacy has been one of the major concerns

Uttar Pradesh: A special project was launched to raise the female literacy rate in eight districts of Uttar Pradesh by covering 2.5 million illiterate women in the 15-35 age group. The project duration was limited to five months, from November 1, 2002 to March, 2003. The implementing agencies were given block-wise responsibilities on a geographical basis. Need-based primers were designed on female-related issues. The external evaluation indicated that out of eight districts, six districts achieved above 60 per cent results, while two districts namely Balrampur and Shravasti achieved below 60 per cent results.

Bihar: The special female literacy programme in Bihar was implemented in 13 low-female literacy districts in the first phase to cover 2.403 million women learners in the 15-35 age-group. The projects were implemented from January to December, 2003 by the *Zilla Saksharta Samiti* (ZSS) of the respective districts. The ZSS constituted Mahila Samitis (women committees) at district, block and panchayat level with representation of women from amongst teachers, social workers, NGOs representatives, PRIs, child development officers and other officers in districts. In the districts of Kishanganj and Araria which have high proportion of Muslims, the Imams (religious heads) were urged to promote literacy among adults. The programme was evaluated externally, and eight districts were reported to have achieved a literacy rate of 60 per cent and above.

Orissa: Nine districts in Orissa viz., Koraput, Nabrangpur, Malkangiri, Rayagada, Kalahandi, Gajapati, Sonepur and Naupada were covered under the Special Project for Accelerated Female Literacy. The programme targeted 1.043 million non-literate women in the 15-35 age group. The State Resource Centre, Bhubaneswar, was the nodal agency to oversee the project's implementation executed largely by NGOs. A total of 9,10,000 female learners were identified, out of which 9,03,000 were enrolled.

Jharkhand: The special female literacy programme was implemented in five low female literacy districts of Jharkhand, viz., Pakur, Garhwa, Sahibganj, Giridih and Godda. The programme was implemented by the ZSS of the respective districts with active involvement of Panchayati Raj Institutions, women social workers, etc. Around 500,000 women illiterates in 15-35 age-group were covered under the programme. A special Resource-cum-Support Group was constituted under the aegis of Asian Development Research Institute (ADRI), Patna, to provide resource support and monitoring of the female literacy programmes in these districts.

Karnataka: In order to bridge the 19.23 per cent male-female literacy gap and 21.37 per cent rural-urban literacy gap, as well as to improve the literacy rate of backward districts and blocks, Karnataka has initiated many innovative literacy programmes: (a) Rapid learning camps for the marginalised: To empower women in backward regions, rapid learning camps were organised by Karnataka State Literacy Mission Authority. These 18-days camps, organised locally with people's participation, enabled the women to learn Five hours a day. Local sponsors provided hospitality and logistical support. Primers developed for this programme have 16 lessons related mainly to general health, gender, empowerment and income-generation. This programme was successful in creating a competitive learning environment. As against a target of 7,50,000 covered through 15,000 camps, 11,800 camps were organised, covering 3,44,000 illiterates (86 per cent of whom were women). The integration of vocational courses in the camp was a strong motivation that led to effective learning in a faster way. It created confidence among learners to take up self-employment and improve their quality of life. The camps also created the urge for further learning and linkage with Continuing Education Centres. (b) Kalike Galike: To enhance the female literacy rates the Kalike Galike (Learn while you Earn) literacy programme is being implemented for 8,00,000 non-literate SHG women members in coordination with the Department of Women and Child Welfare.

Rajasthan: Female literacy in the state is 43.90 per cent, which is very low in comparison to the national scenario. Similarly, male-female disparity in literacy rate (percentage) stands at 31.8. Many innovative programmes have been implemented to promote gender equality and women empowerment in the state. (a) *Mahila Shikshan Shivirs (Women's literacy camps):* Funded by the state government, the Zilla Saksharta Samitis (ZSSs) in Rajasthan conduct 15-day Mahila Shikshan Shivirs for women. During the last three years, 20,961 camps have been organised imparting functional literacy skills to 5,24,000 women. Besides imparting literacy (taught by master trainers using specially prepared books: Primers I and II), the curriculum included knowledge and skills related to such functional aspects as vaccination, sanitation, breast-feeding, the Pulse Polio campaign, child nutrition, family planning, etc. Additionally, officials of different Departments were invited to talk on topics like environmental awareness, water conservation, self help groups, Central- and state-sponsored projects regarding social

A special Resource-cum-Support Group was constituted under the aegis of Asian Development Research Institute (ADRI), Patna, to provide resource support and monitoring of the female literacy programmes

welfare and women's empowerment, etc. Some income generating skills were also imparted with a view to empowering them economically. After the camp, the participants were linked to continuing education centres where they completed the next level of literacy skills. (b) *Vocational Training Camps for Neo-literates:* In order to upgrade the occupational skills of neo-literate women and also to equip them with new skills for better livelihood prospects, 15-day special vocational training camps (50 participants per camp) were organised in all 32 districts of the Rajasthan. These camps were organised in collaboration with various agencies, such as Industrial Technical Institutes (ITIs), and training was provided in local trades particularly, embroidery, weaving, tailoring, etc., along with information about raw materials, marketing products, etc. By November 2006, 231 camps were organised in all 32 districts covering 11,550 beneficiaries. (c) *Self-help Groups for Neo–literate Women and Marketing their Products:* The ZSSs in Rajasthan have begun organising neo-literate women into SHGs to improve their life skills, self-confidence and economic condition through income-generation activities. In all, 36,097 SHGs have been formed and are actively engaged in activities like inter-loaning, taking loans from banks for income-generating activities, running production centres and arranging for marketing, etc. The Directorate of Literacy and Continuing Education has devised a four-tier-system for marketing the goods produced during the above-mentioned vocational training camps. These include sale of goods among participants themselves at the local level on a no-profit-no-loss basis; arranging exhibitions-cum-sales at district and state levels; and by tying up with other departments for the sale of their goods.

Strategies for Special Focus Areas and Groups

Apart from focusing on female literacy, the National Literacy Mission has also made specific efforts to reach special focus areas and groups:

Low Literacy Areas: The literacy map of the country shows wide variation. The west coast, southern peninsula and north-eastern States like Mizoram are areas of high literacy, however, the real problem lies in the low literacy districts of the northern belt — especially in the States of Bihar, Jharkhand, Madhya Pradesh, Rajasthan and Uttar Pradesh, which have almost 50 per cent of India's non-literates.

Different approaches such as the campaign approach, centre-based approach, linking literacy with life-skills, etc., have been adopted depending on the socio-economic context. Attempts have been made to integrate literacy programmes with other development programmes being implemented in that area so as to make literacy relevant with their day-to-day issues. In case of migrant communities, a separate strategy of keeping the volunteer with the community at the place they have migrated to/or at their work place is being adopted, which has already proved a success in some areas.

Tribal Areas: India has the second largest tribal population in the world with the total ST population being around 90 million (as per the 2001 census). In all, there are about 613 tribes living across the country constituting about eight per cent of the total population of India and about 10 per cent of all rural people. The literacy rate among tribal groups is 47.1 per cent, which is the lowest when compared to any other sections of the population. During the implementation of the TLCs in some of the districts, sincere efforts were made to improve literacy among tribals. Around 13 per cent of the learners in TLCs have been from ST communities.

The ZSSs in Rajasthan have begun organising neo-literate women into SHGs to improve their life skills, self-confidence and economic condition through income-generation activities

Projects for Residual Illiteracy (PRIs): Although the TLCs took the form of a mass movement and were extended throughout the country, in many cases the campaigns languished due to a number of reasons including natural calamities, lack of political will and frequent transfer of District Collectors. Despite the completion of the campaign, a large number of illiterates remained unreached. Projects for residual illiteracy (PRIs) were launched in these areas after the conclusion of TLCs to cover the remaining illiterate persons. PRIs have so far been taken up in 29 districts of Rajasthan, 8 districts of Andhra Pradesh, 4 districts of Bihar, 3 districts of Jharkhand, 9 districts of Madhya Pradesh, 14 districts of Karnataka and 13 districts of Uttar Pradesh and 4 districts of West Bengal.

Special Literacy Drive in 150 Districts: The Council of the National Literacy Mission Authority in its meeting on April 5, 2005, decided to take up a special literacy drive in 150 districts with the lowest literacy rates in the country. These districts are mainly in the States of Uttar Pradesh, Bihar, Jharkhand, Rajasthan, Madhya Pradesh, Chhattisgarh and Orissa. The special drive for reduction of residual illiteracy aimed to cover nearly 36 million illiterates from 2005-07. So far, 134 districts in Arunachal Pradesh (7), Andhra Pradesh (8), Bihar (31), Chhattisgarh (2), Jammu and Kashmir (8), Rajasthan (10), Jharkhand (12), Karnataka (2), Madhya Pradesh (9), Meghalaya (3) Nagaland (2), Orissa (8), Punjab (1), Uttar Pradesh (27) and West Bengal (4) have been covered by a special literacy drive under ongoing Programmes of the National Literacy Mission.

> The Council of the National Literacy Mission Authority decided to take up a special literacy drive in 150 districts with the lowest literacy rates in the country

North-Eastern India: The experience of implementing literacy programmes in the north-eastern states revealed several bottlenecks and constraints. Some states have a very low density of population and the illiterate population is anywhere in the range of 2,000–50,000. Nearly half the districts in the region have an illiterate population below 20,000. Arunachal Pradesh for example has a population density of 13 persons/sq km, against a national average of 324. The extremely difficult and often mountainous terrain makes transportation and cost of goods and services costlier than in the plain areas. Additional funds for infrastructural support to the States of North East India would be provided in the Eleventh Plan.

Muslim Minorities: India's Muslim population is among the largest in the world next only to Indonesia. The national overall literacy rate for Muslims is 59.1 per cent (males 67.6% and females 50.1%). The Registrar General of India has released the literacy rates based on religion for the first time.

The literacy rate among Muslims is lower than the national average in almost all big states where the Muslim population is large like Bihar (42.0%), Jammu and Kashmir (47.3%), Uttar Pradesh (47.8%), Assam (48.4%), Haryana (40%), Uttaranchal (51.1%), Jharkhand (55.6%), Rajasthan (56.6%), and West Bengal (57.5%).

The female literacy rate among Muslims is lower than the female literacy rate of all religious communities in 21 States/UTs of India. However, the Muslim female literacy rate is particularly low in Haryana (21.5%), Bihar (31.5%), Nagaland (33.3%), Jammu and Kashmir (34.9%), Meghalaya (35.2%), Assam (40.2%), Uttaranchal (40.3%), Manipur (41.6%), Jharkhand (42.7%) and Punjab (43.4%). Hence, the Eleventh Plan will chalk out a different strategy by adopting an area-specific, functional approach in these states.

Mass mobilisation for creating awareness about literacy and education will be taken up on priority. Special literacy drives, including camp based literacy, will be undertaken in the 88 identified Muslim concentration districts with special emphasis on women. Priority is proposed to be given for establishing a *Jan Shikshan Sansthan* (JSS) in Muslim-concentrated non-JSS districts.

Specific Initiatives in Selected States

Karnataka

Sakshar Sanman (Literary Honour): The programme is designed to educate illiterate Gram Panchayat members and felicitate them. 15-day residential camps are organised for illiterate male and female Gram Panchayat members with the help of the Zilla Panchayat, District Literacy Committee, Karnataka State Literacy Mission Authority and Assembly Literacy Committee. Various voluntary organisations also help. Camps have been organised at different places of historical and religious importance.

Converging Literacy with National Rural Employment Guarantee Programme (NREGP): NREGS, being implemented by the Ministry of Rural Development is to be extended to all districts of the country from 2008-09 guarantees 100 days of manual work in a year to a family below poverty line. Though the government has incorporated many checks and balances in the programme itself, rural workers may be exploited because of their illiteracy and ignorance. The only way to prevent this is to give them literacy and rights-awareness.

An innovative strategy was designed for the purpose in Raichur district. There is a provision in the programme to employ an educated person to look after the work and a tent for workers to rest during leisure periods. This was converted into an opportunity for the Prerak volunteer who could gain the benefits of the programme and teach the workers during the lunch break for 100 days. 13,070 workers were made literate through this programme. It has now been extended to four other districts under NREGP. Joint action plan has been made by NLM and Ministry of Rural Development on convergence of NREGP and literacy at the national level.

Each one Teach Two: This programme associates students of Grade IX and XI in teaching non-literate adults. One million non-literates in the age group of 15-35 are targeted to benefit under this programme in two years. Each student can impart functional literacy to two non-literate adults. The Government of Karnataka also grants 20 additional marks as an incentive to each child associated with the programme.

Uttar Kannada (Karnataka): There is a strong interface between ZSS and community organisations like Mahila Mandals, youth clubs, NGOs and banks. There is also a strong convergence between different departments like Education for training of CE functionaries; Health for raising health awareness through campaigns; Animal Husbandry for milk products; Social Welfare for adolescent education and counselling; Tribal Development for promotion of education in tribal areas; the Central Labour Board for equivalency programmes for workers; Rural Development for vocational training for neo-literates and Preraks; the Forest Department for nursery keeping; and Women and Child Welfare for awareness and environment camps, among others.

> Joint action plan has been made by NLM and Ministry of Rural Development on convergence of NREGP and literacy at the national level

Rajasthan

Project for Residual Illiteracy (PRI): The PRI programme is being implemented in 29 districts, and by March 2006, 6,23,000 females and 2,90,000 males were brought under the literacy fold. This programme was also extended to cover the illiterate women members of the village- and block-level panchayats under the Zilla Parishad, and 11,344 illiterate women PRIs were made literate through 10-day residential camps at block level.

Illiterates and Neo-literates' Learning Progress Tracking System: Udaipur is the only district where the ZSS carried out a household survey in March this year on residual illiterates and neo-literates, by name, address and other details. The results help track *their progress. The Sarpanch and teacher, to keep track of their progress, countersign the* household survey figures of illiterates and neo-literates.

Post-Literacy and Continuing Education Programmes

Of the country's 604 districts, 597 have been covered under different programmes of NLM, including basic literacy, post-liteacy and continuing education. Of these 95 districts are now under basic literacy, 174 under post literacy and 328 under continuing education. There are more than 2,00,000 Continuing Education (CE) Centres, with each CE Centre catering to a population of 2,500 neo-literates. However with the increasing number of districts graduating to the CE phase, it has been felt that the literacy programmes would deliver enhanced results if the three different programmes were amalgamated into one.

Setting Benchmarks in Convergence: Chittorgarh, Rajasthan

Public Health Engineering and ZSS — Hand-Pump Repairs: Chittorgarh district has about 12,300 hand-pumps, 75 per cent of them in villages. Repair and maintenance needs a team of mechanics but the Department has only 125 technicians. A hand-pump break down can throw life in a village out of gear, especially for women and for meeting the household's water needs. ZSS identified this as a major problem and trained its force of Prerak volunteers in hand-pump repair and maintenance. Nearly 1,200 Preraks and neo-literates were trained and have repaired more than 2,000 defective hand-pumps. More than 75 hand-pumps declared abandoned have been rendered functional by ZSS.

ZSS and the Forest Department: The conservation and management of forest resources is being done increasingly by the Joint Forest Management Committees (JFMC) across the country. These are basically composed of the local people to be assisted by the forest staff. Though the traditional knowledge of the communities is immense, it is increasingly been felt that literacy is often an impediment to their wholesome participation in this technical exercise. Simultaneously this added component to the hitherto stand alone forest management activity also serves as an ice breaking exercise between the field functionaries of the Forest Department and the communities. The Forest Department has started involving Preraks in forming Forest Protection Committees or Van Suraksha Samities (VSS) and won the people's participation. All forest development and protection initiatives now are said to be facilitated through the VSS of which Preraks are members. As a great confidence building measure, the Forest Department has provided a motorised four-wheeler to the Prerak to take people in an emergency to the nearly hospital. The Forest Department has adopted six villages to make them "totally literate".

Udaipur is the only district where the ZSS carried out a household survey in March this year on residual illiterates and neo-literates, by name, address and other details. The results help track *their progress*

Support to Literacy and Continuing Education from Private/Corporate Sector

Adult learning and education in India has predominantly been a government responsibility since inception, with some degree of involvement of NGOs. The contribution of private and corporate sector in adult education has been in pockets only, in contrast to the collaboration in the case of formal school system.

Of late, there have been a few cases of the corporate sector entering the ALE sector especially using ICT for literacy. Computer Based Functional Literacy has been undertaken in many states on an experimental basis by the Tata Consultancy Services. In the State of Rajasthan, especially in Chittorgarh District, there are cases of Public Private Partnerships wherein corporate houses are engaged jointly with the ZSS in promoting literacy linked livelihood projects on a pilot basis covering every single illiterate in the selected villages. There are also instances of corporate houses undertaking ICT capacity building of literacy grassroots workers – Animators (Preraks) of the CE centres and Nodal CECs and also for imparting computer literacy to the neo-literates. Instances such as these are still limited and financially very miniscule in relation to the national targets for literacy.

Civil Society and Individuals' Support for Literacy Activities

Support of civil society and individuals to ALE in India could be said to have been one of the most unique facets of the whole venture. This is largely visible during basic literacy – the TLC phase. It is reckoned that the NLM mobilised and brought under the literacy fold nearly 150 million non-literates. They were taught by 12-15 million literacy volunteers. At least another 2 million academic Resource Persons provided training and other academic and managerial support on a voluntary basis. The contribution of civil society during the Environment Building (EB) phase, especially for the performances of the cultural troupes, was in myriad forms – ranging from welcome arrangement, including arcs and gates, garlands, food for members of cultural troupes and its other staff, electricity, lights and sound systems, stage arrangements and the like. This is illustrative just for one cultural performance. There were many literacy meetings, rallies, and conventions, cultural performances during the TLC, PLP and CE phases. The money value of community involvement must have been manifold more, leave alone the actual expenses they shouldered. Literacy activists used to vouch for the fact that the generosity was greater among the poorer sections than among the better off.

Learners'/Individuals' Contribution to Literacy Activities

Literacy Volunteers in most cases have been the youth – school/college students, and school/college pass outs or drop-outs. Learners'/Individuals' contribution to literacy activities in Indian context could more appropriately be counted as the family and civil society contribution. The socio-economic profile of the learners, almost as a rule, is one of deprivation. Not only did they give their time for literacy but also contributed in literacy-related functions and events organised. But when the organisers approach the community for contribution, it is the learners whom they approach with greater liberty and expectation. And it is the learners who contribute whatever they could – sometimes in kind, in the form of time and labour, etc.

> Literacy Volunteers in most cases have been the youth – school/college students, and school/college pass outs or drop-outs. Learners'/Individuals' contribution to literacy activities in Indian context could more appropriately be counted as the family and civil society contribution

The Preraks who manage the CE Centres almost on full time basis, receive a nominal honorarium. Thus, the money value of the Preraks' contribution to ALE too is a significant parameter.

Linkages between Formal and Non-Formal Approaches

Linkages between the formal and non formal approaches do exist. At the national level, NLM and its bodies share a common Ministry i.e. Ministry of Human Resource Development and a common Department of School Education and Literacy headed by the Secretary (School Education and Literacy). Down the line, in several states, there is a common Directorate to deal with formal and non formal education including the adult education programme. These linkages get stronger at the district levels as a large number of school teachers and volunteers participate in literacy and continuing education programmes. As a matter of fact, many literacy campaigns simultaneously ran school enrolment drives. The Centres/Departments of Adult and Continuing Education and Extension (CACEE/DACEE) in universities do have literacy and continuing education on their agenda and some of them offer certificate/diploma/degree courses in the subject. Lately, the National Institute of Open Schooling (NIOS) and a few State Institutes of Open Schooling (SIOS) have started offering equivalency programmes for neo-literates and other client groups of the NLM. The revamped programme for imparting literacy to non-literate adults under the Eleventh Five Year Plan, has envisaged larger involvement of schools and the student community.

Adult Education Going Beyond Literacy

Land Pattas for CECs, while Panchayats offer to take over CECs and pay Preraks: Almost 50 per cent of Continuing Education Centres (CECs) are housed in Panchayat bhawans, and the panchayats' involvement is reviewed at monthly Zilla Parishad meetings. Taking note of the Preraks multi-purpose utility and the social confidence and esteem they enjoy, Panchayat Presidents have written to the District Collector, offering to take over the CECs and pay Preraks from Panchayat funds. In more than 200 cases, Panchayats have allotted at least six bhigas of land to the CECs. This will become the most important asset to the CECs.

Public Private Partnership 'Sakshar Gaon-Sakshar Desh (Literate Village-Literate Country)': Chittorgarh has 96,000 women illiterates as per a recent survey. Hindustan Zinc, a corporate, has come forward to join hands with ZSS to eradicate illiteracy, and spearhead women's empowerment and improvement through vocational training and income-generation activities. The corporate has also donated computers to the CECs with simultaneous responsibility for their maintenance which is often a problem for the CECs located in the rural areas.

Catalysing Convergence and Enhancing Gains to Beneficiaries: The CE Programme in Dhanbad District (Jharkhand)

National Rural Employment Guarantee Programme (NREGP): Authorised by the Deputy Commissioner-cum-Chairman of the *Zilla Saksharta Samiti*, and jointly with Panchayat Sevaks, the Preraks created awareness among labourers about NREGP, collected applications in the CECs, made 50,000 job cards, distributed them to labourers and encouraged them to demand jobs. But for the Preraks' intervention this would hardly have been possible.

At the national level, NLM and its bodies share a common Ministry i.e. Ministry of Human Resource Development and a common Department of School Education and Literacy headed by the Secretary (School Education and Literacy)

Birth Registration: Applications submitted for Birth Certificates were reported to be pending at the Block Development Offices in Dhanbad district. With authorisation from the Chairman, ZSS, the Preraks identified children not registered and called the community to the CEC and along with Panchayat Sevaks, collected their applications and issued birth certificates. More than 150,000 births were registered and certificates issued by these literacy activists.

Disabilities: Along with *Anganwadi* Sevikas and Sahayaks, the Preraks provided pension to the handicapped under the Vivekananda Nishakat Swawlamban Yojna. Seven thousand handicapped people were provided with a disability certificate and about 3,000 helped to get assistive devices and a pension from the Welfare Department.

Health: The involvement of literacy activists in pulse polio (polio vaccination) campaign started during the TLC in early 1990s continues till date. The ZSS, Dhanbad organised a joint workshop of TB Department officials and literacy activists to strengthen cooperation and make the DOTS programme a success.

Community Involvement: The Dhanbad CE Programme comes across as a model of community involvement in its approach and in addressing community needs through activities undertaken in CECs by the Preraks and other literacy volunteers.

Inclusive Committee Formation: CE Committees in all villages (VCEC) and at N/CEC levels (N/CECC) through the Gram Sabha, were constituted in the presence of a BDO observer. By design, the VCECs and N/CECCs were made inclusive of all stakeholders such as the neo-literates, old literacy workers and those associated with environment building (EB), social service-minded individuals, and grassroots government functionaries like ANMs and *Anganwadi* workers, head of the VEC, SHG Secretary and head teacher. The VCECs and N/CECCs, through the *Gram Sabhas* in session, selected the location of N/CECs, and steered the whole process of short listing and selection of Preraks and Assistant Preraks. The report that both these exercises went through smoothly without any serious problem is a testimony to community involvement as an article of faith.

Community Involvement in door-to-door survey: A district-wide household survey on 20 different variables and sub-variables was possible because the community was willing to take on such a massive exercise in each village. The survey team consisted of the Prerak and six members of the local community that took up the survey. A similar survey was undertaken in respect of ICDS in the district.

Community evolving CE action plans: Besides VCECs and N/CECs, 13 subject committees have been constituted under various heads. Under 'individual interest promotion' are the academic, sports, and culture and environment committees; under 'income-generation' are skill development, SHGs, agriculture and environment. The remaining committees are quality of life improvement, including health and hygiene, *kishori* (girl) health education, mother and child health, library, finance, organisation, and equivalency and post-literacy committees. Other than the Preraks and grassroots government functionaries, its members are all from the local community. The proceedings of its regular meetings on CE programmes on subjects as above could be seen in the N/CEC records.

Panchayats Involvement in the CE Programme: The Panchayat President being the Chairperson of the VEC (under which the CEC comes) also supports the CE programmes,

A district-wide household survey on 20 different variables and sub-variables was possible because the community was willing to take on such a massive exercise in each village

including financial support. This has enabled the CE programme to be sustained without letting delays in funds-flow affect the programme.

Community Ownership of CE – Real and Statutory in Andhra Pradesh

The government of Andhra Pradesh has conceived the CE scheme as a people's programme that would be implemented jointly by the government and people in equal partnership. People (neo-literates) would form associations and take up continuing education programme on their own while the government would provide administrative support and grants to CE activities. The government also proposed that people's committees would manage the scheme at the village level and over a period of time, i.e., after five years, take over the programme running it without any financial support from the government. The institutional framework of this model is a stakeholders' association. Neo-literate associations were formed before the establishment of a CE Centre in each village. These associations took on the responsibility of the CE Programme. This model is quite different from the organisational structure adopted in other states.

Statutory committees: In 1998 the state government passed the Andhra Pradesh School Education (people's participation) Act. This Act provides for statutory elected committees for managing CECs, as in the case of schools. Grants are being released to these committees for running CECs. The president of the committee and the convener, who is the local primary school head master, operate a joint bank account. They organise various activities in CECs and give reports to the ZSS.

Corpus Fund for Long-term Sustainability: A corpus fund has been created for each CEC through donations to run the programme over a period of time. The neo-literate committees have been asked to deposit this amount in banks for five years and utilise it along with a membership fee collected every year for running the programme, after government support is withdrawn. An amount of nearly Rs. 80 million has been raised as the corpus fund in the state.

Financing Adult and Continuing Education Programmes

There has been a policy consensus that six per cent of GDP must be diverted to education. But there has been no separate benchmark in respect of resource allocation to ALE. The notion about realistic benchmark within ALE circles could be seen generally in the recommendations of the Working Groups for Adult Education for the Five Year Plans. A five time increase over the Tenth Plan, i.e Rs. 6000 crores has been allotted for ALE in the Eleventh Plan.

Convergence and Collaboration: Strategy for Achieving the Literacy Target

It is proposed to achieve a literacy rate of 80 per cent by 2012. The gender gap is to be reduced to 10 per cent. The regional, social and gender disparities are also to be brought down. Though the main focus will be on the age group 15–35, efforts will also be made to cover illiterates in the 35+ age group.

Keeping in view the ambitious targets set for literacy, the National Literacy Mission has proposed a revamped strategy for addressing the illiteracy in the adult population. The earlier schemes of TLC, PLP and CEP have been merged into a single programme renamed as Adult Education

It is proposed to achieve a literacy rate of 80 per cent by 2012. The gender gap is to be reduced to 10 per cent. The regional, social and gender disparities are also to be brought down

and Skill Development. The basic thrust is on addressing the issues in the low literacy areas with special emphasis on women, Scheduled Castes, Scheduled Tribes and minorities. The functional literacy is aimed to be imparted in a time bound manner of a preparatory phase of 3 months followed by a teaching learning phase of 6 months. There would be concurrent evaluation and testing so that the unsuccessful learners could be given extended lessons for another 2 months. The continuing education programme would be re-structured and merged with this programme to provide for consolidation of the literacy skills and lifelong learning opportunities to the neo-literates through library and reading room facilities. The panchayati raj institutions (local self government) would be approached to provide accommodation and other support. The literacy centres are envisaged to function as single information windows for the local communities. Hence basic literacy as well as an opportunity of continuing and lifelong learning to the neo-literates would be provided simultaneously with a lot of convergence with other development programmes and through the participation of the local self government institutions. NGOs would be involved in taking up innovative projects, vocational training, academic and technical resource support for the Mission.

Conclusion

Eradication of adult illiteracy and universalisation of elementary education form two basic building blocks for taking India on the road to building a vibrant democratic and equitable society. They are equally critical for creating a knowledge based society. Programmes in literacy and continuing education have had a long history in India, beginning even before the country got its independence. But the efforts in this regard had been invariably outpaced by the fast growing population. The country saw a major shift in the strategy for imparting literacy to the bourgeoning adult illiterate population in the 1990s through the launch of National Literacy Mission. The programmes for literacy and continuing education have since been continuously transformed to suit the changing demands of the field, based on continuous evaluation and monitoring.

The programmes for the next few years will also be guided by the same process. In particular, the programmes will be guided, on the one hand by the experience of implementing programmes during the last few years and on the other, by the target of achieving 80 per cent adult literacy by 2011-12. The process will mainly focus on low literacy districts where the female literacy rate is below 50 per cent; and districts where number of illiterates are quite large even if the literacy rate is relatively higher. While pursuing the above objectives, the following basic principles would be kept in view: (a) Mass participatory campaign approach with voluntary involvement of literacy workers will be the main strategy for implementing literacy programmes. However, this would not preclude the creation of innovative, voluntary support systems suitable to each specific context. (b) All efforts would be made to involve local self governments *(panchayat raj* institutions), so that they can ultimately own the programmes as well as institutions that are created out of it. The strategy for doing this will vary from State to State depending upon the level of development/maturity of the local self government bodies. This is considered very important for long term sustainability of the programmes of continuing education. (c) In the context of the urgency and importance of the literacy programmes, a number of support agencies, voluntary agencies, and academic institutions will have to be involved in the programme, especially in low literacy areas. An appropriate mechanism with necessary financial provision would be worked out for the purpose.

> The programmes will be guided, on the one hand by the experience of implementing programmes during the last few years and on the other, by the target of achieving 80 per cent adult literacy by 2011-12

Financing Education For All Programmes

Introduction

The Constitution of India guarantees free and compulsory education for all children in the age group 6-14. Demographic assessments show that the number of children in the age group is more than 200 million. Providing schooling facilities of acceptable quality to all these children and ensuring that they complete eight years of elementary education demands enormous amounts of physical, financial and human resources. Considering the diverse geographical, social and economic conditions that characterise the country, bringing all children to school has not been an easy task. As noted earlier, a large number of children fail to benefit from the available school facilities swelling the number of semi-literate and non-literate population. According to the Census of 2001, around one-third of India's population (around 360 million) were illiterate; two out of three of these non-literates were females. It is within this context that one has to assess the state of financing of Education for All activities in the country during the post-Dakar period.

In view of the expanding demand for more and better quality education, successive governments have been promising to raise public expenditure on education to a level of six per cent of GDP

In view of the expanding demand for more and better quality education, successive governments have been promising to raise public expenditure on education to a level of six per cent of GDP. The National Common Minimum Programme (NCMP) adopted in 2004 has also reiterated this commitment. It is with this goal in view that in addition to augmenting budgetary support, the Government imposed an education cess of two per cent on direct and indirect taxes in the Finance Act 2004-05 (No.2), which was earmarked specifically for *Sarva Shiksha Abhiyan* and the Mid-Day Meal Scheme of the government (Refer Table 8.1). An additional one per cent cess is now levied in order to create resources for expansion and strengthening of secondary education. Further, the capacity of the Government to generate domestic resources has got a boost with higher growth rates in recent years, and this should offer the right opportunity to meet a long pending commitment of enhanced expenditure on education. The demographic transition unfolding across the country should also help in making effective use of additional resources, not merely to expand facilities but also to enhance the quality of content of education and efficiency of delivery systems. This Chapter takes a stock of the changing pattern of expenditure on education in recent years and presents estimates of projected financial requirements to meet EFA goals in the next five years, which also coincides with the Eleventh Five Year Plan of the country.

Table 8.1: Allocation and Utilisation of 2 per cent Education Cess (Prarambhik Shiksha Kosh)

(Rs in million)

Year	SSA		MDM		Total Expenditure
	Allocation	Expenditure	Allocation	Expenditure	
2006-07	583.10	583.06	291.15	291.10	874.16
2007-08	699.30	754.73*	340.00	236.98*	991.71*
2008-09	769.00	96.94**	512.70	70.90**	167.84**

* as on 30.03.08; ** as on 21.09.08

As noted earlier, school education is essentially set up and managed by State Governments. Thus the recurring expenditure involved in maintaining the system is essentially reflected in the budgets of State Governments. However, since the late 1980s, following the adoption of the National Policy on Education in 1986, the Central Government has been investing very substantial amounts in non-recurring expenditure contributing to quantitative expansion and quality improvement. Central support to school education and literacy programmes has consistently grown in size and variety during the last two decades.

Decentralisation as the Corner Stone of Development Funding

Two major shifts in the strategy for development planning and funding adopted more than a decade ago, have given significant boost to the Central Government efforts in shaping the programmes of school education and literacy in the country. The first major shift was to determine the funding needs based on district level planning. Since the early 1990s the National Literacy Mission adopted the principle of devising district specific planning and implementation through the establishment of District Literacy Committees. The National Literacy Mission has been promoting literacy and continuing education programmes across the country through Central funds for district specific action plans. Soon after, decentralised planning at the district level became the standard approach even in primary education with the launch of District Primary Education Programme in 1994. The approach got established firmly in 2001 with *Sarva Shiksha Abhiyan* (SSA) being adopted as the nationwide programme for universalisation of elementary education. SSA now covers the whole country adopting the principle of district specific funding for development of elementary education. Similarly, the decentralisation approach was accompanied by systematic efforts to fund district and sub-district level institutions for teacher support in the form of District Institutes of Education and Training, and Block and Cluster level Resource Centres across the country.

The second major shift in development funding from the Central Government has been the creation of Autonomous Societies at State levels to receive funds and implement programmes for development of education based on district plans under DPEP. This mechanism is generally perceived to have significantly improved the utilisation of allocated finances, cutting down on bureaucratic delays, and enhancing the levels of achievement of preset targets.* This mechanism has stood ground even after the expansion of the programme to the whole country under SSA. The decentralised support mechanism was further enhanced with the devolution of responsibilities along with funding to *Panchayati Raj* Institutions (Local Self-Government Bodies) after the amendment of the Constitution in this regard. For instance, the State Government in Kerala provides more than one-third of the State level development budget to *Panchayati Raj* bodies as block grants, which includes education as an important component.

Contribution to EFA Goals by Different Ministries

Financing of EFA programmes in India is a joint effort of several Ministries. While school education and literacy along with teacher education is fully handled by the Ministry of

Two major shifts in the strategy for development planning and funding adopted more than a decade ago, have given significant boost to the Central Government efforts in shaping the programmes of school education and literacy in the country

*See Annexure XIII showing the pattern of target achievement in the last few years.

Human Resource Development, programmes related to early childhood care and education are largely within the purview of the Ministry of Women and Child Development, though MHRD also contributes through innovative support programmes for pre-school education. Similarly, Ministry of Youth Affairs is vested with the responsibility of meeting the educational needs of young adults even while the NLM provides for complementary programmes reaching education to young non-literates and neo-literate population. Similarly programmes of education and empowerment of women span several ministries, which include rural development and science and technology Departments. Keeping these factors in view, the present section presents a collation of trends in the financing of different EFA goals and projections of resources required in the next five years which corresponds to the Eleventh Five Year Plan period. The references are only to the allocation of finances from the Central Government. The actual availability of development resources for the education sector is much more, as it would include State level allocations also. However, assessments show that the State level contribution for education development is quite uneven across the country and is relatively small in recent years even in States which implement locally designed and funded programmes beyond SSA and NLM initiatives. Thus, the analysis given here captures to a large extent the scenario in terms of trends in expenditure and the projected allocations for the next few years, for achieving the goals for EFA.

Examining Trends in Expenditure on Education

Allocations and expenditure for education within Education sector are made with respect to three major heads, namely, elementary education covering formal school education upto 14 years of age, secondary education covering the next four years of schooling and adult education dealing with literacy and life long learning for the age group 15 and above. Expenditure on early childhood care and education is essentially covered by the programmes of Women and Child Development Department, particularly through the Integrated Child Development Services Scheme; expenditure on elementary education carries a small component of pre-school education. Expenditure on education of adolescents and youth is a more complex one as it is partially, but substantially, dealt with by school education programmes and literacy programmes within the education sector apart from major efforts in the Department of Youth Affairs.*

Allocation within Education Sector

Allocations for school education from Central Government have been consistently increasing during the last four years. This is clear from the figures on allocation for education from the Central Government budget for education for years 0-14 and 0-18. (See Figures 8.1 and 8.2) These computations, which cut across Ministries, have been made as part of an effort to establish a 'child budgeting' framework. Faster enhancement of allocations for 0-18 age group points to the increased importance being given to secondary education in the current year 2007-08.

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*See Annexure XIV for Eleventh Plan outlay.

Ministry of Youth Affairs is vested with the responsibility of meeting the educational needs of young adults even while the NLM provides for complementary programmes reaching education to young non-literates and neo-literate population

Figure 8.1 and 8.2: Trends in Allocation for Elementary Education
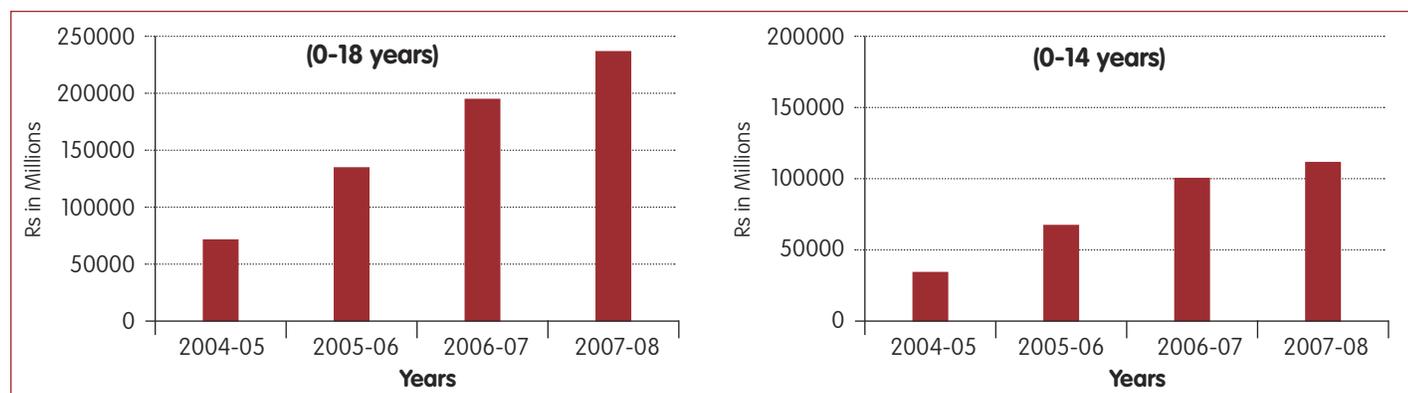
It may be observed that increase in the allocation has been very substantial. It has increased almost four times for the age group 0-14 during the last four years and nearly five times for the 0-18 years age group.

Table 8.2: Public Expenditure on Education as a percentage of GDP

Year	Education Expenditure to Expenditure on all Sectors	Education Expenditure to GDP
1999-00	14.60	4.19
2000-01	14.42	4.28
2001-02	12.89	3.80
2002-03	12.60	3.77
2003-04	11.98	3.49
2004-05	12.13	3.39
2005-06	12.68	3.58

Source: Selected Educational Statistics 2004-05

Note: Capital account expenditure is not included in order to maintain consistency. Available sources provide information on capital expenditure towards Education, Sports, Art and Culture together.

India's GDP has been growing at a relatively fast pace during the last few years. One would expect that the allocation of finances for education would substantially rise in line with the commitment of providing six per cent of GDP for education. Interestingly, even though the share of education in total expenditure has marginally gone down, its share of GDP has, over years, remained unchanged. At the same time, one does find that in absolute figures budgeted expenditure on education from Central Government has consistently been increasing. (See Figure 8.3) This is, indeed, an important point that directly impinges on progress towards EFA goals as the major source of funding for expansion of the school education system, as well as quality improvement measures which emanate from the Central Government through SSA. This is equally true in case of other sub-sectors of education. Activities in literacy and continuing education are essentially financed by Central Government through the National Literacy Mission. Similarly, the major part of resources for early childhood care and education comes from the Central Government sources through the Integrated Child Development Services implemented by the Women

Figure 8.3: Centre and all State Budget Expenditure on Education as percentage to Total Budget
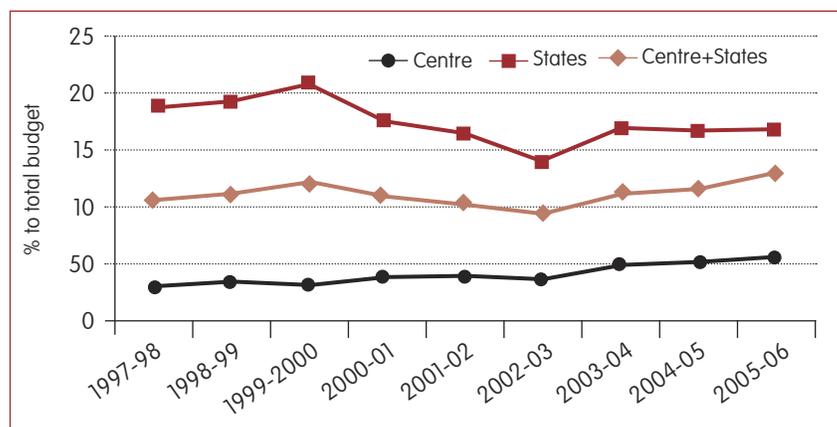
Figure 8.4: Share of Expenditure on Education by Centre 2005-06
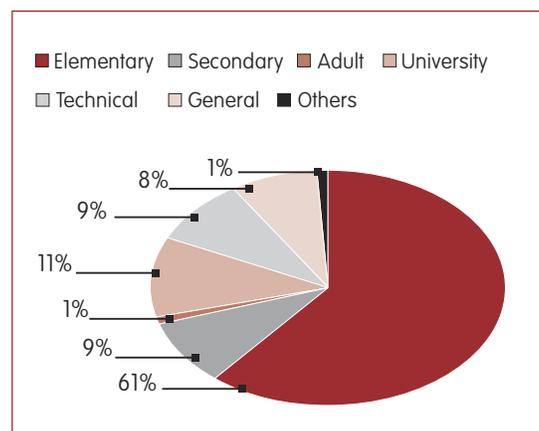
and Child Development Department of the Central Government. The allocation for each of these sub-sectors has been continuously increasing.

Another significant factor to note is the consistently high priority given to elementary education within the Education sector expenditure of the Central Government. This is clearly reflected in the expenditure pattern within the Education sector, which shows that around 60 per cent of the Central Government education funding in 2005-06 was on elementary education. (Figure 8.4)

Meeting Gender Concerns

Besides continued emphasis on investing in elementary education, intra-sectoral spending is also marked by increased expenditure on gender-focused programmes as a concerted move to bridge gender disparities in education. Within SSA, gender has been a cross cutting consideration in all programmes of quantitative expansion and quality improvement. For instance, priority is given to recruitment of women teachers and for creation of infrastructure in school keeping in view the needs of girls. Similar focus is given in implementation of programmes under the NLM. The last few years have also seen the emergence of two new programmes for Girls education, namely, NPEGEL and KGBV. Besides spending on these gender specific components, which are integrated into the large programmes of SSA and NLM, Central expenditure on women empowerment through Mahila Samakhya from the education budget has also grown in size during the last years. (See Figure 8.5)

Mahila Samakhya Scheme, which began as a fully externally aided project in 1988, is currently fully funded from domestic resources. This shift from external assistance to domestic funding ensures sustainability and has also created scope for further expansion.

Besides continued emphasis on investing in elementary education, intra-sectoral spending is also marked by increased expenditure on gender-focused programmes as a concerted move to bridge gender disparities in education

**Figure 8.5: Expenditure under Mahila Samakhya (Rupees in Millions)**
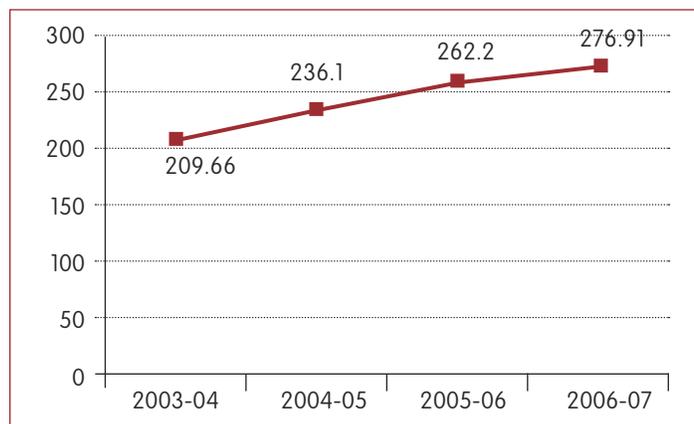
Figure 8.6: Outlays for Child-Specific Schemes as a proportion of the Central Budget
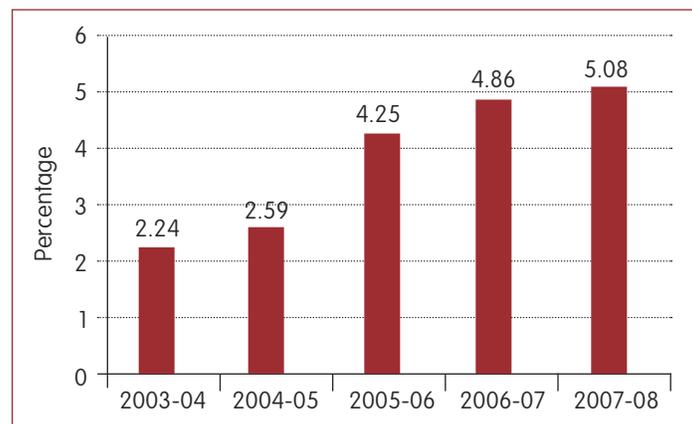
Source: Annual Report, Department of Women and Child Development, Government of India, 2007.

Focus on Early Childhood Care and Education

Assessment of progress in the financing of early childhood care and education is quite complex as in India the subject does not fall within the purview of one Ministry/Department. Even though SSA supports implementation of innovative programmes of pre-school education, all activities with respect to education and care of children in the age group 0-6 are dealt with through ICDS and other related programmes of the Ministry of Women and Child Development Department. The share of expenditure on child specific schemes has been consistently rising during the last few years. In fact, the share of child specific themes in the Central Government budget doubled in the last 5 years from 2.24 per cent in 2003-04 to 5.08 per cent in 2007-08. (See Figure 8.6)

Within the child budget, the share of education and child protection has increased at a higher pace when compared to child health and child development. Out of Rs. 329583.3 million allocated to the child specific schemes during 2007-08, the share of development is 16.65 per cent; health is 10.02 per cent, protection 0.92 per cent and education 72.4 per cent. This relative share of different sub-sectors has remained largely undisturbed even while the allocations over years have increased. (See Table 8.3 for the year 2006-07 and 2007-08). It is difficult to assess the appropriateness of the pattern of intra sectoral allocation. One may consider that only education has been receiving maximum attention, even though there is increasing evidence that India has a long way to go in overcoming problems of undernutrition and morbidity levels among children.

> Assessment of progress in the financing of early childhood care and education is quite complex as in India the subject does not fall within the purview of one Ministry/ Department

Table 8.3: Composition of the Outlays for Child-Specific Schemes

Sectors	2006-07	2007-08
Child Education	70.14	72
Child Development	17.72	17
Child Health	11.43	10
Child Protection	0.70	1

Source: Annual Report, Department of Women and Child Development, Government of India, 2007.

Figure 8.7: Five Year Plan Outlays for Youth Affairs
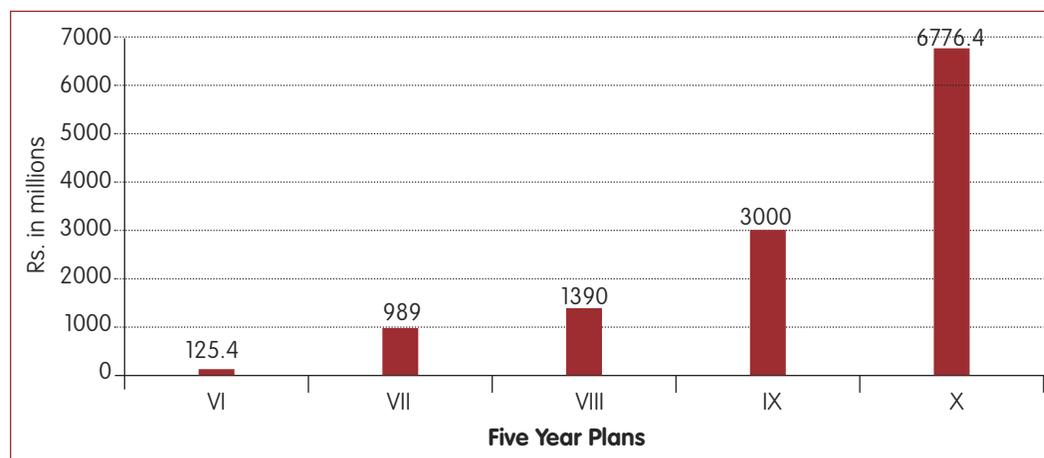
Investing in the Education of Adolescents and Young Adults

The demographic composition of the country has undergone significant transformation in the last two decades. The number of persons in the young age group 15-35 has swelled and constitutes around 30 per cent of the population. Investing in knowledge and skill building among this critical age group and engaging them in productive activities is a major concern. The problem is compounded by the fact that a substantial proportion of the young adults have not been able to fully benefit from formal school processes; either they are school drop-outs or they do not possess relevant skills to get productively employed. It is with this in view that the National Literacy Mission has been focusing specially on the age group 15-35 for literacy and continuing education programmes. This is further augmented by specially designed programmes by the Department of Sports and Youth Affairs which implements 16 programmes on an all India basis including major programme focusing exclusively on education of adolescents.

The allocation for the sector has been consistently rising and has witnessed a quantum jump in the Tenth Five Year Plan covering 2002 to 2007. Most of the investment goes towards organising young persons at local levels and providing institutionalised opportunities for skill building.

Increased Investment for Reaching the Unreached (2007-08 to 2011-12)

Based on a review of the progress made and the shortfalls to be met in reaching the various educational goals, allocation for the education sector for the next five years from 2007-08 to 2011-12 which corresponds to the Eleventh Five Year Plan of the country, has been enhanced almost five times in comparison to the previous five year plan allocation.

The decision to significantly enhance allocation for education is being guided by two important factors. First, while significant progress has been made in enrolling children in schools, the survival rates continue to be unsatisfactory. In particular, children belonging to socially marginalised groups and those located in difficult geographical terrains continue to face challenges in completing school education satisfactorily. Increased investment in the coming years is envisaged to focus specifically on these unreached groups. Secondly,

> Based on a review of the progress made and the shortfalls to be met in reaching the various educational goals, allocation for the education sector for the next five years from 2007-08 to 2011-12 which corresponds to the Eleventh Five Year Plan of the country, has been enhanced almost five times in comparison to the previous five year plan allocation

increased enrolment in primary schools is leading to enhanced demand for secondary schools. This would imply increased allocations for secondary and higher education sectors. Nonetheless, the elementary education sector will continue to draw the highest proportion of resources in the next few years with a view to achieving universal elementary education targets.

Attention has also been paid to various goals of EFA, which fall across different Departments of the Government of India. In particular, investment for early childhood care receives very high priority in the Eleventh five year allocation, accounting for 28 per cent along with elementary education, which would receive more than one third of the allocation. (See Figure 8.8)

It is clear that the tasks ahead require careful assessment of the pattern of funding to various programmes, keeping in view the fact that State Governments continue to be the major actors for implementing programmes and utilising resources.

Sarva Shiksha Abhiyan would go through a critical period of consolidation in the next five years. Increased attention will have to be paid to institutionalising practices which were tried and tested in the earlier phases. Capacity for planning and utilising resources at the State level has to be systematically enhanced in the coming years. This is critical for continuity as well as sustainability of the programmes initiated. It is in this context that the transfer of financial responsibility is envisaged to be carried out in a gradual manner. The process began with the enhancement of the State share of expenditure from 15 per cent to 25 per cent, which is proposed to be carried forward to stabilise at equal sharing by the end of the Eleventh Five Year Plan. This, of course, is not simple considering that the position of government finances varies quite widely across States, and may require some rationalisation in the years to come. This would also imply careful changes in the definition of eligible activities and financial norms.

Another matter to be looked into is that the share of expenditure on education in some States is stagnating. Such stagnation would seriously affect sustainability as well as chances of further improvement in access and quality. This also has implications for the resource allocation at the national level. At present, public spending on education is about 3.7 per cent of the Gross Domestic Product (GDP). There is a national commitment to enhance the expenditure in education to 6 per cent of the GDP in a phased manner. Enhancement in allocation of finances to education cannot be seen as a one time affair. Elementary education would continue to require additional resources for quality improvement. Furthermore, the proposed expansion in the Secondary education would generate a demand for strengthening quality of secondary sector as well as higher education. This is also important if the gains made in elementary education have to translate into improved quality of human resources.

Figure 8.8: Share of EFA Components in Eleventh Five Year Plan Outlay (2007-08 to 2011-12)
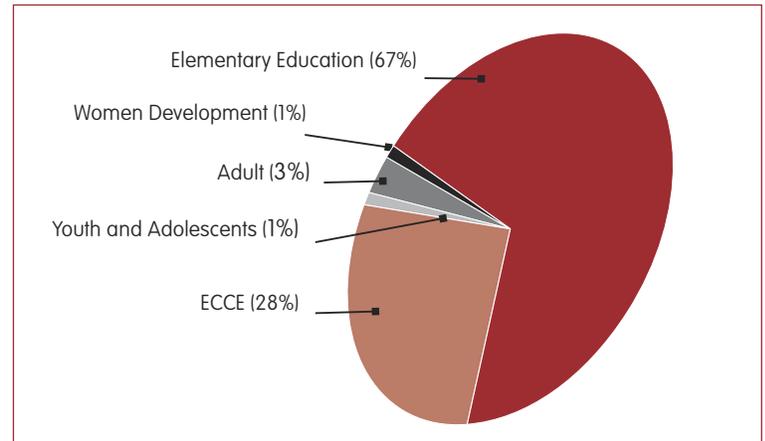
Elementary Education (67%)
Women Development (1%)
Adult (3%)
Youth and Adolescents (1%)
ECCE (28%)

It is clear that the tasks ahead require careful assessment of the pattern of funding to various programmes, keeping in view the fact that State Governments continue to be the major actors for implementing programmes and utilising resources

Outlook for Achieving Education for All (EFA) Goals

Progress made in the field of education, as evidenced in the preceding Chapters, point out to a significant structural change – transformation of an elite oriented system of school education, inherited from the colonial era, to a mass education programme. The task, nevertheless, has been challenging, if not onerous, compounded as it was by the burgeoning population which had to be catered to with limited resources. The struggle to reach the long cherished goal of universal elementary education continues even today.

EFA in the 1990s: Decade of Mobilisation

Major initiatives took shape during the 1990s as follow up to the National Policy on Education (1986). For the first time, Government of India inducted itself as a major player in the task, which had been hitherto left to the State Governments to deal with. A massive infrastructure development and teacher recruitment drive was initiated under the Operation Blackboard Scheme; targeted investments were made in selected districts across the country under the District Primary Education Programme; additional resources were brought for the sector through involvement of bilateral and multilateral donors; teacher support mechanisms were strengthened at district, block and cluster levels. While these increased investments continued, the real character of the decade lay in its programmes of mass mobilisation. The early 1990's saw the emergence of large scale mobilisation under the National Literacy Mission across the country fueling the demand for primary school enrolment. It also created a huge army of education volunteers. This was accompanied in the primary education sector by a number of major grassroots programmes, with active participation of village Education Committees and mother-teacher associations. The campaign for 'Right to Education' held primary education at the centre stage of public attention throughout the decade. Large number of non-state actors emerged on the scene working for primary education at the grassroots level. Corporate interest in supporting primary education activities concerning the marginalised groups heightened, giving birth to several pan-India initiatives The latter part of the decade also witnessed increased media attention and public discourses on the state of primary education. Legislative moves to bring elementary education under Panchayati Raj Institutions (local self-governments) gave further impetus to community mobilisation at the grassroots level. Thus one could aptly characterise the Jomtien Decade of 1990s in India as the 'decade of social mobilisation for basic education.'

The Post-Dakar Progress

Riding on the crest of mass mobilisation and intensive demand generation in the previous decade, the new millennium opened on a highly positive note. The economy surging ahead became increasingly capable of meeting the increased demand for finances out of domestic sources arising from enhanced enrolment. A clear indication to this effect

> Progress made in the field of education point out to a significant structural change – transformation of an elite oriented system of school education, inherited from the colonial era, to a mass education programme

could be seen in the levying of a two per cent education cess at national level on all taxes collected (which was subsequently supplemented by an additional one per cent cess) and creating a non-lapsable dedicated fund for primary education.

The Convention on the Rights of the Child (CRC) formulated in 1989 and the World Declaration on Education for All adopted in 1990, marked the beginning of a new era of advocacy and action in favour of children at the global level. The Jomtien Declaration placed education at centre stage in ensuring the welfare of children by declaring it as a basic need at par with other human and social needs, and therefore an inalienable right of every individual and a basic obligation of whole humankind. Within India, recognition to this perspective has come with the amendment to the Constitution in 2002 making education a fundamental right of every child in the age group 6-14. For operationalising the 'rights' framework it is necessary to establish standard-setting instruments on what such a right would entitle a child who gets into the ambit of organised education, namely, the formal elementary school. The legislation on 'Right to Education', which is under active consideration of the Government, makes some concrete progress in this direction.

As we assess the progress in the middle of the Decade, several parts of the country are on the threshold of achieving universal enrolment of children in primary schools, even while a few regions continue to be in a near crisis condition. It is clear that most of the EFA targets, though difficult, are achievable. But, routine input oriented strategies have to give way to new imaginative initiatives to reach the unreached areas and sections of the population; attention must be paid to what is being delivered and how it is being delivered.

The present chapter attempts to briefly capture the quantitative progress made since 2001 with respect to different goals of EFA and highlights the policies being framed, the challenges ahead and strategies being worked out to achieve greater equity and quality in provision of basic education.

Provision of Early Childhood Care and Education

India implements one of the largest integrated programmes for child care and development under the banner of Integrated Child Development Services Scheme. The Scheme, which began in 1975 as a small experiment has spread to cover the whole country. The total number of Projects under the Scheme has increased to 6,118 and the number of *Anganwadis* (child care centres) to about 9,46,000, covering.

Apart from the expansion of the ICDS Scheme, major steps have been taken in the last five years to focus more effectively on the needs of the child. The first step has been to substantially increase coverage of children with respect to provision of supplementary nutrition. Currently around 65.5 million children in the age group 0–6 are getting this benefit. A National Crèche Scheme has been launched, which provides day care services to the children in the age group of 0-6 years belonging to lower income group families, in order to ensure that such children are given proper care even in the absence of their mothers.

The second major initiative has been to establish the principle of "child budgeting". This is a positive move as many observers have highlighted India's low levels of public spending on social services like health, education, and water supply and sanitation, as among the

The Convention on the Rights of the Child (CRC) formulated in 1989 and the World Declaration on Education for All adopted in 1990, marked the beginning of a new era of advocacy and action in favour of children at the global level

major reasons for the persisting problems in the domain of human development. Since government budget presents the most comprehensive account of public expenditure in the country, the Child Budget attempts to disaggregate public expenditure in terms of child specific programmes/schemes.

Universalisation of Elementary Education

The country has recorded significant progress in creating infrastructure and getting children into primary schools. The number of primary schools increased rapidly in the last 5-7 years under the *Sarva Shiksha Abhiyan*. This fast pace of increase in number of schools was the result of a conscious decision to move away from the traditional norms of population size and distance and establishing primary schooling facilities even in smaller habitations. This is also evident from the huge jump in the enrolment figures particularly at the lower primary stage. However, this increase also poses a challenge to be addressed in the years to come, namely, the number of children who drop-out without completing the school cycle. The drop-out rates, although declining in recent years, are quite high with about 30 of 100 children not completing even five years of schooling. The figure goes up further to 48 per cent if one considers the 8–year cycle of elementary schooling, which corresponds to the mandated period of free and compulsory education in India. The task ahead is to make the system more inclusive ensuring that those who remain on the margins of the school system get included into the process effectively so that failure of the school to retain and impart basic learning does not become the cause of continued high illiteracy rates in the country.

The country has recorded significant progress in creating infrastructure and getting children into primary schools as the result of a conscious decision to move away from the traditional norms of population size and distance and establishing primary schooling facilities even in smaller habitations

Progress on Status of Literacy

Over the last five decades, there has been an impressive growth in literacy in India. In 1901, a little over five per cent of Indian population was literate, which increased to around 16 per cent in 1950, a mere increase of 11 percentage points. In the post-independence period, the decadal growth in literacy has shown a substantial progress. In 2001, almost two-thirds of India's population (65.38%), and around three-fourths of males (75.85%) and more than half of females (54.16%) were literate. Sustained increase in adult literacy depends very much on improving the efficiency and effectiveness of elementary schooling. The need, therefore, is to locate difficult areas and social groups that need special attention. Analysis of the data from 2001 census provides considerable insight on this issue.

Regional variations in literacy rate become more pronounced when analysis is done at the district level. According to 2001 census, around one-fifth of 591 districts (i.e. 81 districts) have literacy rate equal to or less than 50 per cent; most of the low literacy districts (26 districts having literacy rate less than 40 per cent) are located in only 4 of the 35 states of the country, viz. Bihar, Jharkhand, Orissa and Uttar Pradesh. In terms of absolute number of illiterates in 2001, the top 100 districts are found in 11 states, which are home to 120.03 million illiterates (around 40 per cent of illiterates of the country). Further, seven States with around 65 per cent illiterates have a high concentration of SCs and STs, and the illiteracy rates of agricultural and casual labour households are relatively high. Besides, in most of the states where female illiteracy rate is high, the percentage share of females in total agricultural labourers is also high.

Bridging the Gender Divide

Evidence suggests a decreasing gender gap in literacy for almost all the States. School enrolment figures for recent years show considerable reduction in the gender differentials with respect to all indicators of school participation. Significantly, bridging the male-female gap has been quite substantial not only at the lower primary stage but also at the upper primary, implying that relatively more girls are also transiting from lower to high primary levels in recent years. Consequently, the Gender Parity Index has risen from 0.80 to 0.93 in just four years. However, achieving the goal of gender equality is still far away. Furthermore, a large number of girls from marginalised groups and hard to reach areas fail to benefit from schooling facilities. Also, even while the overall scenario is encouraging, regional variations continue to persist within a number of States and districts where gender differences continue to be significant. In most of these cases, opening of new single teacher schools (under Education Guarantee Scheme), provision of incentives like mid-day meal, school uniforms and free textbooks, and enrolment drives constitute the main vehicle for increasing girls' enrolment and retention.

While the flagship programme of *Sarva Shiksha Abhiyan* is envisaged to continue contributing significantly towards gender specific goals and targets, two special programmes with particular focus on social equity and locational disadvantage among girls have been operationalised, namely, the National Programme for Education of Girls at Elementary Level (NPEGEL) and the Kasturba Gandhi Balika Vidyalaya (KGBV).

Life Skill Development Programme for Under-privileged Youth

Education of young people of age group of 15-24 years has received increasing attention across the world. In India, a large number of young people are presently found to have either never attended any educational institutions or to have not continued their general education. However, this section of population will sooner or later enter the world of work. Apart from these young people, there are some others who, despite availing educational facilities, find themselves unfit for employment opportunities due to lack of vocational skills. Some initiatives have been taken to provide necessary skills under different schemes of literacy programme, vocational training programme, *Mahila Samakhya* etc. In addition, some NGOs are working in this regard.

The continuing education programme of the National Literacy Mission consists of a variety of projects for skill development and income generation. For instance, the scheme of *Jan Shikshan Sansthan* runs a number of vocational programmes with varying duration and of different skills.

The Mahila Sikshan Kendras (Women Training Centres) functioning under the Mahila Samakhya Programme provides training and literacy skills to adolescent and young girls. In addition to these government initiatives, there are several NGOs that are also working for skill development of youth.

Meeting Quality Concerns

Improving the quality of education provided in the schools has been a goal pursued for the last 10–15 years. However, it is difficult to clearly assert that the quality of education being

> Evidence suggests a decreasing gender gap in literacy for almost all the States. School enrolment figures for recent years show considerable reduction in the gender differentials with respect to all indicators of school participation

provided in the schools and other institutions is of internationally acceptable standards. A positive development in this connection is the enormous improvement achieved with respect to infrastructure. Examining the student-classroom ratio (SCR) one finds that it has marginally improved despite the fact that enrolment has grown at a very fast pace during the same period. But improvement in infrastructure does not seem to have been significantly influencing the quality of learning that is taking place in schools. In the final analysis, effective acquisition of basic learning competencies alone would determine the quality of primary schooling. In this context, measurement of learning levels of school going children has come to occupy a place of central importance within and outside the public education system. The wide variation among different states in this regard is clearly highlighted by the data collated from national survey conducted by NCERT.

Clearly the overall achievement levels are far from satisfactory. What is disturbing is that several states, which have been doing well in enrolment and participation, lag behind when it comes to quality of learning. An independent survey, ASER, conducted by Pratham has also brought out similar results. ASER - 2006 measured learning level of children who are currently enrolled in schools by assessing their reading ability, ability to recognise number and doing more mathematical calculation and also on their comprehension skill. It was found that only around 70 per cent of students could recognise alphabets and around 40 per cent could not read level I and II texts. Around 40 per cent children could not do simple mathematics of classes I and II as well as of classes III-V.

Considering that quality of learning also critically depends on what is transacted in the classroom as much as how it is done, there has been increased attention paid to the issue of developing relevant curriculum for school education. In this regard, the massive national level consultation carried out by NCERT towards preparation of the National Curriculum Framework (NCF) 2005 needs special mention. The NCF, 2005 along with corresponding syllabi and textbooks have become the guiding documents for State level organisations to work towards revising the approach to school education.

Challenges Ahead

Experience over the last two decades of the various policies and programmes in the field of education have thrown up important challenges which need to be tackled and addressed in the strategies for the future. Some of the important challenges are discussed below.

(a) Reaching the Unreached: Enrolling and Retaining the Disadvantaged

Differences in educational standards between the general population and the social groups traditionally identified as marginalised, namely, Scheduled Castes and Scheduled Tribes still remains a matter of concern. Similarly, though considerable progress has been achieved in bringing girls to school, gender disparity persists. In fact, it is quite substantial in certain states as we move up the ladder to middle and high school levels. This again points to the need for investing energy in a more focused manner on these groups.

The situation with respect to some religious minorities is also quite alarming. As can be seen from the Census 2001 data, despite efforts during the last six decades, the spread of

education among the Muslims has remained quite unsatisfactory. While the rural-urban differences exist across all social groups, it is significantly unfavourable to the Muslim population in both rural and urban areas. This is corroborated by independent observations in other studies. For instance, a survey of out-of-school children reported that the estimate of children out-of-school is highest among Muslims at 9.97 per cent. The situation is even more pronounced for Muslims in rural areas at 12.03 per cent, which is the highest among all social groups.

The question for progressing towards EFA goals in India is, therefore, not merely of providing inputs and infrastructure in general, but one of identifying who and where are the excluded groups of children, youth and adults and devising strategies for reaching quality basic education to all of them.

(b) Addressing the Twin Problems of Regional Disparities and Social Inequities

Unevenness of spread of education reflected in persisting regional imbalances and social inequities is a historical legacy inherited from the pre-Independence era. The advent of Independence and the Indian Constitution laying the foundations for an egalitarian society based on principles of equity and social justice made educational provision an obligation of the State. Consequently, the State took upon itself the responsibility of overcoming imbalances and inequities through planned development of the sector. However, even recently, the persisting problem of imbalances and inequities was amply recognised by the Planning Commission: "Regional, social and gender variations in literacy continue to remain serious areas of concern. There are at least seven major states with more than 15 million illiterates each, accounting for nearly two-thirds of total illiterates in the country. Though the gender gap has narrowed since 1991, it is still big. The literacy rates for SCs (54.69%) and STs (47.10%) are far below the national average."

(c) Sub-District Focus in Planning and Financing

More than a decade ago the country switched over to district level planning to bring greater focus on inter-district disparities and invest greater attention on the under developed ones. However, recognising that the problem is concentrated in selected districts largely inhabited by marginalised social groups; these districts are being designated as 'focus districts' for intensive action. This is important as districts across the country are at different levels in terms of educational infrastructure and outcomes.

The challenge of educational backwardness of certain regions and districts cannot, of course, be treated in isolation of development initiatives in other sectors. For instance, a "Backward Region Grant Fund" has been created to strengthen the local self-governments (Panchayati raj institutions – PRIs) in 250 backward districts which is, indeed, an important source for capacity building and governance reforms at the grassroots level. Each of these districts receives a special fund of Rs. 100 million. Similarly, the National Rural Employment Guarantee Programme (NREGP) has identified around 200 districts for special provisions. It is being envisaged that education development programmes would attempt to create convergence of action with such programmes in other sectors to get maximum benefit.

The advent of Independence and the Indian Constitution laying the foundations for an egalitarian society based on principles of equity and social justice made educational provision an obligation of the State

The next phase of action in elementary education, as indicated in the Report of the Working Group on Elementary Education and Literacy under the Eleventh Five Year Plan, proposes to move further down from the district level to Block level, which on average has around 300 elementary schools. Needless to say that such a focused action in blocks generally inhabited by relatively marginalised groups will go a long way in reducing disparities and achieving greater social equity in provision of education. It is in line with this thinking that Government of India has recently identified 3000 such educational backward blocks that need more attention while implementing different educational schemes.

(d) Age of Entry and Net Enrolment Ratio

Stabilising the enrolment process and converging on the official age of entry to primary school are critical for sustained progress in universalising elementary education. One would expect that as enrolment gets universalised, the grossness in the participation of age specific groups of children would decrease. However, one finds that even though expansion of schooling facilities have benefited many children bringing them within the fold of education system, the problem of over age and under age has persisted. Late entry is a common phenomenon in rural areas and it is most pronounced among girls from SC and ST communities. But equally prevalent is the phenomenon of underage entry to primary schools.

This raises several questions on the issue of ascertaining universal participation of children in elementary education. It will be impossible to determine if all children of the age group 6-14, as specified by the Constitution, are attending schools if the entry age is not properly monitored. But why do parents admit under age children in primary schools? According to ASER, 2006, this is mainly due to the fact that no preschool facilities are available in large parts of rural areas and urban slums. Moreover, there is no uniform policy across the country on age of entry to primary schools in India. Official legislations in several states such as Delhi and Andhra Pradesh specify 5 years as the minimum age for admission to class one of the primary stage, while many other State specify six years as the entry age This diversity in the age of entry has made computation of net enrolment ratio at the national level an almost impossible task. This is an issue demanding serious consideration by planners and policy makers as part of consolidating the achievements made in the last decade and moving towards the goals of providing free and compulsory education for all across the country within a reasonable period of time.

(e) The Problem of Small Schools: Needs Special Attention

Information on the size and human resources available in primary schools indicate that one-fourth of the total number of primary schools in the country are very small with only one teacher and/or one classroom generally located in small habitations. It is in this context that modifying traditional distance and population norms and opening schools in small habitations has yielded positive results by bringing in more children to school. But such creation of small schools also raises the question of their long-term viability as they are also invariably under-equipped and fail to improve in terms of quality. Field observations have also showed that if proper care is not taken, this may also lead to legitimisation of social divisions through schooling, as often such small habitations are inhabited by

Stabilising the enrolment process and converging on the official age of entry to primary school are critical for sustained progress in universalising elementary education

marginalised groups living on the fringes of the main village with a full fledged school. The District Information System for Education (DISE) shows that around 52,800 schools, which accounts for nearly eight per cent of all primary schools in the country, have only 25 children on roll.

Even with consolidation of schooling facilities, it is imperative that small schools will emerge in substantial number. It is important therefore to evolve more focused strategies for dealing with small schools. It would be worthwhile to delineate norms for providing physical and academic facilities in small schools with one or two teachers and ensure that the situation in all such schools is brought to that level.

(f) Addressing Imbalances and Inequities in Teacher Provision

Though there has been an impressive increase in the number of primary and upper primary school teachers in India in the last two decades, the imbalance in teacher allocation between states, districts and within districts, between rural and urban areas continues to be a major concern. The increase in upper primary teachers is relatively higher in rural areas of Andhra Pradesh, Gujarat, Himachal Pradesh, Karnataka, Madhya Pradesh, and Rajasthan. In most of the states, the percentage increase in upper primary teachers is more than that of the primary teachers during the period of Sixth and Seventh All India Survey conducted by NCERT. In addition, irrational allocation of primary teachers among schools and between rural and urban areas is a major issue in many states.

Another major issue in teacher supply relates to the existence of small schools with very small number of teachers. According to the Report of the Working Group on Elementary Education and Literacy for the Eleventh Five Year Plan, 417,000 schools, which account for 54 per cent of all primary schools, have only one or two teachers. The number of primary schools with three or less number of teachers is as high as 5,49,000 (71.5%). Coupled with this is the problem of small enrolments, which poses additional problems in raising the quality of infrastructure and human resources in primary schools. Teacher training programmes, unfortunately, have continued to be oriented towards mono-grade teaching situations. Teaching-learning materials used in these small schools are also not geared to teaching in multi age and multi-grade settings. The situation obviously demands special effort to examine how essential such small schools are and then to ensure that teachers working in these schools receive proper orientation on the pedagogy of teaching in such contexts and conditions. In fact, additional academic infrastructure has to be provided for functioning effectively in such conditions.

Prospects: Can India Achieve EFA Goals by 2015?

In 1950, the national leadership set 10 years as the period adequate to achieve universal elementary education. As that deadline neared, planners realised that the goal is much harder to reach than assumed; indeed the population explosion had already overtaken the speed with which development efforts could be designed and implemented. The resources available were also quite insufficient to move faster towards the goal. Consequently the target date was shifted, not once but several times.

Though there has been an impressive increase in the number of primary and upper primary school teachers in India in the last two decades, the imbalance in teacher allocation between states, districts and within districts, between rural and urban areas continues to be a major concern

After 60 years the country is again at a critical juncture. The goal of universal elementary education appears to be certainly achievable. At least three factors seem to support such optimism. First, the demographic change that is unfolding across several states is quite reassuring. With falling birth rates, the reduction in demand for school places is clearly visible. This is amply evident from the estimates on the projected trajectory for achieving universal elementary education by 2015. With this comes the hope that mobilising necessary infrastructure and human resources is not beyond the realm of possibility in the near future. The second major factor supporting such a positive view is the current state of Indian economy. The fast growing economy has offered enough leeway in planning development programmes using domestic resources. This again is clearly evident from the expanding size of the fund accrued in the *Prarambik Shiksha Kosh* (resources mobilised from levy of educational cess) created for supporting elementary education efforts. This indeed is a far cry from what prevailed 15 years ago with dwindling foreign exchange reserves and increased need for seeking external assistance. The third factor is the groundswell created through mass mobilisation during the last 10-15 years, which has begun to pay. People's participation – those who seek education as well as those who seek to support educational activities – has grown to enormous proportions.

What about other Dakar Goals? As increase in literacy rates are closely linked to elementary school participation, and if the rate of increase in literacy rate in recent years is any indication, the Dakar goal for literacy would also be achieved with minor exception of some States. Move towards gender parity in participation at various levels has been quite impressive in recent years and one would foresee the country meeting the target; but the same cannot be said with regard to indicators of gender equality. Disparities, in this regard, are likely to persist as they are dependent on factors outside the domain of educational action linked to social and cultural practices. Nevertheless, unprecedented level of mobilisation of women witnessed at the grassroots level achieved through programmes of Self Help Groups (SHGs) and other economic and social empowerment strategies have begun to demonstrate that even these socio-cultural hurdles can be overcome. Provision of life skill programmes for out-of-school youth and young adults is gradually picking up and is likely to take concrete shape in the nest few years under the Eleventh Five Year Plan. The answer for this area seems to lie in enhanced programmes of Public-Private Partnership on the one hand, and increased involvement of NGOs on the other. The real challenge before the planners will continue to be of incorporating the most marginalised among the traditionally disadvantaged social groups and minority communities. Making available good quality education for all will, of course, be a long term agenda that will have to be pursued even beyond 2015. If current assessments are any indication, this is going to be the toughest challenge ahead.

In the final analysis, it appears that the efforts of the National and State Governments have led to substantial expansion of schooling facilities and coverage of children in the relevant age group. This supply-oriented approach to development of elementary education, to a large extent, has resulted in multifold expansion of the system adequate enough to accommodate all children. But, there has been probably inadequate attention towards critical issues of regional imbalances, management and delivery of outcomes, quality and social inequity. What is needed at this juncture is to focus on efforts that improve the delivery

> The real challenge before the planners will continue to be of incorporating the most marginalised among the traditionally disadvantaged social groups and minority communities. Making available good quality education for all will, of course, be a long term agenda that will have to be pursued even beyond 2015

system; strengthen the management of schools and teaching-learning processes in the classroom, and their impact on learning levels. Attention has to be paid to better utilisation of resources at district and sub-district levels on quality improvement programmes. Education development efforts during the coming years need to focus more on these aspects, with a clearly defined transformative vision. The two aspects of developmental efforts – quantity and quality - have to go hand in hand; quantitative progress without attending to processes and outcomes would only lead to unviable and unproductive structures in the long run, eventually burdening the poor and increasing inequalities. While the country would continue to face several challenges in these efforts, one could safely state that lack of finances is not likely to be a serious obstacle in marching towards EFA goals.

Annexures

Chapter 2

Early Childhood Care and Education

Mid-Term Assessment of Education for All in India
National Review of Goal 1 Concerning ECCE

Core Indicators	Data

Gross Enrolment Rate (GER) in ECCE Programmes	● **Gross Enrolment Ratio (%)**

Year→ GER ↓	1999	2004
Pre-Primary Education (PPE)	Total-20 Male-20 Female-19	Total-36 Male-36 Female-36
PPE + other ECCE Programmes	NA	Total-36 Male-36 Female-36

Source: UNESCO, Education for All, Global Monitoring Report, 2007. pp 250

Private Enrolment as Percentage of Total Enrolment in ECCE Programmes	● **Percentage of children in private pre-school or school**

Age	Percentage
3 All	1.6
4 All	4.1
5 All	12.7
6 All	19.8

Source: Annual Status of Education Report, 2006. Pratham Resource Centre. pp 32.

Additional Indicators		

Percentage of Under-Fives Suffering from Stunted Growth		
Source – NFHS-1	**NFHS-2**	**NFHS-3**
52.0*	45.5*	38.4*
Urban-45 * Rural-54* * This data represents the percentage of children under age 4 who are stunted.	*This data represents the percentage of children under age 3 who are stunted	*This data represents the percentage of children under age 3 who are stunted

Percentage of House hold Consuming Iodized Salt		
NFHS-2	**NFHS-3**	
49.3	Data not available	

Core Indicators	Data
Pupil-Teacher Rate (Child-Caregiver/Child Ratio)	41 for school year ending in 2004 (Source: UNESCO, Education for All, Global Monitoring Report, 2007. pp 306)
Under Five Mortality (U5MR)	● **U5MR**

Source – NFHS-1	NFHS-2
Total-109.3 Male-115.4 Female-122.4	Total-94.9 Male-97.9 Female-105.2
Urban	*Urban*
Male-77.5 Female-79.3	Male-67.6 Female-63.1
Rural	*Rural*
Male-126.8 Female-135.1	Male-106.4 Female-117.0

● **U5MR**

99 (2000-2005)
(Source: UNESCO, Education for All, Global Monitoring Report, 2007. pp 242)

Proportion of Infants with Low Birth Weight (LBW)

● **Percentage of infants with Low Birth Weight**

30 for the years 1998-2004
(Source: UNESCO, Education for All, Global Monitoring Report, 2007. pp 242)

● **Percentage of children who are underweight by age**

Source → Age Group↓	NFHS-1	NFHS-2	NFHS-3
<6 months	16	12	NA
6-11 months	43	38	NA
Under 3	51.5	47.0	45.9

Vitamin A Supplementation Coverage Rate

● **Children age 12-35 months who have received Vitamin A dose in the last 6 months (%)**

Source→ Disaggregation ↓	NFHS-2	NFHS-3
Total	17.1	21.0
Urban	21.2	22.7
Rural	15.9	20.4
Male	18.1	Data not available
Female	16.1	Data not available

● **Vitamin A Supplementation Coverage Rate (6-59 months)**

45 % (2003)
(Source: UNESCO, Education for All, Global Monitoring Report, 2007. pp 242)

Core Indicators	Data
Proportion of 1-year old children immunised against DPT3, Polio, Measles, Hepatitis, and other vaccine	● **Percentage of children aged 12-23 months who have received vaccination**

● **Percentage of children aged 12-23 months who have received vaccination**

Source/ Disagg-regation	BCG	Polio	Polio 0			DPT			Me-asles
			1	2	3	**1**	**2**	3	
NFHS-1									
Total	62.2	4.6	66.3	59.2	51.7	67.0	61.2	53.4	42.2
Male	64.0	4.6	68.2	61.3	53.5	69.1	63.4	55.0	43.7
Female	60.3	4.6	64.4	57.1	49.8	64.8	58.9	51.7	40.6
Urban	77.6	7.8	80.4	75.2	68.8	80.8	76.8	70.2	57.5
Rural	57.6	3.6	62.1	54.5	46.6	62.9	56.5	48.4	37.7
NFHS-2									
Total	71.6	13.1	71.4	65.0	55.1	83.6	78.2	62.8	50.7
Male	72.8	13.2	73.2	66.6	56.3	84.5	79.3	63.4	51.6
Female	70.3	13.0	69.5	63.3	54.0	82.7	77.1	62.2	49.8
Urban	86.8	23.3	86.1	81.9	73.4	92.2	89.4	78.2	69.2
Rural	67.1	10.1	67.1	60.1	49.8	81.1	75.0	58.3	45.3
NFHS-3									
Total	78.2	–	3 doses of DPT – 55.3			3 doses of polio – 78.2			58.8
Urban	86.9	–	69.1			83.1			71.7
Rural	75.1	–	50.4			76.5			54.2

● **1 year old children immunised against (%)**

BCG	DPT1+	DPT3+	Polio3	Measles
73	71	64	70	56

(Source: UNESCO, Education for All, Global Monitoring Report, 2007. pp 243)

Proportion of Population using improved drinking water sources	● **Percentage of households with drinking water piped or from pumps**

● **Percentage of households with drinking water piped or from pumps**

NFHS-1	**NFHS-2**	**NFHS-3 (only piped drinking water)**
68.2	77.9	42.0 Urban-71.0 Rural-27.9

Rural	**Urban**
68.8	91.4

Source: NSSO, 54th Round (January-June,1998)

Core Indicators	Data

Proportion of Population using adequate sanitation facilities

- **Percentage of households with no toilet or latrine facility**

NFHS-1	NFHS-2	NFHS-3
69.7	64.0	55.5 Urban-16.9 Rural-74.1

Rural	Urban
82.5	25.5

Source: NSSO,54th Round (January-June,1998)

Proportion of Children 0-6 months exclusively breast feeding

- **Percentage of Children exclusively breastfed**

NFHS-1	NFHS-2	NFHS-3
51.0 (children age 0-3 months)	55 .2 (children age 0-3 months)	46.3 (children age 0-5 months) Urban-40.3 Rural-48.3

- **Percentage of children who are exclusively Breast fed(<6 months),**

37 for the years 1996-2004
(Source: UNESCO, Education for All, Global Monitoring Report, 2007. pp 243)

Proportion of Under 5 Children with anaemia

- **Percentage of children age 6-35 months classified as having iron deficiency anaemia**

Source → Disaggregation ↓	NFHS-2	NFHS-3
Total	74.2 6-11 Months 71.7 12-23 Months 77.7 24-35 Months 72.0	79.2
Urban	70.8	72.7
Rural	75.3	81.2
Male	75.1	Data not available
Female	73.3	Data not available

Birth Registration Rate

- **Proportion of children 0-59 months of age whose births are reported registered**

Source	Proportion of Children	Year
Office of Registrar General of India, Dec,2000	47.7%	1990

Chapter 5
Meeting Quality Concern

NCERT Pupil Learning Achievement Surveys

Class	Year of Survey	COVERAGE					RESULTS (Mean achievement in %) **				
		States /UTs	Distt.	Schools	Teachers	Students	Maths	Language	EVS	Science	Social Science
III	2003-04	29	111	5293	8533	92407	58.25 (SD 24.89)*	63.12 (SD 22.05)	-	-	-
V	2002-03	30	105	4787	10796	88271	46.51 (SD 21.3)	58.57 (SD 18.3)	50.30 (SD 20.67)	-	-
	2006-07	**33**	**266**	**6828**	**14810**	**84322**	**48.46 (SD 19.97)**	**60.31 (SD 17.57)**	**52.19 (SD 19.99)**	**-**	**-**
	Diff. In Mean %	-	-	-	-	-	1.95	1.74	1.89		
VII	2003-04	27	3105	14204	36468	281744	29.78	52.69	-	35.98	32.96
VIII	2003-04						38.47	52.45	-	40.54	45

Chapter 5
Meeting Quality Concern

State Initiatives for Strengthening Early Reading under SSA, in partnership with PRATHAM

(Focus: 2006–07 and 2007–08)

Sl. No.	State/UT	Initiative	Salient features	Focus & coverage
1.	Assam	1. Bidya jyoti 2. Naba Padakhhepa Schools	• In 2006-07 Assam in collaboration with UNICEF started the *Bidya Jyoti* Learning Improvement Programme in six districts and Learning Assurance Programme in six districts to focus on learning enhancement at primary level, The State is in the process of expanding the *Bidya Jyoti* experience across the State in the name of *Naba Padakhhepa Schools* in 2008. ◆ State piloted a Reading Enhancement Programme "Parhim-Shikim" (with Pratham and UNICEF) in 2007–08.	• *Bidya Jyoti* started in 465 schools of 6 districts to enhance learning outcome of children across the grades with social and gender equity in the project schools • Presently it runs in all primary schools of the State in the name of *Naba Padakhhepa schools.* • Major components of the initiative include teacher training, appropriate classroom transaction and management, evaluation of learning levels of children, developing supplementary learning materials for effective Group & Self learning, peer learning, remedial teaching etc • 2-month pilot Reading Enhancement Programme was conducted in classes I-II in 2 blocks in May-Jun 2007. • The pilot programme was mainstreamed on 19 Sept 2007 in all Assamese, Bengali, Bodo medium LP/MV schools of 145 blocks in the name of "**Parhim-Shikim"** • 28,643 schools (369504 Std 1 children, and 347670 Std 2 children) were covered in this programme. • Assessment results showed significant improvement in reading levels of Class I-II children
2.	Bihar	Accelerated Reading through Special Summer Camps	• Bihar Education Project Council (BEPC) in collaboration with UNICEF and PRATHAM promoted "accelerated learning" through 15,000 special summer camps in June 2006 for girls of 6-14 years age, in backward blocks of 38 districts of Bihar. • These girls were taught to read and do simple arithmetic in the camps. Altogether 3 lakh girls were provided this remedial support. • Each girl was provided with a note book, pencil, rubber, sharpener, painting box and story book**.**	• The Summer Camps aimed at enhancing basic reading and numeracy skills in school and out-of-school girls. • After 4 days training on accelerated learning for Master Trainers at State Level and 2 days training of Instructors (PSM) at block level the camps focused on learning through activities supported by specially designed books, *Aao Khelein, Aao Padhein, Aao Sonchein, Aao Padhate Chalein.*

Sl. No.	State/UT	Initiative	Salient features	Focus & coverage
3.	Chhattisgarh	Reading Enhancement Programme (REP)	• SSA Chhattisgarh with UNICEF and PRATHAM conducted a reading programme in Camp Schools of Dantewara from April – July 2006. After a two day initial orientation of about 300 teachers from 20 Relief Camps, the teachers implemented the reading programme. The State now intends to launch a reading enhancement programme in all districts, to improve reading and arithmetic skills of students. • REP aims that every child in Std. I and II should be able to read at least words and simple sentences and recognise numbers with its place values. Every child in Std. III to V should be able to read fluently, do self writing and solve word addition/ subtraction sums with borrowing and carry over operations	• In Dantewada district a pilot was undertaken where 10,000 children studying in primary classes living in 20 relief camps benefited. • REP plans to avail the methodology and material support from PRATHAM, contextual materials through SCERT and radio programmes through EDC. • REP plans for setting up school libraries in selected schools, providing old books and children's magazines in schools, community support in establishing reading corners and ensuring reading the names by new entrants within short duration through different activities
4.	Himachal Pradesh	Aadhar	• In 2006–07, Himachal Pradesh, in collaboration with PRATHAM, initiated a programme for learning enhancement in basic literacy and numeracy in 2104 cluster primary schools on pilot basis, in the name of 'Aadhar'. • After 3 months remedial support, learning achievement of students was assessed through baseline, mid-term and terminal surveys. Significant improvement in learning level was seen. Based on this experience Aadhar was being implemented in 2007-08 in all the primary schools in the State for ensuring acquisition of basic literacy and numeracy skills.	• In 2006–07 the State undertook a quick snap-shot survey in 30 schools of 6 districts to explore the learning levels of students. • After material development & capacity building of personnel a base line test was undertaken in 2107 schools. Teachers of 707 clusters were trained to run Aadhar in winter closing schools in September. A similar exercise was carried out for teachers and students of other schools in phase II in October – November 2006. • Final assessment undertaken in January showed substantial improvement in children's performance in Rs. 3. • In 2007–08 the programme was launched in all 10682 primary schools in HP (Total enrolment 492402 children). • Data received from 1990 schools (72,262 children) out of total 3264 winter closing schools revealed 23 per cent rise in reading levels, and 8 per cent drop in number of students who could not recognise letters. • Data received from 4044 schools (1,86,557 children) out of total 7349 summer schools reveal 10 per cent rise in reading levels, and five per cent drop in number of students who could not recognise letters.

Sl. No.	State/UT	Initiative	Salient features	Focus & coverage
5.	Madhya Pradesh	Reading Writing Campaign	• In 2004–05, the State undertook a 3 month "Reading-Writing Campaign" to ensure enhancement of reading and writing skills of students in 9 blocks. • In 2005–06 the State facilitated a 3-month "Learning to Read" campaign with the help of PRATHAM. It focused on reading, writing and mathematics for all children in primary schools. Special materials for teachers and children were developed. • In 2006–07, Reading Writing Campaign was conducted. Studies on learning achievement showed improvement in reading, writing, and numeracy skills of children. • In 2007–08, the Reading Writing Campaign covered the whole State as a part of the regular classroom processes.	• The teachers continue the reading- writing campaign in 2007-08 as a part of regular school activities. Teachers are being trained to analyse the problem in terms of outcomes of the current functioning of the classroom and also why children are not fluent readers or are not ready to learn arithmetic operations by the time they reach class III. • Detailed remedial strategy has been designed with support from DIETs, BACs and CACs for assuring basic literacy and numeracy skills to children in classes I and II. • Other than this, the State has designed a series of quality improvement initiatives in partnership with several recognised educational resource centres.
6.	Naga-land	Communiti-sation 2. Let's Talk	• Nagaland's "Communitisation Programme" and recent textbook renewal were significant initiatives for quality improvement in schools. • In 2006–07, Nagaland in collaboration with PRATHAM, initiated a Reading Enhancement Programme named "Let's Talk" in selected schools that involved Baseline Assessment Test, reading promotion activities, use of school library and reading demonstration before community. • The State is in the process of expanding the "Let's Talk" initiative across all primary schools in the State.	• As a part of the "Let's Talk" a baseline learning assessment test was undertaken in 120 schools of four blocks to study quality improvement programme in government primary schools. • Learning achievement of students in basic literacy and numeracy was analysed for identifying the emerging learning issues. • A set of 100 simple reading materials (library books) was provided to each of the schools to promote basic literacy and numeracy skills of children in classes I and II.
7.	Orissa	Learning to Read	• In 2006–07, OPEPA, in collaboration with PRATHAM and local NGOs, initiated a pilot project named 'Learning to Read' in 4 blocks of the State where the learning achievement was relatively poor. • Comparison of scores of the children in baseline and end term assessment tests has shown good improvement.	• "Learning to Read" was run in four selected blocks of Orissa to ensure that every child would be able to read fluently with comprehension, write on his/her own and do simple arithmetic sum within a time bound programme of 2 to 3 months. • The children involved were given basic test to indicate their reading and arithmetic levels and were taught to achieve these basic skills with the help of local activists. • Around 1000 villages were covered in this pilot programme for 31558 children of 917 Primary Schools and EGS centres of the blocks.

Sl. No.	State/UT	Initiative	Salient features	Focus & coverage
8.	Rajasthan	Quality Assurance Programme (QAP)	• The Quality Assurance Programme (QAP) aims to provide inputs related to physical infrastructure, teacher appointment, teacher training, teaching learning materials, and academic support. • Learning performance of children in each subject, both at primary and upper primary exit classes, is assessed through Diagnostic Achievement Tests (DATs). • State authorities are working closely with personnel at district and sub-district levels to strengthen the quality and impact of QAP through supervision, monitoring and support. • In 2007-08 Rajasthan has initiated a Read Rajasthan Programme to improve the basic literacy and numeracy skills of children in early grades.	• QAP is operational in all the 78,000 Government schools of the State for Primary & Upper Primary level. • In QAP, hard spots in each subject are identified. Teachers are trained for enhancing their pedagogical skills. • Remedial measures are designed, undertaken and monitored through effective use of special Teaching Learning Materials (TLMs) and question banks, in each school, for classes I to VIII. • Read Rajasthan programme for class I & II was initiated in 2007–08 three districts.
9.	Uttar Pradesh	Nai Disha	• As a part of "Nai Disha" a baseline test was undertaken to assess learning level of students in language and mathematics. DRGs and BRGs were formed for regular academic support and monitoring. • After a month long remedial programme, mid-term assessment test was undertaken. Again. Specially designed TLMs were used in classes I and II for reinforcing the reading, writing skills of children. • End term test was undertaken in the third month and it showed good improvement in reading, writing and basic arithmetic. • The State is collaborating with Reading Cell, NCERT for a Reading Promotion Programme in Mathura district.	• SSA-UP, in collaboration with PRATHAM, designed the "Nai Disha" programme in 2006-07 for learning enhancement of class I and II students in 20 districts. • Modules for "Nai Disha" were developed. Shiksha Mitras were trained for 15 days for the programme. • In 2007-08, the State extended the "Nai Disha" programme in the remaining 50 districts. • The Reading Promotion Programme has been designed for 500 schools in Mathura district.

Sl. No.	State/ UT	Initiative	Salient features	Focus & coverage
10.	Uttarakhand	School Performance Monitoring Reading Promotion in Uttarakhand (NEEV)	• School Performance Monitoring system in Uttarakhand is a State wide initiative to grade schools as per their infrastructure, learning practices including learners' evaluation and learning achievement. • In 2006–07, the State has initiated a Reading Promotion Programme in collaboration with PRATHAM and trainers from MP. • A large-scale reading promotion programme called 'NEEV' is run in 2007 through local volunteers in about 16000 villages in collaboration with block and cluster level functionaries. • Also the Room to Read programme has been implemented for improving reading skills of children in 2007-08.	• As a part of the "Neev" training programmes have been organised for teachers, trainers and around 400 local volunteers. Base line Assessment Surveys on basic literacy and numeracy have been undertaken in 377 schools. • Problems associated with learning, teaching, academic support and monitoring have been analysed and measures have been planned to strengthen all components. • All Government Primary Schools are covered under this School Improvement Programme to ensure basic literacy and numeracy skills.

Source: Data Base of Pedagogy Unit – TSG – SSA

Chapter 5
Meeting Quality Concerns

State Initiatives for Strengthening Early Reading Under SSA, in Partnership with NCERT and other Organisations
(Focus: 2006–07 and 2007–08)

Sl. No.	State/UT	Name of initiative	Salient features	Focus & coverage	Partners	Plan for 2008-09
1.	Andhra Pradesh	Children's Learning Acceleration Programme for Sustainability (CLAPS) READ MLE for tribal areas	• In 2005-06 the State ran Children 's Language Improvement Programme (CLIP) • In 2006-07, Children's Learning Acceleration Programme for Sustainability (CLAPS) was implemented to accelerate children's learning in various curricular areas, including language and Mathematics. • Special reading period has been introduced in schools. • School libraries have been strengthened with children's literature. • Schools have been graded on the basis of children's performance. • CLAPS continued in 2007-08. • The State also runs a Read Enjoy and Development (READ) programme through series of graded reading materials for early grades.	• CLIP in 2005–06 assured acquisition of competencies in basic literacy & numeracy in all primary schools in State. • CLAPS aims to accelerate learning in all subject areas both at Primary & Upper Primary level in all schools of State covering 56,921 Primary Schools with 69,69,254 children and 23,379 Upper Primary schools with 39,67,812 children. • The READ programme runs in hundred schools of each district • MLE Programme runs in thousand schools of the Tribal dominated districts in eight tribal languages.	State designed plan of action for CLIP, CLAPS, READ and MLE in consultation with a large number of educational resource centres from across the country	• CLAPS to continue in all Primary schools. • Development of school libraries in selected Mandals for enhancing reading culture in collaboration with Room to Read. • Establishment of village libraries to promote reading skills among mothers and kids

Sl. No.	State/UT	Name of initiative	Salient features	Focus & coverage	Partners	Plan for 2008-09
			• For Tribal areas the State promotes Multi Lingual Education Programme in 1000 schools. Primers and other self learning materials in tribal languages have been developed for bridging the learning gap between home language and State's official language. • The State also is promoting children's libraries, wall magazines, school postbox, children's diary & teacher's diary, children's cabinets, etc.			
2.	Chandigarh	Reading Acceleration Programme	• The UT runs a Reading Acceleration Programme in English Language in collaboration with Regional Institute of English. • The UT is also preparing for a Reading Acceleration Programme in Hindi.	• The Reading Acceleration Programme covers 3500 students of early grades.	UT has designed the programme in collaboration with TSG.	• In 2008-09 the UT has planned for a Reading Promotion Programme for all children in class I & II.

Sl. No.	State/UT	Name of initiative	Salient features	Focus & coverage	Partners	Plan for 2008-09
3.	Gujarat	Gujarat Achievement Profile (GAP)	• SSA - Gujarat, with help from GCERT, has undertaken a series (four till now) of studies on Learning Achievement of children in collaboration with Bhavnagar University and Saurashtra University to construct the Gujarat Achievement Profiles (GAP I, GAP II, GAP III and GAP IV). • Mean achievement of students in the GAP series has improved from 48.80% (GAP I in 1998-99) to 49.54% (GAP II in 2000–01) to 54.14% (GAP III in 2002–03) to 55.84% (GAP IV in 2004–05). • The State aims at enhancing the learning achievement of students to higher levels through continuous remedial support to both teachers and students. • GCERT and DIETs also ran a Reading, Writing and Numeracy Skills Enhancement Programme on Academic achievement of Dear (Weaker) students.	• GAP attempts to explore profiles of academic achievement (i.e. learning) of Primary school children of Gujarat. • It enables the system in finding out the 'Hard Points' of syllabi of different subjects areas of Primary education, compares results of GAP (studies) series and identifies areas of training (subject-wise) and relationship of students, academic achievement to their gender & other factors. • Remedial support is provided to teachers and learners on a continuous mode, for enhancing learning outcomes.	The Gujarat Council for Educational Research & Training (GCERT) runs GAP studies in collaboration with State SSA Project Office and local Universities.	• The State plans to initiate GAP V in 2008–09. • The State has planned for Activity Based Learning in all Primary Schools of Gujarat through an intensive reading writing and computing enrichment programme in class I to IV in 2008–09.

Sl. No.	State/UT	Name of initiative	Salient features	Focus & coverage	Partners	Plan for 2008-09
4.	Jharkhand	Buniyad	• The State initiated a quality improvement programme named "Buniyad" to work on reading, writing and arithmetic skills of all children in classes I and II in 2007-08. • Baseline learning assessment test identified children who needed remedial support. • Special self learning materials were developed to guide teachers and to enable students in achieving the requisite skills in basic literacy.	• Buniyad operated in all Govt. and Govt. aided schools of the State covering 20 lakh children of Lower Primary age group. • Buniyad attempted to strengthen material development, teacher training, classroom processes and community participation in learning enhancement. • Buniyad focused on universal acquisition of Rs. 3.	State designed own strategies in consultation with national level academic bodies.	• In 2008–09 the State plans to run Buniyad plus for all children at Primary level to improve 3Rs skills among them. • State also plans to use Activity Based Learning cards for class I & II students in the State.
5.	Karnataka	Karnataka School Quality Assessment Organisation (KSQAO) Karnataka Schools towards Quality Education (KSQE)	• Covers grades II, V and VII in government and aided schools of Karnataka • Learning outcomes in selected competencies in various subjects of study prescribed to these classes are assessed independently through KSQAO, and follow up measures for learning enhancement are designed and delivered. • In 2007, the State has initiated 'Karnataka Schools towards Quality Education' (KSQE) to provide quality related support to all schools in close coordination with all stake holders, such as children, parents, teachers, community, SDMCs and elected representatives. Other than these the State has carried out the following activities in 2007–08.	• KSQE aims at achieving the following goals in every schools of the State within three years: ◆ Enrolment of all children in 6-14 age group ◆ Ensuring 75 per cent attendance of all enrolled children ◆ Ensuring that at least 60 per cent of children acquire 80 per cent of the competencies. • These goals have been expressed in the form of a Quality Charter and have been distributed across the State. • 13,932 out of total 51,047 primary schools in the state have been using Nali-Kali cards for classes I and II	State partners with Azim Premji Foundation for the KSQE	

Sl. No.	State/UT	Name of initiative	Salient features	Focus & coverage	Partners	Plan for 2008-09
			• Language Development Programme: In order to enhance the reading skills among children in class I to V, reading cards have been developed and used based on school curriculum in some selected schools on a pilot basis in 2007-08. • Accelerated Reading Programme: The Akshara Prathisthana has conducted accelerated reading programme in 6 districts and has trained teachers for this in 2007-08. • Nali Kali cards: Cards focusing on joyful learning has been successfully implemented in the state			
6.	Kerala	Quality Tracking in Kerala	• SSA, Kerala undertakes Quality Tracking exercises each year through state wide learning assessment test (as a part of the End Term Evaluation) for classes I to VII in all the subjects. Each district identifies the learning gaps in different subject areas. All quality related interventions including teacher training are designed to strengthen the classroom processes in different subject areas for each class. To improve reading abilities of children in class I & II the State has developed school libraries and conducts children's creative workshops on a regular basis where wide of children's literature have been developed.	• Quality tracking is undertaken in selected schools of each district. The data is compiled in the DIETs in each district. Report for each district is prepared and discussed at the State level. Teacher training and academic support structures aimed at improving classroom processes to enhance learning achievement. • In 2007–08 State promoted Reading Corners in each school and developed wide range of children's reading write ups to use them as learning resources in concerned schools. School libraries in all schools played a crucial role in facilitating such activities in each school.	State has designed the strategies in consultation with national level academic bodies.	• State plans to develop Activity Based Learning kits and worksheets for skill testing for 9108 Primary schools to improve the 3 Rs abilities in early grades. • Also the State plans to develop Reading Corners by developing and using supplementary reading materials.

Sl. No.	State/UT	Name of initiative	Salient features	Focus & coverage	Partners	Plan for 2008-09
7.	Maha-rashtra	1. 3Rs Guarantee Programme 2. Educational Quality Improvement Programme (EQIP)	• Rs. 3 Guarantee Programme in 2005-06 was an effort to provide quick remedial lessons to academically weak children. • To ensure that not a single child progressing class 1 to class 2 lacked reading, writing and arithmetic competencies. • To ensure that weakness evident among children of classes 2 to 7 would be removed through intensive remedial teaching. • The State has followed it up with EQIP – Education Quality Improvement Programme (EQIP), with a focus on student assessment and remedial teaching through regular teachers. • Now the programme has been renewed in the name of *Gunvatta Vikas Karyakram*.	• During the 3 Rs Guarantee Programme 8,31,075. children were identified as needing remedial lessons and were covered through the programme from March 2005 to April 2005. • Three hours of extra teaching everyday was provided to identified children. • Third party evaluation in May 2005 showed that more than 82 per cent of the children were able to read, write and perform simple arithmetic operations.	• State ran the 3 Rs Guarantee Programme and EQIP on its own. • For the Active Schools the State collaborates with UNICEF.	In 2008–09 the State plans to promote two new interventions along with EQIP. They are as follows. a. English kits to improve learning level of English in Std. I-III, State has proposed to prepare and provide English kits to select primary schools, aiming to increase English achievement levels by five per cent in 2008–09 b. *Nandadeep Shalas* (Active Schools) where the activity includes Pedagogical aspects, activity based teaching, creation of support systems including Reading corners, Display boards, etc. aimed at promote joyful activity and increased achievement.
8.	Puducherry	ABL methodology	• SSA Puducherry has initiated Activity Based Learning approach in 2007–08 (in line with SSA – Tamil Nadu) to ensure acquisition of basic literacy and numeracy skills in early classes. • The UT has started SMART schools in all English medium Primary schools with introduction of NCERT syllabus.	• The ABL methodology involves graded self learning materials, regular teacher training, multi grade pedagogy, and self assessment as successfully tried out in Tamil Nadu.	The UT has designed own strategies in collaboration with SSA, Tamil Nadu and national academic bodies.	• In 2008–09 Workbooks and reading material in Maths and Science will be prepared for enhancement of learning skills at primary level • Workbooks will aim to make teaching joyful and effective.

Sl. No.	State/UT	Name of initiative	Salient features	Focus & coverage	Partners	Plan for 2008-09
9.	Tamil Nadu	Activity Based Learning (ABL) programme Reading Development Cell	• Activity Based Learning (ABL) initiative aims to ensure that all children in the Primary classes acquire desired learning competencies through effective use of specially designed self learning materials, peer cooperation and organised approach to learning, even in multi grade set ups. • ABL methodology was initiated in Chennai Municipality schools. • For the Upper Primary level the State has designed an Active Learning Methodology (ALM) which is operational in all UP schools of the State in 2007-08. A reading development cell for promotion of reading in early grades has been set up in consultation and guidance with NCERT	• After successful piloting in the Municipality Schools of Chennai, in 2006–07, ABL methodology was expanded to 10 Primary schools of each block in the State. • In 2007–08, the State has expanded the ABL approach to all 37,000 Primary schools in the State. Teacher training programmes and activities of resource persons at BRC & CRC level have been designed accordingly to strengthen the ABL methodology and ensure effective learning in the schools. 163 books (graded to the levels of children) were bought from National Book Trust and supplied to 37486 schools throughout the State. There are no separate reading rooms but a corner in the classroom is marked as reading corner and books are kept there within the reach of children.	State has designed its strategies in collaboration with NGOs such as Rishi Valley (for Primary level) and The School (for Upper Primary level. All 37,486 schools in the State	The State plans to strengthen the ABL and ALM interventions further to enhance learning achievement both at Primary and Upper Primary level.

Sl. No.	State/UT	Name of initiative	Salient features	Focus & coverage	Partners	Plan for 2008-09
10.	West Bengal	Integrated Learning Improvement Programme (ILIP) Reading Guarantee under SLIP +	• ILIP Covers classes 1-4. • Programme focuses on quality education at the lower primary level and on improving teaching learning process. • ILIP involves changes in classroom culture, learning and mastery of competencies, use of work books and teaching learning materials, continuous and comprehensive evaluation, systematic documentation of children's profile, tracking behavioural changes and academic achievement, fortnightly CRC meetings etc. • An assessment of class two students in hundred schools of six districts in 2004 showed significant improvement in performance in Maths and EVS.	• In 2005–06, ILIP was operational in 4,903 schools in 20 districts covering 12, 40,000 children. • In 2006–07, ILIP has been expended to all Primary Schools in the State. • The State also runs a Reading Guarantee Programme under the SLIP + programme.	For ILIP State designed own strategies. For ILIP plus the State collaborates with UNICEF	State plans to strengthen the ILIP intervention further with emphasis on effective early reading.

Source: Data Base of Pedagogy Unit – TSG – SSAAnnexure - III

Chapter 5
Meeting Quality Concerns

Average Attendance Rate of Students and Teachers Based on Headcount during Three Unannounced Visits to Schools in 2006-07

States	Students		Teachers	
	Primary Stage	Upper Primary Stage	Primary Schools	Upper Primary Schools
Andhra Pradesh	72.7	76.6	78.1	77.3
Assam	81.3	84.5	79.2	55.2
Bihar	42.2	36.8	75.8	74.9
Chhattisgarh	67.7	75.0	75.7	73.5
Delhi	73.5	NA	95.0	NA
Gujarat	75.0	78.6	70.0	87.6
Haryana	82.2	85.1	86.9	91.9
Himachal Pradesh	94.6	93.2	80.0	88.0
Jammu & Kashmir	78.5	77.5	80.8	83.1
Karnataka	86.2	86.9	83.9	83.9
Kerala	91.4	92.0	84.5	85.3
Madhya Pradesh	72.1	69.8	70.4	67.0
Maharashtra	89.0	89.0	87.8	87.1
Orissa	66.8	69.0	87.4	86.6
Punjab	81.7	74.7	83.5	78.1
Rajasthan	62.7	78.9	81.1	79.8
Tamil Nadu	88.3	87.8	86.6	89.6
Uttar Pradesh	57.4	60.5	77.8	82.6
Uttarakhand	80.0	83.2	83.0	77.7
West Bengal	74.2	70.2	96.3	98.1

Overall Average Attendance Rate

	Students			Teachers		
	First hour	Last hour	Overall	First hour	Last hour	Overall
Primary	69.9	67.2	68.5	81.5	81.9	81.7
Upper primary	76.8	74.7	75.7	81.2	80.3	80.5

Attendance Rate of Students by Gender and Social Group at Primary and Upper Primary Stage (during first hour) and by Area (overall)

	Primary	Upper primary
Boys	68.9	75.2
Girls	70.6	78.7
SC	68.7	76.5
ST	70.5	76.5
Minority (Muslim)	66.4	79.1
Rural	68.0	73.7
Urban	71.2	79.9

Chapter 5
Meeting Quality Concerns

Outcome Indicators Pertaining to Quality Under SSA

(Proposed for the Eleventh Plan period)

S. No.	Measurable Indicator	Baseline	End of Eleventh Plan	Report Frequency	Data Collection Instruments
1.	Drop-out Rates	50.8%	20%	Annual Independent Study	SES, DISE GoI Studies
2.	Transition rate from Primary to Upper primary	83%	90%	Annual	DISE
3.	Pupil Teacher Ratio (National) • States above national norm • Districts PTR>60	1:41 5 70	1:40 0 10	Annual Annual Annual	DISE DISE DISE
4.	Teaching Learning Material • Free textbook distribution • Teacher & school grants • Use of TLM in classrooms	100% 100% No. of States using it	100% 100% All States using it	Half yearly Half yearly Half yearly & Independent Studies	Programme MIS Programme MIS Programme MIS & GOI Study
5	In-service teacher training • Coverage • Quality of Training	87% coverage Baseline from Independent study in 2007–08	95% coverage	Half yearly Independent Study twice in Eleventh Plan	Programme MIS GOI Study
6.	Quality of academic support by BRC/ CRC	90% functional Baseline from Independent study in 2007-08	100% functional Independent study	Half yearly Independent Study twice in Eleventh Plan	Programme MIS GOI Study
7.	Change in nature of classroom transaction	Baseline from Independent study in 2007–08	Independent Study	Independent Study twice in Eleventh Plan	GOI Study

S. No.	Measurable Indicator	Baseline	End of Eleventh Plan	Report Frequency	Data Collection Instruments
8.	Pupil Assessment Systems in place in schools	Present arrangements	Move to comprehensive & continuous evaluation	Half yearly	Programme MIS
9.	Student attendance	Baseline from Independent study in 2007–08 (Approx. 77%)	Move to 90%	Annual Independent Study once in Eleventh Plan	Programme MIS GOI Study
10	Teacher attendance	Baseline from Independent study in 2007-08 (Approx. 82%)	Move to 85%	Annual Independent Study once in Eleventh Plan	Programme MIS GOI Study
11	Accountability to community	Participation in school supervision (Independent study 2007-08)	Active role in annual school development plans & supervision with emphasis on learning outcomes	Annual Independent Study once in Eleventh Plan	Programme MIS GOI Study
12	National comparable student achievement levels • Basic competencies attained in reading & numeracy upto class III. • Enhancement of Science & Math levels in Upper Primary	National sample survey completed by NCERT for classes III, V, VII/VIII	Learning levels to enhance by 25% over measured baseline levels	3 years	NCERT studies

Chapter 7
Adult Literacy and Lifelong Learning

Adult Literacy and Lifelong Education – Quantitative Indicators

Core Indicators	Suggested Disaggregation
Adult Literacy Rate (15 years and above)	A Statement showing Adult Literacy Rate among 15+ age group (rural/urban, male/female) as per Census 2001 is at Annexure-XII A Statement showing religion-wise male/female literacy rate among 7+ Age group as per Census 2001 is at Annexure-XI
Availability of Continuing Education Facilities for adults (per 1000)	There is a facility of one CE Centre for 500 neo-literates or 2500 people. A statement showing State-wise position of TLC, PLP and CE Centres sanctioned and total districts covered as on 29.3.07 is in Annexure-IX
Percentage of completers out of total Learners in Literacy/Continuing Education Programme	A Statement showing number of persons made literate under NLM is in Annexure-VIII
Number of Literacy/Continuing Education Programme Facilitators	No., of Preraks/Asst. Preraks working in CECs and NCECs is approximately 4,38,884. The state-wise position of CECsNCECs is given in Annexure-X
Percentage of Facilitators with Training	There is one Prerak and one Asst. Prerak for every CEC and NCEC respectively in all CECs/NCECs. There are 328 districts of the country where CE Programmes are going on.

Census 2001

Chapter 7
Adult Literacy and Lifelong Learning

Number of Persons Made Literate under NLM since 1988 (in Millions)

State/UT	Other Schemes* excluding TLC	TLCs	Total (Col.3&4)
2	3	4	5
Andhra Pradesh	11.099	8.045	19.144
Arunachal Pradesh	.08	.086	.166
Assam	.846	2.067	2.913
Bihar	2.977	8.126	11.103
Chhattisgarh	.01	2.781	2.791
Goa	.021	.05	.071
Gujarat	2.007	4.124	6.131
Haryana	.004	.808	.812
Himachal Pradesh	.128	.432	.56
Jammu & Kashmir	.27	0	.27
Jharkhand	.001	2.489	2.49
Karnataka	1.322	5.607	6.929
Kerala	.332	1.345	1.677
Madhya Pradesh	3.257	6.349	9.606
Maharashtra	2.047	5.626	7.673
Manipur	.09	.103	.193
Meghalaya	.084	.082	.166
Mizoram	.076	0	.076
Nagaland	.063	0	.063
Orissa	.935	3.731	4.666
Punjab	.334	.684	1.018
Rajasthan	2.251	6.528	8.779
Sikkim	.027	0	.027
Tamilnadu	1.32	6.895	8.215
Tripura	.183	.386	.569
Uttarakhand	0	.533	.533
Uttar Pradesh	5.744	10.119	15.863
West Bengal	.982	10.521	11.503
A&N Islands	.014	0	.014
Chandigarh	.017	.025	.042
D &N Haveli	.007	0	.007
Daman & Diu	.003	.001	.004
Delhi	.345	.111	.456
Lakshadweep	.001	0	.001
Puducherry	.011	.1	.111
Total	**36.889**	**87.754**	**124.643**

Chapter 7
Adult Literacy and Lifelong Learning

State-wise List of TLC, PLP, CE, Uncovered and PRI Districts (as on 13.9.2007)

S.No.	Name of States/UTs	No. of districts	TLC	PLP	CEP	Total districts covered	Uncovered districts	PRI districts
1.	Andhra Pradesh	23	0	1	22	23	0	10
2.	Arunachal Pradesh	15	5	10	0	15	0	0
3.	Assam	23	13	10	0	23	0	0
4.	Bihar	38	9	26	3	38	0	7
5.	Chhattisgarh	16	1	5	10	16	0	0
6.	Delhi	9	0	0	9	9	0	0
7.	Goa	2	2	0	0	2	0	0
8.	Gujarat	25	0	2	23	25	0	2
9.	Haryana	19	2	13	4	19	0	0
10.	HIMACHAL PRADESH	12	0	11	1	12	0	0
11.	Jammu & Kashmir*	14	14	0	0	14	0	0
12.	Jharkhand	22	7	10	5	22	0	3
13.	Karnataka	27	0	1	26	27	0	14
14.	Kerala	14	0	0	14	14	0	0
15.	Madhya Pradesh	45	0	2	43	45	0	12
16.	Maharashtra**	35	1	8	26	35	0	0
17.	Manipur	9	1	8	0	9	0	0
18.	Meghalaya	7	4	3	0	7	0	0
19.	Mizoram	8	0	0	8	8	0	4
20.	Nagaland	8	8	0	0	8	0	0
21.	Orissa	30	6	21	3	30	0	0
22.	Punjab	17	6	10	1	17	0	0
23.	Rajasthan	32	0	0	32	32	0	9
24.	Sikkim	4	4	0	0	4	0	0
25.	Tamil Nadu	29	0	0	29	29	0	17
26.	Tripura	4	0	0	4	4	0	3
27.	Uttaranchal	13	0	1	12	13	0	12
28.	Uttar Pradesh	70	11	29	30	70	0	19
29.	West Bengal	19	0	2	17	19	0	8
30.	A & N Islands	2	0	0	0	0	2	0
31.	Chandigarh	1	0	0	1	1	0	0
32.	D & N Haveli	1	1	0	0	1		0
33.	Daman & Diu	2	0	1	0	1	1	0
34.	Lakshadweep	1	0	0	1	1	0	0
35.	Puducherry	4	0	0	4	4	0	0
Total		**600**	**95**	**174**	**328**	**597**	**3**	**120**

* Includes one district covered under RFLP
** Parbhani district now divided into two districts (Parbhani and Hingoli). Both the districts are in CE

Chapter 7
Adult Literacy and Lifelong Learning

Number of Nodal/Continuing Education Centres: State-wise Position
(As on 31.3.2007)

S.No.	State/UT	No. of Districts Covered	No. of Centres Established	
			CECs	NCECs
1.	Andhra Pradesh	21	17797	2227
2.	Bihar	3	2090	208
3.	Chandigarh	1	360	40
4.	Chhatisgarh	10	5342	537
5.	Gujarat	23	14380	1524
6.	Haryana	4	1469	150
7.	Himachal Pradesh	1	2582	382
8.	Jharkhand	5	3477	355
9.	Karnataka	26	15560	1597
10.	Kerala	14	3000	500
11.	Madhya Pradesh	43	21201	1547
12.	Maharashtra	25	15179	1573
13.	Mizoram	8	360	40
14.	Orissa	3	1736	170
15.	Puducherry	4	172	28
16.	Punjab	1	1000	130
17.	Rajasthan	32	18424	2118
18.	Tamil Nadu	29	13604	1606
19.	Tripura	4	1227	122
20	West Bengal	17	30286	3191
21.	Uttar Pradesh	24	19962	2062
22.	Uttarakhand	12	4026	393
23.	Lakshadweep	1	27	3
24.	Delhi	9	300	30
	Total	**320**	**1,93,561**	**20,533**

Chapter 7
Adult Literacy and Lifelong Learning

Religion-wise Literacy Rate of 7+ Population (2001)

Religions	Rural/Urban	Literacy Rate 7+		
		Person	**Male**	**Female**
All Religions	Total	64.84	75.26	53.67
All Religions	Rural	58.74	70.70	46.13
All Religions	Urban	79.92	86.27	72.86
Hindus	Total	65.09	76.16	53.21
Hindus	Rural	59.06	71.65	45.75
Hindus	Urban	81.32	87.94	73.90
Muslims	Total	59.13	67.56	50.09
Muslims	Rural	52.73	62.32	42.66
Muslims	Urban	70.07	76.28	63.17
Christians	Total	80.25	84.37	76.19
Christians	Rural	74.55	79.48	69.65
Christians	Urban	90.90	93.64	88.26
Sikhs	Total	69.45	75.23	63.09
Sikhs	Rural	64.21	70.65	57.15
Sikhs	Urban	83.56	87.51	79.18
Buddhists	Total	72.66	83.13	61.69
Buddhists	Rural	66.93	78.81	54.56
Buddhists	Urban	81.60	89.82	72.91
Jains	Total	94.08	97.41	90.58
Jains	Rural	87.47	94.22	80.34
Jains	Urban	96.13	98.39	93.75
Others	Total	47.02	60.80	33.19
Others	Rural	43.85	58.17	29.52
Others	Urban	75.29	83.80	66.48
Religion not stated	Total	61.34	71.23	50.31
Religion not stated	Rural	56.68	67.94	44.32
Religion not stated	Urban	73.12	79.31	65.93

Chapter 7
Adult Literacy and Lifelong Learning

Adult Literacy Rate 15 Years & Above (Census - 2001)

State/UTs	Rural/Urban	Age group	Literacy Rate		
			Persons	Males	Females
Jammu & Kashmir	Total	15+	51.31	64.21	36.43
	Rural	15+	44.63	58.43	29.23
	Urban	15+	68.99	78.65	56.79
Himachal Pradesh	Total	15+	71.70	82.57	60.73
	Rural	15+	69.84	81.41	58.48
	Urban	15+	87.61	91.30	82.86
Punjab	Total	15+	65.27	71.96	57.82
	Rural	15+	58.99	66.57	50.73
	Urban	15+	77.03	81.79	71.53
Chandigarh	Total	15+	80.30	85.23	73.73
	Rural	15+	73.02	79.63	60.80
	Urban	15+	81.09	85.94	74.87
Haryana	Total	15+	62.42	75.47	47.45
	Rural	15+	56.24	71.36	39.02
	Urban	15+	76.57	84.79	67.00
Uttaranchal	Total	15+	66.68	81.25	51.93
	Rural	15+	61.85	79.08	45.48
	Urban	15+	79.49	86.37	71.21
Delhi	Total	15+	79.56	86.56	70.78
	Rural	15+	74.38	85.30	60.46
	Urban	15+	79.91	86.65	71.48
Rajasthan	Total	15+	54.43	72.06	35.59
	Rural	15+	47.96	67.22	27.71
	Urban	15+	73.64	85.99	59.78
Uttar Pradesh	Total	15+	51.07	66.19	34.28
	Rural	15+	46.18	63.09	27.60
	Urban	15+	68.09	76.76	58.12
Bihar	Total	15+	44.16	59.03	28.15
	Rural	15+	40.76	56.13	24.40
	Urban	15+	70.86	80.70	59.27
Sikkim	Total	15+	65.99	75.29	54.76
	Rural	15+	63.57	73.52	51.64
	Urban	15+	83.31	87.66	77.79
Arunachal Pradesh	Total	15+	51.92	63.45	38.35
	Urban	15+	76.96	85.19	65.79

State/UTs	Rural/Urban	Age group	Literacy Rate		
			Persons	Males	Females
Nagaland	Total	15+	65.08	70.80	58.57
	Rural	15+	60.93	66.93	54.29
	Urban	15+	84.47	87.69	80.33
Manipur	Total	15+	69.72	81.69	57.59
	Rural	15+	66.52	78.79	53.90
	Urban	15+	78.10	89.50	67.00
Mizoram	Total	15+	89.42	91.77	86.87
	Rural	15+	82.05	86.55	77.05
	Urban	15+	96.24	96.68	95.78
Tripura	Total	15+	70.38	79.93	60.24
	Rural	15+	66.07	76.83	54.61
	Urban	15+	88.49	93.10	83.68
Meghalaya	Total	15+	63.18	67.59	58.62
	Rural	15+	56.85	61.54	52.00
	Urban	15+	85.57	89.16	81.90
Assam	Total	15+	61.15	71.09	50.35
	Rural	15+	57.08	67.72	45.72
	Urban	15+	84.62	89.65	78.66
West Bengal	Total	15+	65.77	75.96	54.74
	Rural	15+	59.21	71.28	46.44
	Urban	15+	80.33	85.96	73.90
Jharkhand	Total	15+	49.75	65.94	32.49
	Rural	15+	40.92	58.77	22.54
	Urban	15+	77.19	86.83	65.78
Orissa	Total	15+	59.68	74.01	45.06
	Rural	15+	55.96	71.26	40.67
	Urban	15+	79.40	87.71	69.94
Chhattisgarh	Total	15+	59.06	74.55	43.57
	Rural	15+	53.99	70.56	37.79
	Urban	15+	77.66	88.51	65.92
Madhya Pradesh	Total	15+	58.76	73.69	42.53
	Rural	15+	51.60	68.42	33.53
	Urban	15+	76.82	86.75	65.72
Gujarat	Total	15+	65.29	77.55	52.20
	Rural	15+	55.80	70.73	40.39
	Urban	15+	80.09	87.77	71.46
Daman & Diu	Total	15+	75.52	85.75	59.59
	Rural	15+	72.99	83.74	51.13

State/UTs	Rural/Urban	Age group	Literacy Rate		
			Persons	Males	Females
	Urban	15+	80.01	90.55	69.49
Maharashtra	Total	15+	72.90	84.10	60.78
	Rural	15+	64.44	78.83	49.76
	Urban	15+	83.65	90.40	75.79
Karnataka	Total	15+	61.62	72.92	49.97
	Rural	15+	52.59	65.85	39.16
	Urban	15+	78.26	85.64	70.40
Andhra Pradesh	Total	15+	54.15	65.70	42.48
	Rural	15+	46.77	59.35	34.16
	Urban	15+	73.04	81.68	64.10
Goa	Total	15+	79.88	87.28	72.21
	Rural	15+	77.08	85.96	68.19
	Urban	15+	82.75	88.59	76.48
Lakshadweep	Total	15+	85.35	92.84	77.49
	Rural	15+	83.45	91.76	74.69
	Urban	15+	87.59	94.13	80.77
Kerala	Total	15+	89.85	93.84	86.20
	Rural	15+	88.89	93.15	85.00
	Urban	15+	92.52	95.76	89.56
Tamilnadu	Total	15+	69.81	80.38	59.27
	Rural	15+	60.92	73.85	48.15
	Urban	15+	80.69	88.26	73.04
Puducherry	Total	15+	79.05	87.86	70.38
	Rural	15+	70.10	81.65	58.56
	Urban	15+	83.40	90.91	76.06
Andaman & Nicobar Islands	Total	15+	78.97	85.10	71.34
	Rural	15+	76.07	82.72	67.97
	Urban	15+	84.68	89.65	78.23
All India	Total	15+	60.98	73.35	47.82
	Rural	15+	53.66	67.86	38.85
	Urban	15+	78.18	85.82	69.66

Chapter 8
Financing Education for All Programmes

Summary of Progress against Key SSA Targets

Item	Targets since 2000 including 2005-06	Achievement upto 31.3.2006		% Cumulative achievement	
Opening of new schools	157967	129863		82%	
Teachers appointed	772345	587388		76%	
Construction of:		completed	in progress	completed	completed + in progress
a. School buildings	120629	71143	31587	58%	85%
b. Additional classrooms	329690	155814	170225	47%	99%
Enrolment in EGS/ AIE Centres	8.7 mil.	6.3 mil.		71%	
Children receiving free textbooks	61.4 mil.	53.5 mil.		87%	
Academic Resource Centres					
a. Block level	7422	7201		97%	
b. Cluster level	70735	66140		93.50%	
Teachers trained	3053285	2347017		77%	

Financial Progress of SSA

	2001-02	2002-03	2003-04	2004-05	2005-06
— Release	4983.7	15582.8	26983.8	51397	75345
— Expenditure	1720.4	13056.6	36484.4	65984	99852
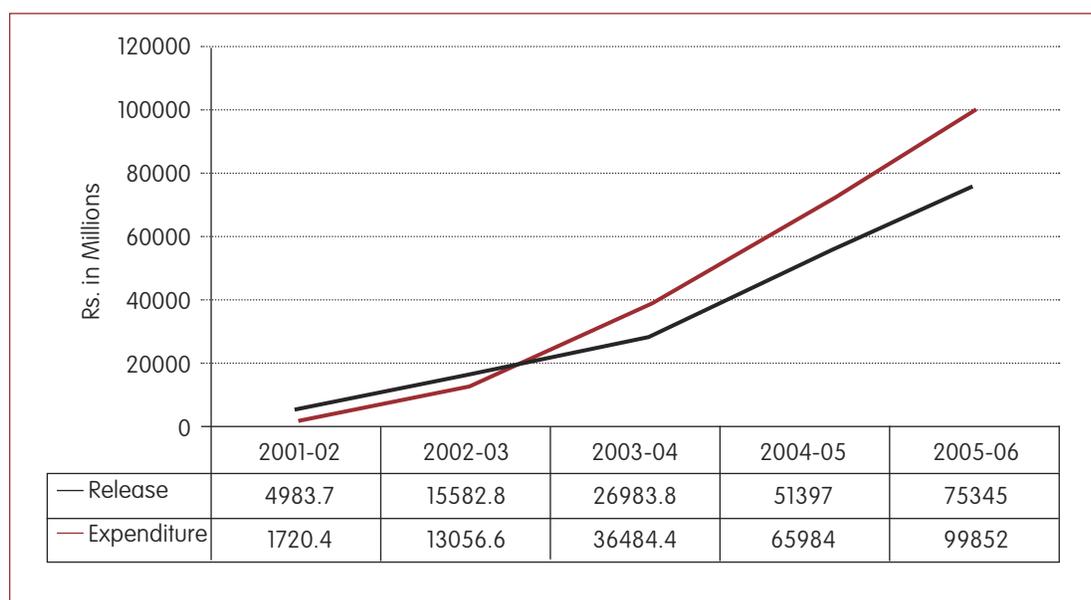
Department of School Education & Literacy

Chapter 8
Financing Education for All Programmes

Eleventh Plan Outlay (2007-12) for Various Programmes (Rs. In Millions)

Sl. No.	Schemes/Programme	Projections
	Elementary Education	
1	Sarva Shiksha Abhiyan (SSA) (include EAP)	710000
2	Operation Black Board merged	
4	Kasturba Gandhi Balika Vidyalaya merged	
5	District Primary Education Programme (EAP)	1300
9	Mid-Day Meal Scheme (MDMS)	480000
10	Strengthening of Teachers Training	40000
11	Mahila Samakhya (EAP)	2100
12	Bal Bhavan	350
13	National Council for Teacher Education	50
	Others (Closed schemes)	
(i)	ECCE (New Scheme)	20000
	Total Elementary	1253800
	Adult Education	
1	Directorate of Adult Education	500
2	National Literacy Mission Authority	200
	Revamped	
3	Support to NGOs/Institutions/SRCs for Adult Education & Skill Development (merged schemes of NGOs/JSS/SRCs)	
(i)	SRC	2000
(ii)	Field Innovative Projects (Support to NGO + SRC+ Institution)	730
(iii)	Jan Shikshan Sansthan (Skill Development Mission Rs.140)	
4	Adult Education & Skill Development Scheme (Merged schemes of Literacy Campaigns & Continuing Education)	
(i)	Lifelong Education and Awareness Programmes (LEAP) (TLC+PLP+CTP)	38000
(ii)	Projects for removal of illiteracy	10000
(iii)	Literacy programmes for 35+ age group illiterates	4000
(iv)	Support of NLR	270
8	Adult Education Studies by University Department of Adult Education	300
	Total Adult Education	60000
	Elementary Education and Literacy	1313800
A	**Secondary Education**	
1	National Council of Educational Research and Training (NCERT)	2540
2	National Open School (include Skill Development mission Rs. 50 crore	1000
3	Navodaya Vidyalayas – on going works plus 100 new school @ Rs 10 crore per school	46000
4	Kendriya Vidyalayas on going works plus 190 schools @ Rs.3.70 crore per school	15000
5	Central Tibetan School Admn (CTSA)	410
6	Joint Indo Monogohan School at Mongolia	50

Sl. No.	Schemes/Programme	Projections
7	Vocationalisation of education	20000
8	ICT in schools	60000
9	Integrated Education for Disabled Children (IEDC)	10000
10	Others (Girls Hostels)	
	Total A	155000
B	**New Schemes**	
11	SUCCESS	
a	New Model Schools (6000)	127500
b	Infrastructure support for secondary schools	
	(i) UPS upgraded to SS @Rs.50 lakh per school – 15,000 with funding 75.25 funding pattern)	67500
	(ii) Strengthening of existing secondary schools @ Rs. 40 lakh per school 44,000 schools with 75:25 funding pattern)	115000
c	In-service training to teachers @Rs.1000/- teacher/annum for 17 lakh	8700
d	Support for science labs and library @ Rs.4 lakh/Lab-25000 schools	10000
e	Upgrading 2000 KGBVs(Residential Schools/Hostels)@Rs.1 crore per schools	20000
f	OSC merit scholarships	16800
g	Girl child incentive	15000
	Total B	380500
	SECONDARY EDUCATION	535500
	GRAND TOTAL (School Education and Literacy)	1849300
	Child Development	
1	Rajeev Gandhi National Creche Scheme for Children of Working Mothers	5500
2	National Commission for Protection of Child Rights (NCPCR)	350
3	NIPCCD	350
4	Conditional cash transfer scheme for the girl child with insurance cover (New Scheme)	800
5	Comprehensive Scheme on Combating Trafficking of Women and Children (New Scheme)	300
6	Integrated Child Development Services (ICDS) including Training	
(i)	Restructured ICDS	424000
(ii)	Conditional maternity benefit for pregnant and lactating mothers	90000
7	National Nutrition Mission	10
8	Integrated Child Protection Scheme (ICPS)	10730
9	Scheme for the welfare of working children in need of care and protection	100
10	Integrated scheme for street children	150
11	Shishu Greh Scheme	50
12	Scheme for prevention and control of juvenile social maladjustment	250
	Total	532590
	WOMEN DEVELOPMENT	
1	Hostel for working women	750
2	STEP	1000
3	NCW	250
4	RMK	1080

Sl. No.	Schemes/Programme	Projections
5	Swadhar	1080
6	GIA to CSWB	2600
7	Scheme for relief and rehabilitation of victims of rape (New Scheme)	250
	Other Grants-in-aid	1650
8	GIA to research, publications and monitoring	150
9	Innovative work on women & children	200
10	Information, mass education and publication	750
11	Information technology	50
12	Nutrition Education (FNB)	500
13	Integrated Women's Empowerment Programme (Swayamsiddha)	5000
14	Priyadarshini Scheme	950
15	Scheme for leadership development of minority women (New Scheme)	200
	Total	16460
	Ministry of Youth and Sports Affairs	
1	National Service Scheme – a CSS	4250
2	Nehru Yuva Kendra Sangathan (NYKS)	4500
3	Rajeev Gandhi National Institute of Youth Development	400
4	Youth hostels	120
5	Volunteers' scheme	
(i)	National Service Volunteer Scheme (NSVS)	790
(ii)	Rashtriya Sadbhavana Yojana (RSY)	480
6	Financial assistance for promotion of adolescents & youth development	
(i)	Promotion of youth activities & training	350
(ii)	Promotion of national integration	800
(iii)	Development & empowerment of adolescents	1400
(iv)	Promotion of adventure	200
7	Promotion of scouting & guiding	150
8	International cooperation	200
	Total	13640

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