Chapter II

GOVERNMENT POLICIES AND INITIATIVES IN THE POST INDEPENDENT INDIA

The relevance of education in modern democratic set-up is significant. The education has been one of the major issues among the social and political reformers in colonial India. Education plays a decisive role in shaping the socio-economic and political ideologies. It not only creates value system reinforcing specific political ideology, but also shapes the ideological formulations of the state. Scholars have argued that the system of knowledge and power are inextricable, where who holds power determine the structure of education system. It also needs to be noted here that education also tends to serve economic needs and therefore, skill based education aims to serve market. Whereas value based education aspires to strengthen notions of nation building, civil liberties and rights, social responsibility and constructing personalities in accordance with these objectives.

It was stressed that education plays an important role in the national development and was also one of the major concerns for the government of free India. One of the objectives of the planning was to provide better educational opportunities to the marginalized sections of the society. The present chapter attempts to locate the initiatives taken up by the state for the educational betterment of women in genera and Muslim women in particular in post independent India. It will be interesting to trace that how major shifts in the approach of planning process is making its impact on state’s educational concerns and proclaimed objective of the upliftment of oppressed classes.

It is a well-known fact that major shift in the development discourse has been from welfare to development and from development to empowerment. During welfare approach which lasts till sixth five year plan, women were seen as passive beneficiaries of development by the planners. In the sixth five year plan, a separate chapter on women and development was adopted, and from then onwards, women were seen as active participants in the developmental process.

In the direction towards change in state’s policy approach, the Ninth five year plan acted as a major landmark. It was during the Ninth five year plan that the
government formally adopted ‘Women’s Component plan’ stating that 30% of the funds shall flow from the general development sectors to women-specific sectors. With the introduction of the concept of gender budgeting, the planning approach shifted from development to empowerment. In this backdrop, this chapter aims to explore initiatives taken up by the state specifically to the cause of Muslim women’s education. Apart from five year plans (from I to XII) some major policies and programs are also examined such as National Policy of Education, 1968 & 1986, Plan of Action 1992 etc.

Nehruvian Era and Women’s Education

After independence Pandit Jawahar Lal Nehru became the first Prime Minister of India. “In the 1950s the vision of development articulated by the Indian government led by Nehru and Congress party was not only socialist and nationalist but also technocratic and paternalistic”. Nehru’s vision for the development of India was very much affected by the history of the west and emphasized that “an independent India could simultaneously industrialize, maintain constitutional democracy and direct economic and social redistribution.”1 However, by the mid 1960s, it became clear that the beneficiaries of national development were the private, commercial and industrial groups and bureaucratic and professional elite directly or indirectly connected to the political leadership rather than the majority of the population.2

Nehru’s ideals about the role of education, is reflected in his speech at Women’s College in Madras on January 22, 1955. In his speech, he asserts that “Education has mainly two aspects, the cultural aspect which makes a person to grow and the productive aspect which enables a person do things. Everybody should be a producer as well as a good citizen, and not a sponge on another person even though the other person may be one’s own husband or wife.” It can be said that both men and women have the right to receive education and participate as active citizens in democratic setup.

He further states, “If you educate the women probably men will also be affected thereby, and in any case, even children will be affected. For every

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2 Ibid.
educationist knows that the formative years of a person’s life are the first seven or eight years... Obviously it is the mother who counts most of all. Therefore, the mother who has been well trained in various ways becomes essential to education. Therefore, it is necessary for women to be educated, if not for themselves, at any rate for their children."³ One could easily sense paternalistic approach in Nehru’s ideology, where women need to be educated to train and build personalities of their children. However, reliance on women’s education as a necessity is evident in Nehru’s view point. It also reminds us pre-independent influence of utilitarian ideology on Nehru’s thoughts, where it was argued that the cause of India’s weakness lies in its mothers’ enfeeblement.

The concern of government for education is reflected in the objective of National Policy on Education 1968, where education is seen as a ‘factor vital to national progress and security’⁴

During Nehruvian period various efforts were made to improve the educational system through appointment of different committees, commissions and formulation of several policies. Few such significant initiatives are given below:

University Education Commission (1948-49)- After independence, it was the first action taken by the government to systematize the educational system. Under the chairmanship of Dr. S. Radha Krishnan the commission stated, that “there cannot be an educated people without educated women. If general education had to be limited to men or to women, that opportunity should be given to women, for then, it would most surely be passed on to the next generation."⁵ While analyzing the then educational system, it mentions that educational system is totally male oriented, and does not include the requirement of women. The kind of education women receive does not make them capable to cope up with the challenges of their daily life. However,

keeping in mind the traditional role of women as home maker, the commission suggested that women should be given the same educational opportunities as men. Therefore, if required, women could also pursue independent careers of their own choice. Teaching and nursing were considered as the most suitable career for women at that time. It was suggested that courses like home economics, teaching, nursing and fine arts should be included especially for women.

The Commission gave various recommendations to improve the educational status of women and thus bring equality. Some of the relevant recommendations are following:

- It recommends for intelligent educational guidance for both men and women, to make them clear about their interest in education especially in case of women.
- "Women's and men's education should have many elements in common, but should not be, in general, identical in all respects". With regard to educational facilities at higher level the commission suggested co-education.
- No curtailment in educational opportunities for women.
- Women teachers should be paid same salaries as men teachers for equal work.

The Secondary Education Commission (1952-53): To examine the prevailing secondary education system, a commission was setup under the chairmanship of Dr. A. Lakshmanswami Mudaliar. "It had no separate chapter on women's education but was gratified to see women joining faculties of engineering, agriculture, medicine or commerce. In fact, there were few women who were enrolled in engineering, agriculture and commerce. While insisting that women should be given the same education as boys, the Commission laid special emphasis on the teaching of Home Science to girls as it would prepare them for life after school." One could easily sense that through education, gender division of labour was being reinforced, where women were seen confined to the domestic domain. Women were educated, but with a specific motive, i.e., 'to prepare them for life after school'. It is interesting to note that this might be viewed as an extension of 'new patriarchy', where 'limited and

6 Ibid.
controlled emancipation of wives' was all that was considered important by the nationalist discourse, and that too as a mode of assertion of patriarchal control within the inner domain.  

With regard to women's education, the commission stated that "at the present stage of our social evolution, there is no special justification to deal with women's education separately. Every type of education open for men should also be open to women." It supported co-education but also recommended that the government should establish separate schools for girls, wherever such demand was made.

The National Committee on Women's Education (Durga Bai Deshmukh Committee) (1958-59): In its report, the committee viewed women's education as a major problem which needs to be tackled by taking bold and determining efforts by the government. It made several recommendations to improve the educational status of women. These recommendations include: a special unit under Ministry of Education to look into the problems of women's education manage funds for its improvement, establishment of a national council for girls and women's education, measures to eradicate gender gap in education. The committee also asked to take special measures with regard to the development of women's education, such as, more female teachers should be appointed, separate schools for girls, special arrangements to fulfill the need of female students and teachers in school, separate toilets and hostels for girls and teachers. The construction of more hostels for girls, and the provision of study female material and uniforms free of cost were also included in the list of special measures. Special recommendations were made in favour of vocational and professional education for women, and the stress was put on the establishment of vocational training centers for women. A provision was made to provide scholarships to encourage female students to opt for professional courses at university level. Condensed courses were also initiated especially for women, who had to drop their schooling in between due to various reasons.

The Hansa Mehta Committee on Differentiation of Curricula for Boys and Girls (1962-64): A committee was appointed by the National Commission for Women’s

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Education under the Chairmanship of Smt. Hansa Mehta to examine the problems, and make suggestion related to curricula for girl students at all stages. The committee proposed a common curriculum for boys and girls up to the primary and middle school stage. “It even suggested the inclusion of home science in the core curriculum for boys and girls in elementary schools to counteract traditional stereotypes regarding feminine and masculine tasks.” 10 At secondary stage, it suggested to adopt diversified curricula to meet the needs of all adolescents. Courses should be introduced like home science, fine arts, and music for girls, but it should be optional, not compulsory for them. Attempts were made to increase vocational courses at secondary and higher stage, for both men and women. The appointments of female teachers at secondary or university level were given more emphasis to enhance the enrollment of girls.

Bhaktavatsalam Committee (1963-64): To investigate the cause behind the lack of public support for women’s education and to suggest measures for its improvement, another committee was set up by the National Council for Women’s Education (NCWE), under the chairmanship of M. Bhaktavatsalam in 1963-64. The recommendations made by the committee to fulfill the given task is much similar to the suggestions given by the earlier committees, such as establishment of more schools for girls, suitable accommodation for girls and teachers, supplying of mid-day meal and free school uniform and study material, etc. The committee suggest a two way strategy for the educational development of women, firstly “to emphasize the special programs recommended by NCWE, and secondly, to give attention to the education of girls at all stages and in all sectors as integral part of the general programs for the improvement of education.” 11

The Education Commission (Kothari Commission) 1964-66: Under the chairmanship of D.S. Kothari, the commission reviewed the educational system in detail and found the distressed condition of women’s education. To fill the existing gender gap, and to improve the educational status of women, the commission endorses recommendations and suggestions made by the earlier committees. It suggests for the subsidized transport for girls to encourage their enrollment.

11 Usha Nayar, op. cit.
Vocational training and short terms vocational courses were started especially for those girls who had to leave their education in between. It also emphasized the need to link the higher education with employment.

National Policy on Education 1968: “It aimed to promote national progress, a sense of common citizenship and culture, and to strengthen national integration. It laid stress on the need for a radical reconstruction of the education system to improve its quality at all stages, and gave much greater attention to science and technology, the cultivation of moral values and a closer relation between education and the life of people”\textsuperscript{12}. The policy stated that strenuous efforts should be made to provide free and compulsory education up to the age of 14, in accordance with the then Article 42 of the Directive Principles of State Policy. With regard to girl’s education, the policy stated that “education of girls should receive emphasis not only on the grounds of social justice, but also because it accelerates social transformation.”\textsuperscript{13} It was mentioned that to bring equality in educational facilities, strong efforts should be made for rural and backward areas and also for backward classes and tribes. On the issue of minority education, the policy states, “every effort should be made not only to protect the rights of minority but to promote their educational interest.”\textsuperscript{14}

Taking in consideration the recommendations and measures of above mentioned committees and commissions it appears that some of these committees and commissions took steps to focus on the need of women’s education and to bring gender equality. However, we do come across evidence where gender stereotyping was propagated by some of the committees and commissions, and most of these were found to be present in the earlier phase of post-independent period. Apart from these committees and commissions, the five year plans are also significant in enhancing our understanding of the state’s approach with regard to the issue of women’s education.

Five Year Plans and Women’s Education

Planning was conceived in a manner in which even while it was concerned with poverty and inequality, it did not curtail the growth of market forces. Planning in


\textsuperscript{13} National Policy on Education 1968, op. cit., p.41.

\textsuperscript{14} Ibid., p.44.
a ‘mixed economy’ was, therefore, vastly different from socialist planning. Development planning evolved out of the understanding that the state was charged with the duty of taking care of all its citizens. Development planning is a rather recent aspect of governance by the modern state.

**First Five Year Plan (1951-56)**

In March 1950 the planning commission was set up with the aim to have a planned development in India. The first five year plan came in 1951 with a total budget of 2069 crores rupees. It mainly focused on the development of the primary sector, and the most important feature of this phase was the active role of the state in all economic sectors and improvement in the living standards of peoples. As reflected in Figure-1, around 70% of the total budget was allotted to irrigation (24.02%), transport and communication (20.98%) and social service (23.05%) sector. In the remaining 30%, the major portion, i.e. 17.45% was received by agriculture. The plan stated that to make growth in educational system, it is important to ensure the advancement and improvement in important spheres such as infrastructure, curriculum, number of schools, number of trained teachers etc.

![Figure 1: Budgetary Outlay of I Five Year Plan](image)

In the First five year plan, the social service sector was further divided into sub-sections which included education and other social welfare programs. The budget allocated to the social service sector in the first plan was 442 crore rupees that consist 20.54% of the total budget. The expenditure for education was 169 crore rupees, i.e.

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35.42% of the social sector and 8.16 of the total budgetary allocation of the First Five Year Plan.

Within the total budget allotted to education, the major portion i.e. 55.03% was given to elementary education. At the time of independence the literacy rate was very low in India, and education was viewed as one of the main instruments for the overall socio-economic development of the nation. To improve the literacy rate, the Constitution of India directed the state to provide free and compulsory education to all up to the age of 14, within the 10 years of target period. The second highest share was assigned to technical and vocational education as depicted in Figure-2. The emphasis on increasing facilities for technical education was to fulfill the need of the country’s development through employment generation reflecting the approach of the plan that benefits of growth would trickle down to all the sections of the society. It becomes important to note here that at the time of independence, though compulsory education was initiated, but women’s empowerment was nowhere in the scene. It needs to be mentioned here that consumption of a policy made for product distribution depends on how that policy is received by different segments of society, i.e., on the basis of class, caste, sex etc. Increase in dropout indicates that socio-religious factors seem to be responsible as the governmental services are availed differently by different sections of society. It also seems significant to note that at this time education was not seen as an agency of individual development and empowerment.

**Figure 2: Division of Expenditure within Education Sector of I Plan**

![Diagram showing division of expenditure within the education sector of the First Five Year Plan.]

Source: First Five Year Plan

The first plan viewed education as a tool for successful development, but also acknowledged the fact that, regional differences exist in educational level and women’s education was comparatively neglected in the past. Education of women was seen as an instrument for social welfare by the planning commission. It stated, “it
is now universally recognized that in the management of the household, in bringing up children; in the field of social service, in nursing and midwifery, in teaching, especially in elementary schools in certain crafts and industries like knitting, embroidery etc., and in the field of fine arts, women have, by instinct, a better aptitude. This does not, however, mean that women should, whatever be their individual aptitudes and ambitions, be confined to these few spheres. They must have the same opportunities as men for taking to all kinds of work and this pre-supposes that they get equal educational facilities so that their entry into the professions and public services is in no way prejudiced.” The Central Social Welfare Board was setup in 1953 to promote welfare through voluntary organizations, charitable trust and agencies.

One of the recommendations was encouraging parent’s consciousness for sending their daughters to schools, and for this target, voluntary organizations were seen as active agents. Special facilities were made to meet the needs of women above the age of 11, who could not complete their education due to various socio-economic reasons. Provisions were made for them to complete their education, and to appear in exams privately even at secondary level. Emphasis was on co-education and establishment of more girls schools to increase their enrollments. But the plan remained silent on the issue of education of rural and poor women.

<table>
<thead>
<tr>
<th>Educational Level (Age Group)</th>
<th>Primary (6-11)</th>
<th>Middle (11-14)</th>
<th>Elementary (6-14)</th>
<th>Secondary (14-17)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Plans (Year)</td>
<td>Boys</td>
<td>Girls</td>
<td>Total</td>
<td>Boys</td>
</tr>
<tr>
<td>I Plan (1950-51)</td>
<td>59.8</td>
<td>24.6</td>
<td>42.6</td>
<td>22</td>
</tr>
<tr>
<td>(1955-56)</td>
<td>69</td>
<td>33</td>
<td>51</td>
<td>30</td>
</tr>
<tr>
<td>Increase Growth</td>
<td>9.2</td>
<td>8.4</td>
<td>8.4</td>
<td>8</td>
</tr>
</tbody>
</table>

Source: Second Five Year Plan

The table 1 shows the progress made during the First five year plan. It is evident from the table that to some extent the progress has been made to reach the goal of free and compulsory education for all as declared by the Constitution of India. As the table indicates that the percentage of the girls’ students is very less in comparison to boys at every level, comprising not even half of the total. It is clearly

17 First Five Year Plan, Planning Commission, Government of India, Chapter 33, Para.103. [http://planningcommission.nic.in/plans/plansi/fivey/welcome.html](http://planningcommission.nic.in/plans/plansi/fivey/welcome.html)
visible that the number of students started declining as the level of education increases. The condition is more vulnerable in case of girls, as while moving towards the secondary level, the enrollment is only 1.8% of the total girls belonging to 14-17 age groups. The table also shows an increased gender gap with the increasing educational level. However, within the period of five years we found an improvement in the number of students at different levels of education, but a visible difference exist in share of male and female students. Only 2.6% of the girls were able to reach at secondary level as compared to 4.1% boys. There were many socio-economic factors responsible for the gender gap, and decline of percentage for both girls and boys at various levels.

Another focal point within educational sector is the institutional framework. The number of institutions that were setup includes primary, secondary and higher secondary schools and engineering and technological institutions. At the end of the first plan, five Indian Institute of Technology were established, and University Grants Commission was established for strengthening higher education system. During initial years the number of women enrolled in the IITs is not available; this might be due their insignificant presence. The focus on the expansion of higher education system indicates the efforts on the part of the government to develop self-reliant economy. Education was not seen as an agency to enhance individual capabilities and potentialities. Where education was not provided with the objective of constructing capable and rational individuals, women could not challenge existing social norms. Therefore, removing obstacles in the path of exercising women’s agency was not state’s objective during this period.

Second Five Year Plan (1956-61)

The second plan came in 1956 with a total budget of 4,600 crore rupees. The plan mainly focused upon the industries and the development of public sector. Figure 3, shows the percentage of distribution of the total expenditure within various sectors. One notices an increase of almost 10% in the budgetary allocation in the industrial sector. On the other hand the share of the social sector has declined from 20.54% in first plan to 19.69% in the second plan. This reflects that, the state is focusing more on industrial growth while leaving behind other sectors of development.
The total budget of the social service is 945 crore rupees, consisting of 19.69% of the total outlay. Within the social service, education received 307 crore consisting of 29.40% share in social sector and only 6.67% of the total budgetary allocation. The share of education has decreased from the first plan. The second plan viewed education as an important element for economic development. It stated, “The plan emphasis largely on basic education, expansion of elementary education, diversification of secondary education, improvement of standards of college and university education, extension of facilities for technical and vocational education and the implementation of social education and cultural development programs”.\(^\text{18}\) Despite its proclaimed focus on the expansion of education system at all levels, the decrease in the budgetary allocation reveals a contradictory picture, somehow depicting the neglect on the part of state initiatives (see Figure 3). However, we found an accretion of 10% (Figure 4) in the University education indicating that the focus of government was on professional and industrial development, whereas elementary education was neglected. One could also clearly gauge that education as an instrument of social change was not promoted; rather employment generation was the target of the state.

\(^\text{18} \text{Second Five Year Plan}, \text{Planning Commission, Government of India, Chapter 23, Para. 2.}\)

[http://planningcommission.nic.in/plans/planrel/fiveyr/welcome.html]
Figure 4: Division of Expenditure within Education Sector of the II Plan

The educational growth during the second plan is indicated in Table 2. It represents the estimated percentage of number of students at elementary level. It is visible that the status of girls' education was far behind at both primary and middle level in comparison to boys. However, even in case of boys the percentage decreases in the age group of 11-14. It is important to notice here that the state's approach is biased as far as girl's education is concerned. The target to achieve by the end of the second plan reflects a gender bias on the part of the government. In case of girl's education, the state aims to enhance the ratio only by 7%, whereas in case of boys, the objective is to increase the ratio by 17% at primary level. At middle level the increase in target remains 2% for girls and 6% for boys.

Table 2: Growth during II Plan

<table>
<thead>
<tr>
<th>Educational level</th>
<th>1955-56 Estimates</th>
<th>1960-61 Targets</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Boys</td>
<td>Girls</td>
</tr>
<tr>
<td>Primary (6-11)</td>
<td>69</td>
<td>33</td>
</tr>
<tr>
<td>Middle (11-14)</td>
<td>30</td>
<td>8</td>
</tr>
<tr>
<td>Elementary (6-14)</td>
<td>57</td>
<td>23</td>
</tr>
</tbody>
</table>

Source: Second Five Year Plan

The Table 2 also reflects wastage (drop out)\(^{19}\) at primary level, more than 50% of the total students drop out after completing the four years of education. As mentioned in the plan, the wastage is more in case of girls. Out of 33% girls at

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\(^{19}\) The term wastage was used in the plan, and it can also be seen as dropout. It was defined within the plan as "out of 100 pupils who join the first class at school scarcely 50 reach the fourth class, the rest dropping out before completing four years at school, which is regarded as the minimum period for providing permanent literacy".
primary level, only 8% continue their education further. The plan thus needs to increase effort at secondary level to improve the situation. Improvement in the quality of teachers and teaching techniques were seen as a remedy of this problem by the planning commission. Within the plan, it was noticed that low ratio of girls’ education is due to various social prejudices against them. Special methods were adopted to improve their educational status, and generate awareness among parents to send their daughters to schools. Provisions were made for separate school for girls, where co-education was not accepted. Another effort was to educate parents, so that they may understand the importance of education. Lack of female teachers is another obstacle in their development process. Efforts were made to increase the number of trained teachers, and special facilities were provided to them, like housing facilities in rural areas, part-time employment to attract married women to teaching as profession, etc. These are some of the initiatives started by the central or state governments to improve girls’ enrollment and the presence of female teachers, such as condensed course for adult women, refresher courses, stipends for students to opt teaching as career. An amount of 12 crore rupees was assigned for scholarship, and provisions were made especially for students belonging to ST, SC, and backward classes. For girls, who drop out at secondary level due to distance and other factors, more hostels were proposed to be established. The development of Mahila Mandals was encouraged for women at grass root level. The Central Social Welfare Board was established during first plan, which has assisted 2128 institutions, of which 660 are women welfare institutions, 591 child welfare institutions, 151 institutions serving handicapped persons and delinquents, and 726 institutions were engaged in general welfare work in the second plan.

Table 3 and 4 display the development in educational institutions during the first two plans, and target to be achieved till the end of second plan. It comes out from the analysis of both the tables, that during the First plan the major growth was made at Primary, Secondary and Engineering institutions. While the Second plan mainly focuses on the development of institutions providing higher and professional education. It might seem that purpose education was not seen as an agency to create equitable society and self-consciousness among individuals; rather the focus was on promoting market oriented education system.
Table 3 Institutional Development during I and II Plan

<table>
<thead>
<tr>
<th>Educational levels</th>
<th>I Plan</th>
<th>II Plan (estimated)</th>
<th>(target)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary/Junior Basic</td>
<td>2,09,671</td>
<td>2,74,038 (30.7)</td>
<td>3,26,800 (19.3)</td>
</tr>
<tr>
<td>Junior Basic</td>
<td>1,400</td>
<td>8,360 (497.1)</td>
<td>33,800 (304.3)</td>
</tr>
<tr>
<td>Middle/Senior Basic</td>
<td>13,596</td>
<td>19,270 (41.7)</td>
<td>22,725 (17.9)</td>
</tr>
<tr>
<td>Senior Basic</td>
<td>351</td>
<td>1,645 (368.7)</td>
<td>4,571 (177.9)</td>
</tr>
<tr>
<td>High/Higher Secondary</td>
<td>7,288</td>
<td>10,600 (45.4)</td>
<td>12,125 (14.4)</td>
</tr>
<tr>
<td>Multipurpose Schools</td>
<td>–</td>
<td>250</td>
<td>1,187 (374.4)</td>
</tr>
<tr>
<td>High Schools to be upgraded to Higher Secondary Schools</td>
<td>–</td>
<td>47</td>
<td>1,197 (2,446.8)</td>
</tr>
<tr>
<td>Universities</td>
<td>26</td>
<td>31 (19.2)</td>
<td>38 (22.6)</td>
</tr>
</tbody>
</table>

Source: Second Five Year Plan
Note: The figures in parenthesis represent the percentage of the increase from the previous plan

Table 4 Progress in Engineering and Technical Education

<table>
<thead>
<tr>
<th>Educational levels</th>
<th>I Plan</th>
<th>II Plan (estimated)</th>
<th>(target)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Engineering</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Degree level</td>
<td>41</td>
<td>45 (9.8)</td>
<td>54 (20)</td>
</tr>
<tr>
<td>Diploma level</td>
<td>64</td>
<td>83 (29.7)</td>
<td>104 (25.3)</td>
</tr>
<tr>
<td>Technology</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Degree level</td>
<td>25</td>
<td>25 (00)</td>
<td>28 (12)</td>
</tr>
<tr>
<td>Diploma level</td>
<td>36</td>
<td>36 (00)</td>
<td>37 (2.8)</td>
</tr>
</tbody>
</table>

Source: Five Year Plan
Note: the figures in parenthesis represent the percent of the increase in numbers from the previous plan

Third Five Year Plan (1961-65)

The third five year plan emphasizes on long term development. The increase in agricultural production and industrial and power development are the main focus areas as reflected in the figure. The total budget of the third plan is 7500 crores.
Figure 5: Budgetary Allocation of Five Year Plans during Nehruvian Period

<table>
<thead>
<tr>
<th></th>
<th>I Plan</th>
<th>II Plan</th>
<th>III Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture</td>
<td>17.4</td>
<td>21.0</td>
<td>28.9</td>
</tr>
<tr>
<td>Power</td>
<td>6.1</td>
<td>10.1</td>
<td>14.2</td>
</tr>
<tr>
<td>Transport &amp; Communication</td>
<td>8.4</td>
<td>8.9</td>
<td>8.7</td>
</tr>
<tr>
<td>Irrigation</td>
<td>24.0</td>
<td>21.8</td>
<td>19.8</td>
</tr>
<tr>
<td>Industry &amp; Minerals</td>
<td>23.1</td>
<td>18.5</td>
<td>13.5</td>
</tr>
<tr>
<td>Social Services &amp; Miscellaneous</td>
<td></td>
<td></td>
<td>17.3</td>
</tr>
</tbody>
</table>

Source: Respective Five Year Plan

Figure 5 display a comparative picture of the difference in budgetary allocation of the first three plans of the independent India. Within the Nehruvian period, the total budget was divided into six broad section i.e. agriculture, irrigation, power, industry and minerals and social services. In First and Second five year plan, the major focus within the total budget was on transport and communication, in the Third Plan priority was given to industrial development.

In the third plan the expenditure on social service sector has again declined with around 4% from the second plan, and received only 17.3% share of the total outlay, i.e. an amount of 560 crores. If we look at the expenditure allotted to educational sector, we find that it is 43.07% within the total expenditure of social sector and 7.47% share in total budgetary outlay of the Third Five Year Plan, depicting an increase from the previous plan. Figure 6 gives an idea about how the changes arose in the approach of the government regarding education. It is clearly visible that, emphasis on technical and vocational education is increased from the first to third plan. However, the Constitution of India proclaims to provide free and compulsory education for all, but the policy makers have ignored the importance of elementary education. Here, one can easily observe the dominance of Nehru's socialist ideology that focuses on science, technological education and industrial development. Leaving behind the need of the masses, the development was limited to the elite section of the country.
Figure 6: Budgetary Allocation within the Educational Sector of First Three Plans

Source: Respective Five Year Plans

In third plan education was considered as the single most important factor for rapid economic and technical growth, and it also helps in creating a social order through values of freedom, social justice and equal opportunity. One notices emphasis being given on value education as it was stated that the aim of the education should be to develop both skill and knowledge, and strengthen national integrity. However, the shift towards value education appears to be merely rhetoric, as more emphasis was laid down on the expansion of scientific education at secondary and university level. It was mentioned in the third plan that at secondary level, “the standard of science education has to be raised to a level which will effectively support the future scientific advance of the nation”.

The plan emphasizes the need of expanding educational efforts to reach every home and make education as a focal point of planned document. The main stress was on increasing facilities to provide education to all children of 6-11 age groups. In the 1961 census male literacy was found to be 34%, nearly three times higher than female literacy of 13%. Consequently, the plan concentrated special attention to reduce this gap and to increase girl’s enrollment at various stages up to university level. Although, the gap has reduced to some extent but a lot was required to be done.

Suggestions were made by the National Commission for Women’s Education (NCWE) for the promotion of girls education up to secondary level, that includes “the provision of quarters for women teachers, special allowances to women teachers working in rural areas, condensed educational courses for adult women so as to enlarge the supply of women teachers, stipends for women teacher trainees, attendance prizes and scholarships, appointment of school-mothers in co-educational institutions and provision of the necessary amenities.” Special measures were suggested to urge parents for continuing education of their children specially girls.

Lack of trained teachers is one of the main reasons resulting in wastage, less enrollment and dropout. Within the third plan, training of teachers was given importance to improve the quality of teaching. The third plan sets target that the numbers of trained teachers should be increased up to 75%.

At university level, the numbers of girls enrolled were less in comparison to boys. In 1955-56, it was 13% and in 1960-61 female students consist only 17% of the total enrollment in Indian universities. To increase women’s enrollment, the second plan initiated courses of ‘women’s interest’ such as home science, music, drawing, painting, nursing, and so on. During the period of second plan, special assistance was provided to women’s colleges and hostels by University Grants Commission. One can easily discern apathy towards women’s education as the stereotypical and prejudiced attitude seemed to be dominant in state’s approach. Social constraints were even more stringent as women were not seen as breadwinners; rather their primary role was as child bearing and child-rearing. Therefore, they need to be trained in specific disciplines such as home science etc. This approach of state further acted as hindrance for women’s empowerment as the gulf between the public and private sphere was more widened, and women were more constrained to private domain.

The third plan continued these facilities and with regard to increase women’s enrollment, special scholarship was continued for women students. An amount of Rs. 175 crores were devoted to girls’ education, within the budgetary allocation of social sector, of which 114 crore rupees for primary and middle school education were allocated. The recommendations made by NCWE also emphasizes on “creating

suitable conditions for encouraging parents to send their daughters to schools, educating public opinion, increasing the number of women from rural areas who will take up the vocation of teaching and inducing women from urban areas to accept posts of teachers in rural schools. It is proposed to evaluate carefully from year to year the progress made in implementing the programs for girls' education and to take such further measures as may be needed for realizing the targets set for the Third Plan."\(^{22}\) It was observed that large number of girls was out of school and left their education incomplete. With regard to women’s education Central Social Welfare Board sanctioned more 600 courses under the scheme of Condense courses for adult women.

Table 5: Educational Growth during the First Three Five Year Plans

<table>
<thead>
<tr>
<th>Educational Level</th>
<th>Primary (6-11)</th>
<th>Middle (11-14)</th>
<th>Elementary (6-14)</th>
<th>Secondary (14-17)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Plans (Year)</td>
<td>Boys</td>
<td>Girls</td>
<td>Gender Gap</td>
<td>Total</td>
</tr>
<tr>
<td>I Plan (1950-51)</td>
<td>39.8</td>
<td>24.6</td>
<td>35.2</td>
<td>42.6</td>
</tr>
<tr>
<td>II Plan (1955-56)</td>
<td>69</td>
<td>33</td>
<td>36</td>
<td>51</td>
</tr>
<tr>
<td>Target</td>
<td>86</td>
<td>40</td>
<td>46</td>
<td>63</td>
</tr>
<tr>
<td>III Plan (1960-61)</td>
<td>80.5</td>
<td>40.4</td>
<td>40.1</td>
<td>61.1</td>
</tr>
<tr>
<td>Target</td>
<td>90.4</td>
<td>61.6</td>
<td>28.8</td>
<td>76.4</td>
</tr>
</tbody>
</table>

Source: Third Five Year Plan

Table 5 represents the percentage of the students of the total number of children of same age group at different educational level. It signifies dropout at middle and secondary level in every three plan and one notices major dropout is at middle level. However the percentage of the students has increased from first to third plan but irony lies in the fact that gender gap also increased simultaneously. As per the data provided by five year plans, an interesting fact came out in this analysis that, while setting the target, the policy makers considered it important to increase the numbers of both male and female students. They were not concerned about reducing the gender gap and bring equality among them.

The institutional growth during the first and second plan (1951-61) was found to be about 73% in total number of schools, in which the increase at primary level was

\(^{22}\) Ibid., Para. 40.
63%, at middle level it was 191% and 128% in high schools. In 1957-59 the All India Educational Survey was done, and it revealed remarkable urban-rural gaps in the distribution of educational facilities. In the third plan efforts were taken to improve this situation and avail necessary amenities for all. The number of trained teachers is not satisfactory till the end of second plan, although, there percentage has increased at every level, as displayed in the Table 6. Provisions were also made in third plan to increase the proportion of trained teachers’ up to 75% in each category.

<table>
<thead>
<tr>
<th>Educational Level</th>
<th>I Plan (%)</th>
<th>II Plan (%)</th>
<th>Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary</td>
<td>59</td>
<td>65</td>
<td>6</td>
</tr>
<tr>
<td>Middle</td>
<td>53</td>
<td>65</td>
<td>12</td>
</tr>
<tr>
<td>High School</td>
<td>54</td>
<td>68</td>
<td>14</td>
</tr>
</tbody>
</table>

Source: Third Five Year Plan

The number of students and institutions at university level has increased significantly during the period one decade (1951-61) as represented in Table: 7. The target set by the third plan is to increase the number of enrollments up to 4 lakhs at university level, and it was aimed that about 60 % of them should opt for science subjects. The target to increase enrollment of science students set by the state reached just double from second to third plan. It is clearly evident that the emphasis within the plan’s approach was more on science education. Third plan’s stress on technological and R&D (Research and Development) gets clearly evident in the language of the plan, which stated, “educational programmes in the field of engineering and technology and craftsmen training, which are designed to help in building up the trained technical personnel required for schemes of industrial development, teaching, and research”.

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Table 7: Growth at University Level from I to III Five Year Plan.

<table>
<thead>
<tr>
<th>Item</th>
<th>I Plan</th>
<th>II Plan</th>
<th>Increase (I to II plan)</th>
<th>II Plan (Likely Achievements)</th>
<th>Increase (II to III plan)</th>
<th>III plan (Targets)</th>
</tr>
</thead>
<tbody>
<tr>
<td>University Stage, Age-Group 17—23</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Enrolment (in thousands)</td>
<td>360</td>
<td>634</td>
<td>274</td>
<td>903</td>
<td>269</td>
<td>1300</td>
</tr>
<tr>
<td>Percentage Of Age-Group</td>
<td>0.9</td>
<td>1.5</td>
<td>0.6</td>
<td>1.8</td>
<td>0.3</td>
<td>2.4</td>
</tr>
<tr>
<td>Enrolment In Science (in thousands)</td>
<td>140</td>
<td>210</td>
<td>-70</td>
<td>323</td>
<td>113</td>
<td>553</td>
</tr>
<tr>
<td></td>
<td>(38.1)</td>
<td>(33)</td>
<td>(-5.1)</td>
<td>(35.8)</td>
<td>(2.8)</td>
<td>(42.5)</td>
</tr>
</tbody>
</table>

Institutions

| Arts, Science And Commerce College (Number) | 542 | 772 | 230 | 1050 | 278 | 1400 |
| Universities (Number)                     | 27  | 32  | 5   | 46   | 14  | 58   |

Source: Third Five Year Plan
Note: Figure in parenthesis represents the percentage of science enrollment in the total enrollment at university stage.

Special attention was paid to women’s education and other welfare programs, such as, related to social defense, social and moral hygiene etc. Within welfare services, Central and State Social Welfare Boards supported around 6000 voluntary welfare organizations around the country. Among these around 2900 were for women welfare and 2400 organizations were for child welfare. To bridge the rural urban gap with regards to providing facilities, larger share was given for rural welfare in the third plan. Here again we witness linkage between women’s education and welfare programs which serves the patriarchal interests as the purpose of education meant to be preparing women for better performance in the domestic domain.

Post-Nehruvian Period and Women’s Education

Fourth Five Year Plan (1969-74)

It was the first plan in India with Indira Gandhi as Prime Minister of India, after the death of Pundit Jawahar Lal Nehru. This plan mainly focused upon agricultural development. Green Revolution took place within this period for adopting advance agricultural technique for agricultural development. The total budget of this plan was 24882 crore rupees and out of that social services acquired 19.2%, as indicated in the Figure 7. It is visible that state paid attention to social welfare and development, as the expenditure of social sector has increased from the previous plan.
Within the social sector, the total expenditure allotted for educational development is of 822.66 crore, which consists 17.3% of the social services budget and only 3.3% of the total budgetary allocation. It clearly indicates that educational share witnessed a major decline from the previous plan, i.e. 43% of social services and 7.5% of the total budgetary allocation. The Fourth plan stated that "a suitably oriented system of education can facilitate and promote social change and contribute to economic growth, not only by training skilled manpower for specific tasks of development but, what is perhaps even more important, by creating the requisite attitudes and climate."  

Figure 8 depicts the change from III to IV plan in expenditure at different educational levels. The fourth plan mainly targeted to make improvement at university level, apart from expanding facilities for elementary education. Efforts were made to improve the enrollments of girls at all levels. Their enrollment has increased from 11.40 (41.4%) millions in 1960-61 to 20.57(70.1) millions in 1968 at primary level. At secondary level their percentage in the relevant age group increases from 4.3% in 1960-61 to 7.8% in 1968-69. The target was set to increase their percentage to 70.1% at primary, 27.7% at middle and 13.7% at secondary level (see Table 8). At university level the target was set to increase the total enrollment from 1.69 millions in 1968-69 to 2.66 millions in 1973-74.  

Table 8: Educational Growth

<table>
<thead>
<tr>
<th>Years</th>
<th>1960-61</th>
<th>1968-69</th>
<th>1973-74 (Target)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Enrollment</td>
<td>% of the</td>
<td>Enrollment</td>
</tr>
<tr>
<td></td>
<td>(in millions)</td>
<td>age group</td>
<td>(in millions)</td>
</tr>
<tr>
<td>Primary level (6-11 age group)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>34.99</td>
<td>62.4</td>
<td>55.49</td>
</tr>
<tr>
<td>Boys</td>
<td>23.59</td>
<td>82.6</td>
<td>34.92</td>
</tr>
<tr>
<td>Girls</td>
<td>11.40</td>
<td>41.4</td>
<td>20.57</td>
</tr>
<tr>
<td>Middle level (11-14 age group)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>6.70</td>
<td>22.5</td>
<td>12.27</td>
</tr>
<tr>
<td>Boys</td>
<td>5.07</td>
<td>33.2</td>
<td>8.76</td>
</tr>
<tr>
<td>Girls</td>
<td>1.63</td>
<td>11.3</td>
<td>3.51</td>
</tr>
<tr>
<td>Secondary level (14-17 age group)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>3.03</td>
<td>11.1</td>
<td>6.58</td>
</tr>
<tr>
<td>Boys</td>
<td>2.47</td>
<td>17.5</td>
<td>4.95</td>
</tr>
<tr>
<td>Girls</td>
<td>0.56</td>
<td>4.3</td>
<td>1.63</td>
</tr>
</tbody>
</table>

Source: Fourth Five Year Plan

The framework for the formulation of the Plan programmes was a consequence of the recommendations of the Education Commission (1964-66), which forms the basis of the National Policy on Education. The following efforts have been made in the States and at the Centre:

- To enrich curricula and improve text-books and teaching methods.
- To provide educational and vocational guidance.

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25There was no data provided on gender basis at university in the Fourth Five Year Plan.
• To develop facilities for science education and post-graduate education and research.
• To increase the number of scholarships, stipends and free-ships especially for the backward sections of the community.

Provisions were made for the extension of welfare services in rural areas for women and children. Under the Fourth Five Year Plan, the Central Social Welfare Board had taken steps to assist voluntary organizations which implemented programmes of women and child welfare such as:

• Condensed courses of education for adult women.
• Urban welfare extension projects.
• Holiday camps for children of low income groups.
• Schools for the physically handicapped.
• Homes for the aged and the infirm and balwadis.

In the Fourth Plan it was proposed to organize and expand programs for the prevention and treatment of juvenile delinquency, probation, suppression of immoral traffic in women and girls, social and moral hygiene and eradication of beggary. A major program which was continued in the Central sector was family and child welfare projects in rural areas. The main activities were provisions of integrated services to children in the village especially to pre-school children, and provision of basic training to women in home craft, health education, nutrition and child care.

Fifth Five Year Plan (1974-79)

The main objective of the plan was poverty alleviation, increase in employment opportunities and to achievement of self-reliance. The major allocation in the total budget (39287.49 crore rupees) was on industrial development. The energy sector has gained more shares in this plan from the previous one. The expenditure on social services has declined, and received only 5.4% of the total budget of the Fifth plan.
In the Fifth plan education received an amount of 1285 crore rupees, a share of 15.4% in social services and 3.3% of the total budget of the plan. Elementary education has received very high priority to provide education for all up to the age of 14 and to achieve this target, free education at primary level was introduced by the state. Regional differences were found in the progress of this programs. It was also found that the goal of universal primary education cannot be achieved until the dropout rate decrease especially in case of girls. Provisions were made to increase enrollment, teaching facilities and the construction of class rooms. Strengthening of the educational institutions for teachers was another element which stressed in educational development programs. At university level, provisions were made to provide additional educational facilities to the weaker sections of the society especially in the backward areas. Scholarships were given to the talented children, especially in rural areas to increase their enrollment. Emphasis was made on the post-matric scholarships, schemes for coaching, and for girl’s hostel, for the welfare of the backward classes. The numbers of scholarships were increased during this plan, in the continuation of the previous programmes.

During the Fifth plan, Minimum Needs Programs was launched with an objective to develop a network of basic services and facilities of social consumption in all the areas up to nationally-accepted norms within a specified time-frame. Within the framework of this program Elementary Education, Adult Education, Rural Health,
Rural Roads, Rural Electrification, Rural Housing, Environmental Improvement of Urban Slums and Nutrition were identified as the basic needs of the people.

When it comes to women’s issues, fifth five year plan holds special significance. A marked shift was made from welfare approach to development towards women. Another ‘historic benchmark’ during this plan was ‘Towards Equality Report’ which was submitted by the Committee on the Status of Women in India (CSWI) in 1975. The report brought out certain shocking facts concerning women, that Indian women were deprived of the basic needs such as health, nutrition, education and employment. This report generated attention of the policy makers that even though various programs were initiated by the government to improve women’s condition, they were still living in the deplorable condition with absolute powerlessness. “The CSWI report had tremendous influence on the social policies and legislation concerning women, coinciding with the International Women’s Year and the start of the women’s decade”. 26

Towards equality report has also mentioned that educational status of women belonging to socially marginalized group has a very low literacy level. It also brought out the fact that, literacy level of these groups differed on regional basis, as it stated, “Cities and regions with a proportion of Muslims or Scheduled Castes and Tribes are marked very low literacy rate, while those with relatively high percentage of Christian have a high literacy rate.”27 It further revealed that, “the number of Muslim Women with no formal education continues to be very high even in those states which have otherwise progressed considerably in the development of women’s education.”28 The statement clearly indicates reduction with regard to state’s initiatives with regard to educational development of those areas, which has a considerably higher population density of these socially marginalized groups. The recommendations made by the CSWI emphasized upon the need to design a special program for the removal of this educational inequality.

26 Usha Nayar, op. cit
28 Ibid.
An amount of 86.13 crore rupees were given to social welfare sector in the revised Fifth Plan, which is a 0.22% share of the total outlay of social Service sector. Significant programs were initiated such as, working women’s hostels, women and child welfare programs, scholarship for handicaps and programs for social defense. Integrated Rural Development program (IRDP) was started in 1978-79 for women in rural areas. The details of the amount assigned for the specific schemes were given in the Table 9. This is significant to note here that no special programs were envisaged for marginalized class or for Muslims under this plan.

**Table 9: Expenditure of Social Welfare in V Plan**

<table>
<thead>
<tr>
<th>Central Schemes</th>
<th>Crores</th>
</tr>
</thead>
<tbody>
<tr>
<td>Family and Child Welfare Projects</td>
<td>2.40</td>
</tr>
<tr>
<td>Women Welfare</td>
<td>14.65</td>
</tr>
<tr>
<td>Welfare of Handicapped</td>
<td>7.33</td>
</tr>
<tr>
<td>Planning, Research, Training and Evaluation</td>
<td>4.15</td>
</tr>
<tr>
<td>Grants-in-Aid to Voluntary Organizations by the Central Social Welfare Board and Strengthening its Field Organizations</td>
<td>9.32</td>
</tr>
<tr>
<td>Grants-in-Aid to All India Voluntary Organizations</td>
<td>1.82</td>
</tr>
<tr>
<td>Education Work for Prohibition</td>
<td>0.20</td>
</tr>
<tr>
<td><strong>Centrally Sponsored Schemes</strong></td>
<td></td>
</tr>
<tr>
<td>Child Welfare</td>
<td>22.09</td>
</tr>
<tr>
<td>Women Welfare</td>
<td>1.00</td>
</tr>
<tr>
<td>Welfare of the Handicapped</td>
<td>0.57</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
</tr>
<tr>
<td>Centre and Centrally Sponsored Schemes</td>
<td>63.53</td>
</tr>
<tr>
<td>States and Union Territories</td>
<td>22.60</td>
</tr>
<tr>
<td><strong>Grand Total</strong></td>
<td>86.13</td>
</tr>
</tbody>
</table>

Source: Fifth Five Year Plan.

There was no mention of any special program with regard to women as per the recommendations of Towards Equality Report within the fifth plan. Perhaps this was because the report was published after the approval of fifth plan in the parliament.

**Sixth Five Year Plan (1980-85)**

The removal of poverty was the primary objective of the Sixth Plan. This plan was seen as the beginning of economic liberalization. The total budget of the plan was 97500 crore rupees. The main emphasis within the total outlay was on energy (power) sector with a share of 27.2%. The major decline was in agriculture, irrigation and industry sector, as depicted in the Figure: 10.
Figure 10: Budgetary Allocation of VI Plan

Note: From this plan onwards, Special Area Program and Science and Technology sectors were dealt separately in the total budgetary outlay, earlier it was included in the social service sector.
Source: Sixth Five Year Plan

Social Service Sector got 14.4% of the total budget in the Sixth Plan indicating a decline of 1% from the previous plan. Within this sector education received a total budget of 2523.74 crores, consisting 14.4% share in the total budget of social services sector and 2.6% of the total budget. In both the ways it has decreased 1% from the fifth plan. Figure 11 represent the division of expenditure in the total share allotted to education sector. As Figure 11 depicts that the major share has gone to the elementary education (35.9%). The other main highlights in this plan were the separate share of adult education (5.1%) and teacher's training (3.7%).

Figure 11: Budgetary Allocation within the Education Sector of the VI Plan

Source: Sixth Five Year Plan
The results of Towards Equality Report brought out many surprising factors, and this developed a special concern amongst the policy makers with regard to the development of women in general. The planning commission has also made several changes in its approach to the educational development of the unprivileged people, as education was considered as an important instrument for the development of Human Resource. The sixth plan stated that “education should form an effective means to improve the status and character of living patterns of the people, help intellectual, social and emotional development of the individuals and to enable them to meet their basic needs of daily life. The long range goal of educational planning is then to make available diverse net-works of facilities and programs for education, combining formal and non-formal modes of learning. It should enable all citizens to acquire literacy, numeracy, computational skills, basic understanding of the surrounding world and functional skills of relevance to daily life and to local environment. The emphasis in our planning efforts would thus shift from provision of inputs and expansion of facilities in general terms to results to be achieved and tasks to be performed with specific reference to target groups of population, particularly the socially disadvantaged.”  

It comes out as a surprising fact that the definition of socially disadvantaged group under sixth plan differs from the definition as provided in the Towards Equality report. Towards Equality report specifically mentions Muslims as a part marginalized group, whereas as per the sixth plan, “socially disadvantaged includes economically poor, SCs and STs, whose children are on the periphery of schooling system”, with no specific mention of Muslims.

A special concern was given for the all-round development of children within the sixth plan, especially belonging to the poor and underprivileged class. Early childhood education was emphasized with the concept of learning and development through play full activities. Provisions were made to provide educational aids, learning material and children’s book to crèches and balwadis (nurseries). Necessary training provided for the workers of these organizations through existing teaching institutions. The importance of balwadis and crèches was viewed as a helping instrument for enabling girls to attend schools, who had to stay back at home to look

30 Ibid., Para. 5.
after their siblings. The sibling’s care at home in absence of their mothers, was one of the main reasons for girl’s dropout at elementary level. It also proved help full for working women in rural areas. It was found that though women’s enrollment has increased at the end of sixth plan, but the target remained unfulfilled at elementary level.

The sixth plan has given serious considerations for the educational development of the socially disadvantaged groups and people living in educationally backward states. The highest priority was given to universalization of elementary education. The minimum needs program which was launched in fifth plan was continued. The curriculum was improved with the goal to provide required “level of literacy and numeracy, comprehension and functional skills related to socio economic factors and environment needs. The previous plan was not successful in achieving its target with regard to girl’s enrollment at both primary and middle level. Table 10 represents the estimated percentage of population in the relevant age group and the target set for particular plan.

<table>
<thead>
<tr>
<th>Educational Level</th>
<th>Primary (6-11) (In %)</th>
<th>Middle (11-14)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Plan</td>
<td>Boys</td>
<td>Girls</td>
</tr>
<tr>
<td>V Plan</td>
<td>100</td>
<td>66</td>
</tr>
<tr>
<td>Target</td>
<td>111</td>
<td>69</td>
</tr>
<tr>
<td>VI Plan</td>
<td>100.2</td>
<td>65.9</td>
</tr>
<tr>
<td>Target</td>
<td>108.1</td>
<td>81.5</td>
</tr>
</tbody>
</table>

Source: Sixth Five Year Plan

It is clearly visible that the target was not achieved at any level, although the progress has been marked in the enrollment of boys at primary level. Table also shows that the target of achieving universal education for all seems to be so far with reference to women’s education. It is also noticed that in both the plan a wide gender disparity is visible even in the set target.

One notices a shift from formal to non-formal education in the governmental policies as the objective was to cover all those who were left by the formal education system, and could be benefitted by other modes of learning. Non-formal educational program was initiated and was expanded during this plan. Special monitoring arrangements were proposed to review the progress, particularly for the targeted
groups. The sixth plan made special provision for adult education to provide essential education to all citizens irrespective of their age, sex, and residence. Non-formal education has received priority in case of adult’s education.

The plan stated that special attention was needed to improve the quality of education at both secondary and university level. Concerted efforts were needed to forge the links between education, employment and economic development. Facilities were provided to women candidates to continue their education if they had to leave it in between.

The role of women in development was noticed and stressed within the Sixth plan, programs to generate employments for women were emphasized. Economic emancipation of women was the major thrust of the plan. Social Welfare sector received the budget of 271.97 crore rupees, which was 10.22% share of the total budgetary outlay of social services, indicating major increase of 10% share from the previous plan. Many programs were initiated for women development within social welfare sector like the provision of free distribution of uniforms, text books. Rise in the appointment of women teachers and added facilities to them. Teaching of Science was strengthened for girls to increase their participation in this stream. Hostel facilities were increased for working women. University Grants Commission (UGC) took initiatives to enhance “women’s participation in the field of science and technology by enhancing 10 years, in the age of eligibility for women scientists to receive research fellowships.”

Measures were also taken in the Sixth plan for “re-entry of women who go out of employment for raising their families would be considered along with the provision of Part-time jobs in an organized manner.”

Various initiatives were made for the improvement of health and nutritional status of women. Development of Women and Child in Rural Areas (DWACRA), a special scheme was started for the development of women and child in rural sector.

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32 Sixth Five Year Plan, op. cit., Chapter 27, Para. 27.36
Seventh Five Year Plan (1980-85)

The seventh plan came up 1980 with the total budget of 4,80,000 crores. The plan "seeks to maintain the momentum of growth in the economy while redoubling its efforts to remove poverty. Economic growth must be accompanied by social justice and by the removal of age-old social barriers that oppress the weak."\textsuperscript{33} The major emphasis within allocation amongst all sectors was given to energy and social service sector. With the comeback of Congress party industrial development got a boost in its share from the previous plan. One of the main objectives of the seventh plan with regard to women is to bring them into the main stream of national development.

The Figure 12 depicts that how the emphasis has been changed within the distribution of total expenditure among various sectors during post-Nehruvian period, reflecting the states approach towards developmental issues. Apart from the development of industries and energy (power) sectors, one of the important change in this period was the concern related to women's issues. This shift in state's approach towards women was mainly affected by the results of 'Towards Equality Report'. As well as the international pressure build upon nations to take initiative for women's development. During this period many important events took place regarding women and their issue at international level.

As the international feminist movement spread during the 1970s, the year 1975 was declared as the International Women's Year by the General Assembly, and the first World Conference on Women was organized in Mexico City. Subsequently the years 1976-1985 was declared as the UN Decade for Women. In 1979, the General Assembly adopted the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), which is often described as an International Bill of Rights for Women. The Convention clearly defines discrimination against women and aims to end such discrimination. "The Convention targets culture and tradition as influential forces shaping gender roles and family relations, and it is the first human rights treaty to affirm the reproductive rights of women."\textsuperscript{34}

\textsuperscript{33} Seventh Five Year Plan, op. cit., foreword.
\textsuperscript{34} https://www.un.org/en/globalissues/women/
The total budget assigned to educational sector in the Seventh plan is of 6382 crore rupees, which is 16.3% of social services and 3.5% share of the total budget of Seventh plan. In this plan physical education (sports) art & culture was given special focus. Figure 13 represents the change in expenditure during the period of IV to VII plan. It is clearly visible that major emphasis was given on the elementary education and less focus was paid on higher education. The major concern of the seventh plan with regard to educational development were “(i) achievement of universal elementary education, (ii) eradication of illiteracy in the age-group of c15-35 years; (iii) vocationalization and skill-training programs at different levels of education; (iv) up gradation of standards and modernization at all stages of education with effective links with the world of work and with special emphasis on science and environment and on value orientation; (v) provision of facilities for education of high quality and excellence in every district of the country; and (vi) removal of obsolescence and modernization of technical education.”

As far as the educational growth is concerned, the sixth plan failed to achieve its target at primary level. However, the enrollment has increased approximately 7% of boys and 3% of girls at primary level. While at middle level, the sixth plan has made a successful growth beyond its target. The plan marked a growth of 11% in girls and 14% in boy’s enrollment. Even though the enrollment was increased, but the huge gender gap still existed in the percentage of children at both level in the relevant age group.

Table 11 represents the progress in enrollment within particular period and this progress also reflects the difference in increase of enrollment. The major increase during I to III plan was at primary level. Girl’s enrollment was comparatively very low at all levels. A visible gender gap was found, which has increased more at middle level. During IV to VII plan the main development in enrollment came at middle level (11-14 age groups). It is interesting to note, that from fourth to seventh plan, one can easily notice that an increase in the enrollment of girls at primary level was slightly higher than the increase in the enrollment of boys. It comes out from our analysis that governmental initiatives were somehow making their impact on the educational status of girls. Looking at the overall progress made during these seven plans, we found

Table 11: Progress at Elementary Level during Post Nehruvian Period

<table>
<thead>
<tr>
<th>Educational Level</th>
<th>Primary (6-11) (In %)</th>
<th>Middle (11-14)</th>
<th>Elementary Education (6-14)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Boys</td>
<td>Girls</td>
<td>Total</td>
</tr>
<tr>
<td>IV Plan (1965-66)</td>
<td>96.3</td>
<td>56.5</td>
<td>76.7</td>
</tr>
<tr>
<td>Target</td>
<td>99.6</td>
<td>70.1</td>
<td>85.3</td>
</tr>
<tr>
<td>VI Plan (1979-80)</td>
<td>100.2</td>
<td>65.9</td>
<td>83.6</td>
</tr>
<tr>
<td>Target</td>
<td>108.1</td>
<td>81.5</td>
<td>95.2</td>
</tr>
<tr>
<td>VII Plan (1984-85)</td>
<td>107.48</td>
<td>69.2</td>
<td>91.84</td>
</tr>
<tr>
<td>Target</td>
<td>110</td>
<td>88.15</td>
<td>99.89</td>
</tr>
</tbody>
</table>

| Progress (I to III Plan) | 20.7 | 15.8 | 18.5 | 12.3 | 5.8 | 8.8 | 19.5 | 13.1 | 16.4 |
| Progress (IV to VII Plan) | 11.18 | 12.7 | 15.14 | 22.7 | 21.19 | 22.17 | 12.46 | 21.5 | 16.31 |
| Progress (I to VII Plan) | 47.68 | 44.6 | 49.24 | 44.9 | 33.19 | 39.07 | 45.06 | 47 | 46.11 |

Source: Respective Five Year Plans

Significant increase in girl’s enrollment at elementary level. To some extent this increase was more than the increase made in total number of students belonging to 6-14 age group.

Table 12 represents significant growth has been made in educational institutions and in enrollment since First Five Year Plan. Various methods have been taken in the Seventh plan to achieve its target of additional enrollment and increase in number of educational institutions. The plan has adopted an integrated multi-disciplinary approach for women’s development including education, health, nutrition, employment and other aspect concerning a women’s life. It also emphasizes upon the need of modification of educational programs and curriculum, such as removal of gender bias from the school text books and re-orientation programs for teachers, etc. to eliminate the gender bias and increase the enrollment of females at all stages.
Table 12: Educational Growth (I to VI Plan)

<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Primary</td>
<td>2,09,671</td>
<td>3,30,399</td>
<td>4,08,378</td>
<td>4,85,538</td>
<td>5,50,000</td>
</tr>
<tr>
<td>Middle</td>
<td>13,596</td>
<td>49,663</td>
<td>90,621</td>
<td>1,16,447</td>
<td>1,40,000</td>
</tr>
<tr>
<td>High/Higher Secondary</td>
<td>7,288</td>
<td>17,257</td>
<td>36,738</td>
<td>51,594</td>
<td>60,000</td>
</tr>
<tr>
<td>College</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(a) Art, Science and</td>
<td>548</td>
<td>1,161</td>
<td>2,587</td>
<td>3,393</td>
<td>3,500</td>
</tr>
<tr>
<td>Commerce</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>(b) Professional</td>
<td>147</td>
<td>381</td>
<td>1,017</td>
<td>1,382</td>
<td>1,500</td>
</tr>
<tr>
<td>(c) Universities and</td>
<td>28</td>
<td>44</td>
<td>93</td>
<td>123</td>
<td>135</td>
</tr>
<tr>
<td>Deemed Universities</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Enrolment By Stages (in '000)

<table>
<thead>
<tr>
<th>Primary (I-V Classes)</th>
<th>19,155 (42.6)</th>
<th>34,994 (62.4)</th>
<th>57,045 (76.4)</th>
<th>72,688 (83.1)</th>
<th>85,377 (91.84)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Middle (VI-VIII Classes)</td>
<td>3,120 (12.7)</td>
<td>6,705 (22.5)</td>
<td>13,315 (34.2)</td>
<td>19,846 (40.0)</td>
<td>26,729 (53.07)</td>
</tr>
<tr>
<td>High/Higher Secondary/Intermediate</td>
<td>1,481</td>
<td>3,483</td>
<td>7,167</td>
<td>11,281</td>
<td>16,800</td>
</tr>
<tr>
<td>University and above (1st Degree)</td>
<td>174</td>
<td>557</td>
<td>1,956</td>
<td>2,752</td>
<td>3,442</td>
</tr>
</tbody>
</table>

Source: Sixth Five Year Plan
Note: Figures in parentheses indicate Gross Enrolment Ratio, as percentage of the total population in each category.

In 1985 a separate Department of Women’s Welfare was established by the government, under the then existing Ministry of Social and Women’s Welfare to generate funds for the welfare and developmental programs concerning women. During the period of Seventh plan, Women’s Development Centers were established within 22 universities and colleges to generate awareness regarding development issue of women, especially rural women. National Perspective Plan for Women (1988-2000) was also another step which provides directions for overall all development of women.

The National Policy on Education (NPE) was adopted by the parliament in May, 1986 and was revised in 1992. The Policy was considered a major landmark for


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educational development of women in India. It has given priority to the removal of
gender disparity in educational system and brought equality in educational
opportunities for women and for those who have been denied equality so far. The
NPE mentioned that, "the national education system will play a positive,
interventionist role in the empowerment of women. It will foster the development of
new values through redesigned curricula, textbooks, the training and orientation of
teachers, decision-makers and administrators, and the active involvement of
educational institutions." The policy laid emphasis on the participation of women in
vocational, technical and professional education at various stages. Women's studies
was promoted as a part of various courses in this policy. Educational institutions were
encouraged to take up active programmes for further women's development.

The policy has also addressed that educational disparity exits among
minorities and felt the need to take special step for the advancement of educational
status of the disadvantaged group. As far as minorities and their education were
concerned, the policy asserts that, "some minority groups are educationally deprived
and backward. Greater attention will be paid to the education of these groups in the
interests of equality and social justice. This will naturally include the constitutional
guarantees given to them to establish and administer their own educational
institutions, and protection to their language and culture. Simultaneously objectivity
will be reflected in the preparation of textbooks and in all school activities and all
possible measures will be taken to promote an integration based on appreciation of
common goals and ideals, in conformity with the core curriculum."  

With the adoption of National Policy on Education 1986, in the mid of the
Plan, several changes were made within the strategies of Seventh Plan. At elementary
level the major thrust was upon universal enrolment and universal retention, and
substantial improvement in the quality of education. 'Operation Blackboard' was
launched which covered about 80% of the blocks all over India by March 1992. The
scheme of Non-Formal Education (NFE) was revised and there were 27,342 NFE

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39 'Operation Blackboard' is scheme launched in 1987 in the pursuance, it aims to provide minimum
essential facilities to all primary schools in the country by 1993-94, later on its time frame was
expanded, to cover all schools by 2000.
centres run by 419 voluntary agencies and there were 2.72 lakh State-run NFE centres.

At secondary and higher level, steps were taken for vocationalization at higher secondary stage, improvement of science education and environmental orientation of school. Various other measures were taken up in accordance with the recommendations of NPE 1986 and proved successful, such as, measures were taken up for teacher’s education, adult education and implementation of schemes related to the development of Hindi, English, Urdu, Sanskrit and other Indian and foreign languages. ⁴⁰

Program of Action 1992

After the revision of National Policy on Education (NPE) in 1992, the Program of Action was adopted by the government in 1992, which provided strategies for the implementation of NPE. Following were the main features of the strategies were to be adopted regarding the development of women’s education:

(i) To gear the entire education system to plan a positive interventionist role in the empowerment of women.

(ii) To encourage educational institution to take up courses for the development of women in all sectors.

(iii) To increase women’s access in vocational, technical and professional education at all levels to break gender stereotype.

(iv) To create dynamic management structure that will be able to respond to the challenges. ⁴¹

The Program of Action 1992 has also suggested various measures for the development of minorities that included:

Short term measures:

• Imparting of technical skills through community polytechnics set up in minority concentrated areas.

• UGC scheme for providing assistance for coaching classes for minority student to be revamped and expanded to cover more minority-concentrated areas.

• The program of evaluation of text books from the stand-point of national integration undertaken by the NCERT and state government to be taken up more systematically for speedy implementation.

• Proper monitoring machinery should be set up at the Centre and State level.

• Arrangement should be made on priority basis for the appointment of teachers in regional languages in Urdu medium schools.

• The government of India should extend generous financial grants and provide total protection to the minority institution under Article 29 and 30 of the Indian Constitution.

• Women’s polytechnics should be set up in minority-concentrated areas on a priority basis.

• Special attention should be paid to increase the access of minority students by increasing the number of school in minority-concentrated areas.

• A revised list of minority-concentrated areas should be prepared by the Ministry of Welfare.

• Urdu teachers should be appointed in all Kendriya and Navodaya Vidhayalas, located in minority-concentrated areas.

• Establishment of Urdu medium schools along with Urdu as a subject and appointment of Urdu teachers should be made wherever was needed with required number of students belonging to the educationally backward minority groups.

The POA also suggested medium term measures which included:

• Centrally sponsored/ central scheme for Area Intensive Program for educationally backward minorities.

• Scheme for Modernization of Madarsa Education by introducing Science, Mathematics, English/Hindi in traditional Madarsas and Maktabs on Voluntary basis.

• The establishment of Madarsa Board to look after the education of minorities.

• Establishment of Urdu University to fulfill the needs of Urdu speaking people.

• Publicity of Minorities education through various electronic mediums.
• NCERT should bring out Urdu text books along with those of Hindi and English.

• The opening of Urdu medium sections in schools at secondary level if needed.

• The construction of girls hostels in schools and colleges in educationally backward minority concentrated areas.

• Voluntary organization would be encouraged to set up it is in these areas.

The long term measures included the establishment of Early Childhood Care and Educational Centers in primary schools. Institutional setup in minority concentrated areas; teachers training; appointment of teachers and setting up of printing facilities in minority language were the main suggestions at primary level for the development of educationally backward minorities.

At middle and higher secondary educational level, several schemes were suggested such as, the training of teachers from minority managed institution in subjects like Science, Mathematics, Social Sciences, English and Career guidance. Orientation programs for principals and managers of minority institution for modern techniques in education. Appointment of regional language teachers in these institutions for national integration, remedial coaching in minority managed educational institutions etc. were some of the significant initiatives.

At higher level, it was recommended to provide support and strengthen the educational institutions to cater the need of educationally backward minorities. It was also ensured that the minority run institutions should derive full benefits of programs related to technical and vocational education.

With regard to the educational development of women belonging to educational backward minority groups, schemes were suggested for opening girl’s schools and hostel, appointment of lady teachers and provisions for incentives in form of mid-day meals and uniforms etc. Another step was to start Production cum Training Centers for crafts in minority concentrated areas especially for girls along with the women instructor.

The other schemes included motivation for the voluntary efforts for adult and early childhood education, establishment of libraries, reading rooms in minority areas,
scholarships schemes for students belonging to the weaker sections of the society on merit basis.

It was also suggested to create a monitoring cell in various educational departments to look at the implementation of the programs especially for educationally backward minorities.42

Globalization and Shift in Government Policies towards Women

With the onset of neo-liberal development, state has partially withdrawn itself from the public sector. One of the implications of Structural Adjustment Programs (SAP) was less emphasis on basic sector such as health, education and employment etc. The International Financial Institutions (IFI) and the developmental policies of the first world are exercising more authority and control over the planning process of the third world countries. Therefore, the neo-imperialist and neo-capitalist ideological framework of the developed nations have enhanced the widening gulf between the rich and poor across and within the countries all over the world.

In the following plans, it will be seen how and in what ways transformation has come in the approach of state with regard to education. One can easily notice the shifts in budgetary allocations, as depicted in Figure 14. While looking at the figure we found that VIII Five Year Plan (1992) onwards, the share of social service sector has risen from 18.2% in 8th plan to 34.7% in 12th plan. This shows that with the growing economy, government became more concerned regarding social development.

Figure 14: Budgetary Allocation from VIII - XII Plans

- Agriculture
- Rural Development
- Special Area Program
- Irrigation
- Energy
- Industry & Minerals
- Transport
- Communication
- Science & Technology
- Social Services
- General Eco Services
- Others

Source: Respective Five Year Plan
Eight Five Year Plan (1992-97)

The plan put stress upon the need of human development and viewed education as a catalytic factor leading to human resource development. With the revision of National Educational Policy and Its Program of Action in 1992, the main emphasis during this plan was upon the Universalization of elementary education, eradication of illiteracy in the age group of 15 to 35 and strengthening of vocational education. The Eight Plan aimed to attain universalization to increase the enrollment of approximately 5.61 crore rupees children at elementary level. The main focus was on education of girls among the school going children, and on women amongst adults. The main objective for focusing on women’s education was that it would have a positive impact upon the literacy of future generation and help in population control and family welfare. Special attention was given within the plan to enhance retention, improvement of quality, specification of minimum levels of learning and its attainment by learners. It seems an irony that women’s education was still linked with literacy of future generation and their mothering role, and not as an agency to enhance their individual abilities. However, later we would see that this plan stressed on women as active and equal partners in the development process.

The main strategies for achieving the target was the adoption of decentralized approach to educational planning and management at all levels through Panchayati Raj Institutions, along with a convergence model of rural development involving integrated utilization of all possible resources available at Panchayat, Block and District level. The arrangement was made for activities relating to elementary education/literacy, child care/development, women’s socio-economic empowerment and rural health programmes; large scale participation of voluntary agencies; and development of innovative and cost-effective complementary programmes including Open Learning System (OLS) supported by distance education techniques.43

The major thrust areas for higher education were:

- Integrated approach and excellence in higher education.
- Expansion of higher education in a cost effective and equitable manner that makes the system more financially self-supporting.

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43 Eight Five Year Plan, Vol. II, op. cit., Chapter 11, Para. 11.4.1.
• Making it more relevant for the changing socio-economic scenario.
• Promotion of Value education and strengthening of universities management system.

The target for additional enrollment at this level was around 10 lakhs, of which 9 lakhs was at undergraduate level by providing opportunities to maximum population with a focus on the disadvantage groups of the society.

With regard to women's development the plan ensured that "the benefits of development from different sectors do not bypass women and special programmes are implemented to complement the general development programs." The gender sensitive approach was adopted and women were seen as the equal partners and participants in the development process. Steps were suggested to create greater social awareness with the help of media and voluntary agencies, regarding women's contribution in the national well-being by eradicating various socio-cultural and administrative constraints. These steps ensured that flow of benefits for women's education, health and employment need to be monitored. As far as the women's education was concerned the plan laid emphasis on the creation of conditions which enhance their participation in educational process in more meaningful ways.

Ninth Five Year Plan (1997-2002)

The Ninth Plan viewed education as the crucial investment in human development. The then Prime Minister, Atal Bihari Vajpayee put emphasis on total eradication of illiteracy in his Special Action Plan (SAP) and stressed upon the need of expansion and improvement of social structure in education. He further emphasized upon equal access and opportunity of education up to the school leaving age, improvement of educational quality as well as expansion and advancement of infrastructure. The thrust of the plan included Universalization of Elementary Education, Adult literacy, improvement in quality of education and learners' achievement.

The plan also made provisions for the development of educational status and removal of the regional disparities, of disadvantaged groups of the society, including women and disabled children.

Table 13: Expenditure on Education in VIII and IX Plan  
(in Lakhs)

<table>
<thead>
<tr>
<th>Five year Plan</th>
<th>Elementary</th>
<th>Secondary</th>
<th>Higher</th>
<th>Total Expenditure</th>
</tr>
</thead>
<tbody>
<tr>
<td>VIII Plan</td>
<td>4,006.6</td>
<td>1,538</td>
<td>1,055.8</td>
<td>8,52,190</td>
</tr>
<tr>
<td></td>
<td>(47)</td>
<td>(18)</td>
<td>(12.4)</td>
<td></td>
</tr>
<tr>
<td>IX Plan</td>
<td>16,364.88</td>
<td>2,603.5</td>
<td>2500</td>
<td>24,90,850</td>
</tr>
<tr>
<td></td>
<td>(65.7)</td>
<td></td>
<td>(10)</td>
<td></td>
</tr>
</tbody>
</table>

Note: Figure in parenthesis indicates the percentage to the total expenditure.  
Source: Respective Five Year plan

Educational sector received highest priority within the Ninth Plan with a total allocation of 24908.38 crore rupees. Within the educational sector the main focus was on elementary education, as 65.7% share of total expenditure of educational sector was allotted to this section as depicted in Table 13. This indicated “a strong reiteration of the country’s resolve to achieve the goal of Education for All during the Plan period.”\(^{45}\) By the end of the plan period, an impressive growth was made, with an increase in Gross Enrollment ratio (GER) and decrease dropout at primary level. However, the situation was not satisfactory at upper primary level.

At secondary level the main focal points were, “reducing disparities, renewal of curricula with emphasis on vocationalisation and employment oriented courses, expansion and diversification of the open learning system, reorganization of teacher training and the greater use of information and technology.”\(^{46}\)

The plan adopted an integrated approach for higher education, with an emphasis on excellence, equity, relevance, promotion of value education and strengthening the management system. Education of girls and women’s empowerment were seen as one of the main objective of the plan. The National Agenda for Governance has also mentioned, “we will institute plans for providing free education for girls up to college level, i.e. under-graduate level including professional courses would be made free.” To fulfill this purpose adequate provision were made during Ninth plan.

During the period of Ninth Plan, the National Policy for the Empowerment of Women was approved on 20 March, 2001 with a goal to “bring about the advancement, development and empowerment of women through a process of change

\(^{46}\) Ibid., p.41.
in societal attitudes towards women, elimination of all forms of discrimination against women and their active participation in all spheres of life which will empower women, socially, economically and politically.\textsuperscript{47} It is important to mention that for the first time biased societal attitude towards women, unequal gender relations were sought to be challenged and removed so that women’s empowerment could be achieved.

**Tenth Five Year Plan (2002-2007)**

The Tenth plan treated education as a critical input in human resource development and essential for economic growth. Within the educational sector the main focus was upon elementary education. In 2002 the amendment within the Constitution of India made education as justiciable fundamental right. Till the end of Ninth plan around 7.1 million children were still out of school and more than 50% percent were dropout at elementary level. In this situation the Tenth plan targeted the increase in literacy rate up to 75% and reducing gender gap in literacy by at least 50% by 2007. With regard to children of school going age, the target was set to bring all children in school by 2003, and every child should have the 5 years of schooling by 2007.

In this plan also the UEE received more emphasis and was guided by five parameters, i.e. universal access, enrollment, retention, achievement and equity. The major schemes for elementary education were, Sarva Siksha Abhiyan\textsuperscript{48} (SSA), District Primary Education\textsuperscript{49}, Mid Day Meal\textsuperscript{50}, Teachers Education Scheme and Kasturba Gandhi Vidhyalaya\textsuperscript{51}.

With Regard to secondary education the Tenth Plan focused upon improving access and reducing disparities by emphasizing the Common School System, under

\textsuperscript{47} Usha Nayar, op. cit.
\textsuperscript{48} Sarva Siksha Abhiyan is a program launched by Government of India in 2001, the main aim of this plan is to provide free and compulsory elementary education to all children (6-14 age group) by 2010.
\textsuperscript{49} District Primary Education programme was launched in 1994 by the Government of India with an objective to revitalize the primary education system and to achieve the objective of Universalization of Primary Education.
\textsuperscript{50} Government of India started a school meal program ‘Mid Day Meal’ in 2001, to improve the nutritional standard of school going children across the country.
\textsuperscript{51} In 2004, a scheme ‘Kasturba Gandhi Balika Vidhyalaya’ was introduced by Government of India, to provide educational facilities to SC, ST, OBC and Minority girls and those who were living in poverty, especially in educationally Backward areas.
which, it was a provision for schools to take students from low-income families in the neighborhood. The Plan also focused on revision of curricula with emphasis on vocationalisation and employment-oriented courses, expansion and diversification of the open learning system, reorganization of teacher training and greater use of new information and communication technologies, particularly computers.\(^{52}\) At higher level the plan aimed to improve the enrollment up to 10% from 6% at the beginning of the plan. The main strategies included enhancing access, quality, and adoption of state-specific strategies and the liberalisation of the higher education system. The plan stressed upon the relevance of the curriculum, vocationalisation, and networking on the use of information technology. The Plan focused on distance education, convergence of formal, non-formal, distance and IT educational institutions, increased private participation in the management of colleges and deemed to be universities; research in frontier areas of knowledge and meeting challenges in the area of internationalisation of Indian education.\(^{53}\) The Table 14 represents that the tenth plan has made an impressive growth at Higher Educational level.

**Table 14: Growth of Higher Education during X Five Year Plan**

<table>
<thead>
<tr>
<th></th>
<th>2002</th>
<th>2007</th>
</tr>
</thead>
<tbody>
<tr>
<td>Universities</td>
<td>201</td>
<td>378</td>
</tr>
<tr>
<td>Colleges</td>
<td>12342</td>
<td>18064</td>
</tr>
<tr>
<td>Enrollment (in lakhs)</td>
<td>75</td>
<td>140</td>
</tr>
</tbody>
</table>

Source: Eleventh Five Year Plan.

The socially disadvantaged groups were being empowered by adopting a three-pronged strategy for social empowerment, economic empowerment and grant of social justice. Education being the most important and effective instrument for socio-economic empowerment, high priority was given to improve the educational status of SCs and STs. The gap between literacy rates of SC/STs and that of the general population unfortunately continued to persist. The female literacy rate of these communities continued to be very low. Various incentives were provided to students belonging to SCs/STs, OBCs and Minorities for increasing their participation in education. These included construction of hostels for SC/ST boys and girls, Ashram schools for STs, Coaching/tuition facilities, book banks, merit scholarships (pre-

\(^{52}\) Tenth Five Year Plan, Vol. II, op. cit., p. 43.

\(^{53}\) Tenth Five Year Plan, Vol. II, op. cit., p. 54.
matric and post-matric), modernization of madarasas / maktabs and the implementation of the area-intensive program of the Ministry of Human Resources Development for education of minorities in 41 minority concentrated districts. Special thrust was given for employment and income generation programs to make the socially disadvantaged groups economically independent and self-reliant.54

However, Sarva Shiksha Abhiyan (SSA) was successful to some extent in its target of increasing enrollment number of schools within access to children, decreasing dropout and number of out of school children. But still the target of UEE was not achieved by the end of Tenth Plan.

Table 15: Budgetary Allocation from X - XII Five Year Plan

<table>
<thead>
<tr>
<th>Department /Ministry</th>
<th>X Plan</th>
<th>XI Plan</th>
<th>XII Plan</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Projection</td>
<td>Realization</td>
<td>Projection</td>
</tr>
<tr>
<td>Elementary Education &amp; Literacy</td>
<td>38000</td>
<td>50112</td>
<td>163506</td>
</tr>
<tr>
<td></td>
<td>(5.30)</td>
<td>(7.58)</td>
<td>(6.78)</td>
</tr>
<tr>
<td>Secondary &amp; Higher Education</td>
<td>13825</td>
<td>13112</td>
<td>75102</td>
</tr>
<tr>
<td></td>
<td>(1.39)</td>
<td>(3.48)</td>
<td>(1.97)</td>
</tr>
<tr>
<td>Women &amp; Child Development</td>
<td>13780</td>
<td>16307</td>
<td>48420</td>
</tr>
<tr>
<td></td>
<td>(1.73)</td>
<td>(2.25)</td>
<td>(2.34)</td>
</tr>
<tr>
<td>Information Technology</td>
<td>5492</td>
<td>2674</td>
<td>11048</td>
</tr>
<tr>
<td></td>
<td>(0.28)</td>
<td>(0.51)</td>
<td>(0.57)</td>
</tr>
<tr>
<td>Social Justice &amp; Empowerment</td>
<td>8530</td>
<td>7691</td>
<td>11532</td>
</tr>
<tr>
<td></td>
<td>(0.81)</td>
<td>(0.53)</td>
<td>(0.80)</td>
</tr>
<tr>
<td>Minority Affairs</td>
<td>-</td>
<td>3411</td>
<td>6189</td>
</tr>
<tr>
<td></td>
<td></td>
<td>(0.36)</td>
<td>(0.29)</td>
</tr>
<tr>
<td>Youth Affairs &amp; Sports</td>
<td>1825</td>
<td>1949</td>
<td>5305</td>
</tr>
<tr>
<td></td>
<td>(0.21)</td>
<td>(0.25)</td>
<td>(0.39)</td>
</tr>
<tr>
<td>Total budget</td>
<td>893183</td>
<td>945328</td>
<td>2156571</td>
</tr>
</tbody>
</table>

Source: Respective Five Year Plan
Note: Figures in parenthesis represent the percentage of the share in total budget.

As per the data given in the Five Year Plan, a change was found in the pattern of budgetary allocation from the Tenth Plan onwards. Earlier it was divided according to sector and subsector but now the allocation of the total expenditure was made according to the Department and Ministries. The Table 15 represents the difference in expenditure in the selected Department/Ministries within the Social Sector, from Tenth to Twelfth Five Year Plan. It also shows the difference in projection and

54 Ibid., p.22.
realization of the budget allotted to particular Department/Ministry. It is visible in the table that the main emphasis was upon the elementary education and literacy in all three plans (10th to 12th plan). However the growth visible in all the Departments and Ministries in their share of the total budget, except in the share of the Ministry of Information technology and Social justice and Empowerment, which has declined during the Eleventh Five Year Plan.

**Eleventh Five Year Plan**

The Eleventh Plan marked the highest priority on education and skill development as a central instrument to achieve rapid and inclusive growth, and aimed to “meet the needs of growing economy and to promote social equality by empowering those currently excluded because of unequal access to education and skills to participate in the Growth process.” During the period of eleventh plan a major achievement with regard to universal elementary education was the establishment of ‘The Right of Children to free and Compulsory Education (RTE) Act, 2009, which became operational from 1st April 2010. Several changes were made within the norms and strategies and financial outlay was enhanced accordingly in the mid of the plan.

The main targets of the Eleventh plan for educational development, was to achieve 80% literacy, reduce 10% of gender gap in literacy, and increase in the coverage of National Literacy Mission Programme to 35+ age group and to reduce regional and social gender disparities. The plan put special emphasis upon the education of SCs/STs, minorities and rural women. To remove regional and social disparities in literacy rate, the plan focused on states with low literacy, tribal areas, other disadvantage groups and adolescent people.

At elementary level the plan was successful growth with an increase in Gross Enrollment Ratio (GER) from 111.2% (2006-07) to 115% (2009-10), and in Net Enrollment Ratio (NER) the growth was made from 92.7% to 98% during the plan period. Eleventh plan took measures to overcome impediments in girl’s education. A Girl Child Incentive Scheme was launched with this regard, in the continuation of previous scheme. The enrollment of girls has increased with an additional of 5.3

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million girl child within 7.21 million total numbers of children, during 2006-07 to 2009-10. However the plan was not successful in achieving its target of reducing dropout.  

The universalisation of secondary education started during the Eleventh Five Year plan. It was noticed by the planning commission, that the need of the hour is to increase the efforts at secondary level of education. It was mentioned that, “In view of the demands of rapidly changing technology and the growth of knowledge economy, a mere eight years of elementary education would be grossly inadequate for our young children to acquire necessary skills to compete in the job market. Therefore, a Mission for Secondary Education is essential to consolidate the gains of SSA and to move forward in establishing a knowledge society.” With this regard the plan aimed to increase the minimum level of education by raising it up to class X, it also ensured the improvement in quality of education with a focus on Science Mathematics and English at secondary level. It further aimed to reduce the gender, social and regional gaps in enrollment, dropouts and retention. The targeted growth in Gross Enrollment Ration (GER) at secondary level was to increase it from 52% in 2004-05 to 75% by 2011-12 and at senior secondary level, from 40% to 65%.

At higher educational level the target of the plan was to increase the GER up to 15% by 2011-12 from 11% in 2004-05. Vocational educational has also gained emphasis within the plan by expanding its areas to cover around 20000 schools with intake capacity of 25 lakhs students by 2011-12. “Expansion, inclusion, and rapid improvement in quality throughout the higher and technical education system by enhancing public spending, encouraging private initiatives, and initiating the long overdue major institutional and policy reforms will form the core of the Eleventh Plan effort.”

Table 16 indicates the growth in number of higher educational institution. A significant increase is visible is the private institutes. The number of enrolment is also higher in private institutions (see Figure 16). There were 53.11 lakhs additional enrollment in private institution in comparison to 26.25 lakhs in government institution during the period of Eleventh Plan (2006-07 to 2011-12). However, it

seemed that the increasing trend of privatization of educational institutions helped in raising the country’s GER in the international ranking, but on the other hand, the expenses of the private institutes are beyond the reach of major group of the total population belonging to the poor or low income category.

Table 16: Institutional Growth in Higher Education during XI Plan

<table>
<thead>
<tr>
<th>Category</th>
<th>2006-07</th>
<th>2011-12</th>
<th>Increase</th>
</tr>
</thead>
<tbody>
<tr>
<td>Central institutions</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Degree Awarding Institutions</td>
<td>87</td>
<td>152</td>
<td>65 (11.8)</td>
</tr>
<tr>
<td>Colleges</td>
<td>58</td>
<td>69</td>
<td>11 (3.5)</td>
</tr>
<tr>
<td>Total</td>
<td>145</td>
<td>221</td>
<td>76 (8.8)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>State Institutions</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Degree Awarding Institutions</td>
<td>227</td>
<td>316</td>
<td>89 (6.8)</td>
</tr>
<tr>
<td>Colleges</td>
<td>9000</td>
<td>13024</td>
<td>4024 (7.7)</td>
</tr>
<tr>
<td>Diploma Institutions</td>
<td>1867</td>
<td>3207</td>
<td>1340 (11.4)</td>
</tr>
<tr>
<td>Total</td>
<td>11094</td>
<td>16547</td>
<td>5453 (8.3)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Private Institutions</th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Degree Awarding Institutions</td>
<td>73</td>
<td>191</td>
<td>118 (21.2)</td>
</tr>
<tr>
<td>Colleges</td>
<td>12112</td>
<td>19930</td>
<td>7818 (10.5)</td>
</tr>
<tr>
<td>Diploma Institutions</td>
<td>5960</td>
<td>6541</td>
<td>3581 (9.9)</td>
</tr>
<tr>
<td>Total</td>
<td>18145</td>
<td>29662</td>
<td>11517 (10.3)</td>
</tr>
<tr>
<td>Grand Total</td>
<td>29384</td>
<td>46430</td>
<td>17046 (9.6)</td>
</tr>
</tbody>
</table>

Source: Twelfth Five Year Plan
Note: Figures in parenthesis represent the percentage of growth rate

The plan also examined the impact of globalization on women especially on poor women and worked towards the mainstreaming of women in the emerging areas in economy by providing them essential skill and vocational training and technological education.

To achieve the goal of gender equity, a five-fold agenda was adopted by the eleventh Plan that includes economic, social and political empowerment; strengthening of mechanism for better implication of women-related legislations; and augmenting delivery mechanisms for mainstreaming gender.

The plan also recognized that women and children are not homogenous category and diversity exits on various parameters such as caste, class, communities, and economic groups and on regional basis. It ensured development of their full
potentialities and enabled them to share the benefits of economic growth and prosperity, by making special target interventions catering to the deferential need of the different group. It was directed by the planning commission that at least 33% of the direct indirect beneficiaries of all government schemes should be women and children.

Twelfth Five Year Plan (2012-17)

Education was treated as one of the most important tool for social, economic and political transformation and key instrument for building an equitable and just society, in the Twelfth Five Year plan. The Plan recognizes the role of education and its importance in national development, and gives an unprecedented emphasis upon the growth of education, along with the significant improvement in the quality of education and ensures that the educational opportunity will be made available for all the section of society.

However, the previous plan makes successful growth, i.e. at primary stage the enrollment is near to the goal of universal level. At secondary level the growth in enrollment has increased from 4.3% per year during 1990s to 6.27% up to the end of the 2009-10. Youth literacy has improved from 60% (1983) to 91% (2009-10) and adult literacy has increased up to 74% (2011) from 64.8% (2001). The twelfth plan notice the regional difference in the student’s attendance at different levels of education and identified states having the lowest student attendance rate i.e. below 60%, these were the educationally backward states, namely Uttar Pradesh, Bihar, Jharkhand and Madhya Pradesh.

The plan felt a need for shift in strategies from focusing upon inputs, increased access and enrollment to the improvement in teaching learning process, for ensuring the adequate appropriate learning outcomes.

The main targets of the Twelfth plan for overall educational growth are:

- Increase in overall literacy up to 80% and bring down the gender gap in literacy below to 10%. Increase
- Universal access and improved quality free and compulsory education for children belonging to 6-14 age groups.
• Reduction in the percentage of Out of School Children to below 2% for all socio-economic and minority groups in all states at elementary level.
• Improved attendance and decreased dropout below to 10% at elementary level and less than 25% at secondary level.
• Improve learning outcomes at all levels of school education
• Improvement in GER over 90% at secondary level and over 65% at senior secondary level.
• Implement common curricula and syllabi of nationally acceptable standards for Science, Mathematics and English in all schools.
• Ensure quality secondary education with relevant skills including basic competency in mathematics, science, languages and communication.
• Develop life skills including skills of critical and constructive thinking, use of information and communication technology, organization and leadership, and community services.
• Increase additional enrollment capacity of 10 million students including 1 million in Open and Distance learning by the end of the plan at higher educational level.
• Raise the country’s GER to 25.2% by 2017-18 from 17.9% (estimated) in 2011-12 at higher level.

Figure 15: Enrollments at Higher Level by type of Institutions from 2006-07 to 2016-17
(in Lakhs)

<table>
<thead>
<tr>
<th>Central</th>
<th>State</th>
<th>Private</th>
<th>ODL</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>5.6</td>
<td>12</td>
<td>110.4</td>
</tr>
<tr>
<td>60.3</td>
<td>75.1</td>
<td>84</td>
<td>128.2</td>
</tr>
<tr>
<td>27.4</td>
<td>52</td>
<td>42</td>
<td>185</td>
</tr>
</tbody>
</table>

Source: Twelfth Five Year Plan

The plan gives a high priority to the women and children belonging to the poorest and the most deprived socio-religious communities. Various strategies were adopted for their development. The main strategies for improving women’s status
includes, Economic Empowerment; Social and Physical Infrastructure; Enabling Legislations; Women's Participation in Governance; Engendering National Policies and Programs and Mainstreaming Gender through Gender Budgeting.

Regarding girl's education the plan made special provision in this context. The numbers of women teachers were increased in schools, especially in rural and inaccessible areas. Better facilities were provided to these teachers. The provision was made to provide non-traditional vocational training as a part of the curriculum to girls, in the continuation of previous schemes such as better hostel facilities and scholarship to improve their enrollment. Gender equality at elementary level and the development of gender sensitive curricula, pedagogical practices, and teachers training and evaluation are the focal point of the twelfth plan for the development of girl's education. The safe and secure environment for girls in schools is another important issue dealt with in the plan.

Education of Muslims and State's Concern

There are certain social groups in India, who have been historically disadvantaged such as SCs, STs, OBCs and Minorities. Our Constitution made certain provisions for their development, i.e. Article 341 for SCs, Article 342 for STs, and Article 340 for OBCs. There were certain Articles which provide special safeguards to minorities also, such as Article 15 that prohibit any kind of discrimination on religious basis; Article 16 gives equality in opportunities in public employment; Article 26 gives them right to manage their religious affairs freely; under Article 29 one has the right to conserve their language, script, and culture; Article 30 provides the right to establish and administer educational institutional; Article 347 provides special provision for the recognition of language; Article 350(A) gives the right to get instruction through mother tongue in educational institutions at primary stage, etc. 58

The educational backwardness among minorities was paid attention by the government in the second half of the nineteenth century. In 1978, the establishment of Minorities Commission could be seen as an initiative on the part of state for their development. Although, it was a non-statutory body until the National Commission for Minorities was set up in 1993. A High Level Committee headed by Gopal Singh was setup in 1980. The report of this committee highlighted the fact that "the poor among

the Muslims could not avail opportunities in education, employment, economic activities because of isolation and various historical factors." The Census of India 1981 brought out this reality that, forty four district having Muslim population in majority need special attention. With this objective the then Prime Minister Indira Gandhi took the initiative and a 15 Point Programme was launched in 1983 aiming to provide security and socio-economic development to the minorities. "This Programme was based on a three-pronged approach: (i) to tackle the situation arising out of communal riots; (ii) to ensure adequate representation of the minority communities in employment under the Central and State Governments as well as PSUs (Public Sector Undertaking); and (iii) other measures, such as ensuring flow of benefits to the minority communities under various development programmes, maintenance and development of religious places, Waqf properties and redressal of grievances of the minorities."60

The National Commission of Minorities Act, 1992, addressed the issue of educational backwardness of Muslims, that "among minorities, Muslims, especially Muslim women, need special attention since relative to other communities they have remained socially, educationally and economically backward."61

No special measures were found in the five year plans for the development of minorities till Seventh Five Year Plan. However, in the seventh plan, minorities were included with OBCs for development purposes. It was during the period of Seventh plan that Mualana Azad Educational Foundation (MAEF) was set up as an autonomous organization in 1989. The main objective of MAEF was to encourage education among Muslims and especially for Muslims girls. It gives grants for educational facilities, such as for establishing schools, college and hostels, for infrastructure, scholarships and literary awards, etc. The initial budget of MAEF was 100 crore rupees and has been doubled in tenth plan.62 The eighth five year plan paid special attention to the educational backward minorities as per the recommendation on Empowered Committee on Minority Education (1991). Special incentive and support was provided to the girls belonging to the economically weaker section of the society.

59 Ibid.
60 Ibid.
61 Ibid., p.121.
During the period of eighth plan, The National Minorities Development and Finance Corporation (NMDFC) was established in 1994, with an objective to provide concessional finance to the minorities for self-employment and income generated activities. The Ninth Plan initiated schemes for pre-examination coaching facilities especially for minorities for various competitive examinations, with an objective to increase their participation in public services.

The Tenth plan has initiated Area Incentive Madarsa Modernisation Programme, one of the major component of this program is inclusion of modern subject in Madarsa system, so that the students can be linked to the mainstream education system.

Apart from the above schemes, the Ministry of Social Justice and Empowerment acted as an implementing agency for programs for educational development and economic empowerment of minorities until a separate Ministry of Minority Affairs (MMA) was created on 29th January, 2006. Within this period, a high level Committee was composed under the Chairmanship of Justice Rajinder Sachar to present a report on the social, economic and educational status of the Muslim community. The report of this committee has been published in 2006 and proved a landmark for Muslims, and highlighted many shocking factors. It was observed by the Committee that, Muslim community consisting 13.4% of the total population is living in poor socio-economic conditions and were educationally backward in comparison to other socio-religious groups. With regard to Muslim women the committee stated that their literacy rate was particularly low, it further mentioned that because most of the Muslim boys and girls were first generation learners, so they need special support and grooming. The Committee made certain recommendations which includes, “setting up of an autonomous Assessment Monitoring Authority, creation of a National Data Bank and constitution of an Equal Opportunity Commission (EOC). It also suggested the provision of hostel facilities at reasonable cost, inclusion of minority aspects in the general curriculum for teacher training, setting up and strengthening of State-run Urdu medium schools, linkage of madarsas to Higher Secondary Boards, recognition of degrees of madarsas for
eligibility in competitive examinations, and provision of financial and other support to
madarsas.\textsuperscript{63}

As per the Census of 2001, the total population of minority communities
consist 18.4\% (189.5 million) of the total population of India. Muslims constitute
13.4\%, Christians 2.3\%, Sikhs 1.9\%, Buddhists 0.8\% and Parsis 0.07\% of the
country’s total population. The total number of Muslims in India is around 140
million, which makes them the largest group within minorities, holding 72.8\% share
of the total minority population.\textsuperscript{64}

Another step taken up by the government during that period, for the welfare
and development of minorities was the Prime Minister’s New 15 Point Program,
which was launched in 2006. The main focal point was to ensure that minorities
should benefit by the various welfare schemes and programs. “It stipulates that
wherever possible, 15\% of targets and outlays under varies schemes will be
earmarked for the minorities.” \textsuperscript{65} The main highlights of the programs were, (i)
Enhancing educational opportunities for minorities; (ii) Equitable share in economic
activities and Employment; (iii) Improvement in the living conditions of minorities;
(iv) Prevention and control of communal riots. Following were the educational
facilities that have been included in this program:

- Equitable availability of ICDS services: A certain percentage of ICDS projects and
Anganwadi Centres to be located in blocks/villages with a substantial population of
minority communities; equitable availability of benefits to be ensured.
- Improving access to school education: A certain percentage of all schools under the
Sarva Shiksha Abhiyan, the Kasturba Gandhi Balika Vidyalaya Scheme, and other
similar government schemes will be located in villages/localities having a substantial
minority population.
- Greater resources for teaching Urdu: Recruitment and posting of Urdu language teachers
in primary and upper primary schools.
- Modernizing Madarsa Education: Strengthening the Central Plan Scheme of Area-
Intensive and Madarsa Modernization Program to provide basic educational
infrastructure in areas of concentration of educationally backward minorities.

\textsuperscript{63} Eleventh Five Year Plan, Vol. II, op. cit., p.123.

\textsuperscript{64} Ibid., p.121.

\textsuperscript{65} Ibid., p.124.
• Scholarships for meritorious students from minority communities: Formulation of schemes for pre-matric and post-matric scholarships for students from minority communities.

• Improving educational infrastructure through the Maulana Azad Education Foundation (MAEF): To expand the activities of MAEF more effectively. 66

The Eleventh Five year plan has realized the fact that, previous plans have “failed to include many groups, especially Muslims into the development net” although, many efforts were taken focusing weaker sections of the society. In the eleventh plan the highest priority was given to the development, expansion, implementation and monitoring of the programs and schemes concerning minorities. Major thrust was on the educational growth of Muslim girl child regarding their access, retention and achievement at different levels of education. Within ‘Sarva Sikhsha Abhiyan’, a provision was made to ensure the universal coverage for the children of educationally backwards sections, and a special focus was made for Muslims girls. “In pursuance of the guidelines issued under the Prime Minister’s (Dr. Manmohan Singh) New 15-Point Program, scholarship schemes, namely the Pre-Matric, Post-Matric, and Merit and Means-based schemes for minority students will be formulated and implemented in the Eleventh Plan.” 67 The main objective of these schemes were to promote students, especially girls students, belonging to the minority communities at different stages of general, technical and vocational education. The plan has also adopted an area based approach to start development schemes for minorities, because there were many areas having significant minority population, were lacking in the adequate physical and social infrastructure.

During the period of Eleventh plan, the Central Government implemented the Scheme for Providing Quality Education in Madarsas (SPQEM) to encourage these institutions and provide financial assistance for introducing subjects like Science, Mathematics, Social Studies, Hindi and English in their regular curriculum, with an objective to create academic proficiency in these institutions. Another step taken up by the Government, for the educational development of minorities, was the Scheme for Infrastructure Development of Private Aided/Unaided Minority Institutions

67 Ibid., p.127.
(IDMI). Under this scheme, more facilities were to be provided for improving the educational status of minority students.

Another important step taken up by the government during the Eleventh Plan was the establishment of Academies for Professional Development of Urdu Medium Teacher, in the three Central Universities namely, Aligarh Muslim University, Aligarh, Jamia Milia Islamia, New Delhi and Maulana Azad National Urdu University, Hyderabad. Within these academic institutions, various programme were offered for the development of Urdu language, such as:

- Refresher Courses
- Teachers Training for teaching modern subjects in Urdu medium
- Workshops on translations and preparation of books.
- Motivational programs
- Preparation of syllabus and teaching material
- Extension lectures
- Orientation programs
- Remedial coaching etc.

With regard to the development and empowerment of the minorities in India, the Twelfth Five Year Plan states that, “While India has experienced accelerated growth and development in recent years, not all religious communities and social groups (henceforth Socio-Religious Communities—SRCs) have shared equally the benefits of the growth process. Among these, the Muslims, the largest minority in the country, are seriously lagging behind on all human development indices.”68 The planning commission estimates that, while comparing Muslims with other communities, it was found that their literacy rate and work participation is lower than others. It further mentions that very few amongst them have reported to get advantaged from various developmental schemes that have been started uptill now.69

On the issue of Muslim’s education the Plan notices that the gap between Muslim and non-Muslims is still high, although, significant improvement has been made in enrollment and retention rate at elementary level. The Twelfth plan will continue the Scheme of previous Plan, particularly SPQEM and IDMI with a larger

outlay and wider coverage of minority institutions. The provision was also made to offer Urdu as an optional language and with an Urdu Teacher in schools located in Muslim-dominated areas. With regard to the education of Muslim Girls, additional support will be provided to them including collective transportation facilities, which will help in improving their enrollment and attendance. They would also be included in the target of SSA and KGBV along with the women of other minority groups.

The twelfth plan has taken special actions to work upon those recommendations of the Sachchar Committee, which have been included in the Eleventh plan or untouched by the states. These include "(i) Disadvantageous minority students living in congested urban areas will be put into study centers by having the same set up as the existing school building to function after regular school hours; (ii) More public sector bank branches will be opened in minority concentration districts and the list of such bank branches will be placed by the Ministry of Minority Affairs on its website and (iii) Special programs for providing education along with skill and vocational training in the minority concentrated towns will be initiated." 70

In addition to the previous programs and schemes, the Twelfth Plan has started six new schemes targeting minorities welfare and development, these schemes are:

- Pilot Scheme for Leadership Training for Young Leaders among Minorities.
- Support for students clearing Prelims under Civil Services Examination.
- Scheme for Promotion of Education in 100 Minority Concentration Towns/Cities.
- Pilot Scheme for Urban Youth Support Lines.
- Scheme for Protection and Projection of Minority Culture and Heritage.
- Protective measure for the welfare and development of Linguistic Minorities.

In the above mentioned schemes the two schemes were directly focusing the educational development of minorities, i.e. Support for students clearing Prelims under Civil Services Examination, Scheme for Promotion of Education in 100 Minority Concentration Towns/Cities.

- Within twelfth plan is was noticed that dropout was very high in class IX and X, especially among Muslim women, due to the poor access of transport to reach

70 Ibid., p. 258.
distantly located institutions, therefore a programme was introduced in the twelfth five year plan, under which bicycles were provided to minority girls.

- A scheme for the leadership development of minority women was introduced within twelfth plan with a revised version (this scheme was launched in 2010, but could not be implemented due to anomalies in process of selection).

- Within Twelfth Five Year Plan provisions were made to provide Sanitation and health facilities along with social education in religious educational institutions including madarsas. This will help in improving the enrollment especially women’s enrollment.

- It was proposed by the Twelfth plan that, alternative training would be provided to women’s artisans especially from religious minorities who desire occupational diversification.71

The analysis of the overall five year plans brings out that, there is visible gap in the policy making and its implication. It was in the very First Five Year plan that provisions were made to achieve the goal of ‘education for all per the directives of the Constitution of India. But the goal was not achieved even after the fixed time period. However, the significant growth has been achieved in the literacy and educational status in total, but still the vast gender gap exists at various educational levels and in literacy. It was also noticed that a difference in the allotted outlay and actual expenditure in the particular sector. In most of the cases the actual expenditure is lesser than the proposed outlay. A failure in the implication of policies was found on the part of the state.

The issue of women’s education is neglected by the policy makers in the initial phase of the five year plan, although the plans focuses upon the increasing the number of literates in the country. The concern regarding gender issue came up later in 1970s; it is also due to the international pressure, which makes the state to bring out the actual picture of the socio economic status of women and disadvantaged groups. The reports presented by the various committee shows the deprived and vulnerable condition of Indian women. It was then only the major steps were taken for the development of women’s status. However the issue of disadvantaged minority groups

71 Twelfth Five Year Plan. p. 174.
and specially Muslims has been addressed in the recent years. It is important to mention that comparatively less focus on the educational status of Muslim women might seem to reinforce community’s socio-religious identity and the prejudices practiced against women. It might be said that state seems to contribute in females’ subjugation to patriarchal norms. Therefore, need of the hour is to give more attention on the measures so that gender gap between educational status can be removed.