CHAPTER III

HISTORY AND DEVELOPMENT OF PRIMARY AND SECONDARY EDUCATION IN INDIA
# CHAPTER III

**HISTORY AND DEVELOPMENT OF PRIMARY AND SECONDARY EDUCATION IN INDIA**

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HISTORY AND DEVELOPMENT OF PRIMARY AND SECONDARY EDUCATION IN INDIA

3.1 INTRODUCTION

Dr F.W. Thomas\textsuperscript{97}, one of the most distinguished indologist wrote, "Education is no exotic in India. There is no country where the love of learning had so early an origin or has exercised so lasting and powerful an influence". Even though other countries like China, Egypt and Babylonia are equally ancient in their civilization; no other country has left behind such enduring marks of heritage as India. The art and literature of India survives till date bearing testimony to her cultural institution of ancient days. This survival is entirely due to the extraordinarily sound system of education.

The study of Vedic literature was indispensable to every Hindu and thus the entire life of an Indian sprang from religion, while in China and Greece, arts and philosophy though originated from religion were largely independent of it. The aim of Education in ancient India was to develop various aspects of life and also to ensure social service. By the end of seventh century B.C, the monasteries attached to Buddhist temples especially those at Nalanda and Janila had acquired an international reputation leading Indian culture to its zenith. The democratic values permeated the entire educational system prevalent in Vedic and Buddhist age.

With the Advent of Mohammedans, the education of Hindus did not receive proper attention due to continual wars and rivalry among kings and monarchs. The Mohammedans had set up two types of educational Institutions viz; the Maktabs (primary schools) and the Madrassahs (Schools for higher learning). The primary

\textsuperscript{97} SC Ghosh, The history of education in modern India, Orient Longman, 1999,6
education was within the reach of public as it was attached to every mosque. The Madrassahs were established in important towns only. Further the teaching learning methods followed in Islamic education did not promote democratic principles and practices.

A state administrative machinery of the modern type did not exist but liberal grants and donations were given for promotion of education. Royal patrons built universities and other educational Institutions and endowed funds but never interfered with their management.

After the death of Aurangazeb, the last great Mogul, the mogul empire collapsed and education received a setback. The British conquest and a rapid increase of wealth in England as a result of Industrial revolution towards the first half of the nineteen-century had created in the majority of Englishmen, a feeling of racial superiority. The Victorian ideals of New London University were implanted on India and no one gave importance to the Indian character or the Indian traditional system of Education. In the British period the East India Company accepted the responsibility for education of Indians since 1913.

3.2 SCENARIO TILL INDEPENDENCE

In the second half of the nineteenth century, a tide of westernization strongly set in Indian soil. The modern education system was initiated by the dispatch of 1854, which declared the advancement of western knowledge as its avowed object. The dispatch was emancipated due to the inquiry held for renewal of education policy and was presented by Sir Chares Wood and it remained to be the Magna Carta of Education in India till its Independence.
The sequence of significant events during that era has been classified under the following periods:

1. The regime of East India Company till 1857

2. During the regime of British Rule 1857-1947

### Table 3.1 DEVELOPMENT OF EDUCATION IN INDIA FROM 1857-1947

<table>
<thead>
<tr>
<th>Period</th>
<th>Charters or Commissions Instituted</th>
<th>Salient Features</th>
</tr>
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<tr>
<td>Till 1857</td>
<td>Charter Act 1813</td>
<td>Missionaries to spread education with the grant of Rs. 1,00,000/- p.a</td>
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<tr>
<td></td>
<td>Charter Act 1833</td>
<td>Missionaries and private enterprises to develop education with the grant of Rs. 10,00,000/- p.a</td>
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<tr>
<td></td>
<td>Macaulays Minute &amp; Bentick’s resolution</td>
<td>Payments to be allocated for English Education only.</td>
</tr>
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<td></td>
<td>Woods dispatch 1854</td>
<td>The study of Indian languages encouraged and English to be taught where ever possible and policing grant in aids program.</td>
</tr>
<tr>
<td></td>
<td>Passing of compulsory education act.</td>
<td>To eradicate illiteracy and levy of education cess.</td>
</tr>
<tr>
<td></td>
<td>Basic education</td>
<td>Enunciated by Mahatma Gandhi it propagated for free and Universal</td>
</tr>
</tbody>
</table>
3.2.1 DEVELOPMENT OF EDUCATION IN THE PERIOD PRIOR TO 1857

The continuous territorial victories of the English in the eighteenth and nineteenth centuries increased their territory and reach. This resulted in increase in number of vacancies in administration and there was need for many people who were educated for manning white-collar jobs for the British Empire. The British therefore decided to:

1. Provide people with education of a level, which could effectively fulfill their aim.

2. Provide the people with education in medium of English, so that they would be more loyal to the British rule in India.

Hence the British started new schools to consolidate their political and commercial gains, which only spread education in western culture, civilization and literature. The sole aim of the East India Company was to develop its trade and left the development of education in the hands of missionaries. But the sanction to spend rupees one lakh on literature left them perplexed as to which way they must utilize the amount. This led to the beginning of an era where various charters were documented to provide a sense of direction to the East India Company.
3.2.1.1 The Charter Acts\textsuperscript{98} Of 1813

This was the first official document introduced by the British rulers in the field of education. The following were the contents of the Charter

1. The Charter Act of 1813 empowered missionaries in England to spread education in India.

2. It further directed the East India company to set apart a sum of not less than Rs, 1,00,000 per annum that had to be applied for improvement of literature and encouragement of the learned natives of India. There was no clear indication of whether the money had to be set apart for Primary/Secondary or higher education. However, this lead to the sprouting of various private educational organizations.

3.2.1.2 The Charter Acts\textsuperscript{99} Of 1833

The contents of this charter allowed the missionaries of other countries to carry on their work in India and the educational grant was increased from Rs1,00,000 to 10,00,000, which strengthened the hope of further educational expansion. During the period (1813-53) both official and non-official attempts were made to educate the people in India. The unofficial attempts during this period were made by:

1. The Missionaries

2. Private Educational enterprise by British officials and non-officials.

\textsuperscript{98} Agarwal JC, Landmarks in the history of modern Indian education, New Delhi, 1984

\textsuperscript{99} ibid
3. Private Indian enterprise like Raja Ram Mohan Roy’s (1772-1833) services in Education and other spheres (which earned him the name ‘Father of Modern India).

3.2.1.3 Orientalist – Anglicist Controversy\(^\text{100}\).

During the decade 1823-33, there was an widespread “Orientalist – Anglicist Controversy” over the issue of whether oriental science and learning should be spread through the medium of Sanskrit or Persian Arabic or Western Sciences and literature be spread through English as a medium of Instruction. Since the number of members from two parties was equally balanced, Macaulay was requested to submit his idea to the Council.

3.2.1.4 Macaulay’s Minute And Bentinck’s Resolution\(^\text{101}\) (1835)

Macaulay, a profound scholar and Law member of the Governor General’s Council, submitted his famous minute to the Council on 2\(^{nd}\) Feb, 1835 to resolve the Orientalist – Anglicist Controversy. A resolution based on Macaulay’s recommendations was passed on 7\(^{th}\) Mar 1835 with emphasis on the following points: -

1. The funds allocated for education would be best employed on English Education alone.

2. That government funds were not to be spent on the printing of oriental works.

Thus it became the first declaration of Indian Govt. in the sphere of Education. The British rule felt that the company was responsible for the education of Indians and

\(^{100}\) SC Ghosh, The history of education in modern India, Orient Longman, 1999,6

\(^{\text{ibid}}\)
accepted that the charters issued from time to time were inadequate for development in the field of education.

3.2.1.5 Woods Dispatch\(^{102}\) (1854)

In 1853, Parliament investigated the development of Indian education. The various evidences given to the Committee of Lords and Commons found the basis of Sir Charles Wood's epoch-making dispatch of 1854, which led to the development of Indian education. The Dispatch envisaged the provision of a network of graded schools in all the provinces. It set forth a scheme of education, which was wider and more comprehensive than what ever had been suggested till then. It emphasized on the following:

1. The study of Indian languages should be encouraged and that English language should be taught wherever possible.

2. Grant in Aid program was chalked out and an indication was given that the state might withdraw from the direct management of the Institutions, but would maintain control over them.

3.2.2 DEVELOPMENT OF EDUCATION 1857-1947.

After the revolt of 1857, the administration was passed on to British Parliament, which paid attention to the development of education and saddled Indian administration with the responsibility of primary education and further authorized the state to levy tax for this purpose.

\(^{102}\) Philips CH, The East India Company, 1784-1934, Manchester 1940.
During this period the following were the main features of development of Education in India: -

1. Finance available as grant was increased.

2. There was an increased role of state in the field of Education.

3. Attempts were made to improve the quality of Education.

3.2.2.1 The Indian Education Commission\(^{103}\) (1882)

In 1882, the Viceroy, appointed “The Indian Education Commission” with Sir William Hunter, who was also one of the members of the Legislative Council, as the president of the commission to enquire into the working of the existing educational policy of the Government of India. It made recommendations in regard to: -

1. Primary Education

2. Secondary Education

3. Collegiate Education

4. Grant-in aid

5. Education of Women

6. Teachers Training

7. Professional Education

8. Religious Education

\(^{103}\) Mayhew A, The education of India, London, 1926
Education of women, Muslims and Harijans began to be given importance as a result of the recommendation of this particular commission. The enquiry by the Commission led to a great educational awakening in India and its main findings argued largely with the dispatch of 1854, which dominated the Indian Educational Policy till 1902.

3.2.2.2 Development of Primary Education (1857-1947)

In the year 1921, control of elementary education was transferred to Indian Ministers, who were responsible to a legislature with a large elected majority and secondly there was rapid development of mass education. This period also witnessed the passing of several Acts of Primary education in British provinces.

A compulsory Education Act was passed. The objects of this Acts were eradication of illiteracy through compulsory education by the following:

1. Government provided assistance to Local Authorities financially.

2. Local authorities were given power to levy educational cess.

3. The Act made provisions for prosecuting parents for failure to send their children to school.

This era also witnessed the increase in schemes for compulsory education as well as voluntary education. This in turn led to a rise in the number of students and the literacy level. Lord Curzon, one of the oldest viceroys of India raised the issue that primary education should be made accessible to anyone willing to receive it and it must be taught in mother tongue or local dialect. During the phase he served in India
he induced lot of efforts for expansion of primary education and spoke courageously about the meager efforts made by the British rule for its promotion.

### 3.2.2.3 The Basic Education

The epoch making event of this period was the ‘Scheme of Basic Education’ enunciated by Mahatma Gandhi. There was a strong demand for the introduction of universally free and compulsory primary education. According to this scheme, the plan of education need not be held up for want of funds. Universal, compulsory and free primary education up to seven years could be given to every child if the process of schooling could be made self-supporting.

### 3.2.2.4 Development In Secondary Education (1857-1947)

As far back as the first decade of this century, Lord Curzon voiced the criticism that there was uncontrolled expansion of secondary education and the quality was going down. The leaders of movement for National education united in their condemnation of the official system of education, which had proved unhelpful or even antagonistic to national development. They argued that English ideals should not be thrust on India. They further believed that a national system of education must help the economic development of the country by giving due place to vocational education at a cost which can be undertaken by an average Indian. But the outbreak of the First World War prevented implementation of further reforms as emphasized by Government of India Resolution of 1921.

During this period much importance was given to compulsory primary education. However secondary education was dependant on private efforts for expansion.
Enterprising individuals and associations opened a large number of secondary schools.

The period also saw the increase in the number of secondary teacher training schools to 15. It was the Harlog Committee which observed that "the School Final examination system which was entirely distinct from the Matriculation Examination had been a failure to a great extent and suggested the following: -

1. To introduce more diversified curriculum in those schools.

2. To divert more boys to prepare for special instruction in Technical and Industrial schools.

3. To give better training to secondary school teachers.

This period was characterized by rapid increase in the schools and consequent raise in dissatisfaction of secondary teachers. This led the central government to appoint the Sargent Committee (1944), which provided the following conclusions about high school education: -

1. The high school course should cover six years from the age of 11 plus to the age of 17 plus.

2. Entry to high school to be on selective basis.

3. To provide liberal assistance to children in the form of scholarships and stipends.

The British rule became indifferent towards development of education as it felt that it had handed over the responsibility to local bodies. But three educationists William Adams, Capt Wingate and TC Hope urged the government to declare primary
education as compulsory, which led to public outcry. This led to formation of movement headed by Ibrahim Rahimatooolah and Sir Chiman Lal Setalwad and forced the government to form a committee to examine the progress of education in India. But the findings of the committee revealed that people were not prepared for compulsory education and hence there were no new policies introduced in this direction.

3.3 EDUCATION IN FREE INDIA

On the eve of Independence, the erstwhile Prime Minister Jawaharlal Nehru in his historic address uttered the following eloquent phrase “Long years ago we made tryst with destiny and now the time comes when we shall redeem our pledge, not wholly or in full measure, but very substantially. At the stroke of midnight hour, while the world sleeps India will awake to life and freedom”.

At the time of independence in 1947, India inherited a quantitatively small education system compounded by regional imbalance and acute gender and regional disparities. Only 14% of the population was literate and one out of every third child was enrolled in primary school. Mahatma Gandhi, viewed education as the basic tool for development of national consciousness and stressed on the importance of basic education even while leading a struggle against the colonial power. He evolved a community-based system of education. Just after the independence the decision to reorient the education system of the country to pave the way for national upliftment was taken. The central and state governments directed their attention towards reconstruction of the educational system by appointing various committees and commissions to recommend ways of structuring a national pattern of educational system to bring about national progress.
The progress in the field of education was further hurdled with problems such as influx of refugees and administrative reorganizations during the period 1944 to 1951. But the government of India implemented a few schemes for educational promotion as recommended by the Sergeant Plan and a separate ministry of education was created. In spite of these difficulties the statistics showed an increase in the enrollment for primary education, which was due to the awakening created by the attainment of independence.

The Central Advisory Board of Education proposed a long-term plan of educational development between 1937 and 1944 and the National planning committee in 1938 prepared plans of educational research and technical education. It was then the planning commission, an advisory body to the cabinet, which had Prime minister as its ex-Officio Chairman and various experts in the field of economics, education and science as its members, which initiated the major effort in the field of educational development.

3.3.1 During the Pre-Plan Period

Since the problems like influx of refugees, constitutional and administrative reorganization and liquidation of princely states claimed top priority; adequate attention could not be given to the development of education during the period 1946 - 1951. The government of India created a separate Ministry of Education and appointed Dr S. Radhakrishnan as chairman of the University Education Commission in 1948.
Table 3.2 ENROLMENT IN PRIMARY EDUCATION 1947-1951

<table>
<thead>
<tr>
<th>YEAR</th>
<th>TOTAL ENROLMENT (IN MILLIONS)</th>
<th>% OF ENROLMENT FROM TOTAL POPULATION</th>
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<tbody>
<tr>
<td></td>
<td>BOYS</td>
<td>GIRLS</td>
</tr>
<tr>
<td>1946-47</td>
<td>10.36</td>
<td>3.48</td>
</tr>
<tr>
<td>1950-51</td>
<td>13.77</td>
<td>5.38</td>
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</table>

(Source: Adapted from Primary and Elementary education, J Mohanty, Deep Publications, 2002)

3.3.2 Planning Era

Under the present constitution, education is a concurrent subject and educational planning is done at two levels –central and state. At the central level, the planning commission and ministry of education prepare a national plan for educational development which consists of the following:-

1. Central plan for direct responsibilities of Government of India

2. Integrated summary of state plans of educational development

At the state level, the planning and education Departments prepare plans for their own state.

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104 Adapted from Primary & Elementary Education, J Mohanty, Deep publications, 2002

105 www.planningcommission.nic.in
3.3.3 First Five-Year Plan (1951 - 52 to 1955 - 56)

The first planning commission stated that “In a democratic set up the role of education becomes crucial since it can function effectively only if there is intelligent participation of masses in the affairs of the country”. At the time of formulating this plan the needs of the situation were:

1. To re-orient educational system and integrate different stages and branches

2. To expand various fields especially in basic education

3. To remodel secondary education, to train teachers in basic education, improve their pay scales and conditions of service.

Hence the commission set broad targets in various sectors, subject to such modifications as may be required to suit local conditions. It envisaged that at least 60% of all children between age group of 6-14 should be covered under basic education and at the secondary stage at least 15% of children of relevant age group to be brought into educational institutions. This plan made a provision of Rs. 151.66 crores and laid emphasis on establishing and strengthening education program linking it with other aspects of national life and targeted on providing free and compulsory education to primary section.

The plan gave the following directives for primary and secondary education:

3.3.3.1 Primary Education

1. Free and compulsory education to be provided in the Primary section.
2. Techniques and methods of teaching to be developed and improved for bettering the quality of teachers with average ability.

3. State to encourage opening of new primary schools.

4. Resources to be concentrated on basic education to improve and remodel the existing primary schools.

3.3.3.2 Secondary Education

1. Secondary education must be closely related to the psychological needs of the adolescents.

2. The curriculum must be related to the existing socio-economic situation.

3. Integration of Primary and Secondary education.

The main achievements in the field of education during this plan period were as follows:-

1. Large expansion of primary education

2. Increase in the number of institutions from 2.86 lakhs to 3.66 lakhs

3. Appointment of the Secondary Education Commission under the chairmanship of Dr Mudaliyar in 1952.

4. Increase in number of students from 255.43 to 339.24 lakhs.


6. Number of teachers rose from 8.04 lakhs to 11.07 lakhs.
7. There was an increased development in basic and social education thereby increasing the expenditure to 189.66 crores from 114.38 crores

3.3.4 Second Five Year Plan (1956 – 57 to 1960 - 61)

Since the commission believed in the system of education, which determines the rate of economic progress, it laid greater emphasis on basic education, expansion of elementary education and diversification of secondary education. The plan had an estimated budget of Rs. 140 crores and its main aim was to ensure higher standards of teaching. The following were the directives issued:

3.3.4.1 Primary Education

1. The administrative side of education department must be fully acquainted with the new program.

2. To ensure higher standards of teaching

3. Seminar/Refresher courses should also be organized from time to time.

3.3.4.2 Secondary Education

1. Secondary Education to be made on essential foundation for economic development on modern lines.

2. Course to be diversified so that students can secure training according to their aptitudes and capacities.

3. Better facilities such as science teaching and introducing of multi purpose schools and technical schools.
4. To increase the proportion of trained teachers to 68%.

The second five-year plan saw the following unprecedented expansion in the field of education:

1. Expansion in primary education

2. Increase in number of teachers from 11.07 to 15.02 lakhs

3. Establishment of All India Council of Secondary Education

4. Increase in the number of students to 478.11 lakhs

5. Organization for first All India educational survey in 1957.

Table 3.3 (Figures in 1000s) Expansion of Primary Education, 1950-66

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<tbody>
<tr>
<td>1. No. Of Primary Schools</td>
<td></td>
<td></td>
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</tr>
<tr>
<td>Boys</td>
<td>196</td>
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<tr>
<td>Girls</td>
<td>14</td>
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<td>Total</td>
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<td>Boys</td>
<td>138</td>
<td>175</td>
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<td>Girls</td>
<td>53</td>
<td>76</td>
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<td>Total</td>
<td>191</td>
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<td>350</td>
<td>511</td>
<td></td>
</tr>
<tr>
<td>3. No. Of Teachers</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Men</td>
<td>456</td>
<td>574</td>
<td>615</td>
<td>850</td>
<td></td>
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<tr>
<td>Women</td>
<td>2</td>
<td>117</td>
<td>127</td>
<td>200</td>
<td></td>
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<tr>
<td>Total</td>
<td>458</td>
<td>691</td>
<td>742</td>
<td>1050</td>
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<td>4. Expenditure</td>
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<td></td>
<td></td>
<td></td>
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<tr>
<td>(Crores of Rs.)</td>
<td></td>
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<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Boys</td>
<td>33</td>
<td>49</td>
<td>68</td>
<td>111</td>
<td></td>
</tr>
<tr>
<td>Girls</td>
<td>3</td>
<td>5</td>
<td>5</td>
<td>11</td>
<td></td>
</tr>
<tr>
<td>Total</td>
<td>36</td>
<td>54</td>
<td>73</td>
<td>122</td>
<td></td>
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<tr>
<td>5. Pupil-Teachers ratio</td>
<td></td>
<td>34</td>
<td>38</td>
<td>36</td>
<td>38</td>
</tr>
<tr>
<td>6. Average annual salary</td>
<td></td>
<td>544</td>
<td>651</td>
<td>872</td>
<td>1047</td>
</tr>
<tr>
<td>per teacher (Rs.)</td>
<td></td>
<td></td>
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<td>7. Cost per pupil per annum</td>
<td></td>
<td>19.9</td>
<td>23.4</td>
<td>27.6</td>
<td>30.1</td>
</tr>
<tr>
<td>(Rs.)</td>
<td></td>
<td></td>
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(Source: www.planningcommission.nic.in)
3.3.5 Third Five-Year Plan (1961-62 To 1965 – 66)

In this plan the major aim was to expand and intensify the educational effort, improve the training facilities for teachers and improve the curriculum with allocation of Rs 418 crores. The main emphasis was laid on:

1. Provision of facilities for education of all children in the age group 6-11.
2. Extension and improvement in teaching of science in Secondary stage and development of technical education.

The following were the broad targets of the plan for primary and secondary education:

3.3.5.1 Primary Education

1. Remodeling all existing primary schools.
2. To provide larger facilities for the training of teachers and re-organize existing training centers.
3. Several states provided in their plans for mid-day meals for children attending schools.

3.3.5.2 Secondary Education

1. To enlarge the content of secondary education and make it a self-contained unit within the educational process.
2. Making a major revision of the curriculum and introducing new techniques and procedures.
3. To necessitate a countrywide program for in-service teachers organized by state education departments.

4. Introducing a number of elective subjects and improving the examination and evaluation system.

The following achievements were evident during the third plan period:

1. The Annual growth rate increased to 7.5% with respect to enrollment.

2. An Education commission under the Chairmanship of Mr. Kothari was set up in 1964.

3. The central government shared the responsibility of the state government in universalizing the primary education.

4. The number of teachers increased by 40%.


The originally designed fourth five year plan (1966-67 to 1970-71) could not be implemented due to general stress in the economy during that period and led to execution of three Annual plans. Following were the major attempts made in the field of education:

1. Introduction of loan scholarships to merit students to study up to the highest level.

2. Local resources were mobilized to provide mid-day meals to schoolchildren.

3. Introduction of correspondence courses, improving library facilities and construction of larger size institutions.
4. The National policy on Education was evolved in 1968-69, which adopted the 10+2+3 pattern.

5. The Government of India undertook major steps to remove disparity between enrolment of girls and boys by providing special incentives.

The commission stressed on “Program of education that lie at the base of effort to forge the bonds of common citizenship, to harness the energies of the people and to develop the natural and human resources of every part of the country.” Though there was expansion in enrollment from 35 million to 55.5 million from 1960-61 to 1968-69 the unfulfilled tasks were too many.

3.3.7 Fourth Five year plan (1969-70-1973-74)

This perspective plan recommended a suitably oriented system of education to facilitate as well as promote social change and to contribute towards economic growth. Educational program were related to social and economic objectives of the country. The planning commission approached this plan by providing priority to expansion of elementary education by provision of facilities for children in backward areas and communities. An outlay of Rs 822.66 crores was provided for educational development. A series of discussions and seminars held with state education secretaries and DPIs led to emergence of two study groups, one for studying the problems of mobilization of resources for educational development and the other to work out details for pilot projects in the field of vocationalization of school education.
It further gave the following directives for primary and secondary education:

**3.3.7.1 Primary Education**

1. To conduct a survey of the deficiencies in respect of buildings and equipment of educational institutions.

2. Improve textbook and research in methods of teaching.

3. Government effort to be confined to strategic areas such as evolving suitable teaching technique and production of teaching materials.

4. To make the core curriculum common for all the states.

5. Providing cheap textbooks and supplying them to poor and needy students

**3.3.7.2 Secondary Education**

1. Importance to be given to a variety of vocational courses for children.

2. To make room for additional students to the tune of 3.1 million pupils in Classes IX to XI.

One of the major difficulties faced in implementing the National Policy on Education was paucity of funds/finances. Though the draft Fourth Plan proposed Rs. 1210 crores for education, it was sanctioned only Rs. 840 crores. The main reason was that sectors like Agriculture, Irrigation, Power, Industry and Family Planning were given a higher priority. The centre did not cut a large amount and provided for Rs.271 crores as against the draft proposals for Rs.326 crores. But in the state sector the cuts were drastic; a provision was made only for Rs. 569 crores as against the draft proposal of
Rs. 884 crores. Further, the axe fell heavily on primary education in particular and on all program of qualitative improvement in general.

The achievements during this plan period were:

1. NCERT held a national conference in 1970 on wastage and stagnation, which led to introduction of action program to reduce it at the primary stage.

2. An agreement was made between Government of India, UNESCO and UNICEF to reorganize the teaching of science in the school level by introducing teacher’s guides and kits of laboratory science equipments.

3. Television cells were established at the NCERT campus for training facilities for educational television programs.

4. The number of primary schools rose by 2682 and number of pupils rose to 39997152.

5. A new program of “Half a Million jobs Scheme” was introduced during 1973-74, which led to appointment of 97000 teachers all over India.

3.3.8 Fifth Five-Year Plan (1974-1979)

This coincided with a major upheaval on the international economic scene, which profoundly affected the developing countries. Due to sharp rise in inflation all other objectives had to be subordinated and time bound program of action were developed.

The total estimate of expenditure on education rose from 1450 crores to 2287 crores due to the economic situation and the goal was to provide primary education to masses by creating vacancies for additional teachers. The objectives envisaged for the
fifth plan indicated the center’s eagerness for democratizing education. The following were the main ingredients of the proposals made:-

3.3.8.1 Primary Education

1. Universal primary education to be provided for all children in the age group of 6 to 11.

2. Provision to be made for additional teaching staff.

3. A model primary school is established in each community development block as a pace setting institution.

4. Upgrade primary schools by improving their curriculum and supervisory practices.

5. To develop a program for pre school education especially for the weaker sections of the community.

3.3.8.2 Secondary Education

1. Adopting a uniform pattern of education i.e. 10+2+3 pattern to eradicate rigidity and inequality.

2. To make provision for increasing enrollment in the Secondary classes IX to XII.

3. A National scholarship policy was introduced to equalize educational opportunity for meritorious candidates and under privileged candidates.

4. Transforming the educational system by adopting improved methods of teaching and other learning aids.
The total plan outlay of Rs.187.77 crores was set aside for educational program during the year 1974-75. Out of this, a sum of Rs.60.07 crores was for the central and centrally sponsored schemes such as qualitative improvement program, educational technology projects and Rs.124.27 crores was for the programs of the state and union territories.

India saw the following educational developments during this plan period: -

1. The introduction of educational technology project led to promotion of integrated and mass media and instructional technology at all levels of education. This project gathered momentum in 1975-76 due to implementation of Satellite Instructional Television Experiment (SITE)

2. The implementation of Primary Education Curriculum Renewal project with the objective to develop the innovative curriculum and related instructional material according to socio-economic conditions.

3. The development activities in community education and participation, which was implemented with the sole objective of developing new educational activities for people belonging to lower strata of society.

3.3.9 Sixth Plan (1980-85)

The commission perceived education as a seamless continuum of life long learning which is essential for human resource development at every age level. This plan aimed at providing equal opportunity for education and to establish a link between education and employment with a total outlay of Rs 1223.38 crores. To realize this dream the commission set the following goals and tasks:-
1. To provide equal opportunity for education for empowerment in the quality of life.

2. To provide for a continuous process of life long education and make them capable to cope with social changes.

3. To establish beneficial link between education and employment.

4. To promote respect for and belief in values of national integration, democracy and dignity of labor.

5. To facilitate development and involve youth to participate in the process of national development.

6. To support the growth of arts, music, poetry, dance and drama including folk art as instruments of culture, education and national Integration.

The following were the main ingredients of the proposals made in this plan:-

**3.3.9.1 Primary Education**

1. To accord high priority in achieving Universalization of elementary education in educationally backward areas by intensifying use of existing facilities and providing new facilities.

2. To improve the quality of education by modifying the curriculum that suits local socio-economic factors and environmental needs.

3. Special monitoring cells to be established at the center and state to review progress of UEE.
4. Developing infrastructure facilities

### 3.3.9.2 Secondary Education

1. Developing and expanding facilities for backward sections of people

2. To improve the quality of education of science and lab facilities.

3. To design a system which links vocational stream to employment opportunities.

A review of the sixth plan indicates the following:

1. The additional enrollment for elementary education was nearly 22 million though there were shortfalls in certain states for enrollment of girls.

2. The enrolment in secondary section increased to 17.9 million from 10 million from 1979-80 to 84-85.

3. In the context of INSAT utilization state and central institutes of technology were set up.

4. Vocational stream of education at higher secondary stage made a limited progress with enrollment of 55000 students.

### 3.3.10 Seventh Plan (1985-1990)

The commission envisaged re-orientation of education system to prepare the country to meet the challenges of next century. The main thrust areas were achievement of UEE, skill training program to be introduced at different levels and modernizing technical education. One of the significant strategies adopted for implementing NPE - 1986 was the ‘Operation Blackboard’ aimed at improving physical facilities in
primary schools. During 1985-90 restructuring and reorganization of teacher education was implemented as centrally sponsored schemes.

It had inter alia three important components as follows:-

1. Provision of a building comprising of at least two reasonable large all weather rooms with a broad verandah and separate toilet facilities for boys and girls.

2. At least two teachers in every school, as far as possible, one of them a woman.

3. Provision of essential teaching and learning materials including books, blackboards, maps, charts, toys and equipments for work experience.

The following were the main ingredients of the proposals made in this plan:-

3.3.10.1 Primary Education

1. Realizing the dream of achieving UEE for children in the age group of 6-14 years by 1990.

2. Non-formal education to be made flexible and linked to formal system.

3. To provide quality in service training to teachers and to appoint more basic schoolteachers.

4. To develop strategies for bringing down dropout rate.

3.3.10.2 Secondary Education

1. For meeting the additional demand in secondary education, the current resources to be utilized properly.
2. To broaden the scope of science and mathematics.

3. The present wide reach of media to be used for expansion of education through audio and video materials.

During 1987-88 an amount of Rs.110.61 crores was provided as assistance to 24 states and 3 union territories for covering 1,13,417 schools (Over 21 per cent of primary schools in the country). During the Seventh Five Year Plan (1985-90) restructuring and reorganization of teacher education was implemented as the centrally sponsored scheme and both in service and pre-service training was imparted for improving teachers’ competencies. Mass orientation of about 5,00,000 schoolteachers annually was organized to improve their professional growth. About 400 District Institutes of Education and Training (DIETs) were set-up either by upgrading suitable existing Elementary Teacher Education Institutions or where necessary by establishing new ones so as to provide total academic and training support to the elementary education system at the district level. During 1987-88 an amount of Rs.32.47 crores was given as central assistance under the above teacher education program to fifteen states and one union territory.

3.3.10.3 Review of Seventh Plan

1. About 2.53 crores were actually enrolled as against the target of 5 crores in primary education.

2. Due to induction of NPE 1986 the strategies of the plan underwent a change and innovative projects were sanctioned
3. New central schemes such as Navodaya vidyalaya and NOS (National Open School) were initiated and NOS was made as an autonomous body.

3.3.11 Eighth Five year plan (1990-1995)

The eighth plan expressed its desire to create a vocational stream to relate to the needs of rural and urban settings. This plan was revised in 1993-94 and it laid emphasis on providing teacher learning equipment, construction of school buildings and appointing more teachers were enrolment exceeded 100 students. The following were the broad objectives of the plan:

1. To provide a 3rd classroom and 3rd Class Teacher to primary schools where enrolment exceeds 100 students.

2. To provide additional teachers to upper primary schools.

3. The Government of India to provide 100% assistance towards payment of salary to additional teachers and provision of teaching-learning materials.

4. Construction of school buildings was the responsibility of state governments/union territories. The Ministry of Rural Areas provided 48% of funds for construction and employment under the Jawahar Rojgar Yojana (JRY) provided the states raised 40% non-JRY and 12% JRY of the state share.

5. Under the revised guidelines effective from April 1, 1999, the central assistance was available on a ratio of 75: 25 basis for construction of school buildings.

The broad categories of teaching-learning material to be procured and the specific items under each category were left entirely to the discretion of the state governments, which could decide the items to be procured as per local conditions. There must be
the involvement of representatives of Panchayati Raj (PR) Institutions, Village Educational Committees (VECs) and teachers/headmasters in this process to ensure timely supply of quality materials.

The following were the main ingredients of the proposals made in this plan:-

3.3.11.1 Primary Education

1. A nodal agency termed as District Board of Education to be set up for planning and management of education.

2. Mahila Samakhya project to be introduced for promoting UEE.

3. Stress should be laid on improving standards of pre service teacher education institution.

4. Expanding Shiksha Karmi project to bring the school within the walking distance of 1 Km for every child.

5. Measures to be taken for improving enrollment of girls.

3.3.11.2 Secondary Education

1. Secondary education to be expanded to cater to the needs of deprived sections like girls from backward areas.

2. Open channel of education to be introduced with the help of multimedia packages and contact centers.
3.3.11.3 Review of the Eighth Plan

1. Between 92-93 and 96-97 the number of primary schools increased from 5.73 laks to 5.98 lakhs and middle school from 1.54 lakhs to 1.77 lakhs.

2. Drop out rates decreased from 42% to 34.5% in class I-V and 5.87% to 51.6% in class VI to VIII.

3. Progress of vocational stream was extended up to 6476 schools.

3.3.12 Ninth Five Year Plan (1995-2000)

Since education is a crucial instrument in human resource development, Prime minister of India initiated a special action plan, which gave emphasis to total eradication of illiteracy and providing equal access to education up to primary school leaving stage.

The main thrust areas were as follows:-

1. Raising the quality of education at all levels.

2. Improving learning achievement levels and the educational state of disadvantaged groups.

3. Removing regional disparities and meet the emerging challenges of information technology.

For achieving the goal of education for all, the following measures were to be initiated: -

1. Amendment of constitution to make elementary education a fundamental right
2. Decentralization of planning, supervision and management of education through local bodies.

3. To provide opportunity to out of school children in backward areas by initiating alternate education programs.

3.3.12.1 Review of the Ninth Plan

1. During the first three years (1997-2000), 43000 new schools were opened and 1,30,000 new teachers were recruited at primary level and more than 21000 schools and 1,02,000 teachers were added in upper primary school level.

2. Gross enrollment ratio at primary level increased from 90.60% in 1996-97 to 94.9% in 1999-2000.

3. Despite significant improvement in access to elementary education in ninth plan the achievement was short of targets as the plan had envisaged additional enrollment of 25 million children in primary and 16 million children in upper primary schools.

3.3.13 Tenth Five-Year Plan (2002-2007)

Since the planning commission considered education as a critical input for human resource development it set the following goals and targets:

Universal access to all children in the age group of 6-14 in primary and upper primary schools.

To provide proper buildings, toilets, drinking water, electricity, play ground, blackboard etc to all the schools.
Ensuring that every class at the elementary stage has one teacher.

To provide Universal retention by the year ended 2007.

Drop out rates to be reduced to less than 10% by 2007.

Bridging all gender ad social gaps in enrollment, retention and learning achievement in primary schools by the year 2007 and decrease the gaps in upper primary schools to 5%

3.4 UNIVERSALIZATION OF ELEMENTARY EDUCATION\textsuperscript{106}

Independent India gave a lot of importance to education, as an educated citizenry is an essential condition for democracy. Government of India wanted to design an educational system, which would not only pave the way for economic development but would also cater to the directives of the constitution, which gave importance to democracy and secularism. Hence a resolution was passed at the parliament, which led to the setting up of planning commission in March 1950.

Education for all (EFA) in the Indian context aims at expansion of childhood care and development activities, eradication of illiteracy, improving the quality of education and specially universalization of elementary education.

The goals of Universalization of elementary education (UEE) constitute the following components:

1. Access to elementary education to all children up to 14 years of age.

\textsuperscript{106} Government Of India, Education for all, MHRD, 1993B
2. Universal participation till they complete the elementary stage through formal or non-formal education program.

3. Universal achievement of at least minimum levels of learning

In the pursuit of the goal of providing basic education for all, the National Policy on Education and the follow up actions on the recommendations of the policy in 1986 has been a major landmark. The World Declaration on Education for All adopted soon after in 1990 gave further boost to the various processes already set in motion in the country. As the analysis presented in the document demonstrates, the last decade of the century has witnessed tremendous progress in the area of basic education in the country.

Further, recognizing the importance of the primary education sector, the central government has been working with the state governments on a principle of shared responsibility for achieving the goals of UEE. This becomes even more important in the context of the commitment to make 'right to elementary education' a fundamental one. With the magnitude of the unfinished task, the Government of India still continues supporting the initiatives in primary education while promoting the capacities of the state governments to meet the challenges effectively. Mobilizing additional resources to reach the critical mark of 6 per cent of the GDP for education is a goal towards which the country is still continuing to strive.
3.5 REVIEW OF COMMISSIONS AND COMMITTEES

3.5.1 MUDALIYAR COMMISSION\textsuperscript{107}

The central advisory board of education at its fourteenth meeting held in Jan 1948 recommended the appointment of commission to examine the prevailing system of secondary education in the country and suggest measures for its improvement and re-organization.

Findings: -

1. The commission reported that recommendations of the previous commissions have not been implemented due to lack of financial resources in central / state.

2. The center and state must work together for improving secondary education and overall educational development.

3.5.2 KOTHARI COMMISSION\textsuperscript{108} (1964-65)

The education commission was appointed by the Government of India by resolution dated 14.7.64 to advice government on national pattern of education and on general policies and principles of the development of education at all stages and in all aspects.

The commission set up 12 task force group and seven working groups and proposed the following: -

1. Internal transformation of educational system so as to relate it to the life, needs and aspirations of the nation

\textsuperscript{107} SN Mukerjee, Education In India – Today & Tomorrow, Acharya Book Depot, 1964
\textsuperscript{108} SC Ghosh, The history of education in Modern India, Orient Longman, New Delhi, 1999
2. To provide quality education so that standards achieved are adequate and to be internationally comparable.

3. Expanding educational facilities broadly on the basis of manpower needs.

4. To establish National board of education at the central level and state board of education and district board of education at state and district level to co-ordinate between educational administrators and their functions.

5. To appoint at least one representative of central education Administration in every district to implement center’s decisions.

6. To create a education Board for advisory, research functions under the control of National education Board.

7. To establish Common central schools under the direct control of central government.

Further, 1964 National Education Commission report, penned by eminent educationist Dr. D S Kothari, comprehensively addressed most aspects of teacher management, motivation and performance. The report noted:

1. “There should be no teacher at the primary stage who has not completed the secondary school course and does not have two years of training;

2. It is necessary to improve promotional prospects in order to attract and retain talent;

3. Qualified and trained teachers in primary schools should be considered for promotion as headmasters and inspectors of schools;
4. Salaries should be reviewed every five years and dearness allowances (linked to the cost of living index) should be the same as other government servants at the same salary;

5. The government must establish a welfare fund;

6. Retirement benefits, based on the principles of uniformity and parity, must be provided along with a high rate of interest on provident fund of teachers;

7. Minimum facilities required for efficient work must be provided (no details) – residential accommodation in rural areas;

8. Teachers in tribal areas should be given special allowances, residential accommodation and provision for education of their children in residential schools;

9. National awards;

10. Remove the isolation of teacher training from ground situations."

3.5.3 ACHARYA RAMAMURTHY COMMITTEE\textsuperscript{109} (1990)

The committee was formed to solve new issues and concerns that emerged after implementing NPE 1986. The committee emphatically suggested that the general education system should take care of education for all children including the handicapped. It suggested redefinition of the role of special schools. It called towards an enlightened and humane society and emphasized the development of girl's education, regional languages and decentralizing the planning and management of education.

\textsuperscript{109} J Mohanty, Primary & Elementary education, Deep Publications, New Delhi, 2002
3.5.4 JANARDHAN REDDY COMMITTEE\textsuperscript{110} (1991)

The committee reiterated emphasis on women education, common school system early childhood education and care, universalization of education, reorganization of adult education and exercising rigorous control over college by the universities. It laid stress on improving and creating link between schools and community, reduction of load on school children and developing information and technology and management education in the country.

3.5.5 IMPACT OF VARIOUS COMMITTEES

With recommendations of Acharya Ramamurthy committee and Janardhan Reddy committee The NPE 1986 was modified with the following, gaining priorities:

1. Operation black board to be given importance and to be augmented with extra facilities.

2. Facilitation was made for students with non-formal education to enter formal system.

3. Indira Gandhi Open University and National open school to be strengthened.

4. Secondary education to be revamped and technical education to have a better standard and quality.

5. National literacy Mission was set up for success of adult education.

\footnote{\textsuperscript{110} J Mohanty, Primary & Elementary education, Deep Publications, New Delhi, 2002}
3.6 ACTION PROGRAMS INITIATED

The 1986 National Policy on Education\textsuperscript{111} (NPE) and the supporting document - program of Action of 1992 - tried to reframe some of the main provisions of the landmark 1964 report.

1. The methods of recruiting teachers will be reorganized to ensure merit, objectivity and conformity with spatial and functional requirements.

2. The pay and service conditions of teachers have to be commensurate with their social and professional responsibilities and with the need to attract talent to the profession.

3. Efforts will be made to reach the desirable objective of uniform emoluments, service conditions and grievance-removal mechanisms for teachers throughout the country.

4. Guidelines will be formulated to ensure objectivity in the posting and transfers of teachers.

5. Systems for teachers' evaluation – open, participative and data based – will be created and reasonable opportunities of promotion to higher grades provided. Norms of accountability will be laid down with incentives for good performance and disincentives for non-performance.

6. Teachers will continue to play a crucial role in the formulation and implementation of educational program.” (National Policy on Education 1986

\textsuperscript{111} Government of India, National policy on education, 1986 MHRD\& Programme of Action 1986 & 1992, New Delhi
(with modification undertaken in 1992), MHRD, GOI, 1992, part IX, pages 43-44)

While reiterating the fundamentals of the 1964 report, the Program of Action of 1992 stressed four important issues:

1. Pay and service conditions of teachers have to be commensurate with their social and professional responsibilities and with the need to attract talent to the profession;

2. Teachers’ association must play a significant role in upholding professional integrity, enhancing the dignity of the teacher and curbing professional misconduct;

3. Teachers’ education is a continuous process and the pre-service and in-service components are inseparable. To this end, DIETs must be established to organize pre-service and in-service training. As DIETs are established, sub-standard institutions will be phased out. Secondary Teachers’ Training Colleges will be upgraded to complement the SCERTs.

4. The NCTE will be mandated to accredit institutions for teachers’ education and provide guidance regarding curricula and methods.

The post-NPE (1986), in particular the post 1990 period, saw the introduction of several basic education projects – many of them with donor assistance. These projects tried to look for quick management solutions to the endemic problem of teacher shortage in a situation of fiscal crisis and also where accountability of teachers was a
big issue. Separate management systems put in place to ensure that the funds meant for education projects were not used for other purposes. Among these were:-


2. Bihar Education Project in, 1990 with support of UNICEF (later subsumed under DPEP)

3. Uttar Pradesh Basic Education Project (1991) with World Bank (later subsumed into DPEP)


5. District Primary Education Project (DPEP), a multi-donor consortium since 1994

These projects were managed through autonomous quasi-government organizations (known as Societies). The idea of locally recruited teachers, albeit with lower educational qualifications and/or training, was adopted to address the problem of paucity of teachers in remote and difficult rural areas. It is important to note that this “solution” was perceived as being transitional. The big shift came in 1997 with the Education Guarantee Scheme (EGS) in Madhya Pradesh designed to address the issue of access. The idea behind the EGS was simple. The program guaranteed a school within 90 days of receiving a written request from a panchayat. The community, represented by the panchayat, was expected to provide space (building, tent, hut etc) and also identify local people who could be interviewed for appointment as teachers. These teachers were paid a fixed salary and appointed for a year. The term was, subsequently, increased to three years. The panchayat formally appointed these
“contract teachers” and also terminated their services for non-satisfactory performance. Encouraged by the initial successes, especially with respect to teacher availability onsite, the state government declared formal schoolteachers as a “dying cadre” and announced that all future appointments of teachers would only be on a contract basis. Several state governments adopted the EGS model.

3.7 OPERATION BLACK BOARD

The NPE 1986 provided a scheme called Operation Black Board launched in 1987-88 with the objective of improving the human and physical resources in the primary schools.

The scheme sought to bring about quantitative and qualitative improvement in primary education to work as a springboard for along leap towards the bright and prosperous 21st century. Some of the important features of the scheme as per NPE 1992 are:-

1. State governments to decide on broad categories of teacher learning material with the involvement of Village educational community.

2. State government or union territories to be made responsible for construction of school buildings.

3. To provide teaching learning equipment and additional teachers unto upper primary classes.

4. Provide 100% assistance from government of India towards payment of salaries to additional teachers.

112 Government of India, Education for all in India, MHRD publication, New Delhi
3.7.1 Evaluation of the Scheme

The external evaluation of the scheme indicated the following:

1. Lack of training of teachers in using teaching learning equipment.

2. Supply of poor standard of materials and lack of maintenance.

3. Lack of provision for repair and replenishment.

4. Various state governments did not follow the central government guidelines.

5. Some of the state governments did not stick to norms and standards of the material purchased.

3.8 DISTRICT PRIMARY EDUCATION PROGRAM

The government of India launched the DPEP in 1994 as major educational initiative where different districts with poor educational indicators were selected to receive financial assistance towards improvement to school infrastructure, teacher training, textbook improvement etc. The principal objective of DPEP was to provide access for all children to primary schooling, decreasing drop out rates and reduce gaps in enrollment and learning achievement among gender and social groups.

DPEP is a centrally sponsored scheme where 85% of the approved cost and the balance are borne by the respective state government. Currently more than 271 districts in over 18 states are covered by DPEP with 51.3 million children, 1.1 million teachers and 375000 schools. More than 40000 new school buildings have been

113 Government of India, Education for all in India, MHRD publications, New Delhi
constructed with 66000 contracts have been given for construction of toilets and drinking water etc.

3.9 SHIKSHA KARMI\textsuperscript{114} – THE BAREFOOT TEACHER OF RAJASTHAN

Schools located in small remote habitations face the problem of teacher reluctance to work in such schools. It was found that due to irregularity of teaching in such schools many children tended to drop out. To meet the requirement of such schools a novel experiment called Shiksha Karmi Project was tried out in Rajasthan. With the success experienced during the initial years the project has expanded to cover a large number of habitations in the state.

The concept of 'barefoot teachers' was introduced by the Shiksha Karmi Project (SKP), which is being implemented in Rajasthan since 1987 with financial assistance from Swedish International Development Cooperation Agency. The idea was to substitute the absentee primary school teacher by a 'local educational worker'. The project aims at universalisation and qualitative improvement of primary education in remote and socio-economically backward villages in Rajasthan, with primary attention being given to girls. The project works on the following assumptions: -

1. That a 'barefoot teacher' belonging to a local community can work effectively to reach every child in the locality;

2. That if a person is willing to work as a social worker, the lack of formal training requirement can be made up by intensive in-service education and training; and

\textsuperscript{114} Government of India, Education for all in India, MHRD publications, New Delhi
3. That education must have community support and local ownership in order to meet the needs of the deprived sections of the rural areas.

Studies have shown that though economic and social factors constitute major cause for dropping out of school, a sizeable number of children do not attend or even drop out due to school related reasons. Major factors include a curriculum, which is not relevant to the life of the children and an uninteresting teaching-learning process, which gives undue emphasis to rote learning and memorization of facts. In order to overcome this problem, improvement in teaching learning material and pedagogic practices have received very high priority in DPEP as well as all other ongoing EFA projects.

This project aims at universalization and qualitative improvement of primary education in remote and socio economically backward villages of Rajasthan with primary emphasis n girls. Since the barrier for development was absenteeism of teachers, locals with minimum educational qualification of VIII for men and V for women were given intensive training and were appointed as teachers. As the project identified teacher absenteeism as the main reason behind the high drop out rates efforts were made to appoint locals who were less qualified but specially trained as teachers. The project aimed at bringing the local community and NGO's together for its successful implementation.

The two schemes launched under SKP were

1. The Prahar pathasalas which provide educational facilities to out of school children, who were tied down with their occupation at home during the day, at their convenient time.
2. The Angan pathasalas, which gave importance to primary education of girls. The success of this scheme is mainly due to the motivation of Mahila Sahayogis in the respective districts.

The government of Rajasthan shared the equal expenditure with Swedish international agency. After the completion of Phase II on 2003, it has been proposed to cover 4100 villages or day schools and 7335 prahar pathasalas.

3.9.1 Evaluation of the Scheme

1. The academic achievement of these schools are better than those managed by panchayts.

2. This scheme has developed as major human resource development for the youth of the region.

3. There has been six-fold increase in the enrolment of children in the schools taken over by the project.

Since the problem is not unique to Rajasthan, several other states are beginning to adopt this model on a fairly large scale.

3.10 LOK JUMBISH\textsuperscript{115}

Developed with the assistance from Swedish International development Authority, this scheme was implemented with the objective of achieving education for all. This project was implemented exclusively for the state of Rajasthan during the period 1992-1994, with the assistance from Swedish International development Authority for

\textsuperscript{115} Government of India, Education for all in India, MHRD publications, New Delhi
bringing about the achievement of Education for All through people's participation and mobilization. The LJP has improved management and quality of textbooks. Further it has organized regular in service training program for primary teachers and has created cluster groups for academic support.

3.10.1 Evaluation of the Scheme

1. The training strategy was successfully implemented.

2. Vibrant blocks formed have provided academic support and organized regular training program for teachers.

Lok Jumbish follows a special technique called as School Mapping to contribute to the task of mobilizing people for education. This begins with LJ workers (or a local NGO) building a rapport with members of the community who are interested in improving education standards in the village. These members called the Prerak Dal (inspirational group), are given a short training for the task of mapping, which they undertake along with the LJ workers or the NGO. School mapping refers to the exercise of depicting every household in the village visually on a simple map. Small symbols indicate the schooling status of every household member in the 5-14 age group. The whole exercise is an occasion for interacting with the community. When the map is ready, it is possible to see which household needs special help, and to discuss the schooling facilities required in the village. The Prerak Dal and the local community draw up a set of proposals based on the mapping data. The proposals usually relate to two issues: the need for new schools and non-formal centers and the improvement of the existing ones. These proposals are sent to a block level committee, which is the sanctioning authority. The school mapping allows the
ordinary, even non-literate villager to participate in a field survey and make proposals - a tremendous capacity-building exercise. Prompt follow-up to these proposals further builds up the confidence of the community.

3.11 SARVA SHIKSHA ABHIYAN (SSA)\textsuperscript{116}

This scheme brought the government a step forward towards achievement of Universalisation of elementary education through a time bound integrated approach in partnership with the states with the aim of providing quality elementary education to all children in the age group of 6-14 by 2010. It has two aspects: -

1. It provides a wide convergent framework for implementation of elementary education schemes.

2. It provides the requisite budget provision to strengthen vital areas of education.

National Sarva Shiksha Abhiyan Mission was established with the Prime Minister as the Chairperson and the Union Minister of Human Resource Development as the Vice-Chairperson.

3.11.1 OBJECTIVES OF SARVA SHIKSHA ABHIYAN

It is envisaged that the Campaign, launched in a mission mode, will move towards achieving the following four goals: -

1. To ensure that all children complete five years of primary schooling by 2007.

2. To ensure that all children complete eight years of schooling by 2010.

\textsuperscript{116} J Mohanty, Primary & elementary education, deep Publications, New Delhi, 2002
3. To focus on elementary education of satisfactory quality with emphasis on education for life.

4. To bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010.

5. To achieve universal retention by 2010.

6. SSA to cover the entire country earliest by March 2002, with the maximum period extended unto 2010.

3.11.2 Power and Authority OF SSA

The Sarva Shiksha Abhiyan was implemented with the following components to achieve its goal of reorganizing the performance of the school system and providing community owned quality elementary education in the mission mode. SSA was empowered with the following:

1. Appointment of teachers

2. Teacher training

3. Qualitative improvement of elementary education

4. Provision of teaching-learning materials

5. Establishment of Block and Cluster Resource Centers for academic support

6. Construction of classrooms and school buildings

7. Establishment of education guarantee centers
8. Integrated education of the disabled and distance education

Two aspects covered by Sarva Shiksha Abhiyan (SSA) are as follows:

1. It provides a wide convergent framework for implementation of Elementary Education Schemes.

2. It is also a program with budget provision for strengthening vital areas to achieve universalisation of elementary education.

The last decade has witnessed a number of new initiatives to improve the access to and participation of children in elementary education as well as for improving the quality of education provided in the primary schools. Government of India has implemented the Sarva Shiksha Abhiyan in partnership with the state governments with a long-term perspective on cost sharing and through district level decentralized management framework involving local bodies.

The program has been implemented in a manner that will provide adequate opportunities for NGOs and private sectors to contribute towards the achievement of these goals and lead towards a community owned initiative for universalizing elementary education. Keeping in view past experiences, efforts under the Sarva Shiksha Abhiyan will be underscored by effective decentralization, sustainable financing, cost effective strategies for universalization, interesting curriculum, community owned planning and implementation and focus on girls, marginalized caste groups and ethnic minorities.
3.12 EDUCATION COMMISSION AND ITS ROLE IN DEVELOPMENT OF NATIONAL EDUCATION

The Education Commission, 1964-66 visualized a revolution in education with its social, economic and cultural dimensions. A nation-wide discussion on the Report of the Commission resulted in general consensus on evolving the national policy on education. Accordingly, the National Policy on Education, 1968 was implemented by the Government of India for promotion of the development of education in the country.

3.12.1 THE NATIONAL POLICY ON EDUCATION, 1968

The salient features of the NPE 1968 are as follows:

1. To provide Free and Compulsory Education under Article 45, to all children up to the age of 14 and initiate efforts for reducing wastage and stagnation in school.

2. Teachers must be given emoluments and service facilities adequate to their qualification and responsibilities and emphasis to be laid on in-service education.

3. NPE 1968 insisted on Development of Indian languages and literature and advised the state governments to adopt and vigorously implement the three language formula at the secondary stages, whereby a student knows Hindi, English and his regional language.

4. To adopt common school system as recommended by the Kothari Commission and special efforts should be made for developing education among the backward and girl's classes.

117 Mohanty J. Education in India and the impact of democracy, Deep publications, New Delhi, 1986.
5. To give due importance to work experience and national service and develop a sense of social commitment.

6. Science education, research, Industrial and Agricultural studies should be given high priority for accelerating the growth of the national economy.

7. To improve quality of books for schools and universities.

8. Examination system to be improved for evaluation of a continuous process.

9. To extend Facilities for secondary education to areas and sections of the society so far denied or deprived of.

10. The enrolment of students to a college or university should be determined with reference to the laboratory, library and other facilities and according to the strength of the staff.

11. To promote Distance education centers to provide opportunities to a large number of deprived people.

12. NPE 1968 insisted on eradication of mass illiteracy as it is essential for promoting participation in the democratic activities and for accelerating programs of production specially agriculture.

13. To develop games and sports on a priority basis.

14. To protect the rights of minorities and promote their educational interests.

15. With the object of having a uniform educational structure throughout the country, the 10 + 2 + 3 pattern to be adopted by all states and union territories.
16. Government of India to review, every five years, the progress made and recommends guidelines for future development.

3.12.2 NATIONAL POLICY, 1986

NPE! 986 initiated its document by stating “Education has continued to evolve, diversify and extend its reach and coverage since the dawn of human history. Every country develops its system of education to express its unique socio-cultural identity and also to meet the challenges of the times. There are moments in history when a new direction has to be given to an age-old process. That moment is today”.

The salient features of NPE 1986

1. To make Universalization of Elementary Education (UEE) successful Schools to be opened within walking distance for children or to provide residential facilities to children to reduce the dropout rates,

2. To have a common education structure, since the 10 + 2 + 3 structure has now been accepted in all parts of the country, efforts to be made to move towards an elementary system comprising 5 years of Primary Education and 3 years of upper Primary, followed by 2 years of High School”.

3. To realize the national goals of development due importance to be given for child centered and activity based process and comprehensive and rational evaluation.

4. The minimum levels of learning will serve as a reference in the development of teaching-learning strategies and evaluating learner’s progress.

118 Government of India, National Policy on education, MHRD, New Delhi, 1986
5. Steps need be taken for fostering among students and understanding of the diverse cultural and social systems of the people living in different parts of the country by linking language.

6. The Nation as a whole must assume the responsibility of providing resources support for implementing program of educational transformations, reducing disparities, universalisation of elementary education, adult literacy, scientific and technology research, etc.

7. To provide opportunities the youth, housewives, agricultural and industrial workers and professionals to continue the education of their choice at the pace suited to them by open and distance learning system.

8. To strengthen institutions like, UGC, AICTE, NCERT, NEPA, ICAR, IMC to cope up with emerging demands at the national levels and to play their parts in giving shape to the National System of Education.

3.12.3 REVISITED NPE, 1992

In view of the emerging issues and priorities, the NPE, 1986 was modified in its various provisions. These are as follows:

1. Operation Black Board to be given importance and augmented with extra facilities like additional teachers, construction of additional rooms for improving the quality and quantity of Elementary Education.

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119 J Mohanty, Primary & Elementary Education, Deep Publications, New Delhi, 2002
2. The Non-formal Education to be given priority and form an integral part of the formal system of Education by facilitating the entry of children passing the NFE system into formal system.

3. The Secondary Education to be revamped and vocationalisation streams to be introduced.

4. For promoting Distance Education at various stages, the Indira Gandhi Open University and the National Open School to be strengthened.

5. For extending Technical Education All India Council for Technical Education would be strengthened and would function in a decentralized manner with greater involvement of state governments and Technical Institutions of high standard and quality.

6. The National Literacy Mission (NLM) would be set up and would work hard for success of Adult Education with the national goals such as elimination of poverty, National Integration, Environmental Conservation, Observance of small family norms, promotion of women equality, Universalization of Primary Education, Basic Health, etc.

7. The voluntary agencies would be encouraged to participate in the fields of Elementary Adult and Non-formal Education in a very big way.

8. Yogic Education would be introduced for physical and mental development of children.

The implementation of revised NPE, 1992 has now passed about a decade, but its success is not yet up to our satisfaction. The national goals of education still remain
unfulfilled and sincere efforts are to be made by all concerned at all levels for efficiency and effectiveness of education.

**Table No. 3.4  POLICY FRAMEWORK AND STRATEGY**

<table>
<thead>
<tr>
<th>PERIOD</th>
<th>POLICY FRAMEWORK</th>
<th>STRATEGIES</th>
</tr>
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<tbody>
<tr>
<td>1951-68</td>
<td>Constitution of India</td>
<td>‘The state shall endeavor to provide, within a period of 10 years from the Commencement of this Constitution, free and compulsory education for all children until they complete the age of 14 years.’ (Article 45, Directive Principles of State Policy, The Constitution of India, 1950) Expansion of the formal schooling system; with state governments shouldering the responsibility for primary education. 1964: Education Commission Report prescribing minimum standards for recruitment of teachers – 10 years of general education and minimum two years of training – diploma or degree in education.</td>
</tr>
<tr>
<td>1968-86</td>
<td>National Policy on Education 1968</td>
<td>1973: Establishment of the National Council for Teacher Education 1976: Education, 1968 Education was shifted to the Concurrent List. Both the central government (GOI) and the state governments were equally responsible for promoting and managing education. 1980s: Non-formal education introduced to supplement formal schooling, increasing thereby central investment in primary schooling.</td>
</tr>
<tr>
<td>Year Range</td>
<td>Programme/Area</td>
<td>Description</td>
</tr>
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<td>------------</td>
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</tr>
</tbody>
</table>
| 1992 to 2002 | District Primary Education Project (DPEP), 1993 (to channel for all substantial Education, 1986 external assistance to primary education) Decentralization is emphasized as a revised in 1992 major policy thrust. 1997 onwards: Several state governments introduced ‘contract teachers’ or ‘parateachers’ appointed by local bodies (panchayats) or during specific education projects without adhering to the qualification norms drafted by earlier policies. It needs to be noted that this was done outside the GOI policy framework and legitimized as a
“project strategy”. 2001: Sarva Shiksha Abhiyan – an umbrella program for elementary education in India.

<table>
<thead>
<tr>
<th>Year</th>
<th>Amendment</th>
<th>Description</th>
</tr>
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<tbody>
<tr>
<td>2003</td>
<td>86th Constitutional Amendment</td>
<td>Free and compulsory education made a fundamental right for all children onwards in the age group 6-14 years and included in Part III (Fundamental Rights) of the Constitution of India; Article 21 A, Right to Education, states that “The State shall provide free and compulsory education to all children of the age of six to fourteen in such manner as the State may, by law, determine.”</td>
</tr>
</tbody>
</table>

### 3.13 THE CURRENT SITUATION OF EDUCATION IN INDIA

Over the past forty years much effort has been expended in quantifying the effect of education on the social and economic development of a country which are, higher productivity, lower infant mortality rates and better health. The economic and social benefits of education are greatest when a critical minimum educational level has been achieved across population. To realize the social benefits in the medium term all the states need to develop a solid foundation of education as it leads to benefiting of others by way of externalities and overall economic efficiency leading to investment in secondary education. Economically the average education attainment has a positive effect on economic growth and agriculture leading to improvement in technology, green revolution etc.

Though the constitution of the country had made a commitment to providing free and compulsory education to all children up to the age of 14, the task of providing basic education for all received high priority after the National Policy on Education was
launched in 1986 and revised in 1992 which has been reflected in the higher allocation of resources as well as in terms of clearly defined strategies to achieve the goals of education for all. The World Declaration on Education For All – 1990 adopted in Jomtien together with several positive developments within the country has given the need for viewing basic education as a fundamental right of every citizen.

It is generally believed that the decade of the 1990s was significant for education in India. But recent education statistics tell a mixed story. According to official figures, the Gross Enrolment Rate at the primary level is 95.7 per cent (85.9 for girls) The number of primary schools in the country has increased over four times from 0.23 million (1950–51) to 0.93 million (1998–99) and enrolment in the primary cycle has gone up six fold from 19.2 million in 1951 to 113.8 million in 2001. At the upper primary stage, the increase in enrolment in the last 20 years is by a factor of 13 for all children and 32 for girls (GOI, SES 2001). Since 1994 the number of primary schools have shot up and 1,33,230 schools were added across the country (DISE Data 2003-04, NIEPA, 20052). Most importantly, government expenditure in elementary education went up from Rs. 644.6 million in 1951-52 to Rs. 2395.6 million in 1960-61, Rs. 38842 million in 1980-81, Rs. 196158.5 million in 1990-91 and Rs. 778476.6 million in 2000-01. Equally significant is that the percentage of education expenditure to GDP went up from 0.64% in 1951-52 to 1.48% in 1960-61, to 3.84 in 1990-91 and 4.11% in 2000-01. Enrolment in the primary stage (age group 6-11) went up from 97.4 million in 1991 to 113.8 million in 2001 with the percentage of girls increasing from 41.48 per cent in 1991 to 43.76 in 2001. Progress at the upper primary and high school stage has not been as impressive. Enrolment in these two stages increased from 34 million and 19.1 million in 1991 to 42.8 and 27.6 million respectively. The
proportion of girls went up from 36.76 to 40.89% in upper primary and from 32.98 to 38.77% in high school. There is no guarantee that every child who is enrolled actually continues in school for five years. The dropout rate during the primary level is estimated at 40.7%, in the upper primary level at 53.7% and 69% per cent children entering class 1 drop out before the cohort reaches class 12.

Beginning with a situation where four out of five persons were illiterate, and only two out of ten children went to school; it has not been an easy task to meet the constitutional commitment. The country began its journey towards the goal of universal elementary education for all by opening more and more primary schools across the country. The system has grown huge in size and coverage. Achievements during the last fifty years are not insignificant. An estimated 95% of the rural population living in 826,000 habitations has a primary school within 1 km. and about 85% population have an upper primary school within 3 km. More than 150 million children are currently enrolled covering around 90% of the children in the age group of 6-14 years. From 1950-1998 numbers of schools quadrupled and school enrollment increased six fold. Despite such significant achievements and positive goal orientation in the recent years, it is realized that there are serious problems of gender, regional, sectional and caste disparities in UEE. A significant proportion of students continue to dropout due to socio-economic and cultural factors as also due to lack of adequate infrastructure, shortage of teachers and unsatisfactory quality of education provided. There are still more than 300 million illiterates in India. Though the progress made is not insignificant, the country realizes that the challenges ahead at the turn of the century are quite daunting, demanding not only continued commitment but also an enhanced attention and resources to meet the challenges in the coming years because of the 200 million children aged 6-14 only 120 million attend primary school and 60%
of them are girls. Further more than half of all the students do not complete basic education.

Enabling all children to complete primary education of good quality is a central goal of Indian economic policy. The challenges of education development in India are a complex one as it involves the economic and social factors which differ from state to state. Over the past forty years. Article 45 of the constitution of India adopted in the year 1950 states that “Free and compulsory education for all children until they complete the age of 14”. Though the governments over the years have taken steps in this direction its emphasis on primary education has come later when compared to other countries. Despite improvement in equity, the gender and caste disparities continue to exist apart from problems of dropout and lower learning achievement levels. India is facing a lot of challenges in the way of achieving universalization of primary education. But it has the following assets in achieving its goals:

- The expanded primary education system has put the basic elements of schooling within reach of many children
- The strong policy has commitment support from state and central governments
- The aim to provide quality schooling with a strong financed reforms.
- The support from the center in encouraging educational research and community in this direction.
- The desired success in the direction of universalization of elementary education has not been attained due to wastage and stagnation in primary education. Leaving school before completion of primary education or premature withdrawal of children from
school before completion of primary education is referred as wastage as it means waste of time and energy spent so far. Non-completion of primary education within the scheduled period due to repeated failures or detention is termed as stagnation. Wastage and stagnation has considerably hampered the progress of primary education in India. Following are the Challenges Faced in the field of Primary education in India:-

**Geographical or Natural Constraints:**

The geographical layout in India has isolated people living in hills, plateaus and deserts from other areas. Lack of dense population has reduced the means and frequency of transport. Hence children from these places find it difficult to travel to their schools. On the part of government opening primary schools for few children is not economically feasible. Teachers are also reluctant to work in schools with such constraints and have come in the way of expansion of primary education.

**Political problems**

Lack of co-ordination within government departments and between local bodies such as municipal boards, district boards etc and the government officers appointed for looking after primary education has hampered the growth of primary education.

**Financial Problems**

Though the government had made lot of efforts to promote primary education the financial constraints have come in the way. Paucity of funds have created a gap between expansion and free education.
Social Problems

Social evils in India such as caste differences, gender differences, conservatism and child marriages have played an active role in hampering the growth of primary education.

Economic problems

Children of poor people in India are forced to supplement their family by earning money as child labors and are not sent to school for fear of meeting the incidental expenses.

Lack of vocational training and inappropriate curriculum

Educational system in India is not vocational oriented catering to the needs of the locality in which it is situated. This has led to lack of inspiration in promoting education in rural areas, as they do not understand the importance of education. Further the system does not follow curriculum in rural areas and urban areas differently as it caters to the needs of two different sections of society.

Lack of adequate Infrastructure

Non-availability of suitable school buildings and playgrounds has not created interest in children to attend schools. Further lack of proper teaching equipments has hindered the process.

Teacher Absenteeism or lack of teachers:

In rural areas a single teacher is forced to look after the entire primary section due to lack of adequate teachers. Such teachers are not able to provide justice to their job in
spite of receiving proper training. It is estimated that there are eight lakh teachers currently in service while the actual demand is for 35 lakhs.

3.14 REFORMS REQUIRED FOR EXPANSION OF PRIMARY EDUCATION

1. New schools need to be opened within the easy approach for all children

2. Trained teachers for each class need to be appointed

3. The curriculum needs to be vocational oriented to stimulate the interests of rural areas.

4. Private enterprises, which come forward to open schools, which cater to the needs of each social and cultural tradition, need to be encouraged.

5. Suitable buildings with proper school ground attached need to built for attracting children.

6. Focus must be directed on locals who can be trained to become teachers to avoid absenteeism etc.

7. The number of teachers needs to increase to cater t the needs of increasing children and stress to be laid on appointing one teacher for every primary class.

8. The curriculum in rural areas need to be different in urban as they cater to the needs of two different categories of people.

9. Co-operation between public and government is of high importance for expansion of primary education.
10. Research in the areas to locate problems in primary education need to be encouraged.

11. Ban of child labor need to be taken at a serious note as it the main cause of dropouts or wastage in schooling.

12. Child marriages. Though banned under act of 1930 is not able to produce desired results due to lack of co-operation from the respective communities. The communities must be encouraged to have a more liberal and progressive outlook to patronize girl's education.

13. Education of adults/guardians/parents is an absolute necessity to make them realize the importance of education.

14. An examination pattern, which decides the progress of a child in the entire session he/she has undergone, should be followed instead of one, which tests the ability in few hours.

15. It is recognized that educational development of the children cannot take place without adequate attention to their health and nutritional status. It is in view of this that the government of TamilNadu initiated a program of nutritious meal for all school going age children more than a decade ago. Following the significant impact the scheme made on the participation of children in the school, a national program of mid-day meal is being implemented by the Government of India in all the states since 1995. Finally the physical health, which develops the mental health, should be given importance. Nutritious food needs to be supplemented by the respective state to prevent stagnation.
16. The problem of dropping out of the school without attending the full cycle of primary education has been fully recognized by the planners and several measures have been initiated in this regard. Since it is well documented that poverty is one of the major reasons for children dropping out of school. In order to address this issue, all states have been implementing a number of \textit{incentive schemes} such as free textbooks and uniform, and attendance scholarship for children from socio-economically deprived sections.

Building a credible and a concrete educational policy with achieving "education for all" is a mammoth task and must include critical analysis of performance of teachers in classroom to national priorities given to financing the primary education. Government of India must focus on creating an educational policy which links education to economic development and employment in the country. Since the percentage of Indians who have been educated into unemployment is steadily increasing, the faith in the educational system is on the decline. Hence a selection of an appropriate policy and curriculum is the need of the hour to inculcate faith on education in parents.

As India is emerging largely as market economy, the darker side reveals that India's population of illiterates is larger than its population as was in 1947. Though the share of elementary education spending is increasing the share of elementary education spending does not exceed one third of total public education spending. The Ministry of Human resources development in 2002 had put up an proposal for hypothecated tax to be used solely for elementary education and the government levied a 2\% in central budget. Since the gap between available and needed resources is on the rise a similar tax need to be levies by states as well. Though the achievements have been many, it is
realized that the journey is not yet over. The main task is not to lose the momentum created by the progress made in the last decade. It is necessary to consolidate the gains and capitalize on the enlarged base created by the progress. It is realized that the methods hereto adopted may not be appropriate for crossing the difficult hurdles in the last leg of the journey towards EFA. The strategy has to be such that the goal is achieved as early as possible. The future policies and program are to be guided by this perspective.