

Government of India
Ministry of Human Resource Development
Department of School Education and Literacy

MINUTES OF THE STATE EDUCATION SECRETARIES CONFERENCE
HELD FROM 30TH JULY TO 1ST AUGUST, 2009

1. A conference of the Education Secretaries of State Governments was held from 30th July to 1st August 2009 to review the implementation of programmes under the Department of School Education and Literacy. The Conference was inaugurated by Shri Kapil Sibal, Union Minister of Human Resource Development. A list of participants is attached at **Annexure-1**.

1.1 Ms Anshu Vaish Secretary (SE&L) welcomed the Union Minister for Human Resource Development, as also participants from State Governments, NCERT, NUEPA, NCTE, Planning Commission and the Ministry. In her opening statement she referred to progress under Sarva Shiksha Abhiyan (SSA) in universalising access to elementary education. She stated that efforts are now being made to improve retention of children in schools, the quality of education with special focus on the upper primary sector, and to address equity issues. Under Adult Literacy, the National Literacy Mission is being restructured to focus on literacy for women and disadvantaged groups, including Minorities, SCs and STs. The Rashtriya Madhyamik Shiksha Abhiyan (RMSA), which aims at universalisation of secondary education, was launched in March, 2009. With this introductory statement she invited Shri Kapil Sibal, Minister for Human Resource Development to make his inaugural statement.

1.2 Shri Kapil Sibal, Minister for Human Resource Development also extended a warm welcome to the participants. He stated that the three day Conference would provide a good opportunity for inter-learning from best practices in the field. In his inaugural statement, Shri Kapil Sibal focussed on the role of education in nation building, and stated that efforts in the education sector should be treated as a “national enterprise”. Returns to investments in education are substantial, not just for the educated citizens, but also for the whole nation, and therefore all our efforts should be directed towards this “national enterprise”. He elaborated that the growth, planning and implementation of the “national enterprise” should be from the perspective of the child.

1.3 He stated that the Central Government works in partnership with State Governments to implement a number of flag ship programmes, including SSA and MDM. These programmes have begun to show promising results, and it is necessary to ensure that results are sustained. SSA's goal of universal access has largely been achieved with children in 98% habitations having a primary school/EGS facility within one km. of the habitation, and children in 87% habitations having an upper primary school within three km. of the habitation. Approximately 3 lakh new schools already stand opened, 8 lakh teachers appointed, and 11 lakh additional classrooms constructed. He underscored the need to consolidate these gains, so that a strong edifice of elementary education can support the secondary and higher education sector in the country. He stated that education at the secondary and higher secondary level must be attuned to job opportunities which are relevant from the perspective of children, and provide a national vision to the youth. He hoped that States would accelerate efforts towards the operationalising RMSA for universalising access to secondary education. This would give a further impetus to educational development in the country.

1.4 Union Minister also said that the States would be required to take stock of the entire elementary education scenario in their territory, including, inter alia, school availability and teacher quality, in the light of the historic Right of Children to Free and Compulsory Education Bill. The quality of any education system can only be as good as the quality of its teachers and hence, it is important to invest in building teachers' qualifications, within the time frame stipulated under RTE.

1.5 Union Minister emphasised that all education planning, as also curriculum, syllabi, teaching-learning material and training and assessment systems should be child centric. He said that while the diversity and plurality in the country should be reflected in the State curricula, it is necessary that in subjects like Science and Mathematics, a common core curriculum with quality standards, is evolved. He also called for a greater use of technology in education at all levels. Technology has the potential to greatly expand access to knowledge resources and this should be tapped to modernise the education sector.

1.6 The Minister stated that the Central and State Governments would strengthen their collective endeavours in the expansion and modernisation of education opportunities in the country.

ELEMENTARY EDUCATION:

THE RIGHT OF CHILDREN TO FREE AND COMPULSORY EDUCATION AND SARVA SHIKSHA ABHIYAN

2 The Right of Children to Free and Compulsory Education Bill

2.1 Smt Anshu Vaish, Secretary, SE&L chaired the sessions on Elementary Education. She invited Smt Anita Kaul, Joint Secretary, EE-II to make a presentation on the Right of Children to Free and Compulsory Education Bill. A copy of the presentation describing the salient features of the Bill and the commonly raised issues is attached at **Annexure-2**. However, a summary of the preparatory steps required to be initiated is summarised below:

- (i) Initiate action under delegated legislation to formulate rules; review existing state legislations, if any, on compulsory education as also management of private schools to ensure that they are in consonance with the Central legislation
- (ii) Identify mechanisms for school and habitation mapping in order to define 'neighborhoods', and ensure universal access.
- (iii) Notify plan for automatic progression from primary to upper primary; designate schools and feeder schools; Children should not have to run from pillar to post for transition to u/primary in schools that terminate at primary stage.
- (iv) Identify schools that do not conform to norms and standards prescribed in the Schedule under Section 19 and 23.
- (v) Review content and curriculum of education in line with Section 29.
- (vi) Undertake redeployment of teachers to ensure PTR in all schools.
- (vii) Review Cadre and Recruitment Rules for Teacher appointment
- (viii) Untrained teachers should not be appointed in future, except as provided under Section 23; existing untrained teachers to receive professional training

- (ix) Notify that teachers shall not be deployed for non-academic work, except as provided under the Act for decennial census, disaster relief and elections to Parliament, State Legislatures and Local Bodies.
- (x) Notify that teachers shall not give private tuitions
- (xi) Ensure no-detention/ no expulsion policy; ban corporal punishments
- (xii) No Board exams till completion of EE; institute system of ongoing and continuous evaluation; prescribe manner in which children would be awarded certificates at end of EE
- (xiii) Set up School Management Committees (SMCs); Enforce management and supervision of schools with community support
- (xiv) Notify all panchayats, municipalities as local authority
- (xv) Where SCPCRs are not constituted, constitute authority to perform functions in clause 31(1)
- (xvi) Ascertain which schools are under obligation to provide free seats for land/ Prescribe manner in which per-child expenditure will be reimbursed to other schools
- (xvii) Prescribe mechanism for private schools to obtain certificate of recognition

2.2 Smt Anshu Vaish, Secretary, SE&L concluded the discussion by stating that the Right of Children to Free and Compulsory Education provides the trigger to institute systemic reform in elementary education, and the States should initiate preparatory action at the earliest.

3. Universalising Access

3.1 Smt Anshu Vaish, Secretary, SE&L invited Shri Pramod Tewari, Director to make an overview presentation on progress in respect of universalising access. Shri Pramod Tiwari drew attention to the fact that there has been despite considerable progress in meeting the

challenges in universalising access. Nonetheless there are important issues that remain to be addressed. These include:

- i. Slow progress in some states in opening new primary schools and upgrading primary schools to upper primary. 12,530 primary and 15,984 upper primary schools out of the total sanctioned 1.61 lakh primary and 1.49 lakh upper primary schools are yet to be opened.
- ii. Slow progress in upgrading EGS centres to regular primary schools. 26,548 EGS centres in 10 States have been running beyond the stipulated period of two years, and have not yet been upgraded to regular schools. A large number of these continue to function in the states of West Bengal, Assam, Andhra Pradesh, Jammu & Kashmir, Nagaland and Sikkim Against the target of 7,354 EGS Centres to be upgraded in 2008-09 the achievement was only 78%.
- iii. Many States have not been correctly identifying habitations which are in need of schooling facilities. There is need for states to evolve policies to cater to children in very small habitations.
- iv. The utilisation of funds earmarked for bringing out-of-school children into the school system has increased from 43% in 2004-05 to 63% in 2008-09. However there is need to improve both the financial and physical performance, because the longer the children stay out of the schooling system, the more difficult the task of bringing them to school. The States of Orissa (13.53%), Gujarat (13.10%), Daman & Diu (12.39%), Manipur (8.42%) and D&N Haveli (0%) have shown very unsatisfactory performance in this regard in 2008-09.
- v. The situation in regard to enrolment of Muslim children is not satisfactory, except in Andhra Pradesh, Assam, Karnataka, Lakshwadeep, Puducherry, Uttarakhand & West Bengal. This was highlighted as an area where massive effort was required throughout the country.
- vi. Although there has been improvement in bridging social category gaps with the enrolment share of SC and ST children at elementary level being 19.83% and 10.95%

respectively, there is need to make optimum utilization of funds provided under the Innovation head for SC/ST and Minority children. Out of Rs. 7176.69 lakhs sanctioned under the Innovation head for S/ST in 2008-09, only 78.19% was utilized. Chandigarh, Delhi, Manipur, and Meghalaya showed nil progress. Under the Innovation head for Minority children, Rs. 3178.06 lakhs was approved for 2008-09 of which only 51% could be utilized. The states of Delhi, J&K, Meghalaya, Sikkim and Uttar Pradesh showed nil progress.

- vii. In the discussion that followed the presentation, State Secretaries/ SPDs made the following interventions:
- a. SPD Sikkim stated that there was no habitation left without schooling facility at primary as well as at upper primary levels and this information had already been shared with GOI. As far as EGS centres are concerned, the target was to upgrade 11 centres, of which 9 have become functional. He stated that the cumulative target for opening of primary school was 58 (wrongly depicted in the presentation as 68), of which 56 were already operational.
 - b. SPD, Himachal Pradesh stated that 7595 habitations in Himachal Pradesh do not have a schooling facility, but there are only 122 children in these habitations. The state has adopted the concept of neighbourhood schools to serve the children of these habitations. He also added that there were 331 EGS centres with approximately 6000 children running beyond two years. 1600 children were mainstreamed in formal schools during the current academic session. He added that for better mainstreaming of children from AIE centres to formal schools, training to EVs was imparted and children were being examined/assessed periodically for better outcomes.
 - c. SPD, West Bengal said that approximately 18,000 EGS centres were being run by the Department of Rural Development through Panchayat Raj Institutions; these need to be upgraded to formal primary schools. He gave an assurance that the State would take a decision on the upgradation of the EGS centres in the next couple of months.

- d. SPD Assam stated that approximately 910 habitations are without primary school or EGS facility within one km. At present 5141 EGS centres are running, of which 521 EGS centres were proposed for upgradation and the state government has notified them by their names. He said that the state is committed to appointing 3042 teachers to these schools by re-deployment. Secretary, Assam said that the process of upgradation was in process and would be completed by December, 2009 in time for the next academic session in the month of January 2010. He elaborated on the problems on account of “venture schools” in the state. He said that the state does not have a policy for opening of schools. The community starts the schools and takes steps to get recognition from the state government. He informed that recently the state government constituted a committee to look into such matters and the progress in this regard would be shared with GOI. Education Secretary (GOI), asked him to expedite the process in view of the passing of Right of Children to Free and Compulsory Education Bill.

4. SPQEM and IDMI

4.1 In the presentation made on the two important schemes, SPQEM and IDMI, it was pointed out that no proposal had been received from any of the States/UTs for the year 2009-10 although revised schematic guidelines had been sent to the states in the month of October, 2008 itself. State secretaries were requested to give a wide publicity to the schemes and expedite submission of the proposals with the approval of the State level Grant-in Aid Committee. It was also mentioned that ten States who had received fund under the erstwhile scheme of AIMMP had not furnished the UCs for the entire amount.

4.2 Education Secretary, Orissa was informed that the proposal for revalidation of the sanction for the last year had been received and was being examined.

4.3 It was clarified that the proposals approved under AIMMP could be sanctioned under SPQEM if the renewal proposals are sent in the revised formats and as per the guidelines of the SPQEM. A number of proposals had to be returned, as they had not been submitted as per the revised guidelines.

5. Girls' Education

5.1 Secretary, School Education and Literacy invited Smt. Sarita Mittal, Director to initiate the discussion on Girls' Education. Smt Sarita Mittal made a recap of the recommendations of the 10th JRM on Girls' Education, namely that:

“For girls and socially marginalised groups the issue is not merely one of bridging quantitative gaps in enrolment and retention but of ensuring the right of children from these communities to an education that is free of discrimination and empowers them to participate as equals in all spheres. In this context it is important that discrimination against marginalised communities (including CWSN) should be dealt with in all aspects, for example classroom practices, teacher's behaviour, peer relations and so on. While special intervention programmes such as NPEGEL, KGBV are important, girls' education cannot only be dealt with through schemes and must be addressed systemically”

5.2 Smt Sarita Mittal also recalled that statement made by Prof. Krishna Kumar, Director, NCERT and Mission Leader of the 10th JRM that the KGBVs are inspiring places. She further stated that out of 2573 sanctioned KGBVs, 97% KGBVs have been operationalised with the enrolment of 80% girls. 75% KGBVs have been constructed and in progress. NPEGEL is operational in 423 districts, 3261 blocks and 40336 Model Cluster Schools.

5.3 However, States like Andhra Pradesh, Bihar, Delhi, J&K and West Bengal have gaps in the operationalization of the KGBVs and the States of Andhra Pradesh, Bihar, D&N Haveli, Delhi, Gujarat, HP, J&K, Maharashtra, Manipur, Orissa, Punjab, Rajasthan, UP, Uttarakhand and West Bengal have large gaps in the enrollment of girls in the KGBVs. The construction of KGBVs is very slow in States of AP, D&N Haveli, Delhi, Jharkhand, Maharashtra, Meghalaya, Nagaland.

5.4 Secretary (SE&L) observed that KGBV scheme is the flagship scheme of SSA and Government of India gives maximum importance to its successful implementation. Therefore, it is mandatory on the concerned States to take necessary steps as per the guidelines of the scheme. She invited the States lagging in implementation of KGBV scheme to share the difficulties being faced by them.

5.5 SPD, Bihar pointed out that initially 391 KGBVs had been sanctioned, of which 371 were operationalized with the enrollment of 71% girls. Upgradation of Model-III KGBVs for 50 girls to Model-I KGBVs for 100 girls was done last year. 51 KGBV buildings have been

constructed and 289 are under progress. Under the NPEGEL component, the State Government has collaborated with NIOS and introduced a scheme 'Hunar' which had benefitted over 30,000 Muslim girls. The duration of the 'Hunar' programme was for three and a half months and exams were conducted by NIOS. The State has launched another scheme "Auzar" under which a sum of Rs. 2,500/- is deposited in the account of the girls, who are taught different trades like rural health, tailoring, designing, data processing etc. A number of out-of-school-children have been mainstreamed.

5.6 SPD, J&K stated that out of 79 sanctioned KGBVs, 66 have been operationalized with an enrolment of 56% girls and the remaining KGBVs would be operationalized by August, 2009. The gap of 24% KGBVs was stated to be on account of unavailability of land.

5.7 Additional SPD, UP stated that all 454 sanctioned KGBVs are operational with the enrolment of 66% girls. The KGBVs are running through 82 NGOs, 33 Mahila Samakhya groups, and 339 are directly run by the SSA Society. 42 KGBV buildings have been completed, 396 are in progress, of which 16 KGBVs are expected to be completed by the end of October, 2009. 100% enrollment of girls is expected to be achieved by the end of August, 2009. Additional SPD, UP suggested that KGBVs should be upgraded atleast upto Class-X, since under the present scheme the education of girls in KGBVs ends abruptly at class VIII. Under the NPEGEL component, 680 blocks out of 810 blocks are covered. Vocational education programme in 20 different trades is being imparted. 1.65 lakh girls in upper primary schools are benefiting under NPEGEL scheme. The State has also organised 580 exposure visits under innovative programme.

5.8 SPD, Assam pointed out that cost for the Boundary wall may also be sanctioned as most of the KGBVs are located in remote areas and there is need for security of the girls.

5.9 SPD, Andhra Pradesh stated that out of 395 sanctioned KGBVs, 373 are operational with the enrollment of 84% girls. The remaining KGBVs would be operationalized within two months. 51 KGBVs buildings have been constructed and 48 are under progress. The remaining KGBVs will be constructed after the identification of sites within 4-5 months. The State would also initiate dialogue with Mahila Samakhya Society for the implementation of KGBVs.

5.10 SPD, Rajasthan state that all the sanctioned 200 KGBVs are operational with the enrolment of 82% girls, and requested for increasing the maintenance cost of girls as the existing Rs. 750/- p.m. per child is not adequate.

5.11 SPD, Orissa stated that all the sanctioned 157 KGBVs are operational with the enrolment of 82% girls. 40 KGBVs have been constructed, 73 are in progress, and the remaining 43 buildings would be taken up for construction shortly in convergence with Rural Department.

5.12 SPD, Jharkhand informed that all the sanctioned 198 KGBVs are operational with an enrolment of 90% girls. 35 KGBVs have been constructed, 48 are in progress, but construction on the remaining 115 buildings has not yet commenced due to non availability of land. The State Government has given tender for construction of 64 KGBV buildings.

5.13 SPD, Madhya Pradesh stated that all the sanctioned 200 KGBVs are operational with the enrolment of 96% girls. 72 KGBVs have been constructed and remaining 128 are in progress. A total of 8434 girls are enrolled in these KGBVs. The State Government demanded more KGBVs to be sanctioned for the State.

5.14 SPD, Maharashtra said that all the sanctioned 36 KGBVs are operational with the enrolment of 79% girls. 10 are in progress which will be completed within a month and 26 have not been started.

5.15 SPD, Nagaland informed that the sanctioned 2 KGBVs are operational with the enrolment of 100 girls and requested for review of cost norms for construction. SPD also requested that construction work may be entrusted to the community as the construction cost is very high in the State.

6. Inclusive Education (IE)

6.1 Shri. P.K. Tiwari, Director made a presentation on the key issues on Inclusive Education in SSA. The key issues highlighted by him were:

- Incomplete identification of children with special needs.
- Lack of adequate resource support at the school level through resource teachers

- Lack of barrier free access in schools to facilitate easy access

6.2 Shri Tiwari highlighted the fact that identified children with special needs constitute only 1.42% of the total child population in the 6-14 years age group, as against 2.7%. Therefore, States needed to streamline their identification procedures to ensure that no child with special needs is left out. Identification of children with special needs is particularly low at 1% in the States of Goa, Haryana, Jharkhand, MP, Nagaland, Sikkim, Tripura, Uttarakhand and Dadra & Nagar Haveli, Daman & Diu and Delhi.

6.3 Provision of barrier free access in regular schools is another area of concern. To date only 7.51 lakh schools (60%) have reportedly been made barrier free. States must initiate urgent action to ensure that all schools are provided barrier free access in a time bound manner. He also stated that while constructing ramps, the States should also look at the quality and gradient of ramp construction. It has been reported that the ramps built by the State are too steep to be used by children with physical and locomotor problems. All States should incorporate the features of barrier free access in the building designs.

6.4 As far as resource support to children with special needs is concerned all States need to strengthen teacher training on Inclusive Education, and depute larger numbers of teachers for the 90 day training. To date only 1,08,606 teachers have been deputed for the 90-day training on Inclusive Education. 9,337 Resource Teachers had been appointed in SSA, which merely represents one-two Resource Teachers per block. This calls for immediate attention by the States.

6.5 Secretary Rajasthan sought clarification on mainstreaming blind and hearing impaired children into regular schools. Shri P.K. Tiwari responded by stating that with the help of Resource Teachers and more intensive training of regular teacher, blind and hearing impaired children could be easily mainstreamed into regular schools. Many states have already taken steps to include them into regular schools with the help of Resource Teachers, NGOs, volunteers, etc.

6.6 SPD Uttarakhand stated that his State had asked for hostels for children with special needs, which was not sanctioned by the PAB. Smt. Neelam Rao, Director clarified that hostels that run in the form of special schools were not provided under SSA. SPD

Uttarakhand further stated that the salary of Resource Teachers was not en par with the salary of general teachers, and hence the attrition rate was high. It was clarified that the salary of Resource Teachers is decided by the states, and there are no norms for the salary of Resource Teachers at the national level. The State may take appropriate decision.

7. Civil Works

7.1 Ms Richa Sharma, Director made an overview presentation on the status of civil works:

- a. The necessity for speedy completion of all sanctioned works was emphasized and States were urged to put in place the required technical and supervisory mechanisms and ensure timely release of SSA funds to implementing agencies. It was noted that while cumulative completion rate for all civil works components was about 84 % as on 31.3.2009, this average marked a great deal of inter state variation in performance.
- b. For example, Bihar has completed only 21.8% out of the 17, 466 sanctioned primary school buildings, 24% of the drinking water facilities and only 60% of the sanctioned 1,20,620 classrooms. Jammu and Kashmir and Orissa have completed only 50% and 54% respectively, of the sanctioned primary school buildings. In the construction of upper primary school buildings, the completion rate is slow in the States of J&K (53%), Jharkhand (29%), Manipur (24%) and West Bengal (14%).The States of Madhya Pradesh and West Bengal have been slow in completing the sanctioned additional class rooms. Progress in construction of toilets is slow in the States of Orissa and J&K. The absolute target in SSA civil construction works in the UTs is small and they need to speed up implementation to ensure timely completion.

7.2 SPD Bihar mentioned that poor progress is mainly due to lack of technical man power and non availability of land for construction of school buildings. He informed that the state Govt. has earmarked funds for purchase of land and process of procurement of land is on. He mentioned that steps are being taken to fill the vacancies of technical personnel .Third party evaluation of civil works has been started in Bihar in July and six consultants have been engaged for this purpose.

7.3 Secretary, J&K mentioned that the poor progress is mainly due to non availability of timber. He inquired about alternatives to timber and was informed of options like

prefabricated bamboo structures for which he could contact the National Bamboo Mission Authority. Secretary, Orissa mentioned that about 90% BRCs sanctioned under SSA have been completed. He mentioned that the target figures mentioned include DPEP targets also, and need to be corrected. Secretary, West Bengal mentioned that 70% of ACRs, 90% of PS, 62% of CRCs have been completed. By March, 2010 all ongoing works will be completed. The fresh targets approved for 2009-10 will be taken up for implementation after the monsoon is over. He further informed that 3300 upper primary schools were approved in AWP&B 2008-09 and some of them are in progress. Site selection for most of the balance schools is likely to be completed by September and construction will start thereafter.

7.4 Secretary (SE&L) pointed out that construction of school buildings is very intensively reviewed at the level of the Cabinet, as part of the PM's 15 point programme for the minorities. Shortfalls in construction works should be examined and steps should be taken for speedy completion.

7.5 Joint Secretary (EE-II) reiterated the instructions regarding provision of toilets and drinking water to schools. These will be provided to all existing rural schools through the Department of Drinking Water Supply (D/DWS), Ministry of Rural Development. The Department is assisting the states under Total Sanitation Campaign and Accelerated Rural Water Supply Scheme. All new schools constructed under SSA and existing schools in urban areas will be provided toilets and drinking water facilities by MHRD through SSA. She insisted that states should strengthen the convergence between the SSA mission and the concerned state implementing agencies for the provision of toilets and drinking water facilities to all schools, whether old or new, both in rural and urban areas. She also informed that norms for providing toilet and urinals have been circulated by DDWS and different toilet designs for catering to various student strengths has also been published by DDWS. These could be followed by States. SPD, HP requested that these norms should be re-circulated.

7.6 It was noted that third party evaluation (TPE) of civil works has started in 15 States. The results have been encouraging, especially in the states of Gujarat, Maharashtra and Uttarakhand. States that have not started TPE should examine the approach in these three states, preferably through field visits, and institute similar measures for independent inputs and feedback.

7.7 Ms. Richa Sharma, Director, MHRD, said that the report on environmental assessment of SSA school buildings was due in December, 2008. Checklists in this regard were circulated to all states and UTs and presentations were made in the quarterly meetings of civil works co-ordinators. SPD Assam questioned the necessity and utility of this exercise and asked whether it can be dispensed with. He was informed that Environment Risk Assessment of all projects funded by external agencies has to be undertaken, as per agreement with the DPs. Secretary (SE and L) instructed that clear directions should once again be sent to all States, indicating the purpose, modalities and timelines of environmental assessment of SSA school buildings. She also instructed that the checklist should be re-circulated.

7.8 On a query from Secretary HP regarding usage of school grants, he was informed that as per SSA norms, school grants can be used by SMC/VEC for replacement of non functional school equipment and other recurring costs such as consumables etc.

7.9 With this, Secretary SE&L invited Shri Kabir Vajpeyi, VINYAS, to make a presentation on 'Whole School Development Plan (WSDP)'. A concept note development by Shri Kabir Vajpeyi is attached at **Annexure-3**. The purpose of this exercise is to ensure child friendly and inclusive planning, in keeping with the long term growth prospects of the school and to avoid haphazard and piecemeal construction activities within the school campus. WSDP involves mapping the existing school for current improvements as well as mapping the future requirements, after ascertaining the future growth prospects of the school. Mr Vajpeyi presented several ideas for making classrooms, toilets, drinking water facilities and even open spaces in schools, more child friendly. States expressed their appreciation of these ideas. JS(EE-II) stated that these would be discussed in greater detail in the next workshop of State Civil Works Coordinators. Mr. Vajpeyi would be invited to the workshop and specifics of developing the whole school vision document would be worked out, in consultation with States. All SPDs should also be requested to attend the workshop. Secretary (SE and L) stated that RMSA can usefully look at these principles, right from the initial stages of programme implementation.

7.10 Some of the secretaries requested for a set of standardized designs for school buildings. They were informed that the designs should be State/Region/location specific, as the requirements vary from place to place, depending on the geographical conditions.

7.11 In the end JS-II summed up the civil works review meeting with the following observations:

- School building designs should not be engineer centric. The requirements of the learners and the community should be given prime importance in building designs.
- Designs developed under DPEP should be revisited. Exciting designs were developed in States like Haryana, Karnataka, MP, Gujarat and Kerala.
- While upgrading Primary School to Upper Primary, one room is usually constructed every year. This practice is not correct as the construction goes on for a very long period of 3-4 years within the school campus. All the 3 rooms should preferably be constructed at one stage, to reduce the construction time within a given school.

8. Quality

8.1 The sessions on quality included several presentations: by Shri Subir Shukla on comprehensive and holistic quality improvement, Prof. Padma Sarangapani, TISS, Mumbai on her experience of working with DIET, Chamrajnagar, and Shri Rajesh Bhushan, SPD, Bihar on curriculum revision, Shri R. Nadadur, Principal Secretary, Karnataka on reform in teacher deployment, Prof Avtar Singh, NCERT on Achievement Surveys, and Smt. Neelam Rao, Director, MHRD. These are summarised below.

8.2 Quality Framework

8.2.1 Shri Subir Shukla's presentation focussed on learning from past programmatic initiatives, and emphasized the need to for appropriate relationships and processes at the classroom as well as system levels in order to attain desired outcomes. At the classroom level the programmatic components that enable these may be called the 'core' components and include components such as curriculum/syllabus, pedagogical model/s, materials (TLM, text-book, other printed material, digital CAL material, etc.), classroom organization, planning, learning assessment, school management and community involvement. At the systemic level, these need 'enabling' components such as the teacher (which includes their recruitment, deployment, development, and support through the CRCs, BRCs, and DIETs); monitoring,

administration, institutional development, performance assessment, programme evaluation, planning, research, policy and legislation. This requires that all involved agree upon a common 'vision' of the kind of classroom and school they want to see, the beliefs and assumptions that would underlie their efforts, and the specific outcome they seek to attain at classroom as well as systemic levels.

8.2.2 Apart from the above, Shri Shukla also shared the experiences of 3 Regional Workshops held in Hyderabad, Kolkatta and Shimla and also presented some of the outcomes decided upon by some of the States namely, Andhra Pradesh, Tamil Nadu, Puducherry, Kerala, Assam, Orissa, Nagaland, Bihar, Chhattisgarh, Delhi, Chandigarh, Himachal Pradesh, J&K, Uttar Pradesh, Haryana and Uttarakhand. He stated that curriculum/syllabus, textbooks, teachers' training and classroom organizations (and other components) need to be cohesive with each other and seen as a whole rather than discrete items. There is a strong need for 'unity of thought' and purpose across the various implementing agencies. Ownership is very critical in the process and instructions alone don't seem to help without a sense of belongingness. The success of Activity Based Learning (ABL) in Tamil Nadu clearly indicate that personal contact by the higher ups and communicating a sense that they value the teacher is very, very important. Shri Subir Shukla focussed on the importance of a common vision of a child-centred, activity based classroom underlying the development of the core components of quality, namely curriculum, syllabus, teaching learning material, assessment systems and classroom organisation. He stated that the enabling components of teachers recruitment and deployment, teacher support systems (CRC, BRC, DIET, SCERT), monitoring systems, and administration, etc must also be based on the shared vision of a child friendly classroom.

8.2.3 Following the presentation, Additional SPD, SSA, Uttar Pradesh asked whether quality necessitates a focus on the product or the process itself. He further pointed out that there is need for a clear quality framework, and that the challenge is also of how to update the curriculum keeping in view the exponential increase in knowledge. Shri Subir Shukla responded that the quality is a process and not product only.

8.2.4 JS(EE-II) stated that agencies developing syllabi, teaching learning material, training modules, assessment systems often do not share a common set of beliefs and assumptions about children, teachers, curriculum. As a result these core components of quality, namely syllabi, TL material, training modules, evaluation procedures are often incongruent, and do

not mesh with each other; they result in increasing the learning load on the child, leading to rote learning without comprehension. We need to ensure that agencies developing these materials are enabled to develop textbooks and learning material, training modules and assessment systems, which are based on a common understanding of how children learn. Mr. Shukla stated that the child is naturally curious and as adults we need to nurture this instinct in children.

8.2.5 Prof. Govinda stated that children's low learning is often linked to our own attitudes and biases, especially against children belonging to certain social categories. Irregular attendance is an important reason for low learning levels, and this must be addressed by making learning relevant and interesting. He also stated that is often a fragmented perspective in our inputs, for example there is inadequate discussion and linkage between the group of people responsible for teacher training and those who are involved in developing textbooks. SSA has provided significant resource support for quality enhancement. In this context it is important to assess, for example, whether the teachers are different today that they were some years ago as a result of training, whether training has really contributed to improving quality, whether children are learning better today than before, etc.

8.2.6 Secretary (SE&L) drew attention to the three Regional Workshops on 'Education of Equitable Quality' that were organised in the last two months and urged all States that have not participated to attend the Workshop to be held from 11-13, August, 2009. The States to participate are Gujarat, Maharashtra, Dadra & Nagar Haveli, Rajasthan, Uttar Pradesh, Jharkhand, Meghalaya, Andaman and Nicobar and Madhya Pradesh. Secretary (SE&L) also stated that Shri Subir Shukla has been associated to help evolve a Quality Framework, and the Regional Workshops have provided valuable inputs into the Framework.

8.3 DIET and BRC/CRC linkage and effectiveness

8.3.1 Prof. Padma Sarangapani, TISS, Mumbai made a presentation on the development of DIET, BRCs and CRCs as education Resource Centres for professional development of teachers, teacher educators and for school support. She elaborated on her experience in establishing the DIET and ensuring inter-linkages with BRCs and CRCs at Chamarajnagar in Karnataka. She explained how the Resource Centres at DIET, BRCs and CRCs at Chamarajnagar worked. The main objective developing these institutions as Resource Centres was to place within the reach of teachers and teacher educators, (a) materials and

ideas that are relevant to their practice, (b) create a professional space where their practice can be shared and developed in interaction with others, and (c) connect them to each other and the larger professional community. The DIET also provided a forum for visiting resource persons to share their work with people in the district. Prof. Sarangapani pointed out that teachers don't automatically know what to do once they become resource persons, and they require some more orientation on how they can effectively begin to mentor teachers, which means we need to shift away merely from discussing model lessons and hard spots, to more qualitative aspects of becoming a mentor to teachers. A copy of her presentation is at **Annexure-4**.

8.3.2 Following the presentation, SPD, SSA, Delhi asked about the future of BRCs/CRCs after the closure of SSA, lack of training educators, remuneration of resource centre and library-cum-resource centre.

8.3.3 Secretary, Government of Rajasthan pointed out that role of DIETs in in-service teacher training needs to be revitalised, since at present they are often tied up in conducting diploma or JBT courses.

8.3.4 Prof. Govinda noted that India has a unique asset, like almost no other country, in its existing network of BRCs and CRCs, which must be properly utilised. In order to change teachers, we need to engage with them on a consistent long-term basis, rather than doing training as one-time snapshots. We need to redefine the contours resource centre, which should exist as real Centres and not merely as a unit to provide training.

8.3.5 Mrs. Neelam Rao, Director (EE) drew the participants' attention to the findings of the study on the effectiveness of BRCs/CRCs, and highlighted some of the issues that need to be addressed, such as the overload of administrative work, the roles and functions of RPs not being clearly defined, etc. The summary of the study was circulated in the meeting.

8.3.6 Secretary (SE&L) emphasised the need for good quality training by giving example of curing TB by dots method i.e. Medicines cannot be missed even for single day, otherwise body will be immune to it. Similarly, training of poor quality impedes the success of SSA throughout the country.

8.4 Curriculum Revision in Bihar

8.4.1 Shri Rajesh Bhushan, SPD SSA Bihar made a presentation on revision of curriculum in Bihar i.e., Bihar Curriculum Framework 2008. He noted briefly about the chronology of events leading to BCF 2008, as well as on the processes involved in the curriculum renewal. A copy of his presentation is at **Annexure-5**.

8.4.2 Shri Mohammed Rafath, SPD, Andhra Pradesh sought clarification on rural education in BCF 2008. SPD, SSA Bihar replied that 450 schools were set up by Gandhiji with community support in rural areas on the basis of *buniyaadi talim*. The State Government is now reviving these schools. Shri Subir Shukla asked about the implementation plan to achieve quality education in Bihar, to which Bihar SPD responded that the road map with concrete milestones have been identified. The new Curriculum Framework also has a document on teacher training, assessment etc. In response to another question, SPD, Bihar said that the processes have all been documented and there are some copies available in English.

8.4.3 Mrs. Neelam Rao, Director, stated that 15 States have revised their curriculum. Secretary (SE&L) urged the States to undertake curriculum revision in light of NCF, 2005 and harmonise syllabus/textbooks, teacher training and assessment system with the curriculum.

8.5 Systemic reform for transfer and redeployment of teachers in Karnataka.

8.5.1 Dr. R. Nadadur, Principal Secretary, Govt. of Karnataka made a presentation on deployment of teachers in Karnataka. He stated that the State has enacted a law on the transfer of teachers. He briefly explained the salient features of the Teachers' Transfers Act. As per the Act, all areas have been grouped in Zones - A, B and C. For each year of service in each zone, teachers are awarded points, and their applications for transfers are considered on the basis of the points accumulated during their past service. There is a requirement of minimum 5 years service for applying for the transfer from one zone to another. A copy of his presentation is at **Annexure-6**.

8.5.2 In response the presentation by Secretary, Karnataka, Secretary, Government of Gujarat highlighted that Gujarat has also implemented a mutual transfer system through a Government Order. In response to some issues that they have faced in this process, they have

now made a rule that no teacher would be given a mutual transfer unless five years of service is remaining.

8.5.3 SPD, SSA, Delhi inquired about whether Karnataka is also looking at the teacher availability ratio – for example, if there are 3 posts sanctioned in a school for a Maths teacher, and only 1 is available, and if there is a transfer request from that teacher, would that be considered. He further highlighted that Delhi has implemented an online system that would automatically reject such applications based on a calculating a Teacher Availability Index.

8.5.4 SPD, SSA, Puducherry asked whether Karnataka prescribes minimum years of service in rural areas, to which Karnataka responded that there is a minimum of 5 years service in any zone to be eligible for a transfer with greater weightage given for serving in rural areas. New teachers who join the system are deployed in rural areas before they qualify for transfer to other schools.

8.5.5 In response to a query by Secretary, Government of Rajasthan, Secretary, Karnataka stated that for now they have only instituted a system of mutual transfer, since in the recent context it was difficult to bring changes in the general transfer system. This will be looked into in the next year.

8.5.6 In response to a question whether a module for counselling of teachers has been developed, Karnataka highlighted that counselling is aimed at making sure that the transfer is a participatory process so that teacher knows what is going on.

8.5.7 Mr. Subir Shukla, inquired whether the software has data about every teacher, or only teachers applying for transfer. Secretary, Karnataka responded that they are in the process of improving the tools to include information of this sort in an integrated manner to get a complete teacher profile through this.

8.5.8 In response to a question from Tamil Nadu about the system for placement of new recruits, Secretary, Karnataka responded that there is a system whereby new recruits are placed in Zone C (rural areas). At the time of induction, opportunities are given for teachers in Zone C to move to Zone B, teachers from Zone B to move to Zone A, and after that the choice is given to the new recruits.

8.5.9 Secretary, J&K noted that there is a lot of pressure from teachers to be in the bigger cities, because of 15% HRA whereas towns or villages have only 5% HRA.

8.5.10 Secretary, Uttar Pradesh asked whether there is an English version of the Act available on the internet, as well as of the Gujarat Government Order.

8.5.11 Secretary, Government of Rajasthan asked about the role played by the Panchayat Raj Institutions, to which Karnataka responded that transfers are not handled at the Panchayat level.

8.5.12 SPD, SSA, Andhra Pradesh highlighted that Andhra has a data base of all teachers which it has been following for 8 years. He noted that in Andhra secondary teachers are of the district cadre and cannot be transferred outside the district, and asked whether in Karnataka teachers have mobility across districts. Secretary, Karnataka responded that primary teachers' transfers are at block level, secondary teachers are at district level. But, if a teacher wants to move from one district to another, the proposal is considered at the State level. He also assured that the Act would be placed on the State Government website.

8.6 NCERT's Learner Achievement Survey: Journey from 1st to 2nd round

8.6.1 Prof. Avatar Singh, Head, DEME, NCERT made a brief presentation on learning achievement surveys of children in elementary education. He informed that they have made two rounds of survey of children in classes 3, 5, 7/8. The surveys were conducted in the period from 2001-02, 2007-08.

8.6.2 The third cycle of this survey will commence this year and will be completed in the next financial year. The purpose of these surveys is to gauge the learning achievement of children in the main curricular areas in different States. The surveys help us understand how diverse groups (gender area and social groups) perform. They also help in identifying the learning difficulties of children. They provide feedback to the States for planning interventions and policy formulations. Prof Avtar Singh stated that there has been improvement in each subject in each class from cycle 1 to cycle 2.

8.6.3 Following Prof. Singh's presentation, Mr. Subir Shukla asked whether the system of ranking States may put certain States always at a disadvantage if one specific factor such as

infrastructure is low. He also asked how does the system of ranking States help us to know what needs to be done for improvement. Prof. Singh responded that while this was also an issue raised by JRM members, this process at least gives us a broad picture of the overall situation in the country.

8.6.4 Mrs. Neelam Rao, Director (EE) suggested that NCERT may explore the possibility of disaggregated SQI at district and block levels.

8.6.5 Additional SPD, Uttar Pradesh inquired whether the sample included private schools also, to which the response was in the negative. He also asked about what are the policy prescriptions that emerge for each specific state in the light of the findings. Mrs. Neelam Rao suggested that perhaps this could be discussed through video-conferencing mode with respective States.

8.6.6 Mr. Subir Shukla asked whether any item analysis of children's responses has been done, which would be very useful for teachers and curriculum developers. Prof. Avtar Singh indicated that it is part of the studies and the information can be used.

8.7 Quality Progress Overview

8.7.1 Mrs. Neelam Rao, Director presented the State-wise status of various quality interventions. She stated that although the PTR at National level and 34:1, there are huge variations in states and districts. She also informed that there are huge vacancies of teachers under SSA and State Govt., especially in West Bengal, Rajasthan, Uttar Pradesh, Madhya Pradesh Chhattisgarh and J&K. A copy of her presentation is at **Annexure-7**.

8.7.2 In response to the issues highlighted by Mrs. Neelam Rao in the area of teacher recruitment, Secretary, West Bengal stated that 28,801 vacancies under SSA are for the newly sanctioned 14700 upper primary schools, while the earlier sanctioned vacancies have already been filled up. Regarding the 52,764 vacancies under State quota, these have been held up due to court cases and the State has taken up the issue with NCTE. The State Government has recently issued a new recruitment policy, and this has now been sent for notification, so these vacancies should be filled up soon within the next few months.

8.7.3 Secretary, Rajasthan stated that the examination for the teachers sanctioned under SSA has taken place recently, and is in the process of completion. He further stated that 13000 teachers have been transferred out of cities to rural areas. However, JS (EE-II) pointed out that the vacancies would still be remaining even after teacher re-deployment, and the state must initiate steps to fill its large teacher vacancies. She also suggested that the Right of Children to Free and Compulsory Education provides that PTR should be maintained for each school, and not merely as an average for the State or district. It also provides that teacher vacancies should not exceed 10% of the total teacher strength. Rajasthan must also look into the issue of its high percentage of single teacher schools (21.7%), and institute systems for regular teacher recruitment.

8.7.4 Special Secretary, Uttar Pradesh explained that the 33,718 vacancies under SSA are being filled through promotion and that promotions would take place in the next two months. There are still 1.65 lakh teacher vacancies under State cadre, but approximately 50,000 teachers who have just completed BTC have been placed in schools, and another 45,000 teachers should be completing their BTC in DIETs by the end of the current academic year. A request has been placed for 66,000 more teachers to undergo Special BTC training which is pending with NCTE.

8.7.5 Secretary, Madhya Pradesh clarified that examinations for teacher recruitment were conducted before the elections, and the 1st round of postings is currently going on. By the end of August, about 15979 teachers would be posted.

8.7.6 Secretary, J&K explained that 8482 SSA posts are vacant, and the recruitment process has been delayed on account of the election code of conduct for the State Assembly and Parliament. Notifications for recruitment have been issued in the papers, and it is expected that the process would be completed within two months.

8.7.7 SPD Chhattisgarh stated that approximately 30,000 posts are vacant, which should be filled up shortly.

8.7.8 JS (EE-II) pointed out that the Right of Children to Free and Compulsory Education Bill mandates school level PTR below 30 and subject specific teachers in Science, Maths and Social Science at the upper primary level. State may need to review their cadre and recruitment policies.

8.7.9 Progress on teacher training, particularly professional training of untrained teacher was flagged. Mrs. Neelam Rao also pointed out that School Grant / TLM Grant is not being utilised in classrooms in certain cases. In respect of Delhi, only 12 % schools report utilisation of TLM / School grant. There is also variation between State and school reports in respect of school grant. She requested all the State Government to check their figures with their districts regarding distribution of various grants.

9. Financial Management and Procurement

9.1 The agenda items pertaining to Financial Management and Procurement were discussed through a presentation made by Ms Richa Sharma, Director. It was pointed out that the statutory audit reports and IPAI concurrent financial reviews indicate a need for urgent strengthening of SSA financial systems. The 10th JRM had expressed similar concern and recommended a time bound action plan for strengthening financial management and address issues raised in the *aide memoire*.

9.2 Specific problems of a recurring nature, that are being repeatedly pointed out in the audit reports are as follows:

- Poor maintenance of accounts in the States, especially at sub-district levels.
- Uncertified expenditure and its accounting in the audit reports
- Slow pace of settlement of audit objections and IPAI concurrent review reports
- Delays in submission of audit reports which may lead to suspension of disbursement of Development Partners, in respect of defaulting States

9.3 Ms. Richa Sharma emphasized that immediate attention/ actions required on the following matters

- (a) Submission of audit reports on time with prior approval of EC
- (b) Audit reports submitted to be complete in all respects and also to mention about the extent of coverage of audit of VECs getting more than Rs 1 lakh.
- (c) Audit compliance report be submitted quarterly after proper settlement of pending objections
- (d) States to examine the feasibility of providing accounting support at sub-district level by way of either a dedicated block level accountant or an accountant for a group of blocks or any other feasible option that may suit the State/UT. 9 States have already done this.

- (e) Strengthening of internal audit system specially in terms of coverage and the follow up on the observations of the reports
- (f) IPAI reports to be treated as reflection of general status of accounts and financial management in the State and corrective measures be taken. Compliance report to be sent to Government of India for settlement of observations
- (g) Copy of FMP manual/simplified manual for VECs incorporating the amendments to be made available at all levels in the States/ UTs

9.4 Attention was invited to the audit reports of 2007-08 under which all advances amounting to Rs 4020 crores were treated as expenditure, which is about 25% of the total audited expenditure for the financial year 2007-08. This does not imply that funds were misused. It does, however, imply that the existing management, monitoring and auditing arrangements have not appropriately confirmed that funds were used for the purposes for which they were allocated. The 12 States to which this observations pertains specifically (AP, Arunachal Pradesh, Bihar, Haryana, Himachal Pradesh, Jharkhand, MP, Maharashtra, Meghalaya, TN, Uttarakhand and UP) were asked to look at para 6.20 and annexure 6 of the *aide memoire* of the 10th JRM and ensure that (i) UCs are obtained in respect of the specified amounts (ii) these should be submitted to the statutory auditors for examination, (iii) expenditure should be re-certified by the auditors, if they are satisfied that UCs are available and expenditure were made for the intended purposes and (iv) a report regard such re-certification of expenditure should be sent to the Government of India at the earliest.

9.5 A presentation was made by Shri Ramachandran, IPAI on the major findings of the second phase of concurrent reviews undertaken by IPAI in 12 States. Some of the major points of the presentation, indicating weaknesses that need to be addressed by States are:

- Release of funds at the end of the year to avoid lapsing of funds
- Some of the books like cash book, asset register, advance register et are not maintained or not properly maintained.
- CA did not audit BRC/ CRC accounts through provided in the TOR
- Capital expenditure debited to revenue head
- In many States, specified procurement procedure not followed
- Penal provision not included in contracts
- Internal audit not contributing much to betterment of SSA financial system

- SSA funds used for State schemes
- Insufficient staffing and capacity building of accounts personnel

9.6 Shri Avinash Joshi, SPD, Assam made a presentation on how strengthening of the financial monitoring system and building capacities in the State helped in achieving tangible results like increasing expenditure trends, decreased outstanding advances, reducing long pending unadjusted advances and ensuring timely statutory audit, with appropriate coverage of VECs. Mr Joshi emphasised the importance of optimal staffing and capacity building of accounts personnel at State, district and sub-district levels. He also indicated that promotional avenues have been created for accounts staff in SSA on the basis of their performance. Block level accounts staff have been appointed and they undertake field visits and extend support to VECs. Mr Joshi also informed that the state would be submitting the audit report for Financial year 2008-09 in August 2009 itself.

9.7 All States/ UTs were urged to (i) ensure participation in the quarterly review meeting of Finance Controllers, especially Chattisgarh, J&K, Manipur and HP, (ii) examine current staffing levels and audit wing of SSA, to arrive at optimal staffing requirements (iii) fill all vacancies and train accounts personnel on SSA FM systems, (iv) adopt e-transfer of funds to the lowest possible level (VEC, PTA, SDMC) along with the computerisation of accounts, and (v) upload information on the SSA web portal on a regular basis.

9.8 The States/UTs were also requested to strictly follow the Manual on Financial Management and Procurement. 8 States (TN, Punjab, Chattisgarh, Kerala, Bihar, West Bengal, Gujarat and Orissa) where post review of procurements to be carried out by the DPs were requested to submit the list of procurement contracts during the Financial Controllers meeting to be held on 10-11 August 2009.

9.9 States/UTs were requested to refund the unspent balances of DPEP and Pre-Project activities of SSA (wherever due) at the earliest.

9.10 Special attention was invited to agenda item number 17, where details of reported diversion of funds and financial/ procedural irregularities emerging from CAG, IPAI or CA audits have been listed. The States/UTs were urged to (i) recoup the diverted amounts to SSA accounts at the earliest and ensure that SSA funds are not diverted to non-SSA purposes under any circumstance, (ii) in cases where reported diversions have to be confirmed in

consultation with States, States must furnish their responses immediately, (iii) in cases of fraud/ embezzlement et., where action has been initiated against officials, updated progress in the cases should be furnished to GoI. Recoveries should be effected and credited to SSA accounts, as per due procedures, (iv) financial management systems should be strengthened overall, so that such instances do not recur.

9.11 In the discussion following the presentation, SPD J&K admitted that submission of audit report for 2007-08 was indeed delayed. He assured that response to the IPAI report will be submitted in 15 days and for the FY 2008-09, audit report submitted on time. He further informed that part State share due has been credited to SSA account and balance would also be released soon, SPD, AP informed that there was some confusion regarding treating of advances as expenditure. Para 73.1 of the FMP manual was pointed out and the difference between treating releases as expenditure for reporting purposes and accounting purposes was explained. For accounting purposes, releases to sub-district entities cannot be treated as expenditure, unless UC s received. SPD Chattisgarh informed that the State SSA Mission has received the due State share. He was asked to ensure timely audit of SSA accounts for FY 2008-09. SPD Puducherry sought a clarification on the issue of requirement of writing the accounts manually inspite of computerised accounts being maintained in TALLY. It was clarified that manual writing of accounts is not needed but printouts should be taken and attested as needed in manual writing of accounts. SPD Tamil Nadu wanted a clarification whether an agency procuring goods for SSA on behalf of SS needs to follow SSA procurement rules. It was explained that all agencies entrusted with procuring goods or serves for the State SSA Mission must follow the SSA procurement procedures.

9.12 Secretary, School Education and Literacy concluded the session with the following remarks:

- The review of financial management systems has pointed out the need for overall financial discipline and greater efforts for ensuring adherence to prescribed SSA procedures
- States that have not refunded the unspent balance of DPEP must refund the amounts at the earliest. Non-refund is likely to have adverse impact on further releases under SSA. States must appreciate the gravity of the situation and settle the accounts speedily

- States must take necessary steps for strengthening of Financial Management Systems

With this the sessions on The Right of Children to Free and Compulsory Education Bill / Sarva Shiksha Abhiyan were concluded.

10. **MID DAY MEAL (MDM) SCHEME.**

Shri Anant Kumar Singh, Joint Secretary, Department of School Education and Literacy made a presentation on critical issues under the MDM programme currently engaging attention of the Department. The presentation also highlighted performance of scheme in terms of coverage of schools, coverage of children, no of working days on which MDM was served, nutritional value of the food and utilization of resources made available, viz. cooking cost, food grains, transportation cost, MME, Kitchen sheds and Kitchen devices. The gist of the discussions is summarized below:

10. 1. System Related Issues

JS(EE-I) drew the attention of the States/UT Governments to the following system related issues and requested the States/UT Governments to provide their valuable views/suggestions during the interactive session, so that they are used appropriately for improvement in the planning and implementation of the scheme:

10.1.1 Proper Utilization of MME component:

Effective utilization of funds under MME will improve the overall quality of implementation and monitoring of the scheme. The national average for utilization of MME is only 14% during the first 3 quarters (1-4-08 to 31-12-08). The funds provided under MME component largely remained unutilized during the year. The State/UT Governments need to pay serious attention to this issue and prepare a proper plan for management and monitoring of the scheme and in case its implementation requires more money than the earmarked fund, then they should send their proposal to GOI with full details and justification.

10.1.2 Entrusting Responsibility to Village/ Nagar Panchayat:

The States/UTs are requested to consider seriously the proposal of Ministry of Panchayat Raj with regard to implementation of the MDM scheme through the village Panchayat and monitoring through the intermediary and district panchayats.

10.1.3 State Level Review Meetings:

Last year regional review meetings were held but participation from States, other than the host State, was not encouraging and of appropriate level. As a result, discussions couldn't lead to effective resolution of pending issues. Therefore, this year State level review meetings are intended to be held at respective State/UT capitals. States/UTs are requested to mention feasible dates of the meetings to be held during 15th September to 15th November, 2009.

10.1.4 Option for Foodgrain Lifting:

Regarding the periodicity of lifting of foodgrains, all States/UTs are requested to convey their option i.e. monthly/bimonthly/quarterly/half yearly/annually. Before sending their option they must take stock of their storage capacity so that the lifted foodgrains do not deteriorate in quality while in their stores.

10.1.5 Proposed changes in MDM:

JS (EE.I) informed that based on the request of States/UTs and recommendations of the National Level Review Committee and consultation held thereafter with all concerned an EFC memo has been circulated to the Planning Commission and other Ministries concerned on 13-07-2009. The proposal includes revision of food and cooking cost norms, linking of cooking cost to the rise in price of MDM items, fixing norm for engaging cooks and enhancement of their honoraria, cost of construction of kitchen sheds to be determined by State Schedule of Rates, grant for transportation of foodgrains to be at par with Public Distribution System (PDS) rates in 11 special category States, sharing of cooking cost, honorarium and cost of construction of kitchen sheds on 75 : 25 basis (in case of NER on 90 : 10 basis), release of funds to state/UT society on SSA pattern and payment of foodgrains to FCI at the district level. It may take 2-3 months in obtaining the approval of the competent authority on these proposals. Meanwhile if the States/UTs have any otherwise views they may send them to GOI at the earliest, in no case later than a fortnight.

11. Pending Issues of urgent nature:

11.1 Provision in the State Budget 2009 - 10

Primary Level: 14 States/UTs , namely Arunachal Pradesh, Maharashtra, Bihar, Haryana, Jharkhand, Orissa, Punjab, Rajasthan, Uttarakhand, Uttar Pradesh, Dadar & Nagar Haveli,

Lakshadweep, Daman & Diu, Delhi have made sufficient provision in the State budget 2009-10 for primary level. Rest of the 21 States/UTs, namely Andhra Pradesh, Assam, Chhattisgarh, Goa, Gujarat, Himachal Pradesh, Jammu & Kashmir, Karnataka, Kerala, Madhya Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tamil Nadu, Tripura, West Bengal, A & N Islands, Chandigarh and Puducherry are yet to make sufficient provision towards reimbursement of Central Assistance and the minimum mandatory State/UT contribution in their budget.

Upper Primary Level: 14 States/UTs, namely Arunachal Pradesh, Assam, Bihar, Haryana, Maharashtra, Orissa, Punjab, Rajasthan, Uttarakhand, Uttar Pradesh, Dadra & Nagar Haveli, Delhi, Daman & Diu, Lakshadweep have made sufficient provision in the State budget for upper primary level. Rest of the 21 States/UTs, namely Andhra Pradesh, Chhattisgarh, Goa, Gujarat, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tamil Nadu, Tripura, West Bengal, A & N Islands, Chandigarh, and Puducherry have not, so far, made sufficient budget provision.

States namely Assam and Tripura clarified during the meeting that they had made adequate budget provision in their State budget and made available this information to the Ministry in writing. Remaining States/UTs were advised to make adequate provision in their budget at the earliest as it will not be possible to release full central assistance for FY 2009-10 without this.

11.2 Pendency of confirmation of foodgrain lifting:

States/UTs are expected to send confirmation of lifting of foodgrains every month to facilitate/validate payment to FCI. In spite of monthly reminder, confirmation is awaited from several States/UTs in respect for several months. States/UTs were requested to send quickly the confirmation of foodgrains lifted by them.

Pending bills for FY 2008-09 pertain to Jharkhand and Kerala (18 bills each), Punjab(14 bills), Manipur(13 bills), Nagaland and Sikkim (12 bills each), Jammu & Kashmir, Maharashtra and West Bengal (11 bills each), Bihar(10 bills), Assam and Chhattisgarh (9 bills each), Andhra Pradesh (8 bills), Arunachal Pradesh and Himachal Pradesh (6 bills

each), Mizoram(4 bills),Meghalaya and Daman & Diu (2 bills each), Uttarakhand and Dadra & Nagar Haveli (1 bill each).

Confirmation for lifting during FY 07-08 has already been received from Uttarakhand, but the figures do not tally. State of Uttarakhand will have to check on it carefully. Remaining bills amounting to Rs.3118.02 lakhs pertain to States of Jammu & Kashmir, Arunachal Pradesh and Mizoram (11 bills each), Nagaland (10 bills), Assam (5 bills), Meghalaya (4 bills), Tripura and Manipur (3 bills each) and Sikkim (2 bills).

Pending bills up to the year 2006-07 amounting for Rs.5296.31 lakhs pertain to Bihar (114 bills), Assam & Sikkim (3 bills each), Arunachal Pradesh, Gujarat, West Bengal (2 bills each) and Chhattisgarh (1 bill). These States are requested to confirm the lifting of foodgrains at the earliest to facilitate payment to FCI and avoid unpleasant consequences.

11.3 Status of Quarterly Progress Reports (QPRs) of 2008-09

4th QPR of the FY 2008-09 has not been received from the States of Andhra Pradesh, Arunachal Pradesh, Assam, Chhattisgarh, Himachal Pradesh, Meghalaya, Mizoram, Nagaland, Sikkim, Tamil Nadu and West Bengal. QPRs of all 4 quarters of the year are pending in case of State of Jammu & Kashmir. Jammu & Kashmir promised during the meeting that all the 4 QPRs have been compiled and will be submitted shortly. State of Tamil Nadu has not sent 2nd and 3rd QPR and was requested to send them at the earliest. State representative from Madhya Pradesh informed during the meeting that they had already sent the 3rd QPR, they will again send a copy of it.

11.4 Unspent Balance of Central Assistance as on 31-03-2009:

Twenty one States/UTs, namely Andhra Pradesh, Assam, Bihar, Goa, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Karnataka, Manipur, Meghalaya, Mizoram, Nagaland, Orissa, Uttarakhand, West Bengal, A&N Islands, Chandigarh, Daman & Diu, Dadra & Nagar Haveli and Puducherry have not provided information about unspent balance of cooking cost as on 31-3-09. States/UTs were requested to provide the information immediately because the Central Government will not be able to release the balance amount of 1st installment for 2009-10 without this information.

11.5 Pending ATN on Audit Para of C &AG 2000 & C&AG Performance Audit 2007:

JS (EE-I) emphasized the urgent need to settle the pending audit paras in respect of C& AG Audit of 2000. So far, in spite of repeated reminders, the requisite information has not been received on the queries raised by the C & AG Audit of 2000 from 10 States/UTs, namely Andhra Pradesh, Arunachal Pradesh, Himachal Pradesh, Jammu & Kashmir, Meghalaya, Mizoram, Orissa, Sikkim, Chandigarh and Delhi.

Action Taken Report is awaited from 4 States, namely Assam, Kerala, Nagaland and Sikkim on the observations made in the C &AG Performance Audit report -2007. These States were requested to send their response to these paras at the earliest.

12. Review of Performance during 2008-09 upto 31-12-08

The implementation of MDM was reviewed on the basis of information furnished by the States/UTs about first 3 quarters of the FY 2008-09 i.e. 01-04-08 to 31-12-08.

12.1 Coverage of Institutions:

At Primary level, 97% of institutions were covered under MDM. Major non-coverage of schools was reported from Manipur (24%), Bihar (19%), West Bengal (10%), Uttarakhand and Uttar Pradesh (3% each). JS (EE-I) urged these States to pay serious attention to this issue. 5 years after the implementation of scheme, non-coverage of 3% of institutions at the primary level should be a matter of serious concern for all of us.

At Upper Primary level, States/UTs are yet to cover 11% of the institutions. Non-coverage of institutions are mainly in Assam, Manipur, Delhi, Goa, West Bengal and Karnataka. In Goa and Delhi, the programme is yet to take off. JS (EE-I) requested these States/UTs to make serious efforts to achieve 100% coverage of institutions under MDM during 2009-10. Secretary (SE&L) directed the Ministry to send a letter to Chief Minister of Delhi from HRM to emphasize the need to start MDM scheme for upper primary children in Delhi at once.

12.2 No. of working days on which MDM was served:

Against MDM-PAB approval of 153 days, the States/UTs served mid day meal for 150 days at Primary level which was a satisfactory performance by the States/UTs. In 5 states namely Assam, Jammu and Kashmir, Manipur, Punjab and West Bengal the disruption was for more than 25 days. Representative from the State of Jammu and Kashmir stated that due to strike in Kashmir valley, there was long disruption in serving MDM.

At Upper Primary level, on 132 days MDM was served against the PAB approval of 153 days. State Govts of Assam, Maharashtra, Manipur, Mizoram, Punjab, Tripura, and West Bengal stated that late commencement of MDM in upper primary level was the reason for serving MDM for lesser number of days.

12.3 Enrolment versus Children Availing MDM

At primary level in 6 States namely Meghalaya, Bihar, Gujarat, Jharkhand, Chhattisgarh and Uttar Pradesh average no. of children availing MDM was less than the national average of 78%. Mizoram is the only state in which average no. of children availing MDM was more than the enrolment. In rest of the 28 States/UTs, average no. of children availing MDM was more than the national average.

At Upper primary level, 17 States/UTs namely Andhra Pradesh, Assam, Bihar, Goa, Gujarat, Jharkhand, Maharashtra, Madhya Pradesh, Manipur, Tamilnadu, Tripura, Uttar Pradesh, West Bengal, Chandigarh, Daman & Diu, D& N Haveli and Delhi, the average no. of children availing MDM is less than 85% of the enrolment. In Mizoram and Jammu & Kashmir average no. of children availing MDM was more than enrolment. In rest of the 16 States/UTs, average no. of children availing MDM was in between 85%- 100% of the enrolment.

JS (EE-I) requested Mizoram and Jammu & Kashmir to explain as to how they fed more children than actually enrolled in schools. He also appealed to States/UTs to feed all children who attend school on all school days without any interruption. PAB approval on no. of children and no. of working days is only an estimate. States/UTs should enquire as to why all the children enrolled in the schools are not opting for MDM. If there are social reasons for this, it should be attended on priority because this scheme is also meant to break social barriers.

12.4 Primary Level- No. of Children- Approved by PAB vs. Actual Performance:

Five States/UTs, namely Chandigarh, Dadar and Nagar Haveli, Daman & Diu, Manipur and Uttar Pradesh had served less than 85% children against the PAB approval, whereas 9 States/UTs namely, Chhattisgarh, Maharashtra, Mizoram, Jharkhand, Orissa, Rajasthan, Sikkim, West Bengal and A& N Islands had served more than 100% children against the PAB approval. Rest of the 20 States/UTs had served children between 85% -100% of the PAB approval.

Upper Primary Level

In Eight States/UTs, namely Andhra Pradesh, Jammu & Kashmir, Madhya Pradesh, Orissa, Rajasthan, Tamilnadu, A & N Islands and Lakshadweep the no. of children availing MDM was more than the PAB approval. In 15 States/UTs, children availing MDM against approval was ranging between 85%- 100%. In 9 States/UTs, namely, Jharkhand, Manipur, Maharashtra, Tripura, Uttar Pradesh, Uttarakhand, West Bengal, Chandigarh and Dadar & Nagar Haveli it ranged between 30-85%. While in rest of the 3 States/UTs namely Assam, Delhi and Goa the no. of children availing MDM is less than 30% against the approval.

JS (EE-I) invited the attention of those States/UT governments who served more children than PAB approval and stated that these States/UTs didn't request for supplementary resources. Obviously, the number of working days must have been reduced. This is against the spirit of the scheme. All children attending school must be served MDM on every school day. He reminded the States/UTs of the minutes of the PAB in which it is explicitly recorded that if the no. of children availing MDM is increased, the States/UT Governments should send a proposal with evidence and justification immediately so that MHRD can enhance the resources as per requirement for proper and smooth implementation of the scheme on all working days.

12.5 Social Status of Cooks: Regarding the status of the cooks under MDM, it was revealed from the analysis that 85% of cooks under MDM were women. More than one-third of the cooks belonged to OBC category, followed by others (22%), SC (21%), ST (16%) and minority (7%).

12.6 Nutritional norms:

Against the norms of providing 450 calories at primary level in MDM, 5 States/UTs namely Bihar, Kerala, Dadar & Nagar Haveli, Lakshadweep, and Puducherry were providing more than 550 Calories. While rest of the States/UTs were providing calories as per norms.

At upper primary level, 8 States/UTs namely Andhra Pradesh, Bihar, Kerala, Manipur, Punjab, West Bengal, Dadar and Nagar Haveli and Daman & Diu were providing more than 700 calories. State of Arunachal Pradesh was providing only 100 gms of food grains against

the norms of 150 gms in upper primary level. Secretary, Education, Arunachal Pradesh was requested to look into the matter, take remedial measures and inform GOI about it.

12.7 Foodgrains lifting:

Primary Level

Six States/UTs, namely Dadar & Nagar Haveli (0%), Lakshwadeep (21%), Daman & Diu (29%) Manipur (44%), Arunachal Pradesh (47%) and Tripura (48%) had lifted below 50% of food grains. It was requested to explain as to how these States/UT Governments managed to feed children without lifting adequate quantity of food grains. Furthermore, 5 States, namely Sikkim (101%), Gujarat (102%), Uttarakhand (106%), Meghalaya (127%), and Andaman & Nicobar Islands (186%) had lifted more than annual allocation of the foodgrains. FCI was also requested to enquire as to how the field unit of FCI allowed lifting of more than the allocated quantity. Rest of the 24 States/UTs lifted between 50% - 100% of food grains. The national average of lifting was 82%.

Upper Primary Level

The national average lifting of foodgrains for 3 quarters was only 51% at upper primary level. 10 States/UTs namely Dadar & Nagar Haveli (0%), Lakshwadeep(0%), Daman & Diu(0%), Chandigarh(0%), Andaman & Nicobar Islands(0%), Goa(0%), Delhi(6%), Arunachal Pradesh(11%) , Manipur(16%) and Assam(18%) had lifted below 20% of allocation. This was followed by the States namely Andhra Pradesh(23%), Bihar(25%), West Bengal(29%), Jammu & Kashmir(34%), Chhattisgarh(42%), Uttarakhand(43%) and Uttar Pradesh(46%) lifted foodgrains between 20% -50% upto 31-12-08. Of the remaining 17 States/UTs lifting was between 50% -100%.

Secretary (SE&L) expressed deep concern at poor lifting of foodgrains by large number of States/UTs, as this is the first step towards proper implementation of the scheme.

12.8 Food grains Utilization during 1-04-08 to 31-12-08 (Pry + Up. Pry)

The national average utilization of food grains was only 76%. In 10 States/UTs, namely Assam(28%), Delhi(43%), Chandigarh(43%), Goa(46%), Bihar(53%), Daman & Diu(55%), West Bengal(55%), Jammu & Kashmir(60%), Dadar & Nagar Haveli(61%), and

Punjab(67%) the utilization was less than the national average. In 5 States/UTs, namely Meghalaya (124%), Chhattisgarh (112%), A &N Islands (107%), Madhya Pradesh (106%) and Rajasthan (103%) utilization of food grains was above 100%. These states/UTs need to explain how they managed to achieve more than 100% utilization. Remaining 20 States/UTs had utilized foodgrains between range of 70%-100%.

12.9 Cooking Cost Utilization:

Primary Level

Against the national average of 67% cooking cost utilization, 9 States/UTs namely Manipur(16%), Gujarat(27%), Jammu & Kashmir(35%), Chandigarh(42%), Uttarakhand (50%), Punjab(53%), Assam(55%), Himachal Pradesh and West Bengal(56% each) had utilized less than 60%. 8 States/UTs namely Meghalaya(129%), Sikkim(125%), Bihar(98%), Rajasthan(89%), A & N Islands(88%), Mizoram(85%), Arunachal Pradesh(83%) and Chhattisgarh(81%) had utilized more than 80% of cooking cost. Rest of the 18 States/UTs shown utilization between 60-80%.

Upper Primary Level

Excess utilization of cooking cost was observed in the State of Meghalaya (351%). 4 States namely Lakshadweep (99%), Rajasthan(86%), Bihar and Arunachal Pradesh (81%) have shown utilisation above 80%. It needs to explain the abnormally high utilization of cooking cost. The utilization of cooking cost by 14 states/UTs, namely Manipur, Daman & Diu, West Bengal, Tripura, Maharashtra, Mizoram, Punjab, Uttarakhand, Chandigarh, Andhra Pradesh, Jharkhand, Orissa, Uttar Pradesh and Jammu & Kashmir was below 60%. 12 States/UTs had shown utilization of cooking cost between 60-80 %. 3 UTs namely A&N Islands, Delhi and Goa had shown Nil utilization of cooking cost.

12.10 Mismatch in Utilization of food grains and Cooking Cost

Primary Level:

On analysis of utilization of food grains and cooking cost, it was noticed that in 12 States/UTs (viz. Haryana, Daman & Diu, Dadar & Nagar Haveli, A&N Islands, Bihar, Sikkim, Meghalaya Manipur, Gujarat, Jammu & Kashmir, Andhra Pradesh and Arunachal Pradesh) the

gap between the utilization of cooking cost and the foodgrains was substantial. In remaining 23 States/UTs, mismatch in utilization of food grains and cooking cost was within +/- 10%.

Upper Primary Level:

It has been noticed that in 15 States/UTs (Bihar, Haryana, West Bengal, Manipur, Kerala, Jharkhand, Jammu & Kashmir, Gujarat, Madhya Pradesh, Sikkim, Meghalaya, Nagaland, Andhra Pradesh, Lakshadweep and Orissa) the gap between utilization of cooking cost and food grains is large. In remaining 20 States/UTs, mismatch in utilization of food grains and cooking cost is within range of +/- 10%.

JS(EE-I) requested the States/UTs that the utilization of foodgrains and cooking cost should be synchronous and the mismatch in utilization indicates lack of monitoring and poor quality of implementation. He requested the state representatives to monitor the scheme periodically in respect of these parameters.

12.11 Utilization of MME

In 9 States/UTs viz. Goa, Gujarat, Haryana, Jammu & Kashmir, Maharashtra, Dadar & Nagar Haveli, A&N Islands, Chandigarh, Daman & Diu the MME fund has not been utilized at all, while the national average is also only 14% for first three quarters of 2008-09. Only 8 States/UTs, namely Tripura, Arunachal Pradesh, Lakshadweep, Madhya Pradesh, Manipur, Jharkhand, Nagaland and Bihar has utilized above 75% of MME fund during the FY 2008-09. In remaining 18 States/UTs, utilization of MME fund is less than 75%.

12.12 Construction of Kitchen Sheds

The utilization of kitchen shed grant was below 50% of the allocation in 13 States/UTs viz. West Bengal, Himachal Pradesh, Assam, Andhra Pradesh, Punjab, Gujarat, Maharashtra, Karnataka, Tamilnadu, Chhattisgarh, Rajasthan, Mizoram and Bihar. Central assistance for construction of Kitchen sheds was not sanctioned to the States/UTs of Delhi, Goa and Lakshadweep. A&N Islands, Chandigarh, Dadar & Nagar Haveli and Puducherry had not been able to utilize any amount out of the allocation under this head till 31-12-08. The utilization by Arunachal Pradesh, Haryana, Jammu& Kashmir, Jharkahand, Kerala, Madhya Pradesh, Meghalaya, Orissa, Sikkim, Tripura and Uttar Pradesh ranged between 50- 99 percent.

12.13 With regard to payment to FCI, representative from Haryana requested MHRD to take care that FCI does not ask for pre-payment. JS (EE-I) informed that food grains will be issued by FCI on credit basis and the District authorities will have to make payment to FCI within the stipulated time on receiving the consolidated monthly bill from the FCI. A corpus of Rs. 300 crore has been given to FCI to account for the anticipated gap in lifting and payment. Fund for payment to FCI will be made available in advance as outright central grant.

12.14 The representative of Jammu & Kashmir mentioned that due to logistics problem, and also incompetence of aganwadi workers, pre-primary children should be included under MDM. In response JS (EE-I) informed that Ministry of WCD is very keen to recognize these preprimary classes as aganwadi centers and extend all facilities available under ICDS to these preprimary children, which included cooked meal also. He further mentioned that this was informed to us when Secretary (SE&L) had a meeting with WCD Secretary on this issue.

12.15 At the end Smt. Anshu Vaish, Secretary (SE&L) thanked all the participants for their participation and valuable comments. She mentioned that education is a national enterprise in which active and constructive partnership of the Centre and States/UTs is a must. She expressed appreciation for the active role of the State/UT Governments in implementing the schemes of the Department of School Education and Literacy, Government of India and requested the State Governments to monitor the programmes regularly and send the reports in time. She emphasized on the need to expand the education system with equity and quality to achieve, in true sense, the goal of universalization of Elementary Education in the country. She requested the states to appreciate the need to closely monitor this scheme on day to day basis. No amount of postmortems done later is going to get the children their entitlement except an ever alert machinery implementing the scheme in its true spirit. As the success of these programmes depends on states' commitments she urged all to work with renewed vigor to fulfill the objectives of the programmes. She also requested the States/UTs to send their responses, if any, to the proposal of changes under MDM immediately.

13. **TEACHER EDUCATION**

13.1 Joint Secretary (EEI), Department of School Education and Literacy welcomed the participants and stated that the Centrally Sponsored Scheme of Teacher Education was introduced in 1987 in a de-centralised manner at the District level. He emphasized the importance of the Scheme and exhorted States to implement the Scheme in dynamic manner. Since Teacher Education is the cornerstone of education, its proper implementation would have cascading effect on the entire gamut of education. He expressed concern that the States are not implementing the Scheme the way it is envisaged. For instance, a substantial number of vacancies of teacher educators in the State-owned teacher education institutions are unfilled by the States. One of the reasons for not filling up of the posts is the absence of a separate cadre for teacher educators. The Ministry is taking steps to strengthen the teacher education system for which active cooperation of the States is required. In this context, he referred to the proposal which was placed for consideration of the Expenditure Finance Committee (EFC) which recommended comprehensive evaluation of the Scheme.

13.2. With a view to share the details of the evaluation and the proposed way forward, Joint Secretary (EE-I) requested Director, NCERT to take the floor.

13.3. Director, NCERT stated that, while drafting the recommendations of the evaluation, they are aware of the fact that teacher education must play a leading role in the context of overall development of education. Further, he stated that development of textbooks should be in consonance with NCF, 2005. He shared with the participants that in 2004, 3 % children were studying NCERT books, while at present 32% children are studying the NCERT books. He observed that the following broad principles guided NCERT in preparation of the evaluation report:-

- (i) National Curriculum Framework (NCF), 2005 - textbooks of Primary and Upper Primary should be highly contextualized in the children milieu.
- (ii) Renewal of understanding of Teacher Education - There is a necessity to renew the understanding of original concept of Teacher Education in today's environment. Recommendations should be made in such a way that these may guide the development of teacher education, particularly when the sector has been neglected.

- (iii) Addressing long term lacunae - Sarva Shiksha Abhiyan (SSA), a historical exercise involving enormous challenges, has presented a unique opportunity for bringing children of varied background into the mainstream. This is also a challenge for teacher education. Also, the perspective that every child should make a contribution, must inform the teacher education courses.
- (iv) Right of Children to Free and Compulsory Education - The perspective of Right of Children to Free and Compulsory Education Bill, 2009 provided a whole new landscape enhancing the role of teachers and teacher educators.
- (v) Rashtriya Madhyamic Shiksha Abhiyan - Rashtriya Madhyamic Shiksha Abhiyan (RMSA) has been launched in the country necessitating more number of trained secondary teachers. In this regard, DIETs could play leading role by supplementing the efforts of the CTEs by providing training to secondary teachers.

13.4. Director, NCERT stated that the study conducted by the NCERT arrived at the following important findings :

- a) DIETs are functioning below their capacity. Therefore, much more is needed to be done to improve their performance.
- b) Substantial number of vacancies of posts of teacher educators have been found in the DIETs;
- c) Absence of a separate teacher education cadre has been noted for most of the States.
- d) The evaluation study has noted that, in some of the cases, the tenure of the Principal is two to three months, which is not good for administrative stability.
- e) Involvement of SCERT in administrative affairs of the DIETs is not healthy;
- f) Inadequate academic autonomy of teacher education institutions.
- g) Policy Advisory Committees (PACs) are not functioning in most of the States.
- h) The role and functions of Boards of Education/SCERTs are not clearly defined. In some of the States, Boards of Education are performing the functions of SCERT leading to confusion.
- i) In some of the States, it was noted that CTEs/IASEs are not functioning in away to inspire confidence. The action research published does not give positive picture

13.5 Director, NCERT further stated that, based on the study, following suggestions are under consideration of NCERT in the context of evaluation:-

- i. Radical enhancement of the capacity of different teacher education institutions.
- ii. Urgent steps should be taken by the States to fill up vacancies of teacher educators in DIETs.
- iii. For complete development of teacher education, it is highly desirable that a separate teacher education cadre should be created by States.
- iv. The tenure of Principal of a DIET should be of two years at the minimum.
- v. SCERT should be more of an academic institution rather than an administrative body. In fact, SCERT should be the lead institute undertaking research and training in education. Ideally, SCERTs should be affiliated with universities. SCERTs should concentrate mainly on curriculum development and textbook renewal etc.
- vi. Relevance of DIETs, particularly in the context of in-service training being provided for SSA, need not be over emphasized. DIETs have also to play meaningful role in implementation of Rashtriya Madhyamik Shiksha Abhiyan (RMSA). Therefore, keeping in view the enlarged role of DIETs, it would be prudent to strengthen them.
- vii. Linkage with higher education - 10-12% DIETs, having sizeable faculty and better functioning in a broader term, should be upgraded to the college level.
- viii. The CTEs/IASEs should be strengthened in such a way that they can support the expansion of secondary education. The emphasis should be on greater focus on strengthening linkages of CTEs with institutes of higher learning.
- ix. Block Institutes of Teacher Education (BITEs) may be established to provide in-service training in teacher education in a localized structure. This would subsume BRCs/CRCs.
- x. IASEs should play leading role in producing trained manpower for the teacher education institutions.
- xi. PAC is an important academic body which should be made functional. At present, academic initiatives are being taken on an *ad hoc* basis.

13.6. Chairperson, NCTE stated that mushrooming growth of teacher education institutions has happened because the growth was not regulated properly due to absence of data base on demand and supply of teachers and teacher educators. Recognition of various teacher education institutions in the States was largely due to the fact that the States did not come forward with the factual data. Therefore, keeping this aspect in view, NCTE initiated a study in 2007 to study the trends and taking stock of the teachers and teacher educators at different school stages. The study was also intended to estimate demand and supply of teachers and teacher educators at different school stages from 2007-08 to 2016-17. Till date the State reports in respect of Andhra Pradesh, Chhattisgarh, Karnataka, Kerala, Tamil Nadu and Uttar Pradesh have been completed and are in the process of being published. The work of drafting of the reports of other States/UTs is on. In a couple of months, all the State reports are expected to be finalized.

13.7. Chairperson, NCTE further observed that in order to check the mushrooming of large number of teacher education institutions, NCTE has issued a public notice to the effect that further teacher training institutions will not be recognized in the identified 13 States for given courses during the session 2010-11. He further stated that NCTE is trying to address certain hardships being faced by the eastern and north eastern states in setting up teacher training institutions.

13.8. Chairperson, NCTE further observed that NCTE brought out its last curriculum framework for teacher education in 1998. Since then many changes have taken place in the educational scenario and school context to which teachers need to be duly oriented. An important development in this direction has been the adoption of the NCF, 2005 for school education as developed by NCERT which has direct implications for teacher education curriculum. He also mentioned that Information & communication technology; Inclusive education; Gender dimension; Education of the SCs/STs, tribals and minorities; Health/Physical education & sports; Human rights; Environmental education; Use of community knowledge and Peace values are new demands on teacher education curriculum.

13.9 A presentation on the Teacher Education Scheme was made, highlighting the approvals given by the TEAB for 2009-10, the state-wise vacancy position of academic posts in DIETs and state-wise position of untrained teachers. Attention of the participants was also drawn to the meetings of the TEAB in which the State Governments were requested to furnish specific details which could enable the Ministry to sanction central assistance during

the year. The State Governments were also requested to furnish the position of unspent balance (as on 31st March, 2009) of the Central assistance released during 2008-09.

13.10. Various issues raised by the representatives of the State Governments were discussed, including difficulties faced in early recruitment of teacher educators, problems relating to training of untrained teachers and the need to improve the infrastructure of the teacher education institutions. The representatives assured that the details, as decided in the TEAB meetings, would be furnished to the Ministry at an early date.

14. **SECONDARY EDUCATION:**

14.1 Commencing the discussions, **Smt. Anshu Vaish, Secretary (School Education & Literacy)**, Secretary (SE&L) highlighted the importance accorded to secondary education sector under the 11th Five Year Plan. She stated that the focus in the coming days would very much be on the Rashtriya Madhyamik Shiksha Abhiyan, and this conference provided an opportunity to clarify the doubts of State governments in preparation of project proposals.

14.2 **Shri S.C. Khuntia, Joint Secretary (SE)** stated that the vision for universalisation of secondary education need to be pushed further. Secondary Education was set to assume a much bigger role in the coming days, and it would form the foundation for the future. He presented the salient features of the present scenario in secondary education, and flagged the reforms immediately required. In particular, he highlighted the wide inter state disparity and the requirement to allocate around 1.5% of GDP for secondary education.

Rashtriya Madhyamik Shiksha Abhiyan

14.3. **Shri Satish Nambudiripad, Director(SE)** thereafter made a presentation on Rashtriya Madhyamik Shiksha Abhiyan. The following issues were mentioned,

- (i) Objective of the scheme.
- (ii) Strategy for implementation of the scheme.
- (iii) Components of the scheme.
- (iv) Physical targets.
- (v) Financing pattern.
- (vi) Current status of implementation.
- (vii) Issues requiring attention of the State governments.

14.4. JS(SE) highlighted the following issues,

- (i) He emphasised the need to integrate the implementation structure for RMSA into the general hierarchy of Secondary Education Departments into the State. He suggested to the States to consider designating the Commissioner or Director in-charge of Secondary Education as the Project Director for RMSA in the State/UT, to be assisted by a full-time Additional Project Director meant only for project activities. Similar structure was also suggested at the district level.
- (ii) The frame work for implementation of the RMSA envisages that the scheme should be implemented through the SSA societies. However, in many States, the Directorate of Secondary Education is different from that of Elementary Education and even at district level, these are different offices for these two activities. Keeping this in mind and also in the light of initial feedback from the States, JS(SE) suggested that States/UTs could consider setting up a separate society for implementation of RMSA. This would also help in capacity building for the secondary education sector.
- (iii) JS(SE) explained that the perspective plans of States/UTs should indicate the ultimate goal of universalisation and then draw up a realistic time frame, besides indicating the requirement of additional infrastructure and facilities including teachers, broad parameters and the strategy of achieving the goal.
- (iv) Annual Plan would indicate what is planned to be achieved during the current year.
- (v) It was also clarified that while States were required to send Perspective and Annual Plans together, they should not wait for preparation of a comprehensive perspective plan. If comprehensive perspective plan was not possible at this stage, an indicative perspective plan could be sent for this year, to be further fine tuned subsequently.
- (vi) For the current year, JS(SE) suggested that a few blocks can be chosen and all schools in the blocks could be covered. This would provide a demonstration

effect for other blocks for the next year.

- (vii) It was also pointed out that the scheme had provisions for major repair (up to Rs.4.00 lakhs) and annual school grant of Rs.50,000 for purchase of books, periodicals, payment of electricity, telephone, water charges etc. JS(SE) requested all State governments to make full use of these provisions.
- (viii) JS(SE) stated that reform of secondary education sector was a very important component of the programme. Such programmes need to be indicated in the perspective plan along with strategies to achieve the objective. This programme can be initiated to whatever extent possible during the current year, but would need to be tackled more comprehensively from the next year.
- (ix) JS(SE) informed the State Secretaries that indicative templates of perspective plan for 3 select States (Tamil Nadu, Madhya Pradesh and Bihar) were being developed in collaboration with a consultant supported by DFID. These would be shared with all State governments. Besides, MHRD was organising a workshop on 10-11 August, 2009 in New Delhi to assist States in preparation of perspective plans. He requested all State Secretaries in charge of secondary education to attend the workshop along with 2-3 members of the State Planning Team for RMSA.
- (x) JS(SE) also emphasised the importance of Secondary Education Management and Information System (SEMIS) for the success of the programme, as it would provide a comprehensive picture of secondary education sector in the State. He requested all States to freeze data for SEMIS(as on 30.9.2007) without further delay. He pointed out that collection of the data for next year (as on 30.9.2008) was already due and needed to be taken up urgently.
- (xi) The following activities were highlighted for immediate attention of the State governments,
 - Setting up of implementation society.
 - Opening of Bank account of the Society.
 - Sending of Perspective and Annual Plan.

14.5. Considering limited availability of fund this year, Secretary (SE&L) requested all States to send Perspective and Annual Plans as quickly as possible, as preference might have to be given to those sending proposals early in case of shortage of fund. Secretary (SE &L) thereafter invited comments from various State Governments. The following issues were discussed,

14.5.1 Gujarat:

14.5.1.1. Commissioner (Schools), Govt. of Gujarat informed that the RMSA society had been set up in the State. He enquired about the following issues,

- (i) The duration of the RMSA project.
- (ii) 95% of the secondary schools in Gujarat were grant in aid schools, which were available to the public at no cost, and therefore whether there was any possibility to bring these schools within the ambit of RMSA.
- (iii) Kind of assistance NUEPA would provide in generation of report for SEMIS.

14.5.1.2. Secretary (SE &L) clarified that RMSA project would continue at least up to 2017, i.e., end of 12th Five Year Plan.

14.5.1.3. JS (SE) stated that at present the scheme provided for Govt. schools only. However, the central Govt. was aware of the difficulties faced by States with small number of Govt. schools and efforts might be made to widen the scheme after the scheme had worked for sometime. Secretary (SE &L) clarified that unless the scheme operated for some time, it would not be possible for the Ministry to suggest any modification in the scheme. JS (SE) advised the Gujarat Government to complete coverage of govt. schools under the scheme expeditiously in the first year.

14.5.1.4. On the issue of SEMIS, Vice Chancellor, NUEPA clarified that the reports would have to be generated by the States. The requisite software including standard report formats would be developed by NUEPA. JS (SE) stated that the States needed help in report generation. Secretary (SE &L) stated that initially a parallel system of maintaining the database (on stand alone basis) might be attempted by the States.

14.5.2. West Bengal:

14.5.2.1. Secretary, Govt. of West Bengal raised the following issues:

- (i) He suggested a phased approach to implementation, with focus to more backward region first.
- (ii) A population based criteria for grant for preparatory activities was suggested, in view of very high average population per district in West Bengal (about 42 lakh)
- (iii) It was also pointed out that only 124 of around 9,500 secondary and higher secondary schools in the State were full fledged govt. schools, and therefore keeping the aided schools outside the scheme would cause considerable difficulty.

14.5.2.2. Secretary (SE &L) emphasized that it was too early to discuss change in norms of the scheme, as it had just been announced. JS (SE) clarified that State Government was free to develop phasing of implementation of the scheme. He suggested that the State could take up development of all the existing Govt. schools of West Bengal in the first year itself.

14.5.3. Karnataka:

14.5.3.1. Secretary, School Education, Govt. of Karnataka clarified that SPD, SSA had also been designated as the Project Director for RMSA. He also suggested that implementation of RMSA should be permitted through the SSA society, as it would enable the States to utilize the experience gained in implementation of SSA. He also suggested that training modules for teachers should be developed by specialised agencies like NCERT/ NUEPA.

14.5.3.2. Secretary (SE &L) clarified that while States were not precluded from implementing RMSA scheme through SSA societies, it was strongly recommended that a separate society should be constituted for implementation of RMSA scheme, as it would provide an opportunity for capacity building in the secondary education sector. JS (SE) stated that States should take a decision after carefully weighing the pros and cons. He also suggested that ICT should be used in a big way in teachers' training.

14.5.4. Rajasthan

14.5.4.1. Secretary (School Education), Govt. of Rajasthan stated that around 1900 schools were proposed to be upgraded in the State, and another 500 schools with Commerce stream were likely to be opened. He wanted to know whether there was any sectoral cap under RMSA.

14.5.4.2. JS (SE) clarified that there was no sectoral cap under RMSA at present, and no ratio for investment between different components had been prescribed.

14.5.5. Jammu & Kashmir

14.5.5.1. The State representative stated that they were facing problems in collecting data for SEMIS from schools affiliated to CBSE and CISCE.

14.5.5.2. JS(SE) stated that instruction had been issued to CBSE and CISCE to write to their schools to cooperate. In case of any specific problem, a list of schools not cooperating with the State government in collection of data might be provided to MHRD, so that the matter could be taken up with the concerned board/ agency.

14.6. Chhattisgarh

14.6.1. The State representative stated that some schools had already been upgraded, and more schools were likely to be opened in the current year. He wanted to know whether vacancies for teachers in the schools already opened could be filled up through RMSA.

14.6.2. JS (SE) clarified that filling up of existing vacancies would not be financed under RMSA. Only newly created posts would be financed up under the scheme. However, it was possible to create new posts in existing schools under RMSA subject to adherence to norms.

14.7. Delhi

14.7.1. The representative of Delhi government informed that they had developed their own software for collection of data for classes I to XII, and hence did not collect data under SEMIS. He pointed out that 90% of the upper primary schools in Delhi also happened to be secondary schools. This might lead to a problem so far as training of

teachers was concerned. All teachers of upper primary schools were already being deputed for 20 day training programme every year under SSA. Since most of the upper primary teachers also happened to be secondary teachers, these same teachers would now have to be deputed for a 5 day in service training every year under RMSA. This would result in their absence from school for 25 days every year on account of in-service training alone. This would adversely impact teaching in schools.

14.7.2. So far as Delhi's own system of data collection was concerned, JS(SE) clarified that SEMIS provided a national platform for school level data and analysis. If Delhi Admn. was already collecting all data required under SEMIS, such data should be exported to SEMIS for use. However, if any field was not available, such data would need to be collected. Delhi Admn. should work closely with NUEPA to have the SEMIS data frozen within the next one month without fail.

14.7.3. As regards the in-service training of teachers, Secretary (SE&L) stated that their concern had been noted. The SSA bureau in the Ministry would be consulted to examine the feasibility of adjusting a 5 day module on secondary education within the 20 day training programme for SSA.

14.8. Himachal Pradesh

14.8.1 Secretary (School Education), Government of Himachal Pradesh suggested greater role for Village Education Committee (VEC) in management of schools under RMSA.

14.8.2. JS (SE) clarified that VECs had not been formally mentioned in the scheme as high schools generally catered to number of villages. Instead, a School Management and Development Committee (SMDC) had been suggested, which would have representation from parents and other stake holders. However, if a high school catered to only one village, there was no objection in involving VEC in management of such schools.

14.9 Bihar

14.9.1. The Principal Secretary (Education), Government of Bihar stated that all schemes in secondary education should be subsumed into RMSA, and a holistic approach at the district level for secondary education should be encouraged. As regards the aided

schools, he suggested that except for construction activities, other interventions like school grant, appointment of teachers etc. should be permitted under the scheme.

14.9.2. JS (SE) stated that while the original idea was to subsume all schemes in the secondary education under the umbrella scheme of RMSA, a mega scheme covering all existing programmes in secondary education was not found to be practical, particularly in the initial stage. Secretary (SE&L) pointed out that even in elementary education, programmes like KGBV, NPEGL etc. were started as independent programmes, and were gradually brought into SSA umbrella. A similar approach would be taken for RMSA.

14.10 Tamil Nadu

14.10.1. Principal Secretary (Education), Government of Tamil Nadu stated that implementation society for RMSA was being formed. However, the Annual Plan of the State was ready. He therefore, enquired whether it would be in order to send the Annual Plan pending formation of the implementation society.

14.10.2. JS (SE) clarified that the State government might send the Annual Plan after getting it approved by the State Executive Committee for RMSA, and without waiting for formation of Society.

14.11 Assam

14.11.1. Representative of the State government stated that class VIII was part of secondary schools in Assam. He therefore, enquired whether it would be possible to cover class VIII under RMSA. He further enquired whether a sub district management structure could be adopted for the scheme. He also wanted to know what would happen to the teaching posts created under the scheme after the completion of the programme, as they were having some difficulty in getting the posts approved from their Finance Department.

14.11.2. JS(SE) clarified that class VIII would have to be funded out of SSA. RMSA was meant only for classes IX and X. Besides it was also important to move towards uniform structure and the State government should consider reforming their school education structure in line with the system prevailing nationally, i.e. 5+3+2+2.

14.11.3. As regards the teaching posts created under RMSA, JS(SE) stated that these posts ultimately would have to be taken up by the State governments. In any case, the scheme

was likely to continue up to the end of 12th Five Year Plan, and therefore, State governments should not have any difficulty in getting approval in respect of these posts. Secretary(SE&L) stated that it was important to recognize that for the first time such huge amount had been committed to secondary education, and States should strive to take full advantage of it. Further, in the case of NER (States), the funding is to the tune of 90:10 and the Centre is bearing the major chunk of expenditure.

Scheme for setting up of 6000 Model Schools at Block Level as benchmark of excellence

15. Director(SE) started the discussions through a power point presentation on the scheme. The presentation broadly covered the following,

- (i) Number of schools to be set up.
- (ii) Objectives of the scheme.
- (iii) Modalities of setting up 2,500 schools in State sector.
- (iv) Present status of proposals received.
- (v) The issues requiring immediate attention of the State government.

16. JS(SE) emphasized the following issues,

(i) The States having large number of EBBs could consider constituting a separate society for implementation of Model School programme, particularly considering that these schools would have to be managed on continuous basis for a long time span. States with small number of EBBs might implement the programme through RMSA society, if they so desired.

(ii) Innovative and student friendly designs, should be explored. It is important to provide the school with a modern look. He suggested that 'Design Contest' could be conducted by the States to evolve innovative designs, which could also vary to some extent depending on geography and topography. "Build and design" tendering can also be adopted to reduce cost to have innovative design and to eliminate time over run.

(iii) Adequate land should be identified by the States immediately. The norm is 10 acre per school. However, in exceptional circumstances, 5 acres of land would also be acceptable.

(iv) Opening of new schools should be given preference. Conversion of existing schools should be considered only under exceptional circumstances. In case adequate land is

available in the premise of an existing school, it would be advisable to build a separate new school by carrying out necessary land from the old schools, but also allowing the old schools to run independently.

Scheme for construction and running of Girls' Hostel for students of secondary and higher secondary schools.

17. Director(SE) started the discussions through a power point presentation on the scheme. The presentation broadly covered the following,

- (i) Salient features of the scheme.
- (ii) Current status of implementation.
- (iii) Issues requiring immediate attention of State governments.

18. JS(SE) flagged the following issues,

- (i) The States with a very large number of EBBs could consider constituting a separate society to run these Girls' Hostels. If the number was not so large, the RMSA society could run the hostels , but the accounts for the scheme should be separate.
- (ii) The building plan of the Girls' Hostel should be innovative and boarder friendly. State governments might consider entrusting the task on "Design and Build" basis so that innovative designs could be evolved. A design contest could also be thought of.
- (iii) Large dormitories might be avoided. Even in small dormitories, thin partitions could be provided in between to provide a sense of privacy.
- (iv) It was not necessary to submit the proposal in respect of all EBBs together. In the first instance, proposals might be sent in respect of blocks in which location and availability of land had been finalized, and the feasibility had been established.

19. The following issues were raised by the State governments,

19.1. Gujarat

19.1.1 Commissioner (School Education) mentioned the following,

(i) The norm of Rs.42.5 lakh for girls' hostel was on lower side. Besides smaller dormitories would also increase cost. Thus the unit cost should be fixed considerably higher than what is applicable to KGBVs.

(ii) KGBVs are often located at remote locations. Locating the hostel in KGBV compound might not serve the purpose of the scheme, as there might not be any secondary school in close vicinity.

19.1.2. JS(SE) clarified that if innovative designs were adopted in the beginning, it might not increase the cost substantially. Measures like providing thin and low height partitions to instil a sense of privacy, placing ceiling fans and light points appropriately etc. would go a long way in improving the quality and environment of the hostel, without affecting the cost too much.

19.1.3. As regards location of the hostel, JS(SE) stated that if the KGBVs were not in the block headquarters, and/ or are far away from secondary schools, the hostel need not be located in KGBV. The scheme also provided the option to locate the hostel in a government secondary school compound. Secretary (SE&L) clarified that if the KGBVs were not feasible as location, the hostels should preferably be situated in government girls' secondary schools so that the safety of the girls was not compromised.

19.2 Jammu & Kashmir

19.2.1. The representative of State government expressed apprehension that girls from urban slums would be excluded from the benefit of the scheme, as the hostels were to be located in block headquarters.

19.2.2. JS (SE) clarified that although the hostels were to be located in blocks headquarters, girls from urban areas could also be admitted in the hostels. Secretary (SE&L) stated that what was important for the present was to take benefit of the existing scheme. Fine tuning could always be done later.

20. ADULT EDUCATION AND NATIONAL LITERACY MISSION

20.1 The items relating to Adult Education and National Literacy Mission were discussed on 30-7-2009. The following were agenda items for the meeting:

- i) Strategy to recast National Literacy Mission
- ii) Closure of accounts of the ongoing programmes under the National Literacy Mission
- iii) International Literacy Day

20.2 JS&DG, NLM welcomed the participants and gave a brief background of the literacy status in the country as per 2001 census. It was informed that the launching of the modified scheme is slightly overdue but now it is in advance stage. The framework of the scheme has been conceptualized and it may not be possible to make major changes at this stage but suggestions of the participants will certainly be taken into account while finalising the structure of the modified scheme.

20.3 JS&DG, NLM made a Presentation of the proposed new invigorated Mission for Adult Education covering the following aspects:

- It is proposed to launch the modified scheme by the name “Sakshar Bharat”
- Target till 2012 is to cover 709 lakh non-literates under basic literacy programme, 15 lakhs under equivalency programme and setting up of 1.70 lakh adult education centres to provide opportunities for continuing education and serve as nodal centre for all activities under the programme.
- Consultations have been held with various stake holders and the major recommendations of the consultative process were (i) prime focus to be on women but males should not be excluded (ii) literacy educators must be paid a monetary incentive (iii) need of strong institutional supervisors and managerial framework

20.4 Key Components of the revised strategy :

- i) Mission will focus on female literacy but males will not be excluded. Out of seven crore targeted beneficiaries six crore will be women

- ii) The entire programme will be gender sensitized
- iii) Gram Panchayats will be the implementing agencies and they will be made totally responsible for implementation of the programme.
- iv) Teaching/learning programme will be “continuum” so that there is no gap between one phase of literacy and another phase.
- v) The voluntary teachers will be given performance linked monetary incentive. Gram Panchayats should also be incentivised and rewarded for their outstanding performance.
- vi) The programme will be synergised with Sarva Shiksha Abhiyan for infrastructural support and also support of school teachers in enrolment and assessment
- vii) Focus of the programme will be on low literacy districts in rural areas. Initially, the districts with adult female literacy below (15+ age group) of 50% and below will be covered
- viii) For urban areas the programme could be handled through PPP, NGOs and social groups through innovative methods
- ix) Permanent Jan Shiksha Kendras will be set up in each Gram Panchayat to implement all the programmes of the Mission. Two Coordinators would be engaged on contractual basis for day to day functioning of the Adult Education Centres
- x) Coordinators together with the voluntary and residential instructors conducting literacy classes would form the resource team at the Adult Education Centre and the Centre will be run from the building assigned by the Panchayats,.

21. Management Framework:

- (i) Management framework at Gram Panchayat level will be Panchayat Jan Shiksha Samiti with President of the Panchayat as Chairperson and up to 15 members out of which 50% to be women

- (ii) At the Block level there will be Block Jan Shiksha Samiti with President of the Block Panchayat as Chairperson with all elected women representatives of the Block Panchayat, College/school teachers, representatives of the community, NGOs etc. as Members. BDO/Additional BDO (a full time officer) to be the Member Secretary.
- (iii) At the district level the Zilla Jan Shiksha Samiti with District Panchayat President as Chairperson. District collector to be the Coordinator with selected Block and Gram Panchayat Presidents (of which at east 50% women) district heads of selected Departments, NGO representatives and educationists and social workers as Members. CEO, Zilla Panchayat will be the Member Secretary.
- (iv) There will be State Literacy Mission Authority headed by the Chief Ministers/Education Ministers with eminent educationists, selected representatives, representatives from NGOs, eminent social/literacy activists, media specialists etc. as the Members. Secretary (Education), in-charge of Adult Education to be the Member Secretary
- (iv) At the national level there is already a National Literacy Mission Authority (NLMA) in which no major changes are proposed in the modified Scheme.

22. After explaining the revised strategy and its framework, DG, (NLM) put forward the issues for consideration. Another point regarding closure of accounts of the ongoing literacy programmes was also discussed and it was emphasised that accounts of the on-going programmes for the period ending 31-3-2009 should be settled by 31st August, 2009 and all on-going programmes must be closed on 30-09-2009. DG informed the participants that the modified scheme will be launched on 8th September, 2009 to coincide with the International Literacy Day (ILD). Preparatory work e.g. orientation and sensitisation of different levels of functionaries, mobilisation, preparation of Action Plan to be completed within three months, September to December, 2009 and teaching/learning programme should commence from January, 2010.

23. Thereafter, the participants were requested to offer their views/comments on the revised strategy.

24. Director, Adult Education, Rajasthan requested that a formal letter from NLM on the revised strategy will help them to initiate action on the Preparatory activities. He also desired to know the role of Preraks and Nodal Preraks in the new Scheme.

25. Secretary (SE&L) informed that the necessary approvals have not yet been obtained on the Scheme and hence no formal letter can be issued at this stage. However, MOS (HRD) is writing to the Education Ministers giving broad outline of the actions to be initiated. As regards the role of Preraks and Nodal Preraks, DG, NLMA informed that the old Scheme does not provide for permanent employment of the functionaries as in the Plan scheme there is no such provision.

26. Principal Secretary (Education), Bihar pointed out that every State has its own peculiar problems and situations and hence the States should be allowed to design its own strategy. He also pointed out that training of the educators should be given due importance and the literacy should be linked with other issues like rights etc. otherwise the literacy remains very fragile. He was not in favour of paying any incentive to the literacy educators. He also desired to know the role of ZSS in implementation of the new Scheme. As regards closure of the Scheme he informed that settlement of accounts was a big problem and they need to be settled by holding seminar with the district functionaries by deputing representatives from NLM.

27. DG, NLM informed that the implementing agencies have to be PRIs and there will be no flexibility on this issue after 73rd Constitutional Amendment. It was also informed that there will be convergence with other Departments and the accounts for the old Scheme needed to be settled for smooth transition to the revised Scheme. As regards, incentivisation of the literacy educators, DG informed that this will be linked to the performance of the educators and the amount is very nominal.

28. Secretary, Meghalaya mentioned that the State of Meghalaya was excluded from 73rd Amendment. Hence he desired to know the management structure for implementation of programme in the State.

DG requested him to suggest the alternative structure.

29. Secretary, Nagaland requested that the programme may not be confined to the districts where literacy rate of females is 50% or low and also mentioned that the males should not be left out. He also mentioned that the period of three months for Preparatory activities was very short and requested that six months should be allowed.

30. Secretary (SE&L) mentioned that the focus has to be on the areas where the female literacy is very low as they have to be brought to the level equivalent to the other areas where literacy is higher and it is in context of the Presidential announcement in the Joint Session of the Parliament. Consultations with various stakeholders have revealed that males should not be left out of the ambit of the new Mission, but the focus will have to be on women.

31. Secretary, J&K mentioned that vocational training has not been included in the new Scheme and that Panchayati Raj Institutions in the States are not very strong and hence some alternative management structure needs to be considered for J&K.

32. DG desired to know the alternative structure for J&K. It was, however, informed that the proposed structure is in line with the constitutional provisions and the PRIs needed to be strengthened in the State.

33. Secretary, Andhra Pradesh appreciated that lot of work has been done for launching the new Mission. He was also in favour of incentive to the literacy educators. As regards the management structure he desired to know whether there will be separate committees where the Gram Panchayat is in place. As regards time frame for Preparatory activities three months time was considered to be short and he also requested for a time frame of six months rather than three months.

34. Secretary, Chhattisgarh mentioned that earlier the target age group was 15-35 years. Is there any change in this target group. As regards budget provision for the Scheme he mentioned that a new budget head needs to be created for the purpose and it is possible only in the new budget.

35. Secretary (SE&L) mentioned that the budget head can be created at the Supplementary Grants stage and it should be checked up. DG informed that 15-35 age group

is the most productive age group and the focus will be on this. However, others will not be excluded from it. He also informed that all the 1.70 lakh centres may not be opened immediately and hence there should be no worry on this issue.

36. Secretary, Pondicherry mentioned that the eligibility criteria of 50% or lower female literacy will exclude the areas where female literacy is higher than 50%. It needs to be reconsidered. He also mentioned that the issue of management structure should be left to the State as the PRIs are not very strong in the State. Incentive of Rs.500/- to literacy educators was also considered to be low.

37. DG informed that we have to comply with the 73rd constitutional amendment and PRIs needed to be strengthened and empowered. Incentive of Rs.500/- is also quite reasonable as the literacy educators will be engaged for part time only.

38. Secretary, Himachal Pradesh enquired whether this incentive will be given only after the teaching/learning is over. DG informed that the time frame for teaching/learning is normally six months. But it may extend to 8-9 months as it is a flexi approach.

39. Principal Secretary, Orissa mentioned that there is a need of lot of flexibility in the age group eligible for adult education programme. She also mentioned that we may have bridge courses for girls in the age group of 15-20. According to her, motivation campaign is most important and NLM will have to assist in working out innovative strategies for this. Literacy rate in 17 districts is lower than the national average and three districts are in continuing education mode. She desired to know whether CE will continue side by side with the new programme. She also mentioned that the time frame for Preparatory activities was too less.

40. DG informed that there will be flexibility in the programme to adjust to the local needs. Adult Education Centres will look after basic literacy, equivalency and other activities which are part of this Mission. AECs will be the central point and the beneficiaries will not have to come to their centre for the literacy as the classes will be run at various places in one Gram Panchayat. DG also informed that the programme will be launched in phases and in the first phase only the districts where female literacy is 50% or low will be taken up.

41. Secretary, Kerala raised the issue that the entire State will be left out according to the eligibility criteria of 50% or less of the female literacy.

42. Secretary (SE&L) informed that there were constraints and we have to focus on the low literacy area in the first phase.

43. Thereafter, Shri M.P. Gupta, IA&AS (Retd.) made a Presentation on the accounting system for Adult Education and skill Development Scheme on the model of Pradhanmantri Gram Sarak Yojna. The participants were requested to offer their comments on the system and contact Shri Gupta for any additional information or clarifications.

44. At the end of the Conference Smt. Anshu Vaish, Secretary (SE&L) thanked all the participants for their valuable contribution to the decisions taken in the conference and requested the Education Secretaries representing various States for playing more active role for implementation of the programmes/schemes of the Department of School Education and Literacy at the State level.
