PRIMARY EDUCATION IN INDIA;

APPROACH OF UNESCO AND

UNICEF

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CERTIFICATE

This is to certify that the dissertation entitled, **"Primary Education in India; Approach of UNESCO and UNICEF"** submitted by **Tuingayung Muivah** in partial fulfilment of the award of the degree of **Master of Philosophy** is her original work and has not been submitted for the award of any degree of this or any other university.

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CHAPTER I

INTRODUCTION

This dissertation attempts to study and evaluate the functioning of UNESCO and UNICEF in the area of primary education in India. The research will focus on the approach of UNESCO and UNICEF in working towards eradication of illiteracy by providing assistance. Moreover, it will look into the relation of UNESCO and UNICEF with the Indian government and NGOs to achieve their aims and goals.

The welfare and development of children is given importance in our times for the shaping of a better future. The Universal Declaration of Human Rights (1948) Article 25(2) proclaimed that childhood is entitled to special care and assistance.[1] The "UN declaration of the rights of the child" (1959) is more specific for it has stated the principles concerning the rights of children. It's principle 7 entitled every child to receive education, which shall be free and compulsory, at least in the elementary stages. Principle 9, 10 talks about protection of the child from all types of exploitation and discrimination.[2] The landmarks made for the child rights and developments are; the Convention on the Rights of the Child which was adopted by the UN General Assembly on

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[1]   United Nations, *Human Rights: The International Bill of Human Rights* (New York, 1993), p. 8.

[2]   United Nation, *Human Rights: A Compilation of International Instruments* (New York, 1988), pp. 367-368.

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20 November 1989 followed by World Summit on children (1993).[3] The 'Convention on the Rights of the Child – 1989' is the most important step because of the provision that once the states ratified to this convention, it becomes a binding duty for the states to implement its provisions, by adopting relevant legislative and administrative measures. Article 42 and 44 of the conventions makes it a duty of a state to make principles and provisions known to adult and children alike. Moreover, the states have to report on the measures adopted and progress made in advancing children's rights in their countries in the form of a report submitted to the Committee on the Rights of the child appointed by the United Nations. Under Article 43 and Article 45 of the convention states that the task of implementation and the assistance will be received from specialised bodies and other UN organs.[4]

Right to education is seen as one of the vital fundamental human rights. Thus education poses a basic challenge in this twenty first century. The UNICEF in its report on 'State of World Children 1999' stated that India would be the most illiterate country in the world by 2000 A.D.

It was estimated that every third illiterate in the world is an Indian. Nearly half of the children in the age group 5-11 are out of schools in India.[5]

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[3]   Benedicta Leonilla Ageira, *Crisis in Primary Education* (Agra, 1996), p.12.

[4]   Abhinaya Ramesh, "UN Convention Rights of the Child" *Economic and Political Weekly*, June 2, 2001 (Mumbai), p. 1948.

[5]   Dr. H.D. Dwarakanath 'Realities and Strategies to Improve Primary Education in Rural India: A Critical Evaluation. *Vision*, Vol. XVIII, No. 1-2, 1998-99 (Bhubaneswar, India), p. 65.

The consequences of illiteracy are disastrous and it will hinder human progress and societal development.

Right to education is stated in Article 26 of the Universal Declaration of Human Rights (1948).[6] The 1989 Convention on the Rights of the Child has further enhanced the rights of the Child. The problem of illiteracy has been one of the primary concern and topic of discussion in the global forums and meetings. For instance, an international milestones for education was the World Conference on Education for All held in Jomtien (Thailand) in 1990, followed up by the World Conference on Education for All in Senegal (Africa) 2000. The Members reaffirmed their commitment to combat child exploitation and human rights abuse through the 'Weapon' of education. Article 28 and 29 of the Convention on the Rights of the Child (1989) require countries to provide free access to basic education to children[7] India ratified the 'Convention on the Rights of the Child' on September 2, 1992.[8] The 42nd Amendment (1976) of the Indian constitution, shifted education from the state list to the concurrent list, with the intention to facilitate the national level policies in the field of education. The Centre and states work as partners in sharing the responsibility for planning and sharing of resources needed for discharging the education programme. In India primary education is not yet implemented as a fundamental right. The Government of India, in order to

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6   Ibid, n.2., p.6.

7   United Nations, *Convention on the Rights of the Child* (New York), pp. 34-35.

8   Department of Women and Child Development, Ministry of Human Resource Development, Government of India, Communication Strategy for Child Development (Delhi, 1996), p.12.

promote universalisation of primary education has taken up many programmes such as Non Formal Education (NFE), District Primary Education Programme (DPEP), Operation Blackboard (OB), National Programme of Nutritional Support to Primary Education (NPNSPE), Minimum levels of Learning (MLL), and National Council for Teacher Education (NCTE) etc.

The National Council for Educational Research and Training (NCERT) and the National Institute of Educational Planning and Administration (NIEPA) are the two autonomous institutions which are financed by the Government to provide professional and academic leadership in education. Both the institutions are located in New Delhi. They work closely with counterpart organisations in the states, providing training research and planning support. Despite the measures and steps taken by the government, the performance is far from satisfactory. According to Human Development Report 2000, UN, "The World's largest number of out-of school children, *close to 59* million are in India, 60 per cent of whom are girls"[9] Haq and Haq (1998) report states that thirty seven per cent of the children are unable to complete class V standard in India. [10] India is facing many problems and obstacles such as poverty, inadequate finance, low enrolment, drop-outs, caste dynamics, gender discrimination, poor quality of education etc., these factors are the main hindrance for the states' progress.

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[9]   Rekha Kaul 'Accessing Primary Education; Going beyond the Classroom' *Economic and Political Weekly*, January 13, 2001 (Mumbai), p.155.

[10]   Ibid, n.9, p.155.

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The Directive principles in Article 45 of Indian constitution clearly mention the provision for education which prescribes that "The state shall endeavour to provide, within a period 10 years from the commencement of this constitution, for free and compulsory education for all children until they complete fourteen years of age". The constitution of India article 39(I), (f), show special concern for children. In 39(e) it state that

> " . . . the tender age of children are not abused and that citizens are not forced by economic necessity to inter vocations unsuited to their age or strength".

In 39 (f)

> "....children are given opportunities and facilities to develop in a healthy manner and in conditions of freedom and dignity and the childhood and youth are protected against exploitation and against moral and material abandonment".[11]

The United Nations agency such as UNICEF and the UN specialised agency like UNESCO are committed to the interests of children, and have a critical role in helping to interpret those rights as guaranteed in the UN declarations, conventions etc. It is in the interest of the state and the people to assist the UN agencies UNICEF and UNESCO to ensure that these rights mentioned by the Convention on the Rights of the Child will be realised and attained.

Aid agencies like UNICEF, UNESCO and World Bank have played a prominent role in trying to improve educational administration and spreading

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[11] P.M. Bakshi, *The Constitution of India* (Delhi, 1997), pp. 70-73.

literacy among the masses. UNICEF aims at developing the quality of human resources development particularly in the elementary level. UN agencies like UNESCO, FAO, ILO UNDP and UNICEF have been providing external assistance for different projects which deals with education and training.

The UN agency UNICEF, has been working with India since 1949, in partnership with several central ministries of the government of India and with state governments as well to promote child welfare. India was one of the founder members of UNESCO and it had set up the Indian National Commission (INC) in 1949. This commission acts as a *liaisoning body* between the government and various other agencies so as to ensure participation and execution of various UNESCO related activities. Both UNESCO and UNICEF actively promote eradication of illiteracy. Education is one of the key area that these two agencies tackle. They basically work at making the education a primary global concern. They help the member states to identify their needs and help them in their field of education. These two UN agencies assist the Government of India in their educational plans and programmes and they cooperated with national institutions like NCERT, NIEPA and other institutions.

The aid provided by UNESCO and UNECEF include providing experts, technical services, teaching materials and teaching-learning aids and teacher training aids etc. They also organised conferences at both in the regional as well as international levels. Seminars, workshops, training courses and fieldworks like data collections, surveys etc are carried out in the country.

This dissertation deals with the working of UNESCO and UNICEF and analyses the programmes in the areas of primary education in India. It also attempt to study whether the bodies concerned provide aid in the realms of education for India in times of natural calamities. It also studies the limitations in the functioning of the UNESCO and UNICEF and seeks to give suggestions, ways and means of improving the functioning of UNICEF and UNESCO in the field of primary education in India.

The Problem

The inability of the state and central Governemt to tackle the problem of illiteracy, inspite of various measures.

Research Questions

This study seeks to address the following questions

1. Does UNESCO and UNICEF have a role to play in assisting the Government in fighting against illiteracy?

2. Have UNESCO and UNICEF been successful in bringing about major changes in the field of primary education in India?

Methodology

Both qualitative and quantitative methods are employed for data collection and analysis. Moreover, extensive review of literature is done.

Primary sources for this research have been collected through a review of official documents of UNESCO and UNICEF. Datas from online sources, newspapers and journals are used.

Summary of Chapters

The first chapter introduces the body of the research. This chapter poses research questions, problems and explains the methodology used in the research. It mentions many international declarations and conventions, constitutional provisions and programmes initiated by the central Government, to guarantee the right to education. The research also examines the scenario of primary education in India. It also views the role international agencies like UN, UNICEF and UNESCO in dealing with the primary education in India.

The second chapter explains the concept and definition of education. Historical background of Indian education linking with the present condition are explained. It mentions the educational structure, administrative and financial aspects. It also highlights the aims and objectives of the government. It throws open the ongoing debate on implementation of compulsory primary education in India. The third chapter looks into the context of the primary education scenario in India by giving an insight into the problem issues.

The fourth chapter deals with the roles of UNESCO and UNICEF in India in the field of primary education. The concept of 'child Rights' and constitutional provision on education by the UN Convention on the Rights of the Child and the Indian constitution are mentioned. And lastly, International Conferences and the working of UNESCO and UNICEF are throughly analysed.

The fifth chapter analyses the collaboration work of UNESCO and UNICEF with the government of India and critically evaluates the work performed by them.

The concluding chapter summarises the findings of the study on the functioning of UNESCO and UNICEF and have enlisted relevant suggestions.

CHAPTER – II

PRIMARY EDUCATION IN INDIA: THE ISSUE

The right to education is considered as one of the most important human rights. It not only enhances the personality of the individual but plays a vital role in both social and economic life of the individual. Longman dictionary defines education as "the process by which a person's mind and character are developed through teaching, especially through formal instruction at a school or college level"[1] According to the International Encyclopedia of the Social Sciences "Education can be viewed as including all communication of knowledge and shaping of values; in the sense it is synonymous with socialization.[2]

UNESCO (1990) has aptly said, "Education as a basic human need, opens up unlimited possibilities calling for responses that are constructive, creative and challenging". [3]

Education is considered as the key to knowledge which dispels our ignorance. Education means not only literacy but a continuous process of learning which broadens the mental horizons and perspectives of life.

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[1]   *Longman Dictionary of Contemporary English* (Madras, 1987), p.325.

[2]   David L. Sillo, Collier, Ed., *International Encyclopedia of the Social Sciences*, Vol. 4, (Macmillam Publishers, London, 1968).

[3]   Jagannath Mohanty, *Education For All (EFA)*, (Deep & Deep Publications, Delhi, 1994), p. 15.

Education also leads to the dissemination of knowledge, to the breaking down of all mental barriers and to a greater realization of self-worth and a better understanding of fellow beings. The State of the World's Children notes that 'if the enhancement of people's capacity to improve their own lives is the main aim and measure of development, then nothing could contribute more directly to its achievement than education and literacy.[4] According to Benedicta Leonilla Ageira, primary education does have a unique role in educating the children and taking them to the door-step of information and ultimately power. [5]

The term "primary education" has been traditionally used for the first few years of formal education and has been identified as a distinguishing state.[6] Primary education is a basic educaion of learning how to read and write. Children of 6-11 years are expected to complete their I–V standard of primary education. Primary education in India is usually of the duration of five years. The minimum age for class I is generally 5+ years.[7] The Directive Principles of the Constitution of India, under Article 45, ensures to provide free and compulsory education for children. It states, "The state shall endeavour to provide within a period of ten years from the commencement of

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4   J.P Grant, *The State of the World's Children*, 1989, p. 51.

5   Leonilla Benedicta Ageira, *Crisis in Primary Education*, (Y.K. Publishers, Agra, India, 1996), p. 1.

6   N. R. Ambasht, *New Developments in Primary Education in India*, A Conceptual Paper, (NCERT, Delhi, 1986), p. 1.

7   Syed Nurullah and J P Naik, *A Student's History of Education in India (1800-1965)*, (Macmillan Company of India Pvt. Ltd., Calcutta, 1971), p. 230.

this Constitution for free and compulsory education for all children until they complete the age of fourteen years".[8] The need to make this Directive Principle a fundamental Right has been strongly felt in several quarters and debates are still on at both political and social levels with regard to its implementation.

HISTORICAL PERSPECTIVE

This section will deal with education from the ancient period till the modern time traced through missionaries, Britishers and progressive Indians. The constitutional debate will be mentioned and the different schemes of Indian government provided for the children will be enumerated.

Before the introduction of western education in India, education was confined to the higher castes only i.e., Brahmins, Kshatriyas and Vaishyas. The lower castes had no access to education.[9] Suresh Chandra Ghosh pointed out, "Indian education had always been, since the Vedic age, of a classical and spiritual rather than of a practical nature"[10]

Educationist Rajeshwar Prasad notes "... that the Indian education system can be seen as practised in the Puranic tales, Gathas, other myths

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8 P.M. Bakshi, *The Constitution of India*, (Universal Law Publishing Co. Pvt. Ltd., Delhi, 1991), p. 73.

9 F.E. Keay, and D.D. Karve, *History of Education in India and Pakistan*, (Oxford University Press, Calcutta, 1973), p. 197.

10 Suresh Chandra Ghosh, *History of Education in Modern India, 1757-1995*, (Orient Longman Ltd., New Delhi, 1995), p. 7.

and legends..." and this will need to be taken into consideration to understand Indian educational system in the ancient times. [11]

Even in the ancient times the number of females of all classes receiving education were very small.[12] Suresh Chandra Ghosh finds that "there was no school for the education of girls, though the Zamindars often had their daughter educated at home. The majority of the Indians were unwilling to educate their girls on account of social prejudice and superstition, while the lower classes could not afford it."[13] Keay and Karve pointed out that "the dancing girl who are often attached to temples and called devedasis (servants of the God), from ancient times received some education to enable them to perform their work of reciting and singing poems at certain festivals".[14]

The Muslims seats of learning were called Madrassas. The Maktab is a primary school often attached to a mosque or carried out in private houses. The medium of instruction in these schools was Persian. Study of Arabic was compulsory for Muslims.[15] In Buddhism, all castes were equally admissible to the Buddhist community. Teachings were not only confined to doctrines of Buddhism but other subjects were included.[16]

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[11]   Cited in Benedicta Leonilla Ageira, n.5, p.5.

[12]   F.E. Keay, D.D Karve, op cit., p. 197.

[13]   Suresh Chandra Ghosh, op cit., p. 7.

[14]   F.E. Keay, D. D. Karve, op cit., p. 75.

[15]   Ibid., p. 108.

THREE AGENCIES RESPONSIBLE FOR THE SPREAD OF MODERN EDUCATION

Regarding western education in India, three main agencies were responsible for modern education in India. A R. Desai pointed out that ". . . they were the foreign Christian missionaries, the British Government and the progressive Indians . . ." [17] The real pioneers of modern education in India were Christian missionaries. The Portuguese Roman Catholics came to Goa in the sixteenth century and the Dutch Protestant missionaries to Ceylon in the seventeenth century. In North India, missionary efforts began later. In 1793, William Carey came to Serampore and the Baptish Mission which he is associated with, established school for children. [18]

J.A. Richter has described the period of 1830-57 as "the age of the mission school." [19] Later on, through the numerous efforts of missionary societies, the British government in India and the people of India begun to realise the importance of education, as well as, the fact that it was a duty of the government to provide education. [20]

The British government was the main agent in disseminating modern education in India. This was motivated by the political-administrative and economic needs of Britain in India. It was not possible to get educated people

[16]   Ibid., pp. 83-90.

[17]   A.R. Desai, *Social Background of Indian Nationalism*, (Popular Prakashan Pvt. Ltd., Mumbai, 1948), p. 139.

[18]   F.E. Keay, and D.D. Karve, op cit., p. 198.

[19]   J.A. Richter quoted in Suresh Chandra Ghosh, *The History of Education in Modern India, 1757 – 1986*, 1995, op cit., pp. 56-57.

from Britain to handle the large administrative work. So with the establishment of schools and colleges in India, people could be educated to staff the administrative apparatus of the British rule.[21] Among the progressive Indians, Raja Ram Mohan Roy was the pioneer of modern education in India. He believed in Western education which he held as the key to the knowledge of scientific and democratic thought of the modern West. He regarded the Indian traditional education as perpetuating superstition and authority.[22]

The Charter Act of 1813, marked a change in the attitude of the East India Company, for the first time. They accepted that it was the state's responsibility to educate its subjects (Indians). A sum of one lac rupees from the revenue of the company was set apart for educational purposes.[23]

There were two schools of thought among the Britishers regarding the type of education to be imparted to Indians. They were the Anglicists and the other, and the orientalists. Macualay was the protagonist of the Anglicists school of thought. He advocated the substitution of Western culture for the Indian tradition. English was to be used as the medium of instruction. This thought was supported by the missionaries and some British officials and progressive Indians like Raja Ram Mohan Roy. The Orientalist school of thought headed by Warren Hastings, Minto and Elphinstone advocated dissemination of Western sciences and knowledge through classical

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20 Ibid., p. 199.

21 A.R. Desai, op cit., p. 141.

22 Ibid., p. 142.

23 Ibid., p. 145.

languages such as Sanskrit and Arabic as the medium of education. Munro and Elphinstone were of the view that the use of vernacular languages was more suitable to impart Western education to the people. During the time of Lord Bentinck, who was the Governor-General of India, the Anglicists view was adopted (1935).[24]

The Anglicists believed in the "Downward Filtration Theory" i.e. "a theory which held that "knowledge would percolate from the educated classes to the masses through the independent effort of the former".[25] So they tried to put their effort on the upper classes alone, and left it to them to educate the lower classes later. Thus this was a class education and not a mass education. [26]

The Wood's Dispatch of 1854, also called the Magna Carta of Indian education, resolved all controversy about the medium of instruction. It was decided that English should be used as a medium of instruction for the collegiate stage and modern Indian languages for higher education. The Dispatch considered the government as directly responsible for the education, of the people. Thus Downward Filtration Theory was abandoned. Wood's Education Dispatch is considered as a landmark in the history of modern education as it gave structure to the modern education system in India.[27] During Lord Curzon's period, primary education was considered one of the

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[24]   ibid., p. 146.

[25]   ibid., p.147.

[26]   D.M .Desai, *Universal, Compulsory and Free Primary Education in India,* (India Printing Works, Bombay, 1953), p. 3.

[27]   ibid., p.148.

most important duties of the state and efforts were made for the spread of primary education.[28] He was against compulsory education as he felt it would sacrifice quality. He gave precedence to quality. In primary education, he emphasised expansion side by side with improvement.[29] He pointed out inadequacy of grants from government funds as one reason for the slow progress of primary education. Grants to local boards and Municipal Boards were increased from one third to one half of total expenditure. Provisions for training schools for primary teachers were increased, revising curricula beyond 3 R's and abandoned the system of payment by results.[30]

Table 2.1: The Increase in No. of recognised Primary Schools and Students during the period from 1881-82 to 1911-12.

Year	No. of Recognised Primary Schools	No. of Students
1881-82	82,916	20,61,541
1901-02	93,604	30,76,671
1911-12	1,18,262	48,06,736

Source: Dr. R. P. Gupta and Hussain Anzar, *Issues in Indian Education* Radha Publications, New Delhi, 1998), New Delhi, 1998.

The above statistics show that though there was no great rapid growth during Lord Curzon's times there was certainly no stagnancy in primary education.[31]

Primary Education was the main concern of the educated Indians. In 1910. Gopal Krishna Gokhale introduced a bill in Legislative Council to make

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28   Syed Nurullah and J.P. Naik, op cit., p. 230.

29   Dr. R.P. Gupta and Dr. Anzar Hussain, *Issues in Indian Education,* (Radha Publications, New Delhi, 1998), pp. 17-18.

30   ibid., p. 18.

31   Syed Nurullah and J.P Naik, op cit., p. 230.

primary education compulsory. However, it failed to be passed. Nevertheless, the Government Resolution of 1913 proposed to increase the number of primary schools. Under Dyarchy, the Department of Education was transferred to the control of Indian Ministers in 1921. The education department did not receive sufficient money. Due to the limitations of financial resources and absence of central assistance expansion of education during this period was restricted.[32] The Government of India Act, 1935, put an end to the defective 'Dyarchical System' of administration. Instead provincial autonomy was introduced in 1937 in the eleven provinces of India.[33] This gave an impetus to the growth of primary education.

Table 2.2: Statistics of Education 1921-1922 and 1936-1937

Type of Institution	No. of Institutions		No. of Scholars	
	1921-1922	1936-1937	1921-1922	1936-1937
Primary Schools	1,55,017	1,92,244	61,09,752	1,02,24,288

Source: A.R. Desai, Social Background of Indian Nationalism, (Popular Prakashan Pvt. Ltd., Mumbai, 1948), p. 151.

The first conference on National Education was called at Wardha on 22nd and 23rd October 1937. Gandhi was the Chairperson of the Wardha conference.[34] According to Gandhi, basic education strives to educate the child through manual work not as a side activity but as a prime means of

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32 Dr. R.P. Gupta and Dr. Anzar Hussain, op cit., p. 20.
33 Ibid., p. 23.

intellectual activity. [35] Gandhiji believed that since the Indian population mostly resides in the rural areas any scheme of national reconstruction would have to be primarily village-oriented.[36] According to Gandhi, the school itself is the workshop where work is an essential instrument of learning. Thus, he felt that the whole process of education should be imparted through some handicraft or industry.[37] Gandhi viewed primary education to be of prime importance as good education draws out and stimulates the spiritual, intellectual and physical faculties of the children. Gandhi tried to insist on practical learning and relate it to theory. But this was later considered not applicable as there was dearth of trained teachers to carry out basic education and moreover, not all educationist favoured this idea.[38]

When India become independent in 1947, the National government wanted to restructure the educational system of the country. The constitution of India in Article 45 made it obligatory on the part of the state to provide free and compulsory, primary and elementary education for all children upto the age of 14 years. Most states in the country have passed compulsory education acts. Some of them have been enforced by law.[39] The Supreme

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34   Suresh Chandra Ghosh, *The History of Education in Modern India, 1757-1986*, op cit.,

35   J.C. Aggarwal and S.P. Agrawal, *Vocational Education in India: Why, What and How*, 1987, p. 133.

36   John Kurrien, *Elementary Education in India*, (Myth, Reality, Alternative), 1983, p. 44.

37   Dr. J.S. Grewal, *Early Childhood Education*, 1984, p. 34.

38   C.S. Subba Rao, *Gandhian Experiment in Primary Education*, (NCERT, Delhi), 1975, p.12.

39   P.D. Shukla, *Education for All, With Special Reference to India*, (Sterling Publishers Pvt. Ltd, New Delhi, 1996), p. 49.

Court of India in a landmark case of Mohini Jain v. State of Karnataka in 1992, rightly stressed that the objective of social justice envisaged by the Indian Constitution cannot be attained unless free and compulsory education was provided to the masses who are illiterate. The Supreme Court pointed out that the state was under a constitutional mandate and obligation to establish educational institutions to enable the citizens to enjoy the said right.[40] Another landmark case was the J.P. Unnikrishnan v. the State of Andhra Pradesh case (A.I.R., 1993 SC 2178). In it, the Supreme Court has held that children under the age of 14 have the fundamental right to free education. A question was raised whether the right to primary education, as mentioned in Article 45 of the Constitution of India was a Fundamental Right under Article 21. The Court while taking the realistic stand held that right to free and compulsory education under Article 45 was included within the ambit of Article 21. The Court, however, maintained that the right to free and compulsory education could be enforced against the state.

The Muhi Ram Saikia Committee (1997) recommended an amendment to the constitution making the right to free elementary education up to 14 years of age, a fundamental right. The provision of free elementary education according to the Committee includes exemption from tuition fee and provision of free textbooks for all primary school children. But the Committee did not suggest control legislation making elementary education 'compulsory'. There was some strong argument against the need for

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[40]   P.L Mehta and Rakhi Poonga, *Free and compulsory Education* (Deep and Deep

enforcing free compulsory education. The opponents argued that free compulsory education is expensive and government lacks resources to provide for it. It is difficult to enforce because it causes hardships to the poor. If fundamental right on education is implemented, they will be forced to send their children to school. The defaulting parents will not be able to pay penalty due to poverty; it will be impossible for government to imprison all the defaulter parents, etc. Moreover, there is no justification to send children to poor quality schools. While one might agree with the above arguments, they cannot be considered as valid. The multitude of benefits occurring from free and compulsory education cannot be disregarded. The benefit of education, although expensive, the benefit education far outweighs the cost in terms of social welfare, economic growth, etc., due to under-investment in education.[41]

The Saikia Committee has estimated that Rs. 40,000 crore are required to implement elementary education to the masses. According to the expert committee as recommended by Saikia Committee set up an expert committee to study who pointed out that India needs Rs.95,000 crore for a 10 years period, or about Rs. 9.5 - 10 thousand crore per year for elementary education. Moreover, the Central Government has promised to allocate 6 per cent GDP for education by the end of Ninth Five Year Plan. If this promise is

Publications, New Delhi, 1997), p. 161.

[41] Jandhyala B.G. Tilak, "A Fundamental Right," Seminar 464, New Delhi, April 1998, pp. 37-38.

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fulfilled, it would not be difficult to allocate the required resources through systematic plan for mobilizing additional resource.[42]

In India, children of the age of 5-11years, are expected to complete their I – V standard of primary education, the standard, which all the states had cited in the primary education policy. In the Constitution of India, Article 350(A), states that "It shall be the endeavour of every state and of every local authority within the state to provide adequate facilities for instruction in the mother-tongue at the primary stage of education of children belonging to linguistic minority groups; the President may issue such directions to any state as he considers necessary or proper for securing the provision of such facilities".[43] The Dr. Zakir Hussain Committee observed that "the proper teaching of the mother – tongue is the foundation of all education. Without the capacity to speak effectively and to read and write correctly and lucidly, no one can develope precision of thought or clarity of ideas."[44] Krishna Kumar an educationist, in his book *The Child's language and the Teacher* writes that during childhood, language plays a formative role in the development of the child's personality and abilities. Language is a means of communication, means to think, feel and react to things. Thus for every child its mother tongue fulfils certain immediate purposes. [45]

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[42] Ibid., p. 40.

[43] P.M. Bakshi, op cit., p. 272.

[44] J.C. Aggarwal and S.P. Agarwal, *Vocational Education in India Why, What and How*, p. 137.

[45] Krishna Kumar, *The Child's Language and the Teacher*, National Book Trust of India, New Delhi, 1986, p. 1.

In 1976, education was transferred from state list to the concurrent list. The authority for development programmes in the states is vested in the Planning Commission established in 1950, the central agency responsible for development programmes throughout the country. The transfer was done with a view to enabling the central government to provide adequate leadership and initiative for qualitative and quantitative improvement in education and obtain a uniform system of education in India. Thus in respect of education there require a new sharing of responsibilities between the Union Government and the states.

At the centre, the Department of Education in the Ministry of Human Resources Development (MHRD) is primarily concerned with the overall administration of education, planning and implementation of school syllabus, curiculum and board evaluations, standards of higher education, scientific and technical policies and priority programmes. The Central Ministry is guided by numerous Central Advisory Councils such as CBSE, NCERT, NIEPA etc. In the management, administration and implementation of educational programme a three tier mechanism exists i.e. Central, State and District or local levels. The Planning Commission examines, approves and finalizes all the proposal plans through the National Development Council. [46] The National Development Council, comprises of representatives from the Central and state governments, at the highest level.[47]

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[46]   *Kurukshetra*, Vol. XLV, No. 11, August 1997, p. 60.

[47]   Baldev Mahajan and K.K. Khullar, *Educational Administration in Central Government*, (NIEPA, Delhi, 2000), p. 19.

The 73rd and 74th Constitutional Amendments made provision for the local bodies the Panchayati Raj Institutions (PRIs) to be involved in the social development at the district, block and village level. The 73rd Amendment Act had provided a legislative framework for the states to legislate their conformity legislation or Panchayats to make them institutions of self government (ISG) envisaged in Article 243g of the constitution.[48] Thus 73rd Amendments Act still needs to be put into practice fully.

FUNDING OF EDUCATION IN INDIA

Under Article 280 of the Constitution, a Finance commission is to be constituted every fifth year. They have to make recommendations to the President as to the:

1) Distribution between the Union and the States of the net proceeds of taxes which are to be, or may be divided between them and the allocation between the states of the respective shares of such proceeds;

2) The Principle which should govern the grant-in-aid of the revenues of the states in need of such assistance of the states in need of such assistance out of the Consolidated Fund of India; and

3) Any other matter referred to the commission by the President in the interest of sound finance.

All the recommendations of the commission along with the explanatory memorandum as to the action taken, were shown to the Lok Sabha and the Rajya Sabha.[49]

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48   *Yojana*, Vol. 45, May 2001. p. 24.

49   Mahajan Baldev and Khullar, op cit., p. 41.

Table 2.3: Plan Expenditure on Different Sectors of Education

Sector	First Plan Expdt. 1951-56	Second Plan Expdt. 1956-66	Third Plan Expdt. 1961-66	Plan Holiday Expdt. 1966-69	Fourth Plan Expdt. 1969-74	Fifth Plan Expdt. 1974-79	Sixth Plan Expdt. 1980-90	Seventh Plan Expddt. 1985-90	1990-92 Expdt.	Eight Plan Outlay 1992-97	Ninth Plan Outlay (1997-2002) (Central Sector)
Elementary Education	56 (850)	35 (950)	34 (2010)	24 (750)	30 (2390)	35 (3170)	33 (8360)	37 (28490)	37 (17290)	47 (92010)	58 (118428)[1]
Secondary Education	13 (200)	19 (510)	18 (1030)	16 (530)	18 (1400)	17 (1560)	21 (5300)	24 (18320)	22 (10530)	18 (34980)	13 (26035)
Adult Education							9 (2240)	6 (4700)	9 (4160)	9 (18480)	3 (6304)
Higher Education	9 (140)	18 (480)	15 (870)	24 (770)	25 (1950)	22 (1050)	22 (5590)	16 (12010)	12 (5880)	8 (15160)	12 (25000)
Others	9 (140)	10 (300)	12 (730)	11 (370)	14 (1060)	14 (1060)	4 (1080)	3 (1980)	2 (1180)	4 (7510)	2 (4314)
Technical Education	13 (200)	18 (490)	21 (1250)	25 (810)	13 (1060)	12 (1070)	11 (12730)	14 (10830)	17 (9230)	14 (27860)	12 (23745)
Total	100 (1530)	100 (2730)	100 (5890)	100 (3230)	100 (7860)	100 (9120)	100 (25300)	100 (76330)	100 (47270)	100 (196000)	100 (203816)

Note : Figures in parenthesis in millions of rupees

1. Excludes the sum of Rs.4,526.74 crore for Nutritional support to Primary Education (Mid Day Meals) for the last three years of the Plan.

Source: Dr. R.V. Vaidayanatha Ayyar, "Educational Planning and Administration in India: Retrospect and Prospect," *Journal of Educational Planning and Administration*, Vol. VII, Number 2, NIEPA, New Delhi.

From the table, we find the allocation of resources for education has increased from 1530 crore in the First Five Year Plan to Rs 19, 6000 crore in the Eight Five Year Plan (1992-97). The expenditure as a percentage of GDP rose from 0.7 percent in 1951-52 to 3.6 per cent in 1997-98. For the Ninth Five Year Plan outlay of expenditure was of Rs. 20,381.64 crore, which is 7,433 crore (2.7 times) higher than the last eighth Five year Plan budget. The central government's outlay for education budget has been substantially increased over the years. In 1995-96 the central Plan outlay for education was Rs 1,825 crore. It was increased to Rs 3,383 crore in 1996-97, Rs. 3,895 crore in 1997-98, Rs 4,245 crore in 1998-1999, and Rs. 4,700 crore in 1999-2000. The separate outlay on elementary education is 64.6 percent of the

total central sector plan outlay in 1999-2000.[50] In the recent budget session (ninth), the Central Government has planned to spend 6% of the GDP on education.

Table: 2.4

Public expenditure on Education as percentage of GNP and Per Capita Expenditure ON Education Select Asian Countries

Country	GNP Per Capita (US $)	Year of GNP Per Capita	Expenditure on Education as a % of GNP	Year of expenditure on Education as a % of GNP	Per Capita Expenditure on Education (US$)
India	350	1990	3.1	1989	10.85
Indonesia	360	1990	0.9	1988	5.04
Pakistan	380	1990	3.2	1987	12.16
Bangladesh	200	1990	2.0	1990	4
China	370	1990	2.3	1991	8.51
Philippines	1160	1996	3.0	1991	34.8
Singapore	30550	1996	3.4	1988	1038.7
Sri Lanka	740	1996	2.9	1991	21.46
Malaysia	4370	1996	5.6	1991	244.72

Source: I) Statistical Year Book – 1993, UNESCO

J.C. Aggarwal, Major Recommendations of International Commission on Education for the Twenty First Century and Their Implications, *Recent Diverse Issues in Education World Educational Data: Comparative Country Profile*, Doaba House, Delhi, 1997.

The World Bank Atlas, 1998 and 1999.

A comparison of the expenditure or education as % of GNP in India with some other Asian countries does not shows much variation except Indonesia which spend only 9 percent of GNP on education & Malaysia which spend 5.6 percent of GNP on education as compared to 3.1. percent in case of India. Even in case of Singapore with a very high GNP per capita as compared to rest of the Asian countries, the expenditure on education as percentage of GNP also is around 3.4%.

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50   India 2000, pp. 83-84.

NATIONAL POLICY ON PRIMARY EDUCATION

The National Policy on Education was formulated in 1968 and it marked an important step in the history of education in India. Progress had been made as can be seen from the increase in number of primary schools, from approximately 2,10,000 to approximately 5,20,000 between the years 1950-51 and 1984-85. The percentage enrollment of children was approximately 95 percent in 6-11 age group, 50 percent children in 11-14 age group.[51] But however impressive this achievement is, it did not get translated into a detailed strategy of implementation. Thus much work had to be taken up to tackle the problem of primary education in India. The National policy on Education was formulated in 1986 and the programme of Action (1992) perceived education as fundamental to the all-round development of children and stipulated free and compulsory education of satisfactory quality to all, especially for children up to 14 years of age. It also emphasised universal enrollment of children in schools.

To implement National Policy on Education (NPE), 1986 the Ministry of Human Resource Development (MHRD), Department of Education, has initiated a series of centrally sponsored schemes and grant, programmes to assist the states with the development of Primary education.

The centrally sponsored schemes to implement the National Policy on Education are:

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[51]   P.L. Mehta & Rakhi Poonga, op cit., pp. 70-71

Operation Blackboard: This scheme was started in 1986 to improve school environment, enhance retention and learning of the primary school children. The scheme provides grants to states to purchase and distribute a predetermined, standardized package of teaching materials and aids, to construct an additional classroom and provide additional teachers to single teacher primary schools and provision for more women teachers (half the post). The scheme provides 100 percent central assistance for teachers salaries. During 1999-2000, 30,000 posts of 20,000 posts of third teachers in primary schools are proposed to be sanctioned. During the period 1987-88 to 1998-99, teaching-learning equipment has been sanctioned to all targeted primary schools numbering 5,22,902.[52]

In March, 1992, Operation Blackboard was able to cover 4.14 lakh (77 %) schools in 5385 (84%) community development blocks and 1142(29%) municipal areas. About 70,000 (46%) teachers have been appointed as against 1.52 lakh of the target. About 1.00 lakh (43%) class rooms have been constructed as against the target of 2.39 lakhs.

SHORTCOMINGS OF OPERATION BLACKBOARD

According Caroline Dyer the Operation Blackboard Scheme is centrally devised by the Centre according to its own viewpoint. The Centre gives no option for the state governments to tune it to their own requirements, if they chose to accept Operational Blackboard Scheme. The government simply

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52 Research, Reference and Training Division, *India 2000*, Published by the Director, Publication Division, Ministry of Information and Broadcasting,

correlated teachers with rooms and equipment and simply assumed that teachers were starving for aids and by using the provided aids, improvement was bound to result. The NCERT was given the responsibility to prepare the specifications, which was prepared in methodical detail and was available only after two years of the scheme. Moreover, the centre carried out no real investigation of the action of the scheme at the state level, apart from annual conferences and occasional meetings with state level personnel. The blind belief of the authorities in operationalising the scheme caused its failure specially the belief that teaching and learning would begin to improve it all schools. Lack of commitment and low capacity of teachers was also the main problem of primary education.

Moreover the state lacked commitment in handling the Operation Blackboard scheme. It found out that at the District Level there was lack of urgency about Operation Blackboard (OB). The OB scheme was treated as a set of remedial tasks to be implemented as and when funds became available from the state government. Caroline Dyer opines that "the centre did not structure Operation Blackboard realistically, either financially or temporally and pushed to show results made nonsense of the scheme by failing to hold the states to their promises – a triumph of politics over educational equality".[53]

MINIMUM LEVEL OF LEARNING (MLL)

Government of India, 2000, p. 87.

[53] Caroline Dyer, "Operation Blackboard," Seminar 436, New Delhi, December 1995, pp. 29-31.

This scheme came into being in 1989. It was taken up to tackle the problem of inappropriately complex and difficult primary curricula and textbooks. A national research and development programme was initiated to identify for each state, basic competencies in language, mathematics and social and environmental studies to be taught in the primary classes. In 1991 Idnia decided to achieve MLL at the primary stage. This approach integrates various components of curriculum, classroom translation, evaluation and teacher orientation. The State governments have introduced MLL in most of their primary schools including local body and private schools. The District Primary Education Programme (DPEP) has adopted MLL as a major strategy for improvement of quality of primary education. Non-formal education programmes are also adopting MLL standards wherever appropriate. Thus MLLs played an important role in the primary stage of education. [54]

DISTRICT INSTITUTE OF EDUCATION AND TRAINING (DIETS)

This Schemes was started in 1988. The Scheme envisages setting up training centers in each district to provide academic and resource support to primary education teachers by giving them training. This has played an important role in the educational system. At present 451 DIETs have been established. The pace and progress of implementation of the scheme was reviewed by State

[54] MHRD *Annual Report 1998-99*, India: Department of Education, Government of India, 1999, p. 22.

Education Ministries and Secretaries for the full operational of DIETs.[55] DIETs provide pre-service and in service training and training in planning and management, curriculum, material, development and evaluation and educational technology. SCERTS and the NCERT provide professional and logistical support to DIET[56] DIET's are expected to provide the necessary academic and resource support and make research and innovation for basic education.

NON-FORMAL EDUCATION (NFE)

This programme was conceived in 1992 and has acquired a special connotation in the India context. NFE aims to reach the children who have no access to education in rural areas and urban slums.[57] The scheme was designed in such a way as to achieve the universal elementary education in the shortest period of time. [58] Non – formal education programme covers children who cannot attend formal school due to socio-economic constraints. These includes girls, working children, dropouts, and those belonging to Schedule Castes /Schedule Tribes and deprived sections of the society. NFE provides education at their doorsteps to enable them to learn at their own pace and convenience. Jagannath Mohanty regards "NFE as an instrument

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55 *Annual Report 1998-1999* by MHRD Department of Education, GOI, 1999, p. 26.

56 The World Bank *Primary Education in India,* Published by World Bank, Washington D.C., 1997, p. 150-151.

57 Ved Prakash, *School Education is Rural India,* (Mittal Publications, Delhi, India), 1993, p. 66.

58 *Annual Report 1998-99* (Ministry of Human Resource Development, Department of Education, Government of India 1999), pp.3-4.

of development which is not only economic but also political as well as cultural in character." Though NFE is flexible in nature, it is properly planned and systematically implemented. Its character or programme is need-based and functional. Moreover, it is not only cost-affective, but also innovative and goal oriented as observed by R.P. Singh (1987). Regarding curriculum, it contains relevance and diversities of learning activities, which can relate to the learner's needs and decentralize the management.[59]

According to the Annual Report 1998-99, MHRD, 740 voluntary agencies are implementing NFE progrmme in 25 Sates/UTs. Apart from that, another 85 agencies have been sanctioned 9,485 NFE centres. Lok Jumbish, Shiksha Karmi etc. work together for the innovative programmes of education under NFE.[60] There were 7.3 million learners in 2,92,000 NFE centres during 1999-2000. During the period Rs 1533 million was the incurred expenditure of the Central Government.[61]

The Ninth Plan apart from carrying out the direction given by NEP (1992) that emphasises universal enrolment of children with stipulated free and compulsory education of satisfactory quality to all children up to 14 years of age before the turn of the century.[62] Also the Ninth Plan Committed itself to the implementation of the mid-day meal scheme to all the states to ensure regular attendance and prevent drop-outs.

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[59]   Jagannath Mohanty, op cit., pp. 209-210.

[60]   Ibid., p. 28.

[61]   DPEP Calling, November 2000, Vol. VI, No. 10, p. 3.

[62]   Ibid., p. 149.

MID-DAY MEALS SCHEME

The programme of nutritional support to primary education known as the Mid-day Meals scheme was launched on 15 August 1995 on a nationwide scale. This scheme is for the primary schools children in classes I – V.[63]

The scheme covers children studying in primary classes. The government and the local bodies fund the expenditure. Total beneficiaries are estimated to be 9.75 crores in nearly 6.88 lakh primary schools in the country under the report. [64]

The central support under this programme is on:

1. Provision of foodgrains free of cost to the implementing agencies for which economic cost is reimbursed to the Food Corporation of India.

2. Reimbursement of transportation cost to the district authorities for moving foodgrains from Food Corporation of India godowns to schools / villages.[65]

Table 2.5: The year-wise details of children covered, expenditure, quality of foodgrains allocated and lifted is given below:

Year	No. of Children Covered (in crore)	Expenditure (Rs in crore)	Quality of Foodgrians (in metric tonnes)	
			Allocated	Lifted
1995-96	3.37	441.21	713347	536016
1996-97	5.57	800.00	1585651	1112489
1997-98	9.10	1070.38	2567634	1808827
1998-99	9.75	1030.00 (Up to November 1998)	2707307	182564 (up to June 1998)

63   Ibid., p. 29.

64   *Annual Report 1998-99*, Ministry of Human Resource Development, Department of Education, Government of India, 1999, p. 4.

65   Ibid., p. 30.

To enjoy the benefits of mid-day meals schemes a minimum attendance of 80 percent in the previous month was fixed as the eligibility. Three alternatives were given with an option of providing nutritional support:

i)   cooked meal (100 gms per day for 200 school days)

ii)   Pre-cooked meals or

iii)   3 kgs of wheat/rice per child per month for 10 months.

The provision of cooked meals expenses is borne by the respective states. Presently, cooked meals are being served in Gujarat, Kerala, Orissa and Tamil Nadu and in Pondicherry. In Delhi and Chandigarh processed foods is used for the scheme. While in the rest of states / Union Territories foodgrains are being distributed.[66]   The Operations Research Group sponsored by UNICEF conducted a study on 10 states regarding the mid-day meals scheme.

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[66]   Operations Research Group, *Evaluation study to Assess the Efficiency and Effectiveness of the National Programme for Nutrition Support to Primary Education in Ten States of India*, Submitted to UNICEF 1999 (Submitted to UNICEF).

Table: 2.6 Extent of Dropouts till Class III

States	Dropout Rates till Class III					
	Total		Boys		Girl	
	Pre Programme	Post Programme	Pre Programme	Post Programme	Pre Programme	Post Programme
Assam	25	33	24	33	26	33
Gujarat	32	28	31	234	34	34
Haryana	22	18	24	20	21	16
Jammu	27	28	29	30	25	28
Karnataka	38	32	38	31	36	32
Madhya Pradesh	20	25	16	24	21	26
Orissa	49	43	43	39	55	49
Rajasthan	37	35	33	33	43	38
Uttar Pradesh	25	20	20	18	32	22
West Bengal	29	23	33	24	30	22
Total	30	29	28	27	33	31

Source: ORG Centre for Social Research, 1999.

A Comparison of the pre- and post-programme mid-day meal trends in dropouts in the sample states shows dropout rates continue to remain high in Karnataka and Orissa but improvement in retention of students during the post programme can be seen. Even in the other states there is not much improvement in retention of students. It is found that the dropout rates are high among STs followed by SCs across the entire sample states. The setbacks of this scheme are contributed to many factors like the poor quality of food and insufficient quantity, untimely delivery, frequency of distribution of the eligible student. These are also not monitored or supervised properly

across the states. Moreover, lack of provision for storage and cooking space in the schools are apparent. Teachers complained that distribution process caused disturbance in the teaching/learning process. There was lack of role by community such as Panchayati Raj and village structures.

Mid-day meals scheme can serve as an important channel to boost universalisation of primary education by increasing enrolment, retention and attendance and to improve the nutritional status of students if it properly functions. Tamil Nadu launched this programme of Mid-day meals in a massive scale. The Tamil Nadu Public policy put forth the issue of food security a priority in promoting education for all. The improvement in the retention rate from I-V in Tamil Nadu was greatly contributed by the state's integrated nutrition project and Mid-day meals Schemes. The scheme encourages and enable the poor children to go to school. [67] In Kerala and Himachal Pradesh mid-day meal schemes have a positive correlation with the attendance of the student in schools. [68]

DISTRICT PRIMARY EDUCATION PROGRAMME(DPEP)

District Primary Education Programme (DPEP) was launched in 1994, its main objective is to achieve universalisation of primary education. The DPEP is a centrally sponsored scheme. Eighty-five per cent of the project cost is shared by the Government of India

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[67]   *Basic Services for Children,* UNESCO-UNICEF   Co-operation Programme, Published by UNESCO, Paris, 1978, p. 41

and 15 per cent by state government.[69] The Government of India

shared resource with external funds. It is funded by several bilateral

and multilateral agencies such as World Bank, the European

Community, the Government of Netherlands, Overseas Development

Agency (ODA), UK and UNICEF.[70] The programme was launched in 42

districts of seven states in 1994.

Now it is extended to 163 districts in 14 states:

Assam, Haryana, Karnataka, Kerala, Maharashtra, Tamil Nadu,

Madhya Pradesh, Gujarat, Himachal Pradesh, Orissa, Andhra Pradesh,

West Bengal, Uttar Pradesh and Bihar. Expansion of DPEP was also

carried out in ten districts of Rajasthan, 34-40 additional districts of

Uttar Pradesh, eight districts of Orissa and five districts of West

Bengal.[71] The programme adopted a holistic approach universalise

access, improve retention and learning achievement and to reduce

disparities among disadvantaged groups in the society.[72] According the

DPEP calling report DPEP has opened 11,000 new formal schools and

over 53,000 alternatives schools. About 16,000 summer schools were

established. The programme could cover over 40 per cent of the

68   Amarject Sinha, *Primary Schooling in India*, (Vikas Publishing House, Delhi, 1998), p. 81.

69   Research Reference and Training Division, India 2000, Publication Division, Ministry of Information and Broadcasting, Government of India, New Delhi, 2 000, p. 86.

70   MHRD, Department of Education, *Government of India :Annual Report 1998-99*, New Delhi, 1999, p. 34.

71   Ibid., pp. 86-87.

children in primary stage in the country spread over 219 districts in 18 states.[73]

This externally funded district primary education programme need to be evaluated of its functioning. The programme, for its implementation relies on the text books, following the same old NCERT/SCERT structure. This is one of the major weakness of DPEP as it does not try to promote alternative institutional mechanisms and decentralize processes for quality improvement.[74] Moreover it relies on little known institutions called the Ed Cil (Educatioinal Consultants India Limited). The Ed Cil hosts consultants at high salaries who cannot otherwise be accommodated in usual government institutions given their financial norms.

Most of these consultants are completely unaware of rural based school education and child development. However, inspite of this, they are providing the resource support to the state education departments. Therefore, in many of the DPEP covered districts, the DPEP culture is completely and negates the spirit of volunteerism.[75]

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[72]   MHRD, "DPEP Calling," November 2000, New Delhi, p. 2.
[73]   Ibid., p. 3.
[74]   Vinod Raina, "External Funds, Internal Conflicts," *Seminar* 464, April 1998, New Delhi, p. 46.
[75]   Ibid., p. 46.

The nationwide surveys for DPEP done by the NCERT pointed towards abysmal achievement levels of children.[76] Similar results were found in two studies; Saxena, Singh and Gupta, 1995, and Prakash and Panda of learning achievement in 1,700 randomly sampled schools in 43 low literacy districts in 8 DPEP covered states. The studies found low average achievement levels for all grades.[77] This emphasises the point that merely providing access for schooling is insufficient unless quality improvements take place in parallel.

In the model adopted by the DPEP, the community is supposed to exercise its influence in the primary school mainly by the Village Education Committee (VEC). The number of members in the VEC generally ranges from 8 to 17, including women and representatives of SC/ST. A study of community mobilization done under the DPEP's own auspices does not elaborate on the social background of the VEC members. Studies have found that often the VEC leadership coincides with the panchayat. In secretary and convenor of the VEC meetings.[78]

In all its references to the community, the DPEP literature includes it with a sense of self determination, as an upholder of a common good. However, it fails to appreciate the point that why would the community with its caste based and gender power structure act in

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[76]   Ibid., p. 47.
[77]   World Bank, Primary Education in India, 1997, Washington D.C., p. 85.

concert to educate the poor. It needs to be taken into account that experiences of social mobilization and dalit upsurges in recent years confirms the viewpoint that the community is often an upholder of a casteist and sexist positions.[79]

In relation to DPEP, another fundamental question that needs to be raised is-why foreign funding was at all necessary for further expansion and improvement of Indian primary education. The state also needs to answer how it would fulfill its responsibility towards rural primary education after the external funding stops.[80]

Presently, the Central government in consultation with the states/ Union territories has worked out a seven point guideline to achieve the objective of universalisation of primary education. These are:

1. Finding the problems of school drop-outs and identifying suitable measures on retention and achievement rather than on enrollment.

2. Locating educationally backward districts rather than the states to implement the programme of universalisation of education.

3. Providing universal access to education facilities to girls, socially backward groups out of school children and working children labour.

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[78]   Krishna Kumar, Manisha Priyam, Sadhna Saxena, "Looking Beyond the Smokescreen DPEP and Primary Education in India," *EPW*, February 17,2001, p. 565.

[79]   Ibid.

[80]   Ibid., p. 568.

4. Implementing various universalisation projects for upgradation of classroom environment, competence of teachers, their training and motivation.

5. Participating approaches should be practiced more in the process of mobilization and motivation in the over-all planning and management of universalisation of primary education.

6. Converting different schemes of universalisation of primary education and related services, such as, early childhood care, education, school, health and nutrition programmes, etc.

7. Implementation of non-formal educaion system for working children, girls, socially backward and marginalised sections of the society.

Many schools were set up in rural as well in urban areas. According to the Government Survey, school teachers and students enrolment has increased within these decades as can be seen from the statistics shown below:

Table 2.7: Increase in the member of Institutions and TeachersProvided by the Government in the Period 1950-51 to 1997-98

Year	No. of Institutions (in Lakhs), Primary Schools (Class I – V)	No. of Teachers (in lakhs) Primary Schools (Class I – V)	Enrolment	
			Total Enrolment (in lackh)	Gross Enrollment Ratio (Per cent)
1950-51	2.10	5.38	191.54	42.60
1997-98	6.10	18.72	1087.82	80.70

Source : Annual Report 1998-99,
Ministry of Human Resource Development,
Department of Education, Government of India, 1999, p. 20.

According to March 1, 2001, census taken by the Census Commission of India the Indian population has crossed 1.02 billion, accounting for 16.7 per cent of the world population.[81] Much has to be done to provide primary education for all the children, as increase in population calls for more elaborate schemes for universalisation of primary education.

This chapter analyzed the history of primary education in India right from the vedic age, to the present. The British period which laid down the foundation of primary education in the British style has also been critically analysed. The chapter also discussed the various projects of the Central and State Governments, and also the on going debate on marking the right to education a fundamental right under the constitution. The following chapter

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[81]   "Literacy Rate Up in the Census," *The Hindu (Supplement)*, Delhi, March 27, 2001, p. 9.

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tries to look into the existing problems related to the issue of primary education in India.

CHAPTER - III

THE CONTEXT OF PRIMARY EDUCATION

SCENARIO IN INDIA

This chapter will summarise the existing problems of primary education in India and its implications. According to 1991 Census almost half of the Indian population n the age group 7 years and above are still illiterate. Moreover, according to the 1993 estimate, out of 142 crore children in the age group of 5 to 11 years, only 9.8 crore are enrolled in primary schools.[1] According to official sources about 35 million children in the 6-10 age group do not attend primary school, 37 percent of all primary school children drop out before reaching grade V.[2]

The following two tables show the existing situation of primary education in India.

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[1] Dr. H.D. Dwarkanath, "Realities and Strategies to Improve Primary Education in Rural India: A Critical Evaluation" *Vision*, Vol.XVIII, No.1-2 India (1998-99) p. 65.

[2] R.M. Pal, "Denial of the Right to Education: A Human Right's Violation" *Social Action*, vol.51, (Delhi:2001) p.161.

Table 3.1

Primary Class Enrolment since 1951 (in million) in India

Year	Boys	Girls	Total
1950-51	13.8	5.4	19.2
1970-71	35.7	21.3	57.0
1980-81	45.3	29.5	73.8
1990-91	57.0	40.4	97.4
1995-96*	62.4	47.4	104.8
1997-98*	61.2	47.5	108.7

* *Provisional*

Source: Selected Educational statistics 1997-98 Government of India MHRD 1999.

Table 3.2

School Drop out Rate in India (percentage)

Class I-V	1990-91	1993-94
Boys	42.00	35.10
Girls	47.60	38.60
Total	44.30	30.30

Source: Centre for Monitoring Indian Economy - India's Social Sectors, Feb. '96, Mumbai, March '96.

From the above table we find that the enrolment in the primary stage is low while the drop-out rate is still high. There are many reasons which contributed to this problem. World Bank study on primary education in India points out that poverty, gender factor, caste and tribal gap and inadequate number of teachers and schools act as a hindrance in enrolment and retention in the schools in India.[3] These problems are examined and discussed below:

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[3]   *Primary Education in India* (Washington D.C.: World Bank Publications 1997) pp.112-118.

POVERTY

Poverty constraint the parents to send their children to school even though they understand the value and important of education.[4]

Table 3.3: Indian (States and Union Territories): Literacy and Socio Economic Characteristics *

States High Literacy Rate (70 per cent+)	Literacy Rate 7+ Age (1991)	Per Cent below Poverty Line (1987-88)
Kerala	89.8	17.0
Mizoram	82.3	-
Lakshadweep	81.8	-
Chandigarh	77.8	-
Goa	75.5	-
Delhi	75.3	-
Pondichery	74.7	-
Andman and Nicobar Islands	73.0	-
Daman and Diu	71.2	-
Mean	85.5	-
Range	18.6	-
Medium Literacy Rate States (45-69 per cent)		
Maharashtra	64.9	29.2
Himachal Pradesh	63.9	9.2
Tamil Nadu	62.7	32.8
Nagaland	61.7	-
Gujarat	61.3	18.4
Tripura	60.4	-
Manipur	59.9	-
Punjab	58.5	7.2
West Bengal	57.7	26.6
Sikkim	56.9	-

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[4] Amarjeet Sinha *Primary Schooling in India,* (Delhi, 1998), p.52.

Karnataka	56.0	32.1
Haryana	55.9	11.6
Assam	52.9	.
Meghalaya	49.1	.
Orissa	49.1	44.7
Mean	59.1	23.6
Range	15.8	37.5
Low Literacy Rate States (0.44 per cent)		
Madhya Pradesh	44.2	36.7
Andhra Pradesh	44.1	31.7
Arunachal Pradesh	41.6	.
Uttar Pradesh	41.6	35.1
Dadra and Nagar Haveli	40.7	.
Rajasthan	38.6	24.4
Bihar	38.5	40.8
Mean	41.5	33.7
Range	5.7	16.4
India Mean	52.2	29.9
Range	51.3	37.5

Note: Means of high, medium and low literacy categories and India. Col 5 are calculated using available proportionate data instead of actual figures.

Source: NIAE, *Statistical Database for Literacy, 1991,* vol.II, New Delhi, 1993, based on Census Data.

* *Economic and Political Weekly,* July 10, 1999.

The table clearly points out the relation between poverty and illiteracy. Poverty constraints the parents to send their children to school even though they understand the value and importance of education.[5]

According to Amrit Singh "... the low rate of literacy is largely decided by the widespread poverty and the inability of most people to have access to schools. In plain terms a large number of people have no access to education.

Even if they managed to get access they could not sustain long due to poverty. Naturally dropping out becomes unavoidable, Therefore there appears to be a correlation between areas of absolute poverty and areas of poor indices of social development. In the Bimaru states (Bihar, Madhya Pradesh, Rajasthan, Andhra Pradesh, Uttar Pradesh) illiteracy and poverty persists higher than the rest of the states and union territories in the country.[6] Many children from rural families and urban slums initially started schooling at the age of six. By the time they reach the age of nine or ten years of age they drop out from the school in order to help the family chores or to work and generate income for the family.[7] Moreover it is found that children from poor households score lower on achievement tests than do children from the wealthier households. Dropouts, are mostly children of poor family who need them to do domestic chores or work to add to the family income.[8] These studies point out that poverty or low income plays a role resulting in low schooling levels. Poorer countries or sections of the population in the same country are therefore more likely to be found with poorer educational records.

Gender Gap

According to the recent census (2001 Census) commission the number of women per 1,000 men is 933 out of that while 75.85 per cent of the male population is educated only 54.6 per cent of female population is educated.[9] The

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[5] Amarjeet Sinha, *Prima Schooling in India* (Delhi, 1998),p.52.

[6] Ilawaa. Ernet, available at http;//.in/academy/courses/povment 98.html.

[7] Ved Prakash, (ed) *School Education in Rural India*, (Delhi, 1993), p.69.

[8] Ibid., p. 80.

[9] *Outlook* (Delhi), 9 April 2001.

gender difference in schooling often derives from differences in household investment decisions. The Indian families prefer to educate the sons as they are expected to extend the family lineage and provide security and financial assistance. Girls are valued as short-term contributors to the households, which often conflicts with schooling.[10] The table 3.2 clearly shows the gender in enrolment in primary school. A situational analysis brought out by UNICEF in 2000, presents some of the stark realities with respect to the girl child. The parents were worried about the future dowry costs of their daughters, thus female foeticide has been reported in 27 of India's is 32 states. Girls from poor family are often deprived of food, medical care and schooling, passed over in favour of their brothers by their parents.[11] Immense regional variations were found among the states. Kerala, had a negative drop out rate whereas a populous state like Bihar had a dropout rate of 64.39 per cent in class I to V.[12] According to National Sample Survey (NSS) report during 1993-94 the gross enrolment ratio among boys at the primary school level exceeded 100 per cent in 26 out of states and union territories.

Among the more populous states this ratio varied from 93 percent in Punjab to 149 percent in Tamil Nadu. Girls enrolment ratio in primary schools exceeds 100 per cent in 15 out of 31 states and Union Territories. The ratio varies from 54 percent in Bihar to 141 percent in Tamil Nadu. Gender disparities

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[10] *Primary Education in India*, op. cit., p. 125.

[11] *UNICEF, The State on the World's Children 2000'*, (New York: UNICEF Publications, 2000), pp.19-20.

[12] Ibid.

can be seen in the enrolment figures cited above.[13] PROBE survey found an unequal emphasis on education in relation to the two sexes. Most of the parents in India express much stronger interest in their sons' education than in their daughter's. In PROBE survey they found that the proportion of parents who stated that education is not important for girls is as high as 10 per cent as compared with only 1 per cent in the case of boys.[14]

Caste Gap

According to Aggarwal and Sibon (1992) the SC/ST have lower enrolment and achievement rates and higher drop-out rates, than the general population.[15] The population of scheduled castes was 138.12 million (16.33%) and that of scheduled tribes was 67.8 million (8.01%) of the country's population according to 1991 census.[16] The literacy rates of SC/ST are given below:

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[13] Available at http:// www. Ernet in /academy/cources/povment/98.html

[14] Public Report on *Basic Education in India* (New Delhi, 1999), p.20.

[15] Agarwal and Siban quoted in world Bank publication n.3., p.134.

[16] MHRD. *Annual Report 1998-99.* (Delhi, 1999), p.21.

Table 3.4

Literacy Rates of Scheduled Caste/Scheduled Tribe Population in India

Year	Schedule Caste literacy Rate in percentage	Schedule Tribe literacy Rate in percentage
1961	10.25	8.53
1991	37.41	29.60

Source: Selected Educational Statistics 1997-98, MHRD, Delhi, 1999.

From the above as compared to the general population it is clear that literacy percentage for SC/ST are very low. Caste based segregation is still practised in remote areas of the country (Nambissan 1995). For instance P. Sainath in his article on schools in parts of western orrissa points out that even in an official programme like the mid-day meals scheme. The students were made to sit strictly long caste lines during lunch time. Acute poverty and economic inequalities further promote the malady. Scheduled caste students are discriminated against by making them sit separately in the classroom and by segregating them from others students during lunch time (mid-day meals).[17] The Tribals mostly live in small remote hamlets that have no schools. Some tribes are

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[17] Ibid., p.135.

still conservative as they have no interactions with other communities. Most tribal children are first-generation students. They get less support from their parents.[18]

POOR INFRASTRUCTURE OF THE SCHOOL

UNESCO study found out that 13.5% of primary schools in India do not have proper buildings, 40% do not have black boards, 59% have no drinking water, and 28% function with single teachers.[19] Schools without building is a very commonly noticed factor in rural areas.[20] According to the Fifth All India Survey barely half of all primary schools in India have well constructed buildings. Only 42 percent have a single classroom and more than half have a usable blackboard - less than half have no drinking water facilities and only 6 percent have toilet facilities.[21]

Shortage of school buildings in addition to shortage of teachers is found in India. According to the Fifth All-India Education Survey, more than 60 per cent have only one or two teachers in position and only 15 per cent have more than four teachers.[22] 90 percent of primary school teachers don't stay in villages. They reside in nearby towns and reach the school according to the availability of transportation facilities. There is lack of commitment among the teachers and majority of them treat their duty as optional and pursue business apart from

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[18] Ibid., p.136.

[19] "Teacher's concern", *Frontline*, (April 18, 1997). p-. 17.

[20] Moses P. Manlar, ed., *Education and Social Change: A Case Study in Non-Formal Education*, (Delhi, 1998), p.14.

[21] Ibid.,.p.17.

[22] Kiran Bhatty, op. cit., p. 1736..

teaching.[23] It is found out that 50 percent are in teaching line not because they wanted the profession but because nothing else was available. Moreover, most of them do not have the expected requirements to handle students and to impart quality education.[24] Dreze and Gazdar 1996 report that the most alarming fact is that standard of teaching in government schools has deteriorated. The teacher absenteeism has shown no sign of improvement.[25] However, this also need to be analysed in relation to the problem faced by the teachers. Teachers are made to spend substantial amount of time on non-academic duties as a result of which they are left with inadequate time for the students. They were expected to execute a number of non-teaching assignments such as: distribution of official letter, circular, monthly bulletins, etc to nearby schools, collection of fees/funds from students, maintaining records of library books, teaching aids, furniture etc. Moreover, some teachers had to collect salaries from the office of District Primary Education Officer (DTEO) or Bank, distribute books, uniforms and financial assistance to SC/ST and had to distribute mid-day meals to students. It is reported that 80 percent teachers spent for hours per week, on non-academic work. This affects adversely teacher' job satisfaction and work commitment which ultimately leads to a low standard of primary education in rural schools.[26]

In the study by Govinda and Varghese sample of schools in the urban and rural areas show that 56 percent did not even have one teacher per grade. In rural

[23] Moses P. Manlar, op. cit., p.49.

[24] Amrik Singh, op. cit., p.63.

[25] Kiran Bhatty, op. cit., p. 1737.

[26] R.K. Chopra, "Workload of Rural and Urban Primary School Teachers: A Comparative Study", *Perspectives in Education* 2001, vol.17, no.2, Baroda, p.110.

areas it is even worse multi-grade teaching is common. Sinha and Sinha report that only 38 percent of the teachers in schools were graduates or post graduates. They also found high average pupil-teacher ratios and uneven distribution of teachers between schools.[27] Moreover the curriculum in the school system did not understand the heterogeneity of the composition of students in the rural areas as the syllabus and curriculum did not match with the socio-economic situation in rural areas. The monotonous school syllabus is not suitable to the schools in the rural areas. The above scenario leads to an increase in the illiteracy rate among children.

Another view point has tried to link up illiteracy with the issues of rising population. According to Denzil Saldanha the annual growth of literacy rate has not been able to keep pace with that of population, with the result that there has been an increase in the absolute number of the non-literate over the decadal period even though there has been an increase in literacy rate.[28]

INTER STATE VARIATIONS

Another aspect that needs to be looked into in relation to the primary education scenario in India is the inter state variations in terms of primary education. The PROBE report found that states like Bihar, Madhya Pradesh, Rajathan and Uttar Pradesh are the worst performers. It is found out that 72 districts of these four states, in which large number of children are in the 10-14 age group are illiterate. Whereas in Kerala illiteracy has come down to almost

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[27] Kiran Bhatty, op. cit., p. 1738.

Table 3.5: India (States and Union Territories): Literacy and Educational Characteristics [1]

States/UT	Literacy Rate 7+ Age	NO. of Primary Schools 1,000 Population	No. of Primary Schools 5 Sq. Kms	No. of Students in Primary School/Teacher	Percent of Trained Teachers in Primary Schools	Percent of Budgetary Expenditure on Education (Revenu Account)	No. of Enrolment in Schools 1,00 Population	Dropouts Ratio Class I-V	Enrolment Ratio Class I-V
	1991 (3)	1991	1990-91	1990-91	1990-91	1989-90	1990-1991	1989-90	1991
Kerla	89.8	0.2	0.9	32	96.0	25.3	108.4	-4.2	102.5
Mizoram	82.3	1.6	0.3	28	49.3	13.8	175.4	49.2	149.8
Lakshadweep	81.8	0.4	3.0	31	96.0	13.3	161.4	6.3	139.8
Cahndigarh	77.8	0.1	2.4	21	100.0	121.8	77.3	-6.9	60.6
Goa	75.5	0.9	1.3	21	94.0	42.4	116.1	1.4	102.9
Delhi	75.3	0.2	5.6	31	100.0	27.4	97.1	22.5	90.2
Pondichery	74.7	0.4	3.5	26	94.0	19.2	130.8	-4.6	141.8
Andmand and Nicobar	73.0	0.7	0.1	21	95.0	11.4	141.9	15.3	93.2
Daman and Diu	71.2	0.5		35	97.0		96.3		
Mean	85.5	0.3	0.8	31	91.3	21.8	107.6	9.9	110.0
Range	18.6	1.5	5.3	14	50.7	1.0	98.1	56.1	89.2
Medium Literacy Rate States (45-61.59 percent)									
Maharashtra	64.9	0.5	0.6	39	93.0	18.2	127.0	37.0	123.2
Himachal Pradesh	63.9	1.5	0.7	41	94.2	19.7	135.0	30.1	117.2
Tamil Nadu	62.7	0.5	1.2	45	100.0	21.2	139.0	21.0	134.0
Nagaland	61.7	1.1	0.4	22	50.1	13.4	120.2	27.9	106.3
Gujarat	61.3	0.3	0.3	36	100.0	20.9	137.5	41.7	122.8
Tripura	60.4	0.8	1.0	27	29.5	22.1	145.9	59.3	137.6
Manipur	59.9	1.8	0.7	18	53.0	21.4	144.0	69.8	112.3
Punjab	58.5	0.6	1.2	39	99.4	21.8	101.3	31.5	95.8
West Bengal	57.7	0.7	2.9	41	68.0	26.0	136.2	65.7	125.8
Sikkim	56.9	1.3	4.0	15	50.4	18.3	178.4	57.6	122.7
Karnataka	56.0	0.5	0.6	46	93.7	21.7	126.3	7.6	108.0
Haryana	55.9	0.3	0.6	25	100.0	16.3	102.6	45.7	83.6
Assam	52.9	1.3	1.8	14	64.0	20.4	158.4	28.2	111.8
Meghalaya	49.1	2.3	0.9	35	42.0	19.4	137.0	55.7	106.0
Orissa	49.1	1.3	1.3	35	100.0	21.4	114.3	27.7	102.5
Mean	59.1	0.7	0.9	40	75.8	18.4	130.1	51.5	113.9
Range	15.8	2.0	2.6	28	70.5	12.6	77.1	43.4	54.0
Low Literacy Rate States (0-40 per cent)									
Madhya Pradesh	44.2	1.0	0.8	42		17.0	120.8	3.6	103.3
Andhra Pradesh	44.1	0.7	0.8	53	97.0	20.7	113.3	56.2	107.3
Arunachal Pradesh	41.6	1.3	0.1	29	35.1	15.4	128.8	61.2	104.9
Uttar Pradesh	41.6	0.6	1.3	51	98.0	15.1	100.5	34.3	81.4
Dadar and Nagar Haveli	40.7	0.9	1.2	55	92.0	10.1	120.0	43.7	98.9
Rajasthan	38.6	0.7	0.4	52	98.0	22.7	120.5	76.8	78.0
Bihar	38.5	0.6	1.5	50	87.9	21.8	99.2	65.5	81.7
Mean	41.5	0.7	0.9	58	84.7	17.5	105.9	53.6	93.7
Range	5.7	0.7	1.4	24	62.9	12.6	30.6	42.5	29.3
India	52.2	0.8	0.8	42	89.8	19.9	125.6	48.1	108.2
Range	51.3	2.2	5.5	32	70.5	32.3	101.1	83.7	89.2

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[1] *Economic and Political Weekly*, July 10, 1999, p.191.

negligible levels virtually eliminated.[29]. The literacy level is not uniform throughout the country. The Hindi speaking states like Uttar Pradesh, Bihar, Madhya Pradesh and Rajasthan, Orissa and in the southern states Telangana area in Andhra Pradesh are lagging behind in terms of levels.[30]

From the above the table it can be seen that Kerala has the highest literacy levels than the other states. Bihar has the lowest literacy levels among the states. Among this large number of educational by backward states like Andhra Pradesh, Bihar, Uttar Pradesh, Rajsthan, West Bengal, Madhya Pradesh had large number of hamlets far greater than the number of schools with primary sections in those states. Moreover schooling facility were not found within 1 km radius as yet. In Bihar 1,11, 210 hamlets exist and only 66,762 primary schooling facilities are available. Rajathan has 63,300 hamlets there are only 33,730 primary schooling facilities. Arunachal Pradesh has 1,541 primary schools for a total of 3,812 hamlets. While in the state of Kerala 9,692 primary schooling facilities exist for 8,840 hamlets, which had high level of coverage by 57,249 primary schools for the 62,620 hamlets in the state.[31] The following table will explain the situation of basic education in the low literacy states as compared to high and medium literacy state point towards the highest mean number of students in primary school per teacher. Andhra Pradesh with 53 students per teacher and Uttar Peradesh with 51 head the list. The result is crowded

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[28] Denzil Saldanha, "Residual Illiteracy and Uneven Development-II: Literacy and Development, *Economic and Political Weekly*, July 10, 1999, Mumbai, p.1916.

[29] Public Report on Basic Education in India, op. cit., . p. 11.

[30] Amrik Singh, op. cit., p. 63.

[31] Amarjit Sinha, op. cit., p. 128.

classroom and multigrade teaching; the lowest number involvement in primary schools per 1000 population (105.9) the lowest average gross enrolment ratio for the age group corresponding to classes 1-5 (93.7 percent) and the highest dropout (drive out) ratio per these classes (53.6 percent) more than half the initial enrolment since class 1.[32]

The above analysis gives an insight into the various aspects of the primary education scenario in India. The following chapter tries to look into the role of UNESCO and UNICEF in the field of primary education in India within such a contextual background.

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[32] Denzil Saldanha 'Residual Illiteracy and Uneven Development-II; Literacy and Development Characteristics, *Economic and Political Weekly*, July 10, 1999, Mumbai, p.1911.

CHAPTER IV

ROLE OF UNESCO AND UNICEF IN INDIA

The consciousness of the rights of the people and children came to be felt after the American War of Independence (1775), French Revolution (1789) Russian Revolution of 1917. These revolutions made a landmark in the history of the entire humanity. The plight of labour, women, children and the aged. The plight of children became a focus of attention for philanthropists and activists in the newly industrialised World.[1] The French Revolution and the American Revolution gave impetus to the concept of education as a tool to enlighten the citizens and to fulfill democratic ideals.[2] The League of Nations, for the first time in 1924 adopted the Geneva Declaration on Rights of Child. Subsequently, the United Nations made another declaration on the Rights of the Child in 1959.[3]

The Universal Declaration of Human Rights adopted by the General Assembly of the United Nations in Paris on December 1948, proclaimed that everyone has the right to education. Children are the main beneficiaries of this right and many techniques and systems of education are especially designed for children. The society felt that it is the children who will preserve and enrich their cultural heritage.[4]

THE CONCEPT OF 'CHILD RIGHTS'

According to UN convention on the Rights of the child, the Article 1 define a child as "...a child means every human being below the age of

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[1] Benedicta Leonilla Ageira, *Crisis in Primary Education* (Agra: Y.K. Publishers, 1996), p. 11
[2] Gaston Mialaret. ed., *The Child's Right to Education* (Paris: UNESCO, 1979), p. 22
[3] Benedicta Lenill Ageira, op. cit., p. 11.

eighteen years unless, under the law applicable to the child, majority is attained earlier.[26] In India, a person below 14 years is considered a child. [27]In the census of India, persons below the age of fourteen is considered as a child. Most of the government programmes on children are targeted for the age group below fourteen years. According to the constitution of India, under Article 23, says that no child below the age of 14 years shall be employed to work in a factory or mine, or to be engaged in any other hazardous employment. The legal definition of a "child" depends very much upon the specific legislation.[28]

Table 4.1 The 'Child and the Rights' from the Law in India

Criminal Law : Indian Penal Code, 1860	Nothing is an offence which is done by a child **under seven years of age** (Section 82) Nothing is an offence which is done by a child **above seven years of age under twelve,** who has not attained sufficient maturity of understanding to judge the nature and consequence of his conduct on that occasion. (Section 83).
Juvenile Law: The Juvenile Justice Act, 1986	"juvenile" is a boy who has not attained the **age of sixteen years,** and a girl who has not attained the **age of eighteen years.**
Family Law: Child Marriage Restraint Act, 1929 ·	"child" means a person who, if a male, has not completed **twenty-one years of age,** and if a female, has not completed **eighteen years of age.**
Labour laws; Apprentices Act, 1951	A person shall not be qualified to be engaged as an apprentice. . . unless he is **not less than fourteen years of age.**
Factories Act, 1948	No child who has not completed his **fourteenth** year shall be required or allowed to work in any factory.
Mines (Amendment) Act, 1983.	No person **below eighteen years of age** shall be allowed to work in any mine or part thereof.
The Child Labour (Prohibition and Regulation) Act, 1986	"child" means a person who has not completed his **fourteenth year of age.**

Source : UNICEF, The Right to be a Child, New Delhi, 1994.

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[4] Gaston Mialaret, op. cit., pp. 22-23.
[26] UNICEF, The Right to be a Child (New Delhi: UNICEF, 1994) p. 4
[27] *Universal Children's Day* (New Delhi: Ministry of Human Resource Development, 1998. p. 14.

In the constitution of India, Article 45 states. "The State shall endeavour to provide, within a period of 10 years from the commencement of the constitution, free and compulsory until they complete the age of fourteen years".[29] This right is in the directive principle of the Indian constitution and has yet to be implemented as a fundamental right.

In 1979, UN celebrated the International year of the child. This event mark a significant phase in the worldwide struggle for child's rights.[30] November 20, 1989 the UN adopted the UN Convention on the Rights of the Child. Article 28-1 (a) of the convention on the Rights of the child states that primary education be made compulsory, available and free, while Article 29 sets out the aims of education i.e. developing each child's ability to the fullest.[31] Article 6 of the Convention on the Rights of the child states that every child has the inherent right to life and Article 7 gives emphasized on the child right to parental care and family life. Moreover, Article 13, 14, 15 treats children as individuals by stating their right to freedom of expression, freedom of thought, conscience and religion and freedom of association and assembly.

INTERNATIONAL CONFERENCES

UNESCO has played a leading role in the areas of education. From the very beginning UNESCO has given much to advocate its progress. UNESCO and UNICEF are part of the EFA Forum. Some of the international conferences on education are:

♦ International Conferences on Education (ICE) 1947.

♦ Regional Conference of Ministers of Education, 1960

[28] UNICEF, The Right to be a Child, op. cit., p. 4.
[29] P.M. Bakshi, The Constitution of India (New Delhi: Universal Law Publishing Company, 1997), p. 73.
[30] Gaston Mialaret, op. cit., p. 43.

- World Congress on the Education of Illiteracy, Tehran 1965.

- World Conference of Education for All, Jomtien, Thailand 1990 (With UNDP, UNICEF and the World Bank)

- World Education Forum in Dakar, Senegal 2000.

Like the other organisation of the UN systems, UNESCO and its member states are bound by the conventions and agreement adopted by the UN General Assembly. The adoption by the United Nations in 1948 of the Universal Declaration its educational activities beyond its constitutional mandate. UNESCO became committed to promote the universalisation of primary education and conducted activities to expand and improve basic education for children. The problem of illiteracy has been of concern to UNESCO since its creation and opines that the long term solution for dealing with illiteracy is the rapid extension of primary education. The projects though small-scale, have been carried out within the framework of the fundamental education programme approved by the First Session of UNESCO General Conference. The World Conference of Ministers of Education on the Eradication of Illiteracy (Tehran, 1965) marked the passage in its involvement in a larger-scale campaign for universal literacy. Universal literacy mission means full and equal opportunities for education for all.[32]

International commitment to children's education can be seen from the resolution of the world conference on Education for All, held at Jomtien, in Thialand (1990); World Summit on Children 1990; World Education Forum in Dakar, Senegal, in April 2000.

The goals and strategies adopted at the World Education Forum in Dakar, Senegal, in April 2000.

[31] *The State of the World's children*, op. cit., p. 2.

[32] Jagannath Mohanty, Education for All (New Delhi: Deep and Deep Publication, 1994), pp. 317-318)

- Expanding and improving comprehensive early childhood care and education,   especially for the most vulnerable and disadvantaged.

- Ensuring that by 2015 all children (with a special emphasis on girls and children   in difficult circumstances and from ethnic minorities) have access to and complete   free and compulsory primary education of good quality.

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

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

- Eliminating gender disparities in primary and secondary education by 2005 and   achieving gender quality in education by 2015, with a focus on ensuring girls, full an equal access to and achievement in basic education of good quality.

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

Strategies
- Mobilise strong national and international political commitment for education for all, develop national action plans, and enhance significantly investment in basic education.

- Promote EFA policies within a sustainable and well-integrated framework clearly linked to poverty elimination and development strategies.

- Ensure the engagement and participation of civil society in the formulation, implementation, and monitoring of strategies for educational development.

- Develop   responsive,   participatory,   and   accountable   systems   of educational governance and management

- Meet the needs of education systems affected by conflict, natural calamities, and instability, and conduct educational programmes in ways that promote mutual understanding, peace and tolerance and help to prevent violence and conflict.

- Implement integrated strategies for gender equality in education which recognise the need for changes in attitudes, values and practices.

- Urgently implement programmes and actions to combat the HIV/AIDS pandemic Create safe, healthy, inclusive, and equitably resourced educational environments conducive to excellence in learning and clearly defined levels of achievement for all.

- Enhance the status, morale, and professionalism of teachers

- Harness new information and communication technologies to help achieve EFA goals.

- Systematically monitor progress toward EFA goals and strategies at national, regional, and international levels.

- Build on existing mechanics to accelerate progress education for all.[33]

As the world has become more complex, school systems have also expanded in size and strength. In order to survive and prosper in the new century people will need to adopt scientific methods of learning In the words of late Julius Nyerere first President of the United Republic of Tanzania "Education is not a way of escaping the country's poverty.[34] It is a way of fighting it." Education is every child's right and there is no substitute to good quality. It extremely relevant to children's lives and can truly fight poverty. Thus Education can be a weapon to fight against poverty and bring development.[35]

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[33] *World Education Forum commitments and Goals,* available at
http://www.UNICEF.ORG
[34] Ibid.
[35] UNICEF, *The Progress of Nations 2000* (New York: UNICEF, 2000), p. 29.

UNESCO

UNESCO was created in 1946 after the world war II to provide aid to the war ravaged countries of Europe and Asia in the areas of material rebuilding of educational and cultural institutions destroyed or damaged by the war, it is also for the moral rebuilding of education systems. Its constitution was first drafted by UK and France, and later adopted by 43 members of the UN. On December 14, 1946, UNESCO was recognised as a specialized Agency of the United Nation. It purpose was the establishment of a United Nation Educational and cultural organization.[36] The organisation of UNESCO consists of three organs:

♦ General Conference

♦ Executive Board, and

♦ Secretariat

The General Conference is the governing body of UNESCO and is composed of representatives from member-states. At present UNESCO consists of 182 member and 3 Associate Members.[37] The member-states meet every two years. Each member-states is allowed to have fine delegates but has only one vote. The General Conference summons international conference on education, sciences culture etc. The conference considers the annual reports submitted by the member-states. The Executive Board, consisting of 58 members elected by the conference, is responsible for supervising the programmes adopted at the conference. The secretariat consists of a Director General and such other staff. The Director General is appointed by the General Conference on the recommendation of the Executive Board for a period of six years.[38]

UNESCO has its own character which contains XV Articles. This character proclaims UNESCO's purpose and objective of international peace

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[36] Rumki Basu, *The United Nations* (New Delhi Sterling Publications, 1993), p. 223

[37] Fernando Valderama, *A History of UNESCO* (Paris: UNESCO, 1995), p. 407.

[38] *U.N. Basic Fact* (New York: UN, 1998), p. 53.

and of the common welfare of mankind for which the United Nations Organisation was established. As mentioned in the Article, the purpose of the organisation is to contribute peace and security by promoting collaboration among the nations through education, science and cultural in order to further universal respect for justice, for the rule of law and for human rights and fundamental freedoms which are affirmed for the peoples race, sex, language or religion , by the character of the United Nations. Membership to the organisation is granted to all members of the United Nations Organisation per in Article II[19]. As per say in Article IX UNESCO's budget is administered by the organisation. The General Conference gives approvals and gives final effect to the budget. The apportionment of financial responsibility among the member States Members of the organisation is subject to such arrangement with the United Nations. The Director-General with the approval of the Executive Board, can retrieve gifts, bequests and subventions directly from Government, public and private institution, associations and private persons. UNESCO's main activities in the field of education are helping the members of the organisation by furnishing advise regarding the country's education policies. It also assists in teacher training, school construction, school finance, preparation of curricular and text books and other teaching materials. UNESCO has Regional Research and Training Institute of Educational Planning in Paris[20].

UNESCO is involved in various fields of policy, structures, methods and training of staff personnel in education (both formal and non formal) at all levels. All these programmes aim to satisfy the desire of member states that the international community should contribute to a genuine demoralization of education. It also studies the national educational situations and systems and helps the member states to make a critical study of their own education conditions with a view the formulate an appropriate education policy[21].

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[19] Ibid, p.p. 396-397.
[20] Rumki Basu, op. cit., p. 223.
[21] UNESCO, *Thinking Ahead* (New York: 1977, p.196

The main role of UNESCO during its fifty years of existence has constantly helped its member states to identify their needs and aspiration in the field of education through consultations, surveys and international or regional conferences. In carrying out its policy or mission it has always been guided by these countries choices and has always scrupulously abided by their decisions. UNESCO has constantly pointed out the rest of the Governments. Other roles UNESCO plays is to act as a stimulus to analysing trends define policies set up standards formulate key ideas, encourage innovation and organise exchange of information, ideas and people. At appropriate times mobilizing the financial and human resources needed for the advancement of education. UNESCO has constantly sought to mobilize the political will of the international community on behalf of the two great educational causes i.e. the right to education and the role of education in building a more caring world, but it has never attempted to supplant the governments of its member status.

UNESCO does not fund educational projects directly although it is involved indirect funding. Its budget is quite limited. UNESCO has promoted the cause of education in many of the development aid agencies. Their budget for education has increased For 1994-95 it spent around 36% of their budget on education. It received 40% of the budget from the United Nations and the rest comes from other extra budgetary sources. The minimum rate of assessment the member states have to pay is 0.01, per cent, in 1995. The regular budget for 1998-99 amounted to $ 554 million.

UNESCO has sought to develop schools simultaneously as non formal structures, as alternatives for all those without access to schools. Since the 1980's UNESCO has expanded its programme of primary education. The programme was carried out in cooperation with regional programmes. International Conference on Education's 16th session on the theme - primary

teacher training, IBE, Geneva; UNESCO opines that the quality of education depends on the status of the teachers ability. It makes provision in their programmes like teacher education project. UNESCO has put forwarded a plan to aid its member states by helping to train fundamental education workers and by developing samples of the teaching materials they need. This plan is intended to operate as a twelve-year programme in which a world network of six production and training centers will be established in five regions - Latin America, Equatorial Africa, The Middle East, India and the Far East.

UNESCO'S ROLE IN PRIMARY EDUCATION IN INDIA

UNESCO's highest priority is to provide basic education for all as it is the key to development. UNESCO New Delhi's activities cover education programme for primary education, literacy and continuing education and reaching the unreached. This is carried out by expanding access to, and improving the quality of both basic education and teacher's education. UNESCO's commitment for the cause of literacy is reflected by UNESCO New Delhi's partnership with the National Literacy Mission and its integral role in the joint UN support for primary education and empowerment of community schools.

UNESCO in New Delhi has given special emphasis on the education of women and girls. Besides their area of involvement stress is on technical and vocational education, distance education, education of street children (projects with NGO's in Calcutta) and of children with disabilities (a project with Lok Jumbish in Rajasthan). Teacher education and training projects were taken up in collaboration with the Government of India. For the enhancement of the quality of teacher's education, a three-day international workshop on 'Competency based and Commitment Oriented Teacher's Education' was held jointly by UNESCO and the National Council for Teacher Education on

17-19 December, 1998, in New Delhi. The workshop gave special focus to the elementary education. Teacher Education through Distance Education involves programmes like Interactive Television (ITV) Pilot project for distance education. Its project of primary teacher training and multipurpose community tele-centre has aimed at training and upgrading teacher's skills of primary school. It has already begun in Gujarat and Madhya Pradesh.[22]

To promote Girls Education UNESCO has taken up an innovative pilot project on promotion of primary education of girls and disadvantaged groups in Khol block of Rawari district in Harayana in 1992. UNESCO and NCERT's department of women's studies – collobarative project in 68 school in 59 village in the Khol block. (Rawari district) was conceptualised as a low cost feeder project to help Haryana achieve Universal Primary Education (UPE). Through these projects some changes were brought in the Phase I policy level:

♦ New schemes for girls and the disadvantaged

♦ Improved school, infrastructures

♦ Separate primary schools for girls

♦ Change in recruitment policy

♦ 50% reservation for women in educational administration

♦ Open School for post-primary education

♦ Increased network with Anganwadis

The second phase of the programme focuses on quality i.e. promoting girls education and equality between the sexes and improving the quality of primary schools. This programme is planned to be replicated in other schools as well. Moreover incentive schemes like cash, free books, uniform, food were designed to encourage a participation of girls and women in basic education in India. Project on street children projects in Calcutta was take up by CINI Asha and Don Bosco Ashalayam, the two NGOs in Calcutta with

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[22] Ibid, p. 83

whom UNESCO has been collaborating on educational project for street children. Non-formal education classes near about 30 to 40 children who live on railway platforms were given this facility. Provision of text books and bags were made available to the children. Working children from the slum areas are also included in this countries.[23] UNESCO and NCERT have initiated a project entitled evaluation and review of incentive schemes in primary schools for Girls Participation. The project has two phases. Phase I to collect information from the 32 nations, regarding the socio-economic background of rural communities, the financing of incentive schemes and the infrastructural facilities prevailing in schools.

The second phase consists of field study on sample basis in UP and Tamil Nadu. These projects will facilitate girls participation in rural primary schools in terms of Gross Enrollment Ratio (GER) and to reduce gender priority. Both phases are under way[24]. UNESCO has been collaborating with the National Literacy Mission as well as helping in sponsoring publications on education. The collaboration is being extended to research and evaluation, literacy awards and the creation of a joint NLM and UNESCO websites.[25]

In collaboration with the states resources centre for Adult and Non-Formal Education as well as Jamia Millia Islamia, New Delhi, UNESCO has launched an innovative programme to provide new reading and learning materials to all as a total literacy campaign. India's National Literacy Mission has won UNESCO's prestigious Noma Literacy prize for 1999. NLM's initiation of Total Literacy campaign is recognised as the dominant strategy, for the eradication of illiteracy[26].

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[23] Ibid., p. 14.
[24] Ibid., p. 16.
[25] UNESCO *Annual Report,* op. cit., p. 15.
[26] Ibid., p. 34.

ROLE OF UNICEF IN EDUCATION

United Nations Children's Fund (UNICEF) came into being in 1946. UNICEF was create by the United Nations General Assembly to relieve the suffering of children in post war Europe, striking to deal with the effect of the world war II[27]. UNICEF is the only UN agency exclusively devoted to the cause of children. For more than 54 years, UNICEF has been helping governments, communities and families for the betterment of the life for children. UNICEF works in 161 countries, finding solutions to the problems plaguing poor children and their families, and on ways to realize their rights. UNICEF carries out its work through its headquarters located in New York. There are other regional offices and 125 field offices around the globe. UNICEF is governed by a 36 - member Executive Board that establishes policies, reviews programmes and approves budgets. The members are elected by the United Nations General Assembly and the Economic and Social Council (ECOSOC) and normally serve a three-year term. The members are elected from the following regional allocation of seats. 8 African states, 7 Asian States, 4 Eastern European States, 5 Latin American and Caribbean States and 12 Western European and other states (including Japan). UNICEF has two regular sessions and an annual session at the UN Headquarters in New York. All formal meetings of the Board are interpreted in the six official languages of the United Nations (Arabic, Chinese, English, French, Spanish and Russian). The officers of the Board consisting the Bureau members at its first regular session of each calendar year from among Board members. There are five officers representing the five regional groups i.e. the president and four vice-presidents. They are elected for a term of one year. The current Executive Director is Carol Bellamy of the United States of America. [28]

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[27] United Nations, *Basic Facts*, op. cit, p. 34.
[28] UNICEF, *Annual Report*, op.cit., p. 112.

UNICEF has over 6,200 staff workers in 242 locations in 133 countries, end of these 86 per cent are posts in the field. The worldwide, are assigned to the headquarters, situated in New York, Copenhagen, Florence, Tokyo, Brussels, Hungary, and Geneva. UNICEF offices in Tokyo and Brussels support fund-raising. UNICEF also has a research centre in Florence and a supply operation based in Copenhagen. The 37 committees for UNICEF raise funds and spread awareness about the organisation's mission and work. UNICEF relies entirely on voluntary government and non-government contributions; more than 30 per cent of the income and private sector sources[29]. This includes major contributions for the 37 National Committees for UNICEF[30]. UNICEF has doubled it expenditure on its basic education programme. In 1987 it spent $ 36.8 million and in 1992 the expenditure increased to $ 83.7 million. According to the 1999 report of UNICEF, 61% ($ 687 million) of its budget arrived from government, and 36 percent ($394 millions) from the private sectors and three percent ($ 37 millions) from other source. The total was $1,118 million. [31]The top government donors (total funds) are United States, Japan Sweden, and the top government donors per capita are Norway, Sweden, Denmark.

According to UNICEF's 1999 report, the Indian government's contribution was $ 718,270 and other contributions were $ 125,410 (Regular resources) and other resources $ 843,575[32]. UNICEF is mandated by The United Nations General Assembly to advocate the protection of children's rights, to help meet their basic needs and to expand their opportunities to reach their full potential. Central to the objective of the mandate is the right of every child to participate in and benefit from education. UNICEF is guided by the Convention on the Rights of the Child and strives to establish children's right as an enduring ethical principle and international standards of behaviour

[29] UN *Basic Fact*, op. cit., p. 34.
[30] UNICEF, *Annual Report, 1998*, Op. cit., p. 132
[31] UNICEF, *Annual Report 2000*, op. cit., p. 34
[32] Ibid., p. 30.

towards children. The people of UNICEF's education programme is guided at the country level by each country's national development plan, education plan and the national programme of action. The broad UNICEF mandate is to work in a multi-sectoral fashion for the development of the child as a whole. That is in a way which offers the opportunity to promote links between learning activities and other areas that affect the survival, protection and development of children and women. The extensive field presence of UNICEF at national and sub-national levels, an ability to work, at least selectively, with communities and NGOs facilities a flexible and effective response to people's needs and concerns. The potential of these special advantages can be realized when UNICEF works in collaboration and seeks complementarity of efforts with other partners active in basic education.

UNICEF's education activities focussing on primary education started in the 1960s. In 1982, UNESCO and a working group developed a programme for the universalization of primary education and literacy. This redirected UNICEF cooperation in education. The five strategic objectives of UNICEF education programmes are:

♦ To increase enrollment, retention and completion rates of primary education either in formal schools or non-formal programmes;

♦ To reduce gender and geographic disparities in enrollment and completion.

♦ To improve the proportion of enrolled students achieving minimum levels of learning.

♦ To enable parents to participate in the development of children by improved knowledge and skills of early child care.

♦ To enhance mutually supportive linkage between basic education and other programmes for children and women.

Area of action: With its analysis of the situation of children and women, UNICEF formulates strategies and objectives for co-operation in a country.

The country programme consists of a combination of strategic and catalytic activities in areas like universal access to primary education. Here UNICEF dedicates the major portion limited for financial and human resources to provide strategic support for the attainment of universal primary education. UNICEF works closely with Government and other educational partners to ensure that primary education systems are efficient and cost-effective. As formal systems alone cannot meet the demands of universal primary education in many countries, UNICEF promotes a unified system of primary education with a diversified approach:

♦ Incorporating non-formal modalities, where necessary, within the formal system supporting non-formal primary education of comparable quality and

♦ Fostering a partenership of governments, NGOs and communities to ensure primary education.

UNICEF also supports curriculum reform. The development and production of teaching / learning aids and text books, teacher training, improvement of planning and management capacities and upgradation of monitoring and evaluation. Education and training are important elements in most UNICEF assisted programmes. The programme consists of training traditional attendants, maintenance workers of water supply and sanitation facilities and the like.

UNICEF STRATEGIES FOR EDUCATION IN THE TWENTY-FIRST CENTURY

Improve the quality of primary education:
UNICEF is committed to make quality basic education compulsory for all children to reorient and refocus its work in education. It is committed to the following vision: All children should be able to fulfil their right to education, meet their basic learning needs, realise their full potential and participate

meaningfully in society. The above vision is to be realised through access to high-quality, child-friendly learning environments; quality primary schools and participation of families and communities. And it is committed to a partnership with governments other UN and bilateral agencies.

Strategies for the UNICEF education sector with regard to early childhood care include; identifying the essential psychological components, messages, indicators and assessment totals for early childhood care programmes. It is committed to promoting equity of access to and completion of quality basic education for all children, especially for girls and for others, living in conditions of disparity and discrimination. In collaboration with the state it promotes policy dialogue on the need to reach the unreached and to understand the conditions that contribute to their excluded, i.e. helping government and communities to develop school-and community - based mechanisms to trace and track children not in school.

In basic education the plan strategies and activities to be pursued are supporting curriculum renewal and implementation, emphasizing literacy, numeracy and like skills; developing and disseminating more active, child-centered teaching learning methodologies, especially those which address the situations of children living under conditions of discrimination and disadvantage (e.g. children in conflict, children affected by HIV/AIDS]UNICEF is committed to enabling families and communities to help fulfil the right of children to education through greater participation in planning and managing educational programmes

It provides educational response to situations of instability and emergency. The comprehensive approaches in this situation in the case of education are: establishing UNICEF capacity at the regional level to play a leading role in early developing a range of responses that go beyond a reflex response of providing educational supplies towards a more integrated programme of support for the rehabilitation of education systems; improving partnerships

with other United Nations agencies to ensure the rapid and effective mobilization and deployment of resources for education. It promotes child-friendly learning environments and has special provision for excluded groups e.g. girls, childhood with disabilities, children affected by HIV/AIDS.

Development of child friendly education systems i.e. promote quality learning outcomes is the major objecitve of the UNICEF. Encourage children to think critically, solve problems, express opinions and understand how to learn, and help children master reading, writing and category and calculating and the knowledge and skills and calculating and the knowledge and skills required for life in the new century. In order to promote such schools, UNICEF strategies to refine and disseminate the framework of child-friendly schools, including the development of clear indications of child-friendly elements; and help to implement child-friendly systems and schools in selected countries, especially through work at school and community levels.

ROLE OF UNICEF IN PRIMARY EDUCATION IN INDIA

UNICEF has been working in India since 1949. It has cooperated with several central ministries of the government of India as well as state Governments. UNICEF has taken up strategies for prevention and elimination of child labour. It has been taking up programmes to empower women and community mobilisation. It has also been co-operating with Panchayati Raj institutions(local government bodies), NGOs and other civil society organisations.

UNICEF has been working for the cause of child labour. It works together with India's Human Rights Commission to eliminate child labour and promote compulsory education for girls and women. Discrimination leads to violence against girls and women and often leads to death. In India, for example, a Convergent Community Action Programme encourages more women to define their need and to form community groups to take action with

UNICEF support, 1,00,000 women from the Panchayat Raj were trained for greater political involvement two new programmes, the Balika Samriddhi Yojana (girls empowerment plan), and the Kaisturba Gandhi Shiksha Yojana (education plan) were introduced in 1997 to promote girls' education in 50 districts with low female literacy rates[33]. They also emphasis on safe motherhood, this represents the largest component of UNICEF's support for women's health in India[34].

In Rajasthan, the National Workshop on Universalization of Quality of Elementary Education for Deprived Urban Children was held in December 1997 by the Government of Rajasthan. Bodh Shiksha Samiti of Rajasthan and UNICEF collaborated in the area of elementary education and a National Care Group (NCG) was constituted, which was for Universalization of Elementary Education of Urban Deprived Children. The NCG take the responsibility of collecting information, documents and other relevant materials from organisation working in the field of education of deprived children. After assessing the collected sources it put forward concrete suggests for effective policy making. NCG closely follows the developments in the macro level programmes like District Primary Education. It cooperates with other partners and extend to other cities as well, in its efforts towards universalising of elementary education for urban deprived children.

Pratham, an educational project was set up in 1994 by UNICEF and the Municipal Corporation of Greater Mumbai (MCGM). The goal was to ensure that children in Greater Mumbai goes to school. Pratham make special provision for children of ages 3-5 years old for pre-school education to create an educative environment and later transformed into a city misson. The activists represent a broad-based partnership of the city's educators, pre-school instructors, community groups, corporate sponsors and Government

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[33] UNICEF, *Annual Report 1998*, op. cit., p. 20.
[34] Ibid. p. 27.

officials with one aim to enroll all children in school and help and stay in school is not easy in India. Nearly a third of them quit school before grade five. Pratham's estimate, Mumbai needs about 4,500 Balwadis. Pratham was able to set up 2,700 Balwadis which cover over 50,000 children and are run by local communities and trained women. The programme identifies that most urban poor communities are first generation learners . According to their research unit, 25 per cent of the 500 children in standard III and IV of municipal schools have difficulty in reading and writing 33 per cent of them could not recognise and write number 1 to 100. Regarding the problem, Pratham has introduced about 300 remedial education classes for such student. It gives Bridge course for the child who lags behind or drop-outs due to poor performance in schools. The course was provided for them to cope up with the other students of their age and standard.

Pratham established a play centers called 'Khelwadi' meant for children living in difficult circumstances. Sports material and story books are provided in the centers and special teacher have been provided who could spend sometime each day with the children. Pratham wanted to bring solution to the problem of distance of schools which contributed to the irregularity of attendance in schools. It has also suggested to the State Education Department to look into this problem. UNICEF has played an important role in the elimination of child labour in India by supporting the government and NGOs. The primary focus of UNICEF has been preventing child labour through primary education. UNICEF has given financial and technical support for legal enforcement, workshop and discussion on combating child labour at the national as well state levels. UNICEF has also organised regional workshops on child prostitution and trafficking. UNICEF also works in association with the National Human Rights Commission to co-ordinate policy action and do advocacy work. Parents and community leaders in Mumbai have co-operated to bring changes in the education system. Pre-schools are made available at minimal cost to families. These various programmes help

children who are falling behind and the little libraries facility provided to the slum communities give children the chance to hear a story or borrow a book. Now the Pratham initiative aims for the passage of Amendments 83, the constitutional reform that would make education for children a fundamental right under Indian law.

For children welfare programmes audio-visual aids, are promoted. UNICEF offices in South Asia a series of 13 animated films. The film control character, Meena, a girl child is used as a symbol to advocate for girls rights. Mobile film units and a comic book series have brought Meena and her message to over one million rural people throughout the region. A radio programme co-produced by BBC World Service launched a full, 13-episode series of Meena in India.

UNICEF actively involved in actives like surveys, workshops and others. It has conducted a detailed study of nine countries and in India. In the state of Kerala it has achieved much better results in health and education. Kerala achieved 90 per cent literacy rate which exceeds Punjab (58 per cent) with double the income as compared to Kerala. UNICEF opines that there is an unmistakable correlation between education and mortality rates, especially child mortality. In India, Kerala, where literacy is universal, the infant mortality rate is the lowest in the entire developing world and the fertility rate is the lowest in India. Moreover, the study shows that Kerala state had managed to improve quality of education by keeping repetition and drop-out rate low and they have kept primary schooling free of tuition fees. The state also took positive effect by employment high proportion of female teachers on girls environment. The use of mother tongue was given much importance for instruction in school in the primary stage. With Kerala as the example a concerted move should be made to increase the proportion of female teachers in northern states, where girls enrolment is the lowest in the

country.[35] UNICEF has disbursed around US $ 5 million from agency funds for the Bihar education project. Studies and analysis of the situation of education of girls, schedules caste and tribe students were carried out by UNICEF in collaboration with NCERT and NIEPA. The project schemes are text book production, distribution, and costs, girls education, tribal education, teacher's training and the like. UNICEF is also involved with the District Primary Education Programme (DPEP) project in Bihar[36]. According to the World Bank and the Government of India report of 1998, the Net Primary School enrolment ratio is 60.3 per cent[37].

UNICEF extends its help to the Government of Gujarat after it was hit by earthquake in 26th January 2001. According to UNICEF, in the field assessment as many as 15,000 primary schools across Gujarat have been damaged or destroyed, and 5 million children under the age of 14 could be affected. Nearly 2.5 million who have been severely affected are children who have lost family members, homes, schools and their sense of security. These children lived in areas where the quake damaged or destroyed at least 60 per cent of the structures. The most affected districts of Gujarat are Jamnagar, Kutch, Rajkot and Surendra Nagar. It is estimated that more than 17,00 primary schools with a population of approximately 317,000 students have jointly taken up the challenging task of opening all the primary schools by extending support to restart primary schools and Cluster Resource Centers (CRCs) in Kutch district and other affected districts of Gujarat. Advocating with state officials for the quick establishments of make shift classrooms, UNICEF provided large tent that can be used as schools, health and the like. Here, an informal curriculum is being followed that aims at helping children overcome the stress. To look into the matter of psycho-social support and counseling for persistent symptoms of trauma, which is being established in collaboration with the Department of Education and Health. UNICEF is

[35] UNICEF, *The State of the World's Children*, op. cit., p. 29.
[36] UNESCO, *The UNESCO Courier* (March 2000), p. 28.
[37] World Bank, "Document of the World Bank", 1996.

working with WFP. For education, and it plans to take up training teachers programme so that they could help the children in trauma. Moreover, UNICEF provides school kits containing teaching and learning supplies. UNICEF is in discussion with government counterparts and NGO partners on providing training programmes in the hardest hit areas. UNICEF relief programme of $ 12.8 million was received from voluntary funding support from a number of Governments and donor agencies, including the Governments of the United Kingdom, Netherlands and Italy. Additional support came from non-profit foundations that raise funds and provide advocacy on behalf of UNICEF with developed nations.[38]

UNESCO AND UNICEF COLLABORATION WITH OTHER UN AGENCIES TO FULLFIL THE GOAL OF EDUCATION FOR ALL

International organisation have been established for mutual aid and cooperation in solving problems connected with many issues (economic development, food and agriculture, the welfare of workers, education, health and many other fields). Most of these are known as 'Specialized Agencies'. They worked closely with the United Nations which, to some extent, supervises and co-ordinates their activities.[39] the specialized agencies of the UN which look into the matter of children welfare are:

◆ International Labour organisation (ILO).

◆ World Health Organization (WHO).

◆ United Nations Children Fund (UNICEF).

◆ United Nations Educational, Scientific and Cultural Oraganisation (UNESCO).

◆ Food and Agriculture Organisation (FAO).

◆ Human Rights Commission (HRC).

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[38] *UN Newletter,*Vol. 56, No. 15 (April 2001), pp. 14-20

♦ United Nations Development Programme (UNDP).

All these above mentioned agencies make schemes and programmes for the development and welfare of children worldwide.[40]

The world conference on Education for all, which was held in Jomtien, Thailand in 1990, was jointly sponsored by the UNESCO, UNICEF and the World Bank. Two biggest priorities of this global meeting were to bring parity in the literacy gap between women and men by the year 2000 and to make sure all children finish their primary schooling[39]. The Monitoring Learning Achievement (MLA) programme, a joint UNESCO / UNICEF activity has helped 40 countries set goal for learning and improving their capacity to measure and monitor progress. UNESCO, with UNICEF, in February 1999, signed a memorandum of understanding outlining areas of common interest and future collaboration provides leadership in a wide range of educational issues, from pre-school to tertiary education[40]. Regarding education UNICEF, UNESCO and World Bank linked together to strengthen EFA at global, regional and national levels. UNICEF and UNESCO have cooperated closely since they were founded. They have signed agreement of cooperation between them in 1972 and 1991. Before the World Conference on Education, a Joint Cooperation on Education (JCE) comprising of the representative of the Executive Board of UNICEF and UNESCO was formed to guide the collaboration of the two organizations. Under their joint collaboration, activities like monitored learning achievement, identifying and disseminating educational innovations, improved provision of basic learning materials and promoting the education of girls and women have been taken. After the world conference on Education for All (EFA) in 1990, a forum was set up by coalition of agencies and specialists such as United Nations Development

[39] Herbert J. Araham *World Problems in the Classroom* (Paris: UNESCO, 1973), p. 15-16.
[40] Benedicta Leonilla Ageira, op. cit., p. 11.
[39] United Nations, *Girls,* op. cit., p.5.
[40] Available at http://www.unicef.org.

Programme (UNDP), the United Nations Educational, Scientific and cultural organisation (UNESCO), the United Nation Population Fund (UNFPA), the United Nations Children's Fund (UNICEF) and the World Bank, other bilateral donor agencies. All mentioned agencies sponsored the EFA forum and tried to keep basic education a priority on the World's political agenda. The EFA forum global meeting was held in Paris (1991), New Delhi (1993) and Amman (1996). The general consensus is that education is an single most vital element in combating poverty, empowering women, promoting human rights and democracy, protecting population growth. That consensus in why, in 1996, donor countries committed themselves to the task of helping developing countries ensure universal primary education by the year 2015.

Five United Nations agencies agreed to launch community-based primary education programmes. It was signed in New Delhi on 7th August 1998 by the Department of Economic Affairs and Education and by UNICEF, UNDP, UNFPA, UNESCO and ILO. The joint budget is US $ 20 million of grant assistance for five years to a special Government programme designed to develop empowered community schools. The programme was to implement in 100 blocks, small towns and urban slums in eight states - Andhra Pradesh, Bihar, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Rajasthan and Uttar Pradesh. The criteria for choosing these blocks are because of the high concentration of tribal population, low female literacy, low economic states and educational backwardness. This is the first jointly funded UN-supported programme will target girls, working children, tribals and scheduled castes, minorities and disabled children, and children in remote areas. The goal of this programme is to improve the motivation, self-esteem and performance of primary school and teachers and develop interactive, child-centred and Gender-sensitive methods of teaching in multi-grade classrooms.

The MLA project in India is taking-fresh look at what kind of skills can and should be measured both in and out of school[41]. Bal Mitra Shala a child friendly school this is part of the strategy of Shikshak Samakhya, the teacher empowerment programme that has rejuvenated primary schools in the Indian state of Madhya Pradesh. The programme including UNICEF; the United Nations Development Programme (UNDP) and the United Population Fund (UNFPA) by 1995, Shikshak Samakhya was achieving national notice programme inspired by it are now operating in 10 other Indian states. The funding principle of teacher empowerment and joyful learning thus hold lessons not just for the rest of India but for the World as a whole.

In an effort to restore and protect children's right to education in emergencies, UNESCO and UNICEF developed the 'Edukit' concept, in which educational and teacher training materials are sent to the affected areas as rapidly as possible. Children get pens and paper, chalk and erasers, notebooks and exercise books. Teachers receive curriculum guides, teaching materials and textbooks. An International workshop on open schooling for Basic Education of special and vulnerable groups was held in New Delhi on 24-27 March 1998. This workshop was sponsored by the Common Wealth of Learning (COL), UNESCO, UNICEF, World Bank and the National Open School. The workshop was to promote the use of open schooling and innovative curricula, materials to make education accessible and relevant to disadvantages groups. The other objectives were: to develop mechanisms for effective programme delivery; to identify suitable communication technologies; and develop institutional linkage especially among South Asian countries.

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[41] UNICEF, *State of the World's Children*, op. cit., p. 23.

Conclusion

The Universal Declaration of Human Rights adopted by the General Assembly of the United Nations in Paris on December 1948, proclaimed that everyone has the right to education. The UN bodies like UNICEF and UNESCO have played a major role in reaching the unreached through various programmes and trainings. The next chapter will critically analyse the above mentioned programmes carrried out these two organisations .

CHAPTER V

INDIA'S RELATION WITH UNESCO AND

UNICEF

The notion that international co-operation is mandatory for the efficiency of the international system has found expression in the sophisticated organisational structure of the United Nations.[1] The agencies and deliberative bodies have responsibility for developing policy recommendations in the areas of economic, social, cultural, health and related problems, as set out in Article 55 of the UN charter. The various international co-operation depend on national government to give practical effect to their agreed international policies.[2]

UNESCO and UNICEF have their own separate function and programmes in various field. In the area of education these two agencies often join together to carry out projects and programmes regarding education. UNESCO and UNICEF cooperate in term of their financial resources and professional expertise to develop teaching and learning aids

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[1]   Bachr R. Peter, Gordenker Zeon, *The United Nations* (New York: Praeger Publishers, 1984), p. 161.

[2]   Ibid, p. 160.

and set guidelines for technical services. Their aims expand and to create educational facilities all over the world. [3]

UNESCO-UNICEF co-operation dates back to 1961 when UNICEF commenced to assist education and vocational-training projects in a systematic manner. UNESCO took up many field projects and has specialised staff in the countries which are assisted by UNICEF in the form of supplies, stipends for national trainees and other local expenses not ordinarily available from other sources. UNESCO takes the responsibility as the competent technical agency which provides experts and fellowships. UNICEF finance this kind of internationally technical advice to all nations. [4]

In 1972, it was decided to formalise the modalities of co-operation between UNICEF and UNESCO. UNICEF's Regional Education Advisor in each region had to provide certain operational costs of advisory services borne by UNESCO. This led to the birth of UNESCO-UNICEF co-operative programme. There is division of responsibilities between UNESCO and UNICEF. UNESCO advices UNICEF both on the questions of general educational policy and on the content of the programmes and projects which would be funded by UNICEF. For its part, UNICEF reserves the right of ultimate decision in financing the projects. In case of implementation of projects UNICEF is responsible for administration and UNESCO is responsible for the technical side. [5] In 1982, the importance of continuing co-

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[3] Jagannath Mohanty, *Education for All (EFA)* (New Delhi: Deep & Deep Publication, 1994), p. 317.

[4] Guruge W.P. Ananda, *Under the Roof of UNESCO*, Colombo: Karunaratna & Sons Ltd., 1994), pp. 19-20

[5] Ibid. p. 22.

operation between UNESCO-UNICEF was reaffirmed on the basis of the 1972 Joint Recommendation by the new initiatives taken by both. The two organisations agree to co-operate at the Country and regional levels. This was to be done by exchanging information on the projects being taken up. Those under consideration and planning have joint consultations at various operational levels. Moreover, it agreed to share experiences and expertise and to undertake joint projects. [6]

Regarding resources, it was agreed that the two organisations will together mobilise new resources for co-operative activities to attain their common objectives. Moreover, there is agreement regarding the financing by each organisation according to the availability of resources. UNICEF, recognised the difference in revenue resources and budget procedures of the two organizations. And it accepts the principle of providing appropriate additional support to augment UNESCO's resources for the common goals. UNESCO-UNICEF in their meeting identified the universalisation of primary education and eradication of mass illiteracy.[7] The major joint efforts worth mentioning are Jomtien (1990) and World Education Conference, Senegal (2000). Basically both the organisations have been playing a complementary role in the programmes on primary education.

INDIA'S CO-OPERATION WITH UNESCO

India is a founder member of UNESCO and was one of the first member state to set up a Indian National Commission (INC) as early as

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[6] Ibid., p. 24.

1949.[8] India has the privilege of being elected as a member of the Executive Board of UNESCO since its establishment in 1946.[9] The Indian National Commission activities and priorities are to promote understanding of the aims and objectives of UNESCO in India.[10] It's secretariat in the Department of Education, has been contributing significantly to UNESCO's work particularly in the formulation and implementation of its programmes including the participation programme and review of Education for All initiative at the international level.[11] India has been participating actively in UNESCO's Association Schools Project since its inception. The project involves networks of institutions to promote education in both primary and secondary schools, and also teacher-training institutions.[12]

The Indian National Commission has carried out many UNESCO projects in the country. It has set up a Publication, Documentation and UNESCO Information Unit (PDUI). The UNESCO Information features include UNESCO chronicles, UNESCO courier and booklets, giving an account of UNESCO's programmes and activities. PDUI, widely publishes monthly newsletters In current awareness containing a list of new publications received from UNESCO.[13] UNESCO has also helped various programmes of book development such as Delhi Public Library which was

[7] Ibid., p. 25
[8] UNESCO "Final Report, Sub-Regional Meeting of National Commission for UNESCO in Asian Countries, Ministry of Education and Culture Government of India, (New Delhi: 1983, p. 80.
[9] Government of India, Annual Report', 1997-98 .(New Delhi:MHRD Dept. of Education, 1998), p. 8.
[10] Final Report, op. cit., p. 81.
[11] Annual Report, 1997-98, op. cit., p. 8.
[12] Final Report, op. cit., p. 81.

established as a joint UNESCO-India project. The Asian Institute of Educational Planning and Administration and the South Asia Science Cooperation office in Delhi were established and operated with assistance from UNESCO. Prem Kirpal one of the longest serving member of the Indian delegation to UNESCO remarks that these examples show the nature and magnitude of UNESCO's cooperation. Apart from financial resources behind each project there is cooperative action and the exhibition rare skills, which are of great value.[14] India's commitment to UNESCO can be seen from the Eleventh Session of the General Conference (1960). Here India took a lead role towards strengthening activities of UNESCO Research Centre on Social and Economic Development in Delhi. It also assisted the large-scale programmes for primary Education in the developing countries of Asia, Africa and Arab member states. India's active initiative for the promotion of education can be seen from the suggestions it has made at the UNESCO in the twenty-fourth General Conference held in 1985. India pointed out that UNESCO needed to make special allocations for literacy and basic education projects. Moreover, it also needed to reorganise its priorities for education in order to face the challenges. India brought out an important draft resolution in the twenty eight general session (1995) which was widely accepted. It also

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[13] Ibid., p. 82.

[14]   N. Krishnan, C.S.R. Murthy, ed., *India and UNESCO Five Decades of Cooperation*, Indian National Commission for Cooperation with UNESCO, Department of Education, Ministry of Human Resource Development, Government of India (New Delhi, Government of India Publications 1997), p. 9.

took initiative on regional networking of educational planning and administrative institutions.

UNESCO's General Conference is held every two years. Minister of HRD and senior officials as well as non-officials renowned in the field of culture, educational and sciences represent as country delegates. The Indian National Commission and India's Permanent Delegation to UNESCO (PDI) has contributed much to the evolution of policies and the execution of programmes of UNESCO. For education, institutions such as NCERT, NIEPA and others co-operate in various programmes under the auspices of UNESCO. They also offer their resources, infrastructure and sponsor several regional meetings for the promotion of elementary education.[15] Kuldeep Mathur points out that "It was due to this untiring efforts of UNESCO that primary education became an important focus of attention."[16]

The financial contribution of member states for each year is based on the scales of assessment adopted by the United Nations General Assembly. India contributed 4.65 crores of rupees for the year 1999.[17] UNESCO has for many years been supporting as well as working in partnership with several NGOs for implementing its programmes in both rural and urban communities. UNESCO has been collaborating with the local NGO's, one such was a collaborative Project with CINI ASHA (Child In Need Institute).[18]

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[15] Ibid, p. 54.

[16] Ibid., p. 94.

[17] Basic facts About UN (New York: UN, 1998), pp. 52-53.

[18] UNESCO, Annual Report 2000, New Delhi: UNESCO, 2000), p. 14.

UNESCO AND CINI ASHA

CINI ASHA an NGO based in Calcutta works for the upliftment of the disadvantaged urban children since 1989. The disadvantaged urban children comprised street children, child labourers and the children of sex workers. The NGO addressed the emotional and psychological problems of the children, before focussing on their formal education. CINI ASHA had managed to place around 5000 such street and working children into formal schools. UNESCO in collaboration with CINI ASHA started the project "Improving Quality of Life of Children Among Urban Disadvantaged Groups Through Education and Social mobilisation". UNESCO funded this project from September 1997- to March 1999.

The objectives of the project were;

- To enroll 'out of school' children into formal schools.

- To prevent children placed in formal schools from being dropped out.

- To mobilise the community to sustain the esence of the programme.

The project covered the areas of Eastern, central and North Calcutta specifically the slum areas and squatter colonies of Kapalibagan, Dhobiatala, Motijhill, Narkeldauga, Pottery Road, Taltala, Rajabayar, Bowbagar and Rambagan.[19]

The Staff were trained how to carry out the project. They were given training in 'Bridge course' training method. The staff were also given training

on; personality development, rapport building, leadership, playful teaching methods, qualities of a teacher, child rights, child abuse, communication skills and counselling techniques.

It also focused on community sensitisation and took up sensitisation programmes with local children and community leaders. Drop-In-centre facility was set up to provide education to the street children. Individual and group counseling, games and fun, locker services (where the children would keep their belongings), were the major components of the services provided. Supplementary food and bathing facilities were also made available to the children. The education was provided through 'Bridge course' methods.[20]

The project also undertook programmes with the child labourers. CINI ASHA report that 49 percent of the children were out of schools and were working as child labourers. The project tried to break the number of myths existing about the necessity of endorsing child labour thus a number of micro and macro level activities were carried out by CINI ASHA and UNESCO. Programmes on health care were organised for this children were education on HIV/AIDs were given as they are more at risk because of their living conditions. The children who attended the programmes were asked further disseminate the information among their friends. [21]

As per the information available from UNESCO reports, the project was successful in making this programme a people's movement where the

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[19] CINI ASHA-UNESCO Collaboration, *Impact of Education: In improving the Quality of Life of this AdvantageUrban Children in Calcutta, A case Study*, p. 16.

[20] Ibid., p.18.

[21] Ibid., p. 17.

community members themselves later become activists. 550 street children and child labourers who had never been to school before were enrolled into formal schools. 70 specially disadvantaged children from residential centres were enrolled into formal schools. 2600 street and working children were placed into formal schools and 1800 children were prevented from dropping out and retained in formal schools.[22]

However the above information needs to be cautiously analysed. The UNESCO Reports do not carry any further information regarding the post project scenario. The dearth of feedback and impact assessment studies on this project makes it primitive to call it successful. There are no accounts available as to show how many children actually retained in school after the project and whether the decline in the dropout ratio was carried on over the years. So the question remains whether the NGO could actually sustain the programme once the funding and other support was discontinued after the two year period.

UNESCO AND DON BOSCO ASHALAYAM (NGO)

UNESCO collaborated with Don Bosco Ashalayam (NGO) on a two year project to help the disadvantaged urban children in Calcutta and Howrah. The project covered 352 street and destitute children. They were given non-formal education on the streets and railway stations and were prepared to join the formal education system. The children were also given

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[22] Ibid, pp.23-24.

training to save and use money. Saving account facility was also provided to them. Don Bosco Ashalyam now has 17 homes sheltering 360 children from 5 to 18 years. UNESCO supported this NGO by assisting in teacher training and vocational training. UNESCO's also helped in imparting them information on HIV/AIDS.[23] Through this NGO, UNESCO was successfully able to implement its educational programme for children with specific needs. In the absence of post project follow up studies and impact assessment studies, the real effectiveness of the programmes remains questionable.

MULTI-GRADE TEACHING IN INDIA

The five UN agencies (UNESCO, UNICEF, UNDP, UNFPA and ILO) under United National Development Assistance Framework (UNDAF) programme identified the major problem of multigrade teaching in primary schools in India.[24] "Multigrade teaching" is "a form of teaching in which a single teacher teaches children of two or more grades" (UNESCO, 1998:1).[25] UNESCO, 1998:1 reported that in India 77% of classrooms are multigrade[26] According to Govinda and Varghese's sample of Schools (urban & rural) 56 percent did not have one teacher per grade (Govinda and Varghese 1993:71)[27]

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[23]   UNESCO *Annual Report 1999* (New Delhi: UN, 2000), pp. 14-15.

[24]   UNESCO *Annual Report 2000*, New Delhi: UN, 2000), pp. 10-11..

[25]   Saloshini Muthayan, "Case Studies of Multigrade Teaching in India and Canada: Implications for Improving Primary School effectiveness", *Perspectives in Education*, Vol. 16, No.2, 2000, p.114.

[26]   Ibid, p.113.

[27]   Kiran Bhatty "Educational Deprivation in India" *Economic and Political Weekly* (July 1998), p.1738.

Most primary schools in India have two or three teachers for the five grades of Primary School.[28] UNESCO took the responsibility of initiating programmes dealing with Multigrade teaching. Under this project UNESCO developed a training manual for primary school teachers which is written in Hindi. For this UNESCO collaborated with teachers and DIET faculty members from Agra and Mathura districts in Uttar Pradesh. UP government has requested UNESCO to train all Uttar Pradesh primary school teachers. So they have agreed to test the manual in UP before extending to other Hindi-speaking states.[29]

PROPEL PROJECT

IN 1988, THE INDIAN INSTITUTE OF EDUCATION (IIE) LAUNCHED PROPEL PROJECT (PROMOTING PRIMARY AND ELEMENTARY EDUCATION PROJECT), ONE OF UNESCO'S SHOWCASE PROJECTS. IN PUNE DISTRICT IN MAHARASTRA. IT FOCUSED ON NON-FORMAL primary education and to achieve quality, quantity and equality at the primary stage. It's aim was towards democratic decentralization, in the interest of 'Education for All'. According to the UNESCO Report the project has been successfully carried out. After NFE children were able to join formal education system. The Drop-out rate has reduced and 70% of the student who had attended NFE chose to continue their education.[30]

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[28]   UNESCO, *Annual Report*. op. cit, p. 10.

[29]   Ibid, p.11.

[30] UNICEF, *Education for All*, Department of Education Ministry of Human Resource Development, Government of India with UNICEF (New Delhi, 1997), pp. 46-47.

The research team which guided by PROPEL were more interested in the qualitative data thus less attention was given to qualitative reports on the project. So report on the quality of the project is not available. Moreover, it is found that lack of close coordination between the government and NGOs hinder the innovative and implementation of the project.[31]

It also needs to be analyzed whether, in the Post Project period the programme could sustain itself. i.e. firstly, whether the NFE programme students were actually merged with the mainstream in the long term, secondly what were the kind of the problems the children from the NFE centre faced in joining the mainstream schools. Thirdly what kind of mechanism the project had ensured to deal with the problems of there children. The lack of feedback studies on these aspects lead to a number of unanswered questions as to the efficiveness of the project.

SHIKSHA LEHAR PROJECT

It is a UNESCO sponsored Innovative Pilot project on Promotion of Primary Education among Girls and Disadvantaged Groups in Haryana (1992-1998). Incentives for girls and disadvantaged groups (Schedule Caste) were used for the project. This was carried through the State Council of Educational Research and Training in Haryana. The project was divided into two parts: Gender Sensitization and School Based Programme on Quality and Equality. As per the Report the project was successfully in making people realize the

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[31] Indian Institute of Education, *The PROPEL Project (Action Research for Universalilsation of Primary Education* (Pune: 1993), p.71.

importance of education for girls and motivated them to send girls to school. School infrastructure was improved and school text books were revised. Panchayats were also involved so as to enhance their role in education. Some of them took the responsibility of hiring local youth on low wages to fill the shortage of teachers. Teachers commitment and participation had also increased. Thus community participation was given a role to play in this project. [32]

In the absence of impact studies the question of the sustainability regarding its progrmames remains unanswered. Generally it has been seen that the Government schemes are highly structured and have not been able to adequately respond to the ground realities, especially when many of these schemes remain handouts and do not lead to real empowerment for the people. [33] As it is a collaborative project with the state Government, the above aspect needs to be further examined. Another aspect about this project is regarding the enhancement of the role of PRI's. Studies on PRI's have pointed out that the PRI's are not without limitations and when especially village group formation are based more often on the basis of caste and religion.[34] These aspects have not been elaborated in the UNESCO reports.

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[32] Usha Nayar and Shiksha Lehar (New Delhi: NCERT, 1999). pp. 1-26.

[33] Rekha Kaul 'Accessing Primary Education: Going beyond the classroom' *Economic and Political Weekly* (January 13, 2001), p.162.

[34] Ibid., p.162.

UNICEF

UNICEF has been working in India since 1949 in partnership with several central ministries of the Government of India and with state governments. It has many field offices in the country. New Delhi, Bhopal, Bhubaneswar, Calcutta, Chennai, Gandhinagar, Hyderabad, Jaipur, Lucknow, Mumbai and Patna.[35]

UNICEF has been making strategies and programmes for cooperation with the government for the welfare of children and women in India. UNICEF focuses on the development of child through the empowerment of facilities, to women and mobilization of the community. UNICEF mainly emphasizes decentralization, and community involvement.[36] UNICEF has disbursed around US $5 million from agency funds for the Bihar Education project. Moreover it has given financial assistance to the Indian Government through the DPEP programme. Nali-Kali, the synonym for the revolutionary classroom translation, was initiated by a teachers movement. In Mysore district of Karnataka. UNICEF provides financial assistance for Nali-Kali as well as for inter-state visits of resource persons, and relevant literature for academic improvement. The project has been a success due to the improvement in the teaching quality in Government schools. Many children sought a transfer to the government school because of the improvement. The start of Nali-kali in Mysore district saw the mushrooming of private schools

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[35] http//www.UNICEF.org

[36] UNICEF – *India Country Office "Child File"*, 1998, p.26.

that were curbed before. However, further studies are needed to substantiate on the impact of these programmes on primary education levels in India. [37]

UNICEF's assistance to elementary education in India can be seen from the 5 projects;

- Nutrition, Health Education and Environmental Sanitation (NHEES)

- Primary Education Curriculum renewal (PECR)

- Development Activities in Community Education and Participation (DACEP).

- Children's Media laboratory and early childhood education (CCE).

- Comprehensive Access to Primary Education (APE)[38]

    The form or way of UNICEF assistance for Primary Education can be seen in two fold.

- The Cash assistance for organising programme and printing of training / instructional/ learning material by participating states and Union territories as well s by NCERT headquarters.

- It provide funds for supplying various items such as equipments and printing paper.[39]

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[37]   DEEP calling January-March 2000, p.6, Ibid. p.10.

[38] C.B. Padwanabhan., Tilak B.G. Jandhyala *External Financing of Education*, New Delhi: NIEPA, 1986), p.39.

[39] Ibid, p. 40.

PRIMARY EDUCATION CURRICULUM RENEWAL PROJECT

The UNICEF assisted a project known as Primary Education Curriculum Renewal Project which was implemented in 22 states in the country. As per the study undertaken by Dave and others (World Bank Publication) the project lacked quality. According to their survey the overall achievement were poor, children's performance in language, mathematics, social studies, science could not attain the pass marks of 35 percent for each subject. [40]

PIED PROJECT

Project Integrated Education for the Disabled (PIED) is a project for the disabled children for their education. The Ministry of Human Resource Development through NCERT and with UNICEF's assistance launched the project in one administrative block each in Madhya Pradesh, Maharasthra, Nagaland, Orissa, Rajasthan, Tamil Nadu, Haryana Mizoram and in Delhi and Baroda.

All the schools in the area are expected to enroll children with disability. The PIED designed a systematic approach to the problems and aims to integrate the disabled children into the existing formal school. The primary teacher was given special training. This project enabled 6000 children

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[40] World Bank Publication "Primary Education in India" (Washington, D.C. 1997), p. 84,.

with special needs to integrate in regular school[41]. This project has been taken up in one administrative block each in ten states [mentioned above]. This points towards an extremely limited coverage of this programme. Even after almost a decade the number of states (8) and the cities (2) in which the programme was initially taken up remains the same.

Although it is mentioned that in these blocks 6000 children with special needs were integrated in regular schools. However, it gives no picture as to how many were able to retain in these schools. The report also does not mention whether there are periodic refresher trainings so as to enable the teachers to enhance their skills as well as to network with other orgaizations for the mainstreaming of these children in their adult life.

THE BIHAR EDUCATION PROJECT

The Bihar Education Project (BEP) which is a joint effort of UNICEF, Central and State government launched in 1991. The main objective of the BEP to create conditions for unviersalisation of primary education. The project was implemented in six districts. According to the official reports the outcome was successful, as project was able to decentralise the function and structure at the village communities level. It was able to make the communities involve in the project. The project could establish 3,859 village education committees

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[41] Ministry of Human Resource Development, *DPEP Calling,* Vol. V. (New Delhi:2000), p. 27.

(VECs) to enhance community involvemnt. Through this project 1.5 million children were enrolled into the school system.[42]

The report points out that the VEC's were involved in this project in order to enhance community involvement. Moreover studies on VEC's point out that one has to keep in mind the endemic and the continuous conflict of group and individual interests and constant shifting of alignments. In the light of such information the role of the VEC's in this project needs to the viewed with caution.[43]

India's response can be seen from the National Policy on Education 1968, 1986 which had laid special emphasis or the fulfillment of the Article 45 of the Indian constitution. The effort can be seen from the five year plans which repeatedly promises to - take the nation towards achieving this goal (universalisation of Primary Education). India has been co-operative to the United Nations. India has ratified the UNESCO and ILO declarations on human rights and the rights of children. Compulsory elementary education in India is yet to be implemented as a fundamental right. According to the department of education, Ministry of Human Resource Development, 18 states and Union territories of India need to enforce compulsory Education.

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[42] Jagannath Mohanty, op. cit, pp. 19-22.

[43] Krishna Kumar and others "Looking beyond the Smokescreen: DPEP and Primary Education in India". *Economic and Political Weekly*, Vol. XXXVI, No. 7 (February 17, 2001), p. 565.

Table 5.1 Compulsory Education in India. States where compulsory education is (said to be) in force.

States/UT	Sage-Group
Andhra Pradesh	6-11
Arunachal Pradesh	6-14
Bihar	n.a.
Gujarat	6-14
Haryana	6-14
Karnataka	6-14
Kerala	5-14
Madhya Pradesh	6-11
Punjab	6-11
Tamil Nadu	6-11
West Bangal	n.a
Andaman and Nicobar Isles	6-11
Daman and Diu	5-11

STATES / UTS WHERE COMPULSION IS NOT IN FORCE

Goa	
Himachal Pradesh	Tripura
Jammu & Kashmir	Uttar Pradesh
Maharashtra	Chandigarh
Manipur	Dadra & Nagar Haveli
Meghalaya	Delhi
Mizoram	Lakshadweep
Nagaland	Pandicherry
Orissa	
Rajasthan	
Sikkim	

Source :Selected Information on School Education in India '994-95 (New Delhi: MHRD, 1996, p.38)

The above table clearly marks the efforts that have to be undertaken by the states as well by the central to achieve the goal of universalisation of primary education. As per the Joint Report of the Indian Government of UNESCO on the EFA it is not just financial resources but also proper management and strategies which are needed for programmes schemes to be effective. There is a great need for the experts and experienced persons to supervise these educational projects.

The Government of India has again resolved its commitment to the World Declaration on Education for All (2000) to universalise elementary education in the country. It has agreed to increase the spending up to 6 per cent of its GDP. its allocated expenditure for the ninth five year plan was around Rs. 24908.38 core. It is nearly three fold increase in the funds as compared to the amount of Eight Five Year Plan Rs. 8521.89 crore.

Indian government shows a strong reiteration of the country, resolve to give the highest priority to achieve the goal of Educational for All (EFA) during the Plan period.[44]

The World Conference on Education for All (Jomtein, 1990) is partly responsible for the increased emphasis on foreign aid for primary education.[45] India has excepted the polices on foreign aid for financing primary education just like the rest of the new economic policies without any serious debate in the country. But for a long time India did not feel the need for external assistance for primary education. The reason being that foreign aid was felt necessary only incase of foreign exchange intensive and capital intensive and foreign expertise needed sectors only. Education

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[44] Government of India Planning Commission, *Mid term Appraisal of 9th Five Year Plan*, (New Delhi: Government of India publications, 2000), pp. 119-120.

[45] Jandhyala and Tilak, op. cit., p. 32.

in India iin general and primary education in particular did not belong to either of these categories.

The above anlaysis gives picture of the various collaborative projects and programmes being undertaken in India with the UNICEF and UNESCO. The anlaysis, raises various critical issues as to these collaborative relationships and the impact of such programmes on the primary education scenario in India. The following chapter takes up these issues and reflects on the meaningfulness of such collaborative programmes with relation to India.

CHAPTER VI

CONCLUSION

UNESCO-the specialised agency of the UN plays a very significant role in various international programmes on education. UNESCO's main involvement relate to development of institutions for educational research, curriculum development, developing educational materials, methods, techniques and conducting studies and fostering experimental activities, in the member states.

UNICEF is another special body of the United Nations catering to the needs of education. They also involve themselves in situation analyses, programme evaluations and data collections works in helping the governments to detect the flaws and loopholes in their education system and enable them to move towards their goals.

After the World Conference on Education for All (EFA) in Jomtien, Thailand (1990) and the World Education Forum held in Dakar, Senegal, (2000), there was an increase in the involvement of UNESCO and UNICEF in the field of primary education in India. According to reports on this fora, the work carried out by the two bodies has been successful. But this research shows that much work is still to be done by these agencies to tackle the gigantic task that lies ahead.

Attempts have been made in this dissertation tried to study the role of UNESCO and UNICEF in the field of Primary Education. As has been discussed in the proceeding chapters, there are certain aspects to the policies of both the agencies, which need to be further critically examined. The findings from the present study provide insight to the following dimensions of the programmes.

There seems to be:

- Lack of regional specificity / Uniformity in programmes for all the regions /Provision of Tailor-made packages

- Lack of impact studies on the programmes

- Dearth of data on the evaluation exercises

- Donor driven agenda force the use of NGOs as implementing agencies, leaving little or no room for these agencies to innovate.

Taking into consideration the above aspects of the programmes discussed earlier, the following recommendations are made.

- *Activating the Partnership Role*

UNESCO and UNICEF need to strengthen their relationship with the Government of India. It can help in activating the country's Ministry of Human Resource Development, Department of Education. The cooperation between UNESCO, UNICEF, and educational institutions like NCERT, NIEPA, and other institutions of education must continue so that their policy statements and broad guidelines are translated into concrete action in the local context.

- *Generating more Funds:*

Both the UNESCO & UNICEF need to overcome the limitations imposed by financial constraints. The need to allocate more resources for primary education is required. Without adequate finances, they will only have a limited role to play without having any impact in the field of primary education.

- *Co-operation with donor agencies:*

Establishing partnership with other donor agencies for co-supporting specific programmes or projects for primary education is needed. This would be important

in dealing with the issues of unnecessary replication and repetition. This would bring about the much needed alliance for effectual programmes. After the Jomtien Conference on Education For All (EFA), the agencies realizing this aspect, have actually been collaborating in educational programmes. This aspect needs to be further emphasized.

- *Establishment of Co-ordination:*

UNESCO and UNICEF can act as agents to bring about more active co-ordinating role between the three levels i.e. centre, states and districts to improve the state of primary education.

- *Support for Decentralization:*

UNESCO and UNICEF should continue their policy of decentralization in the primary education system. The schemes and projects that are taken up by the Government in the rural areas must be logistically-sound and equipped with appropriate guidelines. Aids could be extended in the form of curriculum reform, teacher training, and the upgrading of the strategies and management capacities of the projects that had been laid out by the states. This has to be done with the cooperation of the centre, states and districts education departments. Panchayati Raj Institutions should also be involved in preparing the guidelines for specific programmes and projects in their respective districts. These institutions would then take accountability *vis-à-vis* the effective functioning of the programmes at the grassroots level. Such partnerships with the local bodies in the planning and designing levels can play a vital role in bringing about more holistic and effectual implementation of the programme, with regard to achievement of literacy among the rural children.

- *More Field Oriented Operation:*

According to the study on the roles of UNESCO and UNICEF it seems that they are more involved in the areas of giving technical knowledge, guidelines, in the works like collection of data, surveys and information on education, research materials, training programmes, preparation of projects, giving out aid materials and others. Involvement and implementation of the policies should be intensified so that they can analyse the effectiveness of the programmes. For instance, whether the aids were effective and efficient to the beneficiaries. Whether the project implementation agencies (NGOs/PRI) are giving proper feedback on the usefulness of such aids; training, suggestions regarding the needed components for training and others. This point further takes us to the question of the involvement of the respective implementation agencies in the feedback or evaluation exercises. Their role needs to be analysed and their reports followed up.

- *Generation of More Information Projects:*

There is lack of literature on the impact of the various projects for primary education taken up by these Agencies. This limitation needs to be thoroughly analysed. Evaluation is an indispensable and integral part of all projects. But studies point out that beneficiary participation in evaluation exercises has been neglected. As it is the beneficiaries who are the true judge of the success and failure of the programmes, their exclusion from the evaluation exercise deprives the former from providing the latter with the much needed insight views of the participants. Such impact assessment studies would be extremely useful in taking up more effective and region specific projects in future.

- *Emphasis on Education of Girl Child and Handicapped Children.*

UNESCO and UNICEF should continue to promote their programme targeted towards girl child literacy and literacy of children with special needs. This would help bring about social awareness and changes in the attitudes of society toward these categories of children.

- *Emphasis on Education of Handicapped Children.*

There are certain aspects which need to be analyzed vis-à-vis the programmes concerning the handicapped children. For instance the programme 'Project Integrated Education For The Disabled' (PIED) taken up by Ministry of Human Resource and Development through NCERT and with UNICEF assistance in 1987. MHRD and UNICEF report 'Education For All; The Indian Scene' 1997, while capturing the essence of the scenario points out only the number of handicapped children admitted and the number of teacher trained. It does not delve into the components of the training programmes provided to the teachers and does not elaborate on the future use of the education imparted to the children. Networking needs to be the important component of the trainings provided to these teachers. The trained teachers could be used for counseling the children regarding placements in vocational activities or institutions that could develop the skills in these children. Thus the teachers could enhance the scope for the long-term rehabilitation of these children by networking with other teachers so that they can further link up and collaborate with other organizations which can deal with these children later on, (Once they are able to attain the primary level) This would be beneficial in providing the much needed sustainability.

- Lastly, UNESCO and UNICEF should try to activate the governments to play a greater role in creating the much needed awareness regarding the urgency to implement primary education as a fundamental right. This is essential as literacy forms an important component in dealing with other related social problems such as poverty, child labour, health etc. While literacy may not be a complete panacea to these social ills, still it would go a long way in bringing about a positive changes in the socio-economic scenario of the country.

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