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## UNIT 7 PLANNING AND MANAGEMENT OF UEE

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## 7.0 INTRODUCTION

In Unit 5 and 6 you have studied that elementary education has been made a Fundamental right for all children in the Right to Education Act 2009. In the Unit, strategies adopted for universalizing elementary education were explained. You as a teacher have an important role in giving effect to the law in letter and spirit. By now you might have realized that Government is making all efforts to bring all children in school with disability, SC, ST children, children belonging to minority section of our society, children of migrant families and working children etc have been left out of education. Many of the children mentioned above have never been enrolled in school; or, have had to drop out due to various circumstances they find themselves in.

As discussed in Unit 4 and Unit 5, to implement the law, government has prepared elaborate programme from top to bottom to make education available to all children. In this Unit you will study as to how you, as a teacher can make use of the law and the government machinery to help the children get their right to education regardless of their circumstances. For this you need to understand how implementation of UEE is planned at the national, state, district, block and village levels. This will help you to know whom to contact, what procedures you should follow to avail the resources for your school/organization. This understanding will help you also to participate in decision making at the school and local government levels in meaningful ways.

## 7.1 LEARNING OBJECTIVES

After going through this unit, you should be able to:

- identify different resources, discuss the procedures for accessing various schemes for universalizing elementary education
- analyze the difficulties faced by the children coming from areas in and around your school,
- discuss availability of community resources and expertise in the area in which your school is located
- plan and implement special activities to make elementary education interesting, joyful and relevant experience for children
- describe the role of parents, school management, members of local government, local leaders, resource persons and other organizations to meet the challenges faced by you while teaching

The strategies adopted for universalizing elementary education serve as the framework and reference point for planning and management of UEE. ‘Strategy’



means 'a well thought out plan for achieving the goal by using available resources efficiently'.

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## 7.2 DECENTRALIZATION OF MANAGEMENT OF ELEMENTARY EDUCATION

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### 7.2.1 Centralized VIS-À-VIS Decentralized System

In a centralized education system most decision making, monitoring, and management functions are concentrated in the hands of the education ministry at the national level and the education department at the state government. The central and state governments regulate all aspects of the school education system. They set policy and perform management functions, such as paying salary to teachers, and providing pre-service and in-service education, formulating curriculum, minimum levels of learning etc. Since in practice some **matters might be dealt** with locally, school officials are given some powers in day-to-day activities. Teacher or the school would have limited scope for changing the syllabus, textbooks, medium of instruction etc., in order to be responsive to the children's educational needs.

By contrast, a decentralized system is characterized by the exercise of substantial power at the local/district/village/school level on many aspects of primary education, subject to some limited control by the central or state or district level authorities. In practice, most primary education systems have both centralized and decentralized elements.

Several State governments have already initiated the process of decentralizing primary education. New legislations have been enacted by state governments to provide for the changed way of operating and creating a responsive system of delivery of primary education and framework for accountability. Some States have also gone for much closer collaboration and involvement of the community and the NGOs in delivering elementary education at the district level. On the whole, changing from a centralized to decentralize system has been a slow process. The country will continue to work towards the goal of decentralized elementary education by gradually shifting the focus of decision making from the State to the district, sub-district and community levels.

Decentralization entrusts more responsibility in the hands of the district and sub-district level authorities and officials locate educational service closer to the users and makes teachers, schools and local governments responsive to the children's educational needs

*Important objective of decentralization is to ensure equity and inclusiveness of elementary education.* However, unless the reform is well planned and implemented, this objective may not be fully realized. As envisaged by the



National Policy on Education 1986 and reiterated by several committees subsequently, the national government will continue to play a major role in coordination of institutional reforms and in monitoring the progress of reaching national goals of elementary education at the state level.

There are some limitations in decentralization also. Funding elementary education and shared distribution of power and responsibility may affect local accountability and efficiency. Each stakeholder puts the blame on the others for not achieving the objectives of UEE.

The idea of decentralized planning and management of elementary education is a goal set by the National Policy on Education, 1986. The Policy visualized direct community involvement in the form of Village Education Committees (VECs) for the management of elementary education. The Plan of Action (POA), 1992 emphasized micro planning as a process of tracking every child's educational progress regularly, and ensure that s/he continues his or her education at the place of her/his choice and completes at least eight years of schooling or its equivalent.

### 7.2.2 India's Experience with Decentralization

You would agree that the education system does not function in isolation from the society of which it is a part. Our social system is stratified into manifold layers based on class, caste, gender, and religion. A good number of people belonging to marginalized sections do not have access to the basic amenities like housing, water, sanitation, electricity, health services and education. Without basic education, they struggle to make a living.

The 73rd and 74th constitutional amendments have created a congenial ambience for the local self-governments to play a more dynamic and proactive role. This shift has provided voice to women, Scheduled Castes and Tribes, minorities and others. Others experiences in this context will be reflected from the following:

- The ICDS experience showed that involvement of the local people is crucial to improve the health and nutritional status of vulnerable and disadvantaged children aged 0 to 6 years.
- The National Literacy Mission also showed that when campaign mode was adopted to increase literacy levels at the district levels in which people participated actively, it had made a difference.
- The District Primary Education Programme (DPEP) launched in November, 1994 has also been so successful that the government has decided to adopt the DPEP strategy to operationalize UEE throughout the country.

The DIET has been given the main responsibility for planning the development



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of elementary education in the districts though the states continue to be ultimately responsible for coordinating and monitoring the progress of elementary education.

This shift in planning and management strategy requires concerted effort to train and continually give support to educational professionals and administrators working at the urban local government and *panchayati raj* institution levels. Towards this end, the local level institutions in the education and allied sectors are being strengthened in different states.

As Early Childhood Care and Education (ECCE) is important, UEE aims to build on the base laid by ECCE (ICDS). You might be aware that ICDS depends on local community support to improve the pre-school children's health and nutritional status. ICDS is known internationally as one of the most successful programmes because of the involvement of the local community.

To obtain the active cooperation of the local community involvement of the following is essential :

- Panchayati Raj Institutions,
- School Management Committees,
- Village and Urban Ward/Slum level Education Committees,
- Parents-Teachers' Associations,
- Mother Teacher Associations,
- Tribal Autonomous Development Councils

and other grass root level agencies in the *participatory management of elementary education and schools*.

<p><b>Check Your Progress -1</b></p> <p>1. What is decentralization?</p> <p>.....</p> <p>.....</p> <p>.....</p> <p>2. Why has decentralized strategy for UEE been adopted?</p> <p>.....</p> <p>.....</p> <p>.....</p>
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## 7.3. PLANNING AT MICRO LEVEL

Lack of people's participation in the planning and implementation has been one of the reasons for unsuccessful implementation of different development schemes. Since the inception of the Five Year Plan, it has been emphasized that the plans should be prepared and implemented in close collaboration with the people. It was assumed that without the active cooperation and support of the local people, identification of genuine needs and available resources at the local level would not be possible. This was termed as "planning at the grass roots level" or "micro-planning". Planning at micro level means; a) the participation of the beneficiaries, the local people, in identifying needs b) generating available resources in terms of i) material inputs ii) co-operative action iii) creation of more resources through supportive efforts and c) preparation of village plan, keeping in view the available resources.

### 7.3.1 What is Planning?

Planning, in general denotes

- Proposing a set of actions or activities in a sequential order to achieve the required objectives or fulfill the peoples' needs
- Planning is a process for identifying and evolving strategies to achieve the overall goals
- Mobilizing resources to implement the plans and the strategies, monitor the progress, and evaluate the impact

### 7.3.2 Micro Planning

To ensure that the schools provide quality education to all children in a habitation, it is expected that the people living in the habitation take ownership and responsibility for making elementary education accessible to all children. As teacher alone cannot pay attention to needs of all the children, involvement of all the stakeholders such as women's groups, Village Education Committee members and members of *Panchayati Raj* institutions etc., is necessary. With the help of all the stakeholders ensure the all children, including disadvantaged group of society receive quality elementary education.

### 7.3.3 Steps for Involving Community in Micro Planning Processes

The following are the steps for involving community in micro planning processes :

#### i. Empowerment of community

- Conduct training workshops for members of the Village Education Committee(VEC), School Management Committee(SMC), Mother Teacher



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Association(MTA) etc and build their capacity to identify issues concerning children's right to elementary education and find solutions

- Conduct awareness campaigns to make community aware of RTE provisions, their roles and responsibilities therein, and government efforts to universalize elementary education by undertaking such as activities as -
  - Meena Campaign
  - Maa-beti Mela
  - Mahila Sanmela
  - Kishori Mela
  - Bal, Shishu Mela
  - Prabhat pheris
  - enrolment drive
  - cultural programmes/street plays at weekly community markets/fair focusing on specific issues to ensure increased enrolment and reduce drop out, getting certificates necessary for school admission, education of girl child, entitlements intended for disadvantaged special groups like the SC/ST/OBCs, nomadic/pastoral groups.

## II. Identification of planning teams

A government official or a head-teacher alone will not be able have all the information necessary for planning. To be able to think of every angle of UEE a core planning team has to be formed. The community will feel a sense of ownership as major stakeholders are involved in setting the objectives and deciding the priorities. Involving a core planning team gives legitimacy to the plan.

Interaction with community and target groups provides opportunities to identify individuals who can be members of **core planning team** for every habitation. Some may be educated; some may be politically active; some youth may be bubbling with ideas and enthusiasm; others may be willing to give their expertise; women may be resourceful; and minorities may have educated unemployed persons. Their involvement

- contributes to building and strengthening of community-school linkages
- extend community support to prevent drop-out, migration, exclusion, and
- is educative in molding the opinions of the stakeholders in favour of inclusive education.



Selection of persons to be members of *core planning team* has to be done carefully so as to include some who disagree with what is being done. Some may be vocal, dominating and imposing their ideas on others. There are some members in the team who may not measure up to the expectations but extend solid support to the teachers, the school and local authorities in making elementary education inclusive. It takes all kinds of people to deliver elementary education to all children. Ideally, *core planning team* should be representative of all sections of the community.

### III. Capacity building of core planning teams

The quality of the planning exercise and the plans depends on the capacity of the *core planning team*. Proposed plans have to be 'do-able' at the district. Entire planning process is participatory to make sure that all aspects of educational development are taken into account and to make sure that no one or a group is able to hijack the process of planning in their favour. And planning also requires knowledge about a variety of schemes administered by different departments and how to make use of these schemes in a way that they converge. Not many of the members of the *core planning teams* may have had the exposure and/or the required expertise to contribute to the planning process and the plans. For many this may be the first time that they are taking part in a public decision making process in their own area though they may have been living in the area all their lives. The *core planning team* consolidates the School Development Plans and prepares the village education development plans. The *core planning team* has to present the school's needs effectively at the village, the village's needs at the Block, and the Block's needs at the District level respectively. Therefore, two to three rounds of orientation workshops have to be conducted to familiarize them with the aims, targets and norms of SSA programme, information to be collected for plan formulation and for monitoring implementation. They also have to be oriented about making use of expertise available with cluster/block/district level resource centres.

### IV. Identification of issues requiring intervention

The next step is to assess the issues related to access, enrolment, retention and quality of elementary education to decide whether they can be addressed within the village, habitation, block or district. Some may

- be administrative issues
- require policy changes
- require updating/upscaling of norms
- have to be addressed in a collaborative way
- require support from district and state level authorities



At this stage, there may be intense competition between schools, villages, blocks, and districts to portray the issues and challenges faced by their area as more urgent than others in order to access available resources. At the outset, it is pertinent to mention that a solid database and clear visioning are essential for prioritizing the issues to be included in the Education Development Plan. Sometimes, intra-districts planning workshops can be arranged for sharing of experiences. This is a good way to identify the issues and learn about some of methods that have worked.

## V. Data requirement and sources of data

All plans are time bound with a clear mandate to achieve specific goals. As RTE clearly states that all children complete eight years of elementary education, it is essential to look at the data about

- all the children (girls and boys) up to the age of 14 years – enrolled, never enrolled, out-of-school,
- number of government, unaided/aided recognized/unrecognized private schools,
- informal schools run by NGOs,
- children living in protective institutions,
- children belonging to SC, ST, Nomadic Tribes, Most Backward Castes, Primitive Tribes,
- children with disability,
- working children,
- child victims of mass violence/atrocities,
- children of migrant families,
- children of displaced families,
- children living on streets/public places,
- children of prisoners/prostitutes and
- other disadvantaged children

From the data, it will be possible to select the target group which can be brought into the school system.

Since planning is meant to focus on each child in the targeted age group, the data should facilitate tracking each child's progress.

A major portion of the above information may also be available with schools / government departments. The VECs/ SMCs also have a significant role in the preparation and regular updation of the Village Education Registers.



Mere availability of data reflecting the current situation is not the only objective of data compilation. Data have to be used for diagnosis of the challenges, for identifying specific needs, for estimation of required resources, for planning interventions and for justifying demand for resources. Data based planning will ensure effective and optimal utilization of available resources. Data also will be useful for sharply target. Though lot of data may be compiled, only pertinent data need to be used. Data generated through the household survey forms the basis for habitation level planning.

Besides, the household data thus collected is consolidated and compiled at the habitation level. A set of suggested proforma has also been designed to facilitate this activity. Once the habitation level data are consolidated, the same should be computerized and used for habitation level planning. The filled up household DCFs is stored as Village/Ward Education Register (VER/WER) which can be handy for the VEC members to monitor each child's enrolment and attendance in the school which then can be discussed in each VEC meeting.

## VI. Micro-planning exercises

Once the core planning team has been formed, their capacity building has been undertaken, issues and intervention strategies have been agreed upon, and necessary data have been obtained, the micro-planning exercise commences. The exercise involves

- setting targets on enrolment, dropout, retention, passing rates of children and teacher-pupil ratios according to the category of children, locality specific objectives achievable within the time frame of one year
- deciding the activities to be taken up
- sequencing the activities
- setting phases for achieving the targets
- fixing responsible official(s) and/or organization to implement various activities
- estimating time required
- estimate each item of expenditure
- preparing plan proposal

In short, **logical frame of action** has to be prepared (see Annexure for format). **Logical frame of action** lists objectives, activities to be carried out for each objective, persons who will carry out the activity, time required, schedule of activities, budget head, allocation, and expected out come.

What happens within the classrooms in terms of the teaching-learning processes and classroom interaction is of utmost importance since it reflects the culmination



of all the strategies planned. It is imperative, therefore, to understand how classroom transactions are conducted and level of children's participation amongst other aspects, so that they can be improved. Some of the vital aspects of teaching learning process within classrooms are:

- i) Classroom environment (including physical and social),
- ii) Classroom organization and management (seating arrangement, layout, organisation of teaching-learning groups, display of materials and usability),
- iii) Teacher-Pupil Ratio,
- iv) Teaching methodology and strategies adopted,
- v) Availability and use of teaching-learning materials and aids,
- vi) Children's participation in classroom activities (Verbal/non-verbal),
- vii) Facilities available for teaching learning within classrooms,
- viii) Scope for evolving and experimenting innovative, contextual pedagogy by the teachers ,
- ix) Strategy for involvement of the parents, taking help of local education friendly people, utilizing community resource persons for both scholastic and co-scholastic areas of learning.

Not all teaching-learning need to take place only in the classroom. Sometimes it is more effective to take the children out on a nature-walk to teach a lesson on bio-diversity. Sometimes such activities will require budget provision. These will have to be built into the Educational Plan.

For holistic education and development of children's personality, schools generally conduct activities such as sports, yoga, cultural programmes, project work; activity based learning, exposure to life skills with regard to health, nutrition, vocations etc. Such a focus entails looking upon a school as a social institution that is the hub of community activities. Encouragement to gain work experience would require the attachment of children with professionals, farmers, artisans, in order to master the social and natural context. These activities need to be built into the teaching-learning process for the overall physical, social, emotional and mental development of the children. These activities - would require planning and budget for playground, physical education/yoga teacher, play equipment, inter-school sports and other competitions.

There have been several innovative schemes in elementary education following the National Policy on Education in 1986 such as Operation Blackboard, Teacher Education, Non Formal Education, Mahila Samakhya, National Programme for Nutritional Support for Primary Education, and specially designed education projects by states like Bihar, Rajasthan, UP and Andhra Pradesh. Since TLM play a crucial role in all these innovative ideas and practises, it becomes necessary



to assess the type, availability, suitability and usability of existing TLMs for implementing these innovative activities. There is provision of Rs 500/- annually to every teacher for the purpose of purchasing and creating TLMs such as work books, teachers' guides, teaching - learning aids, educational kits, etc.

These can be included in the plan proposal.

Creating a child friendly school environment should be the focus of the civil works. The school should be located in a land that is non hazardous (low lying area, too close to highway, river or pond, underneath high tension electric lines etc.) and is easily accessible to all sections of children. The design of the school building should be functional and attractive. The interior of the classrooms should have adequate light and ventilation and space for storage, display and chalkboards. Barrier free features like ramp, handrails etc. are to be made mandatory in each school to meet *Inclusive Education* requirements. Provisions for toilet and drinking water, electrification, boundary wall and playgrounds are essential in every school. There should be greenery around the school premises Existing infrastructure (rooms, toilets, drinking water, seating arrangements, storage spaces, computers and other teaching learning equipment to be installed, boundary wall etc.) that is usable, also that need minor/ major repairs and required new infrastructure should be correctly assessed and budgetary requirements should be included in the plan proposal. The technicalities of construction, unit cost, system of fund flow, roles and responsibility of the community and the systems of account keeping have to be in conformity with the 'community construction manual' if available. And budgetary provisions have to be made.

It is important to know what provisions are available and how to show them in the plan proposal. The draft plan proposal should contain

- Context/background/problem including demographic information
- objectives
- Strategy
- Staff requirement
- Infrastructure requirement
- Programme/activities
- details on strategy for teacher training, textbook revision, development of modules/manuals
- detailed plans for tracking progress of children
- new work to be undertaken during the plan period
- documents/reports to be published
- monitoring, evaluation, social audit to be undertaken



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- amount budgeted for each activity,
- status of releases of central and state share of funds during the previous year,
- unspent amounts in terms of recurring grants which could lapse at the end of the financial year
- unspent balance of grants on non-recurring items of expenditure which is to be carried over for current year from previous plan period
- financial support from other sources
- Statement of budget required for current year

Costing of activities will have to be according to prescribed norms. The plan proposal should also contain relevant data on action taken reports, assessments aimed at understanding bottlenecks, policy and administrative clearances required/ sought from the state authorities. Where any deviations from the norms are suggested in the plan, full justification has to be given. The process of plan formulation, minutes of plan meetings, workshops and seminars etc that the core planning teams have held with the stakeholders are to be clearly documented as planning is a statutory formal exercise required by RTE.

Bottom-up approach means every school - private aided/unaided, and government schools in a habitation individually prepare their development plan proposals. Basically micro-planning processes described above hold good for planning by the schools.

At the level of habitation, the school plan proposals requiring government support are consolidated. As community based approach has been adopted in UEE.

**Check Your Progress-2**

1. What is planning? What is micro-planning?

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2. Why has micro-planning has been adopted for UEE?

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3. What are the steps involved in micro-planning?

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### 7.3.4 Roles and Responsibilities of DEO, DRC (DIET), BEOs, BRCs and CRCs

The following are the roles and responsibilities of DEOs, DRC(DIET), BEOs, BRCs and CRCs:

#### A) District Level

District Elementary Education Officer (DEO) combines the functions of planner, implementer, coordinator and monitor. S/he is to fulfill the following responsibilities in elementary education:

- Creating an enabling environment for realizing children’s right to education
- Ensure availability of schooling facility both at primary and upper primary level in all the habitations
- Ensure physical and social access to education in the neighbourhood for all school-age children;
- Involve PRIs in special intensive efforts required for enrolling and/or retaining all children
- Take steps to enroll and retain out-of school children (migrant/street children, SC/ST/ Nomadic Tribes children, children with special needs) in school and to ensure that they are provided educational opportunities through establishment of seasonal hostels or other flexible (like the vasthi shala of Maharashtra government) and alternate schooling
- Initiate campaigns to register the birth of all children up to the age of 18 years in order to maintain records of all children
- Monitor teacher vacancies in schools and send reports about requirements to the higher educational authority
- Monitor teacher training, and provide infrastructure facilities wherever required
- Build capacity of different School Management Committees to monitor attendance of teachers, attendance of children, educational standards and availability of TLMS



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- Ensure access by providing free transportation to and fro school to girl children and CSWN
- Ensure access by providing residential facility to such children who live in areas where providing a school is not feasible
- Ensure availability of Teaching Learning Materials, Equipment, child friendly and barrier free access to school environment
- Cooperate with District Officers of different departments to *ensure that* children belonging to the disadvantage groups such as children of SC/ST/ Nomadic Tribes, OBCs, Muslim and other minority children, girls, urban deprived children, street children, child labourers, children of migrant/ displaced families and children without adult protection etc *are not abused*
- Set up Grievance Redressal Committees headed by the Chairperson of a PRI body or the Chairperson of the Education Committee of the concerned urban local self-government
- Ensure that the issues of gender and other forms of social exclusion are resolved in the social audit process
- Set up District Education Committee consisting of elected representatives, experts, activists, parents, headmasters and officials of different departments like the Women and Child Development Department, Health Department, Police Department etc in order to oversee the steps taken to ban screening of children before admission
- Ensure that there are no end-of-year exams, no detention, no corporal punishment, and other forms of violations of child rights.

Most importantly, DEO has to consolidate the plan proposals prepared by schools, villages, blocks and prepare District Plan. To arrive at a clear picture of current status of elementary education - availability of schools within walking distance to all children, spatial, social and school mapping has to be undertaken at least once three or four years. This will be helpful to consolidate the plans proposed by schools, villages and blocks.

**Check Your Progress-3**

1. What is monitoring ? How can community monitor implementation of UEE?

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2. Review the role of DEO in monitoring the implementation of UEE.

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**B) Spatial And Social Mapping**

It is possible that children from a neighbourhood are attending more than one school. Similarly, children attending a school may be residing in more than one neighbourhood. Mere provision of school by itself is insufficient to ensure that all children attend school and participate in the learning process. The school may be there, but children may not attend; they may drop out after a few months; or may be absent too many days and cannot cope with the learning load. School mapping is helpful

- to identify children who cannot access school for social, cultural, economic and/or logistic reasons
- to build a dynamic vision of the education services, including infrastructure, teachers, and equipment required so that all children, irrespective of their caste, religion, gender, or distance are provided education of reasonable quality

The process of school mapping includes the following steps:

- (i) environment building in the village,
- (ii) formation of a village education committee specifically for school mapping,
- (iii) training of members of the village committee to conduct school mapping,
- (iv) preparation of a rough spatial map of the village,
- (v) conduct of a household survey,
- (vi) preparation of a final map indicating different households, the number of children in each household and their enrolment status,
- (vii) preparation of a village/ school education register,
- (viii) presentation of the map and analysis to the people to get it validated and
- (ix) get peoples' suggestions.

The District Resource Centre (DRC) extends necessary support for preparing school mapping. It may be noted from above that the plans are not merely statements of a number of interventions or arithmetic of budgetary figures required to achieve the goals of UEE. The plans serve as guide for monitoring the progress of UEE at the district level.



### C) Resource Centres For Planning

The DIETs and DPEPs have a Planning and Management Unit. The Unit has a major role in the preparation of District Perspective and Annual Plans. Cluster Resource Centers, Block Resource Centers are expected to provide assistance to teachers at the school level, the staff of the village panchayat, and the panchayat samiti for preparing Annual and Perspective Education Development Plans.

### D) Appraisal

The district plan before it is finalized goes through a process called “appraisal”. “Appraisal” involves finding out

- if the data provided as evidence is based on real situation,
- if justification of needs is convincing,
- if progress can be made by filling the gaps between the present status and the ultimate goals of UEE,
- if proposed intervention strategies are do-able within the time frame,
- if the proposed plans are financially, technically, socially and politically viable and feasible,
- what the threats and opportunities are.

Upon getting positive “appraisal”, the draft plans are subjected to intense scrutiny by state government education, finance, women and children’s development departments. State government departments may approve parts of or entire district plans, or request clarifications or suggest rationalizing targets. After changes are incorporated and resubmitted, the district plan may be approved and allowed to be implemented. Apart from preparing District Annual plan and the Perspective plan based on school mapping, the DEO has to implement the plans in collaboration with private schools, NGOs and other stakeholders.

### E) Implementation

Planning for UEE at district and below district level is only the beginning. Plans have to be implemented. It must be kept in mind that implementation of the education development plan may require the District Education Committee, Block Education Committee, School Management Committee (SMC) and other committees to change their old ways of functioning and adopt procedures that will allow parents, teachers NGOs and representatives of local communities to participate in the decision making processes so that the mandate of the RTE can be implemented in letter and spirit. Involvement of the teaching community in the planning process ensures that schools emerge as the principal institutions engaged in implementing UEE in partnership with the community in the area.



Block Education Officer and her/his staff function as Block Resource Centre. Staff of the BRC is expected to assist every school with preparation of fresh teaching-learning material every year.

Besides, there are a number of Cluster Resource Centres, perhaps one for every 15 villages. Between the staff of the BRC and CRCs it should be possible to

- visit each school every month, and
- provide curricular support to teachers,

**Check Your Progress -4**

1. What are the sources of data for preparing a proposal for development of Elementary education at the school level?

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2. What is appraisal of a plan? Who appraises the annual District Education Development Plan?

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Role of some organization is very vital in implementing the district plans for realizations of the goals of UEE there are discussed in brief as under:

**Partnership between Public and Private Organizations**

The task of meeting growing demand for education effectively by government itself is difficult. Cooperation and collaboration with other non-government organizations becomes necessary. Government is increasingly open to have private institutions as partners in the task of implementing UEE. This is a change from earlier days. State government and local self-government bodies partner with Non-Government Organizations (NGOs), corporate houses, and other non-government organizations to complement one another to make different support services required to deliver elementary education effectively.

As a broad policy, the government has decided to promote partnership with NGOs at all levels. NGOs that have been engaged in social development work for many years and have been running day-care centres, mobile crèches, balwadis, charvaha schools, primary and pre-primary schools that have tremendous creative



potential are identified in the district and are enlisted as partners to reach out to out-of-school children. Making such partnership with NGOs work requires change in the way government has been functioning at the local level. Partnership with NGOs is conceived in three ways:

through direct funding by Central and State governments; through funding by identified National and State Resource Institutions; and through funding by Village Education Committees for implementing community activities.

RTE conceives a vibrant partnership with NGOs in the areas of

- *increasing awareness*
- *capacity building* - developing effective teacher training programmes, capacity building in communities and in resource institutions for planning and implementation
- *research*, evaluation, monitoring of UEE
- *develop innovative pedagogy*
- *mainstreaming out of school children*
- *expressing gender concerns*
- *work with CWSN*
- *advocacy, accountability*
- *improve transparency* of programme interventions and assessment of achievements

#### **7.3.4.1 Monitoring and Supervision of Schools**

##### **Role of the Community**

Major role of VECs/Ward Education Committees and the community is in monitoring and supervision of schools and other educational facilities in the village/ward. Community based monitoring and supervision of implementation of plans is important to ensure that

- all children come to school regularly
- enrolment, retention of education of girl children and other disadvantaged groups
- children receive quality education
- children receive their entitlements
- local level teachers are recruited where authorized



- school timing is decided in consultation with VEC & parents
- school infrastructure is properly used
- grants are utilized for the purpose for which given
- alternative schooling centers are conducted and properly monitored
- TLM in schools are available and used for classroom teaching

### Role of BEO

Block Education Officer (BEO) with the help of Assistant Education Officers is expected to

- visit every school including unaided private schools in her/his jurisdiction each year
- look at the condition of school buildings, infrastructure and seating arrangement for students
- pay particular attention to availability and hygiene levels of potable drinking water, toilets, kitchen where mid-day meals are cooked
- look at the records required to be maintained by teachers and head teachers in schools
- give feed-back to the DEO about the felt-needs and requirements
- obtain demographic information, number of villages, *panchayats*, clusters habitations, SC, ST, OBC school boys and girls, children in and out of school, children with special needs etc
- NGOs and other institutions delivering services to school age children

The above block educational profile collected as part of monitoring activity also serves as the base for preparing district Annual Work Plan and Budget.

### Check Your Progress-5

1. What is meant by Public-Private Partnership? Why is it necessary?

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2. In what ways the participation of NGOs in UEE envisaged?

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3. What is the role of DEO in micro-planning for UEE?

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## 7.4 MANAGEMENT AND GOVERNANCE ISSUES IN ELEMENTARY EDUCATION

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### 7.4.1 Issues Related with Governance

In the decentralized scheme of things in UEE, there are some basic governance issues that must be addressed. A mechanism to ensure that students' right of entry into the school system is upheld must be established. The mechanism may be as simple as requiring each school to publish its admission policy and to file an annual report listing the pool of applicants and admissions. Sanctions, such as partial withholding of funds or accreditation may also be considered. If choice is allowed, the law must address the related equity issues. Questions to be addressed include how choice is publicized, how students are selected, and what happens to those students who do not get their choice. The system as a whole would need to ensure that all students are accepted to at least one school, under reasonably equitable conditions. Failure to address these issues may result in unequal educational opportunities and failure to meet the guarantees given in the Constitution.

Some of the important governance issues are:

- If the central government is to continue to fund the local entities responsible for primary education, what assurance will the local bodies have that the funding will be secured and will continue?
- How will central resources be allocated to the various local bodies?
- What freedom will local authorities be granted in the use of the funds?
- If local bodies are to be responsible for securing their own funds to finance primary education, what sources can they tap?
- If local authorities are to be given the power to tax, is the tax base sufficient to yield enough revenues for this purpose?
- Who will oversee and audit the finances of local authorities?



## 7.4.2 Teacher Recruitment and Management

The RTE Act encourages decentralized management of teacher cadres. Certification, hiring, retention, and promotion of teachers are potential sources of contention and are generally addressed by law. When we say that UEE requires large institutional reforms, we refer to these governance issues. Installing a system which can take care of all these issues is a time consuming process.

The states are free to follow their own norms as long as these are consistent with the norms established by NCTE. The local government may recruit and the community may have a say in the selection process. There should be no compromise on standards. The RTE Act makes it mandatory that state governments have to ensure that there are no single teacher schools. The practice that at least 50% of the teachers are women is to be strictly followed.

A lot of diversity exists in payments of salaries to teachers. The presence of the non-governmental private schools and NGO initiatives makes the issue more complicated. Rationalization of existing teachers' pay scales may become an issue.

## 7.4.3 Role of School Management Committee

The School Management Committee will play a pivotal role in school governance to enhance the quality of education offered. In bringing together representatives of different stakeholders, it lays the groundwork for broadened and shared decision-making

A School Management Committee (SMC) has to be constituted in every school other than unaided school, within six months of the date of recognition; and the SMC has to be reconstituted every two years.

- 75% of the strength of the SMC will have to be from amongst parents or guardians of children.
- 25% of the strength of the SMC will be from amongst the following persons:
- One third members from amongst the elected members of the local authority, to be decided by the local authority;
- One third members from amongst teachers from the school, to be decided by the teachers of the school;
- Remaining one third from amongst local educationists / children in the school, to be decided by the parents in the Committee.

### ➤ Protection of Child Rights

Child rights have been already explained in detail in Unit 3. Just to reiterate, child rights include right to



## Notes

- survival
- family
- freedom of expression
- health and development
- protection from abuse and exploitation
- equal opportunity in accessing education
- dignity and respect
- culture and heritage
- basic minimum infrastructure like housing, toilets, drinking water, bright class rooms,
- books, blackboard, science lab equipment, teachers
- entitlements like free uniform, books, mid-day meal
- quality education
- recreation and leisure

At the first level, primary responsibility to protect children's rights rests with the teachers, head teachers and the School Management Committee under the RTE Act.

### ➤ **Preparation of School Development Plan by SMC**

The SMC will have to prepare a School Development Plan at least three months before the end of the financial year. The School Development Plan will be a three year plan comprising three annual sub plans. The School Development Plan shall contain the following details – Estimates of class-wise enrolment for each year. Requirement of the number of additional teachers, including Head Teachers, subject teachers and part time teachers, separately for Classes I to V and classes VI to VIII, calculated according to the prescribed norms. It should also include requirement of additional infrastructure and equipments for the three years in accordance with the prescribed norms and standards. Additional itemized year-wise financial requirement for the three years including additional financial requirement for providing special training for teachers, entitlements to children such as free text books, uniforms, and workbooks etc should be clearly mentioned in the Development Plan.

### ➤ **Role of SMC Vis-À-Vis Relevant Government Departments**

The RTE Act mandates that every child must be in school; this pre-supposes that child labour is eliminated.



Inclusive education in RTE Act demands that SMC maintains vibrant partnerships with the departments and organizations concerned with children belonging to SC, ST, and educationally backward sections to ensure entitlements are made available.

SMC needs to work with government departments handling children with disabilities to make sure that equal opportunity for children with special needs is addressed.

SMC needs to work with Rural Development and Panchayat Raj Department of the government to accelerate poverty reduction programmes so that children are freed from domestic chores and wage earning responsibilities and are able to attend school. And ensure that the Panchayat Raj institutions get appropriately involved and discharge their functions under the RTE Act.

Protection of child rights also includes protection from corporal punishment, abuse and harassment. There is need for the SMC to closely cooperate with the National/State Commission for Protection of Child Rights and the state Department of Women and Child Development to ensure that children are protected from abuse.

**Check Your Progress-6**

1. Who are responsible for the protection of child rights in the school?  
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2. What is the composition of membership of the School Management Committee as prescribed by Right to Education Act?  
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3. What are the responsibilities of School Management Committee?  
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4. What are the different government departments with which the School Management Committee has to work to protect child rights?

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### 7.5 SCHOOL MANAGEMENT VIS-À-VIS THE RTE ACT 2009

As per the Right to Education Act 2009, the school also has certain responsibilities under UEE. Every school, other than a school established, owned or controlled by the state government or Local Authority, established before the commencement of this Act shall make a self declaration within a period of three months of the commencement of the Act, in Form No. 1 to the concerned District Education Officer regarding its compliance with the following norms, standards and conditions:

- (a) The school is run by a society registered under the Societies Registration Act, 1860, or a public trust constituted under a law;
- (b) The school is not run for profit to any individual, group or association of individuals or any other persons;
- (c) The school conforms to the values enshrined in the Constitution;
- (d) The school buildings or other structures or the grounds are used only for the purposes of education and skill development;
- (e) The school is open to inspection by any officer authorized by the state government/Local Authority;
- (f) The school has the required infrastructure according to the norms;
- (g) The school furnishes such reports and information as may be required by the DEO from time to time and complies with such instructions of the state government/ Local Authority as may be issued to secure the continued fulfillment of the conditions of recognition or the removal of deficiencies in working of the school.

Under the Part IV Section 7 (1, 2, 3) of the Draft Model Rules, for the purposes of getting recognition, a government, ***aided and unaided private school has to admit children belonging to weaker sections and disadvantaged group***. Failing to do so will invite warning and/or withdrawal of recognition. And, such ***children shall not be segregated*** from other children in the classrooms, nor shall their classes be held at places and timings different from the classes held for the other children. ***They shall not be discriminated*** from the rest of the children ***in any***



*manner* pertaining to *entitlements and facilities* such as *text books, uniforms, library and ICT facilities, extra-curricular and sports.*

The school is required to appoint qualified trained teachers as prescribed by NCTE, NCERT and the SCERT. Failing to appoint trained teachers may result in de-recognition of the school. Where a state does not have adequate institutions offering teacher education courses, or persons possessing minimum qualifications are not available in sufficient numbers in relation to the requirement of teachers estimated, the state government will have to request, within one year of the commencement of the RTE Act, the Government of India for relaxation of the prescribed minimum teacher qualification. The Government of India may relax the minimum qualifications by way of a Notification specifying the nature of relaxation and the time period, not exceeding three years, but not beyond five years from the commencement of the RTE Act, within which the teachers appointed under the relaxed conditions has to acquire the minimum qualifications prescribed by the academic authorities. A person appointed as a teacher within six months of the commencement of the RTE Act, must possess at least the academic qualifications not lower than higher secondary school certificate or equivalent. For a teacher who does not possess the minimum qualifications at the time of commencement of the RTE Act, the management of such school shall enable such teacher to acquire such minimum qualifications within a period of five years from the commencement of the Act.

**Check Your Progress -7**

1. What are the conditions for “recognizing” a private aided school after the Right to Education Act was enacted?  
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2. Why is a private unaided school required to admit disadvantaged children?  
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3. Can admission be denied to a child by a school?  
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4. Why should only trained/qualified teachers be appointed by a school?

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## 7.6 NETWORKING FOR EFFECTIVE MANAGEMENT AND CAPACITY BUILDING

The UN Development Programme (UNDP) has defined “capacity” as “the ability of individuals, institutions and societies to perform functions, solve problems, and set and achieve objectives in a sustainable manner.” The terms “capacity building” or “capacity development” describe the task of establishing human and institutional capacity.



INTRAC training © [International NGO Training and Research Centre](#)

Examples particularly relevant to developing countries include training for community workers involved in areas such as water, agriculture, nutrition and health.

Individual organisations such as local community groups are crucial providers of capacity building programmes whilst themselves often lacking capacity to sustain their mission. Improving internal management structures, access to information and technology, and networking are integral to institutional capacity building.

### 7.6.1 Information and Communications Technologies for Management of UEE

Information and communications technologies (ICTs) are technologies used to communicate and create, store, manage, distribute and use information for effective delivery of UEE. The ability of users to communicate, collaborate and exchange information online is especially important for *schoolnet*. In this context, ICTs typically refer to computers, computer networks, Internet, telephones,



television, radio and audio-visual equipment and increasingly other devices used as network or Internet access devices (such as hand-held PDAs( Personal digital assistant are electronic devices) and mobile phones).

Those who have easy and affordable access to ICTs and communication networks can participate fully, while those without have fewer opportunities. And, it is often assumed that ICT infrastructure and equipment are available. The phenomenon of differential access to ICTs is often labeled the “digital divide.”

Three drivers of ICT usage are: *language* (ability to use languages that is widely used on the Internet), *literacy* (specifically a culture of reading) and *learning* (level of educational attainment). Education is one of the most important components in creating knowledge societies, economic growth and prosperity. Education is not only the means by which individuals become skilled participants in society and economy it is also one of the key drivers in expanding ICT usage. The development of ICT will build an environment in which most knowledge/information is shared; and more knowledge is created as the distribution of such information increases.

Seen within the context of the transition to more inclusive UEE and decentralized education system, it is necessary to address structural problems and deficits in education systems. Using ICTs to enhance administrative and teaching efficiency to alleviate under-resourcing in specific areas (e.g., a lack of textbooks or teachers and other support materials), to address equity issues, or to support teachers who may be under-equipped to deal with new teaching challenges.

## 7.6.2 What is a School NET?

School nets promote the development of a management information system for Elementary Education by connecting schools to the Internet, building linkages among students, teachers, schools, administrative agencies, parents, general public for sharing information and resources; school net supports effective and efficient management of networked educational institutions. *A network of educational authorities, schools, teachers, parents, community and wider educational resources is known as school net. The term “school net” has become an internationally recognized generic name to refer to ICT based e-management of school education administrative system.*

Organizationally, school nets exist in a wide variety of forms. A school net could be a programme located within a government department, a non-government organization (NGO), a private company, or a school. It enables all the stakeholders access information about UEE located anywhere in the world. School net can be understood as national/state level programme that is aimed at developing and supporting the use of ICTs in schools.



School nets integrate disparate educational institutions and lay the foundation for management of education information system, and database for delivery of effective educational services.

### 7.6.3 Functions of School NET

Some of functions, activities and services provided by School nets are:

#### *Technology services*

- Connectivity services act as an Internet service provider (ISP) for schools, government authorities, general public and facilitate partnerships between different organizations/systems
- Supplying appropriate equipment to schools (purchased through government funding, sponsored through donor or corporate funding, or donations)
- Developing appropriate software solutions for management of delivery of education in schools

#### *Content services*

- Portal sites to direct administrators, teachers and learners to appropriate Internet content (ideally organized and searchable)
- Locally developed online content
- Content development at a professional level (developed by content specialists) or grassroots level (contributed by practicing educators)

#### *Collaborative projects*

- Facilitating involvement and collaboration of different resource centers in online projects
- Designing and running collaborative projects on a country level, either original projects or localized international projects

#### *Professional development*

- In-service training of teachers on ICT skills and using ICTs in teaching and learning (curriculum integration)

#### *Experimentation, innovation and advocacy*

- Conducting pilot projects across a range of environments and circumstances
- Developing and disseminating best-practice guidelines
- Advocating policy changes at various levels based on experience with pilot projects and best-practice knowledge

- Promoting and supporting innovation in the application of educational technologies

### *Management of school and resources*

- Providing information support for decision-making
- Providing information support for policy making

### **7.6.4 School Net as Education Management Information Systems**

ICTs can substantially improve the efficiency and speed of data collection from schools and reduce the amount of effort spent on administrative functions. As a change management strategy, ICT tools and systems that are of direct value in reducing administrative work or providing greater access to information.

When School net enters the school environment, everything in the environment will change. ICT skills are seen as encompassing a range and types of skills, from basic applications competence, such as the ability to send an e-mail message, to higher-order skills such as the ability to locate, evaluate, analyze and synthesize information from a variety of sources (referred to as information literacy). These higher-order skills apply across all areas of management.

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## **7.7 FINANCING PATTERN**

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As Government of India sought foreign development aid from the World Bank, the UK government etc for implementing SSA, disbursement of grants will have to abide by all legal agreements regarding externally assisted projects unless specific modifications have been agreed to in consultation with foreign funding agencies. This implies timely submission of work and expenditure reports at the school, habitation, village, block, district and state levels to be able to get the next installment of development aid released by international donors.

*Arrangement for sharing expenditure* - Financial assistance under the programme of SSA is based on an *arrangement for sharing expenditure* on the basis of 85:15 between *Central and State governments* during the IX Plan, 75:25 sharing arrangement during the X Plan, and thereafter it is on 50:50 sharing basis. State governments are expected to take increasing responsibility for financing UEE. Commitments regarding sharing of costs are taken in writing from State governments.

*State Implementation Society* – State governments have been required to register a *State Implementation Society* as charitable society for receiving grants under SSA. The Government of India releases funds to the state governments/Union Territories only. The state government releases installments (except first) only after the previous installments of national and state government shares have been



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transferred to the State Implementation Society. The support for teacher salary appointed under the SSA programme is shared between the national government and the state government in a ratio of 85:15 during the IX Plan, 75:25 during the X Plan and 50:50 thereafter.

The National Programme for Nutritional Support to Primary Education (*Mid-Day-Meal*) is not part of SSA. Food grains and specified transportation costs are currently being met by the national government and the cost of cooked meals is being met by the state government. All other existing schemes of elementary education of the national government (except National Bal Bhawan and NCTE) have been amalgamated into SSA after the IX Plan.

District Education Plans are required to clearly show the *funds/resources made available to SSA from various components under different schemes* like Pradhan Mantri Gramodaya Yojana, Jawahar Gram Samridhi Yojana, Pradhan Mantri Rojgar Yojana, Sunishchit Rozgar Yojana, Area Development fund of MPs/MLAs, State Plan, foreign funding (if any) and resources generated in the NGO sector etc. In turn all funds to be used for upgradation, maintenance, repair of schools buildings, Teaching Learning Equipment and capacity building of local managements have to be transferred in a timely manner to Village Education Committees/ School Management Committees/ Gram Panchayat/ or an NGO for decentralized implementation. The village/ school-based body have to formally decide how to utilize the funds in the best way within the given parameters of the scheme.

**Check Your Progress -8**

1. What is the pattern of sharing financing responsibility between the central and state governments in UEE?

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2. How convergence of funds of different schemes in the implementation of UEE suggested? Give examples

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**ACTIVITY -1**

- Prepare a plan for increasing enrollment of girls belonging to a minority community in your school and retaining them in school.

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**ACTIVITY -2**

- Prepare a budget for Activity -1
  
- Explain to whom will you submit the plan and budget prepared by you to get it approved?

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**7.8 LET US SUM UP**

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In this Unit you learnt that Right to Education Act has decentralized implementation of UEE; why implementation of UEE has been decentralized; what is micro-planning at school, habitation, village, block and district levels; who are responsible for preparing education development plans at these level; what should be the contents of education development plan; what is appraisal of a education development plan and how it gets approved; and who are responsible for monitoring the implementation of the plan.

What the governance issues are in decentralized management of elementary education; who is responsible for “recognizing” a private aided/unaided school; and what is the procedure followed for “recognizing” a school as prescribed by the RTE Act.

You have also learnt that a child cannot be denied admission to a school; who is responsible to protect the child’s rights

You have learnt how networking using information and communication



technologies can be helpful for better capacity building and management of elementary education at school, block, district, state and national levels. You have learnt the funding pattern in elementary education.

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## 7.9 SUGGESTED READINGS & REFERENCES

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### **Educational planning and management in small states: concepts and experiences**

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**A Comprehensive Study of Education** - By S. Samuel Ravi

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## 7.10 UNIT-END EXERCISES

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1. What is Micro planning? Discuss Micro-planning as regards to the community ownership in your own area?
2. List out the total BRCs and CRCs in your district and define the role and responsibilities of BRCs and CRCs at elementary education.