

**Report**  
**of the**  
**Common School System Commission**

*Submitted on*  
**8 June 2007**



**Government of Bihar**  
**Patna**

# **Dedication**

*We Dedicate this Report  
to  
the Children of Bihar*

**(Dr. Madan Mohan Jha)**  
Member-Secretary

**(Prof. Anil Sadgopal)**  
Member

**(Prof. Muchkund Dubey)**  
Chairperson

**Common School System Commission  
Govt. of Bihar**

Patna  
8-6-2007

Dear Shri Nitish Kumarji,

It is a pleasure and honour for me to submit herewith the Report of the Bihar Common School System Commission. My colleagues in the Commission join me in expressing our profound gratitude to you for the trust you reposed in us and the personal interest you took in our work. In fact, the Commission was the product of your vision and initiative.

2. Included in our Report is a near complete blueprint of a Common School System in Bihar, which will universalise school education up to Class X, provide 70 percent transition from Class X to the Senior Secondary level and, as mandated under Article 21A of the Constitution, ensure free and compulsory education to all children in the age group of 6 to 14 years. In our scheme of the Common School System, the children in the age group of 5 to 6 years will also receive free and compulsory pre-elementary education.

3. As mandated, we have established in considerable details the Norms and Standards of the Common School System, determined the unit cost of all the elements which have gone into these Norms and Standards and calculated the financial implications of the Common School System.

4. We have also examined several other problems and issues, some of which were specifically included in our terms of reference, relating to the school education in Bihar and have made suggestions and recommendations for dealing with them within the overall framework of the Common School System. These include the types and structure of schools, place of teachers in the CSS, rejuvenation of teacher education, medium of education and teaching of languages, curriculum and syllabus, and administration and management of schools.

5. Finally, we have prepared for possible adoption by the Bihar Legislature, the text of a legislation on Right to Education and Common School System in Bihar. This legal underpinning of the Common School System covers the entire school system and, if adopted, should replace all existing legislations on school education. In addition, we have drafted two almost identical legislations on the Management of Schools, one for the Primary and Middle Schools and the other for Secondary Schools.

6. The financial implications of the Common School System that we have calculated may appear to be daunting; but given the cumulative neglect of the past and the inherently ambitious task of building a Common School System, they are not at all surprising. Our nation, society and the governments both at the Centre and the States, will have, some time or the other, to come to terms with the inevitability of mobilising resources on the required scale for school education, if India is to survive as one nation and claim its rightful place in the comity of nations. We have suggested a set of measures for mobilisation of resources.

7. We have done our job and the ball is now in your court. We are acutely aware of the problems you will face and the resistance you will encounter in pursuing this pioneering venture of establishing a Common School System in your State. But we have confidence in your leadership and your commitment to social justice and equality. You have already demonstrated your political courage and ability to live up to your vision by taking the decision to establish a Common School System in Bihar.

8. Finally, we would like to convey through you our deep appreciation and gratefulness to the Heads of the relevant Departments, Divisions, Units and Agencies of the Government of Bihar who extended their unstinted support and cooperation to the Commission during the course of its work.

9. Personally, I would like to say: Thank you very much for giving me the opportunity of rendering this humble service to the people of Bihar and thus paying back a small fraction of the immense debt that I owe to this State.

With deep regards,

Yours sincerely,

(Muchkund Dubey)

Shri Nitish Kumar  
Hon'ble Chief Minister  
Government of Bihar,  
Patna.

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## Abbreviations

%age	Percentage
ADEO	Additional District Education Officer
AEO	Area Education Officer
AICTE	All India Council of Technical Education
AIE	Alternative and Innovative Education
AISES	All India School Education Survey (NIEPA / NUEPA)
Asst.	Assistant
B. Ed.	Bachelor of Education
B.A.	Bachelor of Arts
B. El. Ed.	Bachelor of Elementary Education
B. Sc	Bachelor of Science
BCF	Bihar Curriculum Framework
BDO	Block Development Officer
BEEO	Block Education Extension Officer
BEO	Block Education Officer
BEP	Bihar Education Project
BEPC	Bihar Education Project Council
BES	Bihar Education Service
BIEC	Bihar Intermediate Education Council
BRC	Block Resource Center
BRCC	Block Resource Center Coordinator
BSCS	Buniyadi Siksha Chintan Samooh (SCERT)
BSEB	Bihar School Examination Board
BSPP	Bihar Siksha Pariyojana Parishad
BSPVK	Buniyadi Siksha Pathyacharya Vikas Kendra
BSSK	Buniyadi Siksha Sansadhan Koshang (SCERT)
CABE	Central Advisory Board of Education
CBSE	Central Board of School Education
CR	Completion Rate
CRC	Cluster Resource center
CRCC	Cluster Resource Center Coordinator
CSS	Common School System
CTE	College of Teacher Education
CTF	Cluster Teachers' Forum
CW	Collected Works of Mahatma Gandhi
DA	Dearness Allowance
DEO	District Education Officer
Deptt. of HRD	Department of Human Resource Development, Govt. of Bihar

DIET	District Institute of Educational Training
DISE	District Information System for Education (NUEPA)
Distt.	District
DMEO	District Mass Education Officer
DPEP	District Primary Education Project
DPI	Director of Public Instruction
DRU	District Resource Unit (in DIET)
DSE	District Superintendent of Education
DWCD	Department of Women and Child Development, Govt. of India
EBC	Extremely Backward Caste
ECCE	Early Childhood Care and Education
Edn.	Education
EGS	Education Guarantee Scheme
EMIS	Educational Management Information System
Est.	Estimate
ETEI	Elementary Teacher Education Institutions
EVS	Environmental Studies
Expr.	Expenditure
GCOPI	General Committee of Public Instruction
GDP	Gross Domestic Product
GER	Gross Enrolment Rate
GNP	Gross National Product
GOB	Government of Bihar
GOI	Government of India
Govt.	Government
GPI	Gender Parity Index
HRD	Human Resource Development
IAS	Indian Administrative Service
IASE	Institute of Advance Studies in Education
ICDS	Integrated Child Development Services
ICSE	Indian Council for School Education
IFS	Indian Foreign Service
IGNOU	Indira Gandhi National Open University
IIM	Indian Institute of Management
IIT	Indian Institute of Technology
IMF	International Monetary Fund
ITI	Industrial Training Institute
KGBV	Kasturba Gandhi Balika Vidyalaya
M. Ed	Master in Education
M.A.	Master of Arts
M. Sc.	Master of Science

MDMS	Mid-Day Meal Scheme
MHRD	Ministry of Human Resource Development, Govt. of India
MLA	Member of Legislative Assembly
MLC	Member of Legislative Council
MOU	Memorandum of Understanding
MP (LS)	Member of Parliament (Lok Sabha)
MP (RS)	Member of Parliament (Rajya Sabha)
MS	Mahila Samakhaya
NA	Not Available
NABARD	National Bank for Agriculture and Rural Development
NCERT	National Council of Educational Research and Training
NCF	National Curriculum Framework
NCTE	National Council for Teacher Education
NER	Net Enrolment Rate
NI[U]EPA	National Institute [University] of Educational Planning and Administration
NIIT	National Institute of Information Technology
No.	Number
NPE	National Policy on Education
NPEGEL	National Programme for Education of Girls at Elementary Level
NSSO	National Sample Survey Organisation
NTSE	National Talent Search Examination
OBC	Other Backward Caste
PDS	Public Distribution System
PGT	Post Graduate Teacher
Ph. D	Doctor of Philosophy
PK	Poshak Kshetra
PMS	Part of Middle School
PRI	Panchayati Raj Institution
PSK	Prakhand Siksha Kendra
PTEC	Primary Teacher Education College
PTR	Pupil Teacher Ratio
PUA	Private Un-Aided
PUR	Private Un-Recognised
Pvt.	Private
RDDE	Regional Deputy Director of Education
REO	Range Education Officer
Res. Asst.	Research Assistant
RR	Repetition Rate
RTE	Right to Education
SC	Scheduled Caste

SCERT	State Council of Educational Research and Training
SDEO	Sub-divisional Education Officer
SES	Selected Educational Statistics (MHRD, Govt. of India)
SES	Subordinate Education Service (Govt. of Bihar)
SIEMAT	State Institute of Educational Management & Training
SIET	State Institute of Educational Technology
Sl. No.	Serial Number
Sr.	Senior
SSA	Sarva Shiksha Abhiyan
SSK	Sankul Sansadhan Kendra
SSM	Sankul Shikshak Manch
SSS	Senior Secondary School
ST	Scheduled Tribe
SUPW	Socially Useful and Productive Work
TA	Traveling Allowance
TE	Teacher Education
TGT	Trained Graduate Teacher
TLM	Teacher-Learning Material
TR	Transition Rate
UEE	Universalisation Elementary Education
UGC	University Grant Commission
UK	United Kingdom
UN	United Nation
UNCRC	United Nations Convention on the Right of the Children
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UNICEF	United Nations International children's Emergency Fund
UPA	United Progressive Alliance
UPE	Universalisation Primary Education
USA	United State of America
UT	Union Territory
VEC	Village Education Committee
VSS	Vidyalaya Shiksha Samiti
WCE	Work-Centered Education
Yrs.	Years

## *Introduction*

A development of historic significance for Bihar and possibly for the rest of the country as well, was the announcement on the 22<sup>nd</sup> July, 2006, by the Chief Minister of Bihar, Shri Nitish Kumar, of his government's intention to establish a Common School System in Bihar. The occasion was a seminar on Right to Education & Common School System organized by the Asian Development Research Institute (ADRI), a non-government research-cum-action institution, in collaboration with the nation-wide Peoples' Campaign for Common School System; and the event was the Valedictory Session of the Seminar held in the presence of the Chief Minister.

In his valedictory address, the Chief Minister stated that in his encounters with the public everywhere on the State, he found a ubiquitous desire among the people, particularly the poorest to send their children to a good school. In this connection he recalled the great socialist leader, Late Ram Manohar Lohia, who had coined the slogan "*Rashtrapati Ki Ho Ya Chaprasi Ki Santan, Sab Ko Shiksha Ek Samaan*" (Be it the child of the President or his attendant, all have a right to equal education). He said that he had no option but to respond to the yearning of the people & seek to fulfil the vision implicit in Lohia's slogan. He stated that after hearing the summary of the deliberations of the seminar read out by the organizers, he was convinced that the Common School System was the instrumentality for realizing this vision. Before concluding his address, the Chief Minister declared his intention to constitute a Commission to advise the State Government on how to go about establishing a Common School System.

Within days after the Seminar, a Cabinet decision was taken to constitute a 3-member Common School System Commission (*Samaan Skool Pranaali Ayog*) for Bihar; and a government resolution dated the 8<sup>th</sup> August, 2006, was published in the State Gazette. (See Annexure I to this Report). The Commission was given the following Terms of Reference:

- i) To carry out a comprehensive study of the present school system in the State, including the structure and the educational facilities available in government, private and other kinds of schools and various educational streams;
- ii) To recommend Norms and Standards and other necessary provisions for ensuring education of equitable quality for all children in the State, and make an assessment of its financial implications so that all children in the neighbourhood may access such schools and receive school education of high quality;
- iii) To recommend a framework for Common School System from the standpoint of ensuring children's Fundamental Right to Free and Compulsory Education under Article-21A of the Constitution;
- iv) To formulate a plan of action for implementing the Common School System in the State;
- v) To examine, within the context of building the Common School System, the pace setting role of Gandhi's Basic Schools (*Buniyadi Vidyalaya*) and also

Model Schools (*Adarsh Vidyalaya*) being proposed for the District Headquarters and recommend a plan of action accordingly;

- vi) To study the teacher education institutions available and functioning within the State and also their curricula and make recommendations in order to mould them as per the requirements of the Common School System.

The Commission comprised the following:

1. Prof. Muchkund Dubey  
Former Foreign Secretary and Professor in the School  
of International Studies at Jawaharlal Nehru University - Chairperson
2. Prof. Anil Sadgopal  
Former Professor of Education and Dean Faculty of  
Education, University of Delhi - Member
3. Dr. Madan Mohan Jha  
Commissioner and Secretary, Deptt. of Human Resource  
Development, Govt. of Bihar - Member-Secretary

The Commission was asked to submit its report within a period of nine months. Since the Commission assumed charge with effect from the 10<sup>th</sup> September 2006, its term is to end on the 9<sup>th</sup> June 2007. The Commission is happy to present its report to the Chief Minister one day before its term ends.

At the outset, the Commission wishes to express its grateful thanks to the Chief Minister Shri Nitish Kumar and the Education Minister Shri Brishen Patel for their unstinted support for the past nine months. We also wish to record our gratitude to the entire Department of Human Resource Development, Govt. of Bihar, including the Bihar Shiksha Pariyoajana Parishad, and its team of dedicated officers who were invariably ready to respond to the Commission's repeated queries and requests for data. A large number of teacher organization representatives, activists and independent academics offered enthusiastic support to us throughout the period of our work and made us feel that what we are attempting is something that Bihar has been long waiting for. This moral and intellectual support helped us a great deal in keeping our faith during our arduous nine month journey.

## **Methodology**

As the first step, we set up a small Secretariat headed by a senior & experienced officer of the Bihar Education Service. The next step was to assemble a research team and technical-cum-administrative staff, some of whom were taken on deputation from SIEMAT/SCERT (see Annexure II to this Report for details).

With this support base in place, the Commission undertook several processes in parallel as listed below:

1. Collected data, reports and other documents from the following:
  - a) All departments/ institutions/ projects of the Govt. of Bihar related to school education;
  - b) Accountant General of Bihar and Budget offices of the state government;
  - c) Census of India 2001 (Registrar General, Census of India and its office in Patna), Selected Educational Statistics (MHRD, Govt. of India), Seventh All India School Educational Survey (NCERT) and District Information System for Education (NIEPA/NUEPA) with district-wise break-up for Bihar; and
  - d) Research reports and documentation on educational programmes operating in Bihar from both government and non-government sources;
2. Issued an advertisement in all major newspapers read in Bihar, inviting individuals, groups and organizations to depose before the Commission and submit their Memoranda or suggestions; based upon the responses received, a series of meetings were scheduled with the following (see Annexures VII to X to this Report for details):
  - a) Heads and other personnel of state government departments/ institutions/ projects;
  - b) Non-government organizations and groups active in the field of education and children's rights in Bihar;
  - c) Representatives of teachers' and student organizations;
  - d) Teacher educators from SCERT and DIETs;
  - e) University Vice Chancellors, Principals of Colleges operating B.Ed. courses and other academics from various Universities in Bihar;
  - f) Educationists and other individuals.
3. Arranged visits both within & outside Patna, to various categories of schools (including Madaras and Sanskrit Vidyalayas), teacher education institutions at both elementary and secondary education levels and Patna University Department of Education, (see Annexure V to this Report for details). Initially, the plan was to visit schools and other educational institutions in each Division of the State but, due to shortage of time, the programme was curtailed basically to Saharsa and Patna Divisions.
4. Participated in seminars and discussions (see Annexure VI to this report for details).
5. Engaged consultants for specialized tasks who were invited from time to time for detailed discussions (see Annexure IV to this report for details).

6. Collected relevant reference material from various sources from all over India (see Annexure XI to this report for details).

The Commission held a series of internal meetings according to agenda worked out in advance. At the end of each meeting, the deliberations and main inferences were recorded for future reference. Drafts of each section/ chapter were discussed among the Commission members, often each draft undergoing several revisions. Whenever consensus could not be arrived at, the issues were revisited at a latter stage with additional data and inputs. This report is a result of this carefully designed process.

Although all the three members of the Commission had bi-lingual capacity to write in Hindi and English, it was decided to prepare the first drafts in English due to the technical facility available in computer work. Finally, a Patna-based experienced team of translators was engaged to translate the finalized drafts from English to Hindi for which the Commission supplied the team a 250-word English-Hindi glossary to ensure precision.

Meeting the formidable challenge flowing out of the six Terms of Reference within the deadline of nine months has not been an easy task, to say the least. From its inception, the Commission was determined not to seek any extension of its deadline, as is usually the practice with such Commissions, for an obvious political reason. We were clear in our mind right from the beginning that the report must be submitted as quickly as possible in order to give the Chief Minister and his government adequate time to consider the report, take the necessary decisions and begin their implementation well before the next time they go to face the electorate. In the process, the Commission had to often take the painful decision of making certain inevitable compromises with both the breadth and the depth of the report. You can't have the cake and eat it too, as they say. A judicious balance had to be struck.

The report presented here reflects this balance. In doing so, the Commission is well aware that the task of "dotting all the i's and crossing all the t's" has not been accomplished as well as the Commission would have liked to do, if the time permitted. One hopes that, with both the public and official feedback expected to come within the next 3-4 weeks, this task of fine-tuning will be completed before the report goes for final printing. Even then this report may not be an ideal for an academic work done in the hallowed precincts of the universities. Even an approximation to this ideal would have required us to devote to our task at least twice the time that we had at our disposal. Besides, our task was not to write an academic report, but to give our considered views on the whole gamut of issues relating to school education, and policy advice on how to go about establishing a Common School System in Bihar. We have carried out our mandate to the best of our ability.

It is clear to us that the Commission's recommendations can't be, and must not be, implemented piecemeal or as experimental projects in selected backward areas, as the governments are often tempted to do. Such a fragmented understanding of the recommendations shall be a grave injustice to the seriousness and sincerity with which we have approached the task assigned to us. Besides, the people of Bihar have a legitimate right to expect that things shall not remain the same as they have since independence. For things to change, the present priorities have to undergo a radical shift



both at the center and in Bihar, in favour of the latest entry into the Fundamental Rights, that is, elementary and related school education. The cumulative neglect of education building up for decades in Bihar, as documented in several chapters of our Report, has to end. A clean break from the past ways of tinkering and dilly-dallying is long overdue. Such a shift requires resolute political will combined with a vision and faith in the future of Bihar and the country as a whole. In many ways, it is being widely contended, that the struggle to give Fundamental Right to Education under Article 21A within the framework of a Common School System, is a struggle to preserve India as one nation and ensure its rightful place in the comity of nations. We sincerely hope that the Report would be able to achieve its purpose by impacting upon the political discourse in the country on the still far from finished task of social transformation and nation-building.

With these words, we solemnly dedicate this report to the children of Bihar.



## **Chapter 1**

# **The Evolution of School Education in Bihar : A Historical Perspective**

### **1.1 The Ancient Period**

The appreciation of the importance of education and educational practices in Bihar date back to the period of Gautam Buddha and Mahavir in the 5<sup>th</sup> century BC. During that period, the Buddhist and Jainist education started in parallel with the traditional Vedic education. The Buddhist education was based on the Ashtangic (eight-fold) Path, and its distinguishing features were: the introduction of a new curriculum, Pali & Prakrit, combining day schools with residential education and education through the medium of the language of the people. No doubt, both the Buddhists and the Jains used education to spread the teachings of their masters. However, their educational systems were not confined to religious and spiritual themes but were also closely related to life. A very important feature of these educational systems was that the door of education was open to all.

During the time of Ashoka, there is evidence of widespread practice of education in the Magadh Empire. It is significant that as many as four Ashoka pillars, containing the engraving of the Emperor's message to the people, were erected at short distances in Magadh. This shows that a good section of the population was able to read and write. It was also during the time of Ashoka that the beginning of the establishment of the Nalanda University in the form of the Nalandha Vihar was made. Subsequently three Universities flourished in Bihar: the Nalanda University itself, and universities of Vikramshila and Udantpuri, both of them established in the 8<sup>th</sup> century by the Pal Dynasty King, Dharmapala. The existence of these universities indicated that there would have been in their hinterlands institutions of elementary education from where they drew their students.

### **1.2 Situation Before 1813**

Before the advent of the British, four types of educational institutions existed in Bihar: the Sanskrit Chatushpadi, or Toll as they came to be known later and Madarsas, as institutions of higher learning, and Pathashalas and Makhtabs as elementary schools. The institutions for higher learning were generally established at the initiative of an eminent person or a group of such persons. For defraying their day-to-day expenses, they used to get grants from the local King or his agent or from the rich families of the village. In the beginning of the 19<sup>th</sup> century, local elementary schools existed in large numbers, almost in every village. Apart from reading, writing and arithmetic, they imparted practical knowledge like book-keeping, keeping of land records etc. These schools were a part of the village life and the teachers were like public servants. The medium of instruction was the local language. Nominal fees were charged from the parents of the children.

In the beginning, the Company rulers maintained a neutral attitude towards these schools. Subsequently whereas one section of them was attracted towards the repertoire of the rich traditional knowledge imparted through these schools, the other section sought to give shape to an educational system designed to serve the interest of the Company rule.

### **1.3 The Situation Between 1813 and 1823**

In the Charter to the Company given in 1813, a provision of Rs. 1 lakh was made for the development of indigenous language, knowledge and science. It is significant that the emphasis during this period was on the Indian knowledge and science and not the European one. A number of plans were made to spend this amount. But apart from the extension of a grant to the then Arrah Sanskrit College and the establishment of the Bhagalpur Hill School in 1823, Bihar did not benefit from this amount. Most of it was spent on the Presidency Colleges of Bengal, Madras and Bombay. Throughout this period, the indigenous educational system remained in operation without interruption.

### **1.4 Between 1823 and 1935**

The teaching of English started in several government schools and colleges after the establishment of the General Committee of Public Instructions (GCOPI) in 1823. This Committee drew up a plan for establishing a preparatory English school in every district and a college in every division. Whereas the schools were supposed to teach English, the colleges were expected to impart education in European knowledge and science. There was only one school run by the Committee in Bihar and that was the Bhagalpur Hill School.

A radical change was introduced in the education policy of the then Government of India, when Macaulay assumed the Chairmanship of the GCOPI following the 1833 Charter of the Company. Macaulay advocated a more aggressive policy for teaching English and European knowledge and science, gradually replacing the teaching of Sanskrit, Arabic and other local languages by English and prohibiting the publication of books relating to oriental learning. After his proposals were approved by Lord William Bentick on 7 March 1835, schools and colleges teaching English and European knowledge and science became entitled to receive government aid. This inevitably had an adverse effect on the traditional educational system. However, Bihar remained relatively unaffected as there were very few English language schools and colleges in this region.

### **1.5 From 1835-1842**

The GCOPI decided on 11 April 1835 to establish English schools in Patna and Dhaka mainly with voluntary contributions, supplemented by government aid. However, on account of public apathy, and even resistance, very few such schools could be established in Patna and those that were started, did not do well. Then, as a means of generating interest, the government decided from 1839 to start vernacular classes in these schools. But this also did not work in Bihar. The only English schools operating in Bihar before 1842 were one each in Patna, Chapra, Arrah and

Bhagalpur. Inspection reports on these schools brought out that their conditions were not satisfactory. This is because the public did not accept these schools as they thought that their sole purpose was to create a class of clerks. Besides, the people still believed that the real education lay in acquiring knowledge of Sanskrit, Farsi and Arabic and that of the related literatures and disciplines. The Biharis had an entirely different approach to learning English, as compared to the Bengali gentry of Calcutta who took to English education with great enthusiasm. Thus, English education in the beginning encountered numerous difficulties and moved at a very slow pace in Bihar.

A significant development during this period was the Educational Survey of Bengal and Bihar carried out in 1837-38 by W.Adams, on the instructions of the GCOPI. The survey report, for the first time, gave data on the number of Hindi, Sanskrit and Muslim schools in different districts of Bihar and the number of students in these schools. The survey revealed that there was at least one school in each village. These schools followed highly developed curricula and very advanced courses and books available in these languages and related knowledge and disciplines. The survey also brought out the pioneering role played by teachers in building and running some of these schools, in several instances at their own costs. Adams drew up a plan for strengthening these village schools and improving their quality. The non-acceptance of his plan by GCOPI led to his resignation in 1839.

The 1833 Charter had granted freedom to missionaries from all over the world to carry out their activities in India. A part of these activities was the running of missionary schools. Since conversion through the knowledge imparted in these schools, was one of their main purposes, these schools were viewed with suspicion by both Hindus and Muslims and could not prosper in Bihar, at least in the beginning. Missionary schools by different denominations were established in Bhagalpur, Saran, Muzaffarpur and Patna, but they were not doing well at that stage.

## **1.6 From 1842 to 1853**

Following Lord Aukland's Minutes on education of 1839, the Council of Education took over from the GCOPI the responsibility of advising the government on all administrative matters relating to education. The financial powers of the General Committee were vested directly in the government. After this, the government started pursuing the objective of spreading English education with renewed vigour and greater determination. In 1844, Lord Harding talked about giving priority to students educated in government English schools, for entry into government services.

## **1.7 Wood's Despatch and After**

A landmark development in the effort to spread English education and teaching European knowledge and science was the Charles Wood's despatch of 1854, the highlights of which were:

- a) The purpose of education in India would be the inculcation of European knowledge and science;

- b) Asiatic learning is not necessary for progress; however, vernacular education would continue to get government aid because people have faith in it;
- c) English would be the medium of instruction in higher classes;
- d) Each Presidency would have a Department of Education under a Director of Public Instructions. Under him would be various Inspectors of Schools;
- e) A University would be established in each of the Presidency towns of Calcutta, Bombay and Madras;
- f) The character of the vernacular schools will be gradually transformed by bringing teachers from outside and introducing appropriate syllabus;
- g) Government grant would be available to only those schools which provide secular education and which are under government inspection; and
- h) Educational qualification would be an important condition for appointment to government jobs.

These recommendations were largely accepted by the government in the report prepared by Lord Dalhousie based on the Wood's despatch. Accordingly, the Council of Education was abolished and Gordon Young took over as the first Director of Public Instructions. On 17 April 1855, the Inspector of Schools in Bihar was instructed to remodel the education system of the region according to the Wood's despatch. In response to this, a series of measures were adopted which included appointment of a Sub Inspector of Schools in each District and the creation of 3-4 Circuits under him, the establishment of a new school in each Circuit and a Central School in each district, and the training of vernacular teachers.

In spite of the undoubted merits of many of the proposals in the Wood's despatch, they could not be implemented effectively in Bihar because of the wide apprehension among the people that these would result in a drastic transformation of the religious cultures in the State. That is why in spite of the commencement of a grant of Rs.540 each for opening 72 model schools in Bihar, not a single school of this kind was opened in the State.

In the meantime, a number of experiments were carried out for opening and running English schools in the region. These included:

- a) Opening new schools mainly with government aid;
- b) Opening of vernacular schools through which English language and European knowledge and science will be taught;
- c) The experimental schools of Mr. S. Mackintosh, the then Headmaster of the Patna Government School, to improve the system of vernacular education in schools in and around Patna;
- d) Attempt, on the advice of William Taylor, the then Commissioner of Patna Division, to establish new schools in Bihar with the help of landlords; and
- e) Opening new vernacular schools, called Chatsals with the help of the good teachers of the indigenous schools.

Through these efforts and experiments, a number of new schools came up in Bihar but very few of them could strike roots. By far the larger number of them declined with the passage of time. The main reasons for it were the following:

- i) The continuing domination of the indigenous schools which existed in practically every village and mohalla of towns;
- ii) Loss of interest among those who had earlier given assistance for the establishment of these schools;
- iii) The inability of the Chatsals to rise above the quality of the indigenous schools; and
- iv) And lastly, and the most important, the general apathy and distrust of the people.

In 1859, the number of vernacular schools was about 100 and the total number of students in these schools was 3,467. After the Wood's Despatch, Public Education Department was established in the government and there was a streamlining of the levels of education through the establishment of the categories of primary, middle and secondary schools and colleges. Education made a transition from being a social concern to become the concern of the State. Government's intervention, particularly its aid to educational institutions, destroyed the autonomy of schools. Framing of curriculum and organizing teachers' education was taken over directly by the government. However, no particular effort was made to spread education among girls and the underprivileged sections of the society.

The impact of the active role of the government could not be felt in Bihar as in other provinces under the Company's rule. While in Bihar, the British Government could not go very far in imposing English, Anglo-vernacular schools and vernacular schools with curriculum and syllabus determined by the government, it certainly succeeded in impeding the natural growth of the institutions for indigenous education.

The period between 1859 and 1882 witnessed slow progress in the spread of education and there was no significant change in the field of educational policy. In 1882, under the recommendation of the Hunter Commission, the responsibility for running and controlling primary and middle schools was transferred from the Directorate of Public Instructions to the local bodies.

Table 1.1 indicates the status of school education in Bihar at the end of the 19<sup>th</sup> century:

**Table 1.1**  
**Status of Schools in Bihar at the End of 19<sup>th</sup> Century**

Division	1898-99		1899-1900	
	Number of lower primary schools	Number of boys in these schools	Number of lower primary schools	Number of boys in these schools
Patna	5668	150052	5599	147235
Bhagalpur	3410	76834	3379	75343

Table 1.1 indicates that in both the divisions of Patna and Bhagalpur there was a decline in the number of lower primary schools as well as the students there between 1898-99 and 1899-1900. Data on the number of upper primary schools available from the same source indicate that

in the Patna division, there was one upper primary school for 24 lower primary schools whereas in the Bhagalpur division, there was one upper primary school for 10 lower primary schools. This shows that the children at that time had very limited opportunity and facilities for moving higher up in the educational ladder. The table also indicates that the schools imparted education mainly to boys. Though the Hunter Commission had recommended that adequate attention be paid to the education of the tribals and girls, there is very little evidence that this recommendation had any impact in Bihar.

## 1.8 Education in the 20<sup>th</sup> century before Independence

The impact of Lord Curzon's education policy was felt all over the country, including in Bihar. In 1904-05, a decision was taken to open 37 primary schools for girls in the larger province of Bengal, but only 6 out of these were established in the area comprising present Bihar. In 1904-05, the total number of primary schools in Bihar was 7,537 (Source: Report on Public Instructions in Bengal (1910-11), Supplementary Table No.3). The total number of students in these schools in 1906-07 was 2,97,936. By 1910-11, the number of students getting primary education went up to 3,35,963. (Source: Report of Bihar and Orissa Administration, 1911-12 page 227). Taking the figures of Bihar and Orissa together, the number of schools doubled between 1905-06 to 1911-12. However, most of the children going to the schools came from higher castes. According to the 1911 Census, out of every 1,000 literates, 793 were from higher castes. This indicates the very poor access to education for the under-privileged classes in the society.

According to the first quinquennial review of the progress of education in Bihar and Orissa (1912-17), the government had taken over the responsibility of running vernacular middle, upper primary, lower primary and recognised Makhtabs and Sanskrit Pathshalas. The total number of primary schools in the then districts which comprise present Bihar was 10,809 in 1911-12. This number increased to 11,786 in 1916-17. The total number of boys going to these schools was 3,08,069 in 1911-12. This increased to 3,22,257 in 1916-17. District-wise figures of the number of primary schools and that of the boys going to these schools during this period is given in Table 1.2.

**Table 1.2**  
**Number of Primary Schools and Enrolment in Districts of Bihar (1911 – 1917)**

Name of District	Primary Schools			Enrolment		
	1911-12	1915-16	1916-17	1911-12	1915-16	1916-17
Patna	1236	1291	1284	34005	34936	34929
Gaya	1330	1496	1537	41258	40203	41083
Shahabad	910	992	959	26032	29048	28737
Saran	747	1015	1088	24223	29969	31830
Champanan	754	842	810	16615	19872	19813
Muzaffarpur	1275	1264	1239	36350	33724	33857
Darbhanga	1601	1478	1438	55207	44724	45929
Munger	1111	1291	1345	28188	32250	33255
Bhagalpur	948	1014	1096	23829	25431	28418
Purnea	897	959	990	22362	22541	24406
<b>Total :</b>	<b>10809</b>	<b>11642</b>	<b>11786</b>	<b>308069</b>	<b>312698</b>	<b>322257</b>

The year 1917 was significant in the history of education in Bihar. For, it was during this year that the Patna University was established and the responsibility of conducting Board examinations for the secondary schools of Bihar was transferred from the Calcutta University to the newly established Patna University.

The decade of 1921-30 was the period for the establishment and expansion of the Rashtriya Vidyalayas in Bihar. At Gandhiji's call, students in vast numbers boycotted government schools. But Gandhiji was clearly of the view that the non-cooperation movement should not result in the interruption of education. He, therefore, urged the participants in the movement to establish and run their own schools. Thus, a large number of Rashtriya Vidyalayas with popular cooperation came to be established during this period all over India, including in Bihar. The Bihar Vidyapeeth, Patna, was among the three institutions, the other two being the Kashi Vidyapeeth, Varanasi and the Gujarat Vidyapeeth, Ahmedabad, which were established to guide and regulate the operation of Rashtriya Vidyalayas. The second round of the establishment of Rashtriya Vidyalayas started from the time of the Salt March in 1930. The schools run by the government during this period by no means disappeared. They continued but there was a sharp reduction in the number of students going to these schools.

During the first four decades of the 20<sup>th</sup> century, demands were made in the country from time to time for providing free and compulsory primary education. This happened in Bihar also. In the session of the Bihar Legislative Council on the 24<sup>th</sup> March 1938, a Member, Shri Punyadev Sharma proposed that on an experimental basis free and compulsory primary education should be provided in at least one village in each Police Station (Thana) in Bihar. This proposal was rejected by the Council by 10 votes in favour and 12 against.

The establishment of Buniyadi Vidyalayas started in Bihar from 1938. The Zakir Hussain Committee Report on Basic Education was published in 1938 and discussed the same year in the Haripura Congress. In December 1938, the Bihar Basic Education Board was constituted under the Chairmanship of the then Education Minister of Bihar. In April 1939, within a distance of 125 miles in a compact area called Brindavan in Champaran, 35 Buniyadi Vidyalayas were established. The rules for the Basic Education Board were framed in December 1949. Between 1949 and 1957, basic education in Bihar was institutionalized in the form of Junior Basic Education Schools (Class I to V), Senior Basic Education Schools (Class VI to VIII) and Post-Basic Education Schools (Class IX to XI). Side by side, training institutions for educating the teachers in these schools were also established. During this period, Bihar was the only State where facilities were available for basic education from the primary level to the higher school level. These schools were controlled by the District Inspector of Schools and they were supervised by the District Superintendent of Basic Education.

## **1.9 Educational Development During the First Three Decades after Independence**

During the first three decades after independence, as in the rest of India, there was an unprecedented growth in education in Bihar too in terms of increase in the number of schools at all levels, number of teachers in these schools, number of trained teachers as a proportion of the total number of teachers, percentage of enrolment in schools and progress in the bridging of the gender gap in education. However, most of the improvements were of a quantitative nature.



Quality of education for the vast majority of the children at the primary, middle and secondary levels of education, declined. The infrastructure of the school system suffered neglect mainly because of the paucity of resources and the general condition of the schools continued to deteriorate.

### 1.9.1 Number of Schools

Table 1.3 gives the number of schools at the primary, middle, secondary and higher secondary levels during the year 1947-77. Table 1.4 gives the percentage of trained male and female teachers in primary and middle schools in Bihar. Table 1.5 gives the number of trained and untrained male and female teachers in primary schools during the years 1969-70 to 1976-77. Table 1.6 gives similar data for secondary schools. Based on the data in these Tables, the following picture of the development of education in Bihar during the first three decades after independence emerges.

In 1946-47, the total number of primary schools in Bihar was 20,260. In 1976-77 this number increased to 51,244. This represents a 152.93 percentage increase. In 1946-47, the total number of middle schools was 1,542. In 1977-78, the number increased to 10,643, representing an increase of 590.21 per cent – an almost six times increase. In 1946-47, the total number of secondary schools was 409; in 1977-78, the number increased to 3,041 representing an increase of 643.52 per cent.

**Table 1.3**  
**Number of Educational Institutions (1947-77)**

Year	Primary Schools			Middle Schools			Secondary Schools			Colleges		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>	<i>6</i>	<i>7</i>	<i>8</i>	<i>9</i>	<i>10</i>	<i>11</i>	<i>12</i>	<i>13</i>
1946-47	18296	1964	20260	1447	95	1542	386	23	409	20	3	23
1947-48	18926	1924	20850	1548	96	1644	428	25	453	20	3	23
1948-49	19633	1971	21604	1654	100	1754	473	25	498	25	3	28
1949-50	20882	2091	22973	1866	103	1969	527	32	559	26	5	31
1950-51	21574	2125	23699	2055	147	2202	608	35	643	26	5	31
1951-52	22024	2187	24211	2317	131	2448	681	36	717	29	6	35
1952-53	22358	227	22585	2513	145	2658	750	37	787	31	5	36
1953-54	22942	236	23178	2761	144	2905	824	40	864	34	5	39
1954-55	25182	2408	27590	2996	152	3148	872	42	914	38	5	43

...contd.

<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>	<i>6</i>	<i>7</i>	<i>8</i>	<i>9</i>	<i>10</i>	<i>11</i>	<i>12</i>	<i>13</i>
1955-56	26818	2731	29549	3155	166	3321	918	45	963	49	5	54
1956-57	26735	2950	29685	3205	174	3379	987	46	1033	50	5	55
1957-58	27308	3109	30417	3377	179	3556	1056	52	1108	59	6	65
1958-59	28539	3502	32041	3675	193	3868	1223	66	1289	67	6	73
1959-60	31651	4091	35742	3922	218	4140	1375	74	1449	81	11	92
1960-61	33094	4229	37323	4161	247	4408	1455	86	1541	94	13	107
1961-62	34952	4435	39387	4553	266	4819	1568	94	1662	99	13	112
1962-63	36301	4565	40866	5130	377	5507	1677	113	1790	104	13	117
1963-64	36874	4608	41482	5328	454	5782	1745	119	1864	105	14	119
1964-65	38082	4729	42811	5875	500	6375	1865	137	2002	118	14	132
1965-66	39598	4836	44434	6284	550	6834	1959	147	2106	122	16	138
1966-67	40348	4949	45297	6616	601	7217	2084	157	2241	129	16	145
1967-68	40529	5016	45545	6871	615	7486	2176	161	2337	142	17	159
1968-69	40873	5021	45894	7059	645	7704	2245	168	2413	144	17	161
1969-70	41328	5037	46365	7271	667	7938	2348	177	2525	158	18	176
1970-71	41758	5065	46823	7446	687	8133	2414	184	2598	174	24	198
1971-72	42591	5122	47713	7772	723	8495	2481	191	2672	N.A.	N.A.	210
1972-73	N.A.	N.A.	49291	N.A.	N.A.	8899	N.A.	N.A.	2750	N.A.	N.A.	219
1973-74	45641	5297	50938	8673	806	9479	2568	209	2777	N.A.	N.A.	226
1974-75	N.A.	N.A.	51446	N.A.	N.A.	9828	N.A.	N.A.	2818	N.A.	N.A.	251
1975-76	N.A.	N.A.	51446	N.A.	N.A.	10099	N.A.	N.A.	2884	N.A.	N.A.	264
1976-77	46576	4668	51244	9506	916	10422	2729	243	2972	239	32	271*

\*. Commerce Colleges not included.

Source: *Bihar mein Siksha ki Pragati 1947-78*, Govt. of Bihar, Department of Education, Patna, Bihar Textbook Publishing Corporation Limited, Patna, Table 2.1, p. 18

### **1.9.2 Enrolment**

In 1950-51, enrolment in primary schools of boys was 8,84,259 and of girls 1,25,435. This increased to 31,44,340 and 10,68,336 respectively in 1970-71. The increase in the enrolment of boys in the decades of the 1950s was 176.57 per cent, and of girls almost five times. In the decade of the 60s, the corresponding percentage figures were 28.87 and 44.59. In 1946-47, the number of boys enrolled in the middle schools was 1,12,009 and that of girls 5,606. In 1970-71 these numbers increased to 7,27,058 and 1,45,577. The increase in the decade of the 1950s in the enrolment of the boys was 126.07 per cent and that of girls 394.24 per cent, almost four times. In the 1960s, the respective figures were 57.87 and 159.79 percentage. As regards secondary schools, the numbers of boys and girls enrolled in 1946-47 were 1,33,458 and 7,446 respectively. In 1970-71 these numbers increased to 7,31,688 and 84,621 respectively. The increase during the decade of the 50s in the enrolment of boys and girls in these schools was 126.68 per cent and 187.62 per cent respectively. In the decade of the 60s, the respective numbers were 50.93 and 117.92.

### **1.9.3 Number of Teachers**

In 1946-47, the total number of teachers in primary schools was 33,548. Among these, the women teachers numbered only 2,137. In 1977-78, these numbers increased to 1,08,662 (total), 92,995 (male) and 15,667 (females). Thus, during these three decades there was an increase of 223.9 per cent in the total number of teachers in these schools but the increase in the number of female teachers was 633.13 percent. This represents a significant bridging of the gender gap in the employment of teachers in the primary schools. The increase in the decade of the 50s in the total number of teachers was 47.27 and in the decade of the 60s, 38.51 per cent. In 1946-47, the total number of teachers in the middle schools in Bihar was 8,952 out of which the number of female teachers was only 658. In 1977-78, the total number of teachers increased to 75,091 out of which there were 11,622 female teachers. The increase in the total number of teachers during these three decades was 738.82 percentage whereas the increase in the number of female teachers was 1,666.26 per cent. This again means a significant success towards bridging the gender gap in this area. In the decade of the 50s, the total number of teachers in these schools increased by 97.65 per cent, and that of male teachers 95.16 per cent and female teachers 130.31 per cent. In the first seven years of the decade of the 1970s, the percentage increase in the total number of teachers and that of male and female teachers, were 57.95, 50.97 and 111.27 respectively. In 1946-47, the total number of teachers in secondary schools was 5,383 out of which the number of male teachers was 5018 and female teachers only 365. In 1977-78 these numbers were 33,590, 30,521 and 3,069 respectively. The percentage increase in the three decades was 524.00, 508.23 and 740.82 respectively – again a significant movement towards bridging the gender gap at this level of education also. The percentage increase in the total number of teachers and that of male and female teachers in the decade of the 1950s was 117.66, 118.60 and 103.72 respectively. In the decade of the 60s, the percentage increase was 60.56, 57.99 and 101.54 respectively.

#### **1.9.4 Number of Trained Teachers**

In the beginning of the 1950s, only 58.11 per cent of the teachers in primary schools were trained out of which the percentage of trained male teachers was 59.50 and that of trained female teachers 32.77. By 1969-70, the percentage of total number of trained teachers increased to 83.9, that of male trained teachers to 86.1 per cent and female trained teachers to 65.9. There was a more than two-fold increase in the percentage of trained female teachers as against only 28 per cent increase in the percentage of male trained teachers. In 1950-51, the percentage of the trained teachers in the middle schools in Bihar was 45.69 out of which the percentage of the male trained teachers was 44.51 and of the female teachers 61.19. Thus, unlike in the primary schools, the percentage of female trained teachers in the middle schools was on the higher side. Therefore, the progress in the next two decades in the training of teachers was more in the category of male teachers than female teachers. In secondary schools, the percentage of trained teachers as a proportion of the total number of teachers was 52.61 in 1969-70. Out of these, the percentage of male trained teachers was 51.48 and female trained teachers 67.15. Thus, in the secondary schools also, as in the middle schools the percentage of female trained teachers was much higher than that of the male trained teachers. By 1977-78, the gender gap was bridged in the reverse direction i.e. towards the male trained teachers, as their percentage increased from 51.48 to 86.48 whereas the percentage of female trained teachers increased to 88.73.

A common feature of the trends in the educational advance in Bihar during the three decades after 1950-51 was that the highest growth in almost all areas occurred in the decade of the 1950s. Thus the highest percentage of growth in the number of primary, middle and high schools, in the number of enrolment of boys and girls in all these three categories of schools, and in the number of teachers in these schools took place in the decade of the 1950s. This was presumably because of the low base figures immediately after independence and the greater attention that the political leadership paid to education in the early post-independence period.

#### **1.9.5 General Condition of the Schools**

According to the Fourth Education Survey completed in 1977-78, there were altogether 60,836 primary schools (both independent and attached to middle schools) in Bihar. Out of these, 94.6 per cent of the schools were in the rural area and 5.4 per cent in the urban area. Over 51 per cent of the habitation in Bihar had facilities for primary education. In the rest, children in 19.12 per cent of the habitation had to walk up to half a kilometer to reach a primary school and in 18.66 of the habitations, 1 kilometer. In the remaining 12.3 per cent habitations, the distance to the nearest school was more than 1 kilometer. The percentage of male teachers was 85 and that of female teachers 15. 93 per cent of the male teachers and 88 per cent of the female teachers were trained. 18.33 per cent of the schools had no building of their own. Among those which had their own buildings, 36.99 per cent had only one room, 26.21 per cent only two rooms and 10.97 per cent three rooms. Only 7.50 per cent of the schools had four or more rooms. 72.77 per cent of the schools needed more space. In 69.8 per cent of the schools, there was no arrangement for seating (benches or mats) for the students in any of the classes. Only 49.32 per cent of the

schools had adequate number of blackboards. Only 28.01 per cent of the schools had drinking water facility in the school compound and only 1.62 per cent of the schools had toilet facilities. These figures given an indication of how far the State had still to go in providing minimum necessary facilities in the primary schools.

**Table 1.4**

**Percentage of Male & Female Trained Teacher in  
Primary and Middle Schools (1951-1977)**

Percentage of Trained Teachers in Primary Schools				Percentage of Trained Teachers in Middle Schools		
Year	Male	Female	Total	Male	Female	Total
1	2	3	4	5	6	7
1950-51	59.50	32.37	58.11	44.51	61.19	45.69
1955-56	64.43	32.35	62.19	58.50	70.89	50.06
1960-61	73.61	45.32	71.18	63.43	65.81	63.62
1965-66	80.14	56.28	77.66	77.24	68.86	76.33
1968-69	83.50	60.10	81.09	80.70	70.30	79.40
1969-70	86.10	65.90	83.90	83.20	74.40	82.20
1970-71	88.00	72.50	86.30	87.60	78.30	86.50
1971-72	89.80	77.70	88.30	89.60	81.70	88.70
1972-73	92.33	83.11	91.23	91.51	84.18	90.61
1973-74	93.22	85.50	92.27	92.63	87.46	91.99
1974-75	93.82	88.51	93.15	91.66	88.14	91.31
1975-76	94.14	87.89	93.32	93.66	89.43	93.33
1976-77	93.43	87.29	92.56	93.53	82.31	93.05

Source: *Bihar mein Siksha ki Pragati 1947-78*, Govt. of Bihar, Department of Education, Patna, Bihar Textbook Publishing Corporation Limited, Patna, Part-2, Table 2.6, pp. 22

**Table 1.5**

**District-wise Number of Trained and Un-trained Teachers in Primary Schools  
(1969-70 to 1976-77)**

Year	Teacher	Male	Female	Total
1	2	3	4	5
1969-70	Trained	33225	3907	37132
	Un-trained	6685	1345	8030
	Total	39910	5252	45162
1970-71	Trained	36821	4307	41128
	Un-trained	5220	1194	6414
	Total	42041	5501	47542

...contd.

<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
1971-72	Trained	39918	4947	44865
	Un-trained	4626	1105	5731
	Total	44544	6052	50596
1972-73	Trained	42243	5449	47692
	Un-trained	3915	1024	5963
	Total	46158	6473	53655
1973-74	Trained	47891	6355	54246
	Un-trained	3810	911	4721
	Total	51701	7266	58967
1974-75	Trained	49257	7040	56297
	Un-trained	4478	947	5425
	Total	53735	7987	61722
1975-76	Trained	53006	8100	61106
	Un-trained	3406	957	4363
	Total	56412	9057	65469
1976-77	Trained	57268	9655	66923
	Un-trained	3960	1035	4995
	Total	61228	10690	71918

Source : *Bihar mein Siksha ki Pragati 1947-78*, Govt. of Bihar, Department of Education, Patna, Bihar Textbook Publishing Corporation Limited, Patna, Table 2.4 p.-20

**Table 1.6**  
**District-wise Number of Trained and Un-trained Teachers in Secondary Schools**  
**(1969-70 to 1976-77)**

<b>Year</b>	<b>Teachers</b>	<b>Male</b>	<b>Female</b>	<b>Total</b>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>
1969-70	Trained	13195	1343	14538
	Un-trained	12438	657	13095
	Total	25633	2000	27633
1970-71	Trained	14441	1467	15908
	Un-trained	11797	631	12428
	Total	26238	2098	28336
1971-72	Trained	15928	1649	17577
	Un-trained	10837	587	11424
	Total	26765	2236	29001
1972-73	Trained	18691	1877	20568
	Un-trained	9110	513	9623
	Total	27801	2390	30191

...contd.

1	2	3	4	5
1973-74	Trained	19965	1965	21930
	Un-trained	7884	455	8339
	Total	27849	2420	30269
1974-75	Trained	21087	2088	23175
	Un-trained	7251	389	7640
	Total	28338	2477	30815
1975-76	Trained	22901	2245	25146
	Un-trained	6000	383	6383
	Total	28901	2628	31529
1976-77	Trained	24785	2489	27274
	Un-trained	4976	351	5327
	Total	29761	2840	32601

Source : *Bihar mein Siksha ki Pragati 1947-78*, Govt. of Bihar, Department of Education, Patna, Bihar Textbook Publishing Corporation Limited, Patna, Table 2.5, p. 21

In 1977-78, the total number of middle schools in Bihar was 11,076. Among these, 85.77 per cent were in rural area and 14.23 per cent in urban area. Only 8.33 per cent of the habitations had their own middle school. Out of the rest, the children in 21.02 per cent had to walk up to 1 kilometer, 25.97 per cent, two kilometers and 19.40 per cent, three kilometers, to reach a middle school. 74.72 per cent of the habitations had a middle school within a reach of three kilometers. 85.45 per cent of the rural middle schools were in need of more space, but they had no land for this purpose. 27.99 per cent of the schools had no facility for seating the children. Drinking water facilities within the compound, were available in only of 69.63 per cent of the schools. 22 per cent of the schools had no toilet facilities. Only 41.2 per cent of the schools had playgrounds and 68.75 per cent of the schools had library facilities.

### 1.9.6 Drop-out rates

Drop out and stagnation of students at the primary level is a big problem for schools in India, including those in Bihar. Four-fifths of the students enrolled in class I drop out before they reach class V. Thus, only 20 per cent of the students complete their primary education. The problem is equally serious in the middle schools also. The problem of the dropout of the girl students is more serious than that of the boy students. In 1960-61, 74.54 per cent of the boy students enrolled in class I dropped out by the time they reached class V. 49.24 per cent among them dropped out in the very next year. The drop out rates between class VI and class VIII was 31.6 per cent. Among the girls, 83.90 per cent of those admitted in class I dropped out by the time they reached class V. Thus, only 16.10 per cent among them could complete their primary education. The drop out rate of the girls from the first to the second class, was 55.57 per cent and that between class VI to VIII even higher i.e. 58.9 per cent, twice as high as the drop out of boy students at this level. There was not much improvement in drop out rates by the year 1970-71 when at

the primary level it was 72.15 per cent for boys and 77.82 per cent for girls. Half the children dropped out in the very next year.

### **1.9.7 Schooling of Scheduled Castes and Scheduled Tribe students**

According to the 1971 Census, the scheduled castes constituted 14.1 per cent of the total population of Bihar. This was very close to the percentage of 14.6 per cent for the population of the country as a whole. The scheduled tribes constituted 8.8 per cent of the total population of Bihar as compared to 6.9 per cent for the country as a whole. Bihar harboured the second largest number of scheduled tribes in India, next to Madhya Pradesh.

Between 1964-65 and 1977-78, the enrolment of the scheduled castes boys and girls at the primary level increased by 54.69 per cent and 146.82 per cent respectively. At the middle level, the increase was 19.80 per cent and 127.34 per cent. During the same period, the increase in the enrolment of the boys and girls of scheduled tribes at the primary level was 52.78 per cent and 116.15 per cent. The percentage increase in the enrolment of girls for both scheduled castes and scheduled tribes was much higher than that in the enrolment of boys.

### **1.9.8 Expenditure on Education**

In the first Five Year Plan, the total outlay on education in Bihar was 6.06 crore and the total expenditure was 7.63 crore. In the second Five Year Plan, out of the total outlay of 20.50 crore, only 17.10 crore were spent. In the third Five Year Plan, out of the total outlay of 34.03 crore, only 23.22 crore were spent. The figures of planned outlay for education at different levels indicate that the outlay on primary education gradually came down from 56 per cent in the First Five Year Plan to only 25 per cent in the Fourth Five Year Plan. The outlay on secondary education went up from 13 per cent to 15 per cent during this period and that on university education, from 9 to 20 per cent. Though these figures indicate that higher priority was attached to expanding and improving university education than primary and secondary education, the fact is that education at all these three levels were, and continue to be, starved of funds. Therefore, the factual picture of higher percentage increase in expenditure at the university level as compared to that at the primary and secondary levels of education, does not tell the whole story.

In 1975-76, for the country as a whole, half the planned expenditure was on elementary education and the remaining half was distributed among other sectors of education. Among the States, Bihar spent 59.4 per cent on primary education, being the second after Nagaland. But expenditure for secondary education was the lowest in Bihar, only 19.7 per cent as compared to the national average of 33%. For university education, Bihar was in the third highest position in terms of percentage expenditure (15.9 per cent). Thus, we find that both in primary and university sectors, the percentage expenditure in Bihar was higher than the national average but in the secondary education it was less. In 1977-78, the total per capita budget allocation for education for the country as a whole was 36.5 rupees, whereas for Bihar the allocation was 20 rupees.

As can be seen from Table 1.7, in 1968-69, the beginning of the Fourth Five Year Plan, Bihar spent only 17.5 per cent on education of the total revenue budget outlay. Uttar



Pradesh was in the same league. Among the Indian States, the maximum percentage (32.9) of expenditure on education, out of total revenue budget outlay, was in Kerala.

### 1.10 The Last Three Decades

In the light of the recommendation of the Kothari Commission, Bihar started the 10+2+3 system of education commencing from 1977. Before that, the Board examinations used to take place after class XI. According to the changed system, the Board examinations started being held after class X. After passing the Board examination after X, the students were required to do two years of further studies, known as the +2 or intermediate level, before starting under-graduate education. The under-graduate teaching in university was also changed, and its period was extended from 2 years to 3 years. Between 1977 and 1983, the 10+2+3 system of education started operating at all the relevant levels of education in Bihar, but classes for +2 still remained a part of the university. Only for the purpose of conducting examinations, the Bihar Intermediate Education Board was established in 1981. However, the teaching at the intermediate level i.e. +2 could not become a part of the school education.

The school syllabus in Bihar was changed in 1958, 1968 and 1977 and according to the new system, in all the schools, the students of class X were required to study, apart from languages, science, mathematics and social science. The earlier choice of science or art available in class VIII itself, was done away with in 1977.

**Table 1.7**  
**Percentage expenditure of total budget (Revenue & Accounts) on Education (1968-69)**

Sl. No.	State	Expenditure on Education	Total State Budget	Percentage expenditure of total budget on education
1	Kerala	4766	14469	32.9
2	Madhya Pradesh	5117	17995	28.4
3	Tamil nadu	6335	24754	25.6
4	Punjab	2510	11296	22.2
5	Rajasthan	3089	14187	21.8
6	Maysore	3926	18276	21.5
7	W. Bengal	4565	21548	21.2
8	Haryana	1377	6635	20.8
9	Assam	1730	9168	20.6
10	Gujarat	3107	15153	20.5
11	Maharastra	6563	32317	20.3
12	Andhra Pradesh	3817	20467	18.6
13	Orissa	2195	12219	18.0
14	Bihar	2724	15534	17.5
15	Jammu & Kashmir	849	5456	15.6
16	Nagaland	221	1903	11.6
17	Uttar Pradesh	6227	35487	17.5
	<b>Total</b>	<b>59276</b>	<b>276864</b>	<b>21.40</b>

Source : *Bihar mein Siksha ki Pragati 1947-78*, Govt. of Bihar, Department of Education, Patna, Bihar Textbook Publishing Corporation Limited, Patna, Table 6.18, p. 118

The decade of the 1970s witnessed two major changes in the system of school education in Bihar. Firstly, in 1976 all the primary and middle schools were taken over by the State Government. Though the formal taking over took place in 1976, it became effective retrospectively from 1<sup>st</sup> January 1971. Accordingly, the control and management of all primary and middle schools in Bihar was transferred to the Department of Education of the Government. The participation of the community and society in the management and control of these schools came to an end. Teachers were overnight transformed into government servants from their earlier status of social servants. This decision might have benefited the teachers but the end of social control adversely affected the management of the schools. The local community became increasingly dependent on the State instead of taking their own initiatives for running the schools. This turned out to be a principal factor responsible for a sharp deterioration in the quality of education in these schools.

The second major development was the decision of the government to take over all the secondary schools with effect from 2-10-1980. The government also became solely responsible for opening and running schools at this level. As a result, apart from a few girls' schools which came up under Project Kanya Vidyalayas, no new secondary school was built in the whole of the 1990s. On the one hand, with the increase in population and under the influence of other factors, the demand for education was increasing; but on the other hand, the government was apathetic to establishing new educational institutions. This led to a further widening of the gap between demand for and supply of schools.

The adoption of the National Policy on Education in 1986 did not result in any significant change in the educational scene in Bihar. All that happened was the establishment of a few Navodaya Vidyalayas. Some Kendriya Vidyalayas had come into existence in Bihar even before the National Education Policy was adopted.

Before 1990, the number of schools in Bihar affiliated to the Central Board of School Education (CBSE) was negligible. But between 1991 and 2005, several such schools were established. This was partly because of the failure of the State Government to build schools in the government sector and partly because of the dearth of trained teachers in government schools. The Government of Bihar also could not apply several of the other norms and standards prescribed at the national level for elementary and secondary education. Consequently, the middle class in Bihar turned towards private schools as the only alternative. The popularity of schools affiliated to CBSE and of the English medium of education, therefore, increased rapidly. As a result, the government schools slipped far behind in the race and only the children of those families which could not afford the alternative of the private schools, were condemned to government schools. Though the number of students taking exams under the Bihar School Education Board kept on increasing year after year, the number of those regularly present in the schools continued to decline at all levels. Thus, during this period, the educational scene in Bihar was characterized by high fee charging expensive private schools on the one hand and high salary earning teachers not much interested in teaching, in the government schools, on the other.

According to the National Education Policy of 1986, every State was expected to establish a District Institute for Educational Training (DIET) in each district with the assistance of the Central Government. Bihar had earlier established Primary Teachers' Education Centres (PTEC), which had arrangements for providing pre-service training to primary teachers. After

the Central Government's directive for establishing DIETs, the Government of Bihar upgraded some of the PTECs and took it that they had become equivalent to DIETs. In this situation in Bihar, DIETs could never become what they were meant to be and what they actually became in other States. In 1994, the Government of Bihar abolished pre-service training as a requirement for becoming a teacher. This drove the last nail on the coffin of teachers' training institutions in Bihar. If it was not necessary to have training in order to become a teacher, then why should anyone be bothered about getting trained? And if that was so, then what was the justification for keeping the teachers' training institutions running? During the last 12 years, only a few of the faculty members and other employees out of the sanctioned strength in these institutions have been in place. Throughout this period, these institutions numbering 60 in total, have not conducted any pre-service training. The only exception was the provision of one year on-service training to some 40,000 primary teachers recruited by the Public Service Commission of Bihar during the years 1994 and 1999.

Three rounds of appointment of primary teachers took place between 1994 and 2000. In 1994, the Bihar Public Service Commission conducted exams to select 25,000 teachers. In 1998, 1,000 trained teachers were appointed through the same process and in 1999, 14,000 primary teachers were appointed by this process. After that, in 2001 and 2003, Shiksha Mitras were appointed at the levels of Panchayats.

In 1991, Bihar Education Project Council was established and it started its activities, under UNICEF financing, in the field of primary education, parallel with those of the Education Department of the Government of Bihar. The Board's work started in the Sitamari district under the Sitamari Yojana and then it extended to seven more districts in the united Bihar. In present Bihar, three districts are covered by the activities under the Bihar Education Project (BEP).

The UNICEF programme, in the second stage, was converted into the World Bank financed District Primary Education Programme (DPEP) starting from 1997. The Bihar Education Project Board was entrusted to carry out this programme. Under both these programmes, separate infrastructure of teachers and other workers was created at the district and State levels. Thus, two parallel institutional arrangements, one under the Education Department of the Government of Bihar and the other under Bihar Education Project Council were active in transforming the shape of primary education in Bihar. As the work progressed, these two parallel arrangements came to be characterised by contention and conflict instead of dialogue and co-operation. Consequently, in the third stage when the Sarva Shiksha Abhiyan started in 2000-2001, the Department of Education entrusted the work relating to SSA to the District Education Superintendent-cum-District Programme Co-ordinator, whereas under DPEP these posts were held by two different individuals.

These programmes are based on the partnership of the community in providing primary education. In other words, an attempt is now being made to return to the community the rights that the government had taken away in the 1970s and early 1980s. The establishment of the Vidyalaya Shiksha Samitis is a move in this direction. Though pre-service training facilities are lying in decay and hence no longer available in the State, under all the three stages of the Bihar Education Project, arrangements have been made to provide on-service training. The Bihar Education Project, however, has not played any role in the rehabilitation or the effective functioning of the teachers training institutions in the State. The work relating to the

development of syllabus and courses, preparation of books and teachers' training which was supposed to be done by the SCERT, was in part taken over under the BEP.

During the first five years of the 21<sup>st</sup> century, nothing significant happened in Bihar except the appointment of Panchayat Shiksha Mitras at the salary of Rs.1,500 per month. However, the year 2006 ushered in a whole series of measures which have the potentiality of bringing about fundamental changes in the structure and character of the school education system in Bihar. The significance of the work of the Bihar Common School System Commission, the first Commission on school education set up by the Government of Bihar in the post-Independence period, lies in its being situated in this context.



## Chapter 2

# Right to Education and Equal Opportunity

### 2.1 Introduction

By far the most important term of reference for the *Saman School Pranali Ayog* calls for it to specifically recommend ‘ways and means to give effect to Right to Education under Article 21A of the Constitution within the framework of a Common School System’. This chapter presents a brief history of the Right to Education (RTE) in the international and the Indian context. It has also been argued in this chapter that the *rights* to education remains a rhetoric if it is not integrated with equality in educational opportunity and social justice. Furthermore, the Commission regards education a matter of child’s *right* in contrast to her *need*, and believes that the State must respond to the right as its *sovereign duty*, and not just as a part of its welfare or humanitarian agenda.

### 2.2 International History of the Right to Education

Education in the western world, prior to the age of Enlightenment in Europe, was considered primarily the responsibility of parents and the Church. Education as a matter of ‘public concern’ is the product of the modern secular State. The French and American revolutions gave a ‘fillip’ to the process of the ‘democratization’ of education and moving away from its being the ‘exclusive preserve of a particular social class’. Public education was perceived as a means of realizing the egalitarian ideals upon which these revolutions were based’ (Hodgson, 1998: p8). Despite education being regarded as a ‘pre-existing and natural right’, it did not find a specific mention in the classical civil liberties instruments such as the English *Bill of Rights* of 1689, the American *Declaration of Independence* of 1776 and the French *Declaration of the Rights of Man* of 1789 (ibid). However, the *Rights of Man* contained ‘roots of the modern thought of inclusion: about equality, respect and decent education for all’ (Thomas and Vaughan, 2004). The rise of socialism and liberalism in the nineteenth century led nation States to promote education as a matter of citizen’s right and incorporate it in their Constitutions and legislations. For example, the Constitution of the German Empire of 1849 had provisions relating to educational rights, and the 1870 Education Act of England and Wales established a system of public education in the country.

The Versailles Treaty of 1919 was the ‘first instance of international recognition of right to education’ to the Polish minorities, as it stated that ‘they shall have an equal right to establish, manage and control at their own expense charitable, religious and social institutions, schools and other educational establishments’ (Hodgson, 1998:p.10). Later, in 1924, the *Declaration of Geneva* under the auspicious of the League of Nations implicitly recognised children’s right to education, by declaring that ‘the child must be given the means requisite for its normal development’; the child that is backward must be helped’ and ‘the child must be put in a position to earn its livelihood’. It is believed that these principles later in 1959 formed the foundation of the *Declaration of the Rights of Child*. Hodgson (1998) states that as of 1988, some fifty-two countries in the world made an explicit mention of right to education in their Constitutions.

In developed countries, for example, the U.K. and the USA, the State's responsibility towards children's right to education is recognised under laws and judicial pronouncements. The US judiciary has consistently focused on non-discrimination and equal educational opportunity issues, the most famous case being *Brown vs Board of Education*, (1954), where the Supreme Court ruled against segregated education, and observed: 'Today, education is perhaps the most important function of state and local governments. Compulsory school attendance laws and the great expenditures for education both demonstrate our recognition of the importance of education to our democratic society'. Later, the Civil Rights Act, 1964 prohibited discrimination in public education in the USA.

### 2.3 The Right to Education and the United Nations

At the international level, the most important instrument specifically recognising education a right, is the *Universal Declaration of Human Rights* of 1948. Its Article 26(1) states:

"Everyone has the right to education. Education shall be free, at least at the elementary and fundamental stages. Elementary education shall be compulsory. Technical and professional education shall be made generally available and higher education shall be equally accessible to all on the basis of merit."

The non-discriminatory and equality-of-opportunity characteristics of the right to education are reflected in Article 2 of the *Universal Declaration*, which states: 'everyone is entitled to all the rights . . . . without distinction of any kind, such as race, colour, sex, language, religion, political or other opinion, national or social origin, property, birth or other status.' The *Universal Declaration* was unanimously adopted by the United Nations General Assembly on 10 December 1948.

The right to education and equality of opportunity for access to it, was asserted again in the U.N. Convention on the Rights of the Child (UNCRC), which was adopted by the U.N. General Assembly on 20 November, 1989. Article 28(1) of the CRC provides:

"States Parties recognise the right of the child to education, and with a view to achieving this right progressively and on the basis of equal opportunity, they shall, in particular: (a) make primary education compulsory and available free to all; (b) encourage the development of different forms of secondary education, including general and vocational education, make them available and accessible to every child, and appropriate measures such as the introduction of free and offering financial assistance in case of need; (c) make higher education accessible to all on the basis of capacity by every appropriate means."

Article 23 (3) of the CRC refers to the obligation of the State Parties to ensure that children with disabilities have effective access to education and training.

The equality issue in education has been addressed in the *Convention against Discrimination in Education* adopted by the UNESCO on 14 December 1960. The Convention seeks to eliminate discrimination and ensure equal treatment and equality of opportunity to education at all levels. Another UN instrument often referred to in respect of the right to equal educational opportunity for children with special needs and those from other marginalised groups, is the *Salamanca Statement* adopted following the World Conference on Special Needs Education in 1994, held in Salamanca (Spain). The *Statement* proclaims that 'regular schools with inclusive orientation are the most effective means of combating discriminatory attitudes,

creating welcoming communities, building an inclusive society and achieving education for all (UNESCO, 1994).

Based on this series of UN conventions and declarations, two educational principles have now acquired the status of “customary norms” – the right to free elementary education and the right to equality of educational opportunity. Hodgson (1998) lists six UN instruments prescribing right to free public elementary education, and five instruments that provide for right to equality of educational opportunity.

It may be pertinent to deal with the ‘apparent inconsistency between the right to education and the compulsory nature of elementary education’ (Hodgson, 1998), as the former gives a choice to exercise the right, while the latter seems to impose compulsion on citizen. Hodgson (1998) explains why this seeming inconsistency is not real:

“Compulsory elementary education . . . . [is] based on the notion that every person has an irrevocable entitlement to a period of education at public expense . . . . [It] is intended to imply that no person or body can prevent children from receiving basic education. This imposes an obligation on the State to ensure that children receive at least an elementary education in circumstances of parental neglect or ignorance, for example (p.41).”

## **2.4 Historical Evolution of the Concept of Right to Education in India**

The Indian concept of right developed during the freedom movement with the demand for self-governance and total independence from the colonial rule, culminated into Part III of the Indian Constitution on ‘Fundamental Rights’. These Fundamental Rights are close to those embodied in the UN’s Universal Declaration on Human Rights. The most important fundamental right impacting on the life of common people in India happens to be Article 21, which guarantees ‘right to life and personal liberty’. It declares: ‘No person shall be deprived of his life or personal liberty except according to procedure established by law’. This right is akin to the French concept of Right of Man, which draws from the principle that the people’s life chances should not be restricted by irrelevant considerations. Education is key to assuring ‘people’s life chances’.

## **2.5 RTE: Pre-Independence**

The right to education issue has been debated in India for more than a century. A substantial part of the memorandum presented by Mahatma Jotirao Phule to the Indian Education Commission (i.e. the Hunter Commission) in 1882, dwelt upon how the British Government’s funding of education tended to benefit “Brahmins and the higher classes” while leaving “the masses wallowing in ignorance and poverty.” Another attempt to get elementary education recognised a right, was made, though obliquely, way back in 1909 when G. K. Gokhale introduced a Bill under the Indian Council Act of 1909, to make primary education compulsory, and deserving of State funding. However, the Bill was defeated by a large majority. While addressing the legislatures, Gokhale made the emotional observation that the issue would keep coming up again and again until all children realised their right to free and compulsory education.

In 1937, at the National Education Conference held at Wardha (Maharashtra), Mahatma Gandhi had to use all the moral powers at his command to persuade the Ministers of Education

of the newly elected Congress governments of seven provinces to give priority to basic education (under *Nai Talim*) of seven years and allocate adequate funds for this purpose. The Ministers kept on pointing out that there was no money. In spite of this, the Wardha Conference passed four resolutions among which the first one stated: ‘ That in the opinion of this Conference, free and compulsory education be provided for seven years on a nation-wide scale.’ This resolution on free and compulsory education was re-iterated by the 51<sup>st</sup> annual session of Indian National Congress held at Haripura in February, 1938.

## **2.6 RTE: Post-Independence**

In 1950, the country adopted its own Constitution, which provided Fundamental Rights to equality, to freedom, against exploitation, to freedom of religion, to constitutional remedies and cultural and educational rights of the minorities. The right to free and compulsory education was retained in Part IV of the Constitution that incorporates the Directive Principles of State Policy. Article 45 of Part IV of the Constitution declared: ‘The State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of fourteen years’. This policy directive did show some sense of urgency as it suggested a timeframe to provide free and compulsory education to children below the age of 14. However, the Nehruvian policy of development followed in the early years after independence gave priority to investments in higher and technical education, but public spending on school education remained grossly inadequate. In 1986, when the first National Education Policy was being formulated, more than half of the children and two-thirds of the girls in this age group, were out of school.

The distinction between Fundamental Rights and Directive Principles of State Policy is well settled under the Indian Constitution. While the former is absolute and legally enforceable, the latter is a policy directive to the State. However, the 1980’s and the 1990’s saw a very liberal interpretation of Article 21 of the Indian Constitution by the Indian judiciary. The most relevant of them from education point of view was the Supreme Court’s Unnikrishnan Judgement (1993). The Court ruled that Article 45 of the Directive Principles of State Policy must be read in harmonious conjunction with Article 21 since right to life and personal liberty loses its meaning if a child is deprived of elementary education (*Unnikrishnan v. State of Andhra Pradesh.*, 1993, Supreme Court of India 217). Thus this judgment made right to free & compulsory education as good as a fundamental right. In other liberal interpretations of Article 21, the Court elevated to the status of fundamental rights, right to environment protection, to public health, to food and shelter and to rehabilitation in the case of bonded labourers. According to the relevant Court verdicts, these rights are vital to the life and liberty of a person. The Supreme Court also held that economic and financial constraints could be a ground for restricting the State from making provisions of post-basic and higher education, but *not* elementary education.

The Unnikrishnan Judgment activated several civil society groups to demand the incorporation of right to education as a Fundamental Right in Part III of the Constitution. The government finally agreed to bring a bill to amend the Constitution in order to elevate right to education to the status of a fundamental right. This became the new Article 21A of the Constitution in December 2002, which reads: ‘The State shall provide free and compulsory education to all children of the age 6 to 14 years in such manner as the state may, by *law*,



determine.<sup>1</sup> Notably, the Amendment was rightly introduced after Article 21, keeping in view the connection between this right and right to life . This was in the spirit of the interpretation of Article 21 by the Supreme Court of India.

Many legal luminaries and educationists have emphasized the wide ramifications of the right to education. For example, Justice (Retd) J. S. Verma, the former Chief Justice of India and also the former Chairman of the National Human Rights Commission, observes that providing free elementary education is an ‘essential sovereign function’ of the welfare state<sup>2</sup>. Justice (Retd.) V. R. Krishna Iyer (2005) has observed that education is a cardinal component of human dignity, and access to it is enshrined in the Indian Constitution. The right to education is absolutely fundamental and ‘judicial construction cannot jettison this right, based on the subconscious impact of the dubious mantra of privatisation’ (*The Hindu*, 26 November, 2005, page 11).

The expert group set up by the Government of India after the Unnikrishan Judgment, on the financial implications of RTE, with economist Tapas Majmudar as Chair, chose the right-based approach to providing elementary education. The report said:

“From being an incremental development goal in the process of education for all, universalisation of elementary education has in consequence of the Unnikrishana Judgment, now become the legal right of every Indian child...entitlements sanctioned by the Constitution cannot be deferred by the State at its convenience. The State has to make the necessary reallocation of resources, by superceding other important claims, if necessary, in a manner that the justiciable entitlement can become a reality.”

## 2.7 Flaws of Article 21A

Many activist have criticized the constitutional amendment introducing Article 21A. They have given primarily two reasons for it. First, they have argued that the Article gives *power* to the State to decide the ‘manner’ for providing ‘free and compulsory education’. Second, it restricts the ‘right’ to the age group 6-14, unlike the original Article 45 of the Directive Principles of State Policy, which referred to ‘all children until they complete age 14’

These activists have further argued that in spite of the insertion of Article 21A, Article 21 itself has not been amended. Besides wider coverage under right to education in the Unnikrisnan Judgment also remains intact. Consequently, the judgment read with Article 21 continues to entitle children below 6 years of age to right to education. Thus, education of children below 6 years of age qualifies to be accepted as a fundamental right, notwithstanding Article 21A (Jha, 2007).

It has also been argued that Article 13 (2) bars the State from taking away or abridging any right contained in Part III of the Constitution. Furthermore, the Supreme Court in the same judgment ruled that, after the age of fourteen years, the fundamental right to education continues to exist but is ‘subject to limits of economic capacity and development of the State’ as per Article 41. In other words, financial reasons cannot be offered as a fundamental or final excuse

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<sup>1</sup> The Constitution (86<sup>th</sup> Amendment) Act 2002 (emphasis original).

<sup>2</sup> Observation made at the national convention on the Right to Education Bill 2005 organised by the People’s Campaign for the Common School System in New Delhi on December 9, 2005.

for not providing free elementary education to all children. The essential sovereign duty of the State to secure ‘equality of status and opportunity’, ‘the dignity of individual’ and social justice laid down in the Preamble of the Constitution, is likewise not limited by the financial capacity of the state<sup>3</sup> (Jha, 2007). By implication, legislative operationalisation of Article 21A does not give a free hand to the State, and it is fair to expect that the law made in this regard would extend the right further, rather than restrict it (Jha, 2007).

The introduction of a new Article 21A in the Constitution provides a renewed opportunity to reduce the increasing inequality in education at the elementary level and achieve the goals of justice — social, economic and political — as pledged in the Preamble of the Indian Constitution. However, the import of this new fundamental right has yet to be properly understood by policymakers and academics, and has yet to appear on the agenda of several influential social and political activists and civil society organisations. The fundamental right to free education of children of ages 6-14 as given by Article 21A since December 2002 has yet to acquire the stature of other Fundamental Rights.

The recent report of the CABE (Central Advisory Board of Education) Committee on the Free and Compulsory Education Bill is also based on the same misperception of Article 21A. It is stated in the Report:

“Right to education, which Article 21A seeks to confer, is different from other Fundamental Rights ... while the earlier Fundamental Rights had no or insignificant financial implications for the state, the Right to Education has major financial implications . . . .” (CABE, 2005).

This artificial classification and hierarchy in Fundamental Rights reflects the class characteristic of those who control education and who wrote this report. Moreover, it is difficult to deny that the State is spending huge amounts on police and higher judiciary to protect citizens’ right to life and liberty, and equality before law. Therefore, the argument based on “financial implications” used for avoiding the obligation of the State to ensure the right to universal elementary education, is seriously flawed. Just as security forces & Police are an important guarantee of fundamental rights relating to the protection of life, and the judiciary for securing the right to due process and equality before law, similarly schools and teachers need to be regarded as essential for guaranteeing the right to elementary education. If financial constraints is not allowed to come in the way of the State ensuring the former set of rights, there is no reason why it should constrain the State from ensuring the exercise of right to education. (Jha, 2007).

## **2.8 Making a *law* under 21A**

Following the introduction of Article 21A in the Constitution, it became imperative on part of the Central Government to make a *law* and provide sufficient funds for securing the fundamental right to education of equitable quality to all children. Since 2002, the Central Government toyed with various drafts bills on the right to education, but could not settle on any of them till 2004, when it constituted a Committee of the CABE under the chairmanship of the Union Minister Sri Kapil Sibbal to draft a Bill on the subject. The CABE approved the draft prepared by this committee, with certain modifications. The Central Government, however, instead of introducing

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<sup>3</sup> Observed by Justice Verma in the above convention on.

the Bill in the Parliament, circulated a much-diluted version of the CABE-approved Bill among the States on the 16<sup>th</sup> June 2006, as the ‘Model Bill on Right to Education’ for adoption by respective State legislatures. It is learnt that several States, including Bihar, have rejected the Centre’s proposition and have demanded a Central legislation on right to education that would secure quality education for *all* children in the age group 6-14, as mandated under Article 21A of the Constitution. In its response, the State Government of Bihar is reported, among others, to have reminded the Central Government of its commitment to the nation while Amendment Bill which later became the 86<sup>th</sup> Amendment Act, was being discussed in the Parliament, that it would come up with a *law* soon, as also the commitment of the United Progressive Alliance (UPA) to achieve the target of 6% GDP expenditure on education as recommended by the first Education Commission (1964-66),

The Commission fully shares the argument given above, that it is incumbent on the Central Government to enact a legislation to give effect to Article 21A. It is at the same time of the view that the State governments must also enact their own legislations to ensure Right to Education to the children in the age group 6-14, and is aware of the fact that several State governments have their own legislations on school education. Hence, in compliance with its most important terms of reference alluded to in the beginning of this Chapter, the Commission has drafted a Bill on Right to Education and Common School System in Bihar, which is annexed to this report.

## **2.9 Question of Equal Opportunity**

International instruments on right to education invariably call for equal opportunity, with specific focus on minorities, disabled and the disadvantaged. Where does India stand on the issue of equal opportunity ? The object of equal opportunity is unequivocally enunciated in the Preamble of the Indian Constitution. It ‘solemnly resolves’ to ‘secure to all its citizens’ ‘equality of status and opportunity’. Articles 14, 15 and 16 guarantee, respectively, ‘equality before law’; ‘non-discrimination on the ground of religion, race, caste, sex or place of birth’ and ‘equality of opportunity in matters of public employment’. While the principle of equality is strongly expressed in the Constitution, and is also in consonance with the commitments made by India by virtue of being a party to a number of international instruments, it has not been effectively addressed in regard to educational provisioning and services. The right to education received the attention of civil societies and judicial authorities culminating in the insertion in the Constitution of Article 21A, but similar activism is yet to be witnessed in respect of demand for equality of opportunity in the Indian school system. Fulcher (1999) considers the issue of equality as ‘one of confrontation and demand’ that emerges from the rights discourse, unlike the *need* discourse wherein children become recipients of educational services provided by the State.

Commentators, like Scrase (1993) and Haq (1989), have examined educational inequality in India. Scrase (1993) finds an explanation in the ‘cultural domination and ideological control’ of the privileged classes who also control education. According to Haq (1989), educational has traditionally been usurped and dominated by privileged classes. In the contemporary period, it is ‘the elite from the higher caste and class backgrounds which monopolize and make use of the best available educational opportunities’.

## **2.10 Equal Opportunity in the Indian Policies**

In the earlier post-independence period, concerns were expressed about the glaring inequity in the educational development in the country. The Radhakrishnan Commission emphasized that 'education is a universal right, not a class privilege' (Government of India, 1950). The Kothari Commission regarded attainment of equality as one of the objectives of education. It highlighted the role of education in bringing about social change: 'if this change on a grand scale is to be achieved without violent revolution there is one instrument, and one instrument only that can be used: education' (Education Commission, 1966). Following the Commission's recommendations, the National Policy on Education (NPE), 1968 devoted one Section (4) on the 'equalization of educational opportunity' and called for, among others, the adoption of the Common School System as recommended by it. The NPE 1986 (modified in 1992) stated, 'the new Policy will lay special emphasis on the removal of disparities and to equalise educational opportunity by attending to the specific needs of those who have been denied equality so far' (MHRD, 1992). However, the Common School System was never a part of the strategy for ensuring the equalization of opportunity in education, and the agenda under this head included 'specific needs' of the disadvantaged groups-women, SCs, STs, minorities and the 'handicapped'.

Even in recent years, the discourse on education at the school level has remained confined to rights, and the equal opportunity and social justice as applied to education are yet to receive attention from educationists and social activists, except perhaps in the shape of demands for reservations for admissions in higher academic institutions.

Three examples are offered to affirm that rights with equal opportunity and social justice have not received much of space in the educational politics and policy making in this country. These are (a) emergence of non-formal education, for the poor and the disadvantaged, parallel to formal schooling; (b) growth of fee-charging private schools, for upper middle and privileged class, at the cost of government schools and (c) promotion of segregated schools in non-inclusive environment, for scheduled castes and tribes, and minorities, child labour and children with disabilities.

## **2.11 Conclusion**

Indian policy makers have recognized the right to education at least in theory, but the question of equality of opportunity and social justice in the realm of education is yet to figure prominently and effectively on their Agenda. In the meantime, the parallel streams of schooling that have emerged in the recent years have put a huge question mark on the prospect of the realization of the objective of equality of opportunity and of putting in place an inclusive school education system. Does the Common School System provide a way out of this impasse? The Commission is categorically of the view that it does, by virtue of the obligation that it imposes on all schools in the system to comply with a set of minimum norms for providing education of equitable quality to all children.

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## Chapter 3

# The Common School System: Concept, Content, Rationale and Scope

### 3.1 Definition and Features of a Common School System

A Common School System (CSS) means a system of education providing education of an equitable quality to all children irrespective of their caste, creed, community, language, gender, economic condition, social status and physical or mental ability. This definition draws heavily from that contained in the Report of the Education Commission (1964-66), also known as the Kothari Commission. A few additional elements have been brought in the definition in the light of developments in this field in recent years.

The commonness of the Common School System derives from the fact that it calls for the application of common minimum norms of quality education by all schools in the system. As the Education Commission points out (Paragraph 10.05) “the system should be maintained at an adequate level of quality and efficiency so that no parent would ordinarily feel any need to send his child to the institutions outside the system - - -” The Commission conveys the same concept in a somewhat different way when it calls upon the State Governments to ensure that “the minimum conditions necessary for the successful working of educational institutions are provided in every institution within the common system of public education” (Paragraph 10.05).

The most fundamental among the minimum norms is the principle of equality and social justice enshrined in the Indian Constitution, which the CSS in India must respect and promote. In addition, the system must provide the following:

- a) Minimum infrastructure consisting of land and building; number, size, design and furnishing of class rooms; drinking water and toilets; playgrounds and sports facilities; libraries, laboratories, provision for education in performing and fine arts, teaching aids; and easy access and other facilities to students suffering from disabilities;
- b) Well-qualified and trained teachers and optimal teacher-student ratios;
- c) Common Curriculum Framework with a core component, with comparable syllabi applicable to all schools but with adequate flexibility relating to textbooks, teaching aids, teaching-learning process, evaluation parameters, assessment procedures and school calendar;
- d) A pedagogy which is holistic and child-friendly and which has a liberating influence; the syllabi and pedagogy should be designed to derive maximum educational advantages from the presence of and provide the fullest opportunity for socialisation to the children coming from a variety of socio-economic, cultural and other backgrounds, including the dalits, tribals, religious and linguistic minorities and physically and mentally challenged children;

- e) A decentralized school management with adequate autonomy and representation of parents:

Decentralized school management is a goal worth pursuing on its own merits, as it improves opportunities and outcomes for students, satisfies parental and societal expectations, harnesses community resources and stimulates innovation and experimentation. Besides, after the 73<sup>rd</sup> and 74<sup>th</sup> amendment to the Indian Constitution, it has become obligatory to assign proper role to the Panchayati Raj Institutions in the running of schools; and

- f) A common language policy:

The Report of the Committee of the Members of Parliament on Education (1967) advocates the adoption of Indian languages as media of education at all stages. However, the most unambiguous articulation of what should be the common language policy in the CSS is found in the Report of the Committee for the Review of the National Policy on Education, popularly known as the Ramamurti Committee (1990). This Committee recommends ensuring instruction for all in the medium of mother tongue at the primary level, particularly for linguistic minorities; and active encouragement of teaching in the regional languages at the secondary level;

- g) The concept of neighbourhood schools is central to the Common School System. The Kothari Commission Report recommended that each school within the Common School System should be attended by all the children in the neighbourhood. This has to be specified and delineated by a prescribed authority.

### 3.2 The Rationale

By far the most significant benefit of the Common School System is that it promotes equality and social justice; and it helps in nation-building and the creation of social capital which is essential for sustaining democracy and ensuring economic progress and prosperity. Besides, among all the school systems, it is most conducive to providing good education. The Kothari Commission recommended the transformation of the Indian public education system as a Common School System with a view to “bring the different social classes and groups together and thus promote the emergence of an egalitarian and integrated society”. The Commission asserted that if “the education system is to become a powerful instrument of national development in general, and social and national integration in particular, we must move towards the goal of a common school system of public education.”

In the 19th century, when the philosophical foundation for public education was laid in Europe, education was “concerned more with attitudes and values than with the skills of literacy and numeracy” (Heyneman, 2000). The task of public education was nation-building in a country having different classes, religion and languages. “What was at stake was the *forging of a nation* based not on principles of tyrannical control but, for the first time, one based on the informed consent of the governed across the full gamut of religions, classes, language and ethnicities” (emphasis added) (Heyneman 2000). With regard to the Netherlands, Heyneman quotes Stiep Stuurman (1983) who says:

“Through education and propagation of (common) culture among all classes, *the circle of citizens could be broadened, as would the basis of the state ... a homogenous Dutch nation would come into being.* This is the political core of the common school policies, the school as a

nation-forming institution must not be divided among sectarian schools or left in the hands of an exclusive political or church party” (emphasis added).

With regard to the United States, W.S.Datton explained in 1948:

“The children of this country, of whatever parentage should . . . . be educated together . . . . as Americans, as made of one blood and citizens of the same free country – *educated to be one harmonious people*” (emphasis added).

Subsequently, the idea of public education as a nation building was extended to cover the objective of forging and maintaining social cohesion and ensuring the security of the State. Horace Bushnell argued that not having a system of public education “would weaken the security of the nation and endanger the liberties on which it had been founded”. Bushnell stated:

“This great institution, the common school, is not only a part of the State, but it is imperiously wanted as such, for the common training of so many classes and conditions of people . . . . without common schools, the disadvantage that accrues to the State, is the loss of so many character and so many cross ties of mutual respect and general appreciation . . . . *the propagation of so many misunderstanding*” which “*weaken immensely the security of the State*” (Bushnell, 1847)” (emphasis added).

Recently in development literature, a great deal of emphasis has been put on the concept of “social capital” as a body of consensus among people for following common social standards, which is not forced upon them by the State’s power of coercion. The Common School System can be seen as the most effective means of accumulating the social capital.

Besides, as the Kothari Commission has argued, the Common School System makes for best education. The Commission asserts “ . . . . sharing life with the common people is . . . . an essential ingredient of good education” (paragraph 10.19). The Commission has stated that the school education system in India, instead of bringing the different classes and groups together, is “tending to increase social segregation and to perpetuate and widen class distinction”. The Commission warns “this is bad not only for the children of the poor but also for the children of the rich and the privileged groups”, since “by segregating their children, such privileged parents prevent them from sharing the life and experience of the children of the poor and coming into contact with the realities of life”, and “*also render the education of their own children anemic and incomplete*” (emphasis added).

The Commission has argued elsewhere in its report (paragraph 10.18) that “ in the first place, a neighbourhood school will provide good education to children because sharing life with common people is . . . . an essential ingredient of good education. Secondly, the establishment of such schools will compel rich, privileged and powerful classes to take interest in the system of public education and thereby bring about its early improvement”.

Studies carried out in the United States show that if poor students are mixed in middle class schools, the overall performance of all children improves (Kahelnberg, 2001). In the U.K. also, it has been observed since the 1950s that “the way to raise the achievement of all children is to have schools which incorporate socially mixed intake with a range of abilities” (Tomlinson, 2004). Since the early 1960s, Britain began dispensing with the selection system for getting children in the Grammar Schools, and switched over to “comprehensive education”. After that,



standards, as measured by those receiving such education and passing public examinations, have been steadily rising (Tomlinson, 2004). Thus, it can be empirically demonstrated that “the successful schools in the post-industrial era will be the ones *that achieve excellence and equity simultaneously – indeed one that recognises equity as the way to excellence*” (Skrtic, 1991) (emphasis added).

The Kothari Commission has stated:

“We believe that the provision of free and universal education for every child is a national objective of the highest priority, not only on grounds of social justice and democracy, but also for raising the competence of the average worker and for increasing national productivity”.

This advantage of the Common School System derives from the fact of its being the best framework for providing good general education in the present era of flexi-mode of production. In this mode of production, we need a wide base of people who have received quality education which inculcates generic competencies, and not merely a pool of skilled persons in their narrow fields of specialisation. Moreover, only people with high quality general education and generic competencies can cope with the rapid change in technology which has become the defining characteristic of our era. That is also one of the reasons why we need schools which provide 12 years of education.

The absence of a Common School System carries a crippling opportunity cost. For one thing, in its absence there is a danger of national fragmentation because of societal segregation. There is no country which faces this danger as seriously as India, with all its diversities and heterogeneity. The Kothari Commission points out that in India the way school education is imparted today, “itself is standing to increase social segregation and to perpetuate and widen class distinction”. The Ramamurti Committee in its report says that non-implementation of the Common School System “has only contributed to the accentuation of the existing educational disparities”. Studies of Indian education carried out by Kingdom (1996) and Panchmukhi (1983) have corroborated that the functioning of the fee-charging private schools in the elementary and secondary education had a tendency to “perpetuate social inequality and division”. Weiner (1991) while analysing the status of children in India sees education as “an instrument for differentiation by separating children according to social class”. The Kothari Commission goes further and warns that the segregation inherent in the present Indian school education system “is increasing and tending to widen the gulf between the classes and the masses”. As Dr. Anil Sadgopal asserts:

“No developed or developing country has ever achieved universalisation of elementary or secondary education without a state funded and state-regulated well functioning Common School System, founded on the principle of neighbourhood school, in one form or the other. India is unlikely to be an exception to this historical and global experience”. (Sadgopal 2006).

This is true of all the Scandinavian countries, the U.S.A., Canada, most of the European countries, particularly Germany and France, and Cuba, China and South Korea. The public education system of Canada provides education to 95 per cent of its school-going children free of any charge or tuition. In several other countries cited above, education is free not only at the elementary level but also at the secondary and higher level. Only the British system till the early 1960s, had features of elitism based on talent or parentage and the discrimination arising

therefrom. However, under rising public pressure, the system was transformed during the remaining part of the 1960s and the 1970s into a “comprehensive school system” akin to the Common School System. It will not be an exaggeration to assert that none of the developed countries would have reached their present level of economic progress and prosperity without having a Common School System which enabled them not only to forge national unity and social cohesion essential for modernization, but also directly contributed to nation building and economic progress.

One of the opportunity costs of not having a Common School System is mis-governance. India’s inability to embrace and implement a Common School System has had an obvious adverse impact on the quality of governance and the growth of corruption in the country. The seeds of superiority, hierarchy and insensitivity against the people, particularly the poor among them, are sown at an early age in the existing school system in India, and that gets reflected very strongly in governance at each level. The present school system encourages cut-throat competition, privileges and pursuit of self-interest at the cost of the interest of others, and is antithetical to fostering spirit of sacrifice, fellow-feeling, solidarity and cooperation. (Jha, 2006).

### **3.3 India Misses the Bus of the Common School System**

A sort of a Common School System existed in India until the mid-1970s. Most of the distinguished academics, civil servants and professionals who dominated the Indian intellectual and social scene during the last quarter of the 20<sup>th</sup> century received their school education in government or government-aided private schools which maintained more or less comparable quality and standards.

Subsequently, the State did not invest in the school system the magnitude of the resources recommended by the Kothari Commission for building a Common School System. This resulted in a cumulative neglect of the public education system and hence a decline in its quality. This became one of the factors responsible for the withdrawal by the relatively well-to-do parents of their children from government schools and their turning increasingly to private schools which started mushrooming at a fast pace. Today the nation has reached a pass where the government and government-aided schools are enrolling mainly the children of the underprivileged classes – SCs, STs and minority groups who cannot afford the fee charged by the private schools. The neglect has been possibly the most rampant in the State of Bihar. Hardly any school was built between 1991 and 2005 and only a handful of teachers were recruited during this period. Training was officially declared to be non-essential for recruitment to the teacher’s profession. If in spite of this, the escape from public schools has not been on as large a scale and private schools have not grown as rapidly as in other States of India, it is because of the very heavy incidence of poverty in the State.

It was at this juncture, particularly during the late 80s and the 90s, that the structural adjustment programmes of the World Bank and IMF was imposed on country after country in the developing world, and international organizations like UNESCO, UNICEF and World Bank appeared on the educational scene of developing countries, including India. They took it for granted that public funding of school education would not be forthcoming on a scale necessary to provide education of equitable quality to all children. As a matter of fact, the development strategy under the Structural Adjustment Programme included retrenchment of expenditure in the social sectors, as an important macro-economic policy prescription. This resulted in a change

spearheaded by these aid-giving agencies, in the very philosophy, character and methodology of imparting education. According to the changed philosophy, education yielded space to literacy; school education was replaced by non-formal education centres, alternative schools, education guarantee schemes etc.; the imperative of schools having qualified trained full-time teachers was replaced by low-paid untrained para-teachers; and the principle of providing one teacher for every class was substituted by multi-grade teaching wherein one teacher is trained to teach five classes together. And the irony of it all is that all these special programmes and projects are meant only for the children of the poor in the country, as the children of the rich can always have access to the better-funded and endowed private schools or public schools built specially for the children of the elite class. The whole issue of adequate or optimal funding of education, particularly the Kothari Commission's recommendation for making six per cent of GDP available for education by 1968, was sidetracked. In the last decade or so, the percentage of GDP devoted to education hovered between 3.5 to 4 per cent. Recently on account of an unprecedentedly higher rate of growth of the economy and lack of commensurate growth in the resources dedicated to education, this percentage has come down to approximately 3.5. Some analysts have seen a hidden agenda behind this paradigm shift that has taken place in the philosophy and concept of public education. And the agenda is to deliberately go about dismantling the public school education system so that the fee-charging and profit making private schools have enough space to operate.

Almost all the commissions and committees on education set up in India during the last 40 years or so have made a strong recommendation for India to go in for a Common School System. The Kothari Commission was first to come out unequivocally in favour of India moving towards the goal of a common school system. The Report of the Committee of Members of Parliament on Education, 1967, recommended that "the unhealthy social segregation that now takes place between the schools for the rich and those for the poor should be ended: and the primary schools should be made the common schools of the nation by *making it obligatory on all children . . . . to attend the primary school in their neighbourhood*" (emphasis added). The National Policy on Education, 1968, stated: "to promote social cohesion and national integration, the common school system as recommend by the Education Commission should be adopted". The National Policy on Education, 1986, also endorsed the concept of the Common School System. It stated:

"the concept of national system of education implies that up to a given level, all students irrespective of caste, creed, location or sex, have access to education of comparable quality. To achieve this, the government will initiate appropriately funded programmes. *Effective measures will be taken to move in the direction of Common School System recommended in the 1968 policy*". (emphasis added)

The commitment to the Common School System in the 1986 Education Policy and its modified version of 1992, was unanimously approved by the Parliament of India, thereby committing all political parties across the ideological spectrum, to this goal.

The CABE Committee on Common school System, 1987-88 recommended that "the promotion of neighbourhood schools on the lines envisaged by the Education Commission should be the minimum objective but in course of time should be followed by the establishment of such institutions at the secondary level as well". The Committee recommended "the

establishment of an autonomous National Council for Common Schools for the promotion of the Common School System”. In 1990, the Ramamurti Committee also came out strongly in favour of Common School System. It stated: “a very vital component of the overall strategy for securing equity and social justice in education is the development of the Common School System”. The Committee then went on to explain the consequences of the non-implementation of this concept.

Unfortunately, support for the institution of a Common School System in India remained confined to the realm of rhetoric. In practice, there was a constant and continuing attempt to prevaricate, to dilute and to sidetrack the concept. The process actually began from the Kothari Commission itself. Coming to the neighbourhood schools, the Commission expressed the view that the neighbourhood school concept should be adopted *as a long-term goal to be reached in a well-planned programme spread over the next 20 years*. It further diluted the concept by suggesting that as a step towards establishing the Common School System in the first ten years, all primary schools should be improved to a minimum level prescribed and 10 per cent of them should be raised to a higher standard of quality (Paragraph 10.20). This was hardly the way to have imparted a real momentum to the implementation of the concept. The Kothari Commission did not go into the nitty gritty of the minimum norms to be prescribed. The Programme of Action under the 1986 National Policy on Education made no reference to the Common School System.

Among the committees and commissions, only the Ramamurti Committee spells out a clearly articulated and specific programme for the implementation of the Common School System. It states that the implementation should be completed within a period of ten years and that essential minimum legislations for this purpose should be enacted. It even suggests some of the issues which should be taken care of in the legislation. The Ramamurti Committee lists the reasons why the Common School System could not gain ground. These include:

- a) Economic and social disparities;
- b) Well-to-do communities sending their children to schools with better infrastructure, teachers and teaching standards;
- c) The quality of education in the government schools having constantly remained poor;
- d) Ordinary schools not being sought after and, therefore there being no investment in them;
- e) The Constitutional protection given to the minorities to establish and administer their own educational institutions does not go with the concept of the Common School System;
- f) Lack of political will;
- g) The proliferation of privately managed English medium schools charging capitation fees and having expensive coaching classes; and
- h) Growth of institutions in the government sector like the Sainik Schools and the Kendriya Vidyalayas, meant for separate categories of students.

In any scheme for establishing a Common School System in India or in any State of the Indian Union, the problems and constraints highlighted in the Ramamurti Committee Report would have to be taken into accounts.

Today in India a whole hierarchy of school education catering to the different groups of children has emerged posing a formidable obstacle to the establishment of a Common School System. This hierarchy has the following types of institutions (Jha, 2006):

- i) Growing number of elite schools offering international certifications;
- ii) Private fee-charging schools for upper middle and rich classes;
- iii) Schools for the children of Central Government, Public Undertakings and the Defence Staff, like the Kendriya Vidyalayas, Sainik Schools etc.;
- iv) Schools for talented rural children like the Navodaya Vidyalayas ;
- v) Layers of schools within the government system including better quality schools established by State governments to cater to the need of selected groups of students.
- vi) Low fee private schools in rural areas;
- vii) Residential schools for the Children of scheduled castes, scheduled tribes and minorities;
- viii) Special schools for children with disabilities outside the mainstream education system;
- ix) Non-formal schools for child labour; and
- x) Finally, government and municipal schools for lower middle classes and marginalized groups.

Some of the institutions in the system have developed in the name of social justice, equal opportunities and making maximum out of the limited resources available for education. But instead of serving the educational interest of the groups for which they have been established, they are, in fact, harmful for these groups. Besides, several of these institutions are oblivious of the fundamental right to education now guaranteed under the Indian Constitution. (Jha, 2006).

These developments show that the task of building a Common School System today is much more difficult than it was at the time when the Kothari Commission first made its recommendation. Due to the cumulative neglect since then, today we have to mobilise financial resources on a colossal scale for establishing a Common School System. Moreover the multi-layer parallel streams of school education that have emerged supposedly designed to overcome the financial constraint but in reality motivated by extraneous considerations, have made the task so difficult as to appear to be almost impossible. But since the whole future of India as a nation is at stake, an honest effort has to be made to overcome the obstacles, including the financial constraint, and find the way out of the labyrinth in which the school education in India and particularly in Bihar, is trapped. We see no reason why the Common School System cannot be established even at this late stage if a set of bold and visionary but entirely doable measures, are adopted. We have suggested these measures in the recommendation part of our report. For this chapter, it will suffice if we describe briefly the broad thrust of our recommendations.

### **3.4 Establishing a Common School System in Bihar**

First, a mere tinkering with the present system would not do. Suggestions such as concentrating on only government or primary schools first and other such half measures are likely to prove

futile. What is needed is a systematic change and not simply partial measures for reforms and improvements of the present system.

Second, the entire issue of building the Common School System has now to be seen in the new perspective of the Constitutional obligation to provide free and compulsory education to children at the elementary level of schooling, as a fundamental right. The Common School System is the only framework within which school education of an equitable quality, can be provided to the children in the relevant age group. Thus, the Common School System today has become the *sin qua non* for ensuring the fundamental right to education as enshrined in Article 21A of the Constitution.

Third, the current international thinking on school education attaches great importance to inclusive education which has a place for children of all categories, including the physically or mentally handicapped. This approach to school education was endorsed as far back as in 1994 in the Salamanca Declaration which states:

“Regular schools with this inclusive orientation are the most effective means of combating discriminatory attitudes, creating welcoming communities, building an inclusive society and achieving education for all; moreover they provide an effective education to the majority of children and improve the efficiency and ultimately the cost effectiveness of the entire education system.” (UNESCO, 1994)

Since then, the term inclusive has come to be used in a very wide sense covering children coming from different economic classes, such as the rich and the poor, children belonging to different religions and linguistic groups, children with different cultural and ethnic identities and children with physical and mental disabilities. It is believed that true inclusion is not only that of a particular class or category of students like the physically and mentally handicapped or child labour or the children of the economically backward classes, but of all children. The Common School System offering education of an equitable quality and accessible to all children is the best model for inclusive education. In fact, the concept of inclusive education in the modern sense of the term, is implicit in the very concept of the Common School System.

Fourth, the Common School System must cover a year or two of pre-elementary education and should go up to the end of Plus Two. Providing at least a year of pre-elementary education to all children free of cost is not only mandated by several provisions in the Indian Constitution other than Article 21A, but is also the essential step for preparing children for getting quality elementary education. The extension of the Common School System to the senior secondary level is essential for the following reasons:

- 1) Plus Two is meant to be a part of school education system and hence of the Common School System;
- 2) If education is universalized up to class VIII, according to Article 21A of the Constitution, then there is going to be an inevitable pressure for universalisation up to class X and for enabling a much larger number than hitherto, of all those who would pass class X, to complete up to class XII;
- 3) Completion of secondary education today is essential for access to world of work – to various professions and careers;

- 4) There are provisions for reservation in higher education institutions for certain sections of the population. However, students from these communities are unlikely to be able to avail themselves of reservations, without completing secondary education; and
- 5) Finally, the UN Convention on the Right of the Child defines a child as every one below the age of 18. Therefore, an 18-year-old person is entitled to all the rights due to a child under the Convention. India is a party to this Convention.

Fifth, we proceed on the assumption that a fundamental right is derived from the inherent dignity of a person and is available to her from the day it is proclaimed. It, therefore, cannot be made conditional on the enactment of a legislation or subjected to budgetary constraint or availability of resources. The State has to find the necessary resources by way of reprioritization of outlays, additional taxes or any other means, just as it does for preserving the security of the nation and maintaining law and order in society, which are essential for guaranteeing the other fundamental rights under the Constitution, like right to life.

Sixth, if the Common School System is to become a reality, parallel streams of providing school-level education must be stopped.

Seventh, the Common School System should, according to the Kothari Commission's recommendation, embrace all schools controlled by the government and local authorities and all the recognized and aided private schools. Unrecognized non-aided private schools can operate outside the system so long as they are willing to submit to the minimum norms and standards prescribed for the Common School System. Moreover, these schools will be required to provide, on the basis of reimbursement, free and compulsory education to children in the age group 6 to 14 years. Free education here means education which is free not only of tuition fee but also of all other fees and charges. And compulsory here means that a private school falling in this category cannot deny admission to the children coming from the neighbourhood defined for the school.

The State's responsibility in the case of this category of private schools will be confined to periodic inspections and general monitoring. This essential role is played by the governments of most of the developed countries, particularly the U.S.A., Canada and Sweden where the public education system is essentially a Common School System. This policy implies that at least for providing education to children in grades I to VIII, no private school with profit or commercial motive will be allowed to function, and private schools teaching these grades will have to run mainly for philanthropy.

Eighth, we agree with the Ramamurti Committee that the Constitutional protection given to the minorities to establish and administer their own educational institutions is incompatible with the Common School System. Now, it is also incompatible with Article 21A of the Constitution. Trusts and Foundations running minority educational institutions will have to come to terms with the inherent contradiction between these two sets of provisions in the Chapter on Fundamental Rights in the Indian Constitution. They have to concede that the government has the responsibility under Article 21A to lay down norms for ensuring that free and compulsory education of equitable quality is provided to all children in the age group 6-14 years, and to inspect all private schools to ensure compliance.

Finally, as very rightly pointed out by the Ramamurti Committee, the establishment of the Common School System calls for enforcement actions of various types in relation to a whole range of agents. This calls for a legislation underpinning the Common School System. We have, therefore, prepared the text of a draft legislation and have recommended its adoption by the Bihar Legislature.

### **3.5 Misperceptions about the Common School System**

There are a number of misperceptions regarding the Common School System which need to be dispelled. The following are some of these misperceptions:

**a) The Common School System is a uniform school system**

This is not correct because all that the Common School System seeks is to apply common minimum norms for providing education of equitable quality to all children. Within the framework of this overarching requirement, each school would have full autonomy and flexibility to respond to local contexts and environment. Subject to the fulfillment of these minimum norms and compliance with the basic principle of the Constitution of India, the different categories of schools joining the Common School System will have flexibility relating to the size, composition, procedures and rules and regulations for managing the schools.

**b) The common school system will not permit a privately-managed school to retain its non-governmental character**

This is also a wrong perception of the Common School System. All non-governmental aided schools, which will be a part of the Common School System, will continue to be privately managed. Non-governmental unaided private schools will also remain under private management. The only requirement for them will be to apply the common minimum norms and to subject themselves to inspection for ensuring compliance with these norms. These latter category of private schools will be required to function in consonance with the basic principles underlying the Indian Constitution and to provide free and compulsory elementary education of equitable quality, as required under Article 21A.

**c) The Common School System will mean complete government control over schools**

Here a distinction must be drawn between control and management. The Common School System recommended by the Commission, proceeds on the assumption that schools will be managed locally in a decentralized mode. Therefore, the question of interference in the management of schools would not arise. The government's control will be confined to keeping surveillance over the schools joining the Common School System, in order to ensure compliance with the minimum norms.

**d) The parents have the right to choose so far as the schooling of their children is concerned, but the Common School System will curb this right**

Under the Indian Constitution, an Indian citizen has no fundamental right to choose the school to which she wants to send her ward. It is open to the State to limit this choice to ensure compliance with the basic principles of the Indian Constitution as well as with its specific provisions as in Article 21A. Besides, if the choice of school for the children of



rich parents is going to inhibit the choice of the poor parents to send their children to the school of their liking, then certainly the State has a responsibility to intervene and restrict the choice of the rich parents in a manner it deems appropriate.

In Western countries, the government's right to compel parents to send children to the public school under the Common School System has long been recognized. Almost all the developed countries having a Common School System oblige parents to send their children to the school in the neighbourhood designated by them. In Canada, "the government has prohibited schools from selective admission based on student's grades prior to grade X, to prevent elitist tendencies and ensure equity". (Raham, 2003). Moreover, the schools in Canada including those outside the Common School System, have to receive government inspection every two years and are subject to closure if they fail to implement any recommendation of the inspection report.

Several of the misperceptions are genuine and they need to be dispelled as has been partially attempted in this section of the Chapter. But a number of the misperceptions are motivated and reflect the concerns of deeply entrenched vested interests in education, which stand to gain from the perpetuation of the present system characterised by inequality and exclusion. Some of the other misperceptions reflect the caste and class bias of the persons from which they emanate. A school system which breeds inequality and discrimination is not permitted by the Indian Constitution. It is the responsibility of the government to discharge its constitutional obligation and to serve vital national interests by establishing the Common School System which alone is capable of providing education which is both equitable and inclusive. The government cannot allow its endeavour in this direction to be thwarted by vested interests and those which are swayed mainly by sectarian considerations.

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## Chapter 4

### Present Status of School Education in Bihar

#### 4.1 Educational Backwardness of Bihar

By almost all standards of measurement, Bihar is educationally the most backward State in India. According to the 2001 census, Bihar had the lowest literacy rate in the country. Bihar's literacy rate in 2001 was 47 per cent as against 64.8 per cent for the country as a whole. The female literacy in Bihar was at the abysmally low level of 33.1 per cent, again the lowest in the country, as against the national average of 53.7 per cent. Table-4.1 gives the overall literacy rate as well as those for males and females in Bihar as compared to those in India. Table-4.2 gives gender-wise literacy rates for different States and Union Territories of India.

The literacy rates in some districts of Bihar present a very depressing picture. As Table-4.3 shows, four districts viz. Kishanganj, Purnea, Araria and Katihar are at the lowest rung of the ladder. In these districts, the overall literacy rates are in the miserable range of 31 per cent to a little over 35.5 per cent and the female literacy rates are between a little over 18.49 per cent in Kishanganj to 24.03 per cent in Katihar. There are two other districts viz. Supaul and Madhepura, where the vast proportion of the female population is illiterate. The female literacy rates in these two districts are 21.02 and 22.3 per cent respectively.

The Gross Enrolment Ratio (GER) is also one of the lowest in Bihar as the figures in Table-4.4 show. The GER at the primary stage for Bihar in 2006 was 70.9 per cent as compared to the figure of 98.2 per cent for the country as a whole. The respective figures at the upper primary stage were 48.7 per cent as against 62.4 per cent. In Bihar, the GERs at the secondary and senior secondary stages were 12.2 per cent and, 11.5 per cent respectively, whereas the national ratio for both the stages taken together was 38.9 per cent. Among the underprivileged sections of the population, the GERs for the Muslims were the lowest at the primary and upper primary stages, for which data are available. The ratios were 51.3 per cent and 36.4 per cent respectively. These were lower than those for the SCs. This is yet another index of the socio-economic backwardness of the Muslim minority in Bihar.

**Table 4.1**  
**Literacy Rates 1991-2001 (Bihar & India)**

Census Years	In (%age)					
	Bihar			All India		
	Persons	Males	Females	Persons	Males	Females
1991	38.48	52.49	22.89	52.19	64.20	39.19
2001	47.0	59.7	33.1	64.8	75.3	53.7

Prepared by Research Team, Common School System Commission, Bihar.

**Source :**

1. Census of India 1991, Final population tables, Series-I paper 2 of 1992.
2. [www.censusindia.net/t\\_00\\_006.html](http://www.censusindia.net/t_00_006.html) and Primary Census abstract-2001, Bihar, Series-11, Vol.-1.

**Table 4.2**

**Literacy Rates of India, States and Union Territories  
Arranged in terms of decending order of female literacy rates  
Census – 2001**

Sl. No.	India/State/UT	Literacy rate (%age)		
		Persons	Males	Females
1	2	3	4	5
	India <sup>@</sup>	64.8	75.3	53.7
1	Kerala	90.9	94.2	87.7
2	Mizoram	88.8	90.7	86.7
3	Lakshadweep	86.7	92.5	80.5
4	Chandigarh	81.9	86.1	76.5
5	Goa	82.0	88.4	75.4
6	Andaman & Nicobar Islands	81.3	86.3	75.2
7	Delhi	81.7	87.3	74.7
8	Pondicherry	81.2	88.6	73.9
9	Himachal Pradesh	76.5	85.3	67.4
10	Maharashtra	76.9	86.0	67.0
11	Daman & Diu	78.2	86.8	65.6
12	Tripura	73.2	81.0	64.9
13	Tamil Nadu	73.5	82.4	64.4
14	Punjab	69.7	75.2	63.4
15	Nagaland	66.6	71.2	61.5
16	Manipur <sup>@</sup>	70.5	80.3	60.5
17	Sikkim	68.8	76.0	60.4
18	Uttaranchal	71.6	83.3	59.6
19	Meghalaya	62.6	65.4	59.6
20	West Bengal	68.6	77.0	59.6
21	Gujarat	69.1	79.7	57.8

*...contd.*

1	2	3	4	5
22	Karnataka	66.6	76.1	56.9
23	Haryana	67.9	78.5	55.7
24	Assam	63.3	71.3	54.6
25	Chhattisgarh	64.7	77.4	51.9
26	Orissa	63.1	75.3	50.5
27	Andhra Pradesh	60.5	70.3	50.4
28	Madhya Pradesh	63.7	76.1	50.3
29	Rajasthan	60.4	75.7	43.9
30	Arunachal Pradesh	54.3	63.8	43.5
31	Jammu & Kashmir	55.5	66.6	43.0
32	Uttar Pradesh	56.3	68.8	42.2
33	Dadra & Nagar Haveli	57.6	71.2	40.2
34	Jharkhand	53.6	67.3	38.9
35	Bihar	47.0	59.7	33.1

Prepared by Research Team, Common School System Commission, Bihar.

Source: Primary Census Abstract : Census of India 2001.

Note: <sup>®</sup> - Excludes Mao-Maram, Paomata and Purul sub-divisions of Senapati district of Manipur

**Table 4.3**

**Literacy Rates for Bihar and its Districts  
Census-2001**

Sl. No.	State/District	In (%age)					
		Persons		Males		Females	
		1991	2001	1991	2001	1991	2001
1	2	3	4	5	6	7	8
	<b>Bihar State</b>	<b>37.49</b>	<b>47.53</b>	<b>51.37</b>	<b>60.32</b>	<b>21.99</b>	<b>33.57</b>
1	Patna	56.33	63.82	69.07	73.81	41.35	52.17
2	Munger	52.25	60.11	64.95	70.68	37.07	47.97
3	Rohtas	48.52	62.36	64.5	76.54	30.29	46.62
4	Bhojpur	48.18	59.71	66.35	74.78	27.95	42.81
5	Aurangabad	45.14	57.5	61.8	71.99	26.67	42.04

...contd.

1	2	3	4	5	6	7	8
6	Buxar	33.49	57.49	62.94	72.82	25.74	40.36
7	Jehanabad	45.83	56.03	63.11	70.9	26.81	40.08
8	Nalanda	46.95	53.64	61.95	66.94	29.97	39.03
9	Kaimur	39.35	55.57	55.68	70.57	20.69	38.9
10	Bhagalpur	41.84	50.28	53.41	60.11	28.11	38.83
11	Vaishali	40.56	51.63	55.62	64	24.08	38.14
12	Gaya	40.47	51.07	55.22	63.81	24.2	37.4
13	Siwan	39.13	52.01	57.51	67.67	21.33	37.26
14	Begusarai	36.88	48.55	48.66	59.71	23.52	36.21
15	Saran	41.79	52.01	60.18	67.81	22.71	35.74
16	Muzaffarpur	36.11	48.15	48.44	60.19	22.33	35.2
17	Lakhisarai	39.4	48.21	53.12	60.97	23.48	34.26
18	Sheikhpura	40.92	49.01	55.43	62.56	24.41	34.13
19	Gopalganj	34.96	48.19	51.62	63.81	17.75	32.81
20	Samastipur	36.37	45.76	50.39	57.83	21.17	32.69
21	Nawada	38.96	47.36	54.85	61.22	21.82	32.64
22	Darbhanga	34.94	44.32	48.31	57.18	20.09	30.35
23	Khagaria	32.33	41.56	42.97	52.02	19.79	29.62
24	Banka	34.55	43.4	48.17	56.28	18.99	29.1
25	Sheohar	26.18	37.01	36.36	45.54	14.34	27.43
26	Jamui	33.41	42.74	48.48	57.1	16.41	26.92
27	Madhubani	33.22	42.35	48.49	57.26	16.75	26.56
28	Sitamarhi	28.49	39.38	39.86	51.02	15.49	26.35
29	West Champaran	27.99	39.63	39.62	51.91	14.41	25.85
30	Saharsa	29.98	39.28	42.37	52.04	15.83	25.31
31	East Champaran	27.59	38.14	39.65	50.14	13.69	24.65
32	Katihar	28.7	35.29	39.24	45.51	16.88	24.03
33	Purnia	28.52	35.51	38.92	46.16	16.8	23.72
34	Madhepura	27.72	36.19	39.31	48.87	14.41	22.31
35	Araria	26.19	34.94	36.99	46.5	14.01	22.14
36	Supaul	28.11	37.8	40.96	53.23	13.74	21.02
37	Kishanganj	22.22	31.02	33.12	42.8	10.38	18.49

Prepared by Research Team, Common School System Commission, Bihar.

Source : <http://gov.bih.nic.in/Profile/CensusStats-03.htm>.

Note: Last Column (No. 8) is re-arranged in terms of the decending order of female literacy rates.

**Table 4.4**

**Gross Enrolment Ratios (2006) in Broad Socio-Religious Categories**

Stages of Education	Bihar					All India <sup>1</sup>
	Relevant Age-Groups (Years)	Religions/Caste Category	Projected Population 2006 (in lakhs) <sup>2</sup>	Enrolment in 2006 (in lakhs) <sup>3</sup>	Gross Enrolment Ratio (2006) (%age)	Gross Enrolment Ratio (Sept. 2003) (%age)
Primary	6-11	SC	24.94	17.99	72.15%	88.30%
		ST	1.46	1.53	104.87% <sup>b</sup>	91.37%
		Muslim	26.23	13.46	51.31%	N.A.
		Others	106.03	79.50	74.98%	N.A.
		Total	158.66	112.49	70.90%	98.20%
Upper Primary	11-14	SC	9.95	4.21	42.27%	71.86%
		ST	0.58	0.53	91.08% <sup>b</sup>	75.76%
		Muslim	10.46	3.81	36.43%	N.A.
		Others	42.28	22.28	52.70%	N.A.
		Total	63.27	30.82	48.71%	62.40%
Secondary	14-16	SC	6.53	N.A.	N.A.	N.A.
		ST	0.38	N.A.	N.A.	N.A.
		Muslim	6.87	N.A.	N.A.	N.A.
		Others	27.77	N.A.	N.A.	N.A.
		Total	41.55	5.06	12.19%	38.89% <sup>a</sup>
Sr. Secondary	16-18	SC	4.45	0.26	5.76%	N.A.
		ST	0.26	0.04	13.91%	N.A.
		Muslim	0.05	N.A.	N.A.	N.A.
		Others	0.19	N.A.	N.A.	N.A.
		Total	28.33	3.24	11.45%	38.89% <sup>a</sup>

Proportion of Populations of various Socio-religious Categories in Bihar, 2001 <sup>4, c</sup>	
SC	15.72%
ST	0.92%
Muslim	16.53%
Other	66.83%
Total	100.00

Prepared by Research Team, Common School System Commission, Bihar.

**Source :**

1. Selected Educational Statistics, 2003-2004, Ministry of Human Resource Development, Govt. of India.
2. Projected on the basis of the Census of India 2001, Bihar, C-Series.
3. Annual Work Plan & Budget 2006-07, Table No.6 (d), Bihar Shiksha Pariyojna Parishad, Patna.
4. Census of India 2001, Bihar, C Series.

**Notes :**

- a. Separate GERs for Secondary and Senior Secondary stages are not available.
- b. The high value of GERs for STs in Bihar is rather puzzling. It needs to be ascertained whether the tribes included in recording enrolment are same as those included in Census 2001. Inclusion of additional tribes may account for these high GER values.
- c. For the purpose of age-group population projection for the year 2006, it is assumed that the proportion of populations of various socio-religious categories in the general population (for all age groups together) for 2001 and of respective age groups in the projected population for 2006 are not significantly different.

**Table 4.5**

**Drop-out Rates At Various Stages of School Education in Bihar (2003)**  
(Compared with All-India Figures)

Classes	General			Scheduled Castes			Scheduled Tribes		
	I-V	I-VIII	I-X	I-V	I-VIII	I-X	I-V	I-VIII	I-X
<b>Bihar</b>	59.03%	78.03%	82.58%	46.36%	83.85%	90.02%	61.22%	82.84%	89.05%
<b>India</b>	31.47%	52.32%	62.69%	36.56%	59.42%	73.13%	48.93%	70.05%	79.25%

Prepared by Research Team, Common School System Commission, Bihar.

Source: Selected Educational Statistics, 2003-2004 (As on 30th September, 2003), Ministry of HRD, Govt. of India, 2006.

The drop out rates at various stages of education in Bihar are extremely high as compared to such rates for the country as a whole. This is depicted in Table-4.5 above. From class I-V, the drop out rate in Bihar is 59.03 per cent, a little less than double of the figure of 31.47 per cent for the country as a whole. The gap between the drop out rates in Bihar and India narrows somewhat when we move up the educational ladder i.e. from class I to VIII and class I to X; but the margin is still very wide. The dropout rates for the scheduled caste and scheduled tribe children in the class I-VIII and I-X is considerably higher than for the children under general category.

As can be seen from Table-4.6, the percentage of the out-of-school children in Bihar in 2002 was 37.85 at the elementary level, but as high as 77.64 at the secondary level and 81.30 at the senior secondary level.

Bihar comes out very poorly in terms of the availability of schools and teachers in schools. This can be seen from the figures given in Table-4.7 which juxtaposes the ground reality of Bihar's school system as of the year 2002, against seven policy norms specified in NPE-1986 (as modified in 1992) & its companion Programme of Action. For example, in 2002, the number of primary schools per 10,000 population was 4.88 in Bihar as against 6.33 in the country as a whole. Number of upper primary schools per 10,000 population was 1.17 as against 2.38 for India. The corresponding figure for secondary schools were 0.37 per cent as against 0.88 per cent and for senior secondary schools, 0.04 per cent as against 0.42 per cent. 67 per cent of the schools at the primary level had two or less class rooms per school as compared to 37 per cent at the national level. The corresponding figures for schools with two or less class rooms at the upper primary level were 13.57 per cent and 9.85 per cent respectively.



**Table - 4.6**

**Contribution of Private Sector in School Education of Bihar (2002)**

Stages of Education	Age Groups	Age Groups Population (2001) (in lakhs)	Total Enrolment (2002) (in lakhs)	(%age) Enrolment out of Age Group Population			(%age) of Out of School Children	%age Enrolment out of Total Enrolment			No. of Schools						
				Govt.	PUA	PUR		Govt.	PUA	PUR	Govt.	(%age)	PUA	(%age)	PUR	(%age)	Total
Primary	6-11	138.57	100.63	68.78%	0.20%	3.64%	27.38%	94.71%	0.28%	5.01%	40,601	91.18%	7	0.02%	3,922	8.81%	44,530
Upper Primary	11-14	54.43	19.33	31.64%	0.57%	3.30%	64.48%	89.08%	1.62%	9.30%	9,681	81.87%	5	0.04%	2,139	18.09%	11,825
Elementary	6-14	193.01	119.96	58.30%	0.31%	3.54%	37.85%	93.80%	0.50%	5.70%	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Secondary	14-16	35.74	7.99	21.59%	0.77%	N. A.	77.64%	96.54%	3.46%	N. A.	2,950	96.50%	107	3.50%	N.A.	N.A.	3,057
Sr. Secondary	16-18	24.23	4.53	14.03%	4.67%	N. A.	81.30%	75.01%	24.99%	N. A.	190	95.48%	9	4.52%	N.A.	N.A.	199

Prepared by Research Team, Common School System Commission, Bihar.

Govt. - Government.

PUA - Private Un-Aided.

PUR - Private Un-Recognised.

**Source :**

1. Age group population - Census of 2001, Bihar.

2. Enrolment and Number of Schools - Seventh All India School Educational Survey, NCERT, Sept. 2002.

**Table – 4.7**

**Provision of Schools in Bihar in Relation to Policy Norms  
(As on 30th September 2002)**

SI. No.	Parameter	Policy Norms	Basis of Assesment	Bihar	India
1	Avalibility of Schools in Relation to Population	None	No. of Primary Schools/ 10,000 Population	4.88	6.33
			No. of Upper Primary Schools/ 10,000 Population	1.17	2.38
			No. of Secondary Schools/ 10,000 Population	0.37	0.88
			No. of Senior Secondary Schools/ 10,000 Population	0.04	0.42
2	Access with Respect to Distance from Habitation	Primary Schools Within 1 km of Habitation	(%age) of Habitations Without Primary School Within 1 km	11.08%	13.04%
		Upper Primary Schools Within 3 km of Habitation	(%age) of Habitations Without Upper Primary School Within 3 km	18.90%	21.89%
3	Availability of Teachers in Each School	Minimum of Three Teachers Per Primary School	(%age) of Schools with Two or Less Teachers	83.01%	59.48%
4	Availability of Classrooms in Each School	Minimum of Three Classrooms Per Primary School	(%age) of Schools with Two or Less Classrooms	67.00%	37.00%
		Minimum of Three Classrooms Per Upper Primary School	(%age) of Schools with Two or Less Classrooms	13.57%	9.85%
6	Availability of Upper Primary Schools in Relation to Primary Schools	One Upper Primary School for Every Two Primary Schools	Ratio of Number of Upper Primary Schools to Number of Primary Schools	4.14	2.66
7	Availability of Teachers in Relation to Number of Students	Minimum of One Teacher for Every Thirty Students	Pupil:Teacher Ratio in Primary Schools	83	42
			Pupil:Teacher Ratio in Upper Primary Schools	73	34
			Pupil:Teacher Ratio in Secondary Schools	48	30
			Pupil:Teacher Ratio in Senior Secondary Schools	30	35

Prepared by Research Team, Common School System Commission, Bihar.

**Source:**

1. Seventh All India School Education Survey, Provisional Statistics, NCERT (As on September 30, 2002).
2. Population Data from Census of India, 2001.

The data in the Table-4.7 also show that pupil : teacher ratio at all levels of schooling was extremely high in Bihar as compared to the ratio in the country as a whole. The figures are 83 as against 42 at the primary level, 74 as against 34 at the upper primary level and 48 as against 30 at the secondary level. Only in the case of senior secondary schools, the ratio at 30 was lower in Bihar as compared to the national ratio of 35.

Bihar has perhaps the most bewildering variety and types of schools in India in terms of the grades for which education is imparted, the sources of funding and the management boards for the schools. This complexity and variety itself is a sign of educational backwardness. This shows how haphazardly the schooling system has grown and how factors other than academic have shaped its character. Table-4.8 presents an exhaustive picture of the grade- wise variety of schools in Bihar. It would be seen from columns 2 and 3 of the Table that there are 13 types of schools in terms of the grades they teach. These are:

- |              |            |           |
|--------------|------------|-----------|
| 1. I-V       | 2. I-VII   | 3. I-VIII |
| 4. VI-VII    | 5. VI-VIII | 6. VI-X   |
| 7. VI-XII    | 8. VII-XII | 9. VII-X  |
| 10. VIII-XII | 11. VIII-X | 12. IX-X  |
| 13. XI-XII   |            |           |

Table-4.9 gives an almost complete picture of the variety of schools in terms of the institutions which control and manage them and the courses they follow. It would be seen from this Table that apart from government and government-aided schools, there are Project Kanya Vidyalayas, Madarsas, Sanskrit Vidyalayas, Kendriya Vidyalayas, Navodaya Vidyalayas and minority schools or other private schools affiliated to the Bihar School Examination Board, the Central Board of School Education (CBSE) and the Indian Council for School Education (ICSE). In most of these categories, there are a number of Vitta-Rahit schools i.e. Schools without finances, some of which have been given the permission to establish but no recognition and no aid and some of which have been recognized but are not receiving any aid from the State. There are Vitta Rahit elementary schools, secondary schools, Intermediate Colleges at Plus-Two stage, Madarsas and Sanskrit Vidyalayas. These schools normally should have been shown as unaided schools. But they have assumed the nomenclature of Vitta-Rahit because they expect to be but are not being aided by the government. By far the largest number of Vitta-Rahit schools are in the categories of senior secondary schools (507 of the total number of schools in this category or 54.3%), Madarsas (2,459 or 68.7%) and Sanskrit Vidyalayas (4,487 or 89.5%).

**Table 4.8**  
**Status of Mainstream School System Under State Government in Bihar - 2006-07**

Category of Schools	Level of classes	Variety of Classes	Management of Schools		Total No. of Schools	Total No. of sections <sup>a</sup>	Age Groups	Population (Projected-2008) <sup>4</sup> in lakhs	Enrolment/Examinees							No. of Teachers													
									General			SC	ST	Minority (Muslims Only)	OBC	Sanctioned Post of teachers	No. of Teachers in Position	Vacancy of teachers	Teacher appointed through Local Body-2006-07 <sup>5</sup>										
									Male	Female	Persons								Common Teacher	Urdu Teacher	Physical Teacher	Total							
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22								
Primary Schools <sup>1</sup>	I-V	I-V	Govt.	Rajkiya/Rajkiyakrit (Govt. including Local bodies)	34,826	50,166	6-11	163.42	61,57,714	50,90,957	1,12,48,671	17,99,459	1,53,083	13,45,725	2,88,900 (incl. PSM); (excl. New Schools)	2,16,036 (incl. PSM); (excl. New Schools)	72,864 (incl. PSM); (excl. New Schools)	99,082	14,388	11,334	1,24,804								
				Newly Established Schools (Govt.) <sup>b</sup>	15,000																								
				Private Aided <sup>c</sup>	340																								
Primary Sections <sup>1</sup>	I-V		Primary Sections with Up.Pr.Schools	15,248 <sup>d</sup>																									
Middle Schools <sup>4</sup>	VI-VIII	I-VII I-VIII	Govt.	Rajkiya / Rajkiyakrit (Govt. including local bodies)	282	16,702	11-14	65.17	17,97,080	12,85,322	30,82,402	4,20,618	52,824	3,81,053	N.A.	N.A.	6,716 <sup>c</sup> (incl. Pr. aided school)	N.A.	--	--	--	--							
				Private Aided	1,172																								
Upper Pr. Sections <sup>2</sup>	VI-VIII		Upper Pr. Section in Secondary & Sr. Secondary Schools (Only Rajkiya/Rajkiyakrit, Project Kanya Pvt. aided & Swatwadharak)		2,972													Teacher engaged in these Upper Primary Schools/Sections are included in Rajkiya/Rajkiyakrit Secondary School / Section											
Secondary Schools/Sections <sup>2</sup>	IX-X	VI-X, XII, VII-X/XII, VIII-X/XII	Govt.	Rajkiya	63	3,903	14-16	42.8	N.A.	N.A.	5,06,436 <sup>e</sup> (89787) <sup>f</sup>	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	1,523	670	846	--	--	--	12,310				
				Rajkiyakrit	2,534														2,920	29,600	18,094	11,506							
				Project Kanya Organised	39																								
				Project Kanya Unorganised	211																								
				Alpsankhyak (Aided)	73																								
				Swatwadharak	52														52										
Vitt Rahit <sup>6</sup>	Recognise	75	931																										
			Establishment permission	856																									
Sr. Secondary Sections <sup>3</sup>	XI-XII		Govt.	With Sec. Stage (Rajkiya + Rajkiyakrit)	100 <sup>g</sup>	933	16-18	29.18	2,16,340 <sup>h</sup>	1,07,912 <sup>h</sup>	3,24,252 <sup>h</sup>	25,639 <sup>h</sup>	3,617 <sup>h</sup>	N.A.	70,682 <sup>h</sup>	N.A.	N.A.	N.A.	--	--	--	503							
				With Const. Degree College	231																								
				With Recog. Degree College	95														602										
				Recog. Intermediate College	412																								
				Establishment permission Inter College	95																								

Prepared by Research Team, Common School System Commission, Bihar.

**Source :**

- Bihar Shiksha Pariyojna Parishad presentation to the Commission, Oct-2006 & Annual Work Plan & Budget-2006-07 (Data as on March 2006): Primary Schools-Total No. of Schools (T-20), New Schools (T-28), No. of Primary Sections with Upper Primary Schools (T-27), Enrolment [T6(d)]; Middle Schools-Total No. of Schools & Sections (T-27), Enrolment (T-6(d)); Teachers Position for Both Primary & Middle Schools [T-14(c+d), (T-20)].
- Bihar School Examination Board (BSEB) Presentation to the Commission, Oct-2006 & Documents-2006 & 2007, Dept. of Human Resource Development (HRD) Govt. of Bihar- Annual Report 2006-07; Teachers Position (HRD Doc-2007).
- Bihar Intermediate Education Council (BIEC) Presentation to the Commission, Oct-2006 & Documents - 2006-07.
- Projected on the basis of Census 2001, Bihar, C Series, Table No. DDWC 100013.
- Primary & Upper Primary level - Bihar Siksha Pariyojna Parishad Document, dated 09.03.2007; For Secondary and Sr. Secondary level - Director (Secondary Education) HRD, Govt. of Bihar, Document dt. 09.03.2007.
- Director (Secondary Education) HRD, Govt. of Bihar; Document Dt. 06.03.2007.

**Notes**

- The term 'section' as used here denotes the classes pertaining to a particular stage of education (e.g. Primary, Upper Primary etc.)
- Established by Govt. as Panchayat Notified Schools during 2006-07. Data on enrolment and facilities (including land and buildings) are not available at this time but most of these schools are reported to be without either land or buildings.
- Teacher Position of the Pvt. Aided Primary Schools has been given in the column of data on Teachers of Pvt. Aided Upper Primary Schools.
- Including 391 Buniyadi Vidyalayas.
- No. of Examinee (Regular) 2007.
- No. of Examinees (Private) 2007. (Pvt. Candidates may appear in BSEB Exam through Govt. or Rajkiyakrit Schools only).
- 100 (Rajkiya and Rajkiyakrit) schools out of 2597 Govt. schools were upgraded upto Plus 2 level.
- No. of Examinees 2006.

**Table - 4.9**  
**Status of School Education in Bihar : All Categories of Schools - 2006-07**

Category of Schools	Total	Management of Schools							Enrolment / Examinees							No of Teachers <sup>7</sup>								
		State Govt.				Under SSA (run by M.S.NG Os)	Private		Central Govt.	Total	SC	ST	Minority	OBC	PH	Others	Sanctioned Post	In Position	Vacant Post	Teachers appointed through local body <sup>11</sup>				
		Deptt. of HRD	Deptt. of Welfare	Aided	Project Kanya		Recognised	Un-recognised												Common	Urdu teacher	Physical	Total	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	
Primary Schools <sup>1</sup>	50,166	49,826 <sup>a</sup>	-	340	-	-	-	3,932 <sup>b</sup>	c	1,12,48,671 <sup>+</sup> 5,03,919 <sup>b</sup>	17,99,459	1,53,083	13,45,725	N.A.	N.A.	N.A.	2,88,900 including PSM	2,16,036 (including PSM) + 6,716 for Aided schools	72,864 including PSM	99,082	14,388	11,334	1,24,804	
Middle Schools <sup>1</sup>	16,702	15530 <sup>d</sup>	-	1,172	-	-	-	2,139 <sup>b</sup>	c	30,82,402 <sup>+</sup> 1,79,777 <sup>b</sup>	4,20,618	52,824	3,81,053	N.A.	N.A.	N.A.								
Secondary Schools <sup>2</sup>	3,803	2,497	-	73	39	-	75(Vitt Rahit)	856 (E.P.-Vitt Rahit)	c	5,96,223 <sup>f</sup>	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	31,123 (Only State Govt. Schools)	18,764 (Only State Govt. Schools)	12,352 (Only State Govt. Schools)	-	-	-	12,310 (Only State Govt. Schools)	
Sr.secondary Schools <sup>3</sup>	933	331	-	-	-	211 <sup>e</sup>	52(Swatwadharak)	N.A.	c	5,96,223 <sup>f</sup>	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	-	-	-	503 (Only for 100 state govt. +2)	
Madarasas <sup>4</sup>	3,578	1	-	1,119	-	-	2459(Vitt rahit)	N.A.	-	1,15,295 <sup>g</sup>	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.
Sanskrit Vidyalayas <sup>5</sup>	5,016	-	-	529	-	-	4487(Vitt Rrahit)	N.A.	-	1,37,780 <sup>g</sup>	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	3660 (Only for aided schools)	3,273 (Only for aided schools)	387 (Only for aided schools)	-	-	-	-	
Residential School <sup>6</sup>	73	-	73 <sup>h</sup>	-	-	-	-	-	-	10,679	8,247	2,432	-	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	-	-	-	-	
KGB Vidyalayas (Residential Schools) <sup>1, #</sup>	162	-	-	-	-	162 <sup>i</sup>	-	-	-	1,719	782	171	321	366	N.A.	79	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	
Kendriya Vidyalayas <sup>7</sup>	37	-	-	-	-	-	-	-	37	38,382	3,801	446	N.A.	N.A.	158	-	1,592	1,013	579	-	-	-	-	
Navodaya Vidyalayas <sup>8</sup>	37	-	-	-	-	-	-	-	37	12,656	2,623	514	N.A.	N.A.	N.A.	-	677	N.A.	N.A.	-	-	-	-	
CBSE - Affiliated Schools <sup>9</sup>	205	-	-	-	-	-	205 <sup>j</sup>	-	-	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	-	N.A.	N.A.	N.A.	-	-	-	-	
ICSE - Affiliated Schools <sup>9</sup>	28	-	-	-	-	-	28 <sup>j</sup>	-	-	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	-	N.A.	N.A.	N.A.	-	-	-	-	
Residential School <sup>10</sup>	2 (Proposed)	2 (Proposed)	-	-	-	-	-	-	-	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	-	N.A.	N.A.	N.A.	-	-	-	-	
Sainik Schools <sup>10</sup>	2 (Proposed)	-	-	-	-	-	-	-	2 (Proposed)	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	-	N.A.	N.A.	N.A.	-	-	-	-	

Prepared by Research Team, Common School System Commission, Bihar.

**Source :**

- Annual Work Plan and Budget-2006-07, Bihar Siksha Pariyojna Parishad, Patna.
- Bihar School Examination Board Presentation to the Commission, Oct. 2006 and documents - 2006-07.
- Bihar Intermediate Education Council Presentation to the Commission, Oct. 2006 and documents - 2006-07.
- Bihar State Madarsa Shiksha Board Presentation to the Commission, Oct. 2006.
- Bihar Sanskrit Shiksha Board Presentation to the Commission, Oct. 2006.
- Department of Welfare Govt. of Bihar, Presentation to the Commission, Oct. 2006 and Documents - 2006-07.
- Kendriya Vidyalaya Sangathan (Bihar Region) Presentation to the Commission, Oct. 2006 and Documents- 2006-07.
- Navodaya Vidyalaya Samiti (Bihar Region) Presentation to the Commission, Oct. 2006 and Documents - 2006-07.
- Dept. of HRD, Govt. of Bihar, Document 2006.
- Dept. of HRD, Govt. of Bihar.

- Primary & Upper Primary level - Bihar Siksha Pariyojna Parishad Document, dated 09.03.2007. For Secondary and Sr. Secondary level - Director (Secondary Education) HRD, Govt. of Bihar, Document dt. 09.03.2007.

Govt. - Government, E.P.- Establishment Permission, KGBV-Kasturba Gandhi Balika Vidyalaya, HRD- Human Resources Departement, Govt. of Bihar

**Notes :**

- Including 15000 Panchayat Notified Schools reportedly with two teachers each and at present by and large without buildings.
- PUR - Private Un-Recognised Schools and Enrolment - Source : All India Seventh Educational Survey-2002. (Nos. of these Schools are not included in total Nos. of Primary and Middle Schools.
- Included in Kendriya & Navodaya Vidyalaya.
- Including 391 Buniyadi Vidyalayas.
- 211 'Un-organised' Project Kanya Vidyalayas lacking full financial support from Govt.
- No. of Examinees (Regular) 2007.
- No. of Examinees, 2006.
- Includes Primary, Middle and Secondary Stages.
- Includes Primary & Upper Primary Stages (Class IV - VIII).
- Large no. of Schools Having Pre-Primary to sr. secondary Stages.
- Annual Work Plan and Budget-2006-07, Bihar Siksha Pariyojna Parishad, Patna Approved KGBV in 2005-06 is 62 and 100 proposed in 2006-07. Out of 62 KGBV in 37 districts, 60 are operational in 35 districts. Enrolment of students are available for 60 operational KGBV.

The contribution of the private sector to school education in Bihar is rather limited. This can be seen from Table-4.6. For example, the contribution of the private sector to the total enrolment (as a percentage of age group population) at the primary level in 2002 was 3.84 per cent; at the upper primary level it was 3.87 per cent; at the secondary level it is 0.77 per cent and at the senior for secondary level, 4.67 per cent. The same Table shows the contribution of the private sector to school education in terms of number of schools. The total number of schools at all levels of schooling in the private sector in 2002 was 6,189 as against the total number of 53,422 schools in the government sector. Thus the proportion of private schools at all levels including unrecognized schools, adds up to 11.6 per cent of the total number of schools in Bihar.

The conditions of the schools in Bihar are extremely unsatisfactory. The infrastructure of most of them is in a run down condition and most of the facilities one would associate with a good school are conspicuous by their absence. This was evident from what the Commission saw in the schools visited by it. The schools selected for the Commission's visit were as representative as was possible. In most of the schools visited by the Commission, the presence of students was less than 50 per cent of those enrolled. In some schools, the presence was as low as 25 per cent. Most of the schools were short of class rooms. In some of them, two classes were held in the same room. In one particular school in the capital city of Patna, all the classes from I to V were held in a single rectangular verandah under a thatched roof. The school office and fuel, raw material and the utensils for mid-day meals were also kept in the same verandah. And this happened to be a government school, in which all the teachers were trained and most of them appeared to be well qualified. Most of the schools visited by the Commission had inadequate toilet facilities and in some of them such facilities simply did not exist. One school in Patna visited by the Commission did not have even a hand pump for drawing water for the school. In several schools, there were classes without blackboard. A good number of schools had no boundary walls and the land occupied by some of them was under litigation. In two instances at least, the Commission saw two schools located around the same courtyard. Deployment of teachers was much below par, though the condition had improved somewhat after the recent deployment. Some schools had Shiksha Mitras appointed there. In several of the schools, the post of the Head Teacher or Headmaster was vacant. None of the secondary schools had a functioning laboratory and the library facilities in these schools were either non-existent or utterly inadequate.

## **4.2 School types by Management**

The Part-III of the National Policy on Education, 1986 (as modified in 1992) refers to a national system of education and states as follows:

Paragraph 3.1 : The Constitution embodies the principles on which the National System of Education is conceived of.

Paragraph 3.2 : The concept of a National System of Education implies that, up to a given level, all students, irrespective of caste, creed, location or sex, have access to education of a comparable quality. To achieve this, the Government will initiate appropriately funded programmes. Effective measures will be taken in the direction of the Common School System recommended in the 1968 policy.

Paragraph 3.3 : The National System of Education envisages a common educational structure. The 10+2+3 structure has now been accepted in all parts of the country. Regarding the further break up of the first 10 years efforts will be made to move towards an elementary system comprising of 5 years of primary education and 3 years of upper primary, followed by 2 years of High School. Efforts will also be made to have the +2 stage accepted as a part of the school education throughout the country.

It is worth examining the extent to which the school system in Bihar comes up to the norms of the national system of education envisaged in the National Policy on Education. As the Table on page 50 shows, there are various kinds of schools in Bihar in terms of the grades for which education is imparted. The same type of school i.e. elementary and secondary, provide education for different grades. For example, there are elementary schools which go up to grade VII and still others which include grade VIII. Many High Schools have grades VII and VIII attached to them but unlike the practice common to most of the private schools and Kendriya Vidyalayas affiliated to CBSE, very few of them have children joining from grade I. Though Bihar has tried to follow the national policy recommendation on the break up of 10 years of schooling comprising 5 year of primary, 3 years of upper primary followed by 2 year of secondary education, the position regarding the location of the Plus-Two still remains confusing. There are four types of higher secondary, intermediate or Plus-Two schools in the State: those forming a part of constituent degree colleges (231 in number); those forming a part of university affiliated colleges (95 in number); those which are stand-alone intermediate colleges (507); and those which are combined with secondary schools (100). Thus, Bihar is one of the very few States in India where senior secondary education of two years is imparted mostly outside the school system.

Another way of grouping the schools is to go by the source of funding and the kind of management under which they are run. Applying this approach, there are three types of schools in Bihar:

- a) Schools fully funded by the government known as government schools;
- b) Private Schools partially funded by the government, commonly known as aided schools; and
- c) Private Schools not funded by the government, commonly known as unaided schools.

Ordinarily the above three sources of funding should determine the nature of the management of the schools. However, it is not so in the State of Bihar. Here, under each category of funding, a variety of school types has come to be developed. For example, the fully funded government schools are divided between two categories: those which existed as government schools before the beginning of the 1970s, and those which were taken over by the government in the 1970s so far as the elementary schools are concerned, and in 1982, so far as the secondary schools are concerned. These two categories are known as Rajkiya Schools and Rajkiyakrit Schools. The main difference from the management point of view that came about

after the take-over, was that whereas earlier each school had its own management committee, after the take-over, they came under management committees established by the government.

The State had very few Rajkiya or government secondary schools until 1982 when 2,534 private schools were taken over as Rajkiyakrit schools. In addition, there are today 250 Project Girls High Schools established in 1981-82 and again in 1984-85. Though these schools were set up at the government's instance, most of them did not receive sufficient government assistance. Consequently, the teachers in these schools have been working without salaries. The government has presently a plan to restructure and upgrade into senior secondary grades, those Project Kanya Vidyalayas which possess a minimum area of land. It is also considering a proposal for the regularisation of some 550 teachers of these schools.

From the management point of view, one interesting difference between Rajkiya and Rajkiyakrit secondary and senior secondary schools is that whereas in the case of the former, the District Magistrate concerned heads the school management committee, in the case of the latter the member of the State legislature is the chairman of the management committee. For the management of the elementary schools taken over by the government, the government enacted an Act in 2001 called the Vidyalaya Shiksha Samiti Act which sets up and spells out the composition and mandate of the Vidyalaya Shiksha Samitis to manage these schools. The management structure for Plus-Two education is as complex as the Plus-Two education system itself. Constituent colleges running Plus-Two courses do not have a management system of their own as they come under the management regime of the university as a whole of which they are the constituent. But the affiliated degree colleges imparting Plus-Two education and stand-alone private intermediate colleges have management structure as prescribed in the Bihar State Intermediate Council Act 1992. The 100 senior secondary schools which run Plus-Two courses are either Rajkiya or Rajkiyakrit schools which have their own prescribed management structures.

The other category of government supported schools are Sanskrit Vidyalayas, 529 in number, Madarsas, numbering 1,119 and Buniyadi Vidyalayas, numbering 391. In addition, the Department of Welfare of the Government of Bihar runs 73 residential schools for scheduled castes and scheduled tribes. Special schools for children with disabilities are also being run and managed by this Department. The Sanskrit Vidyalayas and Madarsas are under the control and management of Bihar Sanskrit Shiksha Board and Bihar Madarsas Shiksha Board respectively, established under separate Acts.

There are some 3,700 teachers employed in the Sanskrit Vidyalayas. Till 1989, they were getting all the benefits accorded to government schools, but from then onwards their salaries and allowances were frozen at the 1989 level. Apart from teaching general subjects common to schools affiliated to Bihar School Examination Board, these Vidyalayas also teach Sanskrit language and literature, Ayurved, Vedas, Jyotish and Karmakand. The medium of instruction in these Vidyalayas is Hindi. In 1992, 2.50 lakh students appeared in the examinations taken by the Bihar Sanskrit Shiksha Board. After that, the Board did not hold any examination till 1996. Examinations under the Board started again in 1996 after a court judgment. In the year 2005-06, the Board received a grant of Rs. 18.87 crores from the State Government.

The Madarsa Board Act was passed in 1921. Later, in 1980 another Act was passed superceding the 1921 Act. Among the Madarsas there are government aided ones numbering 1119, the Vitta-Rahit ones numbering 2459 and the so-called Azad Madarsas whose number is



not exactly known. Different sources have cited different numbers for the Azad Madarsas, but a figure of 4000 seems to be close to the mark. The 1119 aided Madarsas have some 8756 teaching and non-teaching staff members. The total government grant to them in 2006 was Rs.37 crores. In addition to it, a grant of Rs.25 lakhs was given for running the Board. Some 1.75 lakh students took the exams under the Madarsa Board in 2006. The Madarsas have classes covering practically all levels of education from grade I to post-graduate studies. The Azad Madarsas which impart religious education do not expect nor do they receive any government assistance, and are completely outside the purview of the Government. They have been established by All-India or All-Bihar Muslim institutions like Devbandi, Barailavi, Nadavi, Imarate Sharia and Edare Sharia.

The establishment of the Buniyadi Vidyalayas started in 1938 in Bihar. The Bihar Basic Education Board was constituted in 1939 and within a few years a number of Vidyalayas were built, with a concentration in an area called Brindavan in the Champaran District. The Buniyadi Vidyalayas run classes from grade I to grade VII. They are spread all over the State. But some 5-10 years after independence, they came to be neglected. The neglect became almost complete from the beginning of the 1970s when private primary and middle schools were taken over by the government. The Buniyadi Vidyalayas were earlier run by the Bihar Basic Education Board which had its own curriculum. The Board continues to exist, but only on paper. The teachers of these schools continue to have separate recruitment and cadre rules. However, the curriculum as prescribed in other government schools has been extended to these schools.

There are different types of private schools also in Bihar. There are both recognized and unrecognized private schools. Under Section 19 of the Bihar Non-Government Secondary School (Management and Control Takeover) Act 1981, the government has the power to grant right to establish secondary schools to any registered trust, society or individual or group of individuals provided that the said trust or society or individual or the group of individuals gives an undertaking in writing that it would meet the entire financial burden of establishing and running the school. Once such an undertaking is given, the government has the power to grant recognition to such schools subject to the fulfillment of certain conditions. The following are some of the important conditions to be fulfilled by such schools:

- The school shall not be eligible for any recurring or non-recurring or compensatory grant;
- Proprietors of the schools shall constitute a management committee which would have as members local education officials nominated by the Director of Education;
- The management of the school shall make service rules for teachers and non-teaching staff, based on the principle of natural justice;
- The schools shall have to follow the curriculum and the norms for teachers' qualifications prescribed by the State government; and
- Fees to be paid by the students of the school shall be prescribed by the State government.

The number of recognized private secondary schools also known as Swatwadharak schools, is 72 and those which have been given the right to establish but no recognition, number

over 700. The major difference between these two categories of private schools from the point of view of students is that while the former is affiliated with the Bihar School Education Board (BSEB) and, therefore, the students can appear in the Board examination directly, the students in the latter category of schools can take Board examination only as private candidates after being registered with a government or recognized private schools.

An interesting point about these schools is that while they are not entitled to any grant from the government, they are fully under its control. The government has not made any rules for running these schools. There is a general perception that these schools have not followed transparent procedures for teachers' appointment and they do not pay appropriate salaries to the teachers. Most of these schools have some structures but no regular class or teaching takes place over there. These schools were established largely in the 1980s. These schools have come to be known as Vitta-Rahit schools.

Among the private schools, there are not only the Vitta Rahit schools but also schools affiliated to CBSE and ICSE. There are 205 schools under CBSE affiliation and 28 affiliated to ICSE. A large number of minority schools in Bihar are affiliated to BSEB but some are affiliated to CBSE and ICSE.

### **4.3 Institutions for Teachers Education and Educational Research, Planning and Management.**

The following are the institutions in this category:

- a) State Council for Educational Research & Training (SCERT)
- b) State Institute for Educational Management and Training (SIEMAT)
- c) State Institute for Educational Technology (SIET)
- d) Primary Teachers Educational Colleges (PTECs)
- e) District Institutes for Education and Training (DIETs)

None of these institutions is autonomous. They are run as government departments. The SCERT was established by a Resolution of the Government passed on 06.03.1980. The functions assigned to it were: preparing curriculum and syllabi, organizing writing of textbooks for different subjects and grades and imparting pre-service and in-service education of teachers.

The SCERT today is in a badly run-down condition. The pre-service and in-service education that it used to provide earlier was stopped from 1992-93 onwards. It never undertook research activities because no budgetary provision was ever made for this purpose. A large number of posts in this institution are vacant and barely ten per cent of its capacity is being utilized. Recently, an attempt has been made to strengthen its capacity through the appointment of new lecturers, assigning new tasks like organizing a debate and consultation on the National Curriculum Framework-2005 and preparing the Bihar Curriculum Framework and Syllabi for schools based on this framework. It is now also being associated in assisting in providing on-service training to untrained primary and the middle school teachers appointed recently.

SIEMAT was created in 1997 as a part of the District Primary Education Programme (Phase-III) for training education officers in planning and management. At present, it is running as an extension of SCERT under the overall supervision of its Director. The SIEMAT has carried out some useful activities in the field of training of education officials in the planning and management of education.

The SIET was established under the State Education Department as one of the institutions of the Government of India for making educational films for children in schools. It was registered as an autonomous society in 1994 with full funding from the Government of India. With the stoppage of Government of India's funding from 2001, the activities of this institution came to a standstill and the staff went without salaries. Recently, a number of staff members of SIET has been assigned to SCERT or other government posts, but there are still others whose future remains uncertain. Like SIEMAT, SIET in its current emaciated form, is working as an extension of SCERT.

In addition to the above, State level institutions, there are 60 PTECs spread over different parts of the State. They were earlier used for imparting 2-year training for preparing elementary school teachers. But when in 1992 the Government of India sanctioned the creation of the DIETs in each district, 24 of the PTECs were proposed to be converted into DIETs & necessary sanction for it under the centrally sponsored scheme was obtained. In addition, proposals for the creation of 13 more DIETs were submitted to the Central Government, which included DIETs in four newly created districts namely, Jehanabad, Supaul, Saharsa and Jamui where there were no PTECs. When in the early 90s, the training of teachers for schools in Bihar was stopped following the government's decision that it was no longer a requirement for appointment as teachers, the whole process of the conversion of PTECs into DIETs and the establishment of new DIETs came to a standstill. The training which had been started in some of the DIETs, was stopped and the DIET as an institution, suffered neglect and decline. The funds sanctioned by the Government of India for the establishment and running of DIETs remained largely unutilized.

The Commission visited the DIET located in Madhepura and found it to be in a very bad shape. The vast facilities created for building this DIET were no longer being utilized and, hence, were not being looked after properly. The infrastructure of the institution was in a dilapidated condition. Most of the faculty positions were lying vacant, though most of the clerical and class IV staff members was still in position. The only activity that the Commission saw was the training in one of the buildings of the institution, of 40 newly recruited primary teachers. But for this also, the DIET had only made available its rooms and other facilities; no faculty member of the DIET had any role in the training programme.

There can be no quality education without universities contributing to the training of teachers. The Commission visited the Department of Education of the Patna University and did not find it to be in a very good condition. Only three serving faculty members were permanent. The rest had come on deputation from outside. Most of the senior teachers of the Department had gone out on deputation. The present head of the Department, who is at the Lecturer's level, can hardly be expected to provide leadership. The Department has a reasonably good library but no librarian. The shrinkage in the Department's activities was demonstrated by the fact that a good part of its building was shared by the Academic Staff College of the University. The Department is still maintaining its traditional links with the Patna Training College which is in the same campus, and with the University Department of Psychology.

The private B.Ed. colleges which mushroomed in the second half of the 1990s & many of which closed subsequently, take tests of their own for admission. However, there is no control over the quality of the training imparted by them. Besides, they charge exorbitant fees for admission.

There are 6 government B.Ed. training colleges out of which only one is recognized by NCTE. In addition, there are 5 constituent colleges of the university, 3 of the Patna University and 2 of the Magadh University, imparting B.Ed. training. There are 15 private training colleges for B.Ed., affiliated to universities. 700 B.Eds are trained every year from the training colleges in these universities. They also confer, on an average, 40 M.Ed. degrees every year. None of these institutions conduct in-service education programme.

The second category of institutions related to school education in Bihar are the various Boards which take examinations, develop curriculum and prescribe syllabi for schools. These include:

- a) Bihar School Examination Board (BSEB)
- b) Bihar Intermediate Education Council (BIEC)
- c) Bihar Madrasa Shiksha Board
- d) Bihar Sanskrit Shiksha Board

These institutions primarily conduct examination and issue certificates to students who pass in the respective examinations. They have rarely discharged their mandate of developing curriculum and syllabi, giving advice to the government on improving courses of studies and method of teaching or getting textbooks written. In any event, these parts of their mandate overlap with those of SCERT. Ironically, some of these functions have also been assigned to the Bihar State Textbook Corporation which also has seldom discharged them.

**Bihar School Examination Board :** Until 1917, the Matric examination in Bihar was conducted by the Calcutta University. After its establishment in 1917, the Patna university started conducting these examinations. This continued until 1952 when the Bihar School Examination Board was established. The Board conducted examinations up to class XI till 1980. After the 10+2+3 system of education came into practice in Bihar, the Board started taking exams at the end of class X from 1982 onwards. The Board does not get any grant from the government. In 2005, it earned a profit of Rs. 7 crores. In spite of its much wider mandate going beyond conducting examinations, the Board has not played much of an academic role.

The Bihar Intermediate Education Council Act 1952 assigned to this Council functions similar to those performed by BSEB, for Plus-Two level of education. In addition, this Council was authorised to grant recognition and permission to establish private and unaided intermediate level educational institutions. After the decision of the Government of Bihar to integrate Plus-Two education with the secondary school system, the Bihar Intermediate Education Council was dissolved under an Act passed by the State Legislature during the month of April 2007. Under this Act, most of the functions of the Intermediate Council have been transferred to the BSEB.

Bihar Madarsa Shiksha Board is an autonomous body constituted under an Act of 1980. The main objective of the Act is to develop and facilitate Arabic, Farsi and Islamic studies in the State. The Bihar Sanskrit Shiksha Board was established in 1981 for the promotion of Sanskrit

education and to regulate and conduct examinations for students studying in Sanskrit Vidyalayas. The Sanskrit Vidyalayas impart primary (class I-V), middle (class VI to VIII) and secondary (class IX to X) education.

The two other school-related institutions in Bihar which do not fall under either the category of teachers education institutions or institutions for conducting examinations, are the Bihar State Textbook Corporation and the Bihar Education Project. The Bihar State Textbook Corporation was established in 1965 under the Companies Act of 1956, for publishing and distributing text books from grade I to X. Further functions assigned to the Corporation include preparation of curriculum, development of syllabus and making arrangements for writing of text books. Since there has not been any change in the curriculum and syllabus for over 10 years, the Corporation has been reprinting old text books. Besides, these functions, as already stated, overlap with similar functions assigned to both the SCERT and BSEB. With the recent decision of the Government to entrust to the SCERT the preparation of the Bihar Curriculum Framework on the basis of the NCF-2005 and the development of syllabus based thereon, the Corporation's activities in future would remain confined to printing and distribution of books. The Education Secretary is the ex-officio Chairman of the Corporation and it has a full-time Managing Director. Moves are afoot to restructure the Corporation on professional lines. The Corporation is not receiving any grant from the government and is being run on commercial lines. For the last three years, the Corporation has reported after-tax profits of Rs.2.60 crores for 2003-04, Rs.1.05 crores for 2004-05 and Rs.3.96 crores for 2005-06.

The Bihar Education Project Council (BEPC) is a society registered in 1991. It was established primarily to implement Bihar Education Project with international funding. It had the very ambitious objective of restructuring the elementary education system in the State, focusing on the education of the girls and the disadvantaged. It also aimed at giving teachers a prominent space, ensuring strong community involvement and carrying out its programme in a mission mode.

Originally taken up in four districts of West Champaran, Muzaffarpur, Rohtas and Sitamarhi., the project was later extended to three more districts namely Ranchi, Singhbhum and Chatra. The funding partner of the BEPC were the UNICEF and the Central Government, sharing 85 per cent of the financial burden. 15 per cent of the finances were provided by the State Government. Subsequently, UNICEF expressed its inability on account of paucity of resources, to fund additional teachers' salaries and construction of new school buildings and classes. Consequently it was agreed to carry out the project under the sponsorship of DPEP (Phase-III). The project coverage was extended to 17 districts in the then State of Bihar. Because of the brand name it had created, the BEPC was entrusted with the task of implementing the successor project also. As the DPEP was coming to close, the BEPC again switched its gear, and started carrying out the programmes under the Sarva Shiksha Abhiyan (SSA) which was launched in all the districts of Bihar in 2001.

#### **4.4 Recent Major Initiatives in School Education**

The year 2006 can legitimately be regarded as a landmark in the history of school education in Bihar. It witnessed several changes of far reaching implications which if sustained, have the potential of restructuring the very character of school education system in Bihar.

**(a) Teachers Recruitment and Deployment**

In the beginning of 2006, the State government took the unprecedented decision to appoint 2.6 lakhs elementary and secondary school teachers to clear the entire backlog of vacancies and to bring all out-of-school children into the elementary schools. The salient features of the teachers recruitment drive are as follows:

- i) The policy is specifically aimed at bringing teacher : pupil ratio to 1:40;
- ii) 60,000 teachers' positions have been created for schooling 24 lakhs out-of-school children;
- iii) The system of para-teachers or contract teachers has been abolished in order to secure equality and social justice in the school system; and
- iv) The recruitment of this vast number of teachers has been decentralized and is being done by the Panchayati Raj Institutions.

With regard to the salaries of the newly appointed teachers, keeping in view the State's limited resources and the meagre Central Government support, the State had two choices: first, to maintain the old level of salary and appoint lesser number of teachers depriving a large number of children of their right to education according to Article 21A of the Constitution, or forcing them into crowded class rooms; and the second to reduce the salary to a reasonable level and appoint a larger number of teachers. The State exercised the second choice. This policy has evoked a very encouraging response from the people to join the profession.

For recruiting such a vast number of teachers within a short space of two years, the government had to recruit teachers which do not have all the required qualifications, particularly that related to teachers training.

The transfer and posting of teachers till recently was regarded by the political and administrative classes in Bihar as an industry for making profits. This led to wide-spread corruption and harassment of teachers. They were deliberately posted to undesired locations so as to compel them to bribe officials in order to get their choice postings. The government has taken the decision of declaring teachers' cadres as non-transferable. At the same time, the teachers have been given the option to exercise choice and ask for the schools where they would like to serve, subject to the condition that there are vacancies in the schools asked for. When more than one teacher asks for posting in a school which does not have as many vacancies, those with disabilities and female teachers are given preference and after that, the posting is made according to seniority. This policy change has been highly appreciated by the teachers and has stopped crowding of the Secretariat and the District Education Offices.

**b) Engagement of Teachers in Non-Teaching Capacities**

The Government has issued orders preventing engagement of teachers in non-teaching capacities or their assignment to non-teaching posts, including elections.

**c) Redressing Teachers Grievances:**

There was a tendency earlier to stop teachers' salaries and to suspend them for any omission or commission. This approach did not work. Teachers' morale went down and long suspensions led to further shortage of teachers in schools. Teachers were also forced to go to courts for all sorts of service matters. A series of instructions have recently been issued to prevent stoppage of teachers' salary or their suspension on flimsy grounds. As a result, there has been a substantial decrease in court cases and there have been very few recent cases of suspension and stoppage of salary.

**d) New Schools**

There has been hardly any significant increase in the number of regular schools in the State after private and local body schools were taken over in the 1970s and later in the 1980s. The response of both the State and Central Governments as well as of the aid-giving agencies to the challenge of enhancing enrolment, was the opening of parallel streams such as Educational Guarantee Schemes (EGS) and learning centres run by para-teachers known as Shiksha Mitras. The State decided to abolish this system and instead to open some 15,000 new primary schools in the year 2006-07. The schools to be newly built have since been notified by the Panchayati Raj Institutions concerned. By a Cabinet Resolution, the community is being encouraged to donate land, if government land is not available in the sighted localities. In the absence of community land, the government would acquire land for the construction of the new school buildings. The decision to open 15,000 schools within a period of couple of years is indeed unprecedented.

**e) Integrated School Development**

The State government has adopted the concept of integrated school development, instead of adding class rooms to the existing schools which lack most of the basic facilities. This concept is being sought to be implemented as the Mukhya Mantri Samagra Vidyalayas Vikas Yojana. For this purpose, the State has provided funds not only for the construction of additional class rooms but also for major repairs and renovations, facilities for games and sports, construction of boundary walls, provision of drinking water and sanitation, toilet facilities, construction of Anganwadi centres within or close to the school and provision of store-cum-kitchen for mid-day meals.

**f) Early Childhood Care and Education (ECCE)**

ECCE aims at holistic child development, apart from being a stepping stone for preparing young children for 8 year of free and compulsory education mandated under Article 21A of the Constitution. The Welfare Department of the State government has negotiated with NABARD for funding the construction of 80,000 ECCE centres in and around primary schools.

**g) Mid-day Meals**

The State government has chalked out a programme to streamline the mid-day meal scheme. It has decided to delink teachers from the scheme and transfer the

preparation and serving of mid-day meals to mother's committees, self-help groups and NGOs in urban areas.

**h) The New Syllabus**

The State has taken the initiative to revise the curriculum and syllabus for schools in Bihar on the pattern of the National Curriculum Framework (NCF-2005). A Bihar Curriculum Framework has been prepared. Teachers are being engaged in the interpretation of syllabi and are also being encouraged to go beyond text books and design innovative and contextual teaching practices. The practices and training would incorporate gender equality, sociological aspects of disability and concept and practices of inclusive education that address diversity in classrooms as a part of common schooling.

**i) On-service Training**

An innovative on-service training scheme has been conceptualized and designed with the help of IGNOU and the National Council of Teachers Education (NCTE) whereby learning materials prepared by IGNOU would be made available to teacher trainees who would assemble for training in the Block and Cluster Resource Centres once a week on a rotational basis. They would be tagged on with senior teachers who would work as their mentors. Trainee teachers would share their weekly experience and difficulties in class rooms and mentors would help them in contents as well as pedagogy. At the end of two years' period (a total of 140 days), trainee teachers would be required to take examination and obtain a diploma or certificate for being trained.

**j) Secondary Education**

The State has five secondary schools for one lakh population against the national average of 13 schools. No new teachers have been appointed since the early 1980s when the private secondary schools were taken over by the government. Even the policy of opening private schools was discouraged. The government has decided to clear the entire backlog of over 12,000 teachers vacancies in the secondary schools. Besides, additional positions for 10,000 secondary teachers have been created for improving access. The approach for the appointment of these teachers is the same as for the teachers in the primary and middle schools. In addition, as in the case of the latter schools, funds are being provided in phases for the integrated development of secondary schools also.





## Chapter – 5

# Some Issues Relating to the Common School System

### 5.1 Types of schools

The National Policy on Education, 1986, (modified in 1992) provides, among others, the following:

“Paragraph 3.3: National System of Education envisages a common educational structure. The 10+2+3 structure has now been accepted in all parts of the country. Regarding the further break up of the first 10 years, efforts will be made to move towards an elementary system comprising of 5 years of primary education and 3 years of upper primary, followed by 2 years of High School. Efforts will also be made to have the +2 stage accepted as a part of the school education throughout the country”.

Following the National Policy, the State Government adopted the pattern of I to V as primary and 1 to VIII as upper primary schools. While this pattern of elementary education exists in theory, on the ground there are variations. Another anomaly in the State has been that the +2 stage of education is far from being integrated into the school education system. There are three ways in which higher secondary education is imparted in the State: imparting +2 or intermediate education in degree colleges (231 in number); imparting such education in the university affiliated (private) colleges (95 in number); and giving such education in stand-alone intermediate colleges (507 in number). The Table below indicates the complexity of the school types at the elementary and secondary levels in Bihar.

- |              |            |           |
|--------------|------------|-----------|
| 1. I-V       | 2. I-VII   | 3. I-VIII |
| 4. VI-VII    | 5. VI-VIII | 6. VI-X   |
| 7. VI-XII    | 8. VII-XII | 9. VII-X  |
| 10. VIII-XII | 11. VIII-X | 12. IX-X  |
| 13. XI-XII   |            |           |

The Commission is suggesting in the attached Chart a simplified and uniform schooling pattern throughout the State, keeping in view the following considerations:

- One year of pre-elementary education should be given in the primary school as well as in the middle school.
- Since under Article 21A of the Constitution, it is obligatory to provide free and compulsory education from age 6 to 14, schooling up to Class VIII should remain a part of elementary education.
- According to the norms laid down in the National Policy on Education (1986), younger children in the age group of 6-11 years must have a school in the walking

distance of one kilometer; the children in the age group 11 to 14 years may walk a little longer, say, a maximum of 3 kilometers for going to a middle school. While the Commission is recommending the universalisation of secondary education by 2016, this grade of education still stands on a different footing than the elementary education which is now a fundamental right.

- d) Children graduating from elementary stage must have an easy access not only to two years of secondary schooling but a further two years of senior secondary schooling as only after that, all children would have equal opportunity to access higher and professional education or to go in for meaningful employment or self-employment. That is the rationale behind the national policy on education recommending that the +2 stage should become a part of the school education throughout the country.
- e) In the U.N. Convention on the Right of the Child, one remains a child until reaching the age of 18. This implies that the right place for a child in the age group 16-18, as for all children, is a school. India is one of the countries which have acceded to this Convention.

More specifically, the Commission makes the following recommendations:

- 1) A uniform pattern of schooling in the State, with primary from grade I to V, middle from grade I to VIII and secondary, including senior secondary, from grade IX to XII.
- 2) Each primary and middle school would have one year of Bal Varg attached with it.
- 3) As regards the nomenclature to be used, Primary Schools from grade 1 to V will continue to be called Prathmik Vidyalayas; and upper primary schools from grade I to VIII will be called Middle Schools or Madhya Vidyalayas. While schools from grade I to VIII will be called Madhya Vidyalayas, education from grade I to VIII will be called elementary education. Institutions imparting secondary education from grade IX to X will be called Secondary Schools or Madhyamik Vidyalayas; whereas institutions in which grades XI and XII are added to grades IX and X, will be called Senior Secondary Schools or Uchch Madhyamik Vidyalayas.
- 4) The middle school will not be upgraded to a secondary school. Instead, a senior secondary school consisting of classes IX to XII would be opened, keeping in view the location, land and other available facilities.
- 5) The management of a middle school must be separate and independent from that of a senior secondary school even though the two institutions may share resources.
- 6) Seats for +2 education will be created with necessary facilities in a nearby secondary school, for shifting intermediate courses being imparted in constituent and affiliated colleges. This process should be completed within a maximum period of three years.
- 7) All stand-alone intermediate colleges must reorganize and rename themselves as senior secondary schools by adding classes IX and X.

## Recommended Types of School

Category	Types of School	Nomenclature	Age Groups	Grade	Norm	Phasing
I.	Pre-Elementary & Primary	Primary	5-6 6-11	Bal Varg I to V	Within Habitation up to 1 Km.	Bal Varg by 2011 and Primary by 2013
II.	Pre-Elementary, Primary and Upper Primary	Middle	5-6 6-11 11-14	Bal Varg I to VIII	Within Habitation up to 3 kms.	Bal Varg by 2011 and Primary & Upper Primary by 2013
III.	Secondary & Sr. Secondary	Sr. Secondary	14-18	IX to XII	Within habitation up to 5 kms.	Secondary by 2016 Sr. Secondary by 2017

### 5.2 Pre-elementary education

Researches undertaken worldwide have demonstrated that the first 6 years in the life of a child is crucial for her life long development. Early childhood stage is also important as a foundation for the inculcation of social and personal habits and values that are known to last a life time. Researches also have brought out that early childhood education significantly contributes to retention of children in school and raises their achievement levels.

Early Childhood Care and Education (ECCE) as a concept was pioneered in India by Gijubhai Badheka, Tarabai Modak and Maria Montessori in the decades preceding independence. Our great educational thinkers like Mahatma Gandhi, Zakir Husain and Rabindranath Tagore stressed the significance of this phase of education as being critical to the formative years of child development. Western thinkers like Rousseau, Froebel, Dewey, Piaget and others have contributed to the criticality of philosophical, sociological, psychological and pedagogical dimensions of childhood development. Both before and after independence, the concern for early childhood education periodically assumed the form of social awareness campaigns in certain parts of India, especially Gujarat, Maharashtra and Tamil Nadu.

The Constitution of India recognized the importance of holistic child development, with pre-school education as a critical component, by including the 0-6 year age group children in the *original* Article 45 which directed the State to provide “free and compulsory education for all children *until they complete* the age of fourteen years (emphasis added).” In the wider context, Article 39 (f) directed the State to ensure that “children are given opportunities and facilities to develop in a healthy manner and in conditions of freedom and dignity and that childhood and youth are protected against exploitation and against moral and material abandonment.” These Constitutional provisions implied that meeting the nutritional, health, psychological and educational needs of children below six years of age is integral to the duties of the State. The Supreme Court of India in its historic Unnikrishnan Judgment (1993) declared that the provision

in Article 45 covering “all children *until they complete* the age of fourteen years”, is a Fundamental Right.

In spite of these Constitutional provisions & its interpretation by the Court, the 86<sup>th</sup> Constitutional Amendment Act (2002) excluded 17 crore children below six years of age from the fundamental right to education by restricting Article 21A to 6-14 year age group. The situation was, however, retrieved to some extent through the amendment in the same Act of the *original* Article 45. The *amended* Article 45 reads as follows:

“The State shall endeavour to provide early childhood care and education for all children until they complete the age of six years.”

If we apply the logic of Supreme Court’s Unnikrishnan Judgment, then the provision in the *amended* Article 45 for children below six years of age should also be accorded the status of a Fundamental Right.

## **Policy Framework**

NPE-1986 recognized the holistic nature of child development viz. nutrition, health, social mental, physical, moral and emotional development. For this, the Policy decided to give high priority to ECCE and stated that “ECCE will be child-oriented, focused around play and the individuality of the child. Formal methods and introduction of the 3 R’s will be discouraged . . . . local community will be fully involved . . . . . A full integration of child care and pre-primary education will be brought about . . . . .”

In spite of this clarity, the Integrated Child development Services (ICDS), the flagship programme of the Department of Women and Child Development, Ministry of HRD, have remained largely confined, for more than 30 years, to providing nutritional supplement and weight check-ups. Thus, ICDS, at its best, has come to be viewed as a nutritional scheme for the 0-3 year age group, though it is equally directed towards all children below six years of age as well. For 3-6 year age group children, the essential component of pre-school education has been almost completely ignored, thereby negating the notion of holistic child development. There has been repeated assertions to universalize the ICDS. The Supreme Court has given a directive to this effect. The SSA aims to “set up *anganwadis* in areas hitherto not covered”. But in spite of all this, the ICDS has not been able to cover more than 22% of the children in the 0-6 years age group.

## **Commission’s Frame of Reference and its Recommendations**

Taking a comprehensive view of ECCE, the Commission has come to the following conclusions:

- Any further delay in universalizing ECCE will have adverse and, possibly, irreversible impact on the quality of life in the country as well as the capacity of the children to benefit from school education. This aspect of ECCE, does not fall within the Commission’s purview.

- The pre-school education component of ECCE for the 3-6 years age group children is a direct concern of the Commission. Without creating appropriate structures and support system, this aspect of ECCE can not become available to the children of the masses. The privileged sections of society have gained access to pre-school education, in some form or the other, by paying for it.
- The Commission is of the view that pre-school education must be incorporated ultimately within schools, especially for the 4-6 year age group, so that it is provided for along with elementary education and becomes available to all children. This view is broadly in consonance with the position taken by NCERT's National Focus Group on "Early Childhood Education" (NCERT, September 2006) as well as the Ashok Ganguly Committee Report submitted to the Delhi High Court in March, 2007.

While taking this view, the Commission notes the following reality:

- i) Pre-school education has been, normally speaking, perceived as an externality to school education. Hence its name.
- ii) ICDS has, by and large, ignored the early childhood education component for more than three decades. This component is unlikely to gain importance in the ICDS design unless it is brought within the purview of the Departments of Education both at the Centre and in the States and Union Territories.
- iii) Early Childhood Education is made available mainly through the private sector, either as an adjunct to the school or in a separate institution, including the unrecognized ones. There is hardly any structure or mechanism instituted by the state governments to ensure certain norms and standards and regulate its quality.
- iv) Several expert reports have recognized that the nursery and kindergarten facilities of the private schools, with some honourable exceptions, provide pedagogically unsound education - boring, burdensome and oppressive for the child. This is harmful from the standpoint of holistic child development.
- v) The old but highly progressive practice of having a Bal Varg (a pre-elementary class) in every primary and middle school in Bihar has gradually dwindled and almost disappeared. What remains today is a nominal reflection of the past.
- vi) There is no institution at present in Bihar that prepares teachers for education of the 3-6 year age group, either through pre-service, in-service or on-service education.
- vii) The teacher education and curriculum development institutions in the state viz. SCERT, DIETs and BRCs generally lack expertise and experience in this field. This aspect of child development has also remained ignored in the Universities of the State.

The Commission is of the view that Bihar should take the lead in universalizing one year of free and compulsory pre-elementary education as a part of the Common School System. This will be in keeping with the intent of the constitutional provisions on child care and education, the Supreme Court's directive for universalizing the ECCE and India's commitment under the UN Convention on the Rights of the Child. This will of course, require additional resources,

additional classrooms in every Primary and Middle Schools, recruiting new faculty in teacher education institutions and a massive drive to appoint qualified teachers. In preparing the blueprint for the Common School System and working out its financial implications, we have taken into account this additional dimension of school education.

Pre-elementary Education shall be provided as part of the framework of the Fundamental Right to Education since, without it, the children would not be ready to receive elementary education either.

In our recommendation on the infrastructure for Primary and Middle Schools, we have recommended the addition of a hall for accommodating children in the age group 5-6, and the provision of other facilities. Each elementary class will have 25 – 30 children and each section of the class will require a separate qualified and trained teacher along with a Helper.

Facilities for pre service, in service and on service education for pre-elementary education shall be created in the SCERT, DIETs and PSKs (Prakhand Shiksha Kendras) at a pace that matches the universalisation of pre-elementary education for the 5 – 6 year age group within a period of 5 years.

Universities and Colleges shall be supported to initiate courses and research work related to child development studies and teacher education in this field.

After five years experience of providing pre-elementary education to children in the age group 5 – 6, the State Government should review the outcome of the experiment and take a decision whether such education should be extended to the age group 4 – 5 also. Of course availability of additional resources would be a major consideration in this regard.

In designing the pre-elementary class and carrying out the education programme, it will be very much worthwhile to bear in mind, some of the recommendations made in the Ashok Ganguly Committee Report on Pre-primary Education presented to the Delhi High Court on the 7<sup>th</sup> March 2007. Some of these recommendations are:

- 1) Every class shall have separate designated space and ambience even though they may be located in the same campus. This is to ensure that small children are secure and have their own identity and space and are not overawed by older children;
- 2) The school hour should also be different, not more than 3 – 4 hours daily for 6 days in a week; the classes may start later; and
- 3) There shall be no school bag for carrying any prescribed books. The children will carry only Tiffin box and play materials from home to school and back home.

The children in the Pre-elementary class will be served mid-day meals as the other children in the Primary or Middle school. It will, therefore, be necessary to request the Department of Women and Child Welfare, that the cost for providing mid-day meals (MDM) to the children in the age group 5 – 6 years should be reimbursed to the State Government, under the ICDS programme. Reimbursement should be made on the basis of actual cost per child on MDM, incurred in the school.

## References

1. NCERT (2005), National Curriculum Framework-2005, December 2005, pp. 140, New Delhi.
2. NCERT (2006), National Focus Group Position Paper on “Early Childhood Education”, September 2006, pp. 51, New Delhi.
3. Tamil Nadu Forum for Creche and Child Care Services (2006), An Early Childhood Education Curriculum for the Young Child (3-5 Years), pp. 21, Chennai.
4. Hon’ble Delhi High Court (2007), Ashok Ganguly Committee Report, Vide Hon’ble Delhi High Court orders dated 07.03.2007 in Social Jurist, A Civil Rights Group vs. Union of India etc. (W. P. (C) No. 12490 of 2006), [www.cbse.nic.in](http://www.cbse.nic.in)

## 5.3 The Schedule for Guaranteeing Right to Education and Building the Common School System

- i. The goal of free & compulsory education for all children in the age group 5-14 years will be reached in 5 years starting from April 2008, i.e. by 2012-13.
- ii. The goal of universalizing secondary education will be reached in 8 years by 2015-16.
- iii. The goal of providing facilities according to the norms of the CSS, for senior secondary level education to 70% of the children completing secondary level education, will be reached by 2016-17.

All the infrastructure, furniture, equipment etc. will be in place by these datelines. In addition, the following features of the CSS should attract a progressively larger number of children to schools leading up to the universalization of elementary and secondary education during the next 5-8 years.

- a) At the pre-elementary & elementary level,
  - i) Provision of education free of any fee or charge.
  - ii) Free supply of textbooks, exercise books and school uniforms.
- b) Universalization of mid-day meals up to the Upper Primary level.
- c) Involvement of ‘mothers’ in the preparation and serving of mid-day meals.
- d) Introduction of the concept of Poshak Kshetra whereby every school will be obliged to admit all the children residing in the designated Poshak Kshetra.
- e) Measures taken to make the system inclusive:
  - Mainstreaming out-of school children
  - Provision for educating the physically & mentally handicapped in the schools in the Poshak Kshetra where they live.

- f) Much enhanced involvement of parents in the management of schools.
- g) Provision of facilities like, well-equipped labs., library etc. which will go towards enhancing the quality of education.
- h) Substantial improvement in the quality of education to be brought about by ensuring that every teacher is trained, she gets adequate salary & has job security, she gets regular in-service training, quality of institutions imparting training to teachers is upgraded, teachers are provided opportunities & facilities like sabbatical leave for undertaking research and study, and the Sankul Shikshak Manch for self-improvement and innovation, teaching is organically linked to research and experimentation, curriculum is modernized, full scope is given for pedagogic innovation and improvement, and teachers are duly rewarded for any special contribution to teaching and child development.

As supplementary efforts, the following other measures can be taken to stimulate demand for school education :

- 1) Communicating the message of right to free and compulsory elementary education to every parent and child.
- 2) Communicating the main features of the CSS & its unique advantages to the parents & children.
- 3) At the initial stage of the phased programme, enrolment and retention drive at the level of each household with the help of the Gram Panchayats.

The provision for free & compulsory education, the unique advantages of the CSS & the above-mentioned measures for stimulating demand, should together, take care of the problem of main-streaming out-of-school children in the age groups 7-9 years and 10-14 years. The Commission does not think that in the new context of the CSS, it should be necessary to organise residential or non-residential bridge courses for main-streaming out-of-school children.

## **5.4 Elements of free and compulsory education**

### **5.4.1 Provision of Textbooks & Stationery**

At present, under the Sarva Siksha Abhiyan, books and stationery are provided to girl, Schedule Caste and Scheduled Tribe students in Bihar upto the elementary level, that is Class VIII. We recommend that these be provided to all students upto Class VIII. In our view, books and stationery being the indispensable means of learning, are covered under the heading “free” education, which according Article 21 A of the Constitution of India, has to be provided to all children within the age group 6-14.

Books here mean textbooks approved by the Department of Human Resources Development. Stationery should include prescribed workbook, drawing book, colour box, geometry set and learning aids & material. It will be the



responsibility of the State to arrange to deliver the books and stationary to the Headmaster of each elementary school before the commencement of the academic session. And the Headmaster should distribute the books & stationary to the students at the commencement of the session, and in any case, not later than two weeks after commencement.

#### **5.4.2 Provision of School Uniform**

We recommend the supply by the government, of two sets of school uniforms to all school children in the age group 6 – 14. School uniforms contribute to the inculcation of a sense of identity as belonging to a particular school community. Besides, in the poverty-stricken State of Bihar, uniforms meet one of the minimum requirements for the children to be able to come to the school in a reasonably presentable form. In the process, uniforms also engender among the children, self-respect & confidence.

Each V.S.S. should be provided by the Government, a cash grant for the provision of uniforms at a standard rate per child per year. The V. S. S. should call a meeting of the parents for distributing the cash among them. The uniform should be prescribed by the V. S. S. for each school in consultation with parents and students. But different schools can have different uniforms. It will be compulsory for the government to provide uniforms to all students and for the students to wear it, but it should be left to parents to decide whether they will accept the cash amount paid for the purpose or they will get the uniform made at their own cost. After the cash payment, each parent will make his or her own arrangement for getting the uniform made.

#### **5.4.3 Mid-day Meal**

A number of our interlocutors suggested that the serving of cooked mid-day meals in primary schools (class I to V) should be stopped. They thought that it militated against the human dignity of the children. Seeing them standing in a queue with outstretched hands holding a plate & asking for food to be served, did not make a gainly sight. Besides, mid-day meals constituted a massive distraction from teaching. Hours before the meal is served, children start thinking about it rather than concentrating on their lessons. Teachers get willy–nilly involved in the mid-day meal process and thus have less time and energy left for teaching. The headmasters, in particular, have to devote a good chunk of their time to supervising mid-day meals. Some of them are even required to keep accounts which not only necessitates their devoting time to it at the cost of class supervision and teaching, but also if things go wrong, they get into avoidable controversies.

We also heard complaints that children from outside the school, often larger in number than the school children, turn up for the mid-day meals, creating much confusion and even tension, apart from involving the government in extra expenditure. We saw a newspaper report about a major controversy between a

headmaster of a primary school and the office bearers of the Gram Panchayat where the school is located, on the issue of serving meals to children outside the school. The headmaster was under tremendous pressure for allowing mid-day meals to be served to children outside the school who were daily assembling at the school premises for mid-day meals, at the instance of the Gram Panchayat officials who were motivated by the desire to gain local political advantage.

These alleged deficiencies of the mid-day meal scheme are largely exaggerated. Most of the problems related to the scheme can be resolved or taken care of by the adoption of suitable corrective measures. On the issue of the human dignity of the children, we would like to point out that there is nothing more degrading than a society's inability to provide food to its children. Therefore, meeting even a part of the food requirement of the children should enhance rather than undermine their human dignity. There is also no reason for the children to appear like supplicants while asking for the meal. With proper arrangement & the creation of suitable environment for serving the meal, the entire affair can be turned into a group participation & sharing. The problem of outside children coming for the mid-day meal will disappear once elementary education is universalized as per the requirement under Article 21 A of the Constitution. This according to our recommendation, should happen within five years.

The mid-day meal has become an essential part of the elementary school system in India, and is likely to remain so in the foreseeable future. It is a partial compliance with the right to food as a part of right to life, guaranteed under the Indian Constitution. That is why the Supreme Court of India has, in its judgments, made mid-day meals compulsory and is carefully watching its compliance. Besides, empirical studies have shown that the provision of mid-day meals has resulted in a significant enhancement of enrolment. Besides, it provides an excellent opportunity for socialization among children coming from different castes, classes and religions. We also find no substance in the argument that with the mid-day meal there, children come to the school only for eating & not for learning. At its best, this argument is exaggerated. In several instances, it has been observed that fewer children seek mid-day meals than those who are enrolled & present.

We, however, feel that there is a strong need & much urgency for removing some of the deficiencies of the system prevailing in Bihar for providing mid-day meal, and adopting positive measure for realizing the full potentiality of the welfare gains of the scheme. To this end, we make the following recommendations :

- a) The State should take measures effectively to counter false and exaggerated criticisms of the mid-day meal scheme and drive home the messages of its relevance & significance in the present Indian context, particularly its highly beneficial socializing function in a pluralistic society like India.
- b) Teachers should, by and large, be disengaged from managing the provision of mid-day meal. This is already happening in Bihar to a large

extent. Mid-day meal is now being managed by the Vidyalaya Siksha Samiti (V.S.S.) which arranges to get grains provided for this purpose and lifted from the P.D.S., receives the cash for other inputs into the mid-day meal, from the government, & makes arrangement for the cooking and serving the mid-day meal. We found that the Samiti in most instances has appointed one person to cook & another to serve the meal. Nevertheless, the headmaster or teachers nominated by him are still involved in the process. This must stop. The entire function of supervision should be discharged by the V.S.S. The very presence in the school premises of the headmaster and teachers should have a salutary effect on the process of providing the meal. In general, the responsibility for the cooking & serving of mid-day meal should be entrusted to “Mothers’ Committees”, consisting of a selected group of the mothers of the children studying in the school. This task should be discharged by the self-help groups formed by Mahila Samakhya Samitis wherever such groups exist. Since these groups consist of only women, they can be regarded as not very different from “Mothers’ Committee.” In areas where Mahila Samakhya Samitis are not active, the responsibility should devolve on other self-help groups of women, wherever such groups are present. In the part of the State not served by any self help group, the V. S. S. should take initiative to set up Mothers’ Committees. However, the task of over-all supervision should continue to rest with the V.S.S. The supervisory role of Gram Panchayats in the provision of mid-day meal should be discharged through their representative in the V.S.S. So far as the provision of mid-day meal in the rural areas is concerned, NGOs should not be brought into the picture.

- c) The mid-day meal should be cooked and served in the compound of the school. Taking the children out to a community centre for the mid-day meal will be disruptive of the school routine. Bringing the food from outside to serve in the school runs greater risks of adulteration of the food and its quality suffering.
- d) In the planning for building new schools or for renovating & expanding the existing ones, specific provision should be made for a minimum amount of land for building a shed within the school compound for cooking the mid-day meal. Financial provisions should also be made for the construction of the shed, & for providing utensils for cooking & serving the meal. These should be regarded as a part of the infrastructure and supplies for the school & should be treated as a part of the prescribed minimum norm.
- e) Even in the urban areas, it should not be difficult in most of the towns to provide, as a part of the school building, for a shed for cooking the mid-day meal. But schools in metropolitan cities do face the problem of dearth of space. In such cities, there may be no alternative to making arrangement for cooking outside the school premises. In such a situation, it may also prove convenient to outsource the supply of mid-day meals to NGOs. But no NGO should have a monopoly of supply, because apart from the other

evils of monopoly, in a monopoly situation all the schools in the city will be affected in the event of a failure or disruption of supply.

- f) In order to take full advantage of the opportunity of socialization provided by the mid-day meal scheme, it will be necessary to give half an hour's break for lunch and provide separate space where the children can assemble for lunch.
- g) We do not favour private-public participation for providing mid-day meals, nor any commercialization of the scheme. We are convinced that the most important advantage of mid-day meals i.e. an opportunity of socialization which can help in breaking the barriers of caste, class and religion, can be best realized if its provision is the school community's responsibility & concern.
- h) Presently mid-day meal is provided to students in class I to V. In a school which has class I to VIII, the present system discriminates against children in classes VI to VIII. This is resented strongly by the students in these classes and their parents. We recommend that the scheme should be extended up to Class VIII. This will remove one of the worst forms of discrimination i.e. discriminating children against children in the same school.
- i) We are not in favour of providing packet lunch to the children in lieu of cooked meal. Packet lunch may cost a lot more than what the State can, at the present stage of its development, afford. Besides, being marketable as is uncooked food or conditional cash transfer, it will be subject to the abuses which led to the rejection of providing lunch through these other means.
- j) There is an obligation on the part of the Govt. to provide nutritional supplement along with mid-day meals. There is no need to resort to more expensive means of providing nutrition supplement like adding vitamins etc. The supplement can be provided without excessively jacking up the cost of the mid-day meal, by adding an appropriate item which is locally grown & hence is cheaply available, like a banana or sweet potato.
- k) Keeping in view the fact that the benefits of mid-day meal go beyond ensuring a part of the children's right to food, the scheme should become a long term entitlement for the children in the age group 6 – 14. However, the participation of the children in the scheme should not be made compulsory, to be enforced by coercive means. The maximum participation of the children can be best ensured by improving the quality of the meal without excessively increasing its cost, ensuring that it is hygienic & creating a congenial environment for participation in it.

#### **5.4.4 Incentives for the Enrolment of Children Employed as Labour and of Street Children.**

With the obligation under Article 21A of the Constitution to provide free & compulsory education to all children in the age group 6-14, the government has to ensure that children employed as labour & street children are also enrolled & retained in the schools for elementary education. For this, child labour in any form, and not only in the so called hazardous occupations according to the existing law, has to be abolished. One way to ensure this in rural areas will be to provide under the Rural Employment Guarantee Scheme, compulsory employment to one more member in those households which send their children to work for supplementing the family income. For children in households in urban areas and street children which is generally an urban phenomenon, the parents or the children as the case may be, will be provided a stipend of Rs.1,000/- per month for supplementing the family income or for survival. To implement this scheme, a complete survey of the households – both rural & urban – sending their children for labour and of street children, will have to be carried out. This survey should be completed by the Local Bodies concerned within one year after the Common School System enters into force and, thereafter, updated from time to time.

#### **5.4.5 Provision of compulsory and free education by private schools to children from Bal Varg to class VIII.**

The State legislation proposed by the Commission will oblige the private schools to provide compulsory and free education to children from Bal Varg to class VIII. The State will reimburse to the private schools the cost per child for providing compulsory and free education. The reimbursement will be on the basis of cost of education per child in a government school as per the norms prescribed by the government, based on the recommendations of the Commission. While calculating the per child cost, only recurring cost and not capital cost, for providing education will be taken into account. The government should calculate the cost per child on the basis of transparent criteria and then enforce it. No attempt should be made to negotiate with private schools on the basis of such criteria as actual expenditure by them, etc.

The question may be raised: Why should the private schools remain in the business of providing elementary education if they do not make any profit out of it? The answer to this question is very clear and it is that: there is absolutely no scope for making profit for discharging the Constitutional obligation of providing compulsory and free education to the children in the age group 6 to 14. As the situation prevails today, there is a large number of private schools which do not run schools for making profits but for philanthropy. The arrangement for reimbursing the cost will be essentially with these schools. Other private schools which provide education for profit will have either to comply with the requirement of the State Government or go out of business. It is possible that

some of the private schools in the former category may decide, on charitable ground, to forego government subsidies of the cost for providing compulsory and free pre-elementary and elementary education. This will be a good gesture on their part to the community and the society and should be taken as such. A consequence of this, of course, will be a reduction to an extent, in the burden of financing by the government.

A question has also been raised as to what will happen if the private schools pocket the reimbursement made on the basis of cost per child and do not provide the facilities for quality education as laid down in the norms. The answer to this is that the government will withdraw recognition from such schools. This implies that the government would put in place a machinery to inspect on a regular periodical basis all schools including private schools in order to determine whether they are complying with the norms.

#### **5.4.6 Education of children with disabilities**

Historically, disability has been regarded as some kind of an impairment or defect in a child that would require treatment and rectification. The treatment ought to be given in a segregated and safe environment. Such a medical view of disability was transferred to the realm of education, giving rise to the creation of a separate system of special education for children with disabilities, more or less along with the expansion of mass education in the West. The defect theory was largely applicable to the physical and sensory categories of disabilities. The early twentieth century saw the emergence of the 'science' of psychology and mental testing. This was extended to children who may not have physical disabilities or impairment of organs but were considered 'problematic', and were perceived to have deficits within their mental faculties.

A pathological approach to disability and 'needs' creates a dependency syndrome. 'Medical need' predominates over 'educational need', and children are made to accept disabilities as a 'tragedy' personal to them. While the need-based approach focuses on help and benevolence to meet the 'special needs' of children, the rights-based approach focuses upon entitlement, equality and social justice. The implication of the latter approach is a demand for a change in societal and institutional policies and attitudes. With the increasing demand for equality and rights in the 1970s and the 1980s in the Western countries, the children with special educational needs began coming to mainstream schools for 'integration'. However, rhetoric did not follow any ideological shift in the process of schooling. As a result, 'special schools' began being created within regular schools.

Special education is visible in most private schools in the country, which admit children with special needs in the name of giving inclusive education. The children in these schools come 'in' but they do not become part 'of' it. With no change in the perspective on the children's 'special needs', integration follows a 'fit-in' approach, whereby children are expected to assimilate into cultures, norms and curricula of regular schools. Integration thus becomes an additional burden

for these children. In other words, the scope of integrated education remains limited, as it expects children to fit in into schools, which follow a variety of approaches, for example, 'withdrawal', 'remedial' and 'mainstreaming', thereby passing the entire burden on to children with special needs.

The integration discourse having remained limited to shifting location of children with disabilities from segregated special schools into the premises of the mainstream schools, a diversity discourse has emerged for creating inclusive schools. The diversity discourse on special needs and learning difficulties treats disability not as something 'inherent' and 'categorical' but as 'transactional' and 'historical'. Valuing special needs and disabilities as diversity would mean that it is not a problem to be fixed; it should be 'celebrated as a resource to be valued'; children with special needs won't be seen as 'other' or 'them', rather they would be valued and looked for their contributions towards creating inclusive and responsive schools.

The popularity of the term inclusion has increased since the mid 1990's following the UNESCO's World Conference on Special Needs Education at Salamanca in 1994, attended by 92 governments and 25 international organisations. The Conference ended with a 'statement' proclaiming, 'every child has unique characteristics, interests, abilities and learning needs' and the education system should...take into account the wide diversity of these characteristics and needs'. The Conference further proclaimed that 'regular schools with this inclusive orientation are the most effective means of combating discriminatory attitudes, creating welcoming communities, building an inclusive society and achieving education for all'.

The inclusion in education has to be addressed at three levels. At the societal level, inclusive education is a struggle to engage in the politics of transformation of social values and practices. At the school level, inclusion means participation of students in the cultures, curricula and communities of mainstream neighbourhood schools. Inclusive education becomes a part of the process of developing community common education. At the classroom level, inclusive education means inclusive pedagogy, cultures and curricula.

Guided by these latest principles and practices of inclusive education, the Commission recommends that the schools under the CSS be inclusive schools, wherein children with disabilities – physical or mental, would come for study as if they were a part of children community as a whole, with equal rights, and the school would reorganize itself in the manner that children feel *included*. This would mean that CSS schools would address the question of inclusion in its cultures, policies and practices. This would be possible only if policy makers imbibe the spirit of inclusion in the whole of the school system, particularly while designing the teacher training-pre service, on service and in service.

This, however, does not mean that children with disabilities and special needs would not require some additional facilities: those with physical disabilities may need facilities for their mobility (e.g. crutches, wheel chair etc), brail print and glasses for those with visual disability, hearing aids for those with hearing

impairments etc. Those with cerebral palsy and learning difficulties may need even support staff that would team up with regular teachers to educate them in inclusive settings. Teachers knowing sign language may be able to communicate with children having hearing disability in a more meaningful manner.

Despite a general policy under the CSS, against segregation and special schools, it may be extremely difficult for some children to come to schools physically. They may have to be confined to home or temporarily to hospitals. These children may need educational support at home and hospitals as the case may be, and it would be the responsibility of the State and the school system to provide education under the principle of right to free and compulsory education. These children should also be enrolled in the neighbourhood CSS schools, and it would be the responsibility of head teacher of the concerned schools to plan and design the curricula and teaching strategies for children at home and in hospitals. On ceremonial occasions or otherwise on some days, they could be brought to the schools, and children from the Schools, in turn, could visit them wherever they are. While the children being educated at home may have the choice to access the same curricula as followed by the other children, in practice, however, the curricula may have to be modified in terms of timeframe and contents to respond to the former's needs. The teachers of schools where the children at home and hospitals are enrolled, would have to be specially trained. Some children may need rehabilitation in addition to education, for which the services of rehabilitation professionals would need to be arranged.

It may not be easy to cost educational services for these situations. However, as per the norms followed in the centrally sponsored scheme of the integrated education one teacher may be recommended for eight children. Since, this norm is based on itinerant teachers to visit schools, for teachers visiting homes and hospitals, the ratio could be one for six children. Since, no special teacher would be engaged for this purpose and only regular teachers for different subject areas would visit children at homes and hospitals, they could be provided suitable honorarium in addition to salaries.

## **5.5 Supplying Bicycles**

Bicycles should be provided free of cost by the Government to all girl students in classes IX, X, XI & XII who have to travel more than three kilometers to reach their school. This will make a major contribution to ensuring higher level of attendance of girl students in schools. It will, in addition, inculcate a sense of confidence and self assurance among these students and expand the range of their freedom. The cost of providing bicycles should not be too high because it will be confined to girl students and will be provided to only those who have to travel more than 3 kms. to reach the school. As more and more high schools are opened as a part of the Common School System, the number of such students would keep on decreasing. A lump sum once-for-all cash payment should be made to each eligible student by the Samiti not later than two weeks after the commencement of the academic session, for buying a standard bicycle of any brand or variety. The government should arrange to make payment to the Samiti, of the total amount due to the school, well before the commencement of the academic session.



## 5.6 Medium of Education and the Teaching of Languages

### a) For Hindi Speaking Students of the State

Education at the pre-elementary stage and early primary years viz. Classes I & II will be imparted through the medium of the mother tongue of the child. It will be necessary to give priority to recruiting local teachers for teaching in these classes, as they are expected to know the local language. On-service training in these languages will be imparted to these and other teachers for teaching at the pre-elementary level.

In a relatively heavily populated Poshak Kshetra with a good mix of various language communities, going by the criterion of one school per 200 students, there may be a need for having not one but two schools, one teaching through the medium of Hindi & the other teaching through the medium of Urdu or a regional language. In such a Poshak Kshetra, only one larger school rather than two smaller schools should be built & arrangement should be made under the roof of the same school, to teach through the medium of both Hindi as well as Urdu or a regional language. This will promote socialization which is a principal goal of school education & prevent students remaining confined to their language/cultural groups.

Arrangements will be made to conduct research in local folk-lore, legends, festivals etc. in order to make teaching at this level interesting and enjoyable.

The children at this level will be familiarized with Hindi, mainly through spoken words & visuals.

Hindi as a medium of education will be introduced from Class-III.

The Hindi medium will continue up to Class-X.

English as a language (and not as a medium of instruction) will be introduced from Class-III, though preparation for it, mainly through the spoken words and visuals, will start from Class-I. This will continue till Class-X.

The students in this category will be required to offer a third language from Class-VI. This will be one of the modern Indian languages other than Hindi and will include Sanskrit and Urdu.

At the higher secondary level, Hindi and English will be taught as compulsory languages & it will be necessary to pass in both at the level of Class-XI as well as Class-XII.

### b) For Non-Hindi Speaking Students

Education at the pre-elementary stage and early primary years viz. Classes I & II will be imparted through the medium of the mother tongue of the child. But familiarization with Urdu or regional language which is their language of first preference, will begin at this level.

In all schools except the recognized private schools, Urdu or the regional language as the medium of education will continue upto Class X.

Students whose mother tongue is Urdu or a regional language but who would like to be taught through the medium of Hindi, will be allowed to exercise this option.

Arrangement for teaching through the medium of Urdu or a regional language will be made only if 10 students or more opt for being taught through the medium of these languages.

English as a language will be introduced in Class-III though familiarization with it will start from Class-I. This will continue till Class-X.

The third language for these students will be Hindi, which will be introduced from Class-VI, though familiarization with it will start from Class-I.

At the higher secondary level, Urdu or the regional language as well as English will be taught as compulsory subjects and it will be necessary to pass in both at the level of Class XI as well as Class XII.

The students whose mother tongue is Urdu or a regional language but who would like to be taught Hindi as a compulsory language, will be allowed to exercise this option.

Arrangement for teaching Urdu or a regional language in Class XI & XII will be made only if 10 or more students in a class opt for being taught one of these languages.

**c) For Both categories**

It will be necessary for students in both categories to pass in English and Hindi at the end of Class-X. Besides, the students in the first category will be required to pass in the modern Indian language selected by them & those in the second category will be required to pass in the language which is their medium of instruction.

Recognised private schools will be required to follow the same rules as applicable to government schools, so far as the medium of instruction and the teaching of English up to Class-VIII is concerned. After Class-VIII, they will have the option to switch over to English as the medium of instruction.

However, if 10 or more students in a class in a recognised private school want to continue to be instructed through the medium of their mother tongue or Hindi, these schools will be required to provide facilities for education through the medium of these languages.

The adoption of English or any other language as a medium of education does not by itself ensure that the students being taught through this medium will be strong in that language. Irrespective of what the medium of education is, both

government & private schools will be required to make special effort to impart good language training, by way of special language training for their teachers.

At the senior secondary level, both government & recognised private schools may switch over to English as a medium of instruction if 10 or more students in a class desire to be educated through this medium. The reason why schools may like to switch over to English as a medium at this level, is that good and adequate number of textbooks and articles at this level are available mainly in English. However, whereas medium of instruction helps in following these books & articles, it is no substitute for a sound knowledge of English as a language.



## Chapter – 6

### Teacher in the Common School System

“Status of the teacher reflects the socio-cultural ethos of society; it is said that no people can rise above the level of its teachers.”

National Policy on Education – 1986

Traditionally teachers have been accorded a very high position in the Indian society. This is expressed very eloquently in the following lines of the great saint poet Kabir:

गुरु गोविन्द दोनों खड़े,  
काको लागूँ पाय।  
बलिहारी गुरु आपणि,  
जिन गोविन्द दियो बताय।

Both my Teacher and God are standing in front of me,  
Whom should I salute?  
I am grateful to my teacher  
Who made me recognise God.

However, over a period of time teachers forfeited the high respect in which they were held and lost much of their status and position in society. There is a tendency to blame the teachers only both for their own predicament as well as that of the country's educational system. It is stated that they have no motivation in pursuing their profession. They are not bound by any code of conduct, either self-imposed or enforced by any outside agency. They are not accountable to any one for their conduct. It is also argued that relatively high salaries and allowances that many teachers have been getting, based on the recommendations of the 5<sup>th</sup> Pay Commission, and the security of service they are enjoying has instead of providing an impetus for high performance, engendered apathy and neglect of duty.

Several researches and inspectors have found on their visits to schools that a large proportion of the teachers, sometimes as high as 80-90%, were missing from the class during the school hours. A substantial number of the teachers practised proxy teaching i.e. they themselves stayed away at home and employ untrained part-time teachers to teach on their behalf on the payment of a fraction of the salaries they get.

Some of these criticisms against teachers are valid, but generally they are out of context of the conditions in which they have to function. To a very great extent, the conduct and attitude of the teachers reflect the general condition prevailing in the society. To expect that the teacher community alone will behave ideally when every other section of the society, from the bottom to the top, has severely compromised its conscience, is unrealistic.

Nobody will doubt that the conditions in which the teachers function in India, particularly in Bihar, leave much to be desired. The much touted higher salary and job security of the teachers do not stand factual scrutiny. A very large proportion of the teachers, particularly the para-teachers and *ad hoc* teachers, are paid extremely low salaries and have hardly any social

security coverage. Besides, at times there have been delays in and withholding of payments, which has resulted in a great deal of distress. Moreover, teachers have been frequently transferred away from one posting to another, ostensibly on the basis of some rules, but in reality because transfers of government servants had till recently become a profit-making industry in Bihar. This practice has thankfully been rectified recently. Besides, the schools are very ill provided, giving very little incentive for serious teaching. Most of the schools are in dilapidated conditions and have been in need of repairs for decades. They do not have any library worth the name and they are almost universally short of laboratory facilities. There has been a wanton neglect of teacher education in Bihar. In fact, starting from the early 1990s till recently, training was legally declared to be non-essential for recruitment as a teacher. In the process, the entire infrastructure of training in the State suffered neglect and, therefore, presently it lies in shambles. In such an atmosphere, there was no question of the teachers having any incentives to innovate, experiment or do research of their own, which is essential both for their growth and for pride in their profession. The system of evaluation and supervision of teachers' performance has virtually collapsed in the State. Since the parents of the influential sections of the society, which range from professionals like lawyers, doctors, businessmen, senior and middle level civil servants to the political class, do not send their children to government schools, they do not take any interest in what is happening in these schools. On the other hand, the parents of the poor and marginalized classes who send their children to these schools do not have the influence and the clout to bring about the necessary changes, even if they find that things have gone terribly wrong with the schools. The deployment of teachers for non-teaching duties at the cost of teaching in the school, has also had an adverse impact on the morale of the teachers.

The teacher community should also accept a part of the blame. There is no doubt that they have not been entirely honest and earnest in the manner in which they have discharged their duties. The fact that the other sections of the society have abdicated their conscience cannot be used as an excuse by them to do the same. Therefore, the question of improvement in the conditions of the teachers and in teaching in schools, must be approached from both sides. Firstly, the society must repose complete trust in the teachers and create the right conditions for their work. On the other hand, the teachers, on their part, should be fully accountable to their pupils, the society and their own profession. While expecting incentives, they must also be prepared to be subjected to disincentives in the event of poor performance or non-performance. While claiming their legitimate right to freedom and flexibility in carrying out their vocation, they should also be prepared to subject themselves to discipline.

The Common School System recommended by the Commission should go a long way towards creating conditions conducive to optimum performance by teachers. Here, a brief enumeration of how the Common School System will improve teachers' conditions will not be out of place.

First, if the Commission's recommendations are accepted, Bihar will be the first State in India to embark upon the universalisation of education up to the secondary level and providing free and compulsory education from Bal Varg to Class VIII. This will necessitate, among others, a massive drive for teachers' recruitment. This will be a harbinger of opportunity to those who have for years cherished the desire of joining the noble profession of teaching.

Second, the Commission has recommended that all *ad hoc*, informal or para-teachers should be replaced by regular teachers working full time in a school. This should bring dignity, security and stability to the profession.

Third, the elementary level teachers' posts would become non-transferable. This will remove at one stroke, one of the most rampant sources of corruption which has till recently prevailed in the State and which has been the cause of widespread harassment and demoralisation of teachers. This will also make things a great deal easier for the teachers, who will be able to stay in their own homes and walk a very short distance to go to school. This will also take care of the problem of women teachers being posted away from the place of posting of their husbands. Only after reaching a higher level of seniority, can the teachers be expected to be transferred from their schools, but that too firstly in the same district. Moreover, in the case of transfer due to promotion away from their posting, they will have the freedom of exercising the option of foregoing promotion and staying in the same school.

Fourth, the CSS provides for the filling of vacancies of teachers within a stipulated period of time and not allowing at any point of time, more than 10% of the sanctioned post of a school to remain vacant.

Fifth, the beneficiaries of the Common School System will be not only government teachers but also those in other schools which are being brought into the System as well as those in the private schools which will be obliged to apply in their schools the prescribed norms of the CSS, relating to teachers' emoluments and service conditions.

Sixth, under the CSS, the teachers will have a role in the management of the school at all levels as they will be represented in the Vidyalaya Shiksha Samitis.

Seventh, under the CSS all forms of engagement of teachers for non-teaching work will be prohibited. This will include election work, work relating to census and surveys and to management of natural disasters which occur regularly as well as deputation to government departments and offices, including field offices.

Eighth, the CSS also provides for teachers being kept out of all non-teaching activities carried out within the school such as maintenance and repairs work, accounting and preparing and serving mid-day meals. Alternative arrangements have been made for carrying out such activities.

Ninth, the norms include payment of a stipend to teachers for buying teaching aids.

Tenth, the Commission has recommended a complete overhaul of the institutions of teachers' training, starting from University Departments of Education and SCERT and going down to the Prakhanda Shiksha Kendras and Sankul Shikshak Manch. Norms have been laid down for equipping both new and existing teachers' education institutions, putting the entire infrastructure in place and restoring the entire faculty and other staff strength. The Commission has also suggested a revamped programme of activities for these institutions.

Eleventh, under the CSS full encouragement will be given and adequate facilities will be provided for teachers to innovate, experiment and undertake research activities. The Sankul Shikshak Manch is intended to be a platform for the exchange of experience among teachers, learning from best practices and innovating new methods in consultation with and with the

assistance of peers. Moreover, a sum of Rs.5 crores per annum is set apart in the budget of the SCERT to award fellowships to those teachers who have demonstrated their capability to conduct research and have formulated projects for this purpose.

Twelfth, the provision under the CSS of a well-equipped library and the required number of laboratories in each school should be useful not only in the learning process of the students but also for the research work of the teachers.

Among the norms for a Common School System, by far the more important are those relating to the pay and allowance of teachers. Firstly, the pay and allowance of teachers should be at levels in keeping with their educational qualifications and professional responsibility. They should be adequate enough to attract talents and retain them in the profession. In a country where the social status of an individual is still measured in terms of his pay scale, the pay and allowances to be paid to teachers should compare favourably with those earned by other professionals having commensurate educational qualifications and training. Secondly, it is also important that there is timely disbursement of pay and allowance and that in no circumstances they be withheld.

The following are some of the criteria which must be observed while fixing the salaries and allowances for school teachers in Bihar:

- a) The basic pay, including the allowances, should be fixed at a level high enough to enable the teachers to live a life of dignity;
- b) The salary should have a built-in element for adjustment against inflation;
- c) As a widely recognised and time-honoured incentive in the service, there should be a provision for annual increments;
- d) There should be a possibility for professional growth and promotion in the service through movements to higher levels. This will call for the provision of a minimum of three grades excluding probation, in an ascending order, in the average 35 to 40 years period of service of a teacher;
- e) Payment of house allowance, on a differential scale, taking into account whether the teacher has her own home in the Panchayat where the school is located or comes from outside to teach. This allowance could very well be a part of the salary.;
- f) Finally, the structure of pay and allowance must incorporate minimum social security provisions. This should include:
  - (i) Pension payment or contributory provident fund in lieu of it; and
  - (ii) Either reimbursement of medical expenses, or contributory payments towards group medical insurance.

## Recommendation

Taking the above factors into account the Commission makes the following recommendations. These will not apply retrospectively and will be applicable only after the first batch of teachers recruited between July 2006 and 2008 have completed their probation. A four-stage career-track as stated below will be applicable to the teachers in the Common School System:

- a) Parivikshartha (Probationer)
- b) Adhyapak
- c) Varishth Adhyapak
- d) Pradhan Adhyapak

Every newly recruited teacher will be on probation for a period of two years. However, in the case of the first batch of teachers, the probationary period will extend up to five years. This is because a massive number of teachers have been and are going to be recruited for ensuring the provision of free and compulsory education from Bal Varg to Class VIII in five years and universalising education up to the secondary level (i.e. Class X) in 8 years. The recruitment itself imposes an unprecedented burden on the institutions of the State. Moreover, since such a large number of teachers is going to be put in place in a finite period of time, the State is obliged to recruit even untrained and not fully qualified teachers, who will be given on-service training and required to acquire the requisite qualifications within specified periods of time. Making arrangement for on-service training will impose on the State, additional burdens. There will then be the colossal task of reviewing the performance of such a vast number of newly recruited teachers with a view to taking a view on their eligibility for promotion to the Adhyapak grade. It is because of these factors that the Commission is recommending a five-year probationary period for the first batch of teachers. This will be the minimum period necessary to go through the processes outlined above.

After their confirmation in the grade of Adhyapak, there should be two more built-in stages for promotion that is, to Varishth Adhyapak and Pradhan Adhyapak. It should be the responsibility of the government to decide, on the basis of the criteria outlined in paragraph 10 above, on the periods after which the teachers can be considered for promotions to the next two grades, and the scale of pay in each grade and other service conditions. However, the Commission would like to recommend the basic pay and allowance of the Adhyapak grade, as follows:

Plus two Trained Teacher- (For elementary stage)	All India state level average salary of regular teachers plus annual increment plus dearness allowance as fixed by the Central Government from time to time.
Trained Graduate Teacher - (For secondary stage)	All India state level average salary of regular teachers plus annual increment plus dearness allowance as fixed by the Central Government from time to time.
Trained Post-Graduate Teacher - (For senior secondary stage)	All India state level average salary of regular teachers plus annual increment plus dearness allowance as fixed by the Central Government from time to time.



The word “salary” above will consist of the basic pay plus the darness allowance at the current rate merged with it. It is assumed that by the time these grades apply, all the teachers in the three categories mentioned, will be trained teachers. It is further assumed that a suitable amount of house rent payment will be made to them either separately or as a part of the basic pay. Thirdly, the social security provisions as indicated in paragraph 9 above will be mandatory.

The initial pay of the probationary teachers after the first batch will be lower, say, by Rupees 1000/-, than that of Adhyapak. But the former will start getting the other benefits i.e. increment, adjustment against inflation, house rent allowance and social security benefits right from the day of their joining.

The promotion at each stage should be based on a rigorous evaluation of the basic competence and performance of each teacher. The first part of the evaluation which will carry 50% of marks will be based on a written test of the knowledge of the teacher of the language of instruction and of the subjects taught by her. The second part carrying the remaining 50% of mark will be an evaluation of her performance. The performance evaluation should be based on the following inputs:-

- i) Self assessment;
- ii) Student/parental input;
- iii) Peer input from teachers in the Sankul Shikshak Manch; and
- iv) Technical input based on track record, performance in in-service training, observation by Headmaster, and performance of students - to be compiled by the Head Teacher or Headmaster.

The responsibility for getting the inputs for the performance evaluation will rest on the Vidhyalaya Shiksha Samiti who will put it up for review and decision regarding promotion to the next grade, by a Committee at the district level consisting of a widely known educationist as Chairperson, to be nominated by the Chairman of the State Commission on School Education, the District Education Officer, the Head-Teacher or Headmaster of a neighbouring school to be nominated by the DEO and Principal of the DIET, as members. This committee will be responsible for evaluating teacher’s basic competence and performance for promotion to all the three grades and for all the three categories of teachers. This Committee will be located in the DIET and the Principal of the DIET will be its Member Secretary.

From Adhyapak onwards, there will be a periodical evaluation of the performance of the teacher to be carried out by the Head Teacher/Headmaster of the school and to be reviewed by the Vidhyalya Shiksha Samiti. The report on the evaluation and review will be made available to the district level committee which will take it into account along with the other inputs while taking a decision on the promotion of the teacher to the next grade. Services of the teachers falling in the bottom 10% of those evaluated will be terminated. The remaining 90% of the teachers not selected for promotion will have the option of either serving in the same grade or quitting the profession. The remaining teachers will have the chance of being evaluated twice again after every two years. If they do not make the grade after three attempts, their services will be terminated.

The teachers will belong to the respective Panchayat Cadre. The Cadre Controlling Authority will be the one which initially recruited them. The government will frame the rules under which this Authority will control the Cadre.

The teacher's post at all level will be non-transferable. But a teacher will have the option of seeking two transfers in the same grade after the completion of a minimum period of service, as well as seeking transfer after promotion to the next grade. But those transfers will be only to the schools which are under the jurisdiction of the Cadre Controlling Authority.



## Chapter – 7

# Position of Different Types of Schools in the Common School System

### 7.1 Vitta-Rahit School

Vitta Rahit Schools include; (a) those which were permitted to be established but not recognized; and (b) those which were recognized but were not taken over by the Government. These Schools exist at all levels of schooling i.e. elementary, secondary and higher secondary. Several of the girls' schools in Bihar are also in the Vitta Rahit category. In addition, there are Vitta Rahit Madarsas and Sanskrit Vidyalayas.

The Commission visited a number of such schools and found that the general conditions prevailing in these schools are highly unsatisfactory. Many of these schools do not engage in regular teaching and confine themselves to getting permission for students to take examinations, for which they charge fees. Most of the teachers in these schools live by giving private tuitions to students taking exams arranged by those schools. More often than not, private tuitions are given to students formally enrolled in these schools. Most of the schools in the category, visited by the Commission could not show attendance register nor were they able to make available data regarding enrolment and attendance in each class.

The claims made by these schools regarding their possession of land and other assets also appeared to be dubious in a number of instances. The Commission also got the impression that several schools were established by influential persons to accommodate their own relatives and acquaintances as teachers and as a source for making money.

The management and teachers in these schools, on the other hand, complained that they had started the schools at the behest of the government which had badly let them down. Consequently, teachers had remained unpaid for years and were eking out their livelihood with great difficulty. In one school, a girl student started crying while describing the plight of the teachers. These schools also claimed to possess the required amount of land, the required number of trained teachers, and other assets essential for establishing and running a school.

There is no doubt that a number of these schools have sufficient amount of land, assets and qualified teachers in employment. It will, therefore, be prudent on the part for the Government to include these schools in its scheme for the expansion of the government school system in order to transform them into the Common School System.

However, before doing so, the Government must make it sure that:

- The school possesses enough assets to make it worthwhile for the government to include it in the CSS.
- It actually has under employment, a minimum number of trained and otherwise qualified teachers.

- The school management has not resorted to illegal or irregular means for getting recognition or permission for establishment.

The government also must make sure that it is not saddled with liabilities while admitting a school in the CSS.

Another important factor in taking a decision on including a school in the CSS will be to ensure social equity in the composition of the teachers in the schools.

On 21.02.07, the Commission met the representatives of the associations of Vitta Rahit Madarasas Teachers Association, Vitta Rahit Sanskrit Vidyalayas Teachers Association and the office-bearers of the organizations of teachers and non-teaching employees of other Vitta Rahit Schools. In the meeting, it was explained to them that the government was going to open a large number of schools as a part of the Common School System (CSS) and of its constitutional obligations to ensure right to education to all children in the age-group of 6-14. In this context, the government would like to consider very seriously the option of converting a Vitta Rahit School into a school in the CSS, rather than opening new schools. But this would be possible only if it involved less expenditure for the government in pursuing the former option. It was for the management of these schools to demonstrate to the government that it would be worthwhile for it to include a Vitta Rahit School in the CSS rather than building a new one. The onus for proving their worth to join the CSS rested squarely with the individual Vitta Rahit Schools.

It was further made clear to these representatives that:

- a) The assets of the schools would have to be handed over unconditionally to the government without claiming compensation.
- b) Before accepting a school in the CSS, the government would like to be sure that it accepted no liability for any payment due by the school.
- c) The arrangement would come into effect from the date of the Vitta Rahit School joining the CSS. Therefore, no claim for salaries, emoluments etc. from retrospective effect would be entertained.
- d) The government would look very carefully into the qualifications of the teachers in employment and only qualified teachers recruited in a regular manner would be retained.
- e) In order to meet the requirement for reservations, the government may, if necessary, recruit teachers from the reserved categories.

The Commission also drove home to these representatives the advantages that would accrue to them if they became a part of the Common School System. Firstly a good percentage of these schools would join the mainstream of the educational system and the anomaly of the Vitta Rahit Schools in the school education system of Bihar would be done away with for all time to come. This would remove the pall of uncertainty hanging over their teachers. All the teachers to be retained would be paid full salary and other benefits. All the schools would be provided with assets, facilities, qualified teachers including training for these teachers, according to the minimum norms to be prescribed

by the Commission for the CSS. And above all, a large number of students in Bihar at different levels of schooling and different kinds of schools, would receive quality education. The Commission invited these representatives to take advantage of the opportunity being opened up by the introduction of the CSS in Bihar, and thereby render a yeoman's service to the society and students in Bihar.

The representatives present in the meeting evinced keen interest in the proposition put forward by the Commission. The enquiries made by them indicated that they very much wanted the present anomaly of the Vitta Rahit Schools, to be brought to an end. They enquired as to when the scrutiny of individual schools would begin; how long the entire procedure would take; how stable the arrangement to be finally arrived at would be, etc. They also seemed to be ready to accept some of the conditions put forward by the Commission i.e. unconditional transfer of assets to the government, not claiming compensation or any other payment from retrospective effect and their preparedness to accept the onus of convincing the Govt., on a case by case basis, that it is worthwhile for it to accept the school in the CSS. Understandably, they did not make any firm commitment at this stage and wanted to have some time to consider the proposition.

The following procedure is suggested for scrutiny and decision for inclusion of the Vitta Rahit Schools in the Common School System.

At the first stage, each Vitta Rahit School may be asked to provide information, in a prescribed format. After receiving the information, they may be invited to come for discussion for making out a case for their inclusion in the CSS.

At the second stage, an Empowered Committee under the Chairmanship of the Adhyaksha, Zila Parishad, and including the DEO, Deputy Development Commissioner and the District Collector or his representative may be constituted, which would have the responsibility of examining the case of each Vitta Rahit School which applies for joining the CSS, and making suitable recommendation.

At the third stage, a High-level Committee under the Chairmanship of the Education Minister and including the Education Secretary, Finance Secretary, Panchayati Raj Secretary and Director, Elementary Education as Member Secretary may be constituted to take a final decision on the recommendation of the Empowered Committee. The High-level Committee will have the responsibility of formally endorsing or rejecting the recommendation of the Empowered Committee and of hearing the appeals of those Vitta Rahit Schools, whose applications are rejected at the district level and who decide to go on appeal. The decision of the High-level Committee will be final.

The entire process should be completed within a period of 4 months, two months for receiving and scrutinizing applications at the district level, and forwarding recommendation to the Government, one month for the High-level Committee to dispose of all cases referred to it and one month to implement the final decision.

## **7.2 Government-Aided Madarasas and Sanskrit Vidyalayas**

The Commission's visits to some of the government-aided Madarasas and Sanskrit Vidyalayas have shown that the academic standards and conditions in these institutions are not at all

satisfactory. They employed less teachers than required. The teachers were paid less than those teaching in government schools. These institutions did not have adequate and functioning laboratories for science teaching and other essential facilities. Because of the compulsory teaching of Diniyat and related languages i.e. Arabic and Farsi in the Madarsas and Sanskrit as a language and Vedas, Ayurveda, Jyotish & Karmkand in the Sanskrit Vidyalayas, the curriculum in these institutions was heavily compromised. Compulsory and essential courses taught in schools affiliated to the Bihar School Examination Board are compressed in order to accommodate the teaching of these additional languages & courses. As a result, the teaching of science subjects, social sciences and mathematics is deficient, and the teaching of even Sanskrit, Arabic and Farsi is not up to the mark.

As a result of the compromised curriculum, inadequacy of trained teachers and inadequate facilities, the standards in these schools leave much to be desired. Even though the equivalence of the degrees like Maulavi, Alim and Fazil awarded by these Madarsas, and Prathama & Madhyama and Shastri awarded by the Sanskrit Vidyalayas, with degrees obtained through mainstream education is recognized, it is only formally so, presumably because of their deficient & flawed curricula & relatively low academic standard. In practice, there is discrimination against students holding Madarsa or Sanskrit Vidyalaya degrees or certificates, in matters of seeking admission to the general stream of education and taking competitive examinations. Outside Bihar, even formal recognition is not given. For example, the Jamia Milia Islamia, Delhi, places students from Madarsas in Bihar, one degree below the degree awarded to them by the Madarsas. Moreover, there is hardly any evidence of any of the Madarsas having produced outstanding Arabic or Persian's scholar or Ulemas in the teaching or interpretation of religion or of the Sanskrit Vidyalayas having produced any outstanding scholar of Sanskrit.

Given this situation, it would be best for these Madarsas and Sanskrit Vidyalayas to join the Common School System being recommended by the Commission. In case they decide to join the CSS, they should get all the facilities according to the minimum norms to be prescribed by the Commission for schools in the CSS. These would include full complements of teachers at salaries being paid in government schools, and library, laboratory and other facilities. After their becoming a part of the CSS, their teachers would be provided at government expense, on-service training and thereafter in-service training from time to time. These Madarsas would also be allowed to teach through the medium of Urdu so long as there is a minimum number or specified percentage of the total number, of students opting for teaching through this medium. The Sanskrit Vidyalayas in any case teach through the medium of Hindi.

In the interest of their student community and in discharge of their obligation to society, it is the responsibility of the teachers and managers of these schools to grab the opportunity which the introduction of CSS will open up in Bihar, for imparting education of equitable quality to their students.

In particular, in the context of the deteriorating socio-economic conditions of the Muslims in India, particularly in Bihar, brought out so comprehensively in the Report of the Minorities Commission of Bihar and that of Sachar Committee, a great responsibility devolves on the managers and teachers of the Madarsas. They should not be excessively concerned about imparting religious instructions to Muslim children, because by far the much larger number of Azad Madarsas running under all India or All-Bihar Muslim religions establishments, impart religions teaching more effectively and without any interference from the government. Besides,

parents are also free to send their children to Maqtabas, the schools generally attached to mosques, which impart religious instructions.

If these Sanskrit Vidyalayas & Madarsas decide to join the CSS, they would have to:

- Accept the common syllabus for all students in the CSS. This would in particular imply giving up the teaching of Diniyat and Vedas, Karmkand, Jyotish and Ayurveda.
- Get reconciled to the possible disbanding of the Madarsa Board and Sanskrit Board and be prepared to get affiliated for examination purpose, with the common examination board to be established under the CSS.
- Admit all the students from the Poshak Kshetra irrespective of their religion and language preference.

Teaching of Arabic, Farsi and Sanskrit can be done more effectively by strengthening the existing university departments of these languages or by establishing in the private sector, new schools, say, from Class-IX to XII, exclusively for teaching Arabic, Farsi and Sanskrit, with affiliation to the existing universities in Bihar exclusively devoted to teaching these languages & related literature. These are Maulana Mazahrul Haq University in Patna and Kameshwar Singh Sanskrit Vidyalaya, Darbhanga.

The Commission has looked into the question of the conformity of some of the existing educational practices in Bihar with the Constitutional provision relating to religious instruction (Article 28) and that relating to minority educational institutions (Article 30). The Commission is of the view that prima facie, the imparting of religious instruction by the government aided Madarsas and Sanskrit Vidyalayas, is not in conformity with Article 28 of the Constitution.

Paragraph 1 of the Article clearly states: “ No religious instruction shall be provided in any educational institution wholly maintained out of State funds”. The fact is that all government-aided Madarsas and Sanskrit Vidyalayas are overwhelmingly dependent on State funds. The management of these institutions may be able to mobilize a small fraction of their resources from other sources. But this should not put them outside the ambit of being “ wholly maintained out of State funds” The State’s funding of these institutions seems to be in violation of Article 28, but it is continuing mainly because of political, particularly electoral, considerations.

Paragraph 2 of Article 28 makes an exception to the general provision in paragraph 1 in that the general provision does not apply “to an educational institution which is administered by the State but has been established under any endowment or trust which requires that religious instruction shall be imparted in such an institution”. Our enquiries have revealed that very few of the government aided Madarsas or Sanskrit Vidyalayas in Bihar fall in this category, as most of these institutions are not in a position to produce documents or any other convincing evidence to show that they have been established under an endowment or trust which requires them to impart religious instruction.

Azad Madarsas in Bihar, running under all-India or all-Bihar Muslim religious establishments, would seem to be covered under Article 30 of the Indian Constitution, which confers upon all minorities the right to establish and administer educational institutions of their choice. However, the Sanskrit Vidyalayas imparting Hindu religious education cannot be called minority institutions & hence they cannot be deemed to be covered by Article 30. Of course, the

term 'minority' in Article 30 includes linguistic minority. But, on what ground can Sanskrit be called a minority language? It is spoken by a very few among the Hindus but it is used by almost all of them. Thus, Sanskrit Vidyalayas imparting Hindu religious education have no Constitutional validity, they are being allowed to continue mainly on political grounds.

Besides, after the incorporation in the Constitution of Article 21(A), minority institutions cannot be given complete freedom to administer their educational institutions. It is the duty of the State to ensure that these institutions provide free and compulsory quality education to all the children in the age group 6-14 admitted by them. Thus their right under Article 30 of the Constitution must now be circumscribed by their obligation under Article 21(A). And it is for the State to ensure that the running of these institutions under Article 30 is consistent with their obligations under Article 21(A).

### **7.3 Private Schools**

In considering the position of the private schools in the CSS, the social function of schools must be taken into account. The main social function of schools is to provide an opportunity to the children coming from different backgrounds to mix and interact with each other and to forge a national identity.

Another key consideration is that the State should be in a position to harness the private schools also in discharging its obligation to provide free and compulsory education to all children in the age group 6-14 years.

Another crucial consideration is to bring the private schools into the CSS without changing their basic character and preventing them from experimenting with new methods of teaching, student-teacher interaction and socialization amongst students.

Basically, the essential requirement for bringing the private schools into the CSS should be to oblige them to comply with the minimum norms recommended by the Commission for the CSS.

Consistent with the provision of Article 21A of the Constitution, every private school will be obliged by the State to provide education, which is compulsory and free of any fee or charge, to all children in the age group of 6 to 14 years.

These schools will be free to provide extra facilities beyond the prescribed minimum norms, but no charges for them can be levied on the parents of the children falling in this age group and attending these schools.

The Government will reimburse to the private schools, if they so desire, the costs of imparting compulsory and free education, calculated on the basis of expenditure per child, based on the prescribed norms. The figure for expenditure per child can be arrived at by calculating the cost of the minimum norms to be prescribed & dividing it by the number of students covered. Beyond Class VIII, the private schools can charge fees but they will be required to comply with the minimum norms and become a part of the CSS.

One of the norms to be followed by the private schools will be to admit all children coming from the Poshak Kshetra (PK), as delineated by the government for each school.



It is expected that the required number of schools under the CSS would be in place for admitting all children from the pre-elementary stage to Class VIII within 5 years, in Classes IX and X within 8 years, in Classes XI and XII within 9 years. In the mean time, there could be shortages in both private and publically funded schools. These schools may not, therefore, be able to admit all children from the Poshak Kshetra and hence may have to apply a method of selection. The most appropriate method in this regard will be random selection. Those children who are left out after the selection process, can apply for admission to a school in a neighbouring Poshak Kshetra, where they will have the right to admission by random selection, if it becomes necessary.

All private schools in the CSS will be obliged to accept the Bihar Curriculum Framework prepared on the basis of the National Curriculum Framework-2005, and the associated syllabi.

The requirement for providing adequate number of schools with prescribed facilities, for the children in the age group of 5-14 will be met entirely by the Government. Any attempt by the government to seek to meet this requirement by encouraging the opening of new private schools may by default result in the non-fulfillment of the State's obligation under Article 21A. Hence, no new private schools will be allowed to open for providing education at the pre-elementary & elementary stage.

But private schools in the numbers and locations determined by the government, can be opened for catering to the need of education at other levels of schooling, in order to meet the requirement of the universalization of education from Class IX-X by the end of 8 years from 2008-09, and to provide education by the end of 9 years from 2008-09, to at least 70% of the students who will pass Class-X exam and are expected to continue their studies at the higher secondary level.

All private schools will have to seek recognition by the State Government. In granting recognition, the basic requirement will be whether the school is complying with the minimum norms prescribed for the CSS. In addition, the recognized private schools will have to seek affiliation with the Bihar School Examination Board. As an exception, spelt out in the paragraph below, affiliation with other examination board will be permitted, on the basis of a no objection certificate to be issued by the government.

A school affiliated to an all India board may be allowed to be opened, if there is a felt need in a particular locality and for a particular group of students, for getting education in a system which has schools located in other parts of the country to which the parents of the students can be transferred, making it necessary for their children to seek admission in those schools.

Innovative schools may be allowed to be opened without obliging them to seek recognition or affiliation to the Bihar School Education Board. But such schools will remain under the over-all surveillance of the government, which may take action to close them down if they violate the essential principles of the Constitution of India. When these schools seek affiliation, the government will examine their credentials in order to ensure that they comply with the minimum norms of the CSS.

## **7.4 Schools run on Welfare Ground**

In Bihar, the Department of Welfare runs 73 residential schools exclusively for children belonging to SC, ST and OBC. Out of these, 12 are primary schools for scheduled caste children, eight are middle schools (1 for scheduled caste children and 7 for scheduled tribe children) and 53 are secondary (38 for scheduled caste children, 8 for scheduled tribe children and 7 for OBC children).

The Commission is of the view that the running of schools exclusively on caste or class basis, is neither in keeping with the concept of school as a main centre of socialization for children nor is it conducive to making education inclusive. At the international level, the idea of special needs education was given up as early as in 1994 at the Salamanca Conference convened under the aegis of UNESCO. The statement adopted by that Conference clearly states that there is no need for schools established exclusively for a particular category of children. Segregating children in different schools based on their castes is not in the interest of nation-building. This creates national segregation rather than cohesion. There could be some justification for such schools in a situation of an acute shortage of schools for children. But one of the precise purposes of the CSS as recommended by this Commission, is to build all the schools that are needed to universalise education up to the secondary level and nearly universalise it at the level of higher secondary. In such a situation, there is no need for any special category schools. Nor will there be a need for hostels exclusively for children belonging to a caste or community. For all categories of students in the Common School System, there will be a school at a distance of less than 1 km at the elementary level, less than 3 kms at the middle level and less than 5 kms at the secondary level. This will make it possible for all students to go to school from home, thus, obviating the need for hostels altogether. The above logic also applies to special needs school run by the Ministries of the Central Government, like the child labour schools run by the Union Labour Ministry. Besides, the Central Government is thinking of setting up special residential schools for sections of society other than SCs and STs. These too will not fit into the CSS being recommended by the Commission.

The discontinuance of all such schools and not opening such schools in future will go some way towards reducing the financial burden which will inevitably fall on the State Govt. for building the Common School System.

We are not recommending the closing down of these schools until the Common School System becomes fully operational. However, no new schools in this category should be opened and the existing ones should be brought within the CSS. In this context, it should be borne in mind that all over the world special category schools have been integrated with the mainstream education under education departments.

## **7.5 Kendriya and Navodaya Vidyalayas**

These two institutions of school education are run directly by the Central Government. The Kendriya Vidyalayas were started to provide school education to the children of transferable government servants under a single system of examination so that on the transfer of their

parents, the children can be admitted in a school following the same curriculum and syllabus as that in the school they left. . This target group of the children of transferable government servants also determined the location of the Kendriya Vidyalayas in that they were established in areas of concentration of government employees. Recently there has been a departure from this norm and the Kendriya Vidyalayas have started admitting children of parents belonging to other groups also. Consequently, these Vidyalayas are now being established at any place where necessary facilities are available.

Kendriya Vidyalayas impart education from class I to XII whereas Navodaya Vidyalayas are confined to class VI to XII. The Kendriya Vidyalayas do not charge any tuition fee but they levy on parents of the children admitted to their schools, other charges which have been estimated to be as high as Rs.150 per child per month. The Navodaya Vidyalayas do not charge any fee at all. Another distinguishing feature of the Navodaya Vidyalayas is that 75 per cent of their students are from rural areas and there are reservations for the economically backward classes as well as for girl students (33 per cent). Admissions in both the Kendriya and Navodaya Vidyalayas are selective, based on defined criteria of merits.

The medium of instruction in the Kendriya Vidyalaya is Hindi up to class X but the English option as a medium is also offered from class I. In the Navodaya Vidyalayas, in classes VI-VIII, social sciences are taught through the medium of Hindi and science subjects through the medium of English. From class IX onwards English is the medium of instruction.

Both these schools follow the CBSE syllabus and both of them have their own centres for providing in-service training to their teachers.

Presently, there are 37 Kendriya and Navodaya Vidyalayas each in Bihar. In 4 out of the 37 Kendriya Vidyalayas, there are arrangements for two shifts of education. This means that in effect there are 41 Kendriya Vidyalayas. So far as the Navodaya Vidyalayas are concerned, Patna is among the 8 zones into which the country has been divided for the purpose of setting up and running these Vidyalayas. The Patna zone covers Bihar, Jharkhand and West Bengal.

The Commission has very carefully considered the place of Kendriya and Navodaya Vidyalayas in the Common School System being recommended by it. It is unambiguously of the view that these Vidyalayas would not fit in with the CSS. Firstly, they do not conform to the principle of equality on which the CSS is founded. By following the selection method for admission, these schools practise discrimination and those discriminated against are the children of the deprived and economically backward classes. Because of the handicap of their social background and economic conditions they are not capable of standing the rigour of a selection process and hence they are not likely to qualify for admission to these schools. Thus, these Vidyalayas contribute to the perpetuation in our society of one type of school meant for the elite meritorious group of students, and the other type, mostly government schools, meant for the children of the poorer and the deprived classes. This class division of students is neither good for national unity nor conducive to the task of nation-building.

Secondly, the CSS is based on the concept of school of equitable quality for all. It provides for universal enrolment of all students from the defined neighbourhood for each school. The Kendriya and Navodaya Vidyalayas do not follow this principle. A large number of students in the neighbourhood in which these schools are located, do not find place in them. Not admitting every student from the neighbourhood who seeks admission is not only inconsistent with the CSS, it also constitutes a violation of the provision in Article 21A of the Indian

Constitution of “compulsory” education. Since Kendriya Vidyalayas have classes from I to VIII and Navodaya Vidyalayas have classes from VI to VIII, because of their rejection of students from the neighbourhood for admission they are in violation of Article 21A.

Thirdly, the Kendriya Vidyalayas, but not the Navodaya Vidyalayas, also violate the provision in Article 21A of making available “free” education to children in the age group 6 to 14. As already pointed out, the Kendriya Vidyalayas charge a variety of fees from their students.

There are several other aspects in which these two categories of Vidyalayas differ from the common school system recommended by this Commission:

- a) The language and medium of instruction policy they follow is different from that of the CSS. The CSS will impart first three years of education to a child through the medium of the mother tongue. The CSS also provides for Urdu or a regional language like Bengali, as the medium of instruction at least up to class X. The Kendriya and Navodaya Vidyalayas do not follow such a policy.
- b) The CSS has the provision for establishing primary schools from class I to V and middle schools from class I to VIII, separately from higher secondary schools from class IX to XII. This has been done mainly in the light of the requirement of Article 21A of providing free and compulsory education from class I to VIII, keeping in mind the principle of early access to school and also because the teachers’ training that is required for teaching from class I to VIII i.e. Diploma in Elementary Education, differs significantly from that required for teaching from class IX to XII, i.e. B.Ed.
- c) Parents and teachers will play a very important role in the management of schools in the CSS. On the other hand, the Kendriya and Navodaya Vidyalayas have a centralised system of management.
- d) In the CSS, an attempt has been made to define the role of the Panchayati Raj institutions in building and running the system. No such role is provided for in the Kendriya and Navodaya Vidyalayas for the PR institutions. This goes against the spirit of the 73<sup>rd</sup> and 74<sup>th</sup> amendments of the Constitution.
- e) Whereas both Kendriya and Navodaya Vidyalayas are residential schools, there is no scope for residential schools in the CSS. Under the CSS, the necessary number of schools will be provided at different levels in order to ensure that the children in primary schools do not have to walk for more than a kilometer to reach their school, those in upper primary grades do not have to walk more than 3 kilometers for going to the schools and those in the secondary schools would not be required to travel more than 5 kilometers to their schools. In such a situation, there is no need for residential schools either in CSS or in any other school system.
- f) The CBSE curriculum followed by the Kendriya and Navodaya Vidyalayas is different from that developed by the Government of Bihar and followed by the Bihar Board of Examination. The existence of the former side by side with the latter will undermine the credibility of the curriculum which the State has recently painstakingly developed and for the upgradation, improvement and revision of which it has made elaborate arrangements. The notion that the CBSE curriculum is superior to that followed by most State Governments is misplaced. The State

curriculum are developed on the basis of the social background and cultural environment which determine the specific needs of the students in the State. They are, therefore, more relevant and useful than the CBSE curriculum.

The building of the CSS will require huge investments for building and equipping vastly increased number of schools and recruiting and training lakhs of teachers. In this context, there is no scope for the State government to divert even a small proportion of the available resources for school education, as a part of its contribution to setting up these elitist types of schools which cater to the need of a handful of students at a much higher cost per child. In the case of Navodaya Vidyalaya it is approximately Rs.30,000 per child per year. In fact, the State Government should impress upon the Central Government also that it should give priority to helping States which are in the process of building schools of equitable quality for all their children, over spending money for establishing and running elitist schools like Kendriya and Navodaya Vidyalayas.

The Kendriya and Navodaya Vidyalayas are in contravention of some of the basic principles on which the CSS is based. They are also not in keeping with the provisions of Article 24A of the Constitution. These schools, therefore, have no place in the scheme of the CSS in Bihar. However, those which have already been established may be tolerated, particularly as their total coverage is limited. However, the Kendriya Vidyalayas Sangathan should be persuaded to revert to their original practice of catering to the needs of only the children of transferable government servants. The State Government should not give permission for expansion of these schools. All pending applications for the establishment of new schools in this category should, therefore, be rejected. The resources that would be required to be devoted to the building of new Kendriya and Navodaya Vidyalayas by the Government of India should be more fruitfully utilized for improving the quality of the schools in the CSS.



## Chapter – 8

# Administration of School Education & Management of Schools in the Common School System

### 8.1 Management of Schools

A school system is as good as the schools constituting it. And the quality of a school depends critically upon how it is managed. Therefore, the management of schools is an extremely important aspect of the Common School System.

The National Education Policy, 1986, laid down the following principles for the management of schools:

- a) Management should have a long term perspective and should be linked to human resources development objectives;
- b) It should promote decentralization and autonomy of educational institutions;
- c) It should attach priority to people's participation which includes association of non-governmental agencies and voluntary organisations;
- d) There should be maximum participation of women in the management of education; and
- e) It should be based on the principle of accountability related to declared goals and norms.

Since the adoption of the National Education Policy in 1986, there have been two major developments in the country in the field of education or having an important bearing on education. These are the adoption of the 73<sup>rd</sup> and 74<sup>th</sup> amendment to the Constitution in 1991, providing for the decentralization of power and development activities to Panchayati Raj Institutions; and the adoption in 2002, of the 82<sup>nd</sup> amendment to the Constitution, which inserted a new Article 21A in Chapter 3 making the provision of compulsory and free education to the children within the age group 6 years to 14 years, a fundamental right. It is in this background that the Commission has considered the issue of management of schools in Bihar.

Before the non-governmental elementary and secondary schools were taken over by the government in 1976, (retrospectively from 1971) and 1981 respectively, these schools had their own management committees. After the take-over, they came under the management of the government which made its own arrangement for this purpose. The Acts by which these schools were taken over also contained provisions for their management. Subsequently, various changes were made in these Acts, through notifications. A major development so far as the primary schools are concerned was the enactment in 2000 of a legislation setting up Vidyalayas Shiksha Samitis for the management of these schools.

So far as the secondary schools are concerned, the 1981 Act taking over these schools, among others, constituted a 7-member management committee for these schools. Among them was included the MLA/MLC/MP(LS)/MP(RS) who represented the constituency in which the school was located. Subsequently, the Legislator member of the management committee was made the Chairman of the committee. In 1995, he was made the Chairman of the management committees of all the Rajkiyakrit (taken over) secondary schools located in the constituency. From 2002 onwards, the power of sanctioning expenditure for such schools was transferred from the Collector to the Legislator member. However, the Collector remained the Chairperson of the Rajkiya (government) school.

The individuals, groups and organizations with whom the Commission interacted during the course of its work, were unanimously opposed to the practice of the Legislator member being the chairperson of the school management committee. According to them, because of his numerous other pre-occupations, the Legislator concerned is not able to devote adequate time to the management of the school. The problem gets compounded because of his being the Chairperson of all the secondary schools in his constituency, which may number 15-20. As a result, meetings of several of the school management committees have become few and far between. This has made the committees ineffective which have had a highly negative impact on the functioning of the schools. This has also become a major factor engendering corruption in the management of secondary schools. Apart from this public perception of the flaws of the present practice, the Commission is of the view that a Legislator's vocation is to make laws, and there is nothing *per se* in the nature of this vocation which should entitle him to become the Chairman of a school management committee. Besides, a Legislator may not have any of his children studying in the school, and, therefore, he may not have as much stake in the effective functioning of the school as a parent of a child or children studying in it would have.

The Commission's attention was also drawn to a communication sent by the Secretary, Bihar Legislative Council to the Commissioner-cum-Secretary, HRD Department which, among others, requests the State Government to take a fresh look at the composition of the management committees of the taken-over secondary schools. The communication spells out certain considerations that should be taken into account while reviewing the composition of these committees. This includes the need to give representation to the guardians of the students and to the Zila Parishad, and, to the extent possible, avoid including Legislatures as members of these management committees.

Taking the above developments into account, the Commission is of the view that the existing laws governing the composition, functions etc., of the management committees of both primary and middle schools as well as secondary schools, need to be restructured, keeping in mind the following considerations:-

- i) An overwhelming majority of the members of these committees should be the parents of the children studying in these schools; for, they have the highest stake in the effective functioning of these schools;
- ii) The school management committee should have mostly elected members and only two or three nominated members. The few nominated members of the committee

should be nominated by the elected representatives of the Panchayati Raj Institutions;

- iii) 50 per cent of the members of the committee should be women. Either the chairperson or the secretary of the committee should be a woman. Similarly gender parity should be observed in electing the reserve category members of the committee;
- iv) It should be obligatory for the committee to have representatives of scheduled castes, scheduled tribes, extremely backward classes and other backward classes;
- v) Almost all the elected and nominated members of the committee should come from the Poshak Kshetra of the school;
- vi) There should be a clear-cut provision for defining and delineating the Poshak Kshetra;
- vii) President and Secretary of the committee should be only from amongst the elected members and they should be elected democratically by the total membership of the committee by a simple majority;
- viii) There should be well-defined linkages between the management committee and the Panchayati Raj Institution in the area in which the school is located;
- ix) To bring a measure of stability to the committee, the provision regarding the removal of the chairperson or the secretary should be made more stringent. A two-thirds rather than a simple majority of the committee should be required for the removal of either of these two office bearers; and
- x) The provisions regarding the dissolution of the management committee should be spelt out clearly and in greater detail.

Keeping the above factors in mind, the Commission recommends, for consideration by the Bihar Legislature, the two attached draft legislations for the management of schools, one for elementary schools and the other for secondary schools.

## **8.2 Administration of Schools in Bihar**

As per the Rules of the Executive Business of the State Government, work allocation relating to school education comes under the Department of Human Resource Development (HRD). HRD Department includes primary, middle, secondary, senior secondary, higher and university education. It does not, however, include engineering, technical or medicinal education. Till recently, the HRD Department had two Wings – secondary and higher education was dealt with in one Wing; and primary, adult education and literacy was the concern of the other Wing. However, during the recent reorganization of government departments following the recommendations of the Administrative Reforms Commission, the two Wings have been amalgamated into a single Department.

The Department is headed by a Cabinet-rank Minister; and on the civil side, its top official is a Commissioner-cum-Secretary, from the Indian Administrative Service, who



is of the rank equivalent to Additional Secretary to the Government of India. The Department has two operational Wings: the Secretariat that includes Special, Additional, Joint, Deputy and Under Secretaries; and the Directorate which includes different education sectors. However, over the years, due to the physical location of both the Wings at the same place and the tendency to concentrate power by poaching upon other's territory, the distinction between Secretariat and Directorate of the Department has been blurred. At one stage, the two Wings had been amalgamated. Subsequently, they again started functioning separately, but the amalgamation culture still hangs over the Directorate like Damocle's sword. Moreover, both the Secretariat and the Directorate have remained weak due to the short tenure of officers in their posts on account of frequent transfers. The transfer and posting in the Secretariat of officers, including section officers and assistants, is done by the Nodal Department of Personnel of the State Government; whereas the transfer and posting of officers in the Directorate below the level of Directors, is done by the Department. For postings and transfers above a particular rank, the approval of the Minister is taken for both the Wings.

The Directorate has six departments headed by Directors. Thus, there are Directors for Primary Education, Secondary Education, Higher Education, Mass Education, Research and Training, and Administration. Except the Directors for Higher Education and Research and Training, who are officers from the Bihar Education Service, all other Directors are from the Indian Administrative Service or Bihar Administrative Service, of the rank below the Supertime Scale of the IAS. They mostly come to the Directorate after doing their district postings and generally expect to move out soon for doing another district assignment. In either case, the tenure of these Directors is generally very short, their continuity is uncertain and the incumbents may not have any interest or experience in education.

Earlier, there used to be the post of the Director of Public Instruction (DPI) at the apex of the Directorate. The incumbent was always from the Bihar Education Service and Cadre and used to have assured tenure and rich experience in education. While the DPI as the head of the Directorate was responsible for the implementation of the government's policies and programmes, the main function of the Secretary in the Secretariat was policy-making and monitoring.

The Commission would like the distinction between policy making and implementation in the Department and the earlier practice of the Directorate being headed by a single Director with adequate seniority and experience and stature in the field of education, to be restored. The Director should have a rank equivalent to a Joint Secretary in the Government of India. The Director should be in charge of the entire school education system. Since the Commission's mandate covers only the school system, it has not considered it necessary to comment or recommend on the status and responsibility of the present Director (Higher Education). The Director of the Directorate should report to the Commissioner-cum-Secretary to the Human Resource Development Department. He should be assisted by four Joint Directors, all from the Bihar Education Service. They should respectively head the Divisions of Elementary Education, Secondary Education, Teachers Education and Educational Survey & Research. The Joint Directors should have the rank of a Director in the Government of India. They should enjoy sufficient autonomy

and have a fixed minimum tenure of three years. The existing posts of Deputy Directors and Assistant Directors in each directorate should be appropriately redesignated.

Any of the Joint Directors can aspire to reach the level of Director. However, the post of the Director should be kept open for lateral entry also in order to be able to attract the best talent in the field - a person with vision having adequate seniority and experience and stature in the field of education. Candidates for the post can come either from the Bihar Education Service, the I.A.S. or the education field in general. A five-year tenure should be given to the Director so that he has adequate time to supervise and direct, in collaboration with the Commissioner-cum-Secretary, Department of Education and under the guidance of the Education Minister, the transformation of the present school system in Bihar into the Common School System recommended by the Commission.

Below the Secretariat and the Directorate, the Department has officers at the following levels from the Bihar Education Service, posted in the field:

**1. Division Level**

Regional Deputy Director of Education (RDDE):- He is responsible for elementary and secondary education, with little direct power and responsibility.

**2. District Level**

Three senior officers are posted in each of the 37<sup>1</sup> district headquarters with separate establishments:

- a) District Superintendent of Education (DSE), in charge of elementary education. He is also designated as district programme coordinator for the SSA with a separate office. He reports to the Director, Primary Education and also to Director, Bihar Education Project for the purpose of SSA;
- b) District Education Officer (DEO), in charge of secondary and senior secondary education. He reports to Director, Secondary Education;
- c) District Mass Education Officer (DMEO), in charge of literacy and reports to Director, Mass Education. With low funding and priority to literacy activities, he has little work to do.

**3. Sub-Division level**

Each Sub-Division is supposed to have a Sub-Divisional Education Officer (SDEO), who reports to the DEO. With reduced sizes of Sub-Divisions, the jurisdiction of the DEO has shrunk. He has no clear definition of duty. There are 101 Sub-Divisions in the State, but due to paucity of officers, only 36 SDEOs are posted as of now. The SDEO has an office with generally 4-5 staff.

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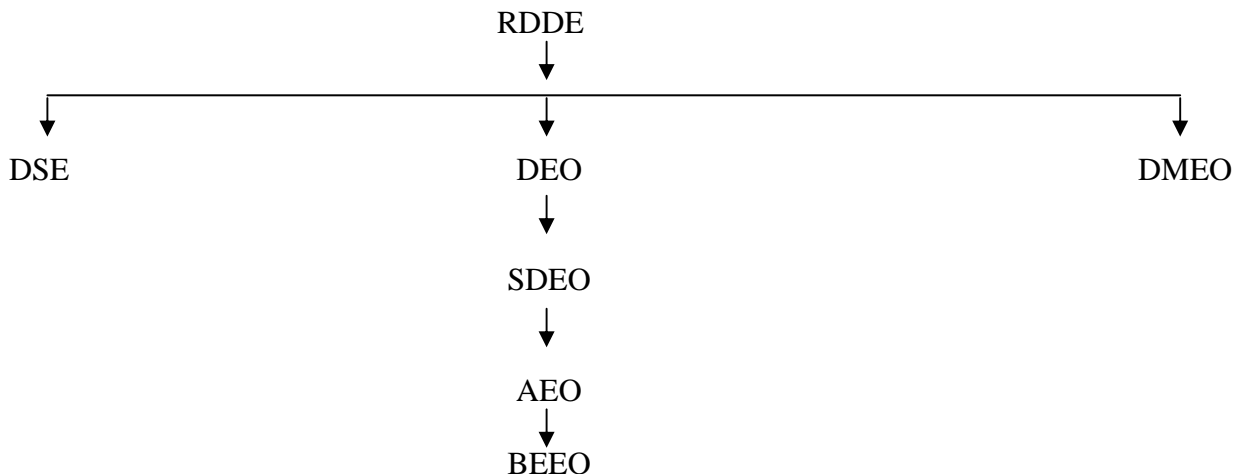
<sup>1</sup> There are 38 revenue or administrative districts in the state, but Arwal bifurcated from Jehanabad recently is yet to be declared a separate education districts.

#### 4. Area Level

There is another level of field presence of the Education Department between the Sub-Division and the Block, and that is the office of the Area Education Officer. With 134 Areas, only 28 AEOs are in position. They have a small office with virtually no staff. They have no clearly defined work. This office has become defunct in practice.

#### 5. Block Level

A Block Education Extension Officer (BEEO) operates in each development Block. He is the most critical link in the chain for implementing and monitoring educational programmes at the Block level. Though in theory, he has responsibility for school education on the whole, due to the funding pattern and priority of the government, his time is devoted mostly to elementary education. His functions include collection of data, passing on government instructions to schools and organising regular meeting of the Head Teachers of primary and middle schools, which is popularly known as *Guru Gosthi*. In spite of these significant functions, the BEEO neither has an office of his own nor any staff member to assist him. He operates from the Block Resource Centre. The diagram below depicts the present structure of the field offices.

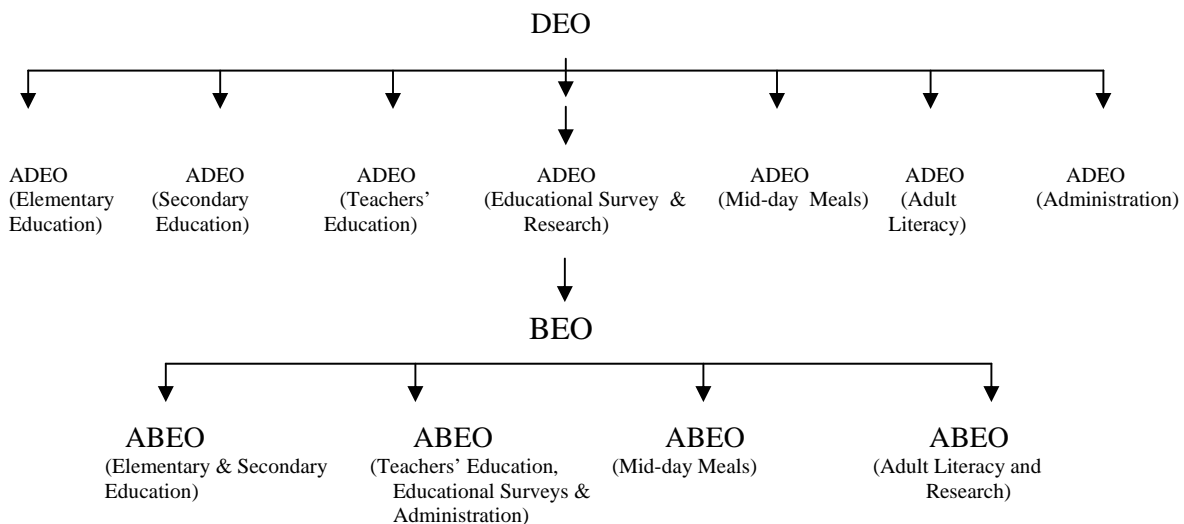


The above structure and functions of the field offices of the Department clearly bring out the irrationality and weaknesses of the existing system. It functions at far too many levels, involving avoidable overlaps and redundancy. It is also very weak at levels which should really matter. The system is in an urgent need of restructuring and reorganisation, which should be done on the following lines:-

- a) The post of RDEE is redundant and should, therefore, be dispensed with;

- b) There should be a unified district level educational set-up. Hence the present three district-level offices should be merged into a single office under a District Education Officer (DEO). He should be placed in the second rung of command at the District level. He should, therefore, be at a fairly senior level in the Bihar Education Service. He should be assisted by seven Assistant District Education Officers (ADEOs), dealing respectively with Elementary Education, Secondary Education, Teachers' Education, Educational Surveys and Research, Mid-day Meals, Adult Literacy and Administration;
- c) There is no need for the presence of the Department of Education either at the Sub-Divisional or the Area level. The present offices at these levels should, therefore, be closed down;
- d) Instead, the office at the Block level should be re-organized and strengthened. The present BEEO should be redesignated as simply BEO. He should have properly manned and well-equipped office. He should be assisted by four ABEOs, dealing respectively with Elementary & Secondary Education; Teachers' Education, Educational Surveys & Research; Mid-day Meals; and Adult Literacy and Administration.

The restructured field offices are depicted in the diagram below. It will be seen that it has only two levels instead of the present-5 level structure.



The field offices should not be involved in any school inspection work. They should confine themselves to their regulatory, supervisory and data-collection work. Teachers themselves should take over inspection work and should be organised and oriented for this purpose.

The officers' level posts at the District office should be filled by officers of BES and at the Block level by officers of BES-II. The ABEOs should belong to the Subordinate Education Service (SES). Adequate number of supporting staff should be posted in the offices at the

District and Block levels. The staff strength will, of course, differ from district to district depending upon the area, population and educational programmes and projects being carried out there.

Opportunity should be provided to officials serving in different grades of the BES to rise to higher grades. For this purpose, 50% of posts in BES-II will be filled up directly from the combined competitive examination held by the Bihar Public Service Commission & the rest 50% of the posts of BES-II will be filled up by promotion from SES.

There is at present a post of “Inspectress of Schools” at the State level and one post of “District Inspectress” in each district for the administration of girls education institutions namely i.e. girls schools and Primary Teachers Education Centres for women. The Commission regards this structure of inspection as irrational and anomalous. For, it does not make any sense to have an arrangement in place for inspecting only a small fragment of the entire school system. If inspections have to be made – and they must be made - it should be for the entire system. The Commission, therefore, is separately proposing the establishment of a system of “academic supervision”, a term which will replace the word “inspection”.

The Commission has not included informal education, mass education and adult education in the reorganized administrative structure for school education in Bihar. This is because these forms of education have no place in the Common School System. We have, however, provided for the post of an Additional District Education Officer (ADEO) for adult literacy and a commensurate position at the Block level. This is designed to look after the on-going activities which, we expect, will not be necessary after the Common School System becomes operational.

**BIHAR PRIMARY & MIDDLE SCHOOL EDUCATION COMMITTEE BILL, 2007**

**A BILL**

**For constituting school education committee in the Primary and Middle Schools of Bihar State**

**Preamble :** To fulfill the “Fundamental Right of Education” to the children of age group 6-14 under the article 21 ‘A’ of the constitution of India and in the light of 73<sup>rd</sup> and 74<sup>th</sup> amendment of the constitution and also to Provide for ensuring the participation of people in the management, improvement, administration, supervision and control of all Primary & Middle schools by constituting a Vidyalaya Shiksha Samiti.

Be it enacted by the Legislature of the State of Bihar in the fifty eighty year of the Republic of India as follows:

**1. Short Title, Extent and Commencement**

- (i) This Act may be called “The Bihar Prathmik evam Madhya Vidyalaya Shiksha samiti Act”, 2007.
- (ii) Bihar State Vidyalaya Shiksha Samiti Act, 2000 will repealed as soon as this act will come into force.
- (iii) It shall extend to whole State.
- (iv) It shall come into force from the date of its notification,

**2. Definitions :** In this Act, unless there in anything repugnant to the subject or context:

- (i) “Primary Schools” means such schools which have been established under Bihar & Orissa Primary Education Act, 1919 and Bihar Non-govt. / Elementary school (Control Act-1976) to provide education up to class-V at Present. But it does not include the minority schools and the schools fully or partially aided by the State Government.
- (ii) “Middle Schools” means such schools which have been established to provide education up to class-VIII or from class-VI to class-VIII or from class VI& VII and from class-I to VII and it includes primary schools also but does not include schools (including minority schools) which are fully or partially aided by the State Government.
- (iii) “Minority Primary/Middle School” means a school administered by a linguistic or a religious minority as envisaged in clause (I) of article 31 of the Constitution and which is in receipt of Government grants.
- (iv) “Aided Primary/middle Schools” means a Private School which is in receipt of Government grants and which is administered by a Managing Committee.

- (v) “Block Education Officer” means a Government Officer of the Human Resource Development Department at Block Level.
- (vi) “Act” means “The Bihar Primary & Middle Vidyalaya Shiksha Samiti Act. 2007”.
- (vii) “The State Government” means the Government of the State of Bihar.
- (viii) “Prathmik & Madhya Vidyalaya Shiksha Samiti” means the committee constituted under Section-3 of this Act and registered under the Provisions of this Act.
- (ix) “Mother-Father” means the Person whose child/children are enrolled in the school.
- (x) “Aam Shabha” means the Assembly of all adults (legal Voters) of the feeder area of the school.
- (xi) “Mata-pita Sabha” means the parents of the children studying in middle schools and legal guardians of those students who have no mother-father are also included in it and have right to vote.
- (xii) “Chairperson” means the Chairperson of Primary & Middle Shiksha Samiti constituted by this Act.
- (xiii) “Secretary” means the Secretary of the Vidyalaya Shiksha Samiti constituted by this act.
- (xiv) “Poshak Kshetra” means the earmarked area of a school declared by a competent authority.
- (xv) “Prarambhik Vidyalaya Siksha Samiti fund” means the fund established by the Vidyalaya Siksha Samiti.
- (xvi) “Ward” means notified and under Panchayat Raj, within which school is situated.
- (xvii) “Legal Voters” means such voters who are entitled for casting votes for panchayat election.

### **3. Constitution of the Prathmik evam Madhya Vidyalaya Shiksha Samiti**

- 1) A Vidyalaya Shiksha Samiti shall be constituted separately for all Primary and Middle schools consisting of the following members :-
  - a. Mother Father members elected from “Aam sabha” for Primary School Nine (9)
  - b. Non-Mother-Father members elected from Aam Sabha Three (3)

Note : In case of Middle Schools election for category 3 (i) (a) and (b) above will be done by Mata-Pita Sabha

**This category will consist of the following members:**

- One member from the elected Non-Father- Mother members will necessary be a retired govt. teacher/officer/ employee. If not available in the same Poshak Kshetra of a School, he/she will be taken from the adjacent Poshak Kshetra. But such Person will not be a member of more than two Vidyalaya Shiksha Samitis. The limitation of Poshak Kshetra mentioned in para 4 is relaxed to that extent.
  - One such donor member who himself or Whose ancestor have donated land for the School or contributed in school construction of school development will be one of the elected members Non-Father-Mother members. It should be ensured that the person of a clean and undisputed repute is elected as a member under this category. If such person is not available, a general member will be elected from the Aam Sabha in case of Primary schools and from Mata-Pita Sabha in case of Middle School.
  - One elected member from the Poshak Kshetra of the School.
- (c) Members nominated by the Mukhiya of Gram panchayat, pramukh of panchayat Samiti, Chairman of Nagar panchayat / Nagar parishad/ Mayor of Nagar Nigam – Two (2)

This consist :

- i. The Mukhiya of the Gram panchayat will nominate one member of that ward, as a member of the Prathmik / Madhya Vidyalaya Samiti, in which Primary/Middle school is situated.
  - ii. The pramukh of the panchayat samiti will nominate one member of Panchayat Samiti as a member of the Vidyalaya Shiksha Samiti who resides in the Poshak Kshetra of the Primary/Middle school. Members for Primary/Middle schools situated in urban areas, will be nominated from among the members of the Nagar Panchayat / Nagar parishad / Nagar Nigam by its Chairman/Mayor as the case may be.
- (d) Headmaster / Head teacher of the school ----(ex- officio- member) – One (1)
2. At least 50% (fifty parent) of the elected members will be from women- members. Among the elected members, at least one member will be elected from male and one from woman S. C. category, one member from S. T. category or one woman member from EBC and one member either man or woman from BC category.
  3. In case of non-availability of the members of any of the two categories, i.e. schedule caste/ Tribe (SC/ST), the member shall be elected from other category. In case of non-availability of, both of these two categories the members shall be elected from other backward caste.
  4. Elected or nominated members shall be from the Poshak Kshetra of the school.
  5. There shall be a chairperson and a secretary from among the elected members. If an elected member from Mata-Pita is literate and has some knowledge of Book-keeping & Accounts, he/she will be elected as the secretary of the samiti. (Other teachers of the school may take part in the meeting but they shall have no Voting rights.)



#### **4. Delineation of Poshak Kshetra**

- (a) The Block Education Officer with the help of the headmasters/ head teachers of the block will delineate the Poshak Kshetra of each school.
- (b) Delineation, so done will be concurred in the meetings of the Gram Panchayat in the case of primary school and by the panchayat Samiti in the case of middle schools. In the case of urban units, the concurrence will be given by the executive committee of the concerned urban unit.
- (c) The Block Education Officer will maintain the record of the Poshak Kshetra of the schools of his block and one copy of that will be made available to the concerned school for record.
- (d) The easy accessibility of children and social- cultural Variations will be kept in mind while determining the Poshak Kshetra.

#### **5. Election of the members of Prathmik & Madhya Vidyalaya Shiksha Samiti**

- (1) A knowledgeable person (not a teacher) of the Poshak Kshetra will be authorized by the Block Education Officer for the election of members of Prathmik & Madhya Vidyalaya Shiksha Samiti.
- (2) Election of members will be done on the basis of majority of votes / on pre scheduled date and time of Aam Sabha (Mata-Pita Sabha in case of Middle school)
- (3) Result will be declared after election is over following prescribed manner.

#### **6. Election and expulsion of the Chairperson and Secretary of Prathmik & Madhya Vidyalaya Shiksha Samiti**

- (1) The chairperson and the Secretary of the Vidyalaya Shiksha Samiti shall be elected by the votes of simple majority of the total members of the Vidyalaya shiksha Samiti.
- (2) Either the chairperson or the Secretary must be a woman.
- (3) The Vidyalaya Shiksha Samiti may pass a no confidence motion against the Chairperson and /or the Secretary by two/ third majority and shall elect a chairperson and/ or a Secretary from the other members as per provisions.
- (4) The Vidyalaya Shiksha Samiti may entrust the responsibilities of different works to its members by a simple resolution.

**7. The Term of the Prathmik & Madhya Vidyalaya Shiksha Samiti and the Office Bearers :** The term of the Vidyalaya Shiksha Samiti and that of its office bearers shall be of three (3) years from the date of the registration of the Vidyalaya Shiksha Samiti. In the case of delay in the re-constitution of the samiti due to some special reason, the term may be extended by not more than six months.

**8. Registration of the Prathmik & Madhya Vidyalaya Shiksha Samiti :** The Vidyalaya Shiksha Samiti shall be registered as an institution by the Block Education Officer.

**9. Expulsion of the Members of the Prathmik & Madhya Vidyalaya Shiksha Samiti**

- (a) When any member of the Vidyalaya Shiksha Samiti without any satisfactory explanation remains absent from its three (3) consecutive meetings, the Vidyalaya Shiksha Samiti may terminate his/her membership on the basis of vote of a two-third majority and vacancies caused by such expulsion shall be filled up as per the provision of this Act. for remaining period.
- (b) The enquiry of allegations made against the office bearers/ members can be done, adopting prescribed procedure by the Block Education Officer or the officer senior to him and in case allegations are proved the Vidyalaya Shiksha Samiti may take action of removal of the office bearer/ member from the Vidyalaya Shiksha samiti by a simple majority vote.

**10. Dissolution of the Prathmik & Madhya Vidyalaya Shiksha Samiti**

- (1) The Primary & Madhya Vidyalaya Shiksha Samiti shall be dissolved and a new samiti will be constituted by the Block Education Officer where the samiti fails to hold three consecutive monthly meetings.
- (2) If the Vidyalaya Shiksha Samiti fails to accomplish the works directed by the government and to improve the status of the school, the warning will be given by the Block Education Officer first time. In case of non-improvement, after getting the approval of District Education Officer, the Block Education Officer will dissolve the samiti after adopting prescribed procedure.

**11. Powers and functions of the Prathmik & Madhya Vidyalaya shiksha Samiti**

Vidyalaya Shiksha Samiti will hold atleast one meeting every month, quorum will be one third.

**(a) For the school**

- (1) The Vidyalaya Shiksha Samiti will protect the School building secure the school property. Samiti will ensure that the school building in not used for non-teaching Purposes.
- (2) To make general supervision and monitor the works going on in the school and take corrective measures and to report the higher authorities.
- (3) To construct the school building and maintain it as per govt. instructions.
- (4) To decide the opening and closing time of the school and give prior information to Block Education Officer and District Education Officer. But in no case it shall be less than the Prescribed period (hours)
- (5) The Vidyalaya Shiksha Samiti shall be competent to take such other decisions which it considers necessary to promote Elementary Education in the village. It can raise community support also for it.

**(b) For Children**

- (i) To ensure the enrollment of cent percent children of age group 6-14 within the feeder area of the school to ensure their fundamental right given under Article 21 'A' of the Indian constitution.
- (ii) To make necessary arrangement with regard to cultural and educational activities for the all round development of children.
- (iii) To have special attention towards the Security of children while constructing the school building and making arrangements for midday meal and other programmers.
- (iv) To take necessary decision about the arrangement of MDM and to supervise it. The Samiti will comply the directions issued from time to time by the govt. in this respect.

**(c) For Teachers**

- (i) To create such environment that the teachers get proper respect. For this, programmers and plans will be prepared.
- (ii) To keep vigil that the teachers are not engaged in non-teaching works.
- (iii) To ensure that the salary of the teachers is paid regularly. Besides it, the samiti will help in solving their service related problems.
- (iv) To report to the competent authority about the habitual absenteeism of teachers and their attitude and action of subjugation, humiliation and discrimination towards children after proper investigation.

**12. Prathmik & Madhya Vidyalaya Shiksha Samiti Kosh**

- (i) In each school a Vidyalaya Shiksha Samiti Development Fund will be created and the fund received from all legal sources will be deposited in it. For that a saving A/c will be opened in nearby scheduled Bank. This 'Kosh' will be operated as per prescribed procedure of the rules & regulations. However Headmaster or any teacher will not be given any responsibility for operation of A/c.

**13. Coordination with Panchayati Raj Institutions (PRI)**

- (1) The Vidyalaya Shiksha Samiti will submit the report of its activities to PRI twice in the year. The report will be submitted to the Gram Panchayat in the case of primary school, to the panchayat samiti in the case of middle school and to the respective urban units in the case of primary and middle Schools situated in the urban area.
- (2) The PRI will deliberate on the report.
- (3) The PRI can ask for report regarding complaint against school/ Vidyalaya Shiksha Samiti.
- (4) The PRI can enquire at their own level or can request to the competent authority for enquiry.

**14. Capacity Building/ improvement :** The Government shall take the following steps for the capacity building of the Vidyalaya Shiksha samiti:

- (a) Training/orientation of the Chairpersons and secretaries of the Vidyalaya Shiksha Samities shall be organised from time to time.
- (b) The educational trips will be organised for the members of the samiti.
- 15. Power to make Rules :** The State Government shall make the rules for the implementation of the provisions of fee.
- 16. Power of the removal of difficulties :-** The State Government shall have the power to remove the difficulties in the implementation of the provisions of this Act.
- 17. Repeal and Saving :-**
  - (i) All government orders, notifications, resolution contrary to the provisions of this Act are repealed hereby.
  - (ii) Notwithstanding such repeal anything done or any action taken action taken under the orders and resolutions passed under notifications issued by the State Government prior to the commencement of this Act shall be deemed to be done anything or action taken this as if this Act it was enforce during the period.

**BIHAR SECONDARY SCHOOL EDUCATION COMMITTEE BILL, 2007**

**A BILL**

**For constituting school education committee in the Secondary Schools of Bihar State**

**Preamble :** In order to provide sustenance to “Fundamental Right of Elementary Education” universaisation of secondary education and in the light of 73<sup>rd</sup> and 74<sup>th</sup> amendment of the constitution and also to Provide for ensuring the participation of people in the management, improvement, administration, supervision and control of all Secondary schools by constituting a Vidyalaya Shiksha Samiti.

Be it enacted by the Legislature of the State of Bihar in the fifty eighty year of the Republic of India as follows:

**1. Short Title, Extent and Commencement**

- (i) This Act may be called “The Bihar Madhyamik Vidyalaya Shiksha samiti Adhiniyam”, 2007
- (ii) It shall extend to whole State
- (v) It shall come into force from the date of its notification.

**2. Definitions**

In this Act, unless there in anything repugnant to the subject or context :-

- (i) “Secondary Schools means such school which provide Secondary education or Senior Secondary education or both and which have been established by State Govt. or nationalized under the relevant rules of Bihar State non govt. Secondary School (Management & Control....) Act 1981. But it does not include the minority schools and the schools fully or partially aided by the State Government.
- (ii) “Minority Secondary School” means a school administered by a linguistic or a religious minority as envisaged in clause (I) of article 31 of the Constitution and which is in receipt of Government grants.
- (iii) “Aided Secondary Schools” means a Private School which is in receipt of Government grants and which is administered by a Managing Committee.
- (iv) “District Education Officer” means a Government Officer of the Human Resource Development Department at District Level.
- (v) “Act” means “The Bihar Madhyamik Vidyalaya Shiksha Samiti Adhiniyam 2007”.
- (vi) “The State Government” means the Government of the State of Bihar.

- (vii) “Madhyamik Vidyalaya Shiksha Samiti” means the committee constituted under Section-3 of this Act and registered under the Provisions of this Act.
- (viii) “Mother-Father” means the Person whose child/children are enrolled in the school.
- (ix) “Mata-pita Sabha” means the parents of the children studying in Secondary Schools and legal guardians of those students who have no mother-father are also included in it and have right to vote.
- (x) “Chairperson” means the Chairperson of Madhyamik Vidyalaya Shiksha Samiti constituted by this Act.
- (xi) “Secretary” means the Secretary of the Madhyamik Vidyalaya Shiksha Samiti constituted by this act.
- (xii) “Poshak Kshetra” means the earmarked area of a school declared by a competent authority.
- (xiii) “Madhyamik Vidyalaya Siksha Samiti fund” means the fund established by the Vidyalaya Siksha Samiti.
- (xiv) “Ward” means notified and under Panchayat Raj, within which school is situated.
- (xv) “Legal Voters” means such voters who are entitled for casting votes for panchayat election.

### **3. Constitution of the Madhyamik Vidyalaya Shiksha Samiti**

1. A Vidyalaya Shiksha Samiti shall be constituted separately for all Secondary schools consisting of the following members:
  - (a) Mother Father members elected from “Mata-Pita sabha” Nine (9)
  - (b) Non-Mother-Father members elected from “Mata-Pita Sabha” Three (3)
- (i) One member from the elected Non-Father- Mother members will necessary be a retired govt. teacher/officer/ employee who has interest in education.
- (ii) One such donor member who himself or Whose ancestor have donated land for the School or contributed in school construction of school development will be one of the elected members Non-Father-Mother members. It should be ensured that the person of a clean and undisputed repute is elected as a member under this category. If such person is not available, a general member will be elected from the Mata-Pita.
- (iii) One elected member from the Poshak Kshetra of the School and non Mother-Father category elected by Mata-Pita-Sabha.

- (c) Nominated members of Panchayati Raj Institution / Urban Unites Two (2)

This consist :

- i. The Pramukh of the Panchayat Samiti will nominate one member as a member of the Madhyamik Vidyalaya Samiti, under whose area Secondary School is situated
  - ii. The Adhyaksha of the Zila Parishad will nominate one member of Zila Parishad as a member of the Vidyalaya Shiksha Samiti who resides in the Poshak Kshetra of the Secondary School.
  - iii. For Secondary schools situated in urban areas, members will be nominated from among the members of the Nagar Panchayat / Nagar parishad / Nagar Nigam by its Chairman/Mayor as the case may be.
    - (d) Headmaster / Head teacher of the school – (ex- officio- member) - One (1)
    - (e) Teacher of the school elected by Mata-Pita Sabha - One (1)
    - (f) Officer nominated by District Education Officer - One (1)
2. At least 50% (fifty parent) of the elected members will be from women- members. Among the elected members, at least one member will be elected from male and one from woman S. C. category, one member from S. T. category or one woman member from EBC and one member either man or woman from BC category.
  3. In case of non-availability of the members of any of the two categories, i.e. schedule caste/ Tribe (SC/ST), the member shall be elected from other category. In case of non-availability of, both of these two categories the members shall be elected from other backward caste.
  4. Elected or nominated members shall be from the Poshak Kshetra of the school.
  5. There shall be a chairperson and a secretary from among the elected members. One among Adhyaksha and Secondary will must be woman.

(Other teachers of the school may take part in the meeting but they shall have no Voting rights.)

#### **4. Delineation of Poshak Kshetra**

- (a) The District Education Officer with the consultation of the headmasters/ head teachers of the block will delineate the Poshak Kshetra of each school.
- (b) Delineation, so done will be concurred in the meetings of the Zila Parishad. In the case of urban units, the concurrence will be given by the executive committee of the concerned urban unit.
- (c) The District Education Officer or an officer authorized by him will maintain the record of the Poshak Kshetra of the schools and one copy of that will be made available to the concerned school for record.

- (d) The easy accessibility of children and social- cultural Variations will be kept in mind while determining the Poshak Kshetra.

**5. Election of the members of Madhyamik Vidyalaya Shiksha Samiti:**

- (1) A knowledgeable person (not a teacher) of the Poshak Kshetra will be authorized by the District Education Officer or an officer authorized by him for the election of members of Madhyamik Vidyalaya Shiksha Samiti.
- (2) Election of members will be done on the basis of majority of votes / on pre scheduled date and time of Mata-Pita Sabha.
- (3) Result will be declared after election is over following prescribed manner.

**6. Election and expulsion of the Chairperson and Secretary of Prathmik & Madhya Vidyalaya Shiksha Samiti**

- (1) The chairperson and the Secretary of the Vidyalaya Shiksha Samiti shall be elected by the votes of simple majority of the total members of the Vidyalaya shiksha Samiti.
- (2) Either the chairperson or the Secretary must be a woman.
- (3) The Vidyalaya Shiksha Samiti may pass a no confidence motion against the Chairperson and /or the Secretary by two/ third majority and shall elect a chairperson and/ or a Secretary from the other members against the vacancy as per provisions.
- (4) The Vidyalaya Shiksha Samiti may entrust the responsibilities of different works to its members by a simple resolution.

**7. The Term of the Madhyamik Vidyalaya Shiksha Samiti and the Office Bearers :-**  
The term of the Vidyalaya Shiksha Samiti and that of its office bearers shall be of three (3) years from the date of the registration of the Vidyalaya Shiksha Samiti. In the case of delay in the re-constitution of the Samiti due to some special reason, the term may be extended by not more than six months by the District Education Officer or an officer authorized by him,

**8. Registration of the Prathmik & Madhya Vidyalaya Shiksha Samiti :-** The Vidyalaya Shiksha Samiti shall be registered as an institution by the Block Education Officer or an officer authorized by him.

**9. Expulsion of the Members of the Madhyamik Vidyalaya Shiksha Samiti**

- (a) When any member of the Vidyalaya Shiksha Samiti without any satisfactory explanation remains absent from its three (3) consecutive meetings, the Vidyalaya Shiksha Samiti may terminate his/her membership on the basis of vote of a two-third majority and vacancies caused by such expulsion shall be filled up as per the provision of this Act for remaining period.
- (b) The enquiry of allegations made against the office bearers/ members can be done, adopting prescribed procedure by the District Education Officer or an officer



authorized by him and in case allegations are proved the Vidyalaya Shiksha Samiti may take action of removal of the office bearer/ member from the Vidyalaya Shiksha samiti by a simple majority vote.

**10. Dissolution of the Madhyamik Vidyalaya Shiksha Samiti :-**

- (1) The Madhyamik Vidyalaya Shiksha Samiti shall be dissolved and a new samiti will be constituted by the District Education Officer or an officer authorized by him where the samiti fails to hold three consecutive monthly meetings.
- (2) If the Vidyalaya Shiksha Samiti fails to accomplish the works directed by the government and to improve the status of the school, the warning will be given by the District Education Officer or an officer authorized by him. In case of non-improvement, the District Education Officer or an officer authorized by him will dissolve the samiti after adopting prescribed procedure.

**11. Powers and functions of the Prathmik & Madhya Vidyalaya shiksha Samiti :-**

Vidyalaya Shiksha Samiti will hold atleast one meeting every month, quorum will be one third.

**(a) For the school**

- (1) The Vidyalaya Shiksha Samiti will protect the School building secure the school property. Samiti will ensure that the school building in not used for non-teaching Purposes.
- (2) To make general supervision and monitor the works going on in the school and take corrective measures and to report the higher authorities.
- (3) To construct the school building and maintain it as per govt. instructions.
- (4) To decide the opening and closing time of the school and give prior information to District Education Officer and authorized officers. But in no case it shall be less than the Prescribed period (hours)
- (5) The Vidyalaya Shiksha Samiti shall be competent to take such other decisions which it considers necessary to promote Secondary Education in the village. It can raise community support also for it.

**(b) For Students**

- (i) To make necessary arrangement with regard to cultural and educational activities for the all round development of children.

**(c) For Teachers**

- (1) To create such environment that the teachers get proper respect. For this, programmers and plans will be prepared.
- (2) To keep vigil that the teachers are not engaged in non-teaching works.
- (3) To ensure that the salary of the teachers is paid regularly. Besides it, the samiti will help in solving their service related problems.

- (4) To report to the competent authority about the habitual absenteeism of teachers and their attitude and action of subjugation, humiliation and discrimination towards children after proper investigation.

**12. Prathmik & Madhya Vidyalaya Shiksha Samiti Kosh**

In each school a Vidyalaya Shiksha Samiti Development Fund will be created and the fund received from all legal sources will be deposited in it. For that a saving A/c will be opened in nearby scheduled Bank. This 'Kosh' will be operated as per prescribed procedure of the rules & regulations. However Headmaster or any teacher will not be given any responsibility for operation of A/c.

**13. Coordination with Panchayati Raj Institutions (PRI)**

- (1) The Madhyamik Vidyalaya Shiksha Samiti of rural areas will submit the report of its activities to Zila Parishad twice in the year. While Secondary schools of urban area will submit their report to chairman / Mayor of respective urban unit.
- (2) The Zila Parishad / Urban Bodies will deliberate on the report.
- (3) The Zila Parishad / Urban Bodies can ask for report regarding complaint against school/ Vidyalaya Shiksha Samiti.
- (4) The Zila Parishad / Urban Bodies can enquire at their own level or can request to the competent authority for enquiry.

**14. Capacity Building/ improvement :-** The Government shall take the following steps for the capacity building of the Vidyalaya Shiksha samiti :-

- (a) Training/orientation of the Chairpersons and secretaries of the Vidyalaya Shiksha Samities shall be organised from time to time.
- (b) The educational trips will be organised for the members of the samiti.

**15. Power to make Rules :** The State Government shall make the rules for the implementation of the provisions of fee.

**16. Power of the removal of difficulties :** The State Government shall have the power to remove the difficulties in the implementation of the provisions of this Act.

**17. Repeal and Saving**

- (i) All government orders, notifications, resolution contrary to the provisions of this Act are repealed hereby.
- (ii) Notwithstanding such repeal anything done or any action taken action taken under the orders and resolutions passed under notifications issued by the State Government prior to the commencement of this Act shall be deemed to be done anything or action taken this as if this Act it was enforce during the period.



## Chapter 9

# Teacher Education in Common School System

“Teacher Education is a continuous process, and its pre-service and in-service components are inseparable. As the first step, the system of teacher education will be overhauled.”

- National Policy on Education-1986 (As modified in 1992), Section 9.4

“Teacher education programmes need to provide the space for engagement with issues and concerns of contemporary Indian society, its pluralistic nature, and issues of identity, gender, equity, livelihood and poverty. This can help teachers in contextualising education and evolving a deeper understanding of the purpose of education and its relationship with society.”

- National Curriculum Framework 2005  
(NCERT, December 2005, Section 5.2.3, p. 110)

### 9.1 Policy Framework

The Education Commission (1964-66) showed a major concern regarding the teacher education institutions “remain[ing] isolated from the mainstream of the academic life of the university, as well as from the daily problems of the schools.” It further noted the “mediocre or poor” quality of teacher education institutions, their inability to attract competent staff, the lack of “vitality and realism” in the curriculum and programmes, and their pursuing of “set patterns and rigid techniques” in practice teaching.

The comprehensive programme proposed by the Education Commission had the following noteworthy features:

- 1) Bringing education “into the mainstream of the academic life of the universities” and developing it as “a social science and a separate academic discipline”, and introducing education in undergraduate and postgraduate courses with a minimum of practice teaching;
- 2) Requiring teacher education institutions to “guide neighbourhood schools and their staff in planning their work and in using improved methods of teaching”;
- 3) Making student-teaching a “comprehensive internship” in which the student-teachers are able to “observe the entire work of the school and to participate actively in all the important professional activities of a teacher, both in and out of the classroom”;
- 4) Raising the status of teacher education institutions for pre-elementary and elementary teachers to “a collegiate standard”;
- 5) Establishing School Complexes involving schools and their teachers at all stages of education wherein the teachers will exchange their experiences, innovate and collectively build ideas and programmes for improvement.

While generally endorsing the above recommendations, the National Commission on Teachers (1983-85) made the following additional recommendations:

- A well-designed internship programme for student-teachers must replace the prevailing model of practice teaching in all teacher education institutions;
- Create a separate cadre of teacher-educators in the faculty of “elementary teacher [education] institutions of SCERT and allied organisations that form the academic wing of the State Departments of Education” in order to protect the “academic climate” of these institutions;
- Give priority to systematic field research in order to validate the curriculum of teacher education institutions;
- Make the needs of the teachers a critical input in designing their in-service teacher education curricula;
- Encourage “secondment of outstanding [elementary] teachers to the training institute for a period of about 2-3 years” which should be “a coveted promotion and considered an honour by the teacher”;
- Institute fellowships to enable the practicing school teachers to take study leave and then do research or to gain experience of teaching in different schools within their states.

The National Policy on Education-1986 (as modified in 1992), in consonance with the broad features of the recommendations of the above two Commissions, made the following significant contributions to strengthening and re-structuring teacher education institutions:

- 1) Viewed teacher education as a continuous process and its pre-service and in-service components as being inseparable.
- 2) Launched a Centrally Sponsored Scheme in 1988-89 to establish District Institutes of Education and Training (DIETs) as nodal institutions in every district of the country for the purpose of organizing pre-service and in-service programmes, educational research and surveys and initiatives for quality improvement with respect to elementary education. From Tenth Plan onwards, DIETs’ functions have been extended to cover pre-service programmes for pre-elementary teachers as well.
- 3) Launched a Centrally Sponsored Scheme in 1988-89 to upgrade the existing Secondary Teacher Education Institutions into Colleges of Teacher Education (CTEs) and Institute of Advanced Studies in Education (IASEs). The role of CTEs was restricted to providing pre-service and in-service teacher education courses for secondary teachers. In contrast, the IASEs were, in addition to the functions envisaged for CTEs, expected to conduct M.Ed., M.Phil. and Ph.D. programmes as well and also to undertake advanced fundamental and applied research in both secondary and elementary education and to guide DIETs and CTEs.
- 4) Extended support to the States/UTs to strengthen SCERTs and allied institutions of teacher education and educational research and to confer “independent and autonomous status to SCERTs with responsibility to oversee DIETs, DRUs and

other Elementary Teacher Education Institutions (ETEIs).” (Programme of Action, 1992, Chapter 22, p. 109)

- 5) Decided to create networking arrangements “between institutions of teacher education and university departments of education.”

The Commission has examined and evaluated the teacher education structures and programmes in Bihar and formulated its recommendations within the above broad policy framework.

## **9.2 Conceptual Framework for the Recommendations**

The conventional notion of the quality of education, meant for a school system rooted in inequality and exclusion, needs to be examined afresh, and reformulated. The conceptual framework for teacher education that has prevailed in India, including Bihar, suffers from many flaws. Some of these are:

- a) The socio-political character of knowledge in the curriculum is pre-determined by the dominant social classes;
- b) The learner is seen as a passive recipient of knowledge in the process of learning and the teacher as the sole source of knowledge;
- c) Competition is regarded as an essential basis of the advancement of the child;
- d) It is assumed that the children have unequal capacities of learning; diversity among children is ignored;
- e) A narrow view of intelligence is taken which is mono-dimensional and linear; and
- f) Learning is viewed without its social context.

This anti-child framework essentially marginalises or excludes almost two-thirds of the children from school education – largely SCs, STs, religious and linguistic minorities, extremely backward communities and the disabled, with the girl children in each of these groups being the worst affected. This has become a major factor in alienating children from the schools.

The new paradigm within which teacher education curriculum needs to be placed should be underpinned by the following modern concept of quality education:

- a) The character of knowledge can be questioned by the child who should be encouraged to construct knowledge and, if necessary, to dissent;
- b) The learner should be an active participant in the construction and interpretation of knowledge;
- c) Competition should be replaced by cooperative functioning and collective development;
- d) Diversity among children in terms of their aptitudes, orientations, learning strategies and interest areas should be recognised;

- e) The mono-dimensional, linear and static view of intelligence should be replaced by multi-dimensional, divergent and dynamic conception of intelligence; and
- f) Learning is greatly influenced by the social context of both the child and the teachers.

The National Curriculum Framework-2005 is a move towards a paradigm shift in teacher education curriculum to reflect the above concepts.

### 9.3 Recommendations

The Commission has prepared a programme of structural and process-oriented transformation of the entire system of teacher education from bottom upwards in Bihar in order to respond in appropriate measure to the challenge of moving towards the Common School System. This programme is presented below.

#### A. Transforming Cluster Resource Centres (CRCs) or Sankul Sansadhan Kendras into Sankul Shikshak Manch (SSMs)

The idea of Cluster Resource Centres (CRCs) or Sankul Sansadhan Kendras emerged in 1995 as part of Bihar Education Project's (BEP) First Phase (1991-97). Covering 12-15 primary schools or about 35-40 primary teachers, CRC was originally envisaged as a space for learning through educational dialogue among peers. The following functions were assigned to CRCs:

- capacity-building of teachers through provision of pedagogic support and academic counseling to teachers;
- providing a forum for sharing of experiences, enabling peer group interaction and learning;
- a continuing extension service for schools and teachers;
- development of teaching aids and instruction materials which are location-specific;
- support base for Village Education Committees;
- establishing close linkage between Government schools and other educational institutions in the cluster;
- establishing a system of feedback;
- holding of monthly training of cluster teachers; and
- evaluation work of students of Class I to V (half-yearly and annual).

– State Component Plan, BEP (DPEP – III), April 1997, p. 87.

At present, there are about 4,500 CRCs i.e. 10-12 per Block. Most of the CRCs have already been provided accommodation and the necessary facilities, normally located in a Middle School campus.

CRCs today function in a fragmented, inequitable and highly limited policy framework and objectives of school education. These limits are set by the inherent character of the DPEP first, and now the SSA. In the framework of Common School System being proposed by the Commission, their role and function has to be viewed in the new perspective of the obligation under Article 21-A of the Constitution to provide free and compulsory elementary education, universalisation of secondary education and a vast expansion of higher secondary education envisaged under the Common School System and the paradigm shift in the concept of curriculum and pedagogy that has taken place recently and which the Commission has sought to build into the Common School System.

Besides, there are a number of problems with the manner in which CRCs are presently organized and function. For example, there is little scope for the teachers in the CRCs as presently organized, to build a critique of the prescribed curriculum and associated syllabi or to question the validity of the policy objectives which they are supposed to promote. Secondly, the decision to conduct annual examination at the end of class-V, through CRCs, goes against the widely accepted view that, at the elementary stage, there should be no annual examination at all; instead, it should be replaced by “continuous and comprehensive evaluation”. Thirdly, in the changed context of the role and functioning of the Panchayati Raj system, the responsibility for preparing educational plans now rests with these institutions. However the preparation of school education plans by the CRC teachers in isolation of PRIs is not a fruitful exercise. Fourthly, the practice of the Headmaster of the Middle School where the CRC meetings are held, acting as the convener of the CRC is not conducive to the effective functioning of these Centres. The Convener or the Coordinator of the CRC in order to be able to do full justice to her work, should function on a full-time basis. Fifthly, the functioning of CRCs is adversely affected by its hierarchical relationship with BRCs. This relationship is essentially based upon one-way flow of information and directions from BRCs to CRCs, rather than being firmly grounded on two-way academic exchange. More often than not, the CRC is placed in the unenviable position of acting as an agency or a ‘conveyer belt’ of ideas and directions it receives from the Block Resource Centres (BRCs) or higher authorities periodically. The outcome of mechanically following certain directions or pursuing activities is reflected in the lack of an organic emergence of new ideas from CRCs. Finally, participation in CRCs is restricted to the elementary stage and does not include teachers of secondary or senior secondary stages because of the logic dictated by the source of funds – SSA does not fund school education above elementary stage.

These practices must change, if we want this vast system of decentralized interaction and dialogue to lead to genuine capacity-building and empowerment of teachers, leading to qualitative improvement in schools.

In the light of the above discussion, the Commission makes the following recommendations for transforming the character of CRC into a **Sankul Shikshak Manch (SSM)** or a **Cluster Teachers’ Forum (CTF)** which will act almost like a self-motivated and self-propelled professional club. Its basic functions will be

the same as defined by the Education Commission i.e. a forum for exchanging experiences, innovating and collectively building ideas and programmes for improvement. The following changes are called for in its method of functioning:

- i) It shall act strictly as an **autonomous professional forum of teachers** belonging to all schools functioning in its specified area.
- ii) It shall not be in line hierarchy of Block-level, District-level and higher set-up and be free of bureaucratic control from above.
- iii) The CRC Coordinator shall be a teacher nominated from among the participant-teachers, not necessarily in order of seniority. The identification and nomination of the Co-ordinator will be made entirely by the participating teachers themselves and the decision communicated to BEO for reference and records. Since the Co-ordinator will be expected to function on a full-time basis, the concerned school will be promptly provided with a substitute teacher who should, in due course of time, be absorbed as a regular teacher in the system.
- iv) It will include teachers and Head Masters of schools at all levels – from pre-elementary to senior secondary stage. The reason why the CRCs should be a forum of teachers from the Primary to the Senior Secondary level, is that there is a long-standing policy view that the integrity of at least ten years of schooling (i.e. Classes I to X) must be respected and established in practice. The Education Commission (1964-66) not only advocated this view but further recommended that **School Complexes** be established where the teachers of the entire school system (from Class I to XII) can interact and together “promote educational advance”. The Education Commission contended that the School Complexes would help (a) break the terrible isolation under which each school functions; (b) enable a small group of schools working in a neighbourhood to make a cooperative effort to improve standards. In such an institutional structure, the primary and middle schools and their teachers would have the advantage of gaining functional access to the relatively better facilities of the secondary and senior secondary schools.
- v) SSM will have the responsibility of undertaking comprehensive academic supervision. This should make the notion of the conventional “inspection” unnecessary. The task of the BEO and other authorities may then be limited to administrative supervision. The Education Commission had first conceived this idea when it envisaged that “the Complex itself will perform certain delegated tasks which would otherwise have been performed by the inspecting officers of the Department . . . . schools will gain in strength, will be able to exercise greater freedom and will help in making the system more elastic and dynamic (Report of the Education Commission, 1966, Section 10.39)”.



## **Comprehensive Academic Supervision**

Some elaboration of the vision and implications of academic supervision is in order, especially when such an idea represents a radical shift from the colonial model of hierarchical and bureaucratic inspection. It has the following advantages:

- 1) Academic supervision by the SSM teachers will be among the peers, not by the bureaucracy;
- 2) The idea is founded on the principle of co-operative mode of collective development – academic supervision itself constitutes a process of recurrent in-service teacher education; and
- 3) It is expected to promote peer learning and capacity building.

A set of modalities are recommended below with a view to building upon the above basic principles and engage the Vidyalaya Shiksha Samitis (VSSs) in educational reform at school level:

- a) Each SSM will make a plan of visiting all schools in pairs of teachers so that each school can be covered once every quarter;
- b) Normally speaking, the academic supervision of primary and middle schools will be conducted by the teachers teaching at the elementary stage and of the senior secondary schools by the teachers teaching at the higher stage;
- c) The SSM teachers shall work out the detailed methodology of academic supervision themselves in their meetings and evaluate the experience of implementing it from time to time. Each review of the methodology is expected to lead to an improved model of supervision;
- d) The feedback reports from school visits shall be placed at SSM meetings and analysed collectively;
- e) The lessons from the analysis of the feedback reports shall lead to sharing the lessons with (i) the concerned school (whose teachers are also members of SSM); (ii) all the schools of the specified area; and, more significantly, (iii) the members of the concerned VSS in a formal interaction at SSMs;
- f) VSS will take follow-up action and apply corrective measures in pursuance of the recommendations of the SSM team, in all areas where it is itself competent to take action;
- g) On other recommendations, VSS will approach (a) DIET/ SCERT for academic support to deal with the curricular or pedagogic issues emerging from the feedback reports or for organizing an in-service programme to build their teachers' capacity to do so; (b) BEO for administrative or disciplinary action in case the VSS is unable to handle the problem;
- h) The Block-level, District-level and higher officials of the proposed Directorate of School Education shall limit their role to administrative control, monitoring

and supervision of schools – academic supervision having been fully devolved to SSMs and follow-up action to VSS, with academic support from the DIETs and SCERT; and

- i) Adequate financial resources must be provided to SSMs for effectively carrying out their responsibility towards academic supervision.

It is clear that the vision of academic supervision by peer teachers of SSMs for setting in a process of continuous reform of the quality of education calls for a paradigm shift in the policy framework and the system of educational administration.

## **B. Transforming Block Resource Centres (BRCs) or Prakhand Sansadhan Kendras into Prakhand Shiksha Kendras (PSKs)**

In BEP, a provision was made during DPEP-III (1997-2002) to establish a Block Resource Centre (BRC) or Prakhand Sansadhan Kendra for every 10-12 CRCs. Currently, 533 BRCs are functioning with more than half of them with their own buildings and campuses. Each BRC has a post of a full-time Co-ordinator and three Resource Persons (one each from Language, Mathematics and Environmental Studies) seconded from primary and middle schools. The functions of BRCs include:

- ❖ 10-day Ujala training to elementary teachers;
- ❖ recurrent/refresher training for elementary teachers;
- ❖ holding of monthly meeting of CRCC;
- ❖ guidance and technical support to CRC;
- ❖ visit to CRC monthly by Resource Persons of BRC every month;
- ❖ visit to all schools once in a year every month;
- ❖ adoption of one school in each CRC by BRCC for bringing desired improvement; and
- ❖ holding of monthly meeting of core co-ordinators.

- State Component Plan, BEP (DPEP – III), April 1997, pp. 86-87.

A cursory look at the above functions indicates that most of them are of a mechanical nature, not calling for any wider perspective or analytical work. The BRCs are not being called upon to enrich the in-service teachers education programme with their own insight. It is also evident from the tasks assigned to the BRCs that they have hardly any autonomy in deciding what to do. The non-academic character of the BRCs is also evident from the practice of appointing the Block Education Extension Officers as BRC Co-ordinators.

All this must change. The following changes are recommended in order to transform the existing Block Resource Centres (BRCs) into the proposed **Prakhand Shiksha Kendra (PSKs)**:

- The proposed Prakhand Shiksha Kendras (PSKs) or Block Education Centres are envisaged as academic extensions of DIETs, with its Coordinator belonging to the faculty of the concerned DIET;
- The PSK will not have any hierarchical control over SSMs. Nor will the DIET have any hierarchical relationship with the PSKs. Instead, the PSK will be viewed as an academic unit of DIET and engaged in teacher education, material development and research just as any other unit/wing of DIET;
- A faculty exchange programme between PSK, on the one hand, and DIET/ SCERT, on the other, shall be instituted;
- The PSK shall be encouraged to continuously evaluate, review and re-design the in-service teacher education courses it operates, rather than passively repeat the course design given to it from the higher echelons; and
- The PSK shall also be expected to propose new programmes of in-service teacher education, educational surveys and research it wishes to undertake and seek approval in the academic body of DIET;

The functions of the PSKs will include:

- 1) To take a holistic view of school education and its relationship with the local socio-cultural milieu and make this the basis of contextualised academic planning;
- 2) To view all stages of school education – from pre-elementary to Plus Two – as its area of integrated concern;
- 3) To conceive, design and conduct new in-service teacher education programmes, educational surveys and research studies in consultation with SSMs and the DIET faculty with a view to improve the quality of the Common School System in its Block;
- 4) To conduct on-service teacher education programmes for the untrained teachers in the Block at all levels of education. In view of the large backlog of the untrained teachers, the two-year IGNOU course at elementary level, as already negotiated by the State Government, may be conducted by the PSKs for the time being as a compromise measure. However, this opportunity must be utilized to review the design of the IGNOU course in order to develop a more effective and theoretically sound course for the future on-service programmes;
- 5) To provide space for the pre-service student-teachers and in-service trainees of the concerned DIET for gaining experience of educational surveys and research and to sensitise them on issues relating to equality, social justice and diversity; and

- 6) To design and undertake educational surveys and research with a view to gain insight into the educational problems of the Block.

Apart from the Coordinator, each PSK will have six resource persons who would be seconded on deputation from among the teachers of the primary, middle and senior secondary schools of the Block for a term of two years each. In place of these teachers, the concerned schools shall be provided with a substitute teacher each who would, over a period of time, be absorbed in the system as a regular teacher. The special areas of interest or orientation of the six resource persons shall be broadly as follows: (a) one for pre-elementary education; (b) two for languages; (c) one for mathematics; (d) one for science; and (e) one for social science.

The PSK Co-ordinator will be in a grade lower than the DIET Lecturer i.e. in TGT Grade. She must ordinarily be at least a post-graduate with an M.Ed. degree.

### **C. Upgrading and Rejuvenating DIETs and PTECs**

We have already documented how the decision of the State government in the early 1990s to remove the requirement of pre-service training from the eligibility conditions of recruitment as a teacher, led to a deterioration or even closure of teacher education institutions at both elementary and secondary levels. The then existing capacity in the State for training teachers was rapidly lost. We have also noted how the State government failed during the early 1990s, to utilize the funds available under the Centrally Sponsored Scheme of establishing one DIET in each district, while the rest of the States/UTs took full advantage of the Scheme and created effective structures for teacher education at elementary level. Put together, both of these factors can be identified as being responsible for the sorry state of teacher education which we see today in Bihar.

The conception of a well-provided teacher education institution like DIET at district-level may be regarded as one of the most significant contributions of NPE-1986. It implies decentralization in envisioning teacher education, field-inspired agenda and a sense of autonomy with accountability. In this regard, the Guidelines issued by the Ministry of HRD (November 1989) for setting up DIETs made the following significant observation:

“The DIET will itself adopt the attitude of a ‘life-long learner’ rather than that of an oracle or know-all. It will receive as much from the ‘field’ as it would endeavour to give to it. The district will serve as the ‘school’ for its learning experiences, while it may carve out one or two special areas as its ‘lab areas’ . . . .” (Section 1.8.2)

While elaborating further, the same Guidelines expect DIET's programmes to,

- be need-based;
- enable the participants to experiment, explore, learn, practise and innovate for themselves, rather than being lectured to;
- organize learning activities in individual as well as group modes;
- make optimum use of the local socio-cultural milieu in the learning process and relate curricula and learning activities to it.

However, what happened at the ground level, at least in Bihar, was in total contradiction of the original policy vision. Snatching away all creativity, autonomy and field-orientation of agenda, the BEP reduced DIETs to acting as agents or contractors of its pre-determined programmes.

The role assigned by the BEP to DIETs suffer from the same basic flaws as those characterising the role assigned to the BRCs:

- a) They are of a mechanical nature;
- b) They are in the context of a partial and fragmented approach to providing elementary education, advocated by DPEP and SSA; and
- c) They do not take into account other important related developments like assigning the role of preparing educational and other plans at the village and district level to the Panchayati Raj Institutions.

There is no scope within the framework of such functions to experiment, explore, learn, practice and innovate as suggested in the 1989 Guidelines.

An opportunity for a reconstruction of the DIETs is offered in the Guidelines for the Centrally-Sponsored Schemes of Teachers Education for the Tenth Five-Year Plan (Ministry of HRD, Govt. of India, January 2004). These Guidelines envisage DIETs as “nodal institutions for improving quality of elementary education in the district” and, among others, expect them to undertake initiatives to upgrade the quality of teaching-learning process in the district's elementary schools, develop district-specific curricula and teaching-learning material; lend support to resource centres at sub-district levels; undertake research to build an improved understanding of elementary education; and undertake activities to improve and support community involvement in elementary education.

Such a foundational role of DIETs calls for a radical shift in the conventional ways in which we tend to view the functioning of teacher education institutions. The direction of change in terms of scope, content and orientation of faculty in some of the areas of specialization outlined in the 1989 Guidelines, can be on the following lines :-

The *Educational Psychology* could be a separate field of study and viewed as being integral to teachers education. Both child and adolescent psychology should inform

the designing of courses under this subject. *Language education* is important on its own merits as it is aimed at the empowerment of the teachers and building up her capacity and courage to articulate. Besides, language policy is one of the major common norms recommended under the Common School System. In the scheme of things, proposed under this norm, the mother tongue as medium of education in pre-elementary and early primary years assumes great significance. Learning of English will be introduced as a subject from Class III onwards. This will call for intensive research, development of raw-materials and field testing and finally restructured teacher education curriculum relating to languages. There will also be challenge to devise the pedagogy of switching from the mother tongue to Hindi/Urdu/Bengali in Class III. In *Environmental Studies and Social Science*(EVS) it will be necessary to go back to the original EVS which was conceived as an engagement of the children in exploring their own environment and the children being instrumental in constructing knowledge in this area and the teacher facilitating this process. Envisaging *Work Experience* as a separate subject negates the powerful pedagogic role that work plays as a source of knowledge, values and multi-skills. There is renewed emphasis in the Common School System on *art education and health and physical education*. This calls for undertaking research in order to evolve course material and learning method in these areas. The specialization included in the Guidelines on *Non-Formal Education and Adult Education* will have no place in the changed scheme of things under the Common School System. The non-formal education and the parallel structures built for promoting it should no longer be on the agenda of DIET's Education Programme, and Adult Education should be transformed into a major programme of Public Education aimed at building a critical understanding on issues relating to the Common School System.

The failure to take advantage of the Centrally Sponsored Scheme for DIETs from 1988-89 onwards rendered the nominal exercise of upgrading 27 PTECs into DIETs, a mere farce. This has resulted in a massive backlog of trained teachers for elementary education. Keeping in mind the vast requirements of building a Common School System within a matter of five years and then sustaining its quality, it has become urgent that we create a full-fledged teacher education structure for pre-elementary and elementary education. This structure should have the capacity to conduct pre-service, on-service, in-service and induction teacher education programmes at the expected scale and pace as well as with a transformative quality necessary for preparing lakhs of teachers for the Common School System. This is probably an unprecedented challenge in the post-independence history of teacher education in the country. Keeping this in mind, the **Commission recommends** that all of the nominal 37 DIETs and 23 PTECs be together taken up for being upgraded into full-fledged 60 DIETs. This is of course more than the policy norm of providing one DIET per District but this is the price the State should be prepared to pay for the omissions of the past and the challenge of building a Common School System in the future.

A picture of the restructured DIET (and the PTEC to be upgraded) with its various Branches and specialized Units can be seen in the Annexure I to this Chapter. In summary, we are envisaging 11 Branches and 3 Units having 6 senior lecturers, 19 lecturers, 2 instructors, 4 research assistants, 1 lab assistant and 1 multi-media assistant.

#### **D. SCERT – An Agenda of Reconstruction**

By Resolution No. 303 dated 06 March 1980, the Bihar State government set up the State Council of Educational Research and Training (SCERT) for the purpose of educational development in the State. In order to create SCERT, the State government decided to merge the following five institutions then operating independently under its aegis:

- 1) State Institute of Education
- 2) State Institute of Science Education
- 3) English Language Institute
- 4) Audio-Visual Office
- 5) Educational and Vocational Guidance Office

The Resolution further stated that SCERT will function under the auspices of the State government as an advisory body for the State Education Department in matters relating to education policy. It was further resolved that SCERT shall be governed by the following two bodies:

- i) A General Council: The Minister of Education and the Education Commissioner shall be its Chairperson and Vice-Chairperson respectively. It will be responsible for taking policy-level decisions regarding the functioning of SCERT.
- ii) A Governing Body: Its functions shall include approval of financial matters, endorsement of SCERT's various programmes relating to research, training curriculum and others and matters relating to their participants.

It was stipulated that the government shall constitute both the above bodies, majority of whom shall be *ex-officio* members. The government shall also determine the respective powers and duties of these bodies from time to time.

The 31-point charter of SCERT's functions (Annexure I to the aforementioned Resolution) included the following:

- Pre-service and in-service teacher education programmes for teachers and Head Masters of primary, middle and secondary schools;
- Training of educational administrators and district or sub-district officers, school inspectors and teacher educators;
- Organising educational research and surveys with the aim of improving teacher education programmes and the quality of school education;
- Conducting evaluation of educational programmes;
- Supporting the preparation of textbooks, their field testing and monitoring and also their review;

- Promoting educational innovation;
- Reforming curriculum and teaching methods and developing teaching materials and aids;
- Improving methods of evaluation and assessment and the quality of public exams;
- Advising state education department and other government institutions in educational planning;
- Creating Educational Guidance and Counseling services for schools;
- Building audio-visual aids; and
- Acting as an intermediary between NCERT and the State government.

In order to fulfil the above role, SCERT was organized into the following seven Departments:

- 1) Department of Language Education
- 2) Department of Science and Mathematics Education
- 3) Department of Social Science, Humanities and Socially Useful & Productive Work (SUPW)
- 4) Department of Educational Technology and Audio-Visual Education;
- 5) Department of Educational Research, Guidance, Evaluation and Examination Reforms
- 6) Department of Teacher Education, Educational Administration and Educational Extension Services
- 7) Department of Universalisation of Primary Education and Non-Formal Education

The SCERT's present functions and Departmental structure are flawed and deficient in several respects:

- Charter of functions of an institution of such great significance to the State's education system as SCERT, will make sense only when it is accompanied with a statement of the overall perspective – political, socio-cultural and educational – in which it is conceived and the aims and objectives it is expected to pursue. Neither of these statements were drafted.
- The absence of a Department of Foundations of Education shows that SCERT does not recognize the philosophical and sociological dimensions of education as being critical to the quality of education. The character of knowledge, as determined by the dominant classes, which informs curriculum and pedagogy is not even a concern - an area of study called



epistemology that normally forms part of the study of Philosophy of Education.

- There is no department that would study the issues relating to equality and social justice in relation to school structure and culture, teacher-student relationship and quality of education. This implies that the issue of exclusion is not central to SCERT's existing vision.
- The entire orientation of the Department of universalisation of primary education has to be drastically revised in the light of the obligation of the State to implement Article 21A and its political decision to build a Common School System.

There was no conception of a separate faculty cadre for SCERT and other teacher education institutions such as DIETs. SCERT soon became the preferred 'resting place' in the State capital where teachers or Bihar Education Service officers were transferred for reasons apparently unrelated to the objectives of teacher education and educational research. The critical considerations of faculty's orientation, specialization or research interests were set aside. By the mid-1980s, as reported to the Commission, a substantial proportion of SCERT faculty members were transferees from the schools and department's administrative wings. With this started the decline of SCERT, even before it could stand on its feet.

The worse was yet to happen. With the creation of a parallel body like Bihar Shiksha Pariyojana Parishad (BSPP) in May 1991 for operating BEP, a major part of the legitimate functions of SCERT as well as those of the DIETs was usurped. The academic and advisory role delegated to SCERT at the time of its formation soon became superfluous. By the mid-1990s, instead of giving academic lead in designing educational interventions, it was SCERT that was receiving directions from BSPP under BEP.

The tasks assigned to SCERT under BEP in 1997 did not include any assignment relating to research, experiments and innovations designed to create knowledge and new content for curriculum and pedagogy nor do they envisage for SCERT a role in discussing the existing policy objectives in the field of elementary education with a view to bringing out the inequities and injustice inherent in them.

### **Recommendations for Re-structuring and Revamping SCERT**

- 1) SCERT should be restructured as an *autonomous* academic institution which should continue to be *fully funded by the State government*. This autonomy shall be for the purpose of only its management, functioning and programmes.
- 2) SCERT's General Council and Governing Body should also be re-structured accordingly to give due representation to Head Masters, Coordinators of SSMs, PSKs and Buniyadi Shiksha Pathyacharya Vikas Kendras (BSPVKs), Principals of DIETs (and PTECs) and B.Ed. colleges (government, constituent or private), University Departments of Education, teacher

organizations, research institutions (esp. those concerned with social science and languages/linguistics), Bihar Education Service & Subsidiary Education Service and educationists.

- 3) The existing State Institute of Educational Technology (SIET) and State Institute of Educational Management and Training (SIEMAT), already functioning under the aegis of SCERT and having overlapping functions, should be organically merged with SCERT along with their faculty, technical and other staff and assets, both moveable and immovable.
- 4) The three existing cells/projects viz. Population Education Cell, Integrated Education of the Disabled Cell and Early Child Education Project should be dismantled as their functions and concerns stand integrated into the new Departmental structure being recommended for the revamped SCERT.
- 5) The function of the National Talent Search Examination Cell for the State of Bihar should be handed over to the Bihar School Examination Board as they are already equipped for organizing such tests.
- 6) The energies of SCERT must not be diverted away in holding Departmental Examinations.
- 7) A Buniyadi Shiksha Sansadhan Koshang (BSSK) should be created in SCERT to co-ordinate the 150 BSPVKs to be established in the selected Buniyadi Vidyalayas with the purpose of instituting a work-centred curriculum in the primary and middle schools, to begin with, and later in secondary and senior secondary stages as well. This Koshang (Cell) should also constitute and engage with a state-level Buniyadi Shiksha Chintan Samooh (BSCS) - a 40 to 50-member group of BSPVK Co-ordinators, original thinkers and teacher educators as described in Section 3E of this Chapter.
- 8) SCERT should seek affiliation with the Patna University as an institution for conducting M.Phil. and Ph.D. research in various areas of education and related areas of social science and humanities and create space for candidates to pursue research.
- 9) A separate well-defined cadre of teacher educators and educational researchers for all institutions and structures in the State engaged in the task of Teacher Education and educational research should be created. These institutions, among others, shall include SCERT, DIETs and PTECs, PSKs and government-managed B.Ed. Colleges. In addition, the Co-ordinators to be appointed at the proposed BSPVK for instituting work-centred curriculum in primary and middle schools, will also be part of this new cadre. The faculty members to be appointed in these institutions *exclusively* by open selection will form the proposed cadre to be called **“Adhyapak Shikshan Evam Shaikshik Shodh Samvarg”** (Teacher Education and Educational Research Cadre).

The school teachers and educational administrators (Bihar Education Service, Subsidiary Education Service and others) are free to apply and be

selected on merit against the faculty posts created in the teacher education and research institutions. No one, however, shall be entitled to be appointed against these academic positions through transfers, deputation or otherwise, unless selected through open selection and included in the “Adhyapak Shikshan Evam Shaikshik Shodh Samvarg”.

The persons working at present against faculty posts in these institutions at present will also have to go through open selection. The State government shall be entirely responsible for suitably adjusting those personnel who are not selected, giving due attention to their genuine family and other personal considerations on the basis of a rational and transparent mechanism.

- 10) A vision statement of SCERT should be prepared, which should put its redefined role and functions in the proper perspective. The statement should underline the commitment of the nation to abide by and translate into reality the principles & values enshrined in the Constitution, should refer to the changed context in which the tasks in the educational sector has to be undertaken, and in this connection should refer, in particular to Article 21A which makes elementary education a fundamental right and to the commitment of the State Government to build a Common School System as the only framework for providing education of equitable quality to all school students in the State. The statement should also refer to the role that technology has come to play in modern society, including in the field of education and humankind’s transition to an enlightened society.
- 11) The Director of SCERT should be envisaged as a position of dynamic leadership, academic excellence and critical responsibility in the State for guiding policy formulation, designing programmes and catalyzing curricular and pedagogic reforms. The Director’s rank should be equal to that of a Joint Secretary in the State government. For the purpose of identification of a suitable person for this position, a Search Committee should be constituted along the lines of the procedure for selecting the Director, NCERT, for undertaking a nation-wide search, including from among the existing members of the “Adhyapak Shikshan Evam Shaikshik Shodh Samvarg”, Bihar Education Service, Colleges of Education and University Departments of Education in the State. The appointment on this position shall be a tenure appointment initially for a period of five years, extendable to a maximum of an additional period of three years.
- 12) SCERT should have an institutionalized role in guiding, but not controlling, DIETs & PTECs, PSKs, BSPVKs and government B.Ed. Colleges.
- 13) SCERT should design and organise a State-wide programme of offering research fellowships to 500 school teachers every year, each for a duration of one year, in order to enable them to undertake a research or writing project or pursue some other creative idea of their own related to education. During this period, the selected teacher will be allowed a sabbatical leave during which period the concerned school shall be provided adequate funds

to recruit a substitute teacher. The selected teacher should be encouraged and supported financially to associate herself with any institution of her choice for pursuing the approved project. A provision of Rs.5 crores has been made for this purpose which includes (a) salary for the substitute teacher; (b) travel grant; and (c) a contingency grant.

SCERT's departmental structure and faculty assignments should be revamped radically. The reorganization should be aimed at creating the necessary academic framework for fulfilling SCERT's crucial role in teacher education, educational planning and research and advising the State government on policy formulation and designing programmes and interventions. The recommended restructuring of SCERT is indicated in the Annexure II of this Chapter. We are proposing restructuring of SCERT into 16 Departments and 1 Cell with faculty strength of 103 consisting of 10 Professors, 22 Readers, 27 Senior Lecturers and 44 Lecturers. In addition, there will be a total of 40 supporting staff including 7 Instructors, 15 Research Assistants, 5 Lab Technicians, 4 Technical Assistants, 1 Multi-media Assistant and computed programmers/technicians, apart from 82 other Staff Members.

#### **E. Instituting Gandhian Pedagogy in Bihar's School System**

The Commission has applied its mind to its terms of reference concerning the future place of the 391 Buniyadi Vidyalayas set up in the 1940s and 1950s in the State to further the Gandhian programme of Basic Education. As discussed in detail in Chapter 11, these schools lost their direction in the course of time and, by the 1960s their curriculum became identical to that of the regular middle schools of Bihar. Except for their Gandhian heritage and land assets, these Buniyadi Vidyalayas resemble the regular government middle schools. The Commission is of the view that Buniyadi Shiksha in its entirety (including its principle of self-sufficiency leading to decentralized self-reliant village economies) cannot be resurrected in isolation in the present economic policy framework. However, productive work (along with social action/engagement) as a pedagogic medium for acquiring knowledge, building values and developing skills, constituted the essence of Gandhian pedagogy. It is, therefore, recommended that the curriculum of all the primary and middle schools of the State may be transformed within the next five years, on the basis of the above Gandhian pedagogic principle. During the next stage, the curriculum at the secondary and senior secondary levels will be brought into this framework, while keeping in mind that the significance of experiential learning will gradually diminish, though not disappear altogether, as the students mature with age and grow in their ability to think in abstract and learn from theory. Since this curricular reorganization implies a radical shift from the present ways of teaching, learning and evaluating, the Commission has worked out a major programme of teacher education and curriculum development in which the existing Buniyadi Vidyalays will play a pioneering role. For this purpose, the following structures and processes are recommended:

- i) **Buniyadi Shiksha Sansadhan Koshang (BSSK):** A Buniyadi Shiksha Sansadhan Koshang (BSSK) or Cell will be established within SCERT to

guide and co-ordinate teacher education, curriculum development, creating a new framework for evaluation and assessment in schools and research for the purpose of instituting work-centred curriculum in the school system.

The requirement of the faculty and other staff for the Koshang (Cell) at SCERT is indicated in Annexure II (Item No. 17) to this Chapter.

- ii) **Buniyadi Shiksha Chintan Samooh (BSCS):** The BSSK at SCERT shall constitute and engage with a State-level 40 to 50-member group of original thinkers and teacher educators, called Buniyadi Shiksha Chintan Samooh (BSCS), for the purpose of giving an overall new philosophical and curricular direction to the school system and teacher education, reviewing the on-going work and participating periodically in programmes of the 150 **Buniyadi Shiksha Pathyacharya Vikas Kendras (BSPVKs)** at the field level. About one-third of the Chintan Samooh will be drawn from the faculty of the BSPVKs.
- iii) **BSPVKs:** Out of the 391 Buniyadi Vidyalayas, 150 will be selected throughout the State for establishing Buniyadi Shiksha Pathyacharya Vikas Kendras (BSPVKs). Viewing all the 391 Buniyadi Vidyalayas as 'lab schools', these BSPVKs will have the responsibility of (a) developing context-specific work-centred curriculum for the primary stage to begin with and, successively over a period of time, for the upper primary, secondary and senior secondary stages as well; (b) organize in-service teacher education to gradually cover the entire school system; and (c) promote action-research by the teachers with a view to provide systematic feedback for continuous and dynamic reforms.

The BSPVKs will work in close collaboration with the teacher education faculty at SCERT, DIETs and PSKs – the latter two belonging to the districts where the BSPVK and its attached 'lab schools' are located. The first year of the programme at BSPVKs will be devoted primarily to *self-learning* by the faculty and in developing a tentative curriculum by field-testing it in the Buniyadi Vidyalayas engaged in the process as 'lab schools'. From the second year onwards, the BSPVK will start organizing in-service teacher education courses of 10 days' duration each (no. of teacher-participants – 40 per course). The participating schools will be selected in such a manner as to represent all Blocks of the concerned district – the ultimate objective, of course, being to cover all schools and all teachers of the district within a period of five years (some BSPVKs may have more than one district attached to it, depending upon the population size of the districts). A BSPVK shall be expected to organize at least nine in-service teacher education courses per year of 10 days' duration each. This will make it possible for the 150 BSPVKs to re-orient about 54,000 teachers each year (40x9x150).

Care should be taken to ensure that, in the first round, at least two teachers from each school are drawn for the in-service course in pairs – one being the Head Master/ Head Mistress and the other a teacher of the same school. This is

necessary to ensure that a teacher does not feel isolated – culturally or emotionally – in practicing the work-centred curriculum in her school while the other teachers are still pursuing the conventional but legitimized curriculum based on rote-learning and rigid texts. The critical need for moral support may not be underestimated when a teacher begins to challenge the hegemony of almost two century old colonial paradigm of school education.

The BSPVK will have the following personnel:

- a) **Kendra Samanwayak or the Co-ordinator:** One grade lower than the DIET Lecturer i.e. in the TGT Scale. This Co-ordinator must ordinarily be at least a post-graduate with an M.Ed. degree.
- b) **Resource Persons:** Each BSPVK shall have two Resource Persons of the same grade as the teachers appointed in the primary/ middle schools (i.e. the PRT Grade). These persons may be drawn from the primary/middle schools of the area also on deputation. If this happens, the government is under obligation to provide a substitute teacher each to the schools from which the Resource Persons have been drawn.

The BSPVK shall be provided with adequate accommodation on the campus of the Buniyadi Vidyalaya itself, including a meeting hall, two dormitories, dining hall with kitchen, office rooms etc. and furniture, equipment and computers.

Once the re-orientation process of all the teachers at a given stage of education is completed, the responsibility for further enrichment may begin to be shared by PSKs and DIETs as well. It is expected that the SCERT, DIETs and B.Ed. colleges will learn from this vast experience and restructure their pre-service curricula and evaluation parameters. It may be contended that re-orientation of teachers in work-centred education may become unnecessary in future as all the trained teachers coming to schools shall have gone through a pre-service diploma or a degree course that is restructured to incorporate the new framework.

#### **F. B.Ed. Colleges: Teacher Education for Secondary and Senior Secondary Stage**

The State has steadily lost its capacity to provide B.Ed. education. The present abysmally poor scenario is summed up in Table No. 9.1 (details given in Annexure III to this Chapter).

**Table 9.1**  
**Categories of NCTE-Recognised B.Ed. Colleges and**  
**Their Intake Capacity (May, 2007)**

No.	Category	No. of Institutions	No. of NCTE-Approved Seats
1.	Government	1	100
2.	Private	9	1,250
3.	University Constituent Colleges	7	1,110
	<b>TOTAL</b>	<b>17</b>	<b>2,460</b>

Five out of six existing government B.Ed. colleges have failed to receive NCTE recognition so far. As a result, B.Ed. education in Bihar until recently was dominated by the private sector and it continues to be the senior player even today. Given its own poor track record in this field, the government could not help but be a silent spectator of the usual malpractices of the private B.Ed. colleges, some honorable exceptions notwithstanding. Had it not been for certain positive steps taken during the past 1-2 years, the recent rise in the capacity of the University Constituent Colleges would not have been possible. However, this increase is mainly due to the Nalanda Open University which recently received NCTE's recognition for conducting a B.Ed. course for 500 students through the Distance Mode. We will revert shortly to the issue of the quality and relevance of a course provided in Distance Mode.

At secondary and senior secondary levels, the Commission has estimated the number of additional teachers that would be required as per its Norms and Standards in order to fulfil the objective of Universalisation of Secondary Education for the 14-16 year age group by the year 2014-15 and senior secondary education for 70% of the relevant age group of 16-18 years by the year 2016-17. Accordingly, the number of trained teachers required by the State is shown in Table 9.2.

**Table 9.2**  
**Estimates of the Gap Between State's Present Capacity for B.Ed. Courses**  
**and Requirement of Trained Teachers at Secondary/Senior Secondary**  
**Level by the Target Year of 2016-17**

1.	No. of Teachers in Position (May 2007)	31,500
2.	No. of Teachers Required by Target Year (2016-17)	4,46,000
3.	Gap to be Filled During the Next Eight Years	4,14,500
4.	Required Capacity for B.Ed. Courses Per Year (Average)	46,050
5.	State's Present Capacity for B.Ed. Courses Per Year	2,460

This huge gap in State's capacity to meet the requirement of trained teachers at the secondary and senior secondary level is an evidence of the cumulative neglect over several decades. Time has come to pay the price now. Any hesitation to move forward with a clear political vision will only add to the cumulative neglect.

What is to be done to meet this formidable challenge? Obviously, almost 19-fold increase in the capacity will not be a rational way forward because this increased capacity will go waste after reaching the steady state of growth in the number of schools following the target year of 2016-17 for meeting the requirement of senior secondary schools. From 2016-17 onwards, we will have to provide for a capacity to meet the attrition rate of about 3% per year due to retirement of teachers every year plus the teachers required for the additional schools to be opened due to increase in the 14-18 years age group population. A rough estimate of the requirement of new teachers from 2016-17 onwards gives us a figure of about 13,400 teachers per year required to fill the gap due to retirement plus about 8,600 teachers per year for the additional schools to be opened annually (i.e. approx. 430-450 new senior secondary schools per year). Thus, the required capacity for B.Ed. courses will have to be increased to prepare an additional number of about 22,000 teachers per year in the State. This calls for about a 9-fold increase in the capacity of the B.Ed. courses by the year 2016-17. Roughly speaking, this means that the number of NCTE-recognised B.Ed. Colleges in Bihar will have to be increased from the present 17 to 150-160.

The Commission recommends the following strategy to meet the goal:

- a) Increase the number of University Constituent B.Ed. Colleges from the present 7 to a minimum of 40 i.e. 25% of the total requirement.
- b) There are about 250 constituent colleges of the nine Universities in the State providing general education. Of these, 40 colleges will need to be encouraged and supported to organize B.Ed. courses in order to meet about 25% of the total requirement.
- c) Increase the number of private B.Ed. Colleges to about 80 i.e. 50% of the total requirement. For this, a scheme may be prepared to achieve the objective in public-private mode.

The Commission is of the view that a minimum of 50% of the total requirement of B.Ed. courses must be met by the university sector. This should maintain the necessary pressure on the private B.Ed. Colleges to maintain their quality and to curb the usual malpractices they tend to fall in for making undue profits. Similarly, the scheme for public-private mode must be designed to ensure both the quality of teacher education and transparent functioning in the private sector. It is also necessary that all the B.Ed. colleges of the state have a centralized admission test with counseling for the candidates, to be conducted by a credible government agency. This combined strategy to promote B.Ed. programme in the university sector, on the one hand, and private sector through the public-private mode, on the other, is expected to generate healthy competition



between the two sectors for ensuring quality teachers for the secondary and senior secondary education in Bihar.

While the above strategy for increasing the capacity of the State for B.Ed. courses will meet the long-term challenge, there is an immediate crisis of shortage of trained teachers at this level that calls for a different strategy. It is reported by officials of the HRD Department that, in the ongoing exercise to recruit teachers through the Panchayat Raj Institutions, about 20% of the teachers recruited in secondary/senior secondary schools are without B.Ed. This number is expected to rise rapidly in the future rounds of recruitment as the available number of trained teachers would have been recruited in current exercise. As per one estimate, the proportion of untrained teachers at this level during the next round of recruitment beginning 2008-09, could be as high as 50% of the recruited teachers. This proportion is likely to rise to a level of above 80% of the teachers to be recruited from 2013-14 onwards when the emphasis on building new schools will necessarily shift from elementary stage to secondary stage.

Keeping this crisis in view, the HRD Department has already worked out a crisis-management measure by signing an MoU with IGNOU for conducting an on-service two-year long teacher education course in distance mode (effective duration: 140 days). The teacher will devote one day every week on average at the PSKs (old BRCs), with two- to three-week long programmes during school vacations, learning theory and will then return to her school. Presumably, the design of the course takes cue from the internship model wherein the teacher gets an opportunity to interweave her learning of educational theory with practice in the schools. However, as far as it is known, the course essentially boils down to a set of lectures, basically following the conventional B.Ed. curriculum. The internship model is unlikely to be the operating principle of the course design. There is yet another aspect of this kind of B.Ed. course that is to be kept in mind. This is the lack of a face-to-face approach in the distance mode B.Ed. where the interaction between faculty and the student-teacher is conspicuous by its absence. No educational theory or practice has so far provided a rational basis for discounting the criticality of face-to-face approach in building future teachers. One can, therefore, accept the distance mode B.Ed., at best, as a stop gap measure to meet the crisis created in the State by acts of both commission and omission. However, in the long term, the State would do well to rely upon face-to-face approach in planning B.Ed. courses.

Two more issues about the design of the B.Ed. course. First, as is well known, the basic framework of the B.Ed. courses in India is rooted in the British model developed in the 1890s. While the teacher education courses in U.K. have been entirely redesigned in keeping with evolving educational theory, the Indian B.Ed. courses have not changed much for more than a century. Further, the Common School System puts a fresh demand on the B.Ed. course from the standpoint of Universalisation of Secondary Education and providing education of high quality with equality and social justice. This is an entirely new agenda for teacher education. It is precisely in this context that the Universities in Bihar have

a decisive role to play in teacher education and research. We will elaborate on this in the next section.

Second, in view of the recommendation of the National Commission on Teachers (1983-85) endorsing the idea of a 4-year integrated course for secondary teachers, the Commission recommends that this idea may be extended to the preparation of elementary teachers as well. In 1994, the University of Delhi (Department of Education) became the first university in the country to initiate a **4-year integrated course, called Bachelor of Elementary Education (B.El.Ed.)** after Plus Two as a pre-service programme for elementary teachers. Taking cue from the Education Commission's view that the study of subjects needs to be integrated with the professional component, the B.El.Ed. course was instituted in the constituent colleges of the University – at present operating in six women's colleges. The programme has an intense internship component of four months, as recommended by all the previous commissions and committees which deliberated on this subject. The graduates from this programme have been found to be immensely suited for teaching at elementary level in an integrated framework (i.e. Class I-VIII) and are being recruited in both the government and non-government school systems. For those who wish to study further, the university has recognized the B.El.Ed. degree as being equivalent to both B.Ed. and B.A., thereby enabling the graduates to take admission either in an M.Ed. course or a post-graduate course in social science. A B.El.Ed. graduate with a M.Ed. degree is fully equipped to become a teacher educator in an elementary teacher education institution like DIET or even join the faculty of SCERT. We, therefore, recommend that a programme on the lines of B.El.Ed. may be started in the University Departments of Education in Bihar as urgently as possible in order to prepare not just elementary teachers but, more importantly, teacher educators, curriculum developers and educational researchers for DIETs and SCERT.

#### **G. Role of Universities in Teacher Education and Educational Planning and Research**

The crisis of teacher education and other related concerns in Bihar cannot be resolved without a vision of preparing the faculty of teacher educators, curriculum developers and researchers for DIETs, B.Ed. colleges and SCERT. Our recommendation for transforming the present BRCs into PSKs and instituting the programme of work-centred education in the entire school system in the state through a Koshang at SCERT and 150 BSPVKs will also require faculty from this background. Indeed, the entire new 'Adhyapak Shikshan Evam Shaikshik Shodh Samvarg' or cadre will have to be built with people with a post-graduate degree combined with M.Ed. or M.A. in Education. The cadre's academic credentials will be further enriched by M.Phil and Ph.D. programmes in education and related disciplines.

The following projection for the faculty of various institutions for the next eight years may be made:

1.	SCERT		103
2.	B.Ed. Colleges (160)	15/college	2,400
3.	DIETs/PTECs (60)	25/DIET or PTEC	1,500
4.	PSKs (533)	1/PSK	533
5.	BSPVK (150)	1/BSPVK	150
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	<b>TOTAL</b>		<b>4,686</b>
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Although some of the present faculty members of SCERT and the DIETs/PTECs may be qualified as teacher educators but, by and large, one may assume that the faculty gap will be at least 4,000 – a colossal figure which, once again, is a consequence of not paying attention to building the capacity of the University system in the State for fulfilling the needs of the school system since independence.

There is only one University Department of Education (at Patna University) in the entire State where such a faculty for teacher education institutions could be moulded. The infrastructural facilities and the strength of the faculty, as noted earlier, of even this Department leaves much to be desired. The Commission organized a special meeting of the Vice-Chancellors of all the nine Universities of the State and placed before them the agenda of the Common School System and the critical role the Universities can play in its development. There was an optimistic response but, as could be anticipated, the Vice-Chancellors talked about lack of resources available to them. Admittedly, the lack of resources is only a part of the problem. More importantly, the issues emerging from a lack of political vision, academic leadership and suitable faculty, even in the related disciplines of social science and humanities, at the University Departments cannot be ignored. Without resolving these crucial issues, it is inconceivable that the State government can build a school system providing education with excellence combined with equality and social justice.

Just as in the case of DIETs, the State failed entirely during the 1990s to take advantage of the Centrally Sponsored Scheme of establishing Institutes of Advanced Study in Education (IASEs) and Colleges of Teacher Education (CTEs) for upgrading the University Departments of Education and B.Ed. Colleges respectively. This is indeed unfortunate. It is never too late to make a fresh beginning. The Commission, therefore, makes the following recommendations:

1. Upgrade the Department of Education at the Patna University as an IASE. Since the State has missed the bus altogether from the 8<sup>th</sup> to the 10<sup>th</sup> Plans in this regard, now only a proposal from the University in the framework of the Common School System, can carry conviction for

seeking a belated support from the Centre. In the meantime, the State government must provide additional resources out of its own Plan funds, to begin the process of upgrading without any further delay.

2. Provide all necessary support to at least four more universities of the state for creating and developing full-fledged Departments of Education under capable academic leadership, even if this means making a search at an all-India level. Once the respective Departments are in place, it would be appropriate to prepare individual plans for upgrading the Departments to IASEs for which the path suggested above for Patna University will need to be pursued.
3. The University Departments of Education must be networked not only with each other but also with SCERT, DIETs/PTECs, PSKs and BSPVKs. For this purpose, appropriate institutionalized structures and financial support must be provided.
4. SCERT and the DIETs/PTECs need to be affiliated with the Universities for the purpose of conducting M.Phil and Ph.D. programmes in multi-disciplinary framework in education and related disciplines of social science, science and humanities. This will be a process of mutual learning and development, apart from engaging the university faculty in education with field experience in school.
5. The University Departments of Education must be provided financial support to organize conferences, seminars, symposia and workshops at national and international levels for connecting with latest researches and ideas.
6. The State government may also begin consulting the faculty of these departments on a regular basis for policy formulation, educational planning, surveys and curricular reforms.

We wish to conclude this section by emphasizing that knowledge for reforms and transformation in school education is basically created and formalized into theories at the level of higher education in multi-disciplinary and inter-disciplinary framework. This has been amply demonstrated in the history of educational development in Europe and North America during the past two centuries. This critical role of higher education in school development was also recognized by the University Education Commission (1948), known as the Radhakrishnan Commission. It is time that the need for an organic inter-relationship between higher education and school education is institutionalized in Bihar before it is too late.

Before concluding this Chapter, the Commission would like to emphasise that, without a radical transformation of teacher education, the State will not be able to move towards a Common School System which combines excellence with equality and social justice.

**Recommended Re-structured DIETs : Academic Branches,  
Units and Functions**

No.	Branches/Units	Functions/Disciplinary Concerns	Faculty
<b>PRINCIPAL (Reader's Rank)</b>			
<b>VICE-PRINCIPAL (Sr. Lecturer's Rank)*</b>			
1.	Foundations of Education & History of Education Branch	<p>The various Branches and Units of a DIET, except DRU for which a specific agenda is worked out, shall function broadly within the framework of the disciplinary concerns and tasks assigned to the different Departments of SCERT (see Annexure II to this Chapter). However, there are the following two additional expectations from the DIETs:</p> <p>i) Each DIET shall translate the relevant disciplinary concerns and tasks in accordance with the socio-economic, cultural and educational conditions specific to its District and build up its academic programme accordingly.</p> <p>ii) Each DIET shall engage with PSKs, BSPVKs and SSMs of its District with a view to share with them the results of its research work and experience of teacher education programmes and, at the same time, learn from their field-based research and feedback from the in-service and on-service teacher education courses conducted by them.</p>	Sr. Lecturer - 1 Lecturer - 1
2.	Educational Psychology, Child Development & Pre-Elementary Education Branch		Sr. Lecturer - 1 Lecturer - 1
3.	Curriculum Development, Pedagogy & Evaluation Branch		Sr. Lecturer - 1 Lecturer - 2 Res. Asst. - 1
4.	Language Education Branch		Sr. Lecturer - 1 Lecturer - 2
5.	Mathematics Education Branch		Lecturer - 1
6.	Environmental Studies Branch		Lecturer - 1
7.	Science Education Branch		Lecturer - 2 Lab Asst. - 1
8.	Social Science & Humanities Education Branch		Lecturer - 2
9.	Art Education Branch		Instructor - 1
10.	Health & Physical Education Branch		Instructor - 1
11.	Policy and Programme Studies Branch		Lecturer - 1 Res. Asst. - 1
12.	Pre-Service, In-Service & On-Service Education Unit		Sr. Lecturer - 1 Lecturer - 2 Res. Asst. - 1
13.	Education Technology Unit		Lecturer - 1 Multi-media Assistant - 1
14.	District Resource Unit (DRU) for Common School System*		Field-based Research, Educational Surveys and Public Education on issues related to provision of education of equitable quality in the framework of Common School System; Surveys at the district-level & identification of problems/issues emerging therefrom; institutionalisation of innovative ideas in the school system; engaging with PSKs, BSPVKs and SSMs of the District and connecting DIET's agenda with the lessons drawn from the field.

\*The Senior Lecturer in-charge of the DRU will also be the Vice-Principal of the DIET.  
Sr. Lecturer- 06; Lecturer- 19; Research Assistant – 04; Lab. Assistant.- 01;  
Multi-Media Assistant.- 01; Instructor - 02 **Total – 33**

### Recommended Reorganised Structure of SCERT

Sl.	Departments	No. of Posts			Disciplinary Concerns & Tasks
		Academic	Techni-cal	Support (Auxiliary)	
1	2	3	4	5	6
1.	Department of Foundations of Education & History of Education	Professor - * Reader - 1 Sr. Lecturer - 1 <u>Lecturer - 2</u> 4	-	A/c Assistant -cum-Computer Operator - 1 <u>Attendant - 1</u> 2	<ul style="list-style-type: none"> <li>Educational theories and their role in teacher education;</li> <li>Translating concepts from philosophy &amp; sociology of education into school experiences;</li> <li>Significance of history of education in comprehending contemporary issues &amp; policies, with illustrations from Bihar.</li> </ul>
2.	Department of Educational Psychology & Child Development	Professor - * Reader - 1 Sr. Lecturer - 1 <u>Lecturer - 1</u> 3	Lab Technician – 2	A/c Assistant-cum-Computer Operator- 1 <u>Attendant-</u> 1 2	<ul style="list-style-type: none"> <li>Relating developments in educational psychology with the prevailing historical conditions and placing them in the political, economic and socio-cultural context; applying this analysis to present conditions in Bihar.</li> <li>Theories of how children learn and their implications for teachers' work with children and classroom experience.</li> <li>Clinical psychology/ Counseling &amp; Guidance.</li> <li>Development of personality; communication; working &amp; learning in groups and in conditions of conflict.</li> </ul>
3.	Department of Education in Mathematics & Statistics	Professor - * Reader - 1 Sr. Lecturer - 1 <u>Lecturer - 2</u> 4	Research Assistant. - 1	A/c Assistant-cum-Computer Operator- 1 <u>Attendant-</u> 1 2	<ul style="list-style-type: none"> <li>Mathematics as a system for developing logic, abstraction, generalisation &amp; concept formation.</li> <li>Relating mathematics with notions of aesthetics and elegance.</li> <li>Functional relationship between mathematics and other domains such as science and social studies.</li> <li>Meaning of concepts of statistics in everyday life and their inter-linkages with other school subjects.</li> </ul>
4.	Department of Education in Science	Professor - * Reader - 1 Sr. Lecturer - 2 <u>Lecturer - 3</u> 6	Lab Technician – 3	A/c Assistant-cum-Computer Operator- 1 <u>Attendant-</u> 1 2	<ul style="list-style-type: none"> <li>Role of science in historical development of modern society; science as a means of enlightenment and empowerment.</li> <li>Meaning of scientific thought and methods of science in education; scientific temper for shaping children's ways of learning and relating with society.</li> <li>Appreciation of limits of science; divergence between methods of science and social science; epistemic differences between science and other areas of human thought.</li> </ul>

...contd.

1	2	3	4	5	6
5.	Department Education in Social Science & Humanities	Professor - * Reader - 1 Sr. Lecturer - 2 <u>Lecturer - 3</u> 6	-	A/c Assistant- cum-Computer Operator- 1 <u>Attendant- 1</u> 2	<ul style="list-style-type: none"> <li>• Social Science as a system for understanding society, exploring its problems &amp; issues and reconstructing social development.</li> <li>• Multi-disciplinary and inter-disciplinary perspectives on contemporary global, national, state-level and local issues; curricular and pedagogic implications of such perspectives.</li> <li>• Changing structures and notions of knowledge in social science and humanities; major contemporary debates and their implications for the present and the future.</li> </ul>
6.	Department of Linguistics and Language Studies	Professor - * Reader - 1 Sr. Lecturer - 2 <u>Lecturer - 3</u> 6	Research Assistant.- 1	A/c Assistant- cum-Computer Operator- 1 <u>Attendant- 1</u> 2	<ul style="list-style-type: none"> <li>• Appreciating developments in linguistics in a historical perspective and their relationship with socio-political conditions; applying this analysis to issues in Bihar and its multi-lingual character.</li> <li>• Implications of the theories in linguistics for curricular planning; multi-lingual basis of language studies in schools.</li> <li>• Language as a means of articulation and empowerment, rather than imposition.</li> <li>• Pedagogic research on medium of education and effective learning of English.</li> </ul>
7.	Department of Education in Performing & Fine Arts	Professor - * Reader - 1 Sr. Lecturer - 1 <u>Lecturer - 2</u> 4	Instructor – 3	A/c Assistant- cum-Computer Operator- 1 <u>Attendant- 1</u> 2	<ul style="list-style-type: none"> <li>• Art as a means of socio-political expression in history and its impact on society.</li> <li>• Role of art in self-as well as collective development.</li> <li>• Art as a means of exploring socio-economic issues such as poverty, class &amp; caste oppression, gender, communalism, violence anti-child attitudes.</li> <li>• Relating art with aesthetics and design both within and outside the school.</li> <li>• Relationship between arts and other areas of knowledge.</li> <li>• Using arts as a pedagogic tool in school subjects.</li> </ul>
8.	Department of Physical Education, Yoga and Sports	Reader - 1 Sr. Lecturer - 1 <u>Lecturer - 1</u> 3	Instructor- 2	A/c Assistant- cum-Computer Operator- 1 <u>Attendant- 1</u> 2	<ul style="list-style-type: none"> <li>• Understanding health in a global, national and state-level socio-economic and political perspective.</li> <li>• Health and physical education as a critical input for the overall development of the child and her ability to complete school education.</li> <li>• Health as a multi-disciplinary area of knowledge and its inter-disciplinary linkages with school subjects.</li> <li>• Comprehensive approach that includes physical education, Yoga and Sports as integral to curriculum, rather than as extra-curricular or co-curricular elements.</li> <li>• Building a scientific and culturally sensitive framework for curricular elements relating to sex and sexuality, reproductive health and related issues for adolescents; exploring a gender perspective for presenting such issues.</li> </ul>

...contd.

1	2	3	4	5	6
9.	Department of Curriculum & Pedagogic Studies	Professor - * Reader - 1 Sr. Lecturer - 2 <u>Lecturer - 3</u> 6		A/c Assistant-cum-Computer Operator- 1 <u>Attendant- 1</u> 2	<ul style="list-style-type: none"> <li>• Curricular &amp; pedagogic theories and their implications for reconstruction of school curricula and teacher education.</li> <li>• Research on state-specific curricular and pedagogic issues and ways of addressing them at school level.</li> <li>• Productive Work as a pedagogic medium for acquiring knowledge, building values and developing multiple skills.</li> <li>• Establishing the critical role of art, heritage crafts and physical education in curricular reforms.</li> <li>• Implication of the conception of ‘core curriculum’ in promoting Constitutional values as well as flexibility related to geo-cultural diversity.</li> </ul>
10.	Department of Evaluation, Assessment & Examination Reforms	Professor - * Reader - 1 Sr. Lecturer - 1 <u>Lecturer - 2</u> 4	Research Assistant - 2	A/c Assistant-cum-Computer Operator- 1 <u>Attendant- 1</u> 2	<ul style="list-style-type: none"> <li>• Re-visiting notions of knowledge in school subjects in a dynamic perspective and, accordingly, redefine and reconstruct evaluation parameters as a means of <i>social transformation</i>.</li> <li>• Establishing the critical role of “comprehensive and continuous evaluation” as an organic tool for improvement of the teaching-learning process; working out its methodology for schools.</li> <li>• Undertaking a systematic study of examination reforms within and outside India and evaluating their experience for introducing reforms in Bihar.</li> </ul>
11.	Department of Teacher Education	Professor - * Reader - 1 Sr. Lecturer - 2 <u>Lecturer - 3</u> 6	Technical Assistant – 1	A/c Assistant-cum-Computer Operator- 1 <u>Attendant- 1</u> 2	<ul style="list-style-type: none"> <li>• Reviewing the present teacher education curriculum in light of the theories, critiques of knowledge in school curriculum and debates on issues of educational transformation.</li> <li>• Placing the teacher education curricula in a multi-disciplinary and inter-disciplinary perspective.</li> <li>• Learning from the experiences of DIETs, PSKs, BSPVKs and SSMs (esp. academic supervision reports) in order to re-assess the emerging needs of the school system and improve the quality of teacher education</li> <li>• Co-ordinating with all other Departments of SCERT to organize pre-service, in-service and on-service teacher education programmes.</li> </ul>
12.	Department of Educational Technology	Reader - 1 <u>Lecturer - 2</u> 3	Technical Assistant – 3 Assistant Computer Programmer- 1 4	A/c Assistant-cum-Computer Operator- 1 <u>Attendant- 1</u> 2	<ul style="list-style-type: none"> <li>• Building a wider perspective for instituting a rational role for educational technology in curriculum and pedagogy at all stages of education. In this perspective, one must ensure that educational technology shall (a) range from chalk and charts to computers and satellite-aided information technology; (b) continue to play a supportive pedagogic role within the given curricular framework, rather than start dictating its own agenda as per the character of its software/ hardware or the delivering agency; (c) recognize its potential as well as limits; and (d) not become a means of further increasing the socio-economic divide.</li> </ul>

...contd.



1	2	3	4	5	6
					<ul style="list-style-type: none"> <li>Working out the precise place of educational technology in transaction of the curriculum: involvement of teachers and students in creating it; its specific need and method of using it, keeping in mind the social and physical conditions of Bihar, particularly in the rural areas.</li> </ul>
13.	Deptt. of Equality & Gender Studies and Inclusive Education	Professor - * Reader - 3 Sr. Lecturer - 3 <u>Lecturer - 5</u> 11	Research Assistant -3 <u>Instructor -2</u> 5	A/c Assistant-cum-Computer Operator- 3 <u>Attendant- 1</u> 4	<ul style="list-style-type: none"> <li>Recognising its academic concerns as (a) flowing out of the Constitutional agenda of equality and social justice; (b) being critical to providing the Fundamental Right to Education and moving towards Common School System; and (c) being essential to building a democratic, secular and egalitarian society.</li> <li>Designing its research programme and courses to reveal the dominance of class-caste, race, patriarchy and normal body, apart from a similar phenomenon operating in the domain of religions, languages, urban-rural divide and cultural matters. Need to investigate and document each of these sources of dominance as reflected in Bihar.</li> <li>Undertaking micro-studies with a view to evolve curricular and pedagogic practices such that the knowledge underlying school curriculum and teacher education is re-constructed.</li> </ul>
14.	Department of Educational Management, Monitoring, Research & Surveys.	Professor - * Reader - 2 Sr. Lecturer - 3 <u>Lecturer - 5</u> 10	Research Assistant -3 Assistant Computer Program- <u>mer- 1</u> 4	A/c Assistant-cum-Computer Operator- 3 <u>Attendant- 1</u> 4	<ul style="list-style-type: none"> <li>Building its academic programme on the basis of the agenda emerging out of the Fundamental Right to Education and Common School System. This implies a radical shift in the character of research and courses.</li> <li>The concept of school management and monitoring has to come to terms with (a) the 73<sup>rd</sup> and 74<sup>th</sup> Constitutional Amendments leading to the enhanced role of PRIs and urban local bodies; (b) people's participation and social accountability being crucial for efficient functioning of the school system; and (c) the need for a reliable and comprehensive data base for planning, policy formulation and finance allocation.</li> </ul>
15.	Department of Educational Policy, Planning and Finance Studies	Professor - * Reader - 3 Sr. Lecturer - 3 <u>Lecturer - 3</u> 9	Research Assistant - 3	A/c Assistant-cum-Computer Operator- 3 <u>Attendant- 1</u> 4	<ul style="list-style-type: none"> <li>Viewing policy and finance studies in a historical perspective as a critical area of study for the purpose of reforming the school system.</li> <li>Acknowledging that flawed policies, misconceived programmes/ plans and inadequate allocations can never lead to a school system that can provide education of equitable quality with excellence; investigating the ways in which this phenomenon was reflected at the state-level.</li> <li>Preparing a well-researched framework for analyzing the sources of finance, trends of budget allocations and expenditure for all stages and aspects of education, including expenditures incurred by the private sector.</li> <li>Placing the results of policy and finance studies in the perspective of (a) comparative education; and (b) neo-liberal economic order.</li> </ul>

...contd.

1	2	3	4	5	6
16.	Department of Public Education & Extension	Reader - 1 Sr. Lecturer - 1 <u>Lecturer - 2</u> 4	Multi-Media Assistant – 1	A/c Assistant-cum-Computer Operator- 1 <u>Attendant- 1</u> 2	<ul style="list-style-type: none"> <li>Building a state-wide programme of Public Education in collaboration with PRIs, urban local bodies, VSSs, teachers and students organizations, trade unions, cultural and women's groups and professional associations with respect to the concepts and implications of (a) Fundamental Right to Education; (b) Neighbourhood Schools; (c) Common School Ssystem; (d) education of equitable quality; (e) Constitutional obligations of the State; (f) role of the private sector; and (g) impact of neo-liberal policies on education. There could be other crucial related issues as well.</li> <li>Documenting and analyzing the public interaction, nature of debate, issues raised and action proposed.</li> </ul>
17.	Buniyadi Shiksha Sansadhan Koshang (Basic Education Resource Cell)	Professor - * Reader - 1 (Co-ordinator) Sr. Lecturer - 1 Lecturer - 1 (Work-Centred Teacher Education) Lecturer - 1 (Research & Documentation) 4	Research Assistant- 2	A/c Assistant-cum-Computer Operator - 1 <u>Attendant - 1</u> 2	<ul style="list-style-type: none"> <li>The purpose of setting up this Koshang (Cell) in SCERT is to institute a state-wide programme of work-centred education, to begin with, at elementary stage and later at secondary and senior secondary stages as well.</li> <li>The Koshang will engage with a state-level 'think tank' called Buniyadi Shiksha Chintan Samooh (BSCS) and co-ordinate the field-based curricular development work proposed to be undertaken by 150 BSPVKs.</li> <li>A detailed elaboration of this role of the Koshang is given in Chapter ? and Section 3E of Chapter ? on Teacher Education.</li> </ul>
18.	<b>Administration &amp; Accounts</b> a. Documentation Centre b. Publication Division	Director - 1 Joint Director - 1 Deputy Director- 2 Chief A/c Officer-1 Accounts Officers- 2 <u>Sr. Librarian - 1</u> 8	Assistant Computer Programmer- 1 Accountant – 2 Office Superintendent- 2 Documentation Officer- 1 6	A/c Assistant-cum-Computer Operator- 3 Office Assistant-cum-Computer Operator- 3 Attendant/Helper/Guards- 5 Other Support staff Grade-III <u>Driver - 5</u> 42	<ul style="list-style-type: none"> <li>Office administration.</li> <li>Establishment</li> <li>Service matters</li> <li>Accounts, Finance, Budget</li> <li>Capacity building of personnel</li> <li>Publication of magazines</li> <li>Documentation</li> <li>Development of library</li> <li>Public relation</li> <li>Overall management.</li> </ul>
	Total:	<b>10(P)+22(R)+ 27(SL)+44(L)=103 Office – 8</b>	<b>40</b>	<b>82</b>	

\*A total of ten posts of Professors / Deans to be created at SCERT will be filled up by open selection / promotion from within the Cadre (Adhyapak Shikshan Evam Shaikshik Shodh Samvarg) and assigned to any of the Departments carrying a post of Professor, keeping in mind either the academic specialization of the selected person or requirement of SCERT's programmes or both.



**NCTE-RECOGNISED B.ED. COLLEGES IN BIHAR AND THEIR INTAKE CAPACITY**

(May - 2007)

S. NO.	NAME OF INSTITUTION	PLACE	INTAKE/ Yrs.
<b>A. Government Colleges</b>			
1	GOVERNMENT TEACHER TRAINING COLLEGE	TURKI, Distt. MUZAFFARPUR	100
<b>B. Private Colleges</b>			
2	ADWAITA MISSION TRAINING COLLEGE	VISBOUNSI, Distt. BANKA	100
3	COLLEGE OF TEACHER EDUCATION	LAHERIASARAI, Distt. DARBHANGA	100
4	DR. ZAKIR HUSSAIN TEACHERS' TRAINING COLLEGE	LAHERIASARAI, Distt. DARBHANGA	240
5	S.M. ZAHEER ALAM TEACHER TRAINING COLLEGE	BAHERA, Distt. DHARBHANGA	150
6	AL-MOMIN COLLEGE OF EDUCATION	BISHUNPURA, Distt. GAYA	100
7	TEACHERS TRAINING COLLEGE	ASHOK NAGAR, GAYA	100
8	MILLAT TEACHERS TRAINING COLLEGE	MADHUBANI	240
9	ISLAMIA TEACHERS TRAINING COLLEGE	PHULWARISHARIF, Distt. PATNA	120
10	ST. XAVIERS COLLEGE OF EDUCATION	DIGHA GHAT, PATNA	100
<b>C. University Deptts. &amp; Constituent Colleges</b>			
11	VEER KUNWAR SINGH UNIVERSITY, DEPARTMENT OF EDUCATION,	BHOJPUR	100
12	KAMESHWAR SINGH DARBHANGA SANSKRIT UNIVERSITY	DARBHANGA	100
13	PATNA TRAINING COLLEGE, PATNA	BANKIPORE, PATNA	90
14	PATNA WOMEN'S COLLEGE, PATNA	BAILY ROAD, PATNA	100
15	WOMEN'S TRAINING COLLEGE, PATNA	PATNA	120
16	NALANDA OPEN UNIVERSITY ( DISTANCE MODE)	PATNA	500
17	MAGADH UNIVERSITY, DEPARTMENT OF EDUCATION	BODH GAYA, Distt. GAYA.	100
<b>Total Intake Capacity/Year</b>			<b>2,460</b>

# Chapter 10

## Curriculum and Pedagogy

*“Sa Vidya Ya Vimuktaye”*

“Citizenship in a democracy involves many intellectual, social and moral qualities . . . . a democratic citizen should have the understanding and the intellectual integrity to sift truth from falsehood, facts from propaganda and to reject the dangerous appeal of fanaticism and prejudice . . . . should neither reject the old because it is old nor accept the new because it is new, but dispassionately examine both and courageously reject what arrests the forces of justice and progress . . . .”

- Secondary Education Commission (1952)

The Common School System implies that the conventional notion of quality of education, meant for a school system rooted in inequality and exclusion, is examined afresh and reformulated. The curricular changes also have to take into account the recent developments in learning theories and powerful concepts such as construction of knowledge by children. Further, the paradigm shift in the global economic order during the 1990s has raised public expectations for an appropriate response from the school system, both to resist its anti-people ideological content and to ensure that knowledge is used for advancing the cause of human welfare, rather than of the market and the finance capital. While formulating this response, we have to keep in mind the obligations flowing out of the Constitution to create a democratic, secular, egalitarian and enlightened society. This is where the Common School System provides the essential framework for reconstructing Bihar’s curriculum and the way it is transacted at various stages of education. What follows in this section is a critical appraisal of the present curriculum in Bihar from this standpoint in order to delineate the future agenda of reconstruction. The comparative observations on the underlying premises given below are only illustrative; they do not constitute any exhaustive coverage.

**Table 10.1**

### A Comparison of the Underlying Premises of the Prevailing Curriculum and that Required for the Common School System

No.	Prevailing Notion of Quality	Notion of Quality in CSS
1.	The socio-political character of knowledge in the curriculum is pre-determined by the dominant social classes and this ensures that education plays a powerful role of social control and reproduction.	The character of knowledge can be questioned by the child who is encouraged to construct knowledge and, if necessary, even to dissent. This makes it possible for the child to resist social control and reproduction, thereby transforming the school in favour of the excluded masses. This in essence is the meaning of education for liberation ( <i>Sa Vidya Ya Vimuktaye</i> ).

... contd.

No.	Prevailing Notion of Quality	Notion of Quality in CSS
2.	The learner is seen as a passive recipient of knowledge in the process of learning and the teacher as the sole source of knowledge and custodian and manager of all teaching-learning processes in the classroom.	The learner is an active participant in the construction and interpretation of knowledge. The child's potential for learning is not static but capable of development. The teacher's role is transformed into one of facilitator and informed and mature participant in the learning process.
3.	Competition as the essential basis of advancement of the child, even if this means harming one's peers and teachers, using unhealthy or unfair practices and violating your own value framework. Individual development is the <i>exclusive</i> goal.	Instead of competition, co-operative functioning for collective development is the objective. This may call for a change in the pace of learning or transforming the teaching-learning process in order to carry the whole class forward – i.e. nurturing a sense of togetherness, belonging and social cohesion or harmony ( <i>Sahnau Bhavatu, Sahnau Bhunattu . . .</i> ”).
4.	It is assumed that children have unequal capacities of learning. The diversity among children is ignored. Such a view is responsible for some children being regarded as more 'intelligent' than others – essentially a hierarchical conception of class that guides the teachers. This conception engenders discrimination, inferiority, jealousy and alienation from the school.	All children have capacity to learn well, provided we recognize the rich diversity among them in terms of their aptitudes, orientations, learning strategies and interest areas and, above all socio- cultural backgrounds. The teacher has to internalise that each child is unique – no child is inherently less 'intelligent' than another. <u>Pedagogic implications</u> : each child can help another child to learn better as long as she is given an opportunity to chose her unique area of interest, ways and pace of learning and the socio-cultural context in which learning is situated.
5.	A narrow view of 'intelligence' is taken which is mono-dimensional and linear. This is largely at the basis of the system of evaluation and assessment as practiced in the school system. The parameters of assessment – basically representing a narrow slice of the cognitive domain i.e. rote learning – have not essentially changed since the times of Macauley. A major portion of the cognitive domain and almost the entire affective domain (values, emotions, sensitivity, aesthetics) and psycho-motor skill domain stands ignored and, therefore, discouraged.	The mono-dimensional, linear and static view of 'intelligence' has long been replaced by a multi-dimensional, diverse and dynamic conception of intelligence. Such a conception of multiple intelligence makes it possible for the teacher to encourage and support all children to learn together with their unique combinations of aptitudes, orientations and ways and pace of learning.

...contd.

No.	Prevailing Notion of Quality	Notion of Quality in CSS
6.	Learning is viewed without its social context. Such a decontextualised view of knowledge is false since knowledge has both historical and living inter-linkages with a range of elements in the political, socio-economic, linguistic and cultural environment of the child. The teacher education curriculum itself is based on this misconception.	Learning is greatly influenced by the social context to which both the children and teachers belong. This calls for revisiting the notions of knowledge and learning. The psychological characteristics of the <i>individual</i> child, though critical for understanding the child, are no more regarded as the sole determining elements. The role of the socio-cultural ethos of the child in her development and learning implies a major shift towards contextualised curriculum.

The above comparison of the premises behind the respective notions of the quality of education as transacted in the present schools (both government and private) and the Common School System illustrates the complexity and magnitude of the challenge involved in transformation of the school system. This anti-child framework, apart from other socio-economic factors, essentially marginalizes or excludes almost two-thirds of the children from school education – largely SCs, STs, religious and linguistic minorities, Extremely BCs and the disabled, with the girl children in each of these groups being the worst affected. The phenomenon of the so-called ‘drop-outs’ is thus institutionalized in our school system, almost as if it is part of the design. It may not be an exaggeration to maintain that there are no “drop-outs” at all but only “push-outs”. Rather, most of the children who quit school mid-way may indeed be “walk-outs” - walking out of the school in silent protest on a massive scale. In Bihar, the proportion of “walk-out” is apparently as large as 78% by Class VIII (Selected Educational Statistics 2003-04, Ministry of HRD, Govt. of India, Table 7, p. 63). Several studies, including recent NSSO reports confirm this alienating character of school education, apart from also bringing out economic factors as being partially responsible for children quitting schools. In Bihar, by Class X, almost 83% of the children have quit school – less than 10% of SC and ST children reach Class X (*ibid*). Bihar’s children (about 17%) who manage to stick to the end of Class X must have learned how to brave the negative aspects the system in order to fulfill either their own or parental aspirations, deserve all the kudos, except for the damage that school may have caused to their psyche.

Clearly, this kind of education is neither conducive to holistic learning that is essential for surviving in modern society nor to making of citizenry for a democratic, egalitarian and secular India. Let us just take the instance of diversity. The children of Bihar, apart from Hindi, are adept at a range of languages such as Bhojpuri, Maithili, Magahi, Angika, Urdu and Bengali – each child simultaneously knowing two or more languages. The present curriculum fails to build upon this social capital i.e. the multi-lingual competence of children. The curriculum planners hardly realize that, as per latest researches, the most efficient pedagogy for learning English also would be to draw upon this multi-lingual richness that the children bring to the school. Nothing could be more alienating than the hiatus between the language of the home and the language of the school.

Bihar's children also belong to a number of oral literature traditions that reflect a treasure of knowledge of history, geography, astronomy, natural resources, agriculture, forestry, meteorology, ornithology and of course medicine. None of this finds its due place in the school curriculum, not even in Environmental Studies which begin in Class III. Nor does the school permit the children to construct knowledge and bring all their varied sources of knowledge into curricular discourse in the school. Denial of this rich diversity among children amounts to denial of their inherent strengths, resulting in their alienation and ultimately their exclusion from schools. Given such a character of the school curriculum, one does not even expect it to inculcate values such as equality, social justice or secularism. How do we prepare teachers who will transcend their class, caste, religious, gender or linguistic barriers to help catalyse the transformation of the present school system into a Common School System? A major shift is long overdue in the ways in which curricula, syllabi and textbooks for both the school and teacher education institutions are conceived, prepared and finally transacted.

## 10.1 National Curriculum Framework

An important curriculum development principle was enunciated by the NPE-1986 when it envisaged that,

“The National System of Education will be based on a national curriculum framework which contains a common core along with other components that are flexible. The common core will include the history of India's freedom movement, the Constitutional obligations and other content essential to nurture national identity. These elements will cut across subject areas and will be designed to promote values such as India's common cultural heritage, egalitarianism, democracy and secularism, equality of the sexes . . . .and inculcation of the scientific temper.”  
[Paragraph 3.4]

The conception of the 'common core' in NPE-1986 thus constitutes the essential commonality of the curriculum in the Common School System. It also creates the essential space for flexibility and diversity. This means that the 'common core' shall be *common* (to be distinguished from *uniform*) throughout the country while the rest of the curricular content needs to be designed in accordance with the economic and social requirements of the different geo-cultural regions. Even the core could be represented or articulated in different ways as long as it fulfills the expectations of the 'common core' and conforms to the principles enshrined in the Constitution. This notion of flexibility outside the 'common core' will play a far more critical role in the pre-elementary and elementary stages than in the secondary or the higher secondary stages. Yet, the continuing significance of flexibility outside the 'common core' all the way up to Plus Two stage needs to be appreciated and interwoven as an organizing principle in curricular planning, especially in preparation of syllabi and text books. A significant beginning has been made recently in Bihar on this principle to which we will return later in this chapter.

Based upon the broad critique of the assumptions underlying the present curriculum given in the previous section of this chapter, the Commission has recommended in Chapter 9 a broad framework for teacher education curriculum which is worth repeating in this context too:

- a) The character of knowledge can be questioned by the child who should be encouraged to construct knowledge and, if necessary, to dissent;
- b) The learner should be an active participant in the construction and interpretation of knowledge;



- c) Competition should be replaced by cooperative functioning and collective development;
- d) Diversity among children in terms of their aptitudes, orientations, learning strategies and interest areas should be recognised;
- e) The mono-dimensional, linear and static view of intelligence should be replaced by multi-dimensional, divergent and dynamic conception of intelligence; and
- f) Learning is greatly influenced by the social context of both the child and the teachers.

The Commission further notes that the National Curriculum Framework-2005 (NCF-2005), prepared by NCERT, has definitely made a move in this direction. The following guiding principles given by NCF-2005 will be helpful in designing the curriculum in Bihar too (NCERT, December 2005, p. 5):

- connecting knowledge to life outside the school;
- ensuring that learning is shifted away from rote methods;
- enriching the curriculum to provide for overall development of children rather than remain textbook centric;
- making examination more flexible and integrated into classroom life; and
- nurturing an over-riding identity informed by caring concerns within the democratic polity of the country.

NCF-2005 indicates the nature of this shift through its observations on the shift required in the teacher education curriculum as shown in the following Table (ibid, p. 110):

<b>Table 10.2</b>	
<b>Major Pedagogic Shifts Required in Teacher Education Curriculum</b>	
<b>From</b>	<b>To</b>
• Teacher centric, stable designs	• Learner centric, flexible process
• Teacher direction and decisions	• Learner autonomy
• Teacher guidance and monitoring	• Facilitates, supports and encourages learning
• Passive reception in learning	• Active participation in learning
• Learning within the four walls of the class room	• Learning in the wider social context
• Knowledge as "given" and fixed	• Knowledge as it evolves and is created
• Disciplinary focus	• Multidisciplinary, educational focus
• Linear exposure	• Multiple and divergent exposure
• Appraisal, short, few	• Multifarious, continuous

NCF-2005 has made two significant contributions to the curricular discourse in India viz. (a) learning as a process of the construction of knowledge (*ibid*, Section 2.4.1); and (b) critical pedagogy as a means for reflecting “critically on issues in terms of their political, social, economic and moral aspects” (*ibid*, Section 2.4.5). The constructivist perspective allows engagement of the learners in “actively construct[ing] their own knowledge by connecting new ideas to existing ideas on the basis of materials/activities presented to them (experience).” Almost complementing this approach, critical pedagogy “entails the acceptance of multiple views on social issues and a commitment to democratic forms of interaction . . . . a critical framework helps children to see social issues from different perspectives and understand how such issues are connected to their lives.” The pedagogic space created by the constructivist approach combined with critical pedagogy is a means of empowerment of those children who stand excluded or marginalized by the present school system. This is why the Commission recommends that both of these pedagogical issues taken together provide the essential basis for transforming the present school system into a Common School System.

## **10.2 Work-Centred Curriculum**

The above discussion on the curriculum and pedagogy provides a rational basis for introducing the concept of work-centred curriculum which has been presented in detail in Chapter 11 on Buniyadi Vidyalayas. A study of the Gandhian notion of work-based education has enabled the Commission to propose that productive work (along with social action/engagement) as a pedagogic medium for acquiring knowledge, building values and developing skills, constitutes a powerful example of the constructivist approach combined with critical pedagogy. This pedagogy will enable the underprivileged children, particularly the girls among them, to acquire the position of leadership and gain dignity in the classroom as they will have the advantage over the privileged children in matters of using skills and learning from productive tasks. NCERT’s National Focus Group on ‘Work and Education’, arriving at a similar conclusion, presented in detail the curricular framework for such a work-centred curriculum (NCERT, January 2007, Section 6).

## **10.3 Bihar Curriculum Framework, the Syllabi and the Textbooks**

The Commission has learned that there had been a thorough discussion on the NCF-2005 in Bihar under the aegis of SCERT from August 2005 onwards and, based upon this, a Bihar Curriculum Framework-2006 (BCF-2006) has been worked out with involvement of the teachers and teacher educators. A comparative study was then made of the syllabi prepared by NCERT under NCF-2005 for various stages and the *existing* syllabi in Bihar (these have remained unchanged since 1991). Based upon this comparison, SCERT worked out its own new syllabi which draw upon *both* the NCF-2005 and BCF-2006. These syllabi are now being sent to the schools as well as BRCs/CRCs. The text books have not been revised according to the new syllabi so far. Instead, the teachers have been asked to take the new syllabi into account while teaching on the basis of the existing text books. Both the BCF-2006 and its syllabi are still being envisaged as drafts which will be reviewed and revised after the teachers send their feedback from the classrooms based upon their comparative experience of transacting the existing text books in the framework of the new syllabi.

The Commission has noted this as a trend-setting process in the country. The NCF expects that a state-specific interpretation of its broad framework must be made as long as the

state curriculum framework is in keeping with the values, principles and objectives enshrined in the Constitution. This has been done in Bihar. Involving BRCs/CRCs in such a creative process is in itself a most welcome change in the mechanical manner in which these bodies have been by and large viewed so far. The Commission further notes with satisfaction that the teachers have been given the new syllabi and asked to teach the existing text books accordingly. Ordinarily, the teachers are never made aware of the syllabi and, instead, the text books are viewed as representing the syllabi. In order to sensitise and enable the teachers to appreciate the syllabi and also to engage them in the curricular discourse, the SCERT has initiated a catalytic process that will reach out to the entire teaching community in Bihar within the current year itself.

This process initiated by the SCERT, Bihar, also recognizes the critical distinction among the five elements viz. curriculum framework, curriculum, syllabi, text books and the teaching-learning process – often viewed ambiguously even by the academic community. Whereas the curriculum framework sets the basic contours for the whole country, the state agencies, district-level and block-level academic bodies, the schools and the teachers are expected to get increasing degree of freedom to introduce flexibility and practice diversity as they move from curriculum and syllabi onwards to the text books and the teaching-learning process. This is precisely what was meant by the conception of the ‘common core’ and the elements outside it in NPE-1986 quoted above. This is also the essential spirit that should guide curriculum planning, syllabus formulation, text book preparation and pedagogic designing in the Common School System.

The Commission recommends that, based upon the NCF, the SCERT should continue to prepare the BCF and its syllabi, in the future too. This process should be reviewed periodically, preferably once every five years. The revision should be taken as a dynamic process and the provision of feedback from the classroom as a basis of revision should be made from day one. The DIETs, Prakhanda Shiksha Kendras (PSKs) and the Sankul Shikshak Manch (SSMs) should have an organic role in collecting and analyzing the feedback and making it available to the SCERT. The syllabus should be invariably tested with regard to its topics, the knowledge content as well as the pedagogy implicit in it.

So far as the text books are concerned, they are relatively less important at the earlier stages of education, particularly for the children at the pre-elementary stage and Classes I & II. This is because, at these stages, the children play a far more critical role in constructing knowledge. Similarly, the text books play a lesser role in Classes III, IV and V than in VI, VII and VIII. The significance of the text books increases steadily as one moves up through secondary and senior secondary stages. This has to be kept in mind while planning and designing text books. The responsibility for preparing the text books should fully rest with the SCERT. The drafts prepared by it should be vetted by an academic committee duly constituted by the state government for this purpose and should be field tested before being approved for publication by the Bihar Textbook Publishing Corporation.

The Commission has recommended elsewhere that text books should be made available to the schools and to the students at the elementary stage as part of free education. However, they should not be prescribed; they should instead be recommended as being necessary i.e. they should not be *Vihit*, but *Avashyakrit*. This is in keeping with the emerging principle of plurality of texts being made available to the students, as recommended by NCF-2005. The SCERT should be the competent authority for this purpose.



## Chapter 11

# Place of Buniyadi Vidyalayas in the Common School System

“Our education has got to be revolutionized. The brain must be educated through the hand. If I were a poet, I could write poetry on the possibilities of the five fingers. Why should you think that the mind is everything and the hands and feet nothing? Those who do not train their hands, who go through the ordinary rut of education, lack ‘music’ in their life. All their faculties are not trained. Mere book knowledge does not interest the child so as to hold his attention fully. The brain gets weary of mere words, and the child’s mind begins to wander. The hand does the things it ought not to do, the eye sees the things it ought not to see, the ear hears the things it ought not to hear, and they do not do, see or hear, respectively what they ought to. They are not taught to make the right choice and so their education often proves their ruin. An education which does not teach us to discriminate between good and bad, to assimilate the one and eschew the other is a misnomer.”

- Mahatma Gandhi  
Discussion with Teacher Trainees, *Harijan*, 18 February 1939<sup>1</sup>

In its Terms of Reference, the Commission has been asked specifically to look into the status of the Government Buniyadi Vidyalayas in Bihar and make recommendations on their place in the Common School System (CSS). The Commission, therefore went into the historical background, role, functions and status of these schools and also visited one of them viz. Government Buniyadi Vidyalaya in Kataiya (Madhepura).

### 11.1 Historical Background

The All India Education Conference held at Wardha (now in Maharashtra) in October 1937 under the leadership of Mahatma Gandhi represented a sort of culmination of the nation-wide debate going on as part of the freedom movement on “conceptual clarification” of the alternative educational paradigm that ought to shape the national system of education for independent India. Apart from the educationists and workers then engaged in this endeavour, the Conference was also attended by the Ministers of Education of seven out of nine newly elected provincial governments. The Conference deliberated upon Gandhiji’s proposal of Basic Education (*Buniyadi Shiksha*) which would make productive work the pedagogic basis of learning in schools. Learning in a co-operative mode by viewing schools as communities engaged in production and making schools self-reliant through the income of productive work were amongst the other key features of the original proposal that was viewed as a means of social transformation. Gandhiji’s holistic concept, called *Nai Talim*, aimed at restructuring and rejuvenating the rural economy through self-reliant villages and, thereby, move towards a new social order. We are, however, concerned here mainly with the pedagogic vision of this holistic philosophy of education. While addressing the Wardha Conference, Mahatma Gandhi stated:

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<sup>1</sup>The Collected Works of Mahatma Gandhi, Vol. 68, pp. 372-73.

“What I am going to place before you today is *not about a vocation* that is going to be imparted alongside education. Now, I wish to say that whatever is taught to children, *all of it should be taught necessarily through the medium of a trade or a handicraft*. You may argue that, during the middle age, children were taught only trades (crafts) in our country. While I agree with this contention, but the proposition of imparting the whole of education through the medium of trades (crafts) was not considered in those days. A trade (craft) was taught only from the standpoint of a trade (craft). We aim at *developing the intellect also with the aid of a trade or a handicraft*. . . . . Therefore, it is my submission that, instead of merely teaching a trade or a handicraft, we may as well educate the children entirely through them. Look at *takli* (spindle) itself, for instance. The lesson of this *takli* will be the first lesson of our students through which they would be able to learn a substantial part of the history of cotton, Lancashire and the British empire. . . . . How does this *takli* work? What is its utility? And what are the strengths that lie within it? Thus the child learns all this in the midst of play. Through this he also acquires some knowledge of mathematics. When he is asked to count the number of cotton threads on *takli* and he is asked to report how many did he spin, it becomes possible to acquaint him step by step with good deal of mathematical knowledge through this process. And the beauty is that none of this becomes even a slight burden on his mind. The learner does not even become aware that he is learning. While playing around and singing, he keeps on turning his *takli* and from this itself he learns a great deal.” [emphasis added]

- Excerpted from the address by Mahatma Gandhi  
at the Wardha Education Conference, 22 October 1937  
[Translated from Hindi, Hindustani Talimi Sangh, 1957, pp. vii-viii]

The Wardha Conference constituted a committee under the chairpersonship of Dr. Zakir Husain to evolve a curriculum of Basic Education on the basis of the principle of placing productive work in the form of a trade or craft at the centre of the educational process, the latter being selected keeping in mind the socio-cultural milieu of the children (Report of the Zakir Husain Committee, 1938; Hindustani Talimi Sangh, 1957). While accepting the Zakir Husain Committee Report (1938), the Indian National Congress, at its meeting held at Haripura (Gujarat) the same year, resolved to build up a national system of education which will, among others, aim at providing education “*through the medium of some productive trade or handicraft and, to the extent possible, all other activities be built around this central craft, the latter being chosen in accordance with the conditions in which the child is placed.*” The Congress further resolved to constitute a body called Hindustani Talimi Sangh to promote this national system and to prepare a concrete programme of such education under the overall guidance of Mahatma Gandhi.

The seven Congress-led provincial governments, whose Ministers of Education had attended the Wardha Conference, soon initiated the programme of establishing Basic Education schools (Buniyadi Vidyalayas) and the related teacher training institutes to translate Gandhiji’s idea into reality. Bihar was the pioneer among them. In 1938 itself, the then Government of Bihar established 50 Buniyadi Vidyalayas in the area of West Champaran, the place which had been the theatre of Gandhiji’s movement against the indigo farmers. The number of these schools expanded gradually until it reached the figure of 520 (only 391 of these currently remain in Bihar after the formation of Jharkhand). At a national conference organized in 1945 to review the progress made in Buniyadi Shiksha, Bihar’s contribution in terms of both its rich experience and lessons for future direction was far ahead of other states.

In 1949, an Act was passed to establish the Basic Education Board with the responsibility, among others, to –

- 1) Undertake activities for improvements in and progress of basic education institutions;
- 2) Undertake work relating to the training of the teachers in these schools and the evaluation of their work;
- 3) Evaluate the extent to which these institutions were becoming self-reliant, and to supervise them; and
- 4) Operate schemes of scholarships awarded to students in these institutions.

According to Mahatama Gandhi's perception, the Buniyadi Vidyalayas had two prime functions:

- a) to link knowledge with work for an integrated and wholesome development of the minds of the students; and
- b) to make the schools self-reliant through the income of productive work and, thereby, also build the capacity of the students to lead a life with dignity in a self-reliant mode.

In 1944, the Report of the Central Advisory Board on Education (CABE), which came to be known as the Sargent Report after the name of its then secretary John Sargent, commended the first objective of the Gandhian programme i.e. to impart learning through work and recommended its introduction in the Indian education system. However, the report concluded that the second objective of making the school self-reliant through such work-based education, was not a practical proposition. However, there was hardly any concrete follow-up on the first recommendation in the Sargent Committee Report. The first three Five-Year Plans repeatedly declared their commitment to implement the Gandhian programme in education but there was not much evidence of plans to create structures and processes that will translate this rhetoric into a national system of education. As years passed by even this rhetoric dried out.

It must be realized that no idea, howsoever powerful or rational it might be, can survive only as an isolated experiment in a handful of schools or institutions while the mainstream education system supported by the government continues to move in the opposite direction. Time and again, history has been witness to this phenomenon – be it the case of Tagore's lofty educational experiment at Sriniketan (the creative school for rural children) or the Shantiniketan university of international acclaim or of Gandhi's *Nai Talim* school at Sewagram, Wardha that dared to challenge the colonial paradigm. Several other bold initiatives in the post-independence period too provide further evidence in support of this historical lesson that must guide any future planning for educational transformation.

Bihar's more than 500 Buniyadi Vidyalayas, though carrying a groundswell of support from local communities who donated their lands, labour and money to establish them, also could not defy this logic. Through the 1950s, they, too, got increasingly isolated from the mainstream of education and started losing both their original vision and dynamism. In 1968, the Government of Bihar took a decision, on the basis of the recommendations of the Syeddin Committee, to merge the basic education schools with the general school education system and oblige the former to follow the syllabus of the latter. From the 16<sup>th</sup> March 1972, the integrated

syllabus of Class I-VIII was prescribed for all Buniyadi Vidyalayas which came under the direct control and supervision of the government. There was no meeting of the Basic Education Board after 07.03.79 until 01.11.91, when a meeting was held under the chairmanship of the then Education Minister. There is no indication that another meeting of the Board has been held since then.

## **11.2 The Present Status**

The most abundant asset at the disposal of these Vidyalayas is land. Before the partition of Bihar, there were 518 Buniyadi Vidyalayas sharing almost 2,500 acres of land. This comes to about 4.82 acres of land per school on an average. The other assets are large number of rooms and residential quarters already built and ponds, trees and agricultural tools and implements.

The Buniyadi Vidyalayas are now running virtually as ordinary elementary schools. Their basic education characteristic of making these institutions or their students economically self-reliant, has disappeared. Engagement in work such as farming, horticulture, animal husbandry and imparting training in skills like handicrafts, have come to a standstill. The control and supervision of these institutions has been taken over by the government and the Basic Education Board has virtually ceased to function. There were gradual reductions in the allocation of funds to the Board until they dried up altogether. The officers and staff of the Board have been sent on deputation to other offices of the government. Thus, though there has been no formal order disbanding the Board, it has virtually ceased to exist.

The State Government, nevertheless, has from time to time shown its concern with the plight of these institutions. This is reflected in the various committees set up to look into their affairs. Between 1999 and 2004, two committees were set up to examine whether the Basic Education Board should be abolished or re-organised with enhanced powers. Unfortunately, none of these two committees could complete their work and submit any report. We understand that though the enquiry committees were set up, no financial allotment was made to enable them to function.

## **11.3 The Buniyadi Vidyalaya at Kataiya, Madhepura**

The Government Buniyadi Vidyalaya in Kataiya, visited by the Commission, is running Class I-VIII and has in its possession about 5 acres of land. The school is better off in some respects as compared to the average government schools. Out of the sanctioned strength of 11, ten teachers were in place. Four of these were women. The vacant post was that of the headmaster. In addition, there were two Shiksha Mitras posted to the school. Apart from the Shiksha Mitras, all the teachers were trained. The attendance ranged between 70-90% in Classes I to VIII. This compares favourably with the average attendance of 40-45% that we noticed in other schools visited by us. As in other government schools, in this school too, there was no library worth the name and laboratory or any other similar facility for conducting experiments in science was non-existent. Advantage had been taken of the large space available to the school and as many as 19 rooms and 4 toilets, including two exclusively for girls, had been built.

## 11.4 Place of Buniyadi Vidyalayas in the CSS

It is the considered view of the Commission that, given the social and economic order currently prevailing in India, it is not possible to revive the Gandhian grand design of development based upon the vision of *self-reliant decentralized* village economy functioning through his notion of *self-contained 'little republics'* – as observed by him in his famous speech at the Round Table Conference in London in October 1931 (CW 48: 196-7). *Nai Talim*, as reflected in the Buniyadi Shiksha programme, was envisaged by Mahatma Gandhi as the chief instrumentality for preparing the new generation to meet this challenge – a moral obligation as noted by Fagg (2002). After independence, the new leadership did not accept this model of development and embarked upon a development path which emphasized growth of material out-put. The strategy adopted to attain this development objective was based upon import substituting industrialization-the Mahalanobis Model. As a result, relatively speaking, agriculture and allied economic activities were ignored.

From the early 1990s, India adopted the full-fledged policy of 'liberalization', privatisation and globalization. The growth in material output remained the fundamental objective of development. The critical difference that was made from the earlier policy was the substitution of the conscious role of State by that of the market, in guiding and directing the economy. This neo-liberal policy has led to high growth rates in recent years. However, as is now well established, globalization has given rise to various forms of discontents like the marginalisation of large sections of the population, land alienation, accentuation of inequality, steady loss of rights to natural resources, much slower growth of employment and, finally, weakening of national sovereignty. In spite of correctives being applied here and there, there is no prospect of going back to the Gandhian model. The Commission, therefore, rules out the option of reviving through the Buniyadi Vidyalayas, the self-reliance component of the Gandhian concept of Basic Education.

Nor does it consider it desirable to revive the Buniyadi Vidyalayas as vocational schools imparting knowledge and skills in farming, horticulture, animal husbandry, fisheries and allied rural professions. For, experience has demonstrated that the idea of conducting vocational training as part of the general school system is not workable. This has been attempted repeatedly in the past and has never worked. There is no reason to believe that it would work if tried again. The experience shows that if general education is combined with vocational training, it is not possible to do justice to either and hence both suffer.

Under the 1986 National Policy on Education, a separate and parallel stream of vocational education was introduced at the senior secondary stage. It was expected that at least 25% of the students at Plus Two stage would opt for the vocational training stream by the year 2000. At the end of the day, the enrolment for this stream never exceeded even 5%. Besides, high performing students shunned this stream. The reasons for this are both sociological and economic. Pursuing a single-skill vocation amounts to lowering one's ambition right from the beginning. Employment opportunities offered by a single-option education are highly uncertain in the conditions prevailing in India. General education, on the other hand, offers multiple options for both vertical and lateral mobility in order to climb the ladder of social hierarchy. All sections of the student community, not just the high performing students, naturally prefer this option. The commonly accepted wisdom in the field of education today tells us that vocational training should not be pursued as one of the streams of education in the general school system,



but separately as an autonomous self-contained course. This policy issue was reviewed recently by a National Focus Group constituted by NCERT on 'Work and Education', and its report fully corroborates the above conclusion, apart from recommending a nation-wide programme of vocational education *outside* the school system providing general education (NCERT, January 2007).

## 11.5 Instituting Gandhian Pedagogy in the Common School System

In Commission's view, the essence of the Gandhian pedagogy lies in placing productive work at the centre of school curriculum and viewing it as a pedagogic medium for acquiring knowledge, building values and developing multiple skills. This means that productive work, including social action or engagement, will be integral to the 'core curriculum' – from pre-elementary to senior secondary stage. This will create a pedagogic space for the child to construct knowledge at the early stages of elementary education from her own experience. Thus the children will be engaged in a carefully designed programme of drawing syllabus-related knowledge through various kinds of productive work or social action/engagements selected from the local socio-cultural milieu. Look, for instance, at the following examples:

- Bihar has a large number of self-help groups (often working through Mahila Samoohs of Mahila Samakhya) engaged in a wide variety of productive tasks. As part of Environmental Studies (EVS), the children of Class III or IV can be asked by the teacher to spend a whole day with such groups in the neighbourhood, exploring productive activities, learning about the sources and cost of raw material, kind of tools and equipment used, nature of technology, social relations within and across castes, gender and religions among the members of the team and, finally, marketing. The day-long experience is recorded by the children in a format designed by the teacher. On the following day, the children have a reporting session and open discussion. The rich multi-disciplinary and multi-dimensional knowledge gained by the whole class will surpass any textbook that can be given to the children. In the process, the children learn to articulate their views in their own language, both orally and in writing. This is the original concept of EVS as well as of construction of knowledge recommended by NCF-2005. This implies that the conventional timetable broken into periods and classroom-based lectures will be replaced by what is definitely a far richer learning experience.
- Class VI or VII children go to an electric motor workshop for about two hours a day for a total of 3-4 days and are engaged in winding operations. This offers natural opportunities for learning principles of electricity and electro-magnetism, provided there is a teacher to facilitate this process.
- Carpentry work by Class VIII students offers issues relating to measurement, geometry, botanical knowledge related to timber, designing and marketing.
- While caring for an orchard, the Class IX students will encounter fungal or insect attacks on the fruit trees. This is the time to learn about cellular structure of fungi by scratching the affected leaves and examining the material under microscope. Or, growing insect under controlled conditions in the classroom to study their life cycle.

- Participation of Class XI students in an on-going house construction means a whole range of connections to subject-related knowledge. This also teaches one to respect the knowledge and skills of the ordinary mistries, plumbers and electricians and relate this to their socio-cultural backgrounds.
- An engagement in a pathology lab for Class XII students is an excellent opportunity for them to learn about blood chemistry, microorganisms causing diseases and reactions of various chemical reagents used for testing.

In the process, the school will identify work places or work spots in the local socio-cultural milieu where groups of students can go as per a timetable and work with the owner of the production site or *Ustad*. The subject teacher also accompanies the students and facilitates connection of hands-on experience with knowledge. The production site is of course compensated for the loss of its time and use of equipment for which adequate provisions must be made in the school budget (such as the teacher grant already being given at present under SSA for teaching aids). This means that the school does not have to invest in tools and equipment which, apart from being expensive, are likely to become outdated in a couple of years after purchase due to rapid technology shifts.

In addition, the work-based pedagogy will also promote a range of ‘generic competencies’ (Basic, Inter-Personal and Systemic) such as critical thinking, creativity, communication, co-operative action, designing, aesthetics, work ethics and motivation, transfer of learning, entrepreneurship-cum-social accountability and several others. As the child matures in age, especially after Class VIII, the role of theoretical knowledge will increase relatively but productive work, including social action/engagement, will continue to be a significant pedagogic medium of learning, particularly for providing critical entry or departure points for disciplinary knowledge.

Two other significant issues need brief attention as follows:

- 1) As per NCERT’s National Focus Group on ‘Work and Education, the work-centred curriculum recognizes that “the rich knowledge base, social insights and skills of the marginalized children (who constitute more than half of the child population) in relation to their habitat, natural resources and livelihoods can be turned into a source of their dignity and strength in the school system.” Besides, this curriculum “also addresses the profound problem of growing alienation of the middle-upper class children from their cultural roots and the central role played by the education system in aggravating and accelerating this process . . . . the exclusionary character of Indian education can at least be partly challenged by utilising the knowledge base of the vast productive sections of society as a powerful means to transform the education system. At the same time, this knowledge base is to be subjected to critical scrutiny in order to ensure that its retrogressive and unscientific streaks are identified and rooted out before they find their way into the school curriculum. (*ibid*, Executive Summary) ”
- 2) As observed by NCF-2005, “children are often socialised into discriminatory practices and values and that adults socialise children within the dominant socio-cultural paradigm . . . . both adults and children are socialised in the same way. . . . work as forced labour is perhaps the most demeaning of all coercions. There have to be adequate measures in place to ensure that introduction of work as an integral part of the

curriculum should never lead to a situation where work is thrust on unwilling children, or that the ‘work’ itself is a hindrance to the child’s education and normal growth and development. Routine and repetitive activity carried on for the sake of production or work that is associated with the division of labour based on caste and gender [and also religion and economic status] should be strictly avoided. Also, a teacher making children work without him/herself participating in the work is unlikely to achieve the objectives of integrating work with the curriculum. The inclusion of work within the school must also never be used as the justification for the exploitation of children. (NCERT, December 2005, Section 3.7, pp. 58-59)”

The work-centred curriculum may be identified as the determining educational philosophy of Basic Education that distinguishes it from the prevailing curricular frameworks legitimized by various Boards of Education in the country since the colonial times. If this pedagogic approach is pursued in its holistic sense, one would expect the students to develop multi-dimensional attributes – related to cognitive, affective and psycho-motor skill domains – which would require a radical shift in the framework of parameters of assessment and ways and means of assessing children. All this will ultimately build pressure on the Board of Exams to review their conventional notions of what needs to be tested and how.

## **11.6 Role of Buniyadi Vidyalayas**

Finally, one may ask as to why chose Buniyadi Vidyalayas for instituting the Gandhian pedagogy in Bihar’s school system. This is a valid question particularly because these schools they neither have any living experience of the Gandhian pedagogy nor any teachers from 1940s and 1950s are available in their staff to help rejuvenate the ideas. However, there are two special features of the Buniyadi Vidyalayas which make them eminently suitable as pace-setting schools for this purpose:

- a) These schools are the inheritors of the moral heritage of the Gandhian thought in Bihar. They represent the period of freedom struggle when the nationalist movement decided to create an education system to challenge the colonial agenda of education. Although the policy makers of post-independence India preferred to ignore the essence of the Gandhian ideas, they have no option but to continue to refer to it as the source of their inspiration even today. Such has been the moral force of the Gandhian philosophy of education. It is this moral heritage of the Buniyadi Vidyalayas that we would like to take advantage from.
- b) There is a whole generation in Bihar which has emerged from the Buniyadi Vidyalayas and which continues to act as the storehouse of cultural and educational memories of this revolutionary pedagogy. From this generation, Bihar has had several leaders of academia, social activism and various contemporary professions. Among other attributes, this generation continues to cherish its faith in manual productive labour as a source of holistic education for social transformation. Many of such people, though at an advanced stage of their life, are still living in the villages around Buniyadi Vidyalayas and are expected to play an inspirational role. All this adds to the credit of the Buniyadi Vidyalayas as pace-setting schools founded on Gandhian pedagogy.

In order to institute the essence of Gandhian pedagogy i.e. work-centred curriculum in the school system of Bihar, the following four basic structures will be required:

- A. A ***Buniyadi Shiksha Sansadhan Koshang*** (BSSK) or Basic Education Resource Cell at SCERT, Patna, to co-ordinate and guide the curricular transformation.
- B. A 40 to 50-member state-level ***Buniyadi Shiksha Chintan Samooh*** (BSCS) or Basic Education Think Tank will be constituted by SCERT's Koshang with about one-third representation from the Buniyadi Shiksha Pathyacharya Vikas Kendras (see below) established in 150 Buniyadi Vidyalayas and the rest selected on the basis of either their expertise or original thinking in Gandhian education or orientation in the pedagogy of work-centred education. The Co-ordinator of the Koshang at SCERT will be this Group's *ex-officio* Member-Secretary.
- C. The **District Resource Unit (DRU) of DIET** shall co-ordinate the programme of instituting the work-centred curriculum in the schools of the district and will act in collaboration with the Buniyadi Shiksha Pathyacharya Vikas Kendras established in the district.
- D. Of the 391 Buniyadi Vidyalayas, 150 Buniyadi Vidyalayas (average of 4/district) will be selected for establishing the ***Buniyadi Shiksha Pathyacharya Vikas Kendras*** (BSPVKs) or Basic Education Curriculum Development Centres – one per selected Buniyadi Vidyalaya.

A detailed elaboration of the role and personnel of the structures as proposed above is given in the Chapter on Teacher Education. The cost of implementing this programme is provided in the Chapter on Financial Implications.

All the 391 Buniyadi Vidyalayas (including the Buniyadi Vidyalayas selected for establishing BSPVKs) will continue to function as regular government Middle Schools (Class I-VIII), as they do today. The infrastructure of the Buniyadi Vidyalayas will be upgraded and additional teachers shall be appointed as per the recommended norms and standards of the Common School System. However, all the 391 Buniyadi Vidyalayas will be envisaged as lab schools for the above-named BSPVKs for developing and practicing the work-centred curriculum, documenting the experience and subjecting it to action-research and for conducting teacher education courses for instituting the newly evolved work-centred curriculum in the entire school system.

This is how Bihar's Buniyadi Vidyalayas shall be empowered once again to play a pioneering role in instituting the essence of Gandhian pedagogy in school curriculum but with one critical difference. Unlike in 1940s or 1950s, this time they will play the role in transforming the mainstream school curriculum in the Gandhian mould and shall not remain confined to their the own schools. This also means that they will not be functioning in isolation and against the current of the mainstream school system. On the contrary, the mainstream itself shall be transformed. This has become possible only because of the Common School System framework.

Once the Buniyadi Vidyalayas become a part of the Common School System, it will be necessary to take action to formally disband the Buniyadi Shiksha Parishad.

## References

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## Chapter 12

### Proposal for Establishing Zila Adarsh Vidyalaya

The Bihar Government has under its consideration, a proposal for establishing Zila Adarsh Vidyalayas. Some preliminary action is reported to have already been taken in this direction. The terms of reference of the Commission for the Common School System in Bihar also includes the consideration of the proposed Adarsh Vidyalayas, as a pace setting institution.

The idea behind the Zila Adarsh Vidyalayas is to select a high school in each district headquarter of Bihar and endow it with sufficient fund and other resources in order to convert it into an Adarsh Vidyalaya. The admission to these schools will be given on the basis of competition among children from the respective districts. The expectation is that this would enable boys and girls from Bihar, in numbers several times more than is the case at present, to compete successfully in admissions to centres of higher learning – both specialized and general eg. leading universities in the country, IITs, IIMs, leading medical institutions etc. It is also hoped that these schools will enable a larger number of Biharis to compete in Central Services examinations.

The Commission has carefully considered this proposal and is of the view that it will run counter to the whole philosophy and approach underlying the Common School System, the very essence of which is to provide an opportunity to all children irrespective of the caste, class and community from which they come, access to education of equitable quality. The Commission is afraid, the establishment of Adarsh Vidyalayas will accentuate the present inequity in the multi-layered system of education in Bihar and, thereby, aggravate and perpetuate social inequality.

The central purpose of the CSS is to generalize quality education and not to confine it to a few schools; to have as many Netarhats or Navodaya Vidyalayas as the number of high schools in the State and not to have only one for each district. If the Common School System is implemented fully and in its true spirit, the State would have not 37 schools of the Netarhat or Navodaya Vidyalaya type as envisaged under the proposal, but thousands of them – infact as many as the number of Senior Secondary Schools to be built or upgraded under the Common School System.

From whichever class the Adarsh Vidyalaya starts, only an infinitesimal proportion of the children in Bihar will benefit from them. If the school is to start from class VI then 59.03% of the children who drop out will remain uncovered ab initio. The proportion would rise to 78.03% if the school is to start from class VIII and to 90% if it is to start from class X. Far larger proportions of children from the scheduled castes and scheduled tribes will remain outside as the drop out rates of the children from the scheduled castes is 83.85% after class VIII and 90% by class X; and those of scheduled tribe students are 61.22% at the end of class V and 87.84% at the end of class VIII (source: Selected Education Statistics 2003-04, Ministry of Human Resource Department, Government of India, New Delhi).

And among the remaining students who theoretically enjoy the equal opportunity of competing to join the Adarsh Vidyalayas after class V or VIII, the chances of the students from the SC and ST for competing would be much less than those belonging to higher castes, because of the former's background of poverty, and general backwardness. It can be stated, in general,

that any system of selection by competitive examinations favours students from higher castes and elitist families over those from socially & economically disadvantaged groups.

The government of Bihar would require massive resources running into thousands of crores, for fully implementing the Common School System being recommended by the Commission. In this context, it can hardly afford to divert a sizeable amount of available resources that will be required for the Adarsh Vidyalayas or any other parallel layer of school education outside the Common School System.

There is no analytical reason or empirical evidence to demonstrate that the children who get what is claimed to be a higher quality of education during the last few years of their school career do better than the general students, in competitive exams for entering into institutions of higher education or all India services. Analytically, a child's capacity is a function of life long learning, and not of relatively superior education during the last few years of her career, If the base is weak, then no amount of exertion at the last leg of the academic journey, can take care of the deficiencies of the life time.

The Commission is of the view that the purpose behind the proposal can very well be served if the State Government, instead of establishing Adarsh Vidyalayas, creates Centres (which may be called *Uchch Shiksha Sopan*), in each district to prepare students, selected on the basis of merit through competitive examination, for entering various streams of higher education like the top national universities, IIMs, IITs, Medical Institutions, national level law schools and specialized institutions in the field of informatics, biotechnology, genetics etc. Bihari students in large numbers migrate to Delhi and other places where requisite facilities are available in order to get coaching for competing in examinations for entering into these institutions. The availability of such facilities in each district in Bihar itself would go a long way towards preventing this migration. Besides, by providing opportunities to bright qualified Biharis to teach in these Centres, it would to some extent reduce the current brain drain from Bihar.

Such Centres can be located in selected high schools in each district. The academic and other activities in these Centres should not be a part of the mainstream teaching in the school. This means that additional faculty members of caliber much higher than prevailing in the school would have to be recruited, additional space would have to be created, additional equipment purchased and laboratories set up. Of course, the Centre can make use of some of the common facilities like the school library, laboratory, conference rooms, play ground etc. But in such cases, these facilities will have to be expanded and upgraded. In any case, the faculty members of the schools should not be used for the Centre, because it would be to the detriment of their responsibility in the school.



## **Chapter 13**

# **Norms & Standards and the Financial Implications of the Common School System in Bihar**

In the terms of reference of the Commission, the principal task entrusted to it by the Government of Bihar is to establish the Norms and Standards of a school system of an equitable quality and estimate the financial cost of establishing it so that all the children of the State could get admitted in a neighbourhood school and be provided with quality school education. The Commission was also asked to prepare the blueprint of a Common School System for Bihar within the framework of which all the children of the State can be ensured the right to free and compulsory education under Article 21A of the Constitution. Finally, the Commission was asked to prepare a phased programme for the implementation of the Common School System.

In discharging this crucial part of its mandate, the Commission has proceeded on the assumption that its recommendations would be considered and approved by the Government and the legislation proposed by it on Right to Education and Common School System would be enacted by the end of 2007, so that the process of putting the Common School System in place can commence from the beginning of the financial year 2008-09. In calculating the financial implications, the Commission has also kept in forefront its central recommendation that pre-elementary and elementary education for the children in the age group of 5-14 years should be universalised in five years i.e. by the year 2012-13; that secondary education for the children in the age group 14-16 should be universalised in 8 years i.e. by 2015-16; and that in 9 years i.e. by 2016-17, all the facilities should be in place for those children in the age group 16-18 who would wish to pursue senior secondary education. For the purpose of calculation, we are assuming a transition rate of 70% from Class X to senior secondary level.

In the Common School System recommended by us, there is a built-in provision for implementing Article 21A of the Constitution, which states:

“The State shall provide free and compulsory education to all children of the age 6 to 14 years in such a manner as the State may, by law, determine”.

We have, for the reasons given in Chapter 5.2 of our Report included children in the age group 5-6 among those entitled to receive free and compulsory school education. Besides, our notion of free education is not only that it is free of tuition fees, but also it is free of all other charges whatsoever and it includes the supply free of cost, of textbooks, essential stationary items, school uniforms and mid-day meals.

### **13.1 Norms and Standards for Schools**

The defining feature of a Common School System is that all the schools in the System should apply minimum Norms and Standards for providing education of equitable quality to all



children. These minimum Norms and Standards relate mainly to physical infra-structure (land, building, furniture, equipment) educational personpower (teaching and non-teaching staff) and curriculum and the manner in which it is transacted. We give below the minimum Norms and Standards that, in our judgement, must apply to all schools.

### 3.1.1 Elementary Education Schools

#### a) Access

- i) A Primary School should be provided within the habitation or up to 1 kilometre of every habitation.
- ii) There should be 1 Middle School for every 2 primary schools. However, additional Middle School may have to be established to ensure the existence of a Middle School within the habitation or up to 3 kilometres of every habitation.
- iii) For the elementary education, there will be two types of schools: Primary Schools having Classes I-V and Middle Schools having Classes I-VIII. The latter would have two sections in each Class. Each Class or Section will have 40 students, resulting in a total capacity of 210 students for Primary Schools and 440 students for Middle Schools.
- iv) Both the Primary and Middle Schools would have two sections of pre-elementary education of a duration of one year, each section accommodating 20 children.
- v) The concerned government department should ensure that all the schools are accessible by all weather roads.

#### b) School Land

- i) A Primary School should have a minimum of 500 sq. meters of land (0.12 acre)
- ii) A Middle School should have a minimum of 800 sq. mtrs. of land (0.20 acres) for its building. In addition, it should have 1.00 acre of land as playfield.

#### c) Physical Infrastructure

- i) The total floor area of a Primary School should be 415 sq. meters, broadly distributed as follows :

Class room (5 nos., each of 40 sq. mtrs.)	-	200 sq. mtrs.
Staff room (1no.)	-	50 sq. mtrs.
Resource room (1 no.)	-	10 sq. mtrs.
Hall for pre-elementary children (1 no.)	-	50 sq. mtrs.
Kitchen and dining hall (1 no.)	-	50 sq. mtrs.
Veranda	-	50 sq mtrs.
Toilets (2 nos., each of 2.5 sq. mtrs.)	-	5 sq.mtrs.
Total		- 415 sq. mtrs.

- ii) The total floor area of a Middle School should be 790 sq. meters., broadly distributed as follows :

Class room (11 nos., each of 40 sq. mtrs.)	-	440 sq. mtrs.
Headmaster's room (1 no.)	-	30 sq. mtrs.
Staff room (1 no.)	-	50 sq. mtrs.
Hall for pre-elementary children (1 no.)	-	50 sq. mtrs.
Kitchen and dining hall (1 no.)	-	50 sq. mtrs.
Office room (1 no.)	-	15 sq. mtrs.
Library (1 no.)	-	20 sq. mtrs.
Varanda	-	130 sq mtrs.
Toilets (2 nos., each of 2.5 sq. mtrs.)	-	5 sq.mtrs.
<b>Total</b>	-	<b>790 sq. mtrs.</b>

- iii) All Middle School buildings should be double – storeyed to save space.
- iv) Apart from the buildings, the specifications of which have been mentioned above, all schools should have - Boundary walls (pucca), Ramps to provide access to disabled children, Tubewells with an overhead tank (2 nos.), Sewerage and Sanitation Facilities, Electrification, and Fire Safety Measures.

#### **d) School Furniture and Equipment**

Each Primary and Middle School should have the following furniture/ equipment:

##### **i) Furniture**

For Primary Schools, furniture should be adequate for 240 students, 8 teachers, administrative work and office equipments. For Middle Schools, furniture should be adequate for 480 students, 17 teachers, administrative work, library, computer room and office equipments. In both types of schools, children in pre-elementary section may sit on the floor, but they have to be provided with desks. Children's furniture should not be either fixed or heavy. It should be light, movable and individualistic, leaving scope for rearrangement of sitting arrangements, whenever necessary.

##### **ii) Computers**

For Primary Schools, there should be 1 computer with printer, for Middle Schools, there should be 3 computers.

##### **iii) Games and Sports**

Each school should have adequate equipments for various games and sports.

**iv) Telephone**

Each school should be provided with a telephone connection.

**v) Office Equipments**

Each school should be provided with a duplicating machine and two typing machines (one each for Hindi and English).

**vi) Teaching-Learning Equipments**

Each school should have the necessary teaching-learning equipments, a list of which will be prepared by the SCERT. Cost of such equipments for Middle Schools will be higher than for Primary Schools.

**vi) Library books**

Middle Schools should be provided with resources for buying books for their libraries.

**vii) Utensils for Mid-Day Meal Scheme (MDMS)**

Each school should be provided with adequate utensils for organising the MDMS.

**e) Teacher Requirements**

i) For Primary Schools, there will be 8 teachers — 1 headmaster, 5 teachers for primary classes and 2 teachers for pre-elementary section. Provision should also be made for an Urdu/Bengali/other language teacher, if a minimum of 10 students wish to learn any of these languages.

ii) For Middle Schools, there should be 17 teachers in each school — 1 headmaster, 2 teacher for pre-elementary section, 5 for the primary classes, 7 for the upper primary classes, and 1 teacher each for games and arts. Provision should also be made for an Urdu/Bengali/other language teacher, if a minimum of 10 students wish to learn any of these languages.

iii) A music teacher should be appointed for a group of 3 Middle Schools, all sharing her services.

iv) For Primary Schools, there should be a non-teaching staff member to work as Helper for the pre – elementary section.

v) For Middle School, there should be 3 persons as non – teaching staff members — 1 Helper for pre – elementary, 1 Office Assistant and 1 Attendant.

**f) Fees / Textbooks / Uniform / Mid-MayMeal / Health check-ups and Scholarships**

i) No fees will be charged from the students.

ii) Textbooks and stationeries will be supplied free to all students.

- iii) Two sets of uniform will be provided per annum to all students free of cost. Alternatively, the parents of all students will be provided with a reasonable sum to cover the cost of uniform
- iv) Students in both Primary and Middle Schools will be provided with free mid-day meals.
- v) As fees will not be charged from the students and textbooks/stationeries/uniform will also be provided free of cost, there is no necessity of having any scheme of scholarship. However, existing scholarship schemes may continue.

### **13.1.2 Senior Secondary Schools**

#### **a) Access**

- i) Senior Secondary School should be provided within 5 kilometers of every habitation.
- ii) All secondary level classes i.e. from Class IX to XII, will be combined in a single school, called the Senior Secondary School. In both the secondary education Classes i.e. IX and X, there will be 3 sections each. Each section will accommodate 40 students.
- iii) In both the senior secondary education Classes i.e. XI and XII, there will again be 3 sections each, to cater to three streams of education — humanities, science and commerce. If the demand for some stream is less, other streams may have more than 1 section, depending on the demand. Each section will accommodate 30 students assuming that about 70 percent of the students completing secondary education will join the senior secondary stream.
- iv) The concerned government department should ensure that all the schools are accessible by all weather roads.

#### **b) School Land / Landscape**

- i) Each Senior Secondary School should have a minimum of 1158 sq. mtrs. (0.29 acres) of land for physical infrastructure. In addition, the school should have 1.58 acres of land for play field\* .
- ii) Landscape of a Senior Secondary School compound should be separately planned for road, trees, free space and play field.

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\* In the case of non-availability of land for the prescribed size of the playfield, a playfield of a smaller size, but not less than 1 acre, may be provided for some schools.  
For schools in urban areas, a playfield may be shared between two or three schools.

**c) Physical Infrastructure**

i) The total floor space area of a Senior Secondary School should be 1110 sq. mtrs. (0.27 acres), broadly distributed as follows :

a) Class room for secondary classes (6 nos., each of 40 sq. mtrs.)	-	240 sq. mtrs.
b) Class rooms for senior secondary classes (6 nos., each of 35 sq. mtrs.)	-	210 sq. mtrs.
c) Headmaster's room (1 no.)	-	30 sq. mtrs.
d) Staff room for 20 teachers (1 no.)	-	50 sq. mtrs.
e) Laboratory (3 nos., each of 50 sq. mtrs.)	-	150 sq. mtrs.
f) Computer room (1 no.)	-	50 sq. mtrs.
g) Mathematics room (1 no.)	-	50 sq. mtrs.
h) Library room (1 no.)	-	50 sq. mtrs.
i) Multipurpose rooms (2 nos., each of 25 sq. mtrs.)	-	50 sq. mtrs.
j) Games equipments room (1 no.)	-	30 sq. mtrs.
k) Store room	-	40 sq. mtrs.
l) Medical room (1 no.)	-	20 sq. mtrs.
m) Administration room (1 no.)	-	20 sq. mtrs.
n) Veranda	-	150 sq. mtrs.
o) Toilet for students (4 nos., each of 2.5 sq. mtrs.)	-	10 sq. mtrs.
p) Toilet for staff members (2 nos., each of 2.5 sq. mtrs)	-	5 sq. mtrs.
q) Cemented space for tubewell	-	5 sq. mtrs.
r) Staff quarters for guard	-	30 sq. mtrs.
<b>Total</b>		<b>- 1110 sq. mtrs.</b>

ii) All Senior Secondary Schools should be double-storeyed to minimise land requirement.

iii) Apart from the buildings, specifications of which have been mentioned above, all Senior Secondary Schools should have — Boundary walls (pucca), Ramps to provide access to disabled children, Tubewells with

overhead tanks (2 nos.), Sewerage and Sanitation Facilities, Electrification, and Fire Safety Measures.

**d) Furniture and Equipments**

Each Senior Secondary School should have the following furniture and equipments

**i) Furniture**

Each Senior Secondary School should have adequate furniture for 420 students, 20 teachers, 5 non – teaching staff (technical), 6 non – teaching staff (others), administrative work, staff room, computer room, laboratories, mathematics room, library, games equipment room and medical room. Students' furniture should not be fixed or heavy. It should be light, movable and individualistic, leaving scope for rearrangement of sitting arrangements, whenever necessary.

**ii) Computers**

Each Senior Secondary School should have at least 25 computers and 4 printers, along with software support and internet connectivity.

**iii) Teaching-Learning Equipments**

Each school should be provided with teaching-learning equipments, a list of which may be prepared by the SCERT.

**iv) Games and Sports**

Each school should have adequate equipments for various games and sports.

**v) Co-curricular and Cultural Activities**

Each school should be provided with necessary equipment for co-curricular and cultural activities.

**vi) Telephone**

Each school should be provided with 2 telephone connections, one for the computer and the other for rest of the needs.

**vii) Office Equipments**

Each school should have the following office equipments — overhead projector, LCD projector, duplicating machine and typewriters.

**viii) Laboratory Equipments**

Each school should have all the necessary laboratory equipments, a list of which will be prepared by the SCERT.

**ix) Medical Facilities**

Each school should be provided with a first-aid box and other equipments for medical and health-related services.

**x) Library books**

Each school should be provided with resources for buying books for its library.

**e. Teacher and Supporting Staff Requirement**

- i) Each Senior Secondary School should have 20 teachers. Of them, apart from the Headmaster, 8 will be TGTs - language (2 teachers), mathematic (1 teachers), natural science (2 teachers), social science (1 teacher), physical education (1 teacher) and arts (1 teacher); and 11 PGTs - language (2 teachers), mathematics (1 teacher), natural science (3 teachers), social science (2 teachers) and commerce subjects (2 teachers), computer (1 teacher). Five non-teaching staff (technical) will include laboratory technician (3), computer assistant (1) and librarian (1). For administrative work, each school will have 6 non-teaching (others) staff members — office assistant (2 persons), caretaker (1 person), office attendant (2 persons) and guard (1 person).

**f) Teacher Grant**

A reasonable sum should be given to each teacher every year as a teacher grant to help her buy books and teaching aids.

**g) Tuition Fee**

Students will be charged a tuition fee as decided by the government.

**h) Hostels**

Since a school will be provided to each child at a distance of less than 5 kms. from her residence, the need for hostels may actually disappear. However, the hostels presently being run by the Department of Welfare may continue.

**i) Maintenance/Repair of School-building**

Approximately 3 percent of the cost of construction of the building should be provided to each school annually for the repair and maintenance of its building.

## **13.2 Structure of Schools**

The structure of the Common School System in terms of two key dimensions – capacity and requirement of teaching and non-teaching staff – are presented in a tabular form in Table 13.1

### 13.3 Estimation of School-going Student Population

After establishing the Norms and Standards, we proceeded to estimate the total number of children, at different levels of education i.e. Primary (age group 6-10 years), Upper Primary (11-14 years), Secondary (14-16) and Senior Secondary (16-18) who have to be enrolled and for whom school education of equitable quality, as per the Norms and Standard, has to be provided.

The size of the school-going student population in each of these four age-groups in the current and future years, up to 2016-17 were estimated. This exercise was done by taking the base year data from the 2001 Census. In the first step, the total population in all the years from 2008-09 to 2016-17 were estimated. The annual growth rate of population of Bihar during the decade 1991-2001 was found to be 2.61 percent. Assuming a moderate drop in this population growth rate and using a growth rate of 2.30 percent, the total population in 2007 has been estimated to be 951.31 lakh. Thereafter, it is assumed that the annual population growth rate decreases by 0.05 percentage points each year. This yields a population of 1166.47 lakhs in 2017 (Table 13.2).

To estimate the size of school-going age child population out of the estimated total population, it was necessary to obtain the age distribution of population, using the four age-groups corresponding to the four stages of school education. For 2001, this age-groupwise distribution of population was available from the Census data. Over the period 2001-17, the initial age-groupwise distribution is expected to change along with the changes in the growth rate of population. These changes are indeed marginal and have been approximated from 2001 census data of different States with varying growth rates of population. Based on this age-groupwise distribution of population, the size of the school-going age child population has been estimated for all the years form 2007-08 to 2016-17 and presented in Table 13.2. In 2007-08, the child population in all the relevant age group taken together is estimated to be 300.57 lakh, gradually rising to 372.11 lakhs in 2016-17.

If we assume that all the existing schools in Bihar are running at full capacity, then according to our information on the capacity of these schools, at most only 1.5 crore students are in schools today. **We have thus to bring to school the backlog of at least 1 crore and 50 lakh children. In addition, we have to bring 72 lakh more children to school during the next 9 years. This adds up to a figure of 2.22 crores additional children to be brought to school between 2008-09 and 2016-17. This means a nearly two and a half times increase in the present capacity of schools in Bihar.**

### 13.4 Estimation of the Number of Schools and Teachers Required

In the next step, we have estimated the number of schools and teachers required for the Common School System. For calculating the number of schools, we have primarily used the Norm regarding the optimum capacity of schools at different levels in terms of the number of students it should accommodate. These capacities are 200 for the Primary Schools, 440 for the Middle Schools (200 students in its primary



section and another 240 students in its upper primary section), and 420 students for the Senior Secondary Schools. These capacity norms, when applied on the estimated child population in relevant age groups, readily yield the required number of schools.

If we go by the objective of universalising elementary education by 2012-13, we will need 60.7 thousand Primary Schools and 31.0 thousand Middle Schools by the end of 2012-13. (Tables 13.3 and 13.4). Since each of the Middle Schools will also have a primary section, the required number of (independent) Primary Schools will be 60.7 thousand in 2012-13. At the beginning of 2007-08, there were 34.8 thousand Primary Schools and 15.5 thousand Middle Schools. Thus, **the universalisation of elementary education will call for the establishment of additional 25.9 thousand Primary Schools and 15.5 thousand Middle Schools during the period from 2007-08 to 2012-13. This means approximately 74.4 percent increase in the number of Primary Schools and almost doubling of the number of Middle Schools.**

The proposed yearwise increase in the number of schools for the final target to be achieved by 2012-13, is indicated in Table 13.3 (for Primary Schools) and Table 13.4 (for Middle Schools). The two tables also indicate the required year-wise increase in the number of Primary and Middle Schools for the next four years up to 2016-17, which takes care of the expanding size of the child population for elementary education.

For the universalisation of secondary education under the Common School System, the target date we have taken is 2015-16, and for providing 70 percent transition to Senior Secondary education, the target date is 2016-17. Both secondary and senior secondary education are to be imparted in Senior Secondary Schools. Using the capacity Norms set for such schools, we have estimated that, in 2016-17, we would need **21.7 thousand Senior Secondary Schools. At present (in the beginning of 2007-08), there are only 2.6 thousand such schools, implying that 19.1 thousand additional Senior Secondary Schools need to be established in Bihar during the next decade. This means nearly 7.5 fold increase in the number of senior secondary education.**

Table 13.5 presents the proposed yearwise expansion of the secondary education infrastructure to ensure the achievement of that target. These expansion targets have been so proposed that, up to 2012-13, the expansion is rather slow, allowing for larger portion of the resources to be utilised for the expansion of elementary education infrastructure during these years. Thereafter, however, the proposed expansion is rather fast up to 2016-17, so that students completing their elementary education do not find any difficulty in getting admitted to Senior Secondary Schools.

For estimating the number of teachers and non-teaching staff required for the school, we have used our Norms for teachers as well as non-teaching staff in each school in the Primary, Middle and Senior Secondary schools. The personpower Norms (Table 13.1) and the estimated required number of schools already existing, presented in Tables 13.3, 13.4 and 13.5, together yield the estimates of required strength of teaching and non-teaching staff. Table 13.6 gives the yearwise estimated requirement of both teaching and non-teaching staff during the period 2008-09 to 2016-17. **In the beginning of 2007-08, there were only 2.25 lakh teachers in Primary Schools, 1.16**

*lakhs teachers in Middle Schools and 31.1 thousand teachers in Senior Secondary Schools, totaling 3.72 lakh teachers. By 2012-13, this total strength needs to be raised to 11.29 lakhs and by 2016-17 to 15.28 lakhs.*

It will be a colossal effort to recruit and where necessary, train the additional teachers required during the period of the implementation of the Common School System. *The number of teachers in Primary schools will have to be more than doubled (205 percent increase) by 2012-13, and the number of teacher in Middle schools will have to be increased by more than four times (about 440 percent increase) by 2012-13, the terminal year for the universalisation of elementary education. The task of recruiting teachers in the secondary schools is really of a staggering magnitude.* There are at present only a little over 31 thousand teachers in Senior Secondary Schools. This number will have to increase to 140 thousand teachers by 2012-13 when the concentration will be on universalising elementary education. *The number will increase dramatically during the phase of the universalisation of secondary education i.e. 2012-13 and 2016-17 when a total number of 4.42 lakh teachers will have to be employed in secondary schools. The increase from the base year of 2007-08 will be more than fourteen times (1426 percent).*

### **13.5 Unit Costs for Building and Equipping Schools, Salary of Teaching and Non-teaching Staff and Non-salary Items of Expenditure.**

For the determination of the unit costs of different items, the Commission considered the practice followed by a number of institutions, programmes and reports, particularly the Central Board of Secondary Education (CBSE), Sarva Siksha Abhiyan, 2007, Bihar Education Programme, 2007, and the reports of the two Committees on Right to Education under the Chairmanship of Tapas Mazumdar, 1999 & 2005, apart from the policy norms in NEP-1986. But finally, it made its own judgment in selecting the unit costs out of these examples. In some cases, the Commission made its own calculations for the unit costs. Unit costs for raising the infrastructure of a school i.e. building and equipping it, are given in Tables Nos. 13.7, 13.8 and 13.9 for Primary School, Middle School and Senior Secondary School respectively. The estimated unit costs of building a new Primary School are Rs.25.86 lakhs, a Middle School, Rs.51.44 lakhs and a Senior Secondary School, Rs.95.65 lakhs.

In each of the Tables, a second option is also given in which a reduction in cost is achieved mainly by decreasing the plinth area of the buildings and reducing or eliminating some of the cost components. The cost components that have been reduced or eliminated include electrification, games and sports equipment, office equipment, teacher-learning equipment, computers and telephones. The cost, thereby reduced, of building a Primary School is Rs.20.47 lakhs, a Middle school Rs.42.94 lakhs and a Senior Secondary School, Rs.66.85 lakhs. These cost reductions are 20.8 percent for Primary Schools, 16.0 percent for Middle Schools and 30.3 percent for Senior Secondary Schools. By far the most important item for reduction are the plinth areas where the cuts are 21.71 percent for Primary Schools, 17.65 percent for Middle Schools and 29.70 percent for Senior Secondary Schools. There is no doubt

that these cuts would have an overall adverse effect on the quality of education to be provided in these schools, particularly in the Senior Secondary Schools where the plinth area will be reduced by almost 30 percent and other items would also be cut by relatively larger proportions. It is for the Government to decide whether it would like to start building the Common School System by compromising the quality right from the beginning. If this happens this could very well be the thin end of the wedge. However, the Commission recognises the difficult ways and means position of the government. That is why it has decided to present the second option also. In doing so, we have ensured that there is no reduction in non-recurring expenditure which has a more direct bearing on the quality of education, and that the cuts are only in a few items of recurring expenditure. One alternative is to start building the Common School System on the basis of the second option, without forgetting the goal of achieving the optimum level of infrastructure and related facilities, as suggested in the Norms, as soon as additional resources become available. The government should also bear in mind that the longer the task is deferred, the more difficult it would become to reach the optimum level.

In addition to building new schools, it will also be necessary to repair or upgrade the existing schools in the State, in order to have all the required number of schools on the ground. The average unit cost of repair or upgradation of such schools has been assumed to be half of building a new school, although actual expenditure may vary depending upon the status of the present buildings.

In addition to the unit costs for the establishment of new schools and the upgradation of the existing school buildings, both of which involve non-recurring expenditure, estimates have also to be made of two recurring components of running a school. These are the salary and non-salary recurring expenditure in schools. For the estimation of expenditure under salary, the assumed average salaries for teachers in Primary, Middle and Senior Secondary Schools are indicated in Table 13.10. The assumed average monthly salaries in 2008-09 are: Rs.6500 for teachers in Primary Schools and Middle Schools, and Rs.9000 for teachers in Senior Secondary Schools and Rs.4000 for non-teaching staff in all types of schools. In Senior Secondary Schools, there will be both TGT and PGT teachers, the latter qualifying for a higher salary than the former; but, for the estimation exercise, an overall average monthly salary of Rs.9000 has been assumed for all of them. In the subsequent years, the average assumed salaries are assumed to increase by 5 percent annually. The source for the unit cost relating to the salary of teachers of Primary and Middle Schools is the CABE Committee on the Right to Education Bill in 2004. This, according to the Report, was “state level average teacher salary”. To this figure, we have added a sum of Rs.500/-, thus bringing the total to Rs.6500/-, in order to make allowance for the increase in the cost of living that has taken place since 2005. In deciding on the indicative figures for the salaries of TGT and PGT teachers, we have increased the salary level of elementary level teachers by Rs.2000/- and Rs.3500/- respectively. These are the usual distances separating the three levels of salaries.

The unit cost for non-salary recurring expenditure in three types of schools, as presented in Table 13.11, are: Rs.2.50 lakh (Primary Schools), Rs.6.40 lakh (Middle Schools) and Rs.2.00 lakh (Senior Secondary Schools). In the Primary and Middle Schools, a substantial part of the non-salary expenditure is accounted for by the provision of free books and stationery to all students (Rs.150 per student for primary

classes and Rs.250 for students in upper primary classes), free school uniform (Rs. 400 per student) and Mid-day Meal expenses (Rs.2.50 per student per day for 225 days in a year), for all students in the Primary and Middle Schools. These, along with free tuitions, constitute the cost of providing free elementary education.

An important component of the non-recurring expenditure that we have taken into account, is the cost to be incurred for renovating the existing teacher education institutions in Bihar and building new institutions in this category. We have pointed out in the Chapter 9 of this Report on teacher education, that these institutions have been most severely affected by the cumulative neglect over decades. Institutions which were supposed to have been built were either never built or remain partially built, and the existing institutions were allowed to decay to the point of becoming almost non-functional. It is futile to think of quality education in the Common School System without having in place fully functional top class teacher education institutions with adequate capacity and wherewithal to meet the entire teacher training requirements over the 9 years implementation period and beyond . We have, therefore, prepared a detailed plan, with costing, for the renovation and invigoration of teacher training institutions.

For SCERT, the apex institution to plan and guide the school education development in the State, the planned expenses are for construction and renovation, strengthening it with equipments and other facilities, and the creation of a Work Centred Education Cell. The construction, renovation and strengthening of 37 DIETs and 23 PTECs is another part of the non-recurring expenditure for teacher education institutions. At a still disaggregated level, our plan envisages the construction of 249 new Prakhanda Siksha Kendras (PSKs), construction of two additional halls in 284 already constructed PSKs, strengthening of all the 533 PSKs and the construction of 500 Sankul Shikshak Manch (SSMs). Finally, we have planned the upgradation of one existing University Department of Education into an Institute for Advances Studies on Education (IASE) and opening four new University Departments of Education in Bihar which again entails non-recurring expenditure. The details of these planned non-recurring expenditures are presented in Table 13.13. The total expenditure for this task is Rs.272.2 crore which is planned to be spent during the first three years — Rs.50.0 crore in 2008-09, Rs.150.0 crore in 2009-10 and Rs.72.2 crores in 2010-11.

It goes without saying that there are recurring costs also for running teacher education institutions. Besides, there are recurring costs for carrying out various training. The details of recurring expenditure for teacher education institutions (SCERT, DIETs, PTEs, PSKs, SSMs, IASE and University Departments) are presented in Table 13.15, covering both salary and non-salary expenditure. The expenditure on teacher training is dependent on the number of additional teachers to be appointed each year and the expected number of untrained teachers among them. These estimates are presented in Table 13.16 and 13.17. In addition, for estimating expenditure on teacher training, we also requires unit costs for different training courses— training of elementary and secondary education teachers, training of pre-elementary education teachers, induction training for all new teachers and finally, in-service training of working teachers (once in every two years). The assumed unit costs for all these four types of training courses alongwith the estimated total teacher training costs are presented in Table 13.18.

## 13.6 Estimation of Aggregate Expenditure

Now we come to the estimation of the aggregate expenditure for building the Common School System. For this it is convenient to disaggregate the aggregate expenditure into the following four components:

- i) Non-recurring Expenditure for Building of New Schools and Upgradation of Infrastructure of Existing Schools,
- ii) Non-Recurring Expenditure for Building, Renovation and Strengthening of Teacher Education Institutions,
- iii) Recurring Expenditure for Primary, Middle and Senior Secondary schools, and
- iv) Recurring Expenditure for Teacher Education Institutions and Teacher Training.

For the first component, the unit costs of building and equipping a new Primary, Middle and Senior Secondary school have already been estimated and presented in Tables 13.7, 13.8 and 13.9 respectively. The cost of upgradation of infrastructure of existing schools is assumed to be half of the unit cost for a new school. In Table 13.3, 13.4 and 13.5 are indicated the number of additional schools that are planned to be built each year. Based on these two estimates, Table 13.12 presents the phased yearly estimates from 2008-09 to 2016-17, of the total non-recurring expenditure for building and equipping new schools and upgrading the infrastructure of the existing schools.

As already pointed out, the estimates of non-recurring expenditure on building, renovating and upgrading teacher training institutions are given in Table 13.13

The third component of the aggregate expenditure is recurring expenditure for Primary, Middle and Senior Secondary Schools. This component can be further subdivided into— salary of teaching staff, salary of non-teaching staff and non-salary expenditure. The unit costs for the salaries have been presented in Table 13.10 and that for non-salary expenditure in Table 13.11. The estimated numbers of functioning schools in each year are presented in Table 13.3 (Primary school), Table 13.4 (Middle Schools) and Table 13.5 (Senior Secondary School). Based on these estimates, Table 13.14 presents the recurring expenditure for the three types of schools in each year, in a phased manner from 2008-09 to 2016-17.

Again as already pointed out, the estimates for recurring expenditure for teacher training institutions and teacher training are given in Tables 13.15 and 13.18.

The estimated aggregate expenditure required for building the Common School System during the stipulated period of 9 years are obtained by adding up the four components mentioned above. These final estimates are presented in a phased manner for each of the nine years in Table 13.19. If we add up the total figures for each of the nine years, the expenditure for the entire duration of the 9-year implementation period, comes up to the mammoth total of Rs.2,04,650.7 crore. The average per annum cost of the CSS will be Rs.22,739. If option II is adopted, then the total expenditure over the nine year period will be Rs.1,93,171.4 crores for the entire nine-year period, and Rs.21,463.5 per annum on an average.

These estimates of year-wise total expenditure on school education have been prepared using the 2007-08 prices. Assuming an annual inflation rate of 5.0 percent, these estimates have been revised to arrive at estimates at current prices for each year till 016-17. These are presented in Table 13.20. Under Option 1, the estimated total expenditure on school education is Rs.17,254.9 crores in 2008-09. At current prices, this increases to Rs.41,263.2 crore in 2016-17. Under Option 2, the estimated total expenditure is Rs.15,554.5 crore in 2008-09, increasing to Rs.40,985.9 crores in 2016-17. The total expenditure for nine years in current prices will be Rs.2,42,686.8 crores and the annual average expenditure in current prices will be Rs.26,965.2 crores.

### **13.7 Estimation of the Requirement of Additional Expenditure**

These are total expenditures to be incurred, including those which the State Government would be incurring year after year. In order to get an idea of the additional resources to be mobilised, it is necessary to deduct from the year-wise estimates of the total expenditure, the amounts that the State Government would be spending on a year-to-year basis. For arriving at the estimates of additional expenditures, the Commission went into the last few years' figures of the State government's total budget expenditures and expenditures on school education.(Table 13.21).

Table 13.21 gives the total budget expenditure, expenditure on education and that on school education in Bihar for the last four years from 2004-05 to 2007-08. The first two years' budget expenditure are for amounts actually spent. For the third year, the revised estimates are given, while for the last year 2007-08, only budget estimates are given. It will be seen from these figures that the total budget expenditure of the Government of Bihar has increased by 17.6 percent per annum on an average during these four years, that on education as a whole, it has increased by 16.1 percent, and that on school education, it has increased by 16.8 percent.

We have then proceeded to estimate the required additional expenditure on a year-wise basis for the nine-year implementation period. This has been done step-by-step in Tables 13.21, 13.22 and 13.23. In 2007-08, the expenditure on school education in Bihar is budgeted to be Rs.4,016.4 crores. With the addition of about Rs.1,600.0 crores, the expected grant from the Central Government under the SSA, the total expenditure for school education comes to about Rs.5,616.4 crores in 2007-08. In 2008-09, the required expenditure for implementing the CSS will be Rs.17,254.9 crores under Option 1 and Rs.15,554.5 crore under Option 2. It thus emerges that the estimated expenditure under Option I would be nearly 2.6 times more than the projected expenditure on education for 2008-09 which is Rs.6,555.3 crores, and is 51.9 percent of the total public expenditure.

In table 13.22, the actual expenditures are projected for the nine year implementation period. This is on the basis of an assumption of 15.0 percent growth per annum in these expenditures during this period. The figures in the last column of this table show that the Government of Bihar will be spending Rs.6,555.3 crores in 2008-09 which will increase to Rs.17,395.7 crores by 2016-17.

The figures for additional expenditure are also given in table 13.22. This comes to Rs.10,699.6 crores under Option 1 in the year 2008-09 and Rs.8,992.2 crores under Option 2. By the end of the implementation period i.e. in 2016-17, the additional expenditure required for CSS increases to Rs.23,867.5 crores under Option 1 and Rs.23,590.2 crores under Option 2. The total additional expenditure over the 9 years period comes to Rs.1,54,993.9 crores yielding an average per annum figure of Rs.17,221.5 crores under Option 1. Under Option 2, the total expenditure for 9 years will be Rs.1,42,326.3 crores and average annual expenditure during this period will be Rs.15,814.0 crores. .

Taking Option 1, based on the Norms and Standards recommended by the Commission, the additional resources required to be mobilised for the Common School System over the 9-year implementation period will be Rs.1,54,993.9 crores, which means an average annual of Rs.17,221.5 crores. The expenditure for the year 2008-09 is 10,699.6 crores. This is a better indication of the magnitude of the effort to mobilise additional resources, than the average figure. This figure is 32.2 percentage of the total public expenditure and Rs.4,144.3 crores or approximately 61 percent more than the expenditure on school education that year. This figure may appear daunting but it is by no means surprising. Nor is it beyond the reach of the State Government. Given the magnitude of the task of reconstructing the school education system in Bihar, the mobilisation of resources for it on the scale indicated by this figure is absolutely essential. Bihar is unfortunately the most backward State in the country in terms of school education. It has, therefore, to run much faster than several other Indian States in the country to come up, first, to the national standard and afterwards to the standards of the States which have done well in the field of school education.

There has been a cumulative neglect of school education all over the country, but this has been most rampant and on the largest scale in Bihar. For decades before 2006, very few new schools were built, only a handful of new teachers recruited, and training of teachers was almost totally neglected and teacher education institutions were allowed to deteriorate. As a result, there is a huge backlog of schools to be built and teachers to be recruited and trained. In the earlier part of this Chapter, we have brought out the staggering magnitude of the cumulative neglect in some areas. To repeat some of these examples, in order to reach the Norm, Bihar needs to increase the present capacity of schools by nearly two and a half times. It needs to increase the number of Primary Schools by about 75 percent and almost double the number of Middle Schools. There is a need of an 7.5 fold increase in the number of Senior Secondary Schools. And in spite of the recent large scale recruitment of teachers, the number of teachers in Primary Schools need to be more than doubled during a span of five years, and those in Middle Schools need to be increased by nearly four and a half times within the same period. The number of teachers in the Secondary Schools need to be increased by more than fourteen times during the nine-year implementation period. Thus, the projected total expenditure required for the Common School System, is just adequate to accomplish the tasks of building new schools, bringing in huge backlog of children to the schools, and recruiting and training additional teachers.

In 1965-66, the Kothari Commission recommended that 6 percent of the GNP be devoted to education. Several political parties, including very recently the UPA,

and successive Central Governments in power have committed themselves to this target. The cumulative deficit in the funding of education that has been built because of the non-attainment of the target for four decades, would call for fixing the target at a much higher level, say 10 percent of the GNP, to achieve the same results as envisaged by the Kothari Commission. But the fulfilment of even the 6 percent target should bring to Bihar, on the basis of its proportionate share of the national population, enough resources to meet a major chunk of the requirement of additional resources for the CSS. This can be illustrated by the following calculations. The national GNP at present is nearly Rs 42 lakh crores. 6 percent of it comes to Rs 2.52 lakh crores. If this amount becomes available for education and assuming that 75 percent of it will be for school education on the basis of the current trend, then an amount of Rs.1.89 lakh crores would become available for school education to the nation. A share of 8.3 percent of it which is the proportion of Bihar's population to the population of India, yields an amount of about Rs.15,700 crores available to Bihar for school education. This falls short of the total expenditure estimated by us for building the Common School System, by only Rs.1,748 crores.

It is, thus in the interest of Bihar commensurate with its commitment to establishing a Common School System, to press for the attainment of the 6 percent target. The Central Government's contribution to this target should be quite substantial. The government of Bihar should, therefore, urge the Central government to reprioritise its plan and non-plan outlays and raise additional resources by taxation or other means in order to reach the 6 percent target.

The State governments are also expected to contribute to the achievement of the 6 percent target. This places an onus on the Bihar government also to reprioritise. Besides, such a reprioritisation will carry greater conviction in the State gov't's attempt to get enhanced resources from the Central government. For this purpose, we suggest an increase in the share of expenditure for school education, in the total budget expenditure from the present level of approximately 12 percent to 20 percent. If this is done, then the additional resources to be mobilised for implementing the Common School programme under Option 2, will come down to Rs.7,223.1 crores in the year 2008-09 as compared to the present level of expenditure of Rs.8,999.2 crores on school education. In table 13.23, we have given year-wise figures of the additional expenditure to be mobilised for CSS under both Options 1 and 2, under the assumption that the share of expenditure of school education is 20 percent of the total public expenditure which is assumed to grow at 15 percent per annum. With expenditure on school education claiming 20 percent share of the total public expenditure, the additional resources to be mobilised would come down in 2008-09 to Rs.8923.5 crores under Option 1 and Rs.7223.1 crores under Option 2. The additional resources needed under Option 1 will be nearly 27 percent of the projected public expenditure in 2008-09.

Another way of assessing the magnitude of the task involved in mobilising the total estimated resources for the CSS, is to look at the figures given in the second part of the CABE Committee Report on Right to Education Bill, 2005, on Financial Requirements for Achieving the Goal of Universalisation of Elementary Education. The total estimated additional financial requirement for achieving the goal in 6 years is Rs.4,36,459 crores, giving an average figure of Rs.72,743 crores to be mobilised additionally. Eight percent of this amount, as the share of Bihar, comes to Rs.5,965



crores. When we consider that the additional resources of this magnitude are required for universalising only elementary education and that too within the existing framework of unequal educational system, then the figure of Rs.17000 crores under the first Option for universalising elementary and secondary education within the framework of the Common School System should not be regarded as too high.

Education being in the Concurrent List, both the Central and the State Governments bear the responsibility of mobilising the additional resources. We have already suggested that the State Government should reprioritise and allocate 20 percent of the total budget outlay for school education. At the same time, the State Government should approach the concerned Departments of the Central Government, financial institutions and the rural and urban community in Bihar, for raising resources to translate the Common School System into reality. The Commission makes the following recommendations for the mobilisation of additional resources:

- i) The State government should urge the Central government to provide all assistance under the Sarva Shiksha Abhiyan within the framework of the Common School System. This would mean redesigning the SSA for the purpose of providing assistance under it to Bihar.
- ii) The State Government should approach Ministries other than that of HRD, for getting assistance for some of the facilities for building the Common School System. For example, it can request the Ministry of Science & Technology or NIIT for providing computers to the schools and request NABARD to give loans for setting up laboratories in the schools and in teacher education institutions.
- iii) The State government should approach the national financial institutions, particularly Banks, which have opened a window for lending for social development, for giving loans to the State as a contribution for implementing the CSS. In this connection, the State government can argue that it is trying to lay the most comprehensive foundation of future growth through development of human resources.
- iv) In implementing the Rural Employment Guarantee Scheme, the State government should give priority to building schools through the work to be undertaken under the Scheme.
- v) The government should send out a general call to the rural and urban community to help in building schools under the CSS, mainly through donation of land and by providing other components of the infrastructure.
- vi) A part of the additional resources, though modest, can be mobilised by eliminating all schemes and programmes in the State which are not consistent with the approach of the CSS, and utilising the resources thus released for financing the CSS. These include closing the schools and hostels run by the Department of Social Welfare & Union Ministry of Labour, not allowing additional Kendriya Vidyalayas or Navodaya Vidyalayas to be opened in the State, Bihar, and requesting the HRD Ministry to bring the Anganwadis close to the Primary and Middle Schools, and meet the expenditure for providing mid-day meals to the children in the Bal Varg of these schools.

The Commission is of the view that there cannot be a half-way house to building a Common School System. In this connection, we do not share the view of those who believe that the CSS should be confined to elementary level education. By doing so, we run the risk of ending up by causing disillusionment and frustration among children who would have to drop out of the school on a much larger scale than is the case now, after Class V and Class VIII. Universalisation of secondary education, at least at the level of Class IX and X is an integral part of the universalisation of elementary education. Besides, there would be no saving by adopting this truncated approach, because in any case during the first five years, we have planned mainly for the universalising of elementary education.

Moreover, we are firmly of the view that the venture of building a Common School System does not lend itself to such fragmented approach as making additional effort within the present framework of the SSA or just improving government schools by spending SSA resources more efficiently. Such efforts no doubt are commendable, but they fall far short of being adequate, or optimal.

In conclusion, the Commission would like to emphasise that in assessing the magnitude of the task of mobilising additional resources, it is essential to bear in mind the great significance from the point of view of both the State and the nation, of the venture of Common School System that Bihar would be embarking upon. It would contribute greatly to nation-building, national unity and bringing equality in the educational system. It will lay the most comprehensive foundation of human development in the State, which will pave the path of future growth and prosperity of the State and of the nation as a whole. The Bihar government, therefore, is on very solid grounds to go to the Central government with the blueprint of the Common School System and seek Centre's help in implementing it. The Commission recommends that the Chief Minister of Bihar should go on a special mission to the Prime Minister of India and the Union Minister for Human Resource Development and seek the Central government's assistance for meeting at least 50 percent of the additional cost for the CSS. It should be impressed upon the Centre that what is at stake is the future of India as one nation and its place in the comity of nations.



**Table 13.1**  
**Structure of Schools**

Type of School	Capacity / Staff Strength	
<b>Primary School</b> Pre-elementary + Primary (Std. I-V)	Capacity	Pre-elementary – 2 sections, each of 20 children
		Primary – 40 students per class
		Total – 240 Student / Children
	Teaching Staff	Headmaster (1) / Teacher for primary (5) / Teacher for Pre-primary (2)
		Total – 8 Teachers
	Non-teaching staff	Helper for Pre-elementary (one)
<b>Middle School</b> Pre –elementary + Primary (Std. I-V) + Upper Primary (Std. VI-VIII)	Capacity	Pre-elementary – 2 batches, each of 20 children
		Primary – 40 students per class
		Upper Primary – 2 sections per class/ 40 students per section
		Total – 480 students / children
	Teaching Staff	Headmaster (1)/ Teachers for Upper Primary (7)/ Teacher for Primary (5) / Teacher for Pre-elementary (2) / Games Teacher (1) / Arts Teacher (1)
		Total – 17 Teachers
	Non-teaching staff	Helper for Pre-elementary (1)/ Office Assistant (1)/ Office Attendant (1)
		Total – 3 persons
<b>Senior Secondary School</b> Secondary (IX-X) + Senior Secondary (XI-XII)	Capacity	Secondary (Std. IX-X) – 3 sections in each class/ 40 students in each section
		Senior Secondary (Std. XI-XII) – 3 sections in each class for arts, science and commerce / 30 students in each section.
		Total – 420 Students
	Teaching Staff	Headmaster (one)
		<u>Teacher for Secondary classes</u> Language (2), Mathematics (1), Natural Science (2), Social Sciences (1), Physical Education (1), Arts (1)
		<u>Teacher for Senior Secondary classes</u> Language (2), Mathematics (1), Natural Sciences (3), Social Science (2), Commerce (2), Computer (1)
		Total – 20 Teachers
	Non-teaching staff (Technical)	Laboratory technician (3), Computer assistant (1), Librarian (1)
		Total – 5 persons
	Non-teaching staff (Others)	Office assistant (2), caretaker (1), Office attendant (2), Guard (1)
Total – 6 persons		

**Table 13.2**

**Estimated Number of School-Going Age Children in Bihar  
(2007-08 to 2016-17)**

Year	Number of children (lakh)					
	Projected Population (lakh)	Primary (6-10+ yrs)	Upper Primary (11-13+ yrs)	Secondary (14-15+ yrs)	Senior Secondary (16-17+ yrs)	Total
2007-08	972.72	163.42	65.17	42.80	29.18	300.57
2008-09	994.12	168.01	66.61	43.74	29.82	308.18
2009-10	1015.49	171.62	69.05	44.68	30.46	315.81
2010-11	1036.81	175.22	70.50	46.66	32.14	324.52
2011-12	1058.06	179.87	71.95	47.61	32.80	332.23
2012-13	1079.23	183.47	74.47	48.57	33.46	339.97
2013-14	1100.81	187.14	75.96	50.64	34.13	347.87
2014-15	1122.28	191.91	77.44	51.62	35.91	356.88
2015-16	1144.16	195.65	80.09	52.63	36.61	364.98
2016-17	1166.47	199.47	81.65	53.66	37.33	372.11

- Note :
- (i) The population of Bihar has been projected, taking 2001 census data as the base year data and assuming the annual growth rate of population till 2007 to be 2.30 percent. Thereafter, the population growth rate is assumed to decreased by 0.05 percentage point each year.
  - (ii) The number of children in different age-groups have been estimated in two steps. Step 1 involves the projection of total population in respective years, as presented in the first column of the table.
  - (iii) In step 2, to estimate the age-groupwise population (to correspond to four levels of education) in different years, the assumed age-groupwise distribution changes gradually over the period (2008-17), as approximated from 2001 census data of different states with varying growth rates of population.

**Table 13.3**

**Yearwise Target for Construction of New School Buildings (Primary Schools)  
(2007-08 to 2016-17)**

Year	Number of Primary School buildings ('000)								
	At the beginning of the year			Target for construction of new school building			At the end of the year		
	IPS	PMS	Total	IPS	PMS	Total	IPS	PMS	Total
2007-08	34.8	15.5	50.3	9.1	—	9.1	43.9	15.5	59.4
2008-09	43.9	15.5	59.4	9.0	3.5	12.5	52.9	19.0	71.9
2009-10	52.9	19.0	71.9	2.5	3.6	6.1	55.4	22.6	78.0
2010-11	55.4	22.6	78.0	2.3	3.7	6.0	57.7	26.3	84.0

...contd.

2011-12	57.7	26.3	84.0	2.2	3.7	5.9	59.9	30.0	89.9
2012-13	59.9	30.0	89.9	0.8	1.0	1.8	60.7	31.0	91.7
2013-14	60.7	31.0	91.7	1.3	0.6	1.9	62.0	31.6	93.6
2014-15	62.0	31.6	93.6	1.7	0.7	2.4	63.7	32.3	96.0
2015-16	63.7	32.3	96.0	0.4	1.1	1.5	64.1	33.4	97.5
2016-17	64.1	33.4	97.5	0.4	0.6	1.0	64.5	34.0	98.5

Note : IPS = Independent Primary School  
PMS = Part of Middle School

Note : (i) The figure for number of school existing “at the beginning of the year 2007-08” is given. The figure for number of schools “at the end of the year 2012-13” is the requirement to attain universalisation of elementary education by 2012-13.

(i) Taking into consideration, the number of school existing in 2007-08 and the number of schools required in 2012-13, the yearly expansion has been so planned that, during 2008-09 and 2009-10, the expansion is fast and thereafter it is rather modest. After the year 2012-13, the expansion is again modest, just enough to accommodate additional children in the relevant age-groups.

**Table 13.4**

**Yearwise Target for Construction of New School Buildings (Middle School)  
(2008-09 to 2016-17)**

Year	Number of Middle School buildings ('000)		
	At the beginning of the year	Target for construction of new school buildings	At the end of the year
2007-08	15.5	—	15.5
2008-09	15.5	3.5	19.0
2009-10	19.0	3.6	22.6
2010-11	22.6	3.7	26.3
2011-12	26.3	3.7	30.0
2012-13	30.0	1.0	31.0
2013-14	31.0	0.6	31.6
2014-15	31.6	0.7	32.3
2015-16	32.3	1.1	33.4
2016-17	33.4	0.6	34.0

Note : (i) The figures for number of school existing “at the beginning of the year 2007-08” is given. The figure for number of schools “at the end of the year 2012-13” is the requirement to attain universalisation of elementary education by 2012-13.

(ii) Taking into consideration, the number of school existing in 2007-08 and the number of schools required in 2012-13, the yearly expansion has been so planned that, during 2008-09 and 2009-10, the expansion is fast and thereafter it is rather modest. After the year 2012-13, the expansion is again modest, just enough to accommodate additional children in the relevant age-groups.

**Table 13.5**

**Yearwise Target For Construction of New School Buildings  
(Senior Secondary School) (2008-09 to 2016-17)**

Year	Number of Senior Secondary School Buildings ( `000)		
	At the beginning of the year	Target for construction of new school buildings	At the end of the year
2007-08	2.6	—	2.6
2008-09	2.6	0.4	3.0
2009-10	3.0	0.4	3.4
2010-11	3.4	0.4	3.8
2011-12	3.8	1.0	4.8
2012-13	4.8	2.2	7.0
2013-14	7.0	4.0	11.0
2014-15	11.0	5.0	16.0
2015-16	16.0	5.7	21.7
2016-17	21.7	0.4	22.1

- Note :
- (i) The figures for number of school existing “at the beginning of the year 2007-08” is given. The figure for “number of schools at the end of the year 2016-17” is the requirement to attain universalisation of secondary education by 2016-17.
  - (ii) The yearly expansion has been so planned that, upto year 2012-13, the expansion is very modest, so that available resources can be utilized more for the elementary education. Thereafter, the expansion is rather fast to accommodate increasing number of students completing their elementary education.

**Table 13.6**

**Estimated Yearwise Requirement of Buildings, Teachers and Non-teaching Staff for Schools (2007-08 to 2016-17)**

No.	Year / School buildings / Teachers / Non-teaching Staff	Estimated number (thousand)			
		Primary	Middle	Senior Secondary	Total
1.	Year : 2007-08				
	(a) Existing no. of school buildings	34.8	15.5	2.6	52.9
	(b) Existing no. of teachers	225.0	115.8	31.1	371.9
	(c) Existing no. of non-teaching staff	NA	NA	NA	NA
2.	Year : 2008-09				
	(a) Required no. of school buildings	43.9	15.5	3.0	62.4
	(b) Required no. of teachers	351.2	263.5	60.0	674.7
	(c) Required no. of non-teaching staff	43.9	46.5	33.0	123.4

...contd.

No.	Year / School buildings / Teachers / Non-teaching Staff	Estimated number (thousand)			
		Primary	Middle	Senior Secondary	Total
3.	<b>Year : 2009-10</b>				
	(a) Required no. of school buildings	52.9	19.0	3.4	75.3
	(b) Required no. of teachers	423.2	323.0	68.0	814.2
	(c) Required no. of non-teaching staff	52.9	57.0	37.4	147.3
4.	<b>Year : 2010-11</b>				
	(a) Required no. of school buildings	55.4	22.6	3.8	81.8
	(b) Required no. of teachers	443.2	348.2	76.0	867.4
	(c) Required no. of non-teaching staff	55.4	67.8	41.8	160.6
5.	<b>Year : 2011-12</b>				
	(a) Required no. of school buildings	57.7	26.3	4.8	87.8
	(b) Required no. of teachers	461.6	447.1	96.0	984.7
	(c) Required no. of non-teaching staff	57.7	78.9	52.8	178.4
6.	<b>Year : 2012-13</b>				
	(a) Required no. of school buildings	59.9	30.0	7.0	94.7
	(b) Required no. of teachers	479.2	510.0	140.0	1085.2
	(c) Required no. of non-teaching staff	59.9	90.0	77.0	202.7
7.	<b>Year : 2013-14</b>				
	(a) Required no. of school buildings	60.7	31.0	11.0	98.7
	(b) Required no. of teachers	485.6	527.0	220.0	1152.6
	(c) Required no. of non-teaching staff	60.7	93.0	121.0	230.7
8.	<b>Year : 2014-15</b>				
	(a) Required no. of school buildings	62.0	31.6	16.0	104.6
	(b) Required no. of teachers	496.0	537.2	320.0	1253.2
	(c) Required no. of non-teaching staff	62.0	94.8	176.0	277.8
9.	<b>Year : 2015-16</b>				
	(a) Required no. of school buildings	63.7	32.3	21.7	112.0
	(b) Required no. of teachers	509.6	549.1	434.0	1378.7
	(c) Required no. of non-teaching staff	63.7	96.9	238.7	336.6
10.	<b>Year : 2016-17</b>				
	(a) Required no. of school buildings	64.1	33.4	22.1	120.1
	(b) Required no. of teachers	512.8	572.9	442.0	1531.7
	(c) Required no. of non-teaching staff	64.1	101.1	243.1	410.2

- Note
- (i) Methodology for estimation of “Required number of schools” as well as the estimates have been presented in Table 13.3 (Primary School), Table 13.4 (Middle School) and Table 13.5 (Senior Secondary School).
  - (ii) Estimates of “Required number of teachers” are based on estimated “Required number of schools” and “Norms and Standards for Teaching Staff” (Table 13.1).
  - (iii) Estimates of “Required number of non-teaching staff” are based on estimated “Required number of schools” and “Norms and Standards of Non-teaching Staff” (Table 13.1).

**Table 13.7**  
**Estimated Unit Cost for Building of a New Primary School**

No.	Items of Expenditure	Expenditure (Rs. thousand)	
		Option 1	Option 2
<b>I. Building</b>			
1.	Land (0.12 acres) (Rs. 5000 per decimal of land)	60.0	60.0
2.	Construction of building (4470 sq.ft.) (Rs. 440 per sq.ft.)	1967.0	1540.0
3.	Boundary wall	100.0	100.0
4.	Tubewell (2 nos.) (Rs. 30.0 thousand / tubewell)	60.0	60.0
5.	Sewerage/sanitation	50.0	50.0
6.	Electrification	40.0	20.0
7.	Fire safety measures	2.0	2.0
	<b>Sub-Total</b>	<b>2279.0</b>	<b>1832.0</b>
<b>II. Furniture / Equipments</b>			
1.	Furniture	120.0	120.0
2.	Computers (1 no.)	35.0	—
3.	Games / sports equipments	25.0	10.0
4.	Telephone	2.0	—
5.	Office equipment	50.0	30.0
6.	Teaching-learning equipment	20.0	10.0
7.	Library books	3.0	3.0
8.	Kitchen equipment/utensils	32.0	32.0
9.	Miscellaneous expenses	20.0	10.0
	<b>Sub-Total</b>	<b>307.0</b>	<b>215.00</b>
	<b>Grand Total</b>	<b>2586.0</b>	<b>2047.0</b>

- Note : (i) Estimates of expenditure for all items have been obtained from the relevant documents/officials of the Bihar Education Project (BEP)
- (ii) The major source of reduction in expenditure is 'construction of building'. Under Option 1, the planned plinth area is 4470 sq.ft.; under Option 2, it is 3500 sq.ft. Other sources of reduction are — electrification, games/ sports equipments, office equipment, teaching-learning equipment and miscellaneous items (all of them allocated reduced amount) and computers, telephone and library books (all of them foregone).



**Table 13.8**

**Estimated Unit Cost for Building of a New Middle School**

No.	Items of Expenditure	Expenditure (Rs. thousand)	
		Option 1	Option 2
<b><u>I. Building</u></b>			
1.	Land (0.20 acres) (Rs. 5000 per decimal of land)	100.0	100.0
2.	Play field (1.00 acre) (Rs. 5000 per decimal of land)	500.0	500.0
3.	Construction of building (8500 sq.ft. in 2 storeys) (Rs. 410 per sq.ft.)	3455.0	2870.0
4.	Boundary wall	200.0	200.0
5.	Tubewells (3 nos.) (Rs. 30.0 thousand / tubewell)	90.0	90.0
6.	Sewarage/ sanitation	50.0	50.0
7.	Electrification	80.0	60.0
8.	Fire safety	2.0	2.0
	Sub-Total	<b>4477.0</b>	<b>3872.0</b>
<b><u>II. Furniture / Equipments</u></b>			
1.	Furniture	260.0	260.0
2.	Computers (3 nos.) and Printer (1 no.)	120.0	—
3.	Games / sports equipments	50.0	20.0
4.	Telephone	2.0	2.0
5.	Office equipment	50.0	30.0
6.	Teaching-learning equipment	50.0	25.0
7.	Library books	5.0	5.0
8.	Kitchen equipment/utensils	65.0	65.0
9.	Miscellaneous expenses	35.0	15.0
	Sub-Total	<b>637.0</b>	<b>422.0</b>
	Grand Total	<b>5144.0</b>	<b>4294.0</b>

- Note :
- (i) Estimates of expenditure for all items have been obtained from the relevant documents/ officials of the Bihar Education Project (BEP)
  - (ii) The major source of reduction in expenditure is 'construction of building'. Under Option 1, the planned plinth area is 8500 sq.ft.; under Option 2, it is 7000 sq.ft. Other sources of reduction are — electrification, games/ sports equipments, office equipment, teaching-learning equipment and miscellaneous items (all of them allocated reduced amount) and computers, telephone and library books (all of them foregone).

**Table 13.9**  
**Estimated Unit Cost for Building of a New Senior Secondary School**

No.	<u>Items of Expenditure</u>	Expenditure (Rs. thousand)	
		Option 1	Option 2
<b><u>I. Building</u></b>			
1.	Land (0.29 acres) (Rs. 5000 per decimal of land)	145.0	145.0
2.	Playfield (1.58 acres) (Rs. 5000 per decimal of land)	790.0	790.0
3.	Landscaping	1000.0	250.0
4.	Construction of building (11950 sq.ft. in 2 storeys) (Rs. 410 per sq.ft.)	4900.0	3690.0
5.	Boundary wall	250.0	250.0
6.	Tubewell (3 nos.)	90.0	90.0
7.	Electrification	150.0	100.0
8.	Fire safety measures	5.0	5.0
	<b>Sub-Total</b>	<b>7330.0</b>	<b>5320.0</b>
<b><u>II. Furniture / Equipments</u></b>			
1.	Furniture (classrooms/office/laboratory/ library)	560.0	560.0
2.	Computers (25 nos.) and Printers (4 nos.)	900.0	400.0
3.	Games / sports equipments	200.0	100.0
4.	Games/ sports (preparation of ground)	50.0	20.0
5.	Equipments for co-curricular activities	100.0	25.0
6.	Telephone	5.0	5.0
7.	Office equipments	100.0	50.0
8.	Teaching-learning equipments	60.0	25.0
9.	Laboratory equipments / materials	200.0	150.0
10.	Library books	10.0	10.0
11.	Miscellaneous expenses	50.0	20.0
	<b>Sub-Total</b>	<b>2235.0</b>	<b>1365.0</b>
	<b>Grand Total</b>	<b>9565.0</b>	<b>6685.0</b>

- Note :
- (i) Estimates of expenditure for all items have been obtained from the relevant documents/ officials of the Bihar Education Project (BEP)
  - (ii) The major source of reduction in expenditure is 'construction of building'. Under Option 1, the planned plinth area is 11950 sq.ft.; under Option 2, it is 9000 sq.ft. Other sources of reduction are — landscaping, electrification, computers, games/ sports equipments, preparation of ground for games/ sports, equipment for co-curricular activities, office equipment, teaching-learning equipment, laboratory equipment/ materials and miscellaneous items, all of them being allocated reduced amounts.

**Table 13.10****Assumed Average Monthly Salary of Teaching and Non-Teaching Staff**

Year	Primary & Middle	Senior Secondary	Non-Teaching Staff
2008-09	6500	9000	4000
2009-10	6800	9500	4200
2010-11	7200	9900	4400
2011-12	7500	10400	4600
2012-13	7900	10900	4900
2013-14	8300	11500	5100
2014-15	8700	12000	5400
2015-16	9100	12700	5600
2016-17	9600	13300	5900

Note : (i) In the overall school education system, there will be four types of teachers — pre-elementary teachers, teachers for primary/ middle schools, trained graduate teachers (TGT) and post-graduate teachers (PGT), the latter two employed in Senior Secondary Schools. However, the average salary for the first two categories of teacher has been assumed to be same; for the third and fourth categories again, the average salary is assumed to be same. In practice, however, the pre-elementary teachers will be entitled to a lower salary than the primary/ middle school teachers, just as the trained graduate teachers will be entitled to a lower salary than the post-graduate teachers.

**Table 13.11**

**Estimated Annual Non-salary Recurring Expenditure in Primary, Middle and Senior Secondary Schools**

No.	Expenditure Head	Expenditure (Rs. Thousand)
<b>I. Primary School (240 students)</b>		
1.	Books and Stationery (Rs. 150/student)	30.0
2.	School Uniform (Rs. 400/student)	80.0
3.	Mid-day Meal Expenses (Rs. 2.50/students/day) (225 days / year)	112.0
4.	Repair and maintenance	12.0
5.	Teacher Grant (Rs. 700/teacher)	4.0
6.	Vidyalaya Shiksha Samiti	2.0
7.	Miscellaneous expenses (incl. electricity bill)	10.0
	<b>Total</b>	<b>250.0</b>
<b>II. Middle School (480 students)</b>		
1.	Books and stationery (Rs. 150/student in primary classes)	30.0
2.	Books and stationery (Rs. 250 per student in upper primary classes)	60.0
3.	School uniform (Rs. 400 per student in primary classes)	80.0
4.	School Uniform (Rs. 700 per student in upper primary classes)	168.0
5.	Mid-day Med Expenses (Rs. 2.50 per student per day in primary classes) (225 days / year)	248.0
6.	Teacher Grant (Rs. 1000/teacher)	12.0
7.	Library books	3.0
8.	Repair and maintenance	15.0
9.	Vidyalaya Shiksha Samiti	2.0
10.	Miscellaneous expenses (including electricity/ telephone bill)	22.0
	<b>Total</b>	<b>640.0</b>
<b>III. Senior Secondary School (420 students)</b>		
1.	Repair and Maintenance	50.0
2.	Teacher grant (Rs. 1200 per teacher)	24.0
3.	Library books	6.0
4.	Laboratory materials	60.0
5.	Miscellaneous expenses (inc. electricity)	60.0
	<b>Total</b>	<b>200.0</b>

**Table 13.12**

**Estimated Yearwise Non-Recurring Expenditure for Buildings of New Schools and  
Upgradation of Infrastructure of Existing Schools (2008-09 to 2016-17)**

No.	Year / Expenditure Heads	No. of schools to be built ('000)	Expenditure (Rs. crore)	
			Option 1	Option 2
<b>1.</b>	Year : 2008-09			
	Building of New schools			
	(a) Primary Schools	<b>9.0</b>	<b>2327.4</b>	<b>1842.3</b>
	(b) Upper Primary Schools	<b>3.5</b>	<b>1800.4</b>	<b>1502.9</b>
	(c) Senior Secondary Schools	<b>0.4</b>	<b>382.6</b>	<b>267.4</b>
	Upgradation of Infrastructure			
	(a) Primary Schools	<b>15.0</b>	<b>1939.5</b>	<b>1536.0</b>
	(b) Upper Primary Schools	<b>6.0</b>	<b>1543.2</b>	<b>1288.2</b>
	(c) Senior Secondary Schools	<b>1.0</b>	<b>478.3</b>	<b>334.2</b>
	Total	—	8471.4	6771.0
<b>2.</b>	Year : 2009-10			
	Building of New schools			
	(a) Primary Schools	<b>2.5</b>	<b>646.5</b>	<b>511.8</b>
	(b) Upper Primary Schools	<b>3.6</b>	<b>1851.8</b>	<b>1545.8</b>
	(c) Senior Secondary Schools	<b>0.4</b>	<b>382.6</b>	<b>267.4</b>
	Upgradation of Infrastructure			
	(a) Primary Schools	<b>15.0</b>	<b>1939.5</b>	<b>1536.0</b>
	(b) Upper Primary Schools	<b>6.0</b>	<b>1543.2</b>	<b>1288.2</b>
	(c) Senior Secondary Schools	<b>1.0</b>	<b>478.3</b>	<b>334.2</b>
	Total	—	6841.9	5483.4
<b>3.</b>	Year : 2010-11			
	Building of New schools			
	(a) Primary Schools	<b>2.3</b>	<b>594.8</b>	<b>470.8</b>
	(b) Upper Primary Schools	<b>3.7</b>	<b>1903.3</b>	<b>1588.8</b>
	(c) Senior Secondary Schools	<b>0.4</b>	<b>382.6</b>	<b>267.4</b>
	Upgradation of Infrastructure			
	(a) Primary Schools	<b>13.9</b>	<b>1797.3</b>	<b>1423.4</b>
	(b) Upper Primary Schools	<b>3.5</b>	<b>900.2</b>	<b>751.4</b>
	(c) Senior Secondary Schools	<b>0.6</b>	<b>287.0</b>	<b>200.5</b>
	Total	—	<b>5865.2</b>	<b>4702.3</b>

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No.	Year / Expenditure Heads	No. of schools to be built ('000)	Expenditure (Rs. crore)	
			Option 1	Option 2
<b>4.</b>	Year : 2011-12			
	Building of New schools			
	(a) Primary Schools	2.2	568.9	450.3
	(b) Upper Primary Schools	3.7	1903.3	1588.8
	(c) Senior Secondary Schools	1.0	956.5	668.5
	<b>Total</b>	—	<b>3428.7</b>	<b>2707.6</b>
<b>5.</b>	Year : 2012-13			
	Building of New schools			
	(a) Primary Schools	0.8	206.9	163.8
	(b) Upper Primary Schools	1.0	514.4	429.4
	(c) Senior Secondary Schools	2.2	2104.3	1470.7
	<b>Total</b>	—	<b>2825.6</b>	<b>2063.9</b>
<b>6.</b>	Year : 2013-14			
	Building of New schools			
	(a) Primary Schools	1.3	336.2	266.1
	(b) Upper Primary Schools	0.6	308.6	257.6
	(c) Senior Secondary Schools	4.0	3826.0	2674.0
	<b>Total</b>	—	<b>4470.8</b>	<b>3197.7</b>
<b>7.</b>	Year : 2014-15			
	Building of New schools			
	(a) Primary Schools	1.7	439.6	348.0
	(b) Upper Primary Schools	0.7	360.1	300.6
	(c) Senior Secondary Schools	5.0	4782.5	3342.5
	<b>Total</b>	—	<b>5582.2</b>	<b>3991.1</b>
<b>8.</b>	Year : 2015-16			
	Building of New schools			
	(a) Primary Schools	0.4	103.4	81.9
	(b) Upper Primary Schools	1.1	565.8	472.3
	(c) Senior Secondary Schools	5.7	5452.1	3810.5
	<b>Total</b>	—	<b>6121.3</b>	<b>4364.7</b>
<b>9.</b>	Year : 2016-17			
	Building of New schools			
	(a) Primary Schools	0.4	103.4	81.9
	(b) Upper Primary Schools	0.6	308.6	257.6
	(c) Senior Secondary Schools	0.4	382.6	267.4
	<b>Total</b>	—	<b>794.6</b>	<b>606.9</b>

Note : (i) The estimates of unit cost of building new schools have been presented in Tables 13.7 (Primary Schools), Table 13.8 (Middle Schools) and Table 13.9 (Senior Secondary Schools).

(ii) It is assumed that upgradation of building infrastructure of all existing schools will be over by 2010-11.

**Table 13.13**  
**Estimated Total Non-Recurring Expenditure for Building, Renovation and Strengthening of Teacher Education Institutions**

No.	Item of Expenditure	Unit cost (Rs. lakh)	Expenditure (Rs. lakh)
1.	<b><u>SCERT</u></b>		
	(a) Construction-cum-Renovation	150.0	150.0
	(b) Strengthening with equipments & other facilities	90.0	90.0
	(c) Cell on Work Centred Education (WCE)	6.0	6.0
	<b>Sub-Total</b>	<b>246.0</b>	<b>246.0</b>
2.	<b><u>DIETs/PTECs</u></b>		
	(a) Renovation/ construction of 37 DIETs and 23 PTECs	162.0	9720.0
	(b) Strengthening of 37 DIETs & 23 PTECs	40.0	2400.0
	<b>Sub-Total</b>	—	<b>12120.0</b>
3.	<b><u>BSPVK</u></b>		
	(a) Establishment of Buniyadi Shiksha 150 Pathacharya Vikas Kendra (PVK)	27.8	4170.0
	<b>Sub-Total</b>	—	<b>4170.0</b>
4.	<b><u>PSKs / SSMs</u></b>		
	(a) Construction of 249 new PSK	22.0	5478.0
	(b) Construction of 2 additional halls in 284 already constructed PSKs	6.0	1704.0
	(c) Strengthening of 533 PSKs	2.50	1332.0
	(d) Construction of 500 SSMs	1.0	500.0
	<b>Sub-Total</b>	—	<b>9014.0</b>
5.	<b><u>University Departments of Education / Colleges of Teacher Education (10)</u></b>		
	(a) Upgradation of one existing university Department of Education as IASE		
	(i) Civil Works	150.0	150.0
	(ii) Strengthening (Furniture, Equipment, Books)	75.0	75.0
	(b) Opening Four New University Department of Education		
	(i) Civil Works	150.0	600.0
	(ii) Strengthening (Furniture, Equipment, Books)	75.0	300.0
	(c) Upgradation of 10 Existing Colleges of Teacher Education		
	(i) Civil Works	50.0	500.0
	(ii) Strengthening (Furniture, Equipment, Blocks)	10.0	50.0
	<b>Sub-Total</b>	—	<b>1675.0</b>
	<b>Total</b>		<b>27225.0</b>

**Table 13.14**

**Estimated Yearly Recurring Expenditure for Primary, Middle and Senior Secondary Schools (2008-09 to 2016-17)**

(Rs. Crore)

No.	Year / Items of Expenditures	Expenditure (Rs. crore)			
		Primary	Middle	Senior Secondary	Total
1.	Year : 2008-09				
	(a) Salary of teaching staff	2739.4	2055.3	648.0	5442.7
	(b) Salary of non-teaching staff	210.7	223.2	158.4	592.3
	(c) Non-salary expenditure	1097.5	992.0	60.0	2149.5
	Total	<b>4047.6</b>	<b>3270.5</b>	<b>866.4</b>	<b>8184.5</b>
2.	Year : 2009-10				
	(a) Salary of teaching staff	3453.3	2635.6	775.2	6864.1
	(b) Salary of non-teaching staff	266.6	287.3	188.5	742.4
	(c) Non-salary expenditure	1322.5	1216.0	68.0	2606.5
	Total	<b>5042.4</b>	<b>4138.9</b>	<b>1031.7</b>	<b>10213.0</b>
3.	Year : 2010-11				
	(a) Salary of teaching staff	3829.2	3008.4	902.9	7740.5
	(b) Salary of non-teaching staff	292.5	358.0	220.7	871.2
	(c) Non-salary expenditure	1385.0	1446.4	76.0	2907.4
	Total	<b>5506.7</b>	<b>4812.8</b>	<b>1199.6</b>	<b>11519.1</b>
4.	Year : 2011-12				
	(a) Salary of teaching staff	4154.4	4023.9	1198.2	9376.5
	(b) Salary of non-teaching staff	318.5	435.5	291.5	1045.5
	(c) Non-salary expenditure	1442.5	1683.2	96.0	3221.7
	Total	<b>5915.4</b>	<b>6142.6</b>	<b>1585.7</b>	<b>13643.7</b>

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No.	Year / Items of Expenditures	Expenditure (Rs. crore)			
		Primary	Middle	Senior Secondary	Total
5.	Year : 2012-13				
	(a) Salary of teaching staff	4542.8	4834.8	1831.2	11208.8
	(b) Salary of non-teaching staff	352.2	529.2	452.8	1334.2
	(c) Non-salary expenditure	1497.5	1920.0	140.0	3557.5
	<b>Total</b>	<b>6392.5</b>	<b>7284.0</b>	<b>2424.0</b>	<b>16100.5</b>
6.	Year : 2013-14				
	(a) Salary of teaching staff	4836.6	5248.9	3036.0	13121.5
	(b) Salary of non-teaching staff	371.5	569.2	740.5	1681.2
	(c) Non-salary expenditure	1517.5	1984.0	220.0	3721.5
	<b>Total</b>	<b>6725.6</b>	<b>7802.1</b>	<b>3996.5</b>	<b>18524.2</b>
7.	Year : 2014-15				
	(a) Salary of teaching staff	5178.2	5608.3	4390.3	15176.8
	(b) Salary of non-teaching staff	401.8	614.3	1140.5	2156.6
	(c) Non-salary expenditure	1550.2	2022.4	320.0	3892.6
	<b>Total</b>	<b>7130.2</b>	<b>8245.0</b>	<b>5850.8</b>	<b>21226.0</b>
8.	Year : 2015-16				
	(a) Salary of teaching staff	5564.8	5996.2	6614.1	18175.1
	(b) Salary of non-teaching staff	428.1	651.2	1604.1	2683.4
	(c) Non-salary expenditure	1592.5	2067.2	434.0	4093.7
	<b>Total</b>	<b>7585.4</b>	<b>8714.6</b>	<b>8652.2</b>	<b>24952.2</b>
9.	Year : 2016-17				
	(a) Salary of teaching staff	5907.4	6599.8	7054.3	19561.5
	(b) Salary of non-teaching staff	453.8	715.8	1721.1	2890.7
	(c) Non-salary expenditure	1602.5	2156.8	442.0	4201.3
	<b>Total</b>	<b>7963.7</b>	<b>9472.4</b>	<b>9217.4</b>	<b>26653.5</b>

**Table 13.15****Estimated Annual Recurring Expenditure for Teacher Education Institutions**

<b>No.</b>	<b>Institutions</b>	<b>Annual expenditure (Rs. lakh)</b>		
		<b>Salary</b>	<b>Non-salary</b>	<b>Total</b>
1.	SCERT	450.0	150.0	600.0
2.	DIET / PTEC (50 nos.)	4500.0	900.0	5400.0
3.	PSK (533 nos.)	5065.0	4000.0	9065.0
4.	SSM (500 nos.)	7000.0	3375.0	10375.0
5.	University Departments / IASE (5 nos.)	500.0	250.0	750.0
6.	College of Teacher Education (10 nos.)	260.0	50.0	310.0
	<b>Total</b>	<b>17775.0</b>	<b>8725.0</b>	<b>26500.0</b>

**Table 13.16**  
**Estimated Yearwise Number of Required Additional Teachers and**  
**Non-teaching Staff (2008-09 to 2016-17)**

No.	Year / Categories	Estimated numbers (thousand)			
		Primary	Middle	Senior Secondary	Total
1.	Year : 2008-09				
	Teacher				
	(a) No. in previous year	225.0	115.8	31.1	371.9
	(b) Required no. in current year	351.2	263.5	52.0	666.7
	(c) Required no of fresh appointment (of which no. of Pre-elementary Teachers)	126.2	147.7	20.9	294.8
	(d) Expected no of untrained teachers (of which no. of Pre-elementary Teachers)	63.1	73.8	10.4	147.3
	Non-teaching Staff				
	(a) No. in previous year	NA	NA	NA	NA
	(b) Required no. in current year	43.9	46.5	28.6	119.0
	(c) Required no of fresh appointment	26.3	27.9	17.2	71.4
2.	Year : 2009-10				
	Teacher				
	(a) No. in previous year	351.2	263.5	52.0	666.7
	(b) Required no. in current year	423.2	323.0	60.0	806.2
	(c) Required no of fresh appointment (of which no. of Pre-elementary Teachers)	72.0	59.5	8.0	139.5
	(d) Expected no of untrained teachers (of which no. of Pre-elementary Teachers)	36.0	29.8	4.0	69.8
	Non-teaching Staff				
	(a) No. in previous year	43.9	46.5	28.6	119.0
	(b) Required no. in current year	52.9	57.0	33.0	142.9
	(c) Required no of fresh appointment	9.0	10.5	4.4	23.9
3.	Year : 2010-11				
	Teacher				
	(a) No. in previous year	423.2	323.0	60.0	806.2
	(b) Required no. in current year	443.2	384.2	68.0	895.4
	(c) Required no of fresh appointment (of which no. of Pre-elementary Teachers)	20.0	61.2	8.0	89.2
	(d) Expected no of untrained teachers (of which no. of Pre-elementary Teachers)	16.0	49.0	6.4	71.4
	Non-teaching Staff				
	(a) No. in previous year	52.9	57.0	33.0	142.9
	(b) Required no. in current year	55.4	67.8	37.4	160.6
	(c) Required no of fresh appointment	2.5	10.8	4.4	17.7

...contd

No.	Year / Categories	Estimated numbers (thousand)			
		Primary	Middle	Senior Secondary	Total
4.	Year : 2011-12				
	Teacher				
	(a) No. in previous year	443.2	384.2	68.0	895.4
	(b) Required no. in current year	461.6	447.1	76.0	984.7
	(c) Required no of fresh appointment (of which no. of Pre-elementary Teachers)	18.4	62.9	8.0	89.3
	(d) Expected no of untrained teachers (of which no. of Pre-elementary Teachers)	14.7	50.3	6.4	71.4
	Non-teaching Staff				
	(a) No. in previous year	55.4	67.8	37.4	160.6
	(b) Required no. in current year	57.7	78.9	41.8	178.4
	(c) Required no of fresh appointment	2.3	11.1	4.4	17.8
5.	Year : 2012-13				
	Teacher				
	(a) No. in previous year	461.6	447.1	76.0	984.7
	(b) Required no. in current year	479.2	510.0	96.0	1085.2
	(c) Required no of fresh appointment (of which no. of Pre-elementary Teachers)	17.6	62.9	20.0	100.5
	(d) Expected no of untrained teachers (of which no. of Pre-elementary Teachers)	14.1	50.3	16.0	80.4
	Non-teaching Staff				
	(a) No. in previous year	57.7	78.9	41.8	178.4
	(b) Required no. in current year	59.9	90.0	52.8	202.7
	(c) Required no of fresh appointment	2.2	11.1	11.0	24.3
6.	Year : 2013-14				
	Teacher				
	(a) No. in previous year	479.2	510.0	96.0	1085.2
	(b) Required no. in current year	485.6	527.0	140.0	1152.6
	(c) Required no of fresh appointment (of which no. of Pre-elementary Teachers)	6.4	17.0	44.0	67.4
	(d) Expected no of untrained teachers (of which no. of Pre-elementary Teachers)	5.1	13.6	35.2	53.9
	Non-teaching Staff				
	(a) No. in previous year	59.9	90.0	52.8	202.7
	(b) Required no. in current year	60.7	93.0	77.0	230.7
	(c) Required no of fresh appointment	0.8	3.0	24.2	28.0

...contd

No.	Year / Categories	Estimated numbers (thousand)			
		Primary	Middle	Senior Secondary	Total
7.	Year : 2014-15				
	Teacher				
	(a) No. in previous year	485.6	527.0	140.0	1152.6
	(b) Required no. in current year	496.0	537.2	220.0	1253.2
	(c) Required no of fresh appointment (of which no. of Pre-elementary Teachers)	10.4	10.2	80.0	100.6
	(d) Expected no of untrained teachers (of which no. of Pre-elementary Teachers)	8.3	8.2	64.0	80.5
	Non-teaching Staff				
	(a) No. in previous year	60.7	93.0	77.0	230.7
	(b) Required no. in current year	62.0	94.8	121.0	277.8
	(c) Required no of fresh appointment	1.3	1.8	44.0	47.1
8.	Year : 2015-16				
	Teacher				
	(a) No. in previous year	496.0	537.2	220.2	1253.4
	(b) Required no. in current year	509.6	549.1	320.0	1378.7
	(c) Required no of fresh appointment (of which no. of Pre-elementary Teachers)	13.6	11.9	99.8	125.3
	(d) Expected no of untrained teachers (of which no. of Pre-elementary Teachers)	10.9	9.5	79.8	100.2
	Non-teaching Staff				
	(a) No. in previous year	62.0	94.8	121.0	277.8
	(b) Required no. in current year	63.7	96.9	176.0	336.6
	(c) Required no of fresh appointment	1.7	2.1	55.0	58.8
9.	Year : 2016-17				
	Teacher				
	(a) No. in previous year	509.6	549.1	320.0	1378.7
	(b) Required no. in current year	512.8	567.8	434.0	1514.6
	(c) Required no of fresh appointment (of which no. of Pre-elementary Teachers)	3.2	18.7	114.0	135.9
	(d) Expected no of untrained teachers (of which no. of Pre-elementary Teachers)	2.6	19.0	100.8	122.4
	Non-teaching Staff				
	(a) No. in previous year	63.7	96.9	176.0	336.6
	(b) Required no. in current year	64.1	101.1	245.0	410.2
	(c) Required no of fresh appointment	0.4	4.2	69.0	73.6

**Table 13.17**

**Estimated Yearwise Number of Teachers to be Trained (2008-09 to 2016-17)**

No.	Trainee Groups/Cost	No. of teachers to be trained (thousand)			
		Primary	Middle	Senior Secondary	Total
1.	<b>Year : 2008-09</b>				
	(i) Untrained working teachers	45.0	0.0	0.0	45.0
	(ii) Untrained new teachers	54.1	73.8	10.4	138.4
	(iii) Untrained new teachers (pre elementary)	9.0	—	—	9.0
	(iv) Induction training (new teachers)	126.2	147.7	20.9	294.8
	(v) In-service training	175.6	131.8	26.0	333.4
2.	<b>Year : 2009-10</b>				
	(i) Untrained working teachers	45.0	0.0	0.0	45.0
	(ii) Untrained new teachers	30.9	29.8	4.0	64.7
	(iii) Untrained new teachers (pre elementary)	5.1	—	—	5.1
	(iv) Induction training (new teachers)	72.0	59.5	8.0	139.5
	(v) In-service training	211.6	161.5	30.0	403.1
3.	<b>Year : 2010-11</b>				
	(i) Untrained working teachers	45.0	0.0	0.0	45.0
	(ii) Untrained new teachers	13.7	20.2	6.4	40.3
	(iii) Untrained new teachers (pre elementary)	2.3	—	—	2.3
	(iv) Induction training (new teachers)	20.0	25.2	8.0	53.2
	(v) In-service training	221.6	174.1	34.0	429.7
4.	<b>Year : 2011-12</b>				
	(i) Untrained working teachers	45.0	0.0	0.0	45.0
	(ii) Untrained new teachers	12.6	79.1	6.4	98.1
	(iii) Untrained new teachers (pre elementary)	2.1	—	—	2.1
	(iv) Induction training (new teachers)	18.4	98.9	8.0	125.3
	(v) In-service training	230.8	223.6	38.0	492.4

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5.	<b>Year : 2012-13</b>				
	(i) Untrained working teachers	45.0	0.0	0.0	45.0
	(ii) Untrained new teachers	12.1	50.3	16.0	78.4
	(iii) Untrained new teachers (pre elementary)	2.0	—	—	2.0
	(iv) Induction training (new teachers)	17.6	62.9	20.0	100.5
	(v) In-service training	239.6	255.0	48.0	542.6
	<b>Total</b>				
6.	<b>Year : 2013-14</b>				
	(i) Untrained working teachers	0.0	0.0	0.0	0.0
	(ii) Untrained new teachers	4.4	13.6	35.2	53.2
	(iii) Untrained new teachers (pre elementary)	0.7	—	—	0.7
	(iv) Induction training (new teachers)	6.4	17.0	44.0	67.4
	(v) In-service training	242.8	263.5	70.0	576.3
	<b>Total</b>				
7.	<b>Year : 2014-15</b>				
	(i) Untrained working teachers	0.0	0.0	0.0	0.0
	(ii) Untrained new teachers	7.1	8.2	64.0	79.3
	(iii) Untrained new teachers (pre elementary)	1.2	—	—	1.2
	(iv) Induction training (new teachers)	10.4	10.2	80.0	100.6
	(v) In-service training	248.0	268.6	110.0	626.6
	<b>Total</b>				
8.	<b>Year : 2015-16</b>				
	(i) Untrained working teachers	0.0	0.0	0.0	0.0
	(ii) Untrained new teachers	9.3	9.5	79.8	98.8
	(iii) Untrained new teachers (pre elementary)	1.6	—	—	1.6
	(iv) Induction training (new teachers)	13.6	11.9	99.8	125.3
	(v) In-service training	254.8	274.6	160.0	689.4
	<b>Total</b>				
9.	<b>Year : 2016-17</b>				
	(i) Untrained working teachers	0.0	0.0	0.0	0.0
	(ii) Untrained new teachers	2.2	19.0	100.8	122.0
	(iii) Untrained new teachers (pre elementary)	0.4	—	—	0.4
	(iv) Induction training (new teachers)	3.2	23.8	126.0	153.0
	(v) In-service training	256.4	286.4	223.0	765.8
	<b>Total</b>				

**Table 13.18**  
**Estimated Yearwise Recurring Expenditure for Teacher Training**  
**(2008-09 to 2016-17)**

Year	Recurring expenditure for teacher training (Rs. lakh)						
	Untrained working teachers*	Untrained new teachers*	Untrained new teachers (pre-elementary)**	Induction training (new teachers)**	In-service training <sup>#</sup>	Teacher Fellowship <sup>###</sup>	Total
2008-09	4410.0	13563.2	225.0	7370.0	2333.8	500.0	28402.0
2009-10	4410.0	6340.6	127.5	3487.5	2821.7	500.0	17687.3
2010-11	4410.0	3949.4	57.5	1330.0	3007.9	500.0	13254.8
2011-12	4410.0	9653.0	52.5	3142.5	3446.8	500.0	21204.8
2012-13	4410.0	7683.2	50.0	2512.5	3798.2	500.0	18953.9
2013-14	—	5213.6	17.5	1685.0	4034.1	500.0	11450.2
2014-15	—	7771.4	30.0	2515.0	4386.2	500.0	15202.6
2015-16	—	9682.4	40.0	3137.5	4825.8	500.0	18185.7
2016-17	—	11956.0	10.0	3825.0	5360.6	500.0	21651.6

\* Rs. 9,800/teacher @ Rs. 70/day for a total of 140 days of on-service teacher education spread over a period of two years – for both elementary and secondary level.

\*\* Rs. 2,500/teacher for on-service training of one month for pre-elementary teachers and induction training of one-month's duration for new teachers at both elementary and secondary level.

# Rs. 700/teacher for in-service programme of 10 days duration to be given once in two years to every teacher at both elementary and secondary level.

### A programme under the aegis of SCERT to provide 500 teachers fellowships per year to teachers at any stage of school education for pursuing a creative idea or a research project at any institution of her/his choice in the country for a duration of one year. In place of the teacher provided the fellowship, a substitute teacher will be recruited. A total of Rs. 1 lakh/teacher is allocated to cover the substitute teacher's salary, travel cost and contingency grant.



**Table 13.19**

**Estimated Yearwise Total Expenditure (Non-Recurring and Recurring) on School Education Sector (2008-09 to 2016-17)**

No.	Year / Expenditure Head		Total Expenditure (Rs. Crore)			
			Primary	Middle	Senior Secondary	Total
1.	<b>Year : 2008-09</b>					
	(a) Non-Recurring Expenditure (Schools)	Option 1	4266.9	3343.6	860.9	8471.4
		Option 2	3378.3	2791.1	601.6	6771.0
	(b) Non-Recurring Expenditure (TE Institutions)		—	—	—	50.0
	(c) Recurring Expenditure (Schools)		4047.6	3270.5	866.4	8184.5
	(d) Recurring Expenditure (TE Institutions)		—	—	—	265.0
	(e) Recurring Expenditure (Teacher Education)		—	—	—	284.0
	<b>(ii) Total Expenditure</b>	<b>Option 1</b>	<b>8314.5</b>	<b>6614.1</b>	<b>1727.3</b>	<b>17254.9</b>
		<b>Option 2</b>	<b>7425.9</b>	<b>6061.6</b>	<b>1468.0</b>	<b>15554.5</b>
2.	<b>Year : 2009-10</b>					
	(a) Non-Recurring Expenditure (Schools)	Option 1	2586.0	3395.0	860.9	6841.9
		Option 2	2047.8	2834.0	601.6	5483.4
	(b) Non-Recurring Expenditure (TE Institutions)		—	—	—	150.0
	(c) Recurring Expenditure (Schools)		5042.4	4138.9	1031.7	10213.0
	(d) Recurring Expenditure (TE Institutions)		—	—	—	265.0
	(e) Recurring Expenditure (Teacher Education)		—	—	—	176.9
	<b>(iii) Total Expenditure</b>	<b>Option 1</b>	<b>7628.4</b>	<b>7533.9</b>	<b>1892.6</b>	<b>17646.8</b>
		<b>Option 2</b>	<b>7090.2</b>	<b>6972.9</b>	<b>1633.3</b>	<b>16288.3</b>
3.	<b>Year : 2010-11</b>					
	(a) Non-Recurring Expenditure (Schools)	Option 1	2392.1	2803.5	669.6	5865.2
		Option 2	1894.2	2340.2	467.9	4702.3
	(b) Non-Recurring Expenditure (TE Institutions)		—	—	—	72.2
	(c) Recurring Expenditure (Schools)		5506.4	4812.8	1199.6	11518.8
	(d) Recurring Expenditure (TE Institutions)		—	—	—	265.0
	(e) Recurring Expenditure (Teacher Education)		—	—	—	132.5
	<b>(iv) Total Expenditure</b>	<b>Option 1</b>	<b>7898.5</b>	<b>7616.3</b>	<b>1869.2</b>	<b>17853.7</b>
		<b>Option 2</b>	<b>7400.6</b>	<b>7153.0</b>	<b>1667.5</b>	<b>16691.8</b>
4.	<b>Year : 2011-12</b>					
	(a) Non-Recurring Expenditure (Schools)	Option 1	568.9	1903.3	956.5	3428.7
		Option 2	450.3	1588.8	668.5	2707.6
	(b) Non-Recurring Expenditure (TE Institutions)		—	—	—	—
	(c) Recurring Expenditure (Schools)		5915.4	6142.6	1585.7	13643.7
	(d) Recurring Expenditure (TE Institutions)		—	—	—	265.0
	(e) Recurring Expenditure (Teacher Education)		—	—	—	212.0
	<b>(v) Total Expenditure</b>	<b>Option 1</b>	<b>6484.3</b>	<b>8045.9</b>	<b>2542.2</b>	<b>17549.4</b>
		<b>Option 2</b>	<b>6365.7</b>	<b>7731.4</b>	<b>2254.2</b>	<b>16828.3</b>

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5.	<b>Year : 2012-13</b>					
(a) Non-Recurring Expenditure (Schools)	Option 1	206.9	514.4	2104.3	2825.6	
	Option 2	163.8	429.4	1470.7	2063.9	
(b) Non-Recurring Expenditure (TE Institutions)		—	—	—	—	
(c) Recurring Expenditure (Schools)		6392.5	7284.0	2424.0	16100.5	
(d) Recurring Expenditure (TE Institutions)		—	—	—	265.0	
(e) Recurring Expenditure (Teacher Education)		—	—	—	189.5	
(vi) <b>Total Expenditure</b>	<b>Option 1</b>	<b>6599.4</b>	<b>7798.4</b>	<b>4528.3</b>	<b>19380.6</b>	
	<b>Option 2</b>	<b>6556.3</b>	<b>7713.4</b>	<b>3894.7</b>	<b>18618.9</b>	
6.	<b>Year : 2013-14</b>					
(a) Non-Recurring Expenditure (Schools)	Option 1	336.2	308.6	3826.0	4470.8	
	Option 2	266.1	257.6	2674.0	3197.7	
(b) Non-Recurring Expenditure (TE Institutions)		—	—	—	—	
(c) Recurring Expenditure (Schools)		6725.6	7802.1	3996.5	18524.2	
(d) Recurring Expenditure (TE Institutions)		—	—	—	265.0	
(e) Recurring Expenditure (Teacher Education)		—	—	—	114.5	
(vii) <b>Total Expenditure</b>	<b>Option 1</b>	<b>7061.8</b>	<b>8110.7</b>	<b>7822.5</b>	<b>23374.5</b>	
	<b>Option 2</b>	<b>6991.7</b>	<b>8059.7</b>	<b>6670.5</b>	<b>22101.4</b>	
7.	<b>Year : 2014-15</b>					
(a) Non-Recurring Expenditure (Schools)	Option 1	439.6	360.1	4782.5	5582.2	
	Option 2	348.0	300.6	3342.5	3991.1	
(b) Non-Recurring Expenditure (TE Institutions)		—	—	—	—	
(c) Recurring Expenditure (Schools)		7130.2	8245.0	5850.8	21226.0	
(d) Recurring Expenditure (TE Institutions)		—	—	—	265.0	
(e) Recurring Expenditure (Teacher Education)		—	—	—	152.0	
(viii) <b>Total Expenditure</b>	<b>Option 1</b>	<b>7569.8</b>	<b>8605.1</b>	<b>10633.3</b>	<b>27225.2</b>	
	<b>Option 2</b>	<b>7478.2</b>	<b>8545.6</b>	<b>9193.3</b>	<b>25634.1</b>	

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8.	<b>Year : 2015-16</b>					
	(a) Non-Recurring Expenditure (Schools)	Option 1	103.4	565.8	5452.1	6121.3
		Option 2	81.9	472.3	3810.5	4364.7
	(b) Non-Recurring Expenditure (TE Institutions)		—	—	—	—
	(c) Recurring Expenditure (Schools)		7585.4	8714.6	8652.2	24952.2
	(d) Recurring Expenditure (TE Institutions)		—	—	—	265.0
	(e) Recurring Expenditure (Teacher Education)		—	—	—	181.9
	<b>(ix) Total Expenditure</b>	<b>Option 1</b>	<b>7688.8</b>	<b>9280.4</b>	<b>14104.3</b>	<b>31520.4</b>
		<b>Option 2</b>	<b>7667.3</b>	<b>9186.9</b>	<b>12462.7</b>	<b>29763.8</b>
9.	<b>Year : 2016-17</b>					
	(a) Non-Recurring Expenditure (Schools)	Option 1	103.4	308.6	382.6	794.6
		Option 2	81.9	257.6	267.4	606.9
	(b) Non-Recurring Expenditure (TE Institutions)		—	—	—	—
	(c) Recurring Expenditure (Schools)		7963.7	9472.4	9217.4	26653.5
	(d) Recurring Expenditure (TE Institutions)		—	—	—	265.0
	(e) Recurring Expenditure (Teacher Education)		—	—	—	216.5
	<b>(x) Total Expenditure</b>	<b>Option 1</b>	<b>8067.1</b>	<b>9781.0</b>	<b>9600.0</b>	<b>27929.6</b>
		<b>Option 2</b>	<b>8045.6</b>	<b>9730.0</b>	<b>9484.8</b>	<b>27741.9</b>

**Table 13.20****Estimated Yearwise Total Expenditure (Non-Recurring and Recurring) for School Education Sector at 2007-08 and Current Prices**

Year	Total Expenditure (Rs. crore) (at 2007-08 prices)		Total Expenditure (Rs. crore) (at current prices)	
	Option 1	Option 2	Option 1	Option 2
2008-09	17254.9	15554.5	17254.9	15554.5
2009-10	17646.8	16288.3	18529.1	17102.7
2010-11	17853.7	16690.8	19684.0	18401.9
2011-12	17549.4	16828.3	20315.2	19488.4
2012-13	19380.6	18618.9	23557.1	22631.3
2013-14	23374.5	22101.4	33914.1	32289.2
2014-15	27225.2	25634.1	36484.5	34352.3
2015-16	31520.4	29763.8	44352.3	41880.6
2016-17	27929.6	27741.9	41263.2	40985.9

**Table 13.21**

**Trend of Total Expenditure, Expenditure on Education and Expenditure on School Education in Bihar (2004-05 to 2007-08)**

Year	Total Expenditure (Rs. crore)	Expenditure on Education		Expenditure on School Education		
		Amount (Rs. crore)	As percentage of Total Expr.	Amount (Rs. crore)	As percentage of	
					Total Expr.	Expr. on Edn.
2004-05 (Actual)	20058.0	3091.9	15.4	2474.2	12.3	80.0
2005-06 (Actual)	22568.5	4389.5	19.4	3632.0	16.1	82.7
2006-07 (Revised Est.)	31895.9	5139.6	16.1	4305.3	13.5	83.8
2007-08 (Budget Est.)	33257.1	4877.3	14.7	4016.4	12.1	82.3
Annual Growth Rate (%)	17.6	16.1	—	16.8	—	—

**Table 13.22**

**Projected Public Expenditure on School Education, the Required Public Expenditure on School Education for CSS and the Resulting Additional Expenditure (2008-09 to 2016-17)**

Year	Projected Total Public Expenditure (Rs. crore)	Projected Expr. on School Education (Rs. crore)			Required Expenditure for CSS (Rs. crore)		Additional Expr. for CSS (Rs. crore)	
		By State Government	Grants from Central Government under SSA	Total	Option 1	Option 2	Option 1	Option 2
2008-09	33257.1	4875.3	1680.0	6555.3	17254.9	15554.5	10699.6	8999.2
2009-10	38245.7	5606.6	1764.0	7370.6	18529.1	17102.7	11158.5	9732.1
2010-11	43982.5	6447.6	1852.2	8299.8	19684.0	18401.9	11384.2	10102.1
2011-12	50579.9	7414.7	1944.8	9359.5	20315.2	19488.4	10955.7	10128.9
2012-13	58166.9	8526.9	2042.0	10568.9	23557.1	22631.3	12988.2	12062.4
2013-14	66891.9	9806.0	2144.1	11950.1	33914.1	32289.2	21964.0	20339.1
2014-15	76925.7	11276.9	2251.4	13528.3	36484.5	34352.3	22956.2	20824.0
2015-16	88464.5	12968.4	2363.9	15332.3	44352.3	41880.6	29020.0	26548.3
2016-17	101734.2	14913.6	2482.1	17395.7	41263.2	40985.9	23867.5	23590.2

- Note :
- (i) During 2004-05 to 2007-08, the Total Public Expenditure has grown at 17.6 percent per annum and Expenditure on School Education has grown at 16.8 percent per annum. The average share of Expenditure on School Education has been 13.0 percent.
  - (ii) Projection of Public Expenditure on School Education, both Total Public Expenditure and Public Expenditure on School Education are assumed to grow at 15.0 percent per annum. The share of Expenditure on School Education in Total Public Expenditure remains unaltered at about 13.0 percent.

**Table 13.23**

**Alternative Estimates of Additional Expenditure for CSS Assuming Enhanced Allocation Ratio for Expenditure on School Education and Moderate Expenses for New School Buildings (2008-09 to 2016-17)**

Year	Projected Total Public Expenditure (Rs. Crore)	Projected Expr. On School Education with Enhanced Allocation (Rs. Crore)			Required Expenditure for CSS (Rs. Crore)		Additional Expenditure for CSS (Rs. crore)	
		By State Government @ 20% of Total Public Expenditure	Grants from Central Government under SSA	Total	Under Option 1	Under Option 2	Under Option 1	Under Option 2
2008-09	33257.1	6651.4	1680.0	8331.4	17254.9	15554.5	8923.5	7223.1
2009-10	38245.7	7649.1	1764.0	9413.1	18529.1	17102.7	9116.0	7689.6
2010-11	43982.5	8796.5	1852.2	10648.7	19684.0	18401.9	9035.3	7753.2
2011-12	50579.9	10116.0	1944.8	12060.8	20315.2	19488.4	8254.4	7427.6
2012-13	58166.9	11633.4	2042.0	13675.4	23557.1	22631.3	9881.7	8955.9
2013-14	66891.9	13378.4	2144.1	15522.5	33914.1	32289.2	18391.6	16766.7
2014-15	76925.7	15385.1	2251.4	17636.5	36484.5	34352.3	18848.0	16715.8
2015-16	88464.5	17692.9	2363.9	20056.8	44352.3	41880.6	24295.5	21823.8
2016-17	101734.2	20346.8	2482.1	22828.9	41263.2	40985.9	18434.3	18157.0

- Note :
- (i) The share of Expenditure on School Education in Total Public Expenditure has been 13.0 percent in recent years. The enhanced allocation assumes a share of 20 percent for School Education.
  - (ii) The last two columns of the table give year-wise estimated additional expenditures under options 1 & 2 (Tables 13.7, 13.8 & 13.9)

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## Chapter 14

### Legal Framework for Common School System

The theoretical and historical basis for the Common School System functioning through neighbourhood schools, has been elaborated in Chapter II (Right to Education and Equal Opportunity) and Chapter III (Common School System: Concept, Rationale and Content). This has also been taken into account in formulating the Commission's recommendations on several other themes covered by its Report. The Draft Bill, called 'The Bihar Right to Education and Common School System (Equality, Excellence and Social Justice) Bill 2007', that follows, encapsulates these theoretical and conceptual premises in its legal formal language. It may be useful before moving to the Draft Bill, to recapitulate some of these premises:

#### A. Premises Emerging from the Constitution

1. The Constitutional principles of equality and social justice enshrined in Articles 14, 15 and 16 as Fundamental Rights stand seriously violated in a crucial area of national endeavour i.e. education, unless the concept of the Common School System as presented by the Commission, is instituted.
2. The Right to Education provided in Article 21A for the 6-14 year age group as a Fundamental Right, has to be in consonance with all other Fundamental Rights, including equality and social justice. Article 21A, therefore, makes it obligatory for the State to implement the Common School System which is the best if not the only available model, for ensuring education of equitable quality for all children, irrespective of their class, caste, religion, language, gender, location or physical or mental ability.
3. Supreme Court's Unnikrishnan Judgment (1993), makes it obligatory to read the amended Article 45 in "harmonious construction" with Article 21 (Right to Life). This makes Early Childhood Care and Education for the children below six years of age a Fundamental Right. Besides, a law on Right to Education has to take into account the directions given to the State in Article 39 (e & f) in Part IV regarding children's security, health and dignity.
4. Article 41 in Part IV of the Constitution provides Right to Education for children even beyond the age of fourteen years but this Right is limited by the economic capacity of the State.
5. The Common School System will become meaningless if it is implemented at one stage of education (say, elementary) and violated at another (say, secondary).
6. Contrary to the argument advanced by the elite section of the society, there is nothing in the Indian Constitution and, for that matter in the Constitution of any other democratic society, which confers upon its citizens the right to choose the school for their children.
7. The Fundamental Right to Freedom of Speech enshrined in Article 19 (1) (a) which includes the Right to express and articulate one's views or



feelings, brings the issue of the medium of education in schools, within the domain of Fundamental Rights.

8. A law relating to Right to Education has also to take into consideration Article 350A regarding the right of the linguistic minorities to study through their mother tongue at the primary stage.

**B. Premises Flowing from the Requirement of Nation-Building**

1. Providing education of equitable quality to all children through a Common School System is a critical agenda for protecting India's sovereignty, safeguarding its unity & cohesion, building up the social capital essential for peace, progress & prosperity, and thereby strengthening her position in the comity of nations.
2. Forging a sense of nationhood requires socialization of children of all sections of society in a school system that shares a "common space" determined by a set of norms and standards relating to all factors that determine the quality and direction of education; any deviation or dilution of this principle implies the weakening, if not the fragmentation, of the sense of nationhood;
3. The composite culture of India calls for a curriculum and pedagogy that responds adequately to her geo-cultural diversity and is in consonance with her rich plural heritage; there must be adequate space for such flexibility in the curriculum & pedagogy to be followed in the Common School System.
4. A critical goal of education is collective development and promotion of co-operative ways of living, rather than juxtaposing an individual or a social group against another through destructive competition.
5. Education is not a commodity that can be traded in the market; but a fundamental process for the all-round wholesome development of the personality of an individual.
6. Pre-elementary education, based upon the child-centred play-way pedagogy, combined with early childhood care is essential for holistic child development and preparation for school education.
7. Senior secondary education up to Class XII is a pre-condition for guaranteeing equal opportunity to all children for career and professional growth.
8. Mother Tongue is acknowledged through world-wide research, as the best medium for developing the child's brain to her full potential, articulating one's ideas and acquiring and generating knowledge; denial of a pedagogy based on this principle amounts to creating a nation that can imitate knowledge but whose ability to create knowledge is circumscribed.
9. Most of the Indian children grow in a multi-lingual ethos; multi-lingualism, therefore, must be envisaged as the basis of language education.

## **The Bihar Right to Education and Common School System (Equality, Excellence and Social Justice), Bill, 2007**

A Bill to provide free and compulsory pre-elementary education for all children between the age of five and six years; to provide, as mandated under Article 21A of the Constitution, free and compulsory elementary education of eight years to all children in the age group from six to fourteen years; to universalise secondary education; and to provide facilities for the transition to the senior secondary level of all the children who complete secondary education and wish to pursue senior secondary education..

### **PREAMBLE**

Whereas the Preamble to the Constitution resolves to secure to all citizens of India JUSTICE, social, economic and political; LIBERTY of thought, expression, belief, faith and worship; EQUALITY of status and of opportunity; and to promote among them all FRATERNITY assuring the dignity of the individual and the unity and integrity of the Nation;

And whereas despite the original Article 45 of the Directive Principles of State Policy of the Constitution having made it the duty of the State to provide free and compulsory education to all children up to age of fourteen years within ten years i.e. 1960, the number of out of school children particularly from the disadvantaged groups and those engaged in labour, and those receiving poor quality education , has remained very large;

And whereas the 86<sup>th</sup> Constitutional Amendment Act 2002 has provided for free and compulsory education of all children in the age group of six to fourteen years as a Fundamental Right under Article 21A of the Constitution, in such manner as the State may, by law, determine;

And whereas the above Act also provides under Article 45 that the State shall endeavour to provide early childhood care and education for all children until they complete the age of six years;

And whereas the universalisation of elementary education will generate pressure for the universalisation of secondary education and for facilitating transition to the senior secondary level of all those who would complete secondary education and wish to pursue senior secondary education.

And whereas the completion of senior secondary education today is essential for access to world of work i.e. various professions and career.

And whereas it is recognised that the Common School System is the *sin qua non* for ensuring the fundamental right to education enshrined in Article 21A of the Constitution; the only framework within which school education of an equitable quality can be provided to the children at all levels of schooling; and the best model of inclusive education embracing children from different economic classes, different religious and linguistic groups, with different cultural and ethnic identities and with different physical and mental abilities.

And whereas it is recognized that the objectives of democracy, social justice, and equality can be achieved only through the provisions of school education of equitable quality to all children in the age group of 5 to 16 years and to a substantial number of them in the age group of 17 to 18 years.

Be it enacted by the Legislature of Bihar on ..... as follows:

## Chapter – I

### PRELIMINARY

1. **Short Title, Extent and Commencement –**
  - (i) The Act may be called The Bihar Right to Education and Common School System (Equality, Excellence and Social Justice) Act 2007.
  - (ii) It extends to the whole of the State of Bihar.
  - (iii) It shall come into force with immediate effect, except where mentioned otherwise in this Act.
  
2. **Definitions –** In this Act, unless the context otherwise requires –
  - (i) **“Aided School”** means a privately managed non-government school that receives aid from the government or local bodies to meet the whole or part of its capital or recurring expenses.
  - (ii) **“Child”** means a person who is not less than five years and not more than eighteen years of age.
  - (iii) **“Class”** means a sub-stage of school education of the duration of one academic year.
  - (iv) **“Common School System”** means a system of schools covering the whole of the State of Bihar and comprising of government and private recognised schools, providing school education of equitable quality to all children from the age of five years to the age of eighteen years ordinarily residing in the prescribed Poshak Kshetra.
  - (v) **“Competent Authority”** means an authority designated by the government as a competent authority for discharging obligation under various Sections of this Act.
  - (vi) **“Compulsory Education”** means an obligation on the State to take all necessary steps in terms of this Act to provide pre-elementary and elementary education of equitable quality to all children from the age of five years to fourteen years.
  - (vii) **“Education of Equitable Quality”** means education as provided by a Neighbourhood School that conforms to the minimum Norms and Standards as specified in Schedules I and II of this Act.
  - (viii) **“Elementary Education”** means eight years of school education from Class I to VIII for a child from the age of six to fourteen years.

- (ix) **“Free Education”** means freedom for the child and her parents/guardian from the liability to: -
- (a) pay any fee or charges to the school where his child/ward is studying or to any other external body providing any service through the school; and
  - (b) incur such other expenses as are likely to prevent the child from participating in and completing pre-elementary and elementary education.
- (x) **“Government School”** means a publicly-funded school under the direct management of the State Government or Local Bodies.
- (xi) **“Local Body”** means a Panchayat Raj Institution from the district to the village level in rural areas and includes Nagar Panchayat, Nagar Parishad and Nagar Nigam in urban areas.
- (xii) **“Middle School”** means a school providing education from the pre-elementary stage to Class VIII.
- (xiii) **“Neighbourhood School”** means a school which draws children from the Poshak Kshetra as determined by the prescribed authority.
- (xiv) **“Non-teaching Purpose”** means any purpose not connected with the teaching of school children.
- (xv) **“Out-of-School Child”** means a child who is either not currently enrolled in a school or, though enrolled, is not participating therein.
- (xvi) **“Poshak Kshetra”** means an area delineated and demarcated by the prescribed authority, from which a neighbourhood school will draw children for admission.
- (xvii) **“Pre-elementary education”** means one year of school education for a child between the age of five and six years.
- (xviii) **“Prescribed Authority”** means an authority or a body as prescribed by rules made under this Act.
- (xix) **“Primary School”** means a school providing education from pre-elementary stage to Class V.
- (xx) **“Private School”** means any school established by an organisation, or institution or society or trust or any other body with any such name and registered under Society Registration Act, 1860, or created under Indian Trusts Act, 1882, for educational and social purpose.
- (xxi) **“Private recognised school”** means a school which is not under the control or management of the Government but is recognised by the prescribed authority.
- (xxii) **“School”** means an institution or part of an institution which imparts education at the pre-elementary, elementary, secondary or senior secondary stage, or any part thereof, and conforms to the Norms and Standards laid down in Schedules I & II of this Act.

- (xxiii) **“Secondary School Education”** means two years of school education from Class IX to X..
- (xxiv) **“Senior Secondary Education”** means two years of school education from Class XI to XII.
- (xxv) **“Secondary School”** means a school which imparts education from Class IX to X.
- (xxvi) **“Senior Secondary School”** means a school which imparts education from class IX to XII
- (xxvii) **“Teacher”** means a person who teaches full-time in a school and includes the Head Master of such school.
- (xxviii) **“Unaided School”** means a privately-managed non-government school that does not receive any aid whatsoever from the government or Local Bodies for its recurring or non-recurring expenses.
- (xxvix) **“Vidyalaya Shiksha Samiti”** means a statutory body created by the state government through an Act to take part in the management of a government or local body school providing school education.

## Chapter – II

### **CHILD’S RIGHT TO FREE AND COMPULSORY PRE-ELEMENTARY AND ELEMENTARY EDUCATION OF EQUITABLE QUALITY AND PROVISION OF EDUCATION OF EQUITABLE QUALITY FOR CHILDREN AT THE SECONDARY & SENIOR SECONDARY LEVEL.**

3. (a) Every child who has attained the age of five years, shall have the right to :
- i) be admitted to a neighbourhood school; and
  - ii) be provided free and compulsory education at the pre-elementary and elementary stages in such school, in the manner provided in this Act
- (b) Every child who has completed eight years of education and those who have completed 10 years of education and wish to pursue senior secondary education, shall be provided education of equitable quality in the manner provided in this Act.

Provided that a child who, due to her severe or profound disability, cannot be provided education in a neighbourhood school, shall have the right to be provided education at home by the same school.

4. Children without Parents or Guardian – In respect of children who have no parents or guardians, the village Panchayat or the Urban Local Body within whose jurisdiction the child ordinarily resides shall be deemed to be the guardian for the purpose of this Act.
5. **Non-enrolled child in the age group of 7 to 9 years** – An out-of-school child who is in the age group of 7-9 years at the commencement of the Act, shall, in

addition to the right specified in Clause 3, have the right to be admitted in a neighbourhood school, within one year from the commencement of this Act.

6. **Non-enrolled child in the age group of 9 to 14 years** – An out-of-school child who is in the age group of 9-14 years at the commencement of the Act, shall, in addition to the right specified in Clause 3, have the right to be admitted in a neighbourhood school as early as possible, but in any case within two years from the commencement of this Act.
7. **No child to be expelled from a school** – No child shall be expelled from a school until she completes her pre-elementary and elementary education.
8. **Right of the child not to be prevented from attending school** – No person, body or agency shall employ or engage a child in any manner that may prevent her from attending a full-time school in the neighbourhood.
9. **No selection or interviews for admission** – No school, Government or Private, shall hold any entrance test or interviews or interaction with children or their parents or guardians, or adopt any other procedure for screening, for the purpose of admission upto Class X.
10. **Right to complete elementary education even beyond the age of fourteen years** - If a young person has, for whatever reason, been unable to complete elementary education by the age of fourteen years but is continuing her education in a school, she shall continue to be provided free education in the same school till she completes elementary education or attains the age of eighteen years, whichever is earlier.
11. **Right to appear in public examination after Class X & XII** - Any child who has completed two years of secondary or senior secondary education shall have the right to appear in public examination at the end of Class X or XII.
12. **Relationship of the Teachers with the child** – The teachers will respect the rights of the children, treat them affectionately and in no circumstances will humiliate, hurt or abuse them while discharging duties as a teacher.

### Chapter – III

#### **DUTIES OF THE STATE TO ENSURE FREE AND COMPULSORY EDUCATION AT THE ELEMENTARY LEVEL AND EDUCATION OF EQUITABLE QUALITY AT ALL LEVELS OF SCHOOLING, WITHIN THE FRAMEWORK OF A COMMON SCHOOL SYSTEM**

13. **Duties to be performed within the Constitutional framework** – Duties of the State Government shall be carried out by all its authorities at different levels, within the overall Constitutional framework of obligations of the Central and State Government.
14. **Responsibility of the State Government** - It shall be the responsibility of the State Government –
  - (i) To ensure the availability of a neighbourhood school for every child in the age group of 5-14 years within a period of five years, in the age group of 15-16 years within a period of eight years, and in the age

group of 17-18 years within a period of nine years, from the date of the commencement of this Act.

- (ii) To ensure that every child in the age group of 5-14 years is provided free education of equitable quality, and in the age group of 15-18 years education of equitable quality in a school that fulfils the Norms and Standards as specified in Schedules I and II to this Act.
  - (iii) To ensure that any barriers such as economic, social, cultural, gender, linguistic, administrative, locational or disability-related, do not prevent a child from participating in and completing school education.
  - (iv) To ensure that no child is left out of the pre-elementary, elementary and secondary educational system.
  - (v) To ensure that the education imparted to the child conforms to the values enshrined in the Constitution.
  - (vi) To ensure facilities for pre-elementary education in all schools for children between the age of 5 and 6 years, within five years from the commencement of this Act; for secondary education in all schools within eight years; & for senior secondary education in all schools within nine years.
  - (vii) To ensure that professionally trained teachers in accordance with the norms laid down by National Council for Teacher Education (NCTE) are engaged in the neighbourhood schools.
  - (viii) To ensure that the teachers serving at the commencement of this Act who do not possess qualifications prescribed by the NCTE shall be enabled by their employers to acquire the equivalent of such qualifications within a period not exceeding five years from the commencement of this Act.
  - (ix) To give priority to allocating government land for building schools and if necessary to acquiring land for this purpose.
  - (x) To mobilise and make available conjointly with the Central Government, all the resources required to meet the obligations under this Act.
15. **Local bodies to maintain database on children** – The Local Bodies shall maintain a complete database relating to education of children in their jurisdiction indicating, among other particulars, their name, age and school admitted in.

#### **Chapter – IV**

#### **DUTY OF THE STATE GOVERNMENT TO CREATE A COMMON SCHOOL SYSTEM**

16. **Availability of Neighbourhood School** – The State Government supported by the Local Bodies shall take all necessary steps to ensure that, within a period of five years from the commencement of this Act, a neighbourhood school becomes available within 1 kilometre from the residence of the child in case of a Primary School, and within 3 kilometres in case of a Middle School; and

that within a period of eight years from the commencement of this Act, a neighbourhood school becomes available within 5 kilometres from the residence of the child in case of a senior secondary school.

Provided that the State Government may prescribe different ways of relocating or restructuring neighbourhood schools for the purpose of inclusion of all children in such schools and for the optimal utilization of the facilities in such schools.

17. **Government to Seek Contributions to Build Schools** - The State Government may seek contributions from the members of the community, both individually and collectively towards the capital costs of building a government school.
18. **Admission in Neighbourhood Schools Under the Common School System**- Every neighbourhood school shall first admit all the children from its prescribed Poshak Kshetra and only thereafter, children from outside the Poshak Kshetra on the vacant seats, if available.
19. **Recognition of Schools for Becoming Part of the Common School System**
  - (i) All government and private aided schools, whether established before or after the commencement of this Act, shall be deemed to be recognised schools under this Act; and shall be required to fulfil the Norms and Standards as specified in Schedules I & II of this Act within a period of two years from the date of their deemed recognition.
  - (ii) All unaided private schools providing school education and which were in existence before this Act comes in force, in order to become part of the Common School System, shall be required to seek recognition from the prescribed authority within a period of two years from the commencement of the Act and, for this purpose, they will be required to conform to the Norms and Standards as specified in Schedules I & II of the Act.
  - (iii) Every application for recognition of school shall be entertained and considered by the prescribed authority and the decision thereon shall be communicated to the applicant within a period of four months from the date of the receipt of the application; and where recognition is not granted, the reasons for not granting recognition shall also be communicated to the applicant within the same period.
  - (iv) No school, government or otherwise, shall be either allowed to be established or recognized by the prescribed authority, after the commencement of the Act, unless such school fulfills the Norms and Standards as specified in Schedules I and II of the Act.
  - (v) **Closure of private schools in case of non-recognition** - Any private school which has either not applied for recognition within four months of the commencement of this Act or which has been denied recognition by the prescribed authority, shall not impart school education at any level and shall with immediate effect cease to operate in the State of Bihar.



20. **De-Recognition of Private Schools** – The prescribed authority may *suo moto*, or on receipt of any complaint from the aggrieved person, on being *prima facie* satisfied that a school is not being managed in accordance with the provisions of this Act and Rules made thereunder, may after giving the Management Committee of that school a reasonable opportunity of showing cause against the proposed action, cancel the recognition of such school.
21. **Appellate Forum Against the order of De-recognition** – Any Managing Committee of the School facing de-recognition may prefer an appeal before the State Commission for School Education constituted under this Act, within thirty days from the communication of the order of de-recognition and the appeal thus filed shall be disposed of within three months after hearing the parties.
22. **Management of Neighbourhood Government school** – The management of the Government Schools shall vest in the Vidyalaya Shiksha Samitis (VSS) constituted under the relevant Acts.
23. **Recognised Private Schools to Provide Free Pre-Elementary and Elementary Education** – Every recognised private school shall provide to all admitted children from its Poshak Kshetra free pre-elementary and elementary education as specified in this Act, and such schools shall be entitled to receive reimbursement for this as per the cost per child per year calculated on the basis of the Norms and Standards as specified in Schedule I of this Act.
24. **Curriculum & Syllabi** – All recognised private schools shall follow the National Curriculum Framework prepared by the NCERT and the accompanying syllabi.

Provided that the schools which have been given no objection certificate for affiliation to examination systems other than the Bihar School Examination Board may follow the Curriculum and the accompanying syllabi prescribed under these systems.

25. **Preparation of Curriculum and Syllabi** - Based on the National Curriculum Framework prepared by the NCERT, the competent authority shall prepare a curriculum and accompanying syllabi and courses of study for school education in Bihar. All the schools affiliated to the Bihar School Examination Board shall follow these syllabi and courses of study.
26. **Fees for Children in Senior Secondary Government Schools** – Government schools shall not charge any tuition fee from pupils in Classes IX to XII, but may charge fees for the development of the school as prescribed by the Competent Authority.
27. **Language Policy in the Common School System** -
- (i) All schools, including private schools, shall use mother tongue of the child as the medium of education at the pre-elementary stage and early primary years viz. Classes I & II.
  - (ii) Following the early primary years, all schools, including private schools, shall implement the language policy of the Common School System, as specified in Schedule II of this Act.

## Chapter -V

### **REGULATION AND INSPECTION OF PRIVATE SCHOOLS.**

28. **Power of the State Government to Regulate Affairs of Schools and Monitor their Performance** - The State Government may regulate education in and monitor the performance of all recognised private schools in accordance with the provisions of this Act and the Rules made thereunder.
29. **Inspection of Private Schools** - Every recognised private school shall be inspected at least once in each academic year or any time for monitoring specific aspects of its working, in such a manner as may be prescribed.
30. **The State Government to Establish or Permit Establishment of Schools** - The State Government may establish and maintain any school in the State or may, subject to the provision contained in Clause (1) of Article 30 of the Constitution of India, permit any duly registered society or trust or local body to establish and maintain any school in the State provided that such a society or trust or local body complies with the provisions of this Act and the Rules made thereunder.
31. **No Addition of New Classes or Discontinuance of any Class without the Permission of the Competent Authority** - The competent authority shall not allow addition of new classes or discontinuance of any existing class in any recognised private school except in a manner prescribed. .
32. **Recognised Private Schools to Charge Fees as Approved by Competent Authority** - The Management Committee of a recognized private school shall charge such tuition or any other fee from students of Class IX to XII as has been approved by the competent authority.
33. **Competent Authority to Determine Reasonable Fee Structures for recognised private Schools** - The competent authority shall determine tuition and other fees chargeable from students by the Management of recognised private schools, keeping in consideration the extent to which the school is complying with the Norms specified in Schedule I of this Act.
34. **Recognised Private Schools to Maintain Transparency Regarding the Account of School Funds** - Every recognised private school shall maintain a proper account of its assets, liabilities, income and expenditure, which will be duly audited by authorised auditors and kept open for scrutiny by the State Government and for inspection by the parents or guardians of the pupils admitted in the school.
35. **Management Committee of Recognised Private Schools to Include Representatives of Parents and Guardians** - One third of the total membership of the Management Committee of every recognised private school shall be representatives of the parents and guardians of the pupils admitted in the school.
36. **Affiliation of Recognised Private Schools** - All recognised private schools shall seek affiliation with the Bihar School Examination Board.

Provided that affiliation with other Examination Boards shall be permitted on the basis of a no objection certificate to be issued by the State Government.

## Chapter- VI

### TEACHERS

37. **Prohibition of Deployment of Teachers for Non-Teaching Purpose -**  
No teacher of a school, whether belonging to a government school or otherwise, shall be deployed for any non-teaching purpose whatsoever.
38. **Prohibition of Private Tuition by Teachers –** No teacher shall engage in a teaching activity for economic gain other than that assigned by his employer or supervisor.
39. **Assignment and Non-transfer of Teachers –** All teachers in government and govt.-aided schools, except Madrasas and Sanskrit Vidyalayas, shall be assigned to a specific school in accordance with such procedure as may be prescribed and shall then not be transferred from the school so assigned except in the event of promotion, if necessary.
40. **Teacher Vacancies in Government or Govt.-aided Schools Not to Exceed 10% of Total Strength –** It shall be the duty of every appointing authority in relation to every government or govt.-aided school, to ensure that teachers' vacancies in the schools under its control do not at any time exceed 10% of the total sanctioned posts of teachers.
41. **Redressal of Teachers' Grievances -** It shall be the duty of the Vidyalaya Shiksha Samiti to promptly address teachers' grievances to the extent possible and to support the teacher in obtaining redressal of such grievances as do not fall within its purview.

## Chapter VII

### CONTENT AND PROCESS OF EDUCATION

#### **Value, Content and Transaction of Education**

42. The competent authority while prescribing curriculum, evaluation and assessment procedures, and the schools while transacting them, shall adhere to the following principles:
- (1) They shall conform to the values enshrined in the Constitution;
  - (2) All schools shall function in a child-friendly and child-centred manner and in particular:
    - i) Respect the right of the child to express her views freely in all matters affecting the child, and allow the views of the child to be given due weight in accordance with the age and maturity of the child.
    - ii) Build on the child's knowledge, environment and cultural identity, particularly linguistic, and develop the child's personality, talents and mental and physical abilities to their fullest potential.

- iii) Rely on learning through work, activity, exploration, understanding and problem solving.
  - iv) Be free of fear, trauma and anxiety to the child
- (3) The Government shall set in motion an evaluation processes which shall be continuous and comprehensive and which shall test critical thinking, comprehension, concept formation, creativity, aesthetics and ability to apply knowledge rather than rote learning.
43. **Completion of School Education to be Certified by the School or the Board of Examination -**
- i) No child shall be required to appear at a public examination at the elementary stage. Every child who completes elementary education in the manner prescribed shall be awarded a certificate to that effect by the school where she completes it.
  - ii) A child at the secondary or senior secondary stage shall be required to appear in a public examination to be taken at the end of Class X or class XII, as the case may be and shall be given a certificate indicating her performance.
44. **Prohibition of Physical Punishment –**
- i) No child shall be awarded physical punishment in any form in a school.
  - ii) Violation of sub-section (i) by a teacher shall amount to professional misconduct, and such teacher shall be liable to be punished in accordance with the disciplinary rules applicable.

### **Chapter – VIII**

#### **STATE COMMISSION FOR SCHOOL EDUCATION**

45. **Constitution of a State Commission for School Education -** The State Government shall constitute a State Commission for School Education to continuously monitor the implementation of this Act, recommend suitable measures and issue directives wherever necessary, and to exercise powers and perform other functions assigned to it under this Act and Rules under it.
46. **The State Commission for School Education -**
- a) A chairperson, who shall be an eminent person in the field of education.
  - b) Three members having expertise or experience in the field of education, child development, law or working among disadvantaged children.
  - c) A member secretary having experience in educational management and governance.
47. **Appointment and Terms of Chairperson –** Chairperson and members of the State Commission For School Education shall be appointed for a term of five

years each by a committee consisting of the Chief Minister of the State, the Speaker of the Vidhan Sabha and the Leader of Opposition.

48. **Removal of Chairperson and Other Members** – Chairperson and members of the State Commission may be removed by the said committee on the grounds of proven misconduct or incapacity.

Provided that a due process of enquiry is carried out and an opportunity is given to the incumbent to explain her case.

49. **Chairperson to be Full-Time Member** – Chairperson shall be a full-time member of the Commission and other members shall not be full-time members.

50. **Power And Functions of the Commission** – The Commission shall perform the following functions :-

- a) To monitor all aspects, including the quality and functioning of Common School System in the State of Bihar.
- b) To direct inquiry, call for necessary information from the concerned authorities, and in appropriate cases, direct the authorities for taking the necessary corrective action in order to protect the right of the children and enforce duties emanating from this Act.
- c) To act as Ombudsman for the purpose of this Act.
- d) To act as the court of last appeal in relation to any grievance regarding non-implementation of any provision of this Act; and in this capacity to enquire into a grievance addressed to it and give its verdict on it.
- e) To present an annual report to the Assembly on the status of the implementation of the Act and on other issues pertaining to school education.
- f) To tender policy advice to the State Government and Local Bodies regarding effective implementation of the Act.
- g) To issue directions to the State Government and Local Bodies and authorities regarding effective implementation of the Act.
- h) To commission such surveys, studies and research as it considers necessary for the discharge of its functions, especially in regard to the provision of free and compulsory education to disadvantaged groups, and to disseminate their findings.

#### **Commission's Powers of a Civil Court**

51. The Commission shall, while performing its functions under sub-sections (a), (b), (c) and (d) of Section 45, have all the powers of a Civil Court trying a suit and in particular, in respect of the following matters, namely:

- a) summoning and enforcing the attendance of any person from any part of the State and examining her on oath;
- b) requiring the discovery and production of any document;

- c) receiving evidence on affidavits;
- d) requisitioning any public record or copy thereof from any court or office.

**52. The Decision of the Commission to be Final**

- (a) Any decision or order passed by the State Commission for School Education shall be final.
- (b) No Civil Court shall have jurisdiction to maintain any suit against the decision of the Commission.

**Chapter – IX**

**MISCELLANEOUS PROVISIONS**

**53. Power to make Rules**

- (a) The State Government may by notification in the Official Gazette make rules in order to carry out the purposes of the Act.
- (b) In particular and without prejudice to the generality of the foregoing, such rules may provide for all or any of the following matters, namely.
  - (i) Penalty for contravention of any provision of the Act;
  - (ii) Laying down policy relating to recruitment, disciplinary action and service conditions of the teachers and other staff in the school.
  - (iii) Delineation and demarcation of the Poshak Kshetras for each school as referred to in Section 16.
  - (iv) Prescribing the forms and manner in which record of children shall be maintained by local authorities, under Section 14.
  - (v) Determination of per child cost on education that will be reimbursed to the non-government schools for providing free and compulsory education, under Section 20.
  - (vi) The manner in which education may be regulated by the State Government;
  - (vii) The conditions which every existing school shall be required to comply;
  - (viii) Establishment of a new school or the opening of a higher class or the closing down of an existing class in an existing school;
  - (ix) The form and manner in which an application for recognition of school shall be made;
  - (x) The matter in which, and the authority to which, an appeal against the refusal or withdrawal of recognition shall be made;
  - (xi) The competent authorities to be specified for the purposes of the different provisions of this Act;

- (xii) The conditions under which aid may be granted to recognised schools and on the violation of which aid may be stopped, reduced or suspended;
- (xiii) The part of the expenditure of a recognised school which is to be covered by aid;
- (xiv) Particulars of school property which should be furnished to the appropriate authority;
- (xv) Fees and other charges which may be levied by a recognised school;
- (xvi) The manner of inspection of recognised schools;
- (xvii) Establishment and functioning of a grievance redressal cell in the State Commission for School Education, under Section 35(d);
- (xviii) Any other matter which is to be, or may be, prescribed under this Act..

54. **Power to remove difficulty** – If any difficulty arises in giving effect to the provisions of this Act, the State Government may, by order published in the Official Gazette, make such provisions not inconsistent with the provisions of this Act, as may be necessary for removing difficulty. Every order made under this Section shall be laid as soon as may be after it is made, before the State Legislature in the following session.

55. **Repeal of All Previous Acts with Respect to School Education** - As from the date this Act comes into effect, all existing state legislations or any part/parts thereof with respect to school education that are in contravention of this Act, shall stand repealed forthwith.

## Schedule-1

### Norms and Standards for the Common School System

Sl. No.	Item	Norms
<b>A</b>	<b>Primary &amp; Middle Schools</b>	
1	Number of and access to Schools:  There will be two types of schools: Primary from Standard I to V and Middle from Standard I to VIII.  Each school will provide at least one year of pre-elementary education.	(I) One Primary School within habitation or up to one kilometer of it.  (II) One Middle School within habitation or up to 3 kilometers of it. Adequate space and facilities will be provided for 100% transition of children from Primary to Upper Primary stage. Normally this will mean one Middle School for every two Primary Schools.
2	School Land	Minimum of 500 sq. meters (0.12 acres) for Primary and 800 sq. meters (0.20 acres) plus 1 acre as playfield, for Middle School.
3	Physical Infrastructure	(I) Total built-up area of not less than 1.6 square meters per child, while ensuring that every class/section is provided a separate classroom. (II) The size of a class room to be 40 sq. meters. (III) One staff room, a hall for pre-elementary section, one resource-cum-library room, one kitchen and dining hall, and two toilets to be common to both Primary and Middle School. (IV) The Middle School in addition, to have a Headmaster's room and one office room.
4	School Furniture & Equipment	(I) Primary School to have furniture for 200 students, 6 teachers and administrative staff; Middle School to have furniture for 440 students, 15 teachers, administrative staff, library and computer room. All students will be provided with desks with benches. Students in pre-elementary section may sit on the floor. (II) Both types of schools to have computers (for Primary School minimum of 1 and Middle School minimum of 3) (III) Equipment for games and sports, a telephone connection, duplicating machine and two typing machines, teaching-learning equipment and utensils for Mid-Day Meal Scheme for each school. (IV) Middle School to have a specified amount for buying books for the library.



5	Health Check-up	Every child in these schools will have health check-up once every 6 months. Arrangements for it will be made with the nearest Public Health Centre or Civil Hospital
6	Teachers  (I) Teacher-pupil ratio  (ii) Number of teachers per school	1 to 35 for Primary Schools and 1 to 30 for Middle Schools.  (i) 1 teacher per class for each Primary School and an additional one if the number of students exceeds 150. 1 teacher per class for each Middle school and an additional one if the total number of sections in six. For Pre-elementary section an additional teacher to be provided along with one helper in each section. (ii) Provision of a Urdu/Bengali/other language teacher in both Primary and Middle schools if the number of students seeking to learn any of these languages exceeds 10. (iii) For Middle School, a Headmaster, a physical education teacher, an Arts teacher and a music teacher (for a group of three Middle Schools).
7	Free Elementary Education	(i) No tuition or any other fee or charge will be realized from the students; (ii) Text books, and stationery (including workbook, drawing book and a geometry set) will be supplied free to all students; (iii) Two sets of uniform will be provided per annum to all students free of cost; (iv) Children in both Primary and Upper Primary stages will be provided free Mid-Day Meal cooked and served in the school compound except in urban areas where alternative arrangements could be made.
B.	Secondary and Senior Secondary Schools	
1.	Numbers of and access to Schools:  <b>There will be only one type of Secondary and Senior Secondary Schools, called Senior Secondary Schools.</b>	(i) An SSS school to be provided within 5 kilometers of every habitation;  (ii) The number of Senior Secondary Schools and the number of sections in each class to be determined such as to ensure 100% transition from upper Primary Stage to Secondary Stage and 70% transition from Secondary to Senior Secondary stage.

2	School Land	<ul style="list-style-type: none"> <li>(i) Each School to have a minimum of (0.29 acres) 1158 sq.meters of land plus 1.58 acre of land for playfield;*</li> <li>(ii) All Senior Secondary Schools to be double storeyed to minimise land requirement.</li> </ul>
3	Physical Infrastructure	<ul style="list-style-type: none"> <li>(i) Total built-up area of a minimum of 2.7 square meters per students – one room for each class / section.</li> <li>(ii) The size of a class room for secondary education to be 50 sq. meters and that for senior secondary education, 40 sq. meters.</li> <li>(iii) A room each for Headmaster, staff, computers, library, games equipment, medical service, administration and guards; in addition a room each for 3 Laboratories, one Mathematics room, two Multi-purpose rooms, 2 storerooms, four toilets for students and 2 toilets for staff members.</li> </ul>
4	Furniture and equipment	<ul style="list-style-type: none"> <li>(i) Adequate furniture for 420 students, 29 teachers, 5 supporting staff and for other rooms mentioned in Sl. No. 3 above.</li> <li>(ii) 25 computers and 4 printers along with software support and internet connectivity;</li> <li>(iii) Teaching learning equipment;</li> <li>(iv) Equipment for games and sports and for co-curricular/cultural activities; 2 telephone connections; an overhead projector and an LCD projector; a duplicating machine and typewriters; laboratory equipment; amount fixed per annum for buying books.</li> </ul>
5	Medical facilities	Arrangement will be made for bi-weekly visits to the medical room by a doctor from the nearest Public Health Centre or government hospital. The medical room will have the minimum necessary medical equipment and stock of standard drugs.

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- In the case of non-availability of land for the prescribed size of the playfield, a playfield of a smaller size, but not less than 1 acre, may be provided for some schools.  
For schools in urban areas, a playfield may be shared between two or three schools.

6.	Teachers (i) Teacher-pupil ratio (ii) No. of teachers	1 to 22 <b>Each Senior Secondary School (with 420 students) will have 20 teachers; 8 for Secondary classes and 11 for Senior Secondary Classes, plus the Headmaster.</b> (i) There will be separate teacher/teachers for languages, social science, natural science, Mathematics, physical education, Arts and music. (ii) For Senior Secondary Classes, there will be, in addition, teachers for commerce and computer teaching, a librarian and 3 laboratory technicians. (iii) Each school will have 5 supporting staff members – 3 office assistants, one caretaker and one guard.
7.	Free of cost supply	<b>Bicycles will be provided free of cost to all girl students of Senior Secondary Schools, who have to travel for more than 3 kilometers to reach their school</b>
<b>C.</b>	<b>Common to all Schools</b>	
1.	Infrastructure	(i) Highest priority to be given by the Govt. to making all schools accessible by all weather roads. Each school to have : - (ii) Proper landscaping of the school compound. (iii) Ramps for disabled children. (iv) Boundary walls (Pucca). (v) Two Tube wells (vi) Sewerage and Sanitation Facilities. (vii) Electrification (viii) Fire safety measures.
2.	Teachers (i) Qualification (ii) Training (iii) Teacher Grant (iv) Research & Development.	As per NCTE norms which, among others, requires all teachers to be trained. (i) Every teacher will be provided 10-day in-service training once in 2 years; (ii) All new teachers would go through one month of induction programme; Each teacher will be given a specified amount of teacher grant every year to help her to buy books and teaching aids. A programme of engaging teachers in curriculum development and research has been worked out and its financial implications taken into account.
3.	Maintenance	Approximately 3 per cent of the cost of the construction of the building will be provided to each school annually for repair/maintenance.

## SCHEDULE-II

### **Medium of Education and the Teaching of Languages.**

#### **A. For Hindi Speaking Students**

All schools will be under obligation to use the mother tongue of the child as the medium of education at the pre-elementary stage and early primary years viz. Classes I & II.

The children at this level will be familiarised with Hindi, mainly through spoken words and visuals.

Hindi as a medium of education will be introduced from class III.

In all schools except the recognized private ones, Hindi medium will continue up to class X.

English as a language will be introduced from class III, though preparation for it, mainly through the spoken words and visuals, will start from class I. This will continue till class X.

For this category of students, the schools will be required to teach a third language from class VI. This will be one of the modern Indian languages other than Hindi and will include Sanskrit and Urdu.

Hindi and English will be taught as compulsory languages in class XI and XII.

#### **B. For Non-Hindi Speaking Students:**

All schools will be under obligation to use the mother tongue of the child as the medium of education at the pre-elementary stage and early primary years viz. Classes I & II.

The children at this level will be familiarised with Urdu or the regional language which is their language of first preference, mainly through spoken words and visuals.

Urdu or the regional language which is the language of first preference, will be introduced as the medium of instruction from Class III.

In all schools except the recognised private schools, Urdu or the regional language as the medium will continue up to Class X

Students whose mother tongue is Urdu or a regional language but who would like to be taught through the medium of Hindi, will be allowed to exercise this option.

Arrangements for teaching through the medium of Urdu or a regional language will be made only if 10 students or more opt for being taught through the medium of these languages.

English as a language will be introduced in Class III, though familiarization with it, mainly through the spoken words and visuals, will start from Class I. This will continue till class X.

The third language for this category of students will be Hindi which will be introduced from class VI, though familiarisation with it will start from Class I.

Urdu or the regional language as well as English will be taught as compulsory languages in Class XI and XII.

However, students whose mother tongue is Urdu or a regional language, but would like to be taught Hindi as a compulsory language, will be allowed to exercise this option.

Arrangement for teaching Urdu or a regional language in Class XI & XII will be made only if 10 students or more opt for being taught one of these languages.

**C. For Both Categories:**

Up to Class VIII, recognized private schools will be required to follow the same rules as applicable to government and aided schools so far as medium of education and the teaching of English is concerned.

After class VIII, they will have the option to switch over to English as the medium of instruction.

However, if 10 or more students in a class in such schools want to continue to be instructed through the medium of their mother tongue or Hindi, these schools will be required to provide facilities for education through the medium of these languages.

In Class XI and XII, both government and recognised non-government schools may switch over to English as the medium of instruction, if 10 or more students opt for being educated through this medium.



## **Chapter 15**

### **Summary of Recommendations**

#### **A. Right to Education and Equal Opportunity**

1. Right to Education remains a rhetoric if it is not integrated with equality of educational opportunity and social justice.
2. The State must respond to this right as its sovereign duty and not just as a part of its welfare or humanitarian agenda.
3. The sovereign duty of the State to implement a fundamental right enshrined in the Constitution cannot be limited by its financial capacity.
4. Just as a police or a security force is essential for ensuring the fundamental right relating to the protection of life, and the judiciary for securing the right to due process of and equality before law, similarly schools and teachers are essential for guaranteeing the right to education. If financial constraints are not allowed to come in the way of State ensuring the exercise of the former set of rights, there is no reason why it should constraint the State from ensuring the exercise of Right to Education.
5. It is incumbent upon both the Central Government as well as the State Government to enact legislations to give effect to Article 21A. It is in this spirit and keeping in mind the State's policy decision to build a Common School System that the Commission has prepared a Bill on Right to Education and Common School System in Bihar for consideration by the State Government and Legislature.

#### **B. Common School System (CSS)**

1. The concept of Common School System advanced by the Kothari Commission as early as in the mid-1960s has remained an elusive goal in India.
2. The cumulative neglect of the public education system that resulted from the failure of the nation to build a Common School System has now made the task to establish a CSS much more difficult than it was when the proposal was first mooted.
3. The two formidable obstacles to build a CSS in Bihar are: its massive financial implications, due in no small measure, to the cumulative gap since the early 1990s and the emergence in the State of a whole hierarchy of school education catering to different groups of children.

4. In spite of this, the Commission sees no reason why a Common School System cannot be established in the State if a set of bold and visionary, but entirely doable, measures are adopted.
5. A mere tinkering with the present system will not do. Suggestions such as concentrating only on government schools or elementary education first, and other such half measures are likely to prove futile. What is needed is a systemic change.
6. The entire issue of Common School System has now to be seen in the new perspective of the Constitutional obligation to provide free and compulsory education to the children in the age group 6 to 14 years, as a fundamental right. The Common School System is the only framework within which this right can be effectively implemented.
7. The Common School System is also the best model for inclusive education i.e. an education of equitable quality which is accessible to all children coming from different economic and social classes, belonging to different religious and linguistic groups, with different cultural and ethnic identities and with different physical and mental abilities.
8. Common School System must cover at least a year of pre-elementary education. Providing one year of free pre-elementary education is not only mandated by several provisions in the Indian Constitution other than Article 21A, but is also an essential step for preparing children for getting quality elementary education.
9. The Commission recommends the universalisation of secondary education (from Class IX to X) as a part of the Common School System. This is mainly because there is going to be an inevitable pressure for this once the elementary education is universalized.
10. It has also suggested the extension of the Common School System to senior secondary level because it is a legitimate part of the school education, and because the completion of senior secondary education is essential for access to world of work.
11. There will be no place in the Common School System in Bihar for providing parallel streams of school education. The Common School System is the time-tested means of reducing social inequality and discrimination, providing quality education and for nation building,
12. The Common School System will embrace all schools controlled by the government and local authorities and all recognised and aided private schools. Un-recognised non-aided private schools can operate outside the System so long as they are willing to fulfill certain basic requirements.
13. The Constitutional protection given to the minorities to establish and administer their own institutions, has to be made compatible with the norms of the Common School System as well as the requirement under Article 21A of the Constitution.

14. Since the establishment of the Common School System calls for enforcement actions of various types in relation to whole range of agents, there is a need for a legislation underpinning the Common School System.

## **C. Some Issues Relating to the Common School System**

### **a. Types of Schools**

1. Instead of the present 13 school types at the elementary and secondary levels in terms of grades taught, the Commission recommends a uniform pattern of schooling in the State consisting of schools of only three types:
  - a. Primary Schools from Class I to V;
  - b. Middle Schools from Class I to VIII; and
  - c. Senior Secondary Schools from Grade IX to XII.
2. Each Primary and Middle School will have one year of Bal Varg attached to it.
3. While schools from Class I to V will be called Prathnik Vidyalayas and those from Class I to VIII will be called Madhya Vidyalayas education from Class I to VIII will be called elementary education.
4. Seats for Plus Two education will be created with necessary facilities in a nearby secondary school, in order to shift intermediate courses being imparted in constituent and affiliated colleges. This process will be completed within a maximum period of three years.
5. All stand-alone intermediate colleges will be required to reorganize and reconstitute themselves as senior secondary schools by adding classes IX and X.

### **b. Pre-elementary Education**

1. Bihar should take the lead in universalising one year of free and compulsory pre-elementary education as a part of the Common School System. This will be in keeping with the intent of the relevant provisions of the Constitution on child care and education, Supreme Court's directive on universalising ECCE and India's commitment under the U.N. Conventions on the Rights of the Child.

After five years of experience of providing pre-elementary education to children in the age group 5-6, the State Government should review the outcome of the experiment and take a decision whether such education should be extended to the children in the age group 4 to 5.



2. Facilities for pre-service, in-service and on-service training of teachers who would impart pre-elementary education, will be created in the State Council for Educational Research and Training Centre (SCERT), DIETs, and Prakhanda Shiksha Kendras (PSKs) at a pace that matches the universalisation of one year of pre-elementary education within a period of 5 years.
  3. Universities and colleges should be supported to initiate courses and research work relating to child development studies and teacher education in this field.
- c. Schedule for Guaranteeing Right to Education and Establishing the Common School System**
1. The goal of free and compulsory education for all children in the age group 5 to 14 will be reached in 5 years starting from April 2008, i.e. by 2012-13.
  2. The goal of universalising secondary education will be reached in 8 years, by 2015-16.
  3. The goal of providing facilities according to the norms of the CSS for senior secondary level education to 70 percent of the children completing secondary level education will be reached by 2016-17.
- d. Mainstreaming of Out-of-School Children**
1. The mainstreaming of such children in the age group 7 to 9 will be completed within one year and those in the age group 9 to 14 years, within two years.
  2. The mainstreaming will be done in the normal classes of the school and by the teachers of the school. If necessary, *ad hoc*, but fully qualified and trained teachers could be recruited by the schools for this purpose. The Commission does not see the need for residential or non-residential bridge courses.
- e. Elements of Free Education**
1. **Books and Stationery** : Books and stationery should be provided to all school children up to Class VIII as a requirement under “free education”. The stationery should include prescribed workbook, drawing book, colour box, geometry set, learning aid and material. Two sets of school uniforms to all school children in the age group 6 to 14 will be provided through the Vidyalaya Shiksha Samiti (VSS).
  2. **Mid-day Meals**
    - i) The Mid-day-Meal has become an essential part of the elementary school system in India and is likely to remain so in the foreseeable future. It is a partial compliance with the Right to Food for the Children as a part of Right to Life,

and it has a highly beneficial socializing function in the pluralistic society of India. Mid-day Meals, therefore, will be available in all Primary and Middle Schools.

- ii) Teachers should, by and large, be disengaged from managing the provision of mid-day-meal. This should be the responsibility of the VSS.
- iii) In schools in the rural area:
  - The responsibility for the cooking and serving of mid-day-meal should be entrusted to “Mother Committees”
  - The mid-day-meal should be cooked and served in the compound of the school;
- iv) In the schools in the urban areas where necessary space may not be available, exception to the above requirements may be made by outsourcing the supply of mid-day-meals to more than one NGOs.
- v) The State should take measures effectively to counter false and exaggerated criticisms of the mid-day-meal scheme and drive home the message of its relevance and significance in the present Indian context.

**f. Incentive for the Enrolment of Children Employed as Labour and of Street Children:**

1. Under Article 21A of the Constitution, it is the responsibility of the State to ensure that children employed as labour and street children are enrolled and retained in the schools for elementary education.
2. For this purpose, child labour in all forms, and not only in the so-called hazardous occupations according to the existing law, has to be abolished.
3. In order to ensure the enrolment and retention of children employed as labour in the rural areas, under the Rural Employment Guarantee Scheme, compulsory employment, or the prescribed allowance in the case of inability to provide employment within a specified period of time, to one more member for those households which send their children to work for supplementing the family income, should be provided.
4. For street children, which is generally a urban phenomenon, the parents or the children as the case may be, should be provided a stipend of Rs.1000/- per month for supplementing the family income or for the child’s survival.
5. To implement this scheme, a complete survey of the households, both rural and urban, sending their children for labour, and of

street children, should be carried out by the local bodies concerned within one year after the Common School System enters into force and, thereafter, be updated from time to time.

**g. Education of the Disabled**

1. Schools under the CSS will be inclusive schools, wherein children with disabilities – physical or mental – will come for study as if they were a part of the children community as a whole, with equal rights; and the school will reorganize itself in the manner that these children feel included.
2. This will require designing special modules for pre-service, in-service and on-service teacher education.
3. Some children with disabilities will need facilities for their mobility, Braille-print, glasses for those with visual disability, hearing aids etc.
4. In the case of acute disability, children may have to be confined to home or temporarily to hospitals. Education will be provided to them at home and hospitals as the case may be and it will be the responsibility of the school system to ensure the right of these children also to free and compulsory education. They will be enrolled in the neighbourhood schools and it will be the responsibility of the head teacher of the concerned school to plan and design the curricula and teaching strategies for these children.
5. The teachers of the schools where the children at home and hospitals are enrolled will have to be specially trained.
6. Some children may need rehabilitation in addition to education. The services of rehabilitation professionals will be arranged for them by the State.

**h. Supplying Bicycles**

Bicycles will be provided free of cost by the government to all girl students in Classes IX to XII who have to travel more than 3 kilometers to reach their school.

**i. Medium of Education and Teaching of Languages**

**1. For Hindi-Speaking Students of the State**

- i) Education at the pre-elementary stage and early primary years viz., Classes I and II, will be imparted through the mother tongue of the child. But children at this level will be familiarised with Hindi mainly through visuals & spoken words.
- ii) Hindi as a medium of education will be introduced from Class III and will continue up to Class X.

- iii) English as a language will be introduced from Class III, though preparations for it will start from Class I. This will continue till Class X.
- iv) Every student will be required to offer a third language from Class VI. This will be one of the modern Indian languages other than Hindi and will include Sanskrit and Urdu.
- v) At the Senior Secondary level, Hindi and English will be taught as compulsory languages and it will be necessary to pass in both at the level of Class XII.

**2. For non-Hindi Speaking Students**

- i) Education at the elementary stage and early primary years, namely Class I and II, will be through the medium of the mother tongue of the child. But familiarisation with Urdu or regional language will begin at this level.
- ii) Urdu or the regional language as the medium of education will continue up to Class X.
- iii) English as a language will be introduced in Class III though familiarisation with it will start from Class I. This will continue till Class X.
- iv) The third language for these students will be Hindi, which will be introduced from Class VI though familiarisation with it will start from Class I.
- v) At the Senior Secondary level, Urdu or the regional language as well as English will be taught as compulsory subjects and it will be necessary to pass in both at the level of Class XII.

**3. For Both Categories**

- i) It will be necessary for students in both categories to pass in English and Hindi at the end of Class X. Besides, Hindi-speaking students will be required to pass in the modern Indian language selected by them and non-Hindi speaking students will be required to pass in the language which is their medium of education.
- ii) Recognised private schools will be required to follow the same rules as applicable to government schools so far as the medium of education and the teaching of English up to Class VIII is concerned. After Class VIII, they will have the option to switch over to English as the medium of education.

- iii) At the senior secondary level, both government and recognized private schools may switch over to English as a medium of education if ten or more students in a class desire to be educated through this medium.

## **D. Teachers**

1. The society must repose complete trust in the teachers and create the right conditions for their work. On the other hand, the teachers on their part should be fully accountable to their pupils, the society and their profession.
2. **The Common School System should go a long way towards creating conditions conducive to the optimum performance by teachers**
  - i) The CSS will call for recruitment of teachers on an unprecedented scale. This will be a harbinger of opportunity to those who have for years cherished the desire of joining the noble profession of teaching.
  - ii) All *ad hoc*, informal and para teachers will be replaced by regular trained teachers working on a full time basis in a school.
  - iii) Vacancies for teachers will require to be filled within a stipulated period of time and at any point of time not more than 10 percent of the posts of teachers will be allowed to remain vacant.
  - iv) All forms of engagement of teachers for non-teaching work will be prohibited. Teachers will be kept out of all non-teaching activities carried out within the school premises such as the maintenance and repairs work, accounting, and preparation and serving of mid-day-meals. Alternative arrangements have been suggested for carrying out these activities.
  - v) Teachers will be encouraged and given facilities to innovate, experiment and undertake research activities. The Sankul Shikshak Manch will be the principle platform for it. Moreover, a sum of Rs.5 crores per annum will be set apart in the budget of the SCERT to award research fellowships to teacher
  - vi) Teachers will have a role in the management of the schools at all levels as they will be represented in the Vidyalaya Shiksha Samitis.
  - vii) The Norms include payment of a stipend to teachers for buying teaching aids.
  - viii) A complete overhaul of the institutions of teacher education starting from the University Department of Education and SCERT and going down to the Prakhadnd Shiksha Kendras and Sankul Shikshak Manch will be carried out. Norms have been laid down

for equipping both new and existing teacher education institutions, putting the entire infrastructure in place and recruiting faculty members and other staff in adequate strength. Revamped academic programmes for these institutions have also been suggested

### **3. Pay and Allowances**

- i) The pay and allowances of teachers should be at levels in keeping with their educational qualification and professional responsibility; and should be adequate enough to attract and retain talents;
- ii) The basic pay should be fixed at a level high enough to enable teachers to live a life of dignity;
- iii) The salary should have a built-in element for adjustment against inflation;
- iv) As a widely recognised and time honoured incentive in the service, there should be a provision for annual increments;
- v) There should be payment of house allowance on a differential scale depending upon need;
- vi) The structure of pay and allowance should incorporate minimum social security provisions, including pension payment or contributory provident fund in lieu of it; and either reimbursement of medical expenses or contributory payments towards group medical insurance.

### **4. Professional Growth and Promotion in Service**

A four-stage career track as stated below will be applicable to the teachers in the Common School System:

- a) Pariviksharthi (Probationer)
- b) Adhyapak
- c) Varishth Adhyapak
- d) Pradhan Adhyapak

In the norms, the Commission has indicated figures for the basic pay and allowance of the Adhyapak grade of teachers in the elementary stage, secondary stage and the senior secondary stage.

- i) Every newly recruited teacher will be on probation for a period of two years. However, for the first batch of teachers recruited or to be recruited during 2006-08, the probationary period will extend to five years.
- ii) The promotion at each stage should be based on a rigorous evaluation of the basic competence and performance of each teacher. The Commission has laid down detailed procedure for evaluation:

- iii) From Adhyapak onwards, there will be a periodical evaluation of the performance of the teacher to be carried out by the Head Teacher/Headmaster of the school and to be reviewed by VSS.

**5. Cadre**

The teachers will belong to the respective Panchayat Cadre. The Cadre controlling authority will be the same as the one which initially recruited them. These will be Panchayati institutions at different levels.

**6. Non-transferable**

The teachers post at all levels will be non-transferable. But a teacher will have the option of seeking two transfers in the same grade after the completion of a minimum period of service, as well as seeking transfer after promotion to the next grade.

**E. Position of Different Types of Schools in the CSS**

**a. Vitta-Rahit Schools**

1. The Vitta-Rahit Schools are an anomaly in the school education system of Bihar. The sooner it is removed, the better.
2. Wherever feasible and desirable, the State should include a Vitta Rahit School in the Common School System rather than building a new one. It will reduce the cost of building the Common School System and ensure quality education for a large number of students currently enrolled in the Vitta Rahit Schools.
3. Once the Vitta-Rahit schools join the Common School System, it will be the responsibility of the State to pay full salary and other benefits to the teachers to be retained, and provide the school with assets, facilities, qualified teachers and the training to those already employed, according to the Norms prescribed by the Commission.
4. The inclusion of the Vitta-Rahit Schools in the Common School System will be subject to the following conditions, among others:
  - i) The assets of the school will have to be handed over unconditionally to the government without claiming compensation;
  - ii) The government will not accept any liability for any payment due by the school;
  - iii) No claim for salaries, emoluments etc., from retrospective effect will be entertained;
  - iv) Only qualified teachers recruited in a regular manner will be retained;

- v) Requirement of reservation will be met in taking a decision on the composition and strength of teaching staff;

The Commission has laid down detailed procedure for the scrutiny of and decision on application by the Vitta-Rahit schools for their inclusion in the Common School System.

It is envisaged that the entire process for scrutiny and decision-making would be completed within four months after their commencement.

A date will be fixed from which no Vitta-Rahit school will be allowed to function.

**b. Government-aided Madarsas and Sanskrit Vidyalayas**

1. The best arrangement for the government-aided Madarsas and Sanskrit Vidyalayas will be for them to join the Common School System. If they decide to do so, they will get all the facilities according to the minimum norms prescribed by the Commission for the CSS. This will also ensure quality education to thousands of students who are condemned to poor quality education. In case they decide to join the CSS, they will have to:

- a) Accept the common syllabus for all students in the CSS and give up the teaching of Diniyat, Vedas, Karmkand, Jyotish and Ayurveda;
- b) Admit all the students from the Poshak Kshetra where they are located, irrespective of the religion and language preference of the students.

If a sufficient number of Madarsas and Sanskrit Vidyalayas decide to join the Common School System, then the government will be required to consider disbanding the Madarsa Shiksha Board and the Sanskrit Shiksha Board.

2. Teaching of Arabic, Farsi and Sanskrit can be done more effectively by strengthening the existing university departments of these languages and by establishing in the private sector, new schools exclusively for teaching these languages and related literature. These schools may be affiliated to the existing universities in Bihar exclusively devoted to teaching these languages and related literature. These are Maulana Mazahrul Haq University in Patna and Kameshwar Singh Sanskrit Vidyalaya, Darbhanga.
3. *Prima facie*, the imparting of religious instructions by the government-aided Madarsas and Sanskrit Vidyalayas is not in conformity with Article 28 of the Constitution.
4. Moreover, after the incorporation in the Constitution of Article 21A, minority institutions cannot be given complete freedom to



administer their educational institutions as provided for in Article 30(1) of the Constitution. This provision must now be circumscribed by the obligation of these institutions under Article 21A to provide free and compulsory education to the children in the age group 6 to 14. And it is for the State to ensure that the running of these institutions under Article 30 is consistent with their obligations under Article 21A.

**c. Private Schools**

1. Consistent with the provision of Article 21A of the Constitution, every private school will be obliged by the State to provide education which is compulsory and free of any fee or charge, to all children in the age group of 6-14 years.
2. The Government will reimburse to the private schools, if they so desire, the costs per child, of imparting compulsory and free education calculated on the basis of prescribed Norms.
3. One of the Norms to be followed by the private schools will be to admit all children coming from the Poshak Kshetra delineated by the government for each school. This requirement is inherent in the obligation for providing “compulsory education.”
4. All private schools in the CSS, except those to whom no objection certificate has been issued for a affiliation to other examination systems, will be obliged to accept the Bihar Curriculum Framework prepared on the basis of the National Curriculum Framework – 2005 and the associated Syllabi.
5. The requirement for providing adequate number of schools with prescribed facilities, for children in the age group of 5-14 years will be met entirely by the government. But private school in numbers and locations determined by the govt. can be opened for catering to the need of education at other levels of education in order to meet the requirement of the universalisation of education from class IX to X & ensure 70% transition from the secondary to the senior secondary level.
6. All private schools will have to seek recognition by the State Government. In granting recognition the basic requirement will be whether the school is complying with the prescribed Norms.
7. The recognized private schools will have to seek affiliation with the Bihar School Examination Board.
8. A school affiliated to an All India Board may be allowed to be opened, if there is a felt need in a particular locality and for a particular group of students, for getting education in a system which has schools located in other parts of the country to which the parents of the students can be transferred.

9. Innovative schools will be allowed to be opened without obliging them to seek recognition or affiliation to the Bihar Examination Board. But such schools will remain under the over-all surveillance of the government which may take action to close them down if they violate the essential principles of the Constitution of India.

**d. Schools Run on Welfare Grounds**

1. Running of schools exclusively on caste or class basis is neither in keeping with the concept of school as a main centre of socialization for children nor it is conducive to making education inclusive. As the Common School System is based, among others, on these essential concepts, there is no scope for running such schools after the establishment of the Common School System. These schools include 73 residential schools run by the Department of Welfare, Government of Bihar, exclusively for children belonging to SCs, STs and OBCs, child labour schools run by the Union Labour Ministry and special residential schools proposed by the Central Government for sections of society other than SCs, STs and OBCs.
2. Already existing schools in this category need not be closed down until the Common School System becomes fully operational. However, no new schools in this category should be opened and the existing ones should be brought within the CSS.

**e. Kendriya and Navodaya Vidyalayas**

1. The Kendriya and Navodaya Vidyalayas and the schools similar to them are in contravention of several of the basic principles on which the CSS is based. They do not conform to the principle of equality on which the CSS is founded, and they discriminate against the children of the deprived and the economically backward classes. They are also not in keeping with the provisions of Article 21A of the Constitution. Besides, the establishment of new schools in this category will result in the diversion of resources which are urgently required for building the Common School System.
2. The State Government should not give permission for the expansion of these schools. All pending applications for the establishment of new schools in this category should, therefore, be rejected.
3. However, those schools in this category which have already been established may be allowed to continue.

## **F. Administration of School Education and Management of the Schools in the CSS**

### **a. Management of Schools**

1. A school system is as good as the school constituting it. And the quality of a school depends critically upon how it is managed.
2. Existing laws governing the composition, functioning etc., of the Management Committees of both the Primary and Middle Schools as well as Secondary Schools need to be restructured, keeping in mind the following considerations:
  - i) An overwhelming majority of the members of these Committees should be the parents of the children studying in these schools;
  - ii) The school Management Committee should have mostly elected members and only 2 or 3 nominated members, and the latter too should be nominated by the elected representatives of the Panchayati Raj Institutions;
  - iii) 50 percent of the members of the Committee should be women. At least one of the two office bearers i.e. the Chairperson and the Secretary of the Committee, should be a woman;
  - iv) It should be obligatory for the Committee to have representatives of scheduled castes, scheduled tribes, extremely backward classes and other backward classes;
  - v) Almost all the elected and nominated members of the Committee should come from the Poshak Kshetra of the school. There should be a clear-cut provision for defining and delineating the Poshak Kshetra;
  - vi) Chairperson and Secretary of the Committee should be only from amongst the elected members of the Committee and they should be elected democratically by the total membership of the Committee by a simple majority;
  - vii) There should be a well-defined linkages between the Management Committee and the Panchayati Raj Institution in the area in which the school is located.

Keeping in mind the above considerations, the Commission has recommended for the consideration of the Government, and eventually the Bihar Legislature, two draft legislations for the management of schools, one for elementary schools, and the other for secondary schools.

**b. Administration of School Education**

- i) The Commission would like the distinction between policy-making and implementation in the Department of Human Resource Development of the Government of Bihar to be restored;
- ii) The Commission also recommends the restoration of the earlier practice of the Directorate in the Department which is responsible for implementation, being headed by a single Director with adequate seniority and experience and stature in the field of education;
- iii) The Director should have a rank equivalent to the Joint Secretary in the Government of India, and should be in charge of the entire school education system;
- iv) He should be assisted by four Joint Directors, all from the Bihar Education Service, who will respectively head the Divisions of Elementary Education, Secondary Education, Teacher Education and Educational Survey and Research;
- v) The Joint Directors should have the rank of Director in the Government of India. They should enjoy sufficient autonomy and should have a minimum tenure of three years.
- vi) The post of the Director should be kept open for lateral entry in order to attract the best talent in the field. Candidates for the post can come either from the Bihar Education Service, the IAS or the education field in general.
- vii) A five year tenure should be given to the Director.
- viii) The Commission recommends that the field level outfit of the Department should be reduced from its current five tiers of hierarchy to only two tiers.
- ix) This would imply dispensing with the post of RDDE, and the officer of the Department at the Sub-Divisional and the Area Levels. There should be an effective presence of the Department at only two levels i.e. the District and the Block level. The Commission has suggested a reorganized structures at both these levels.
- x) The Department should no longer be involved in the academic inspection of schools and, therefore, the existing post for this purpose should be abolished.

**G. Teacher Education in the Common School System**

The Commission has prepared a programme of structural and process-oriented transformation of the entire system of teacher education from the bottom upwards in Bihar in order to respond to the challenge of moving towards the Common School System. The following are the components of the programme:

- a. **The present Cluster Resource Centres (CRCs) should be transformed into Cluster Teachers' Forum or Sankul Shikshak Manch (SSMs)**
1. The SSM will act strictly as an autonomous professional forum of teachers belonging to all schools functioning in its specified area. It will bring together teachers and Headmasters of schools at all levels from pre-elementary to senior secondary stage. It will have a full time teacher coordinator nominated from among the participant teachers.
  2. The SSM will be responsible for organising comprehensive "Academic Supervision" which will replace school inspection. The Commission has outlined the procedure for organising such Supervision and for the follow-up on reports based thereon.
- b. **Transforming Block Resource Centres (BRCs) into Block Education Centres or Prakhanda Shiksha Kendras (PSKs) by the following means:**
- i) The PSKs will function as an academic extension of DIET's and not under it;
  - ii) They will be engaged in teacher education, material development and research;
  - iii) Their functions will include designing and conducting in-service teacher education, educational surveys and research studies, and conducting on-service teacher education programmes for the untrained teachers in the Block.
  - iv) A faculty exchange programme between PSK on the one hand and DIET/SCERT on the other, will be instituted.
  - v) Each PSK will have 6 resource persons who will be seconded on deputation from among the teachers of the Primary, Middle and Senior Secondary Schools of the Block for a term of two years each.
- c. **Upgrading and Rejuvenating District Institute for Educational Training (DIET) and Primary Teachers Education Centres (PTECs)**
- All of the nominal 37 DIETs and 23 PTECs will be together taken up for being upgraded into full-fledged 60 DIETs. The Commission has suggested re-structuring DIETs with various branches and specialized units. It envisages 11 branches and 3 units in each DIET having 6 Senior Lecturers, 19 Lecturers, 2 Instructors, 4 Research Assistants, one Lab Assistant and one Multimedia Assistant.
- d. **SCERT will be restructured as an autonomous academic institution fully funded by the State Government. This will involve the following:**
- i) Its General Council and Governing Body will be restructured to give due representation to those engaged in teaching in schools, teacher education and in educational research and surveys;

- ii) The existing State Institute of Educational Technology (SIET) and the State Institute of Educational Management and Training (SIEMAT), will be organically merged with SCERT.
- iii) A Buniyadi Shiksha Sansadhan Koshang (BSSK) will be created in SCERT to coordinate the 150 Buniyadi Shiksha Pathyacharya Vikas Kendras (BSPVKs) to be established in the selected Buniyadi Vidyalayas with the purpose of instituting a work-centred curriculum in the primary and middle schools. This Koshang (Cell) will constitute and engage with a State-level Buniyadi Shiksha Chintan Samooh (BSCS);
- iv) SCERT will seek affiliation with the Patna University as an institution for conducting M.Phil. and Ph.D. research programmes;
- v) SCERT will prepare a vision statement;
- vi) The Director of the SCERT will be appointed through a Search Committee. It will be a tenure appointment initially for a period of 5 years, extendable to a maximum additional period of 3 years;
- vii) SCERT will design and organize a State-wide programme of offering research fellowships to 500 school teachers every year, each for a duration of one year. A provision of Rs. 5 crores has been made for this purpose in the Norms;
- viii) SCERT's departmental structure and faculty assignments will be revamped radically. The Commission has suggested the restructuring of SCERT into 16 Departments and one Cell with faculty strength of 103 consisting of 10 Professors, 22 Readers, 27 Senior Lecturers and 44 Lecturers, apart from supporting staff.

**e. Creation of a Teacher Education and Educational Research Cadre (Adhyapak Shikshan Evam Shaikshik Shodh Samvarg)**

This will be a Cadre of teacher educators and educational researchers for all institutions and structures in the State engaged in the task of teacher education and educational research. These institutions, among others, shall include SCERT, DIETs and PTECs, PSKs and government managed B.Ed. Colleges. Coordinators to be appointed at the proposed BSPVKs will also be a part of this new Cadre. The faculty members of this Cadre will be appointed exclusively by open selection. School teachers and officers of Bihar Education Service will be entitled to apply for selection in this Cadre.

**f. Instituting Gandhian Pedagogy in Bihar's School System**

The curriculum of all the Primary and Middle Schools of the State will be transformed within the next five years, on the basis of the Gandhian pedagogic principle of acquiring knowledge, building values and developing skills through work. During the next stage, the curriculum at

the secondary and senior secondary levels will be brought into this framework.

- i) A Buniyadi Shikshak Sansadhan Koshang (BSSK) will be established within SCERT to guide and coordinate teacher education, curriculum development, the creation of a new framework for evaluation and assessment in schools and undertake research, for the purpose of instituting work-centred curriculum in the school system;
- ii) The BSSK at SCERT shall constitute and engage with a State-level 40 to 50 member group of original thinkers and teacher educators called Buniyadi Shiksha Chintan Samooh (BSCS) for the purpose of giving an overall new philosophical and curricular direction to the school system and teacher education, and for reviewing the on-going work and participating periodically in programme of the 150 Buniyadi Shiksha Pathyacharya Vikas Kendras (BSPVKs).
- iii) BSPVKs: Out of the 391 Buniyadi Vidyalayas, 150 will be selected throughout the State for establishing BSPVKs but all the 391 Buniyadi Vidyalayas will be viewed as “lab schools”. The BSPVKs will be responsible for developing context-specific work-centred curriculum for the primary stage to begin with and successively over a period of time for the upper primary, secondary and senior secondary stages; organise in-service teacher education to gradually cover the entire school system; and to promote action research by the teachers with a view to providing systematic feedback for continuous and dynamic reforms.

**g. Teacher education for secondary and senior secondary stage**

1. A huge gap has to be filled in teacher education at this level. To bridge the cumulative gap and meet the regular requirement during the 9 year implementation period of the CSS, a 19-fold increase in the capacity of the institutions offering B.Ed. courses will be required. A 9 fold increase in the capacity of B.Ed. courses by the year 2016-17 is required in order to provide for a capacity to meet the demand for trained teachers arising out of the attrition rate due to retirement of teachers every year and the teachers required for the additional schools to be opened. To meet these requirements:
  - i) The number of University constituent B.Ed. colleges needs to be increased from the present 7 to a minimum of 40. This will meet 25% of the demand.
  - ii) 40 out of the present 250 constituent colleges of the 9 universities in the State will need to be encouraged and supported to organize B.Ed. courses, in order to meet another 25 percent of the total requirement.

- iii) The number of private B.Ed colleges should be increased to meet the remaining 50 percent of the total requirement.
2. A programme on the lines of Bachelor of Elementary Education offered by the University of Delhi, should be started in the University Departments of Education in Bihar as urgently as possible.
3. The Department of Education at the Patna University should be upgraded as an Institute of Advanced Study in Education.
4. At least four more Universities of the State should be supported to create and develop full-fledged Departments of Education.

## **H. Curriculum and Pedagogy**

1. “Constructivist perspective combined with critical pedagogy” is a means of empowerment of children, particularly those who stand excluded and marginalised. Constructivist approach allows learners to actively construct their own knowledge by connecting new ideas to the existing ones on the basis of materials and activities with which they are associated. Critical pedagogy “entails the acceptance of multiple view on social issues and a commitment to democratic form of interaction”. Both these pedagogic approaches taken together provide the essential basis for transforming the present school system into a Common School System.
2. Whereas the curriculum framework sets the basic contours for the whole country, the State agencies, district-level and block-level academic bodies, the schools and the teachers are expected to have increasing degree of freedom to introduce flexibility and practice diversity as they move from curriculum and syllabi towards the text books and the teaching-learning process. This approach should guide curriculum planning, syllabus formulation, text books preparation and pedagogic designing of the Common School System.
3. Based on the National Curriculum Framework (NCF), the SCERT should continue to prepare the Bihar Curriculum Framework and its syllabi, in the future also. This process should be reviewed periodically, preferably once every five years. The revision should be taken as a dynamic process and the provision of feedback from the class room as a basis of revision should be made from day one. The DIETs, PSKs and SSMs should have an organic role in collecting and analysing the feedback and making it available to the SCERT. The syllabus should be invariably tested with regard to its topics, the knowledge content as well as the pedagogy implicit in it.
4. Text books are relatively less important at the earlier stage of education and their significance increases steadily as one moves up to secondary and



senior secondary stages. This has to be kept in mind while planning and designing textbooks.

5. The responsibility for preparing the textbooks should fully rest with the SCERT. The drafts prepared by it should be vetted by an academic committee duly constituted by the State government for this purpose and should be field tested before being approved for publication by the Bihar Textbook Publishing Corporation.
6. Textbooks should be made available to the schools and to the students at the elementary stage as a part of free education. However, they should not be prescribed; they should instead be recommended as being necessary.

### **I. Place of Buniyadi Vidyalayas in Common School System**

1. The Commission rules out the option of reviving through the Buniyadi Vidyalayas the self-reliance component of the Gandhian concept of Basic Education.
2. Nor does the Commission consider it desirable to revive the Buniyadi Vidyalayas as vocational schools imparting knowledge and skills in trade and craft.
  - i) The Commission however, attaches great importance to Bihar launching a pioneering venture of applying at all school levels the Gandhian Pedagogy of acquiring knowledge, building values and developing multiple skills through productive work.
  - ii) The Commission has suggested the structure and processes for developing and applying the Gandhian Pedagogy to teaching in the schools in Bihar, and included its elements in the Norms recommended by it.
3. 150 of the 391 Buniyadi Vidyalayas will be selected for establishing BSPVKs and the remaining Vidyalayas will function as “lab schools”.
4. All the 391 Buniyadi Vidyalayas will continue to function as regular government Middle Schools as they do today. They will become a part of the Common School System and will be upgraded according to the Norms of the CSS.
5. If the above recommendations are accepted, then action will have to be initiated formally to disband the Buniyadi Shiksha Parishad.

### **J. Proposal for Establishing Zila Adarsh Vidyalayas**

1. The idea behind the Zila Adarsh Vidyalaya is to select a High School in each district headquarters of Bihar and endow it with sufficient fund and other resources in order to convert it into a Adarsh Vidyalaya which will be the centre for training talented Bihari students for competing

successfully in Central Services Examinations and for admission to Centres of higher learning.

2. This proposal runs counter to the whole philosophy and approach underlying the Common School System, the very essence of which is to provide an opportunity to all children to access education of equitable quality.
3. The purpose behind the Adarsh Vidyayalas will be better served if the State government, instead of establishing such Vidyayalas, creates Centres (which may be called *Uchch Shiksha Sopan*) in each district to prepare students, selected on the basis of merit, for entering various streams of higher education.
4. Such Centres should be located in selected High Schools in each district but its activities should not be a part of the mainstream teaching in the schools.
5. Additional faculty members of caliber much higher than that prevailing in the schools, will have to be recruited, and additional facilities provided.

#### **K. Norms & Standards and the Financial Implications of the Common School System in Bihar**

1. The Commission has set in considerable details Norms and Standards for both Primary & Middle Schools education as well as for Senior Secondary Schools. These include of access to schools, school land, physical infrastructure, school furniture and equipment, number of teachers required & their training and provision for free & compulsory elementary education. The Commission would like to highlight the following Norms and Standards:
  - i. A Primary School will be provided within the habitation or within 1 km of every habitation. A Middle School will be provided within the habitation or up to 3 kms. of every habitation and a Senior Secondary School will be provided within 5 kms. of every habitation.
  - ii. For elementary education, each class or section will have 40 students. Each Primary School will have a capacity of 210 students and Middle School, a capacity of 440 students. At the secondary level, each class or section will accommodate 40 students whereas at the senior secondary level it will accommodate 30 students. Each Senior Secondary School will have a capacity of 420 students.
  - iii. School Land: A Primary School would have a minimum of 500 sq.mts. or 0.12 acre of land, a Middle School 800 sq. mts. or 0.20

acres, and a Senior Secondary School 1158 sq. mts. or 0.29 acres. Each Middle School will have 1 acre of land for playfield & a Senior Secondary School, 1.58 acres for this purpose.

- iv. Physical Structure: Total floor area of a Primary School would be 415 sq. mts., of Middle School 790 sq. mts. And of Secondary School 1110 sq. mts. Class room sizes in all the schools will be 40 sq. mts.
  - v. In each Primary and Middle School, there will be a hall for pre-elementary children measuring 50 sq. mts.
  - vi. School furniture and equipment: These will include furniture, computers, equipment for games and sports, office equipment, teaching-learning equipment, library books, telephone (for Middle and Senior Secondary Schools only). Utensils for mid-day-meal scheme (Primary and Middle Schools only).
  - vii. There will be 8 teachers in each Primary School, 17 in each Middle School and 20 in each Senior Secondary School. The pupil-teacher ratio in these schools will be 35:1, 30:1 & 22:1 respectively. All teachers will be trained & will be otherwise qualified according to the NCTE Norms.
2. At the beginning of 2007-08 there were 34.8 thousand Primary Schools and 15.5 thousand Middle Schools in Bihar.
  3. It is estimated that the universalisation of elementary education will call for the establishment of 26 thousand additional Primary schools and 15.5 thousand additional Middle Schools during the five years period from 2007-08 to 2012-13. This means approximately 74.4 percent increase in the number of Primary Schools and almost doubling of the number of Middle Schools.
  4. At the beginning of 2007-08, there were only 2.6 thousand Senior Secondary Schools. For universalising secondary education and providing 70 percent transition to senior secondary education, Bihar will need 21.7 thousand Senior Secondary Schools. This means a 7.5 fold increase in the number of such schools.
  5. In the beginning of 2007-08, there were 2.2 lakhs teachers for Primary Schools, 1.16 lakhs teachers in Middle Schools and 31.3 thousand teachers in Senior Secondary Schools, totalling 3.72 lakh teachers. By 2012-13, this total strength needs to be raised to 11.2 lakhs and by 2016-17 to 15.28 lakhs. Thus, the number of teachers in Primary Schools will have to be more than doubled in five years and the number of teachers in Middle Schools will have to increase by more than four times by 2012-13. By 2016-17, 4.42 lakhs teachers will have to be employed in Secondary Schools against the present number of only 31000 teachers. This will mean a more than 14 times increase in the deployment of Secondary School teachers.

6. The Norms include the renovation of SCERT, renovation or construction of 37 DIETs and 23 PTECs and the strengthening of all these three institutions with equipment and other facilities. They also include the construction of 249 and strengthening of 533 PSKs and the construction of 500 SSMs.
7. Finally, the Commission has prepared a programme for the upgradation of one existing University Department, four new University Departments of Education and upgradation of ten existing colleges of teachers education.
8. The Commission has calculated the unit costs of each item of non-recurring and recurring expenditure including the annual recurring expenditure for running teacher education institutions and for providing teacher training. The estimated total expenditure on school education in the first year of the implementation period i.e. 2008-09 is 17,254.9 crores. The estimated additional expenditure for establishing the CSS comes to Rs.10,699.6 crores in 2008-09. If the State government decides to increase the share of expenditure for school education in the total budget expenditure from the present level of approximately 12 percent to 20 percent, the additional resources to be mobilised will come down to Rs.8,923.5 crores in 2008-09.

The Commission has presented an Option 2 whereby the plinth area for each school will be reduced by 20.8 percent for Primary Schools, 16 percent for Middle Schools and 30.3 percent for Senior Secondary Schools; and a few other items of non-recurring expenditure will be reduced or eliminated. Under this Option, the estimated total expenditure will be Rs.15,554.5 crores in 2008-09. The additional expenditure will be Rs. 8,999.2 crores and if the share of expenditure for school education in the total budget expenditure is increased to 20 percent. then the additional expenditure under this Option will be Rs.7,223.1 crores.

These figures may appear daunting but they are by means surprising To bridge the cumulative gap and to proceed to build the Common School System, mobilisation of resources on this scale is absolutely essential.

If the Kothari Commission's recommendations of devoting 6 percent of the GNP to education is implemented and if a portion of it commensurate with the population of Bihar, becomes available to the State both through the Centre and the State government's endeavour, then an additional amount of only Rs.1748 crores needs to be mobilised for building the Common School System.

The Commission suggests the following measures for mobilising the additional resources:

- i) The State government should urge the Central government to provide all assistance under the Sarva Shiksha Abhiyan (SSA) within the framework of the Common School System.

- ii) The State government should approach Ministries other than the HRD, for getting assistance for specific facilities like computers, lab equipment etc. for building the CSS.
- iii) The State government should approach national financial institutions, particularly Banks, for giving loans to the State as a contribution for implementing the CSS.
- iv) In implementing the Rural Employment Guarantee Scheme, the State government should give priority to building schools through the work to be undertaken under the scheme.
- v) The government should send out a general call to the rural and urban community to help in building schools under the CSS.
- vi) A part of the additional resources, though modest, can be mobilised by eliminating all schemes and programmes in the State which are not consistent with the approach of the CSS, and utilising the resources thus released for financing the CSS.
- vii) Finally, the Chief Minister should go on a special mission to the Prime Minister of India and the Union Minister for HRD and seek the Central government is assistance for meeting at least 50 percent of the additional cost for the CSS

## **L. The Bihar Right to Education and Common School System Bill**

1. The Commission has prepared a Bihar Right to Education and Common School System Bill and commended it for adoption by the State Legislature. The Bill encapsulates in formal and legal language the theoretical and conceptual premises behind the CSS and spells out the rights and obligations of the different agents related to the Common School System.
2. This includes the Child's Right to Free and Compulsory Pre-Elementary and Elementary Education of Equitable Quality and Provision of Education of Equitable Quality for Children at the Secondary and Senior Secondary levels; Duties of the State to Ensure such Education; the Duties of the State to Create a Common School System; Regulation and Inspection of Private Schools; Provisions Relating to Teachers; those relating to the Content and Process of Education. Finally, the Bill provides for the constitution of a State Commission for School Education to continuously monitor the implementation of the Act, recommend suitable measures and issue directives wherever necessary, act as an Ombudsman for the purpose of the Act and to act as a court of last appeal in relation to any grievance regarding non-implementation of any provision of the Act.
3. One of most important provisions in the Act is the section in Chapter 3 which calls upon the State to ensure that every child in the age group of 5-

14 years is provided free education of equitable quality, and in the age group 15 to 18 years, education of equitable quality in a school that fulfils the norms and standards as specified in Schedule I and II of this Act. Schedule-I contains in a summary form the Norms and Standards of the Common School System, whereas Schedule-II spells out the policy on teaching of languages and medium of education under the Common School System.

Among the duties of the State, are also included:

To ensure the availability of a neighbourhood school for every child in the age group of 5-14 years within a period of 5 years, in the age group of 15 to 16 years within a period of 8 years and in the age group of 17 to 18 years within a period of 9 years.

To ensure that professionally trained teachers in accordance with the norms of the NCTE are engaged in the neighbourhood schools.

Among the Rights of the Child, it is provided that no child shall be expelled from a school until she completes her pre-elementary and elementary education.

It is also provided that no school, government or private, shall hold any entrance test or interviews or interaction with children or their parents or guardians, for the purpose of admission up to Class X.

It is further provided that no child shall be required to appear in a public examination at the elementary stage and a child who completes elementary education as well as secondary and senior secondary education will not be declared, “passed” or “failed”, but instead shall be given a certificate indicating her performance.



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Letter No – 8 / & 3 – 105/2006 .....

Government of Bihar

HUMAN RESOURCE DEVELOPMENT DEPARTMENT

Resolution

Subject: Constitution of Common School System Commission.

A Common School System Commission is hereby constituted in order to provide quality education to all children and to achieve the goal of equality and social justice in the school education system. The reference point of this system shall be the Common School System founded on the principle of neighbourhood schools as recommended by the Education Commission (1996), which has been accepted by the National Policy on Education – 1986 and again by the National Policy on Education – 1986 (As modified in 1992).

2. Prof. Muchkund Dubey, former Foreign Secretary and Professor at Jawaharlal Nehru University shall be the Chairperson of the Commission. Prof. Anil Sadgopal, former Professor, Department of Education and Dean, Faculty of Education, University of Delhi will be its Member and Dr. Madan Mohan Jha, Commissioner and Secretary, Human Resource Development Department shall be its Member-Secretary.
3. The Terms of Reference of the Commission shall be as follows:
  - (i) To carry out a comprehensive study of the present school system in the State, including the structure and the educational facilities available in government, private and other kinds of schools and various educational streams;
  - (ii) To recommend Norms and Standards and other necessary provisions for ensuring education of equitable quality for all children in the State, and make an assessment of its financial implications so that all children in the neighbourhood may access such schools and receive school education of high quality;
  - (iii) To recommend a framework for Common School System from the standpoint of ensuring children's Fundamental Right to Free and Compulsory Education under Article-21A of the Constitution;
  - (iv) To formulate a plan of action for implementing the Common School System in the State;
  - (v) To examine, within the context of building the Common School System, the pace setting role of Gandhi's Basic Schools (*Buniyadi Vidyalaya*) and also Model Schools (*Adarsh Vidyalaya*) being proposed for the District Headquarters and recommend a plan of action accordingly;
  - (vi) To study the teacher education institutions available and functioning within the State and also their curricula and make recommendations in order to mould them as per the requirements of the Common School System;



4. In order to formulate its recommendations, the Commissions may:
- (i) Constitute expert committees or sub-committees for studying any subject and undertaking research as and when necessary and to obtain the advice of consultants/advisors by appointing them for short periods;
  - (ii) Receive full cooperation from all departments and officers of the State Government and, in this connection, invite any officer or employee of the State Government for the purpose of consultation and also obtain information and reports from them;
  - (iii) Invite non-government institutions and persons for discussion and advice and also organise seminars, meetings and workshops as and when necessary;
  - (iv) Visit various parts of the State with a view to undertake field studies on any specific subject or, under special circumstances, even undertake travel outside the State, with consent of the State Government;
5. The Commission shall have a term of nine months but, without waiting for its final report, the Commission may submit its interim reports to the State Government from time to time.

**ORDER**

It is hereby ordered that this Resolution be published in the Gazette of Bihar and its copies may be sent to all concerned.

sd/-  
(Madan Mohan Jha)  
Commissioner and Secretary

Memo – 8 / & 3 – 105 /2006, 1335, Patna, Dated 8<sup>th</sup> August, 2006.

Copy to: Superintendent, Secretariat Printing & Press, Guljarbagh, Patna for the purpose of publishing it in the forthcoming extraordinary issue of the Gazette.

sd/-  
(Madan.Mohan Jha)  
Commissioner and Secretary

Memo – 8 / & 3 – 105 /2006, 1335, Patna, Dated 8<sup>th</sup> August, 2006.

Copy to: Accountant General, Bihar, Patna / Lokayukt, Bihar, Patna / Principle Secretary, Governor's Secretariat, Bihar / All Commissioners and Secretaries of the Government / All Secretaries of the Government / All Divisional Commissioners / All Heads of Departments / Registrar General, High Court, Patna / Secretary, Bihar Vidhan Sabha, Patna / Secretary, Bihar Vidhan Parishad, Patna / All District Magistrates / All Directors, Human Resource Development Department, Bihar for information and necessary action.

sd/-  
(Madan.Mohan Jha)  
Commissioner and Secretary

## Commission's Administration and Research Staff

Sri Rajesh Thadani  
Additional Director, SIEMAT, Patna  
Secretary  
Common School System Commission, Bihar

### **Research Team\***

Sri Gyandeo Mani Tripathi  
Lecturer, SIEMAT, Patna  
Research Co-ordinator

Sri Mukesh Kumar Shrivastava  
Research Assistant

Sri Sushil Kumar  
Research Investigator

### **Administrative Staff**

Sri Paritosh Kumar Jha\*\*  
Assistant Computer Programmer, SIEMAT, Patna  
Liaison Officer

Sri Sanju Kumar  
Accountant, Bihar Siksha Pariyojna Parishad, Patna  
Liaison Officer (Volunteer)

Sri Baban Lal\*\*  
Sorter-cum-Projectionist, SCERT, Patna  
Accounts In-charge

Sri Surendra Pandit\*\*  
Steno-cum-Typist, SCERT, Patna  
Establishment In-charge

### **Office Staff**

Md. Mujtaba Husain  
Steno/Computer Operator

Sri Rajeev Kumar  
Steno/Computer Operator

Smt. Nilam Kumari  
Steno/Computer Operator

Sri J. Suresh  
Office Assistant

Sri Anselm Fleix\*\*  
Driver, SIEMAT, Patna  
Driver

Sri Uma Shankar Singh\*\*  
Peon, SCERT, Patna  
Office Attendant

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\*Dr. Sri Raman worked in Research Team from October 10, 2006 to April 05, 2007.

\*\*On Deputation.

**List of Commission`s Meetings Held**

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<b>Sl. No.</b>	<b>Dates of Meetings</b>
1	18.08.2006 (New Delhi)
2	06.09.2006 to 07.09.2006
3	07.10.2006 to 13.10.2006
4	12.11.2006 to 20.11.2006
5	29.11.2006 to 01.12.2006
6	22.12.2006 to 30.12.2006
7	27.01.2007 to 03.02.2007
8	20.02.2007 to 01.03.2007
9	01.04.2007 to 10.04.2007
10	24.04.2007 to 01.05.2007
11	05.05.2007 to 08.05.2007 (New Delhi)
12.	12.05.2007 to 19.05.2007
13.	23.05.2007 to 29.05.2007
14.	03.6.2007 (New Delhi)

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**Consultants**

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	<b>Name of Consultants</b>	<b>Task Assigned</b>
1.	Dr. P.P. Ghosh Director, Asian Development Research Institute (ADRI), Patna	Financial Implications of Common School System in Bihar
2.	Sri Basant Choudhary Senior Advocate, Patna High Court, Patna	Legislations relating to Right to Education and Common School System in Bihar

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### List of Educational Institutions Visited

Date	Sl. No.	Name of Educational Institution	Place
<b>22.12.2006</b>	1	Manohar High School	Bajjnathpur, Saharsa
	2	Primary School	Tulsiyahi, Saharsa
	3	Primary School	Anchalkahra, Supaul
	4	Middle School	Parsarma, Supaul
	5	Primary School	Solhani, Supaul
	6	High School	Sukhpur, Supaul
	7	Pandit Ramakant Jha Sanskrit Primary-cum-Middle School	Sukhpur, Supaul
	8	Chetmani Middle School	Sukhpur, Supaul
	9	Harijan Middle School	Sukhpur, Supaul
	10	High School	Karanpur, Supaul
	11	Dr. Jagannath Mishra Inter College (Vitta Rahit)	Karanpur, Supaul
	12	Middle School	Bhirkhi, Madhepura
	13	Girls Project High School	Sinheshwar, Madhepura
	14	Primary Teacher Education College (Upgraded DIET)	Madhepura
	15	Veer Kunwar Singh High School (Vitta Rahit)	Saharsa
<b>23.12.2006</b>	16	Chitragupta Middle School	Saharsa
	17	Madarsa Faiz-ul-uloom	Saharsa
	18	Urdu Middle School	Saharsa
	19	Government Polytechnic	Saharsa
	20	Government Teacher Training College	Saharsa
	21	Lahtan Choudhary Inter College (Vitta Rahit)	Saharsa
	22	Madarsa Noor-ul-Islam	Bariyahi, Saharsa
	23	Sanskrit High School	Bangaon, Saharsa
	24	Buniyadi Vidyalaya	Kataiya, Madhepura

<b>31.01.2007</b>	25 Government K.B. Sahay High School,	Shaikhpura, Patna
	26. K. B. Sahay Middle School	Sheikhpura, Patna
	27. Sant Vinoba High School (Vitta Rahit)	Patel Nagar, Patna
	28. Girl's Middle School	Golghar
<b>02.02.2007</b>	29. Patna Training College	Dariapur, Patna
	30. Post Graduate Department of Education	Patna University, Patna
	31. Rajkiya Madarsa Islamiya Shamsul Houda	Ashok Rajpath, Patna
<b>25.04.2007</b>	32. State Council for Educational Research and Training (SCERT)	Mahendru, Patna
	33. State Institute of Educational Management & Training (SIEMAT)	Mahendru, Patna

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### Seminars Attended

Date	Topic	Organiser/Venue
08.10.2006	Saman School Pranali (Common School System)	Ram Avtar Memorial Trust, Ashoka Palace, Patna
29.12.2006	Vidyalayi Siksha ka Prabandhan (Management of School Education)	Madhyamik Sikshak Sangh, Jamal Road, Patna
12.10.2006	Samaan School Pranali ki Panchayati Raj Vyavastha mein Prasangikta- Samasyaen Aur Sambhavnayen (Revelence of Common School System in Panchayti Raj System- Problems and Posiibilities)	Jagjeevan Ram Sansadiya Adhyayan Evam Rajnitik Shodh Sansthan, Patna

### List of Bihar Government Officials with Whom the Commission Interacted

Date	Representative	Designation & Departments
<b>09.10.06</b>	Sri Arun Kumar Sharma	Deputy Director Secondary Education, Department of Human Resource Development
	Sri Binod Kumar Jha	Assistant Director, Primary Education, Department of Human Resource Development
	Sri Binodanand Jha	Secretary, Bihar School Examination Board, Department of Human Resource Development
	Sri Dhananjay Kumar	Director, State Council of Educational Research and Training, Department of Human Resource Development
	Sri Dineshwar Paswan	Special Director, Secondary Education, Department of Human Resource Development
	Sri Gyan Deo Mani Tripathi	Lecturer, SIEMAT, Department of Human Resource Development
	Sri Hasan Waris	Deputy Director, Secondary Education, Department of Human Resource Development
	Sri Kamleshwar Prasad Singh	Director Secondary Education, Department of Human Resource Development
	Sri Mukhdeo Singh	Deputy Director, Primary Education, Department of Human Resource Development
	Sri Rajesh Thadani	Additional Director, SIEMAT, Patna, Department of Human Resource Development
	Sri Ravindra Ram.	Director, Research & Training, Department of Human Resource Development
	Sri S. A. Moin	Deputy Director, Research & Training, Department of Human Resource Development
Sri Shashi Bhushan Raj	Assistant Director, Primary Education, Department of Human Resource Development	
<b>10.10.06</b>	Dr. Archana Verma	Research Officer, Science and Mathematics Department, State Council of Educational Research and Training, Department of Human Resource Development
	Sri Binodanand Jha	Secretary, Bihar School Examination Board, Department of Human Resource Development
	Sri Dhananjay Kumar	Director, State Council of Educational Research and Training, Department of Human Resource Development
	Sri Geeta Prasad	Samayojak, State Council of Educational Research and Training, Department of Human Resource Development
	Sri Girish Shankar	Chairman, Bihar Intermediate Education Council
	Sri Imteyaz Alam	Lecturer, Bhasha Siksha Vibhag, State Council of Educational Research and Training, Department of Human Resource Development



	Sri Indrajeet Mukherjee	Assistant Director, Department of Welfare
	Sri Indumauli Tripathi	Head of Department, State Council of Educational Research and Training, Department of Human Resource Development
	Sri Niwas Chandra Tiwari	Secretary, Bihar Intermediate Education Council
	Sri Shambhu Nath	Deputy Examination Controller, Bihar Intermediate Education Council
	Sri Sudhir Kr. Sinha	Head of Department, State Council of Educational Research and Training, Department of Human Resource Development
	Sri Sunil Kumar	Joint Secretary, Bihar Intermediate Education Council
	Sri Vijay Prakash	Secretary., Department of Welfare
	Sri Yugeshwar Rai	Joint Secretary, Bihar Intermedaite Education Council
<b>11.10.06</b>	Sri Anjani Kumar Singh	State Project Director, Bihar Shiksha Pariyojana Parishad
	Sri Ashok Kumar Tiwari	Bihar Sanskrit Education Board
	Sri Basant Kumar	Secretay, Bihar Sanskrit Siksha Board
	Sri Chandra Bhushan Jha	Examination Controller, Bihar Sanskrit Siksha Board
	Sri Habibur Rab	Deputy Secretary, Bihar State Madarsa Education
	Dr. Khurshid Alam	Secretary, Bihar State Madarsa Board
	Sri K. P. Singh	Director. Secondary Education, Department of Human Resource Development
	Sri N. K. Verma	Academic Registrar, Bihar Textbook Corporation
	Sri Ravi Shankar Singh	Programme Officer, Bihar Siksha Pariyojana Parishad
<b>12.10.06</b>	Dr. Amar Kant Singh	Assistant Labour Commissioner
	Sri A. P. Trivedi	Dy. Commissioner, Navodaya Vidyalaya Samiti, Regional Office, Patna
	Sri K. K. Mahto	Labour Commissioner
	Sri Somit Srivastava	Education Officer, Kendriya Vidyalaya Sangathan (Regional Office), Patna
<b>13.10.06</b>	Sri Ashok Singh	Director, Primary Education, Department of Human Resource Development
	Sri Ajit Kumar	Deputy Director, Secondary Education, Department of Human Resource Development
	Sri Ali Imam	Principal, DIET, Vikram, Patna, Department of Human Resource Development
	Sri Dhananjay Kumar	Director, State Council of Educational Research and Training, Department of Human Resource Development
	Sri Dineshwar Paswan	Director, Jan Siksha, Department of Human Resource Development
	Sri Hasan Waris	Deputy Director, Secondary Education, Department of Human Resource Development

	Sri K.P.Singh	Director. Secondary Education, Department of Human Resource Development
	Sri Krishna Kant Thakur	State Resource Person, Bihar Education Project Council
	Sri Mukhdeo Singh	Dy. Director, Primary Education, Department of Human Resource Development
	Sri Nagendra Nath	Deputy Director, Secondary Education, Department of Human Resource Development
	Sri R. S. Singh	Deputy Director, Primary Education, Department of Human Resource Development
	Sri Raghubansh Kumar	Deputy Director, Primary Education, Department of Human Resource Development
<b>19.11.06</b>	Sri Anjani Kumar Singh	State Project Director, Bihar Shiksha Pariyojana Parishad
	Sri Ashok Choudhary	Chief Secretary
	Sri Ashok Kumar Chauhan	Commissioner-cum-Secretary, Department of Labour
	Sri Bashir Ahmad Khan	Chief Forest Conservator
	Sri K. K. Mahto	Labour Commissioner
	Sri Keshri Nath Jha	Director, Welfare Department
	Sri Rameshwar Singh	Secretary, Mines and Surface Department
	Sri Sanjay Kumar	Special Secretary, Department of Law
	Smt. Sujata Chaturvedi	Deputy Director, Patna Regional Development Authority
	Sri Surendra Prasad Sinha	Excise Commissioner
	Sri Yogendra Prasad	Secretary-cum-Legal Advisor, Department of law
<b>20.12.06</b>	Sri P. K. Basu	Commissioner & Secretary, Department of Urban Development, Department of Human Resource Development
	Sri Shailesh Kumar	Department of Rural Development
<b>28.12.06</b>	Sri Arun Kumar Sharma	Deputy Director, Secondary Education, Department of Human Resource Development
	Sri S. A. Moin	Dy. Director, Research & Training, Department of Human Resource Development
<b>29.12.06</b>	Dr. Deepak Prasad	Secretary, Panchayati Raj Department,
	Sri Hasan Waris	Deputy Director, Secondary Education, Department of Human Resource Development
	Sri R. S. Singh	Deputy Director, Primary Education, Department of Human Resource Development
	Sri S. A. Moin	Deputy Director, Research & Training, Department of Human Resource Development

<b>19.01.07</b>	Sri Ashutosh Kumar	District Education Officer, Aurangabad, Department of Human Resource Development
	Sri C. S. Kumar	District Supretendent of Education, Aurangabad, Department of Human Resource Development
	Sri M. T. Rahman	District Education Officer, Nawada, Department of Human Resource Development
	Md. Geyasuddin	District Education Officer, Jehanabad, Department of Human Resource Development
	Sri Milind Kumar Sinha	District Education Officer, Jehanabad, Department of Human Resource Development
	Sri Ranjan Kumar	Regional Deputy Director of Education, Magadh Commissionery, Department of Human Resource Development
	Sri Ranjeet Pratap Narayan Sinha	District Superintendent of Education, Nawada, Department of Human Resource Development
	Sri Shyam Narain Kunwar	Regional Deputy Director of Education, Saharsa, Department of Human Resource Development
	Sri Vindi Singh	District Education Officer, Gaya, Department of Human Resource Development
<b>04.04.07</b>	Sri Anjani Kr. Singh	State Project Director, Bihar Shiksha Pariyojana Parishad
	Sri S.A. Moin	Deputy Director, Research & Training, Department of Human Resource Development
	Sri Vijay Prakash	Secretary, Welfare Department

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**List of Teachers Organisations/Student Organisations/School Associations/NGOs with Whom the Commission Interacted**

<b>Date</b>	<b>Sl. No.</b>	<b>Organisations/Associations</b>	<b>Document / Memorandum submitted</b>
<b>14.11.06</b>	<b>1.</b>	<b>Christian Minority Educational Society, Patna</b> (i) Sri G.I. Galstaun, Secretary (ii) Sister Jayashree (iii) Sri A. G. de Rozario (iv) Sri M. Daniell	Yes
	<b>2.</b>	<b>Association of Independent Schools, Bihar</b> (i) Dr. M. Hasan (President) (ii) Dr. Rajeev Ranjan Singh (Vice President) (iii) Sri Jai Ram Sharma (iv) Dr. Ramayan Prasad (v) Dr. Arvind Kumar	Yes
<b>15.11.06</b>	<b>3.</b>	<b>Bihar Minority Secondary Teacher's Association</b> (i) Sri M.A. Zahidi (General Secretary) (ii) Sri Vijay Gunjan (Secretary)	No
	<b>4.</b>	<b>All Bihar Madarsa Teachers Association</b> (i) Md. Zahirul Haque (President) (ii) Md. Isa	No
	<b>5.</b>	<b>Bihar Sanskrit Prathmik-sah-Madhyamik Sikshak Sangh</b> (i) Dr. Gauri Nath Mishra ' Bhaskar' ( President) (ii) Sri Dayanand Jha (General Secretary) (iii) Sri Ramvilas Mehta (Joint Secretary) (iv) Sri Ramashrey Choudhary	Yes
<b>16.11.06</b>	<b>6.</b>	<b>Association for Buddhist Circuit Development, Bodhgaya</b> (i) Dr. Anil Kumar (President)	Yes
	<b>7.</b>	<b>District Student Union JD (U), Jamui</b>	Yes

	(i) Md. Faiyaz Ahmed	
8.	<b>Gandhi Vidya Sansthan, Bhagalpur</b>	Yes
	(I) Dr. Ramji Singh	
	(ii) Sri B.B. Prabhakar	
	(iii) Sri Rajeev Ranjan Kumar	
9.	<b>Milli Educational and Welfare Society, Kishanganj</b>	No
	(i) Anzar Alam (Chairman)	
10.	<b>Abhinandan, Saran</b>	Yes
	(i) Sri Ajay Kumar Singh	
11.	<b>Progressive Development Society, Patna</b>	Yes
	(i) Sri Ashok Giri (Secretary)	
12.	<b>Ram Ugrah Rai Educational and Welfare Society, Patna</b>	Yes
	(i) Smt. Tanuja Sinha (Secretary)	
13.	<b>Budni Sitaram Seva Kendra, Saupaul</b>	Yes
	(i) Sri Upendra Singh Kushwaha	
17.11.06	15. <b>Vitt Rahit Siksha Sanyukt Sangharsh Morch, Patna</b>	Yes
	(i) Sri Jai Narayan Singh ' Madhu' (General Secretary)	
	16. <b>Bihar Pradesh Madhyamik Sikshak Evam Sikshakettar Karmchari Mahasangh, Patna</b>	Yes
	(I) Raj Kishore Prasad 'Sadhu'	
	17. <b>Bihar Intermediate Sikshak Evam Sikshakettar Karmchari Mahasangh, Patna</b>	Yes
	(i) Ganesh Prasad Singh (General Secretary)	
	18. <b>Pados ka School Sabka School Abhiyan, Patna</b>	Yes
	(i) Prof. Wasi Ahmed	
	19. <b>Gyan Vigyan Samiti, Patna</b>	Yes
	(i) Sri Sachchidanand Yadav ( General Secretary)	
	(ii) Smt. Pushpa	
	(iii) Sri Awadhesh	
	20. <b>Oxygen..... A movement, Patna</b>	Yes
	(i) Sri Binod Singh	

21. <b>Safer, Patna</b>	Yes
(i) Sri Rajnesh Bharadwaj	
22. <b>All India Secondary Teachers Federation, Patna</b>	Yes
(i) Sri Brijendra Singh	
(ii) Sri Rati Ram Yadav	
23. <b>Bihar Arajpatrit Prarambhik Sikshak Sangh, Patna</b>	Yes
(i) Sri Ashutosh Kumar ' Rakesh' (Secretary)	
(ii) Sri Mahesh Kumar	
24. <b>Bihar Rajya Prathmik Sikshak Sangh, Patna</b>	Yes
(i) Sri Mahendra Prasad Sahi (General Secretary)	
25. <b>Zila Hindi Sahitya Sammelan, Madhubani</b>	Yes
(i) Sri Sudhir Kumar Singh	
26. <b>Madhyamik Sikshak Sangh, Jehanabad</b>	
(i) Sri Baijnath Prasad Sharma (District President)	
27. <b>Abhinav Niketan, Patna</b>	Yes
(i) Sri Sunil Kumar Srivastava (Secretary)	
28. <b>Bharat Gyan Vigyan Samiti (BGVS), Patna</b>	No
(i) Sri Ghalib	
<b>Ram Avatar Shastri Memorial Trust</b>	No
(i) Sri Brahmdeo Narayan	
18.11.06 29. <b>Bihar Pradesh Madhyamik Sikshak Sangh, Patna</b>	
(i) Shambhu kumar Singh	
19.11.06 30. <b>Madhyamik Sikshak Sangh, Patna</b>	
(i) Sri Shatrughan Prasad Singh (President)	
(ii) Sri Kedarnath Pandey	
21.02.07 31. <b>Bihar Pradesh Madhyamik Sikshak Evam Sikshakettar Karmchari Mahasangh, Patna</b>	Yes
(i) Sri Raj Kishore Prasad ' Sadhu' (State Co-ordinator)	
32. <b>Vitt Rahit Siksha Sanyukt Morcha, Patna</b>	Yes
(i) Sri Rai Shripal Singh ( President)	

	(ii) Sri Jai Narayan Singh ' Madhu' ( General Secretary)	
33.	<b>Bihar Pradesh Madhyamik Sikshak Sangh, Patna</b>	Yes
	(i) Sri Shambhu Kumar Singh (General Secretary)	
	(ii) Sri Rajendra Kumar Banfool	
	(iii) Sri Jitendra Prasad Singh	
34.	<b>Bihar Rajya Sanskrit Sikshak Sikshakettar Karmachari Mahasangh, Patna</b>	Yes
	(i) Sri Nagendra Kumar Shukla (Executive Chairman)	
	(ii) Sri Ramadhar Singh (Executive General Secretary)	
	(iii) Sri Dev Narayan Jha	
	(iv) Sri Virendra Prasad Shukla	
35.	<b>Bihar Sanskrit Prathmik-sah-Madhyamik Sikshak Sangh, Patna (Faction)</b>	Yes
	(i) Sri Awadhesh Kumar Singh (Joint Secretary)	
36.	<b>Bihar Sanskrit Prathmik-sah-Madhyamik Sikshak Sangh, Patna (Faction)</b>	Yes
	(i) Dr. Gauri Nath Mishra 'Bhaskar' ( President)	
	(ii) Sri Ramashray Choudhary	
	(iii) Sri Baidyanath	
37.	<b>Bihar Madarsa Sikshak Sangh, Patna</b>	Yes
	(i) Sri Zahirul Haque	
	(ii) Sri Syed Mohibul Haque	
	(iii) Md. Saifullah	
38.	<b>Bihar Pradesh Intermediate Sikshak Evam Sikshakettar Karmchari Mahasangh, Patna</b>	Yes
	(i) Sri Ganesh Prasad Singh (General Secretary)	
	(ii) Sri Vashist Narayan Singh (State President)	
	(iii) Sri Jai Narayan Singh 'Madhu'	
	(iv) Sri Dev Kumar Rai	
01.05.07	39. <b>East and West Educational Society, Patna</b>	No
	(i) Sri Vinay K. Kanth	
	(ii) Ms. Daisy Narayan	

## List of Research Institutions/Universities with Whom the Commission Interacted

Date	Name	Address
17.11.06	Dr. Kumar Sanjiv	Lecturer, Patna Training College, Patna University, Patna
	Dr. Sarika	Patna Training College, Patna University, Patna
	Dr. Vidhan Chandra Bharti	Jai Prakash Narayan University, Chapra
	Sri Khagendra Kumar	H.O.D., Patna Training College, Patna University, Patna
27.02.07	Dr. Amol Raj	Co-ordinator, College Development Council, Bhupendra Narayan Mandal University, Madhepura
	Dr. Jagdish Prasad Sharma	Principal, Patna Training College, Patna
	Dr. K. J. Verma	Director, Distance Education, Jai Prakash Narayan University, Chapra
	Dr. Monawwar Jahan	Principal, Women's Training College, Patna
	Dr. Narendra Prasad	5, Doctors Colony, Kankarbagh, Patna
	Prof. A. Yadav	Vice Chancellor, Baba Saheb Bhim Rao Ambedkar University, Muzaffarpur
	Prof. Jitendra Singh	Vice Chancellor, Jai Prakash Narayan University, Chapra
	Prof. Kishore Kumar Singh	Director, College Development Council, Tilak Manjhi Bhagalpur University, Bhagalpur
	Sister Doris D' Souza	Principal, Women's College, Patna
	Sri Ajay Kishore Sharan	Co-ordinator, College Development Council, Veer Kunwar Singh University, Ara
	Md Israil Khan	Director, Distance Education Magadh University, Bodh Gaya
	Sri Mishri Lal Thakur	Vice Chancellor, Lalit Narayan Mithila University, Darbhanga
	Sri S. C. Mishra	Director, Directorate of Distance Education, Lalit Narayan Mithila University, Darbhanga
	Sri S. P. Sinha	Registrar, Nalanda Open University, Patna



**(a) List of Individuals with Whom the Commission Interacted**

<b>Date</b>	<b>Name</b>	<b>Address</b>
<b>16.11.06</b>	Sri Amitabh Kumar Das	IPS Mess, Bailey Road, Patna
<b>12.12.06</b>	Dr. Narendra Prasad	5, Doctors Colony, Kankarbagh, Patna
<b>27.02.07</b>	Sri Shaibal Gupta	Member Secretary, Asian Development Research Institute, Patna

**(b) Aid Agencies with Whom the Commission Interacted**

<b>Date</b>	<b>Name</b>	<b>Address</b>
<b>22.12.06</b>	Ms. Sushmita Dutt	Project Officer, UNICEF
	Ms. Shweta Sandilya	Consultant, UNICEF

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4. जगजगी, किशोरियों एवं महिलाओं के लिए शिक्षण-प्रशिक्षण पुस्तिका (1996)
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10. तब से अब तक

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