

Status Report

CABE Committee on

**“Extension of the Right of Children to Free and
Compulsory Education Act 2009 to
Pre-school Education and Secondary Education”**

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I

**Status Report on the Work of the CABE Committee
on**

**“Extension of the Right of Children to Free and
Compulsory Education Act 2009 to Pre-school
Education and Secondary Education”**

Status Report on the Work of the CABE Committee on

“Extension of the Right of Children to Free and Compulsory Education Act 2009 to Pre-school Education and Secondary Education”

The Central Advisory Board of Education (CABE) in its 58th Meeting held on June 7, 2011 constituted a Sub Committee on the “Extension of the Right of Children to Free and Compulsory Education Act 2009 to Pre-school education and secondary education” under the Chairpersonship of Dr. D. Purandeswari, Hon’ble Minister of State, Ministry of Human Resource Development, Government of India. (Annexure I)

Terms of Reference of the CABE Committee are:

- To examine the feasibility of bringing pre-school education and secondary education under the Right of Children to Free and Compulsory Education Act 2009 (RTE)
- To prepare draft legislation covering pre-school and secondary education within the ambit of RTE
- To estimate additional resources required

The Subcommittee has held three meetings.

The first meeting of the Sub- Committee on the Extension of the Right of Children to Free and Compulsory Education Act 2009 to Pre-school and Secondary Education was held on September 19, 2011 under the chairpersonship of Dr. D. Purandeswari, Hon’ble Minister of State, MHRD.

There was consensus in the committee that we need to extend the RTE but one point that emerged clearly was that we should not rush headlong into extending this, either to pre-school or to the secondary sector. There are many issues that need to be discussed such as recruitment of teachers at various levels, curriculum preparation for teacher educators, financial allocations.

Two drafting committees were constituted – one on Extension of RTE to Pre-school education and the other on Extension of RTE to Secondary education. The committees worked independently and concomitantly.

The second meeting of the Sub -Committee, held on June 29, 2012 primarily reviewed the progress made by both the drafting committees. The Chairperson observed that the Committee on Pre-school education may examine the ICDS scheme and try to create convergence with the Ministry of Women and Child Development who is presently implementing the ICDS. With regard to the secondary level of education, one of the major issues discussed was the large scale presence of private sector in the delivery of secondary education. It was felt that this necessitates examining the regulatory framework while formulating legislation. IT was also emphasized that the work of the drafting Committees needs to be expedited and the Committees should try to come up with a draft framework for legislation.

The Third meeting of the Sub-Committee was held on October 10, 2012 under the chairpersonship of Dr. D. Purandeswari, Hon'ble Minister of State, MHRD to discuss the framework prepared by two drafting committees and the future course of action.

Ms Archana Chitnis, Hon'ble Minister of Education, Madhya Pradesh Chairperson of the Drafting Committee on Extension of RTE 2009 to pre-school education briefed the members of the highpoints of the discussions on the feasibility of the extension of RTE to pre-school and the draft Framework prepared by the group.

The Drafting Framework prepared by the group focused on the following five dimensions: defining and setting the boundaries of preschool education including age of entry; content, curriculum and methods; entitlements; role of the providers – state and the private institutions, and qualifications of the teachers of preschool education and anganwadi.

The major issues that were identified for further discussion were: (1) the entry age for pre-school under the extended framework; (2) qualifications and capacity building of teachers for preschool; (3) ensuring focus on child-centered pedagogy, play-way method and holistic development as critical elements of pre-school education: and (4) need for effective coordination with ICDS.

Ms. Geeta Bhukkal, Hon'ble Minister of Education, Haryana, Chairperson of the Drafting Committee on Extension of RTE 2009 to secondary education pointed out that detailed deliberations are required on four dimensions- (i) Assessment of existing infrastructure, coverage of age of children in the secondary education (15-16 or 15-18) and duration of secondary education (IX-X or IX-XII). (ii) appointment of additional teachers as per new PTR norm which would be fixed if RTE is extended, (iii) to have consultation with all partners like state governments (on various issues like the norms of opening school, school infrastructure, teacher recruitment etc), NCERT on curriculum and NCTE for qualification of teacher appointment, Teacher eligibility test, Teacher training institute, role and regulatory mechanism of the private sector (iv) sharing of financial responsibility between the Center and the states.

It was emphasized that before a final framework is prepared it is essential to have inputs from all stakeholders. Feedback should also be taken on the existing experience of implementation of RTE 2009.

Besides, detailed deliberations are required on various issues such as abolition of Board Examinations, parents' views on 'no detention policy' and no denial of admission around the year, free admission in private school to disadvantaged category, coverage of Children with Special Needs, formation and functioning of School Management Committees (SMC).

One of the significant issues that need to be discussed is the status of vocational education at the secondary level - the kind of preparation required for implementing the National Vocational Education Qualification Framework (NVEQF).

Effective delivery of secondary education is contingent on availability of well trained and motivated teachers. Additional requirement of teachers must be estimated.

Certain areas require in-depth examination like the duration of teacher education programme (B.Ed) which may be extended to two years (one year academic and second year as internship); modification in National Council for Teacher Education (NCTE) norms and standards for establishment of Pvt./Govt. Teacher Training Institutes, development of refresher courses for the in-service teachers.

Role of parents needs to be specified. They should at least have the obligation to send their ward to school. The element of compulsion should be fixed both for the state as well as parents/families. Role of the private institutions need to be well defined in terms of Academic and financial liabilities, reservation of disadvantaged category, reimbursement of funds.

Common parameters like quality, equity, admission, enrollment, evaluation, free entitlement, coverage at the secondary level of education should be uniform throughout the country however States would be having autonomy for further necessary modifications as per their State specific requirements. RMSA framework could be used as a benchmark.

Both the Committees proposed that wider consultation with different stake holders is required and necessary preparations need to be made before the existing RTE 2009 is extended to Pre- school and Secondary education.

Drafting Committee on Extension of RTE to Pre-School Education: Three meetings and one consultative meeting were held

Drafting Committee on Extension of RTE to Secondary Education: Three meetings and one consultative meeting were held

The dates on which the meetings of the CAGE Sub -committee and Drafting Committees were held are attached in Annexure II.

A document outlining the content of the legislation applicable to pre-school education was prepared and discussed in CAGE Subcommittee in its meeting held on October 10, 2012. (The document is appended in Annexure III).

The minutes of the meetings of CAGE Sub- committee and Drafting Committees are being enclosed under separate Sections.

On 2nd November 2012 Shri Shashi Tharoor, took over as Hon'ble Minister of State, MHRD. However no meeting was held after he took over.

CABE Committee

No. 2-16/2011-PN.I
 Government of India
 Ministry of Human Resource Development
 Department of Higher Education
 (Policy Norms-I Section)

Shastri Bhavan, New Delhi-110115

Dated. the 4th August.2011

ORDER

The 58th Meeting of the CABE was held on 7th June, 2011 wherein it was felt that every child in the country - irrespective of gender, caste, class or community to which he or she belongs must have the right to at least 10 years of formal schooling. It was recommended that a Committee comprising Ministers, member of civil society as well as educationists to formulate the draft legislation. Accordingly, it has been decided, with the approval of the Minister of Human Resource Development, to set up a "Committee of CABE on the subject of Extension of the Right of Children to Free and Compulsory Education Act, 2009 to Pre-school education and secondary education under the Chairmanship of Dr. D. Purandeswari, Minister of State, MHRD with the following composition :-

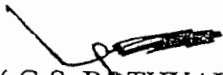
S. No.	Name & Address	
1.	Dr. D. Purandeswari, Minister of State, MHRD	Chairman
2.	Shri P.K. Shahi, Minister for Human Resource Development, Bihar	Member
3.	Dr. Himanta Biswa Sarma, Minister for Education, Assam	Member
4.	Shri P.K. Abdu Rabb, Minister for Education, Kerala	Member
5.	Smt. Gita Bhukkal, Minister for Education, Haryana	Member
6.	Smt. Archana Chitnis, Minister for Education, Madhya Pradesh	Member
7.	Shri L. Jayanta Kumar Singh, Minister for Education, Manipur	Member
8.	Dr. Naipal Singh, Minister for Secondary Education & Language, Uttar Pradesh	Member
9.	Shri Rabindranath Bhattacharya, Minister for School Education, West Bengal	Member
10.	Dr. Vinod Raina, Bharat Gyan Vigyan Samiti, Basement of YWA Hostel-II, G Block Avenue-21, Saket, New Delhi	Member

11.	Prof. Venita Kaul, Ambedkar University of Delhi, Plot No. 13, Sector-9, Dwarka, New Delhi-110075	Member
12.	Dr. Mina Swaminathan, Adviser, M.S. Swaminathan Research Foundation, 3rd Cross Street, Institutional Area, Taramani, Chennai-600113.	Member
13.	Ms. Annie Koshy, Head Principal, St. Mary's School, House No. 39, Uday Park, New Delhi	Member
14.	Shri Arun Kapoor, Director, Vasant Valley School, Sector-C, Vasant Kunj, New Delhi-110070.	Member
15.	Joint Secretary, Department of Expenditure, Ministry of Finance	Member (Representative)
16.	Advisor (Education), Planning Commission	Member (Representative)
17.	Joint Secretary, Ministry of Women and Child Development	Member (Representative)
18.	Joint Secretary, Ministry of Tribal Affairs	Member (Representative)
19.	Joint Secretary, Ministry of Social Justice and Empowerment	Member (Representative)
20.	Joint Secretary, Ministry of Law and Justice	Member (Representative)
21.	Chairman, Central Board of Secondary Education(CBSE)	Member
22.	Director, National Council for Educational Research and Training (NCERT)	Member
23.	Vice Chancellor, National University of Educational Planning and Administration (NUEPA)	Member - Convenor

2. The Terms of Reference of the CABE Committee are :-


- (i) To examine the feasibility of bringing pre-school education under the Right of Children to Free and Compulsory Education Act, 2009 to ensure continuity on the child's educational development
- (ii) To examine the feasibility of bringing secondary education under the Right of Children to Free and Compulsory Education Act, 2009 so that every child has a right to ten years of formal schooling
- (iii) To propose a draft legislation incorporating the pre-school and secondary education component in the Right of Children to Free and Compulsory Education Act, 2009
- (iv) To prepare detailed financial estimates for implementing children's right to pre-school and secondary education.

3. The Committee shall be provided the secretarial assistance by NUEPA. The Members of the Committee shall be paid TA/DA at the rate that are payable to the Members of the High Powered Committees by NUEPA.
4. The Committee may hold consultations with stakeholders, including parents, teacher associations, school managements, State Governments and representatives of local bodies and civil society organizations.
5. The Committee shall give its recommendations within six months from the date of its constitution.


(G.S. BOTHYAL)
Joint Secretary (Policy)
Tel. No. 23383214


To :-

1. All Members of the Committee of CABE on the subject of Extension of the Right of Children to Free and Compulsory Education Act, 2009 to Pre-school education and secondary education.
2. All Members of CABE.
3. Vice Chancellor, National University of Educational Planning and Administration (NUEPA), Sri Aurobindo Marg, New Delhi-110016.


(G.S. BOTHYAL)
Joint Secretary (Policy)
Tel. No. 23383214

Copy to :

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1. PS to HRM/ PS to MOS(HRD)
 2. PPS to Secretary (HE)/ PPS to Secretary (SE&L)/ PS to SS
 3. AS(SE)/AS(TEL)/AS&FA
 4. JS(EP)/ JS(HE)/ JS(EE.I)/ JS(EE.II)/ JS(AE)/ JS(MDM)/ JS(SE)/ JS(CU&L)/ EA(P)/ EA(M).
 5. Webmaster, CMIS (for uploading in the Ministry's website).
 6. EE-4 Section / CDN Section/ AR Section.
 7. IF Division.
 8. Guard file.


(G.S. BOTHYAL)
Joint Secretary (Policy)

II

Schedule of the Meetings

&

**Document Developed by Drafting Committee on
Extension of the Right of Children to Free and
Compulsory Education Act, 2009 to Preschool
Education**

Annexure II

Schedule of the meetings of the CABE Committee and Drafting Committee on Extension of Right of Children to Free and Compulsory Education Act 2009 to Pre-School and Secondary Education

	Date	Minutes enclosed
CABE Committee Meetings	September 19, 2011	Annexure IV
	June 29, 2012	Annexure V
	October 10, 2012	Annexure VI

	Date	Minutes enclosed
Drafting Committee on Extension of RTE to Pre-School Education	May 24, 2012	Annexure VII
	June 25 & 26, 2012	Annexure VIII
	September 25, 2012	
Consultative Meet	February 7, 2013	Framework enclosed Annexure III

	Date	Minutes enclosed
Drafting Committee on Extension of RTE to Secondary-school Education	April 24, 2012	Annexure IX
	June 20, 2012	Annexure X
	September 18, 2012	Annexure XI (Preliminary Framework)
Consultative Meet	February 11, 2013	Annexure XII

Document Developed by Sub-Committee on Extension of the Right of Children to Free and Compulsory Education Act, 2009 to Preschool Education

Section 1: Importance of Investing in Young Children

India is a signatory to the Jomtien Declaration (1990) which states in no uncertain terms that '*Learning begins at birth*' (Article 5). This understanding has led to Early Childhood Care and Education (ECCE) being identified internationally as the first EFA goal. Within this perspective, the term ECCE refers to the continuum of holistic /all-round and total development of the young child from birth to eight years. Recent research evidence from the field of neuroscience has established that 90 percent of the brain growth occurs within the first six years of life. Therefore provisions for enabling a child to achieve his/her right to education cannot be delayed/deferred to the age of six years, as decreed in RTE (2009). Ideally, the right to education or holistic development should be conferred from birth onwards; it is hoped this would be achieved in due course. Meanwhile, the RTE-(2009) does include Clause 11 which states "*with a view to prepare children above the age of three years for elementary education and to provide early childhood care and education for all children until they complete the age of six years, the appropriate government may make necessary arrangements for preschool education for such children.*"

However, this is only an enabling provision. It is now proposed, in view of the above rationale, to extend the RTE downwards to ensure (a) that preschool education also becomes a right of every child between three to six years of age in India and (b) all preschools, in public, private or non-governmental sectors conform to basic standards of quality as laid down in this Act.

Section 2: Recommendations for extending The Right of Children to Free and Compulsory Education, 2009 (RTE Act) to young children.

2.1 Definitions

Preschool¹ is defined as any establishment or arrangement providing early childhood care and education which is expected to carry out activities for the promotion of all round development, care and school readiness of young children for a prescribed amount of time on a regular basis.

It would include all preschools that are established, owned and funded by :

- a) Central Government, Appropriate Government or local bodies

¹ Section 11 of the RTE Act refers to provision of early childhood care and education and free pre-school education.

- b) Voluntary organizations and non-governmental “not-for-profit,” sector
- c) Private or “for-profit sector and
- d) Factories, mines, plantations, and similar establishments as per statutory obligations under the prevailing labour laws

These would cover preschools referred to by all nomenclatures such as Anganwadi, *Balwadi*, nursery, preschool, preparatory, pre primary, LKG, UKG, pre-nurseries, play centers, crèches, *Bal Vatikas* etc.

Wherein, the term ‘prescribed time’ would mean-

Where a pre-school provides mainly preschool education activities, it should be between 3 to 4 hours every day;

Where a pre-school provides extended day care facility in addition, the timings should be aligned with elementary schools timings²

Young children is defined as children between the ages of 3 and 6 years of age³ (starting with 3 year olds to the completion of 6 years or the time the child is admitted in the elementary school).

Academic Authority means an authority notified by the Appropriate Government under the RTE Act.

2.2. Curriculum, Process, Method and Assessment of Preschool Education

(a) The preschool education curriculum framework shall be laid down in accordance with the *following principles*⁴ by an academic authority to be specified by the appropriate government:

- (i) Preschool curriculum shall not be a downward extension of the elementary curriculum but should be oriented towards the child’s holistic development while also preparing the child to develop pre- academic skills and readiness for entering formal education.
- (ii) It should focus on all domains of child development such as sensory, motor, language, cognitive, social, emotional, personal, aesthetic, and spiritual. In addition, it should include activities and experiences for children which would develop their skills and concepts required for later learning of reading, writing and numbers.

² This provision is meant to free children, especially girls, from child care responsibilities that prevent them from enjoying their right to education as per RTE Act. It is also meant to support working mothers and is aligned with National Policy for Children, National Charter for Children, and India’s obligations under CEDAW.

³ This is in consonance with the provisions of the RTE Act under Sections 11, 2 (c) and 3 (1)

⁴ These principles are based on Position Paper of National Focus Group on Early Childhood Education (NCERT, 2006), Early Childhood Education Curriculum Framework (Draft) (MWCD, 2012) and National Policy on Education and Report of Yash Pal Committee on Learning without Burden.

- (iii) The methodology for preschool education shall be through play and activity, and learning by doing, in a child-friendly, child-centered, disabled friendly manner within a caring, communicative and inclusive environment, which may be extended upto Grade 2.
- (iv) The medium of interaction at the preschool stage shall be the mother tongue/home language/first language of the child, within a multilingual environment, including alternative communication methods and devices such as sign language⁵.
- (v) The curriculum shall be transacted in ways that will promote child's self-expression, self-esteem, and self-confidence in a fear-free, secure, caring, inclusive and supportive environment.
- (vi) The child's progress on identified development and school readiness indicators shall be assessed in a non –threatening manner on a regular and comprehensive basis through daily observation, anecdotes, play activities and interactions and shall get recorded or documented. The assessment should be formative with a view to reinforce and enable the child to develop optimally. No child should be subjected to any tests or examinations, either written or oral.
- (vii) Assessment shall also be used for early identification and diagnosis of disabilities or developmental challenges in children.
- (viii) Preschool curriculum shall be different from the elementary curriculum. No formal instruction of the 3R's shall be done at the preschool stage. While the 3 R's would be introduced in Grade 1, the methodology and approach of preschool stage shall be continued into Grades 1 and 2 to ensure smooth transition into school.

(b) All preschool programs shall have a component of parent orientation and involvement so as to have consistent and complementary child care and education, available to children in partnership with parents outside school.

2.3 Rights of Young Children

2.3.1 Every child of the age of three to six years shall have a right to developmentally appropriate preschool education as described in Section 2.2.

2.3.2 No child in this age group shall be given any repetitive or primarily rote tasks to be done as a routine, either at the preschool or at home.

2.3.3 Every child of the age of three to six years shall have a right to preschool education in the neighbourhood. Neighbourhood would be defined by the Appropriate Government but should not be more than 500 metres from the child's place of residence.

2.3.4 No child shall be liable to pay any kind of fees or charges in pre-schools established or funded by the Appropriate Government or local authority.

⁵ This is in consonance with India's obligations under UNCPRD, and the Persons with Disabilities (draft Bill), MSJE, 2012

2.3.5 The child shall not be given any homework to be done.

2.3.6 No child shall be subjected to physical punishment or mental harassment.

2.3.7 No child shall be detained or expelled from the preschool.

2.4. Duties of Appropriate Government and Local Authority

2.4.1. The appropriate government and the local authority shall establish preschools for young children in every neighbourhood as per the as per the Norms and Standards provided under Schedule 1 and the Schedule of Implementation provided in Annexure 2.

2.4.2. The appropriate Government shall establish an inter-ministerial/inter-departmental 'Convergence Committee' for ensuring effective implementation of the right to preschool education. The Committee shall comprise of officials from Ministries/Departments related to Women and Child Development, Human Resources Development/Education, Labour, Health and Nutrition, Social Justice and Empowerment/Social Welfare, Food and Civil Supplies, and Water.

2.4.3. Duties of the central government, appropriate Government and local authority (with reference to provisions under RTE Act):

Clause under RTE Act	Application to Right to Preschool
Section 7 (1) to 7 (5)	Shall also apply to Right to Preschool
Section 7 (6) (a)	Should read 'develop a framework of national curriculum including learning, health, nutrition and care standards with the help of academic authority
Section 7 (6) (b)	Should read 'develop and enforce standards for training of teachers and training institutions'
Section 7 (6) (c)	Shall also apply to Right to Preschool
Section 8 (a)	Should read 'provide preschool education to every child'. Provision and explanation given under Sec 8 (a) of RTE shall also apply except any reference to the phrase 'compulsory'.
Section 8 (b) (c) (d) (f) (i)	Shall also apply to Right to Preschool

Section 8 (e)	Can be deleted
Section 8 (g) (h)	Should substitute the phrase 'preschool' in place of 'elementary education' and add reference to 'developmentally and age-appropriate curriculum'
Section 9 (a)	Should read 'provide preschool education to every child'. Proviso under Sec 9 (a) of RTE shall also apply.
Section 9 (b) (c) (e)(f) (j) (k)(m)	Shall also apply to Right to Preschool
Section 9 (d)	Should read as 'maintain records of children from birth to fourteen years residing within its jurisdiction...'
Section 9 (h) (i)	Should substitute the phrase 'preschool' in place of 'elementary education' and add reference to 'developmentally and age-appropriate curriculum'
Section 9 (g)	Should be deleted
Section 9 (l)	Should substitute the phrase 'school' in place of 'school'
Section 10	Should be deleted
Section 11	Should be revised

2.5. Duties of Preschools (with reference to provisions under RTE)

Clause under RTE Act	Application to Right to Preschool
Section 12 (1)(c)	This would apply to only those preschools that are not attached to elementary schools. Pre-schools that are attached to elementary schools are governed by Sec 12(c) of RTE Act at present.
Section 12 (1) (a) (b), 12 (3), 13,	Shall apply to Right to Preschool and the phrase 'preschool' would

14, 15, 16, 17	be used in place of the phrase 'school' used in RTE Act.
Section 18, 19, 20	Shall apply to all categories of preschools. All preschools would have to abide by the norms and standards laid down and get recognition from local authorities. Anganwadis and preschools established, owned and funded by the government should get 'Certification of Compliance' of the norms and standards from the local authorities through School Management Committees established under Sec 21 of RTE Act.
Section 21	This should be extended to preschools wherever the preschool is in the same premises as the elementary school with representatives from parents of preschool children. In other cases, a PTA should be established. The functions of these bodies should include (a) orientation of parents on the importance of early childhood care and education, (b) creating an enabling environment and community understanding about ECCE, (c) facilitating acquisition of birth certificates for children and (d) encouraging enrolment in preschool and also transition to elementary schools.

2.6 Preschool Teachers' Qualifications and Training

1. Pre-school teachers may be of any gender, though normally preference shall be given to women.
2. A preschool teacher shall be expected to have a minimum educational qualification of 12th grade or equivalent, or 12 years of schooling, by whatever name known.
3. The preschool teacher shall be expected to have command over at least one language spoken in the area, and have some acquaintance with at least one more language in the area, in order to handle the MT-MLE curriculum and methodology.
4. However, for a period of (5? 10?) years after the Act comes into force, those with qualifications of 8th grade or more shall also be acceptable, after which time the relaxation shall be withdrawn, and the teachers shall be expected to acquire the minimum qualification within ---- years.
5. The requisite training for preschool shall be of two years duration, conducted in a variety and/or combination of modes, such a modular, sandwich or full-term, as well as face-to-face and virtual, including in all cases a component of supervised internship in a functioning preschool, as determined by the appropriate authority.
6. For those with graduate degrees, the requisite training, as described above may be shortened to a period of 12 to 18 months (???)

7. Those with appropriate training may initially be appointed as assistant teachers to give support to two or more groups of children, until such time as they can be appointed as teachers (?????)

Duties of Preschool Teachers

Preschool teachers appointed under the Act shall perform the following duties

1. Maintain regularity and punctuality in attendance
2. Transact the curriculum as indicated during the training period in a child-centred and caring manner
3. Assess and record the child's progress according to the guidelines indicated
4. Carry out grow
5. The monitoring and other health checks at regular intervals as required and maintain records
6. Supervise children in a friendly manner during snack and meal times
7. Ensure that cleanliness, hygiene and safety standards are met
8. Ensure the prevention and protection from abuse of any kind
9. Make regular visits to the homes of the children, with attention to children who appear to be having any problems
10. Hold regular meetings with at appropriate times in order to share with them information about the child's progress, abilities and problems, discuss common problems of children and parents, and refer parents for further advice as needed.

Curriculum and Evaluation for Preschool Education

The academic authority, while laying down the curriculum and evaluation procedure for preschool education shall take into account the following:

- a) Conformity with the values enshrined in the Constitution
- b) Holistic and all-round development of the child in all domains
- c) Learning and development through play, activities, discovery and exploration and expression in a friendly, caring atmosphere free of fear and anxiety
- d) Medium of teaching-learning shall be, as far as practicable, in the child's mother tongue, that is, the practice of mother-tongue based multi-lingual education(MT-MLE) shall be promoted and practiced, supported by the appropriate recruitment and training of teachers, and use of appropriate teaching-learning materials
- e) Comprehensive and continuous assessment of the child in the manner already described in section.....

Teacher educators, supervisors and on-site resource support.

1 Teacher educators

1. Teacher educators shall work at district or equivalent urban level in institutions which plan curriculum and conduct training courses of various durations, and types, namely, long and short term, (in linear or modular mode) in direct, virtual or combined mode, as well as refresher courses of varying duration and types for all levels of personnel below this level.
2. The minimum qualification shall be a post-graduate degree in Child Development or Early Childhood Education, along with a minimum work experience of five years of handling children of the age-group 3-6 years in classroom situations.
3. Those with lesser qualifications can also become eligible to become teacher educators provided they fulfill standards of number of yeas of service in the supervisor/trainer cadre as laid down by the appropriate authority and/or acquisition of appropriate qualifications.
4. The curriculum for all training courses at all levels shall include exposure in due proportion to a) theoretical knowledge of Child Development/Early Childhood Care and Education b) experience of working directly with young children of this age-group in the classroom and c) experience of developing and using appropriate TLM(teaching-learning materials) for this age-group and d) identification and preliminary assessment of disability of various types and methods of working with such children and e) understanding of child health and nutrition needs at this age.
5. The methodology of training shall include learning by observation and doing, as well as exercises in reading, study and reporting, as well as exercises in collecting, assessing, using and developing appropriate TLM and exposure to working in health and nutrition
6. The methodology of training shall be adapted to the educational background and level of the trainees and shall be conducted in the State language, along with use of English

2. Supervisors

1. Supervisors shall have minimum qualifications of a graduate degree in any subject or a higher secondary school leaving certificate with at least three years practical experience of working at the preschool level or certificate in ECCE
2. All supervisors shall have a minimum experience of working with children at the preschool level for at least three, preferably five years, in any capacity in health, nutrition or preschool education and some exposure to training in preschool education, health and nutrition through short courses.
3. All supervisors shall have a training of 12 months duration, including an initial pre-service component and subsequent modules during the first three years of service,

as well as refresher training at regular training, in a pattern to be determined by the appropriate authority.

4. Supervisors shall be responsible for between 15 and 20 preschool centres each
5. Supervisors and trainers shall be considered part of the same cadre, with equivalent pay and service conditions, and periods of interchangeable service. Periods in either post for a period of time, usually of one year's duration. This is with the objective of giving both groups equal and interchangeable skills, both practical and theoretical, so that they can gain and share experience in both theoretical and practical domains and remains up-to-date in both.
6. Supervisors and trainers will be eligible to become teacher educators after a fixed number of years of service and /or acquiring additional qualifications.

3. Trainers/resource support (cluster level)

1. As already indicated, trainers shall have the same basic qualifications, training, experience, pay and service conditions as supervisors, and be considered as part of the cadre, liable for interchangeable postings(normally at intervals of at least a year.)
2. The duties of a trainer shall include arranging for varied short courses and training exposure to all the ECCE teachers in the designated cluster at regular intervals
3. The trainer shall also have the responsibility of exploring and studying the local arts and crafts, exploring local materials for toys and games, and involving local crafts persons and traditional performers in training, as well as designing, preparing, composing, teaching and performing with and through local toys, crafts, games, music, dance, drama and other visual, craft and performing arts, for both preschool and primary levels, as required.

4 Larger ECCE centres

If and when, in larger and denser population centres and urban areas, some ECCE centres are able to cater conveniently to a larger population in the same location, and have two or more sections of children in each specified age-group, then such a larger ECCE centres shall be designated as a”ECCE centres”. In such cases, the larger ECCE centre shall have its own head, designated a Head Teacher, and belonging to the same supervisor-trainer cadre, with the same pay and service conditions. He/she will be a member of the supervisor/cadre team of that cluster, and be available for all the duties concerned, though primarily responsible for supervision/training of the large ECCE centre.

2.7. Duties of Academic Authority

- (a) The ‘appropriate authority’ shall provide guidelines for age and developmentally appropriate preschool and early primary curriculum and methods of teaching learning and assessing progress of the child.

- (b) The 'appropriate authority' shall provide guidelines for selection, preparation and /or purchase of appropriate teaching/learning equipment and materials, with emphasis on locally available and culturally appropriate play based learning material appropriate for children between 3 to 6 years
- (c) The academic authority assigned by the appropriate government shall provide guidelines for the design, safety, number and size of outdoor and indoor equipment and play materials appropriate for children between 3 to 6 years. These could include :
- (i) Play and learning materials, visual aids and audio books
 - (ii) Innovative and locally available materials and traditional toys produced by artists , craftspersons etc. which meet the developmental and learning needs of children based on indigenous crafts.
 - (iii) Mass-produced but locally procured materials and equipment conforming to laid down design standards.
 - (iv) Materials produced by teachers and volunteers during trainings and workshops;
- (d) Preschools shall ensure that the learning materials used are as per the guidelines stated by the Academic Authority and the Essential Materials for Preschool provided under Annexure 1.

2.8. Protection of Rights of Young Children (with reference to provisions of RTE Act)

Clause under RTE Act	Application to Right to Preschool
Section 31 and 32	Shall apply to Right to Preschool also
Section 33 and 34	Shall apply to Right to Preschool also. Specific inclusion of representatives and experts from the field of early childhood care and education should be ensured in these bodies.

The Schedule

Norms and Standards for a Preschool

Entitlements

1. Infrastructure and Space

(a) *Indoor space*--- Rooms adequate in size for groups of up to 25 children to be able to sit, move about and participate in activities

(b) *Outdoor space*: separate and safe play area for young children with greenery, adequate in size for the group of children including children with special needs to move about freely and take part in play activities/ at least 30 square meters of outdoor space for a group of 30 children, with appropriate play equipment.

(c) barrier-free access to all indoor and outdoor spaces.

(d) Separate toilets for boys and girls, scaled for different ages of children; safe and with water availability and appropriate accessories and adaptations for children with special needs.

(e) Safe and well-ventilated, separate and clean space for cooking and storage of foodstuffs, as well as storage of other TLM equipment and materials.

(f) Appropriate furnishing for sitting and play activities such as floor seating with mats or floor covering, as per climate; low movable tables of appropriate size for pre writing and art activities; low blackboards along the wall for each child to work on, etc

(g) Facility for display of children's work; shelves for arranging materials; play corners /doll's corners;/picture, book corners etc, within easy reach of children; apparatus/equipment needed for children with special needs.

(h) Furniture for storage – shelves, cupboards and almirahs for storage of

i) Play and learning materials and

ii) Cooking and eating utensils;

iii) Cleaning materials.

d) Facility for safe drinking water.

2. Teacher- child ratio and group size

Ratio

- ❖ Age 3-4-years 1 trained teacher for 20 children
- ❖ Age 4-5 years 1 trained teacher to 20 children
- ❖ Age 5-6 years 1 trained teacher to 25 children
- ❖ Resource Teacher trained in Special Education for every block
- ❖ Development Therapist for every block

Group size:

- ❖ A group of children in a classroom of mixed ages or same age shall not exceed 25.
- ❖ One assistant teacher shall be provided for every group of 40 children (mixed or same age)
- ❖ One helper shall be provided for every group of 40 children (mixed or same age); to assist the teachers especially in case of special care and toileting requirements for children with special needs.

3. Teaching-Learning Equipment and Materials

Suitable for meeting the all round developmental and play needs of all children including children with special needs, from among the categories listed in Annexure 1, and as may be prescribed by the Academic Authority.

4. Care:

- Facilities for rest and sleep
- Safe and clean environment and protection from hazards
- Supervised free play

5. Time duration

The timings of the preschool will be synchronized with the primary school to which it is attached. Every preschool program shall thus conduct preschool activities for children for at least 3 to 4 hours on a regular basis. In addition to this, as per local requirements, the younger siblings will be provided day care facility in the preschool classrooms to enable older siblings to participate in school and to facilitate the mothers.

Prescribed time-

- Where a pre-school provides mainly developmentally appropriate education activities, it should be between 3 to 4 hours
- Where a pre-schools provides extended day care facility in addition, it should be aligned with elementary schools timings
- Minimum number of working hours for teachers including preparation is 45 hours per week.

6. Mid-day meal and health care facility:

- Every child will be served at least one hot cooked midday meal locally produced and one mid-morning or mid-afternoon snack as per age requirement (as per Supreme Court guidelines, and subsequent revisions).

- Every child shall be provided adequate and appropriate health/medical care, as defined by the appropriate authority, including growth monitoring, nutritional supplementation and early identification and counseling for disability.

Essential play materials for pre-schools⁶ are:

Indoor Material

- Blocks for constructive play
- Manipulative toys
- Material for imaginative play /Dramatic play – dolls, puppets, masks, kitchen sets, mirrors, old spectacle frames, purses, old shoes, weighting scales, clock etc.
- Material to develop Language skills – books and picture books, storytelling aid, puppets, story cards, sound board, conversation cards, flash cards, picture dominoes, collection of rhymes and stories, visual discrimination and auditory and visual association materials, slates, chalks, crayons, blackboard, drawing paper, etc.
- Material to develop cognitive skills – sound boxes, visual discrimination cards, touch cards, feel bag, food items of varying kind to develop sensory skills, number domino cards, picture jigsaw and self-correcting puzzles for matching, sorting, arranging, classifying, problem solving, memory and sequential thinking to develop cognitive skills and materials in the environment
- Musical instruments
- Art material for creative expression such as paints, crayons, pencil, paint brushes, cotton, threads, clay, knife, papers, scissors, cloth, gum and fevicol, bead, etc.

In addition to locally available material, teachers/caregivers can develop play and learning material for specific activities planned in the programme.

Outdoor Materials

- Play equipment to build balancing, jumping, climbing, swinging, swaying, cycling, etc.
- Materials like large or small balls, old tyres, rings, etc. for throwing, catching, kicking, rolling, etc.
- Sand and water play arrangement with sand pit, mugs, spoons, cups, bucket, sieves, strainer, etc.

⁶ As per the Early Childhood Education Curriculum Framework (draft) (MWCD, 2012)

Schedule of Implementation

Sl. No	Duty	Duty Bearer	Timeframe
1	Notification of commencement of the Act	Central Government	No later than 1 year from receiving President's assent
2	Curriculum framework for preschool	Central Government/notified Academic Authority	Within six months from time the Act comes into force
3	Curriculum for pre-school teacher education	Central Government/notified authority	Within six months from time the Act comes into force
4	Notification of Rules by Appropriate Government for implementing the provisions	Appropriate Government	Within one year from time the Act comes into force
5	Establishing convergence structure at central and state level for effective implementation	Appropriate Government	Within one year from time the Act comes into force
6	Institutional mechanisms for regulation of private providers	Appropriate government and local authority	Within one year from time the Act comes into force
7	Development of teaching learning materials for preschools	Appropriate government and local authority	Within one year from time the Act comes into force
8	Compliance of all preschools with the norms and standards	All pre-schools	Within three years from time the Act comes into force
9	Establishing Preschool Teacher Education Institutions (PSTEI) or expanding existing facilities at Universities	Appropriate Government	Within three years from time the Act comes into force
10	Appointment of Resource teachers	Appropriate Government and local authorities	Within five years from time the Act comes into force
11	Establishing preschools in every neighbourhood so that every child has access to preschool	Appropriate Government and local authorities	Within five years from time the Act comes into force

III

Minutes of the CABE Committee Meetings on the Extension of Right of Children to Free and Compulsory Education Act 2009 to Pre-School and Secondary Education

Minutes of the First Meeting of the Committee on the extension of the Right of Children to Free and Compulsory Education Act 2009 to Pre-school and Secondary Education, September 19, 2011

The first Meeting of the Committee on the extension of the Right of Children to Free and Compulsory Education (RTE) Act 2009 to Pre-school and Secondary Education was held at India International Center on September 19, 2011. The meeting was chaired by Dr D. Purandeswari, Hon'ble Minister of State for Human Resource Development. Ms Gita Bhutkal, Hon'ble Minister of Education, Government of Haryana, Smt. Anshu Vaish, Secretary, Department of School Education and Literacy, Ministry of HRD, Smt. Anita Kaul, Additional Secretary, Department of School Education and Literacy, Ministry of HRD and Prof R Govinda, Vice Chancellor, NUEPA attended the meeting. Complete list of participants is attached.

2. **Prof R Govinda**, Vice Chancellor, NUEPA and Convenor of the Committee warmly welcomed Dr. D. Purandeswari. Hon'ble Minister of State for Human Resource Development, Members of the Committee and other invitees. He stated that the year 2011 also marks 100 years of Gopal Krishan Gokhale's attempt to introduce a Bill for compulsory education in this country. He stated that when the RTE Bill was formulated it was felt that the two levels of education i.e. pre-school education and secondary education ought to have been included in the Act. He observed that this Committee has been set up as a consequence of a unanimous endorsement in the 58th Central Advisory Board of Education (CABE) meeting to include the two secondary grade classes of IX and X. In this background this Committee would explore the possibility of extending the Right of Children to Free and Compulsory Education Act 2009 to Pre-school and Secondary Education.

3. **Dr D. Purandeswari. Hon'ble Minister of State, HRD**, stated that the Committee has been constituted to examine the possibility of extending the RTE to pre-school education and secondary level of education. She stated that the RTE Act became a reality after continuous deliberations with various stakeholders and the State governments. She mentioned that the Hon'ble Minister of HRD, Shri Kapil Sibal played a very vital and important role in bringing the State governments and other stakeholders on board. The private sector is also supposed to contribute to make RTE a reality as they need to provide free elementary education to the children belonging to the disadvantaged group and weaker section in accordance with the provisions of section 12(1)(c) of the Act.

4. The Hon'ble Minister stated that this meeting would focus on the possibility and desirability of extending the RTE to pre-school and secondary level of education. She observed that we need to look at early childhood education from a different perspective as it not only has the learning component but to ensure that aspects of health and nutrition of the children are integrated. She informed that there has been several international surveys which emphasizes that child becomes ready at the age of four for structured learning in a school

environment provided it takes place in a conducive and happy atmosphere for smooth transition to elementary level of education.

5. The Hon'ble Minister mentioned that one of the challenges in pre-school education is effective coordination of the Ministry of HRD with the Ministry of Women and Child Development which presently deals with ECCE. She observed that at this early age nutrition, care, affection need to be dealt with the pre-school children. What kind of qualification need to be described for these teachers who are going to deal with the pre-school children? What kind of capacity building of teachers is required? What measures need to be taken to create a joyful environment for the child in school? This Committee needs to deliberate these issues and challenges in detail.

6. With regard to secondary level of education, the Hon'ble Minister stated that extension of the RTE Act to secondary level was discussed in the CABE meeting held in June 2011. It was unanimously decided in that meeting that we should explore the possibility of extending the RTE to secondary level of education. She stated that with the improvement in the completion rate of elementary education, children would like to continue beyond the elementary level of education and Government should provide enabling opportunities and environment at secondary level.

7. The Hon'ble Minister informed that at the secondary level, the flagship programme Rashtriya Madhyamik Shiksha Abhiyan (RMSA) is the vehicle to achieve the target of universalisation of secondary education. The RMSA lays down the norm of establishment of secondary school within five kilometers and a senior secondary school within seven kilometers of a habitation. She suggested that possibility could be explored for using the RMSA as the vehicle for extending free and compulsory education at the secondary level. This would also require discussion on issues related to quality of education, infrastructure, teacher-pupil ratio, syllabi, teacher qualification etc.

8. The Hon'ble Minister stated that two sub-committees could be constituted; One committee would look into the issues and challenges of extending RTE Act to secondary education, while the other sub-Committee would look into various aspects, issues and challenges in extending the RTE Act to early childhood education.

9. Smt Anita Kaul, Additional Secretary, MHRD made a presentation on the historical background and salient provisions of the RTE Act. A Copy of the presentation is attached. She stated that by the 86th Constitutional Amendment Act, 2002 Article 21-A was inserted in the Constitution, making education a fundamental right for every child in the age of 6-14 years.

In the presentation, Smt. Anita Kaul highlighted the following main provisions of the RTE Act:

- (a) The Act places an obligation on the appropriate Government and local authority to provide free and compulsory elementary education to all children in the 6-14 age group in a neighbourhood school;
- (b) Children who are hitherto un-enrolled or have dropped out have the right to be admitted in an age appropriate class and provided special training to come at par with other children;
- (c) The appropriate Government and local authority are obliged to establish a neighbourhood school within such areas or limits of neighbourhood as may be prescribed;
- (d) A child seek admission any time during the academic year and no child shall be held back, expelled or required to pass a board examination till completion of elementary education.
- (e) The schedule to the RTE Act specifies the minimum norms and standards which each school is required to maintain, including pupil teacher ratio (PTR), school infrastructure, learning equipment, school working days, teacher working hours, etc.
- (f) The Act provides for rational deployment of teachers by ensuring that the specified pupil teacher ratio is maintained for each school, rather than as an average for the State or District or Block. It lays down strict criteria for the qualification of teachers. Teachers who do not possess the prescribed qualification will need to acquire the same within five years.
- (g) The Act casts a duty on the Government to ensure that a child belonging to weaker section and a child belonging to disadvantage group are not discriminated against and prevented from pursuing and completing elementary education on any grounds.
- (h) All unaided and specified category schools are required to provide free and compulsory education to children belonging to weaker section and disadvantaged group in the manner laid down in section 12(1) (c).
- (i) The Act prohibits capitation fee/screening procedure for child or parents. It also prohibits physical punishment and mental harassment of children.
- (j) The Act prohibits deployment of teachers for non-educational purpose except for decennial census, disaster relief and national /state elections.
- (k) Section 29(2) of the Act provides that the school curriculum and evaluation procedure should conform to constitutional values, make the child free from fear, trauma and anxiety, learning should be child centered and child friendly and there should be a process of continuous and comprehensive evaluation;
- (l) The Act stress on decentralization through constitution of School Management Committees (SMC) which are empowered to make plans and monitor school-level expenditures. SMCs comprising local authority officials, parents, guardians and teachers will prepare the School

Development Plans. RTE also mandates the inclusion of 50 percent women and parents of children belonging to disadvantaged group and weaker section.

(m) National Commission for Protection of Child Rights (NCPCR) at the Centre and SCPCR at the state level have been assigned with the responsibility of monitoring the implementation of RTE and for grievance redressal.

10. Smt Anita Kaul informed that since April 2010, 20 States /UTs have notified the states Rules under the RTE Act. As many as 31 States /UTS have issued notification prohibiting corporal punishment and mental harassment, 25 States /UTs have prohibited screening for admission and capitation fees, 30 States/UTs have issued notifications banning board examinations till the completion of elementary education and 17 States have constituted SCPCR/REPA.

11. She stated that the Unnikrishnan Judgment included 0-6 age group, whereas RTE covers children in the 6-14 age group. ECCE for children below 6 years is the first step in education ladder and is a significant input for primary education continuum. She suggested that the 0-6 age group could be divided in three categories, each requiring special intervention. Children below three years of age require greater home/crèche based support 3-4 years of age children need free play and joy based environment; 4-6 years of age children continue to require a toy and play based environment but also a more structured curriculum with a planned component for school readiness.

12. Regarding the anomaly in the entry age, she mentioned that RTE provides free and compulsory education from the age 6 but admission to class I in many states like Karnataka, North-Eastern states begin at age 5. Inclusion of 4-6 years age group in RTE may help the States to rationalize the age of admission in grade I and ensure age appropriate learning.

13. With regards to secondary education she stated that elementary education of eight years does not fully equip children to live and participate in contemporary societies; therefore it was desirable to raise the minimum level of compulsory and free education to secondary level. In Australia, Japan, New Zealand and Korea compulsory schooling extends to secondary education.

14. Ms Gita Bhukkal, Hon'ble Minister for Education, Government of Haryana, while welcoming the proposal to extend the RTE Act to pre-school and secondary levels stated that the purpose of pre-school education is to enable children to learn to communicate, play and interact with each other. For children who previously have spent most of their time at home, kindergarten may serve the purpose of helping them adjust to being apart from their parents without anxiety. Currently the educational needs of pre-school children are catered through ICDS scheme which provides a package of services viz: supplementary nutrition, immunization, health check up, referral services, non formal education and nutrition and health education. She suggested that for children in the age group of 4-6, education should be play based, directed by play based, directed by the child's interests and contextualized rather than formally prescribed, yet having a continuity with formal primary school education. The responsibility of pre-school education components should lie with MHRD. Supportive

services like health checkups/immunization/nutrition could be dovetailed with Central /State schemes.

Ms Gita Bhukkal suggested that arrangements / infrastructure for pre-school children could not be part of the existing school infrastructure. Encompassing pre-school education within the regular school structure would also address the issue of elder children involved in sibling care- they are thus enabled to attend school instead of having to care for siblings at home, and thus lose the opportunity of schooling. The infrastructure support required would be in terms of additional classrooms/ activity rooms especially designed for safety play way equipment, ICT equipment, and special toilets for small children etc. As regards curriculum, she suggested that the NCERT would be responsible for framing the guidelines for play way methodology, design of materials and activities to motivate these children to learn the language and vocabulary of reading, mathematics and science as well as that of music, art and social behaviour. There is also a need to bring within the domain of regular school the ECCE Centers/ Bachpan Shala Kendras being operated under SSA.

15 She mentioned that we need to stabilize the existing RTE first as the state of Haryana was facing numerous problems in its implementation. She highlighted the major challenges in the implementation of RTE, for example the resistance by teacher unions, recruitment of qualified teachers, infrastructure creation, development of system for internal evaluation etc. While elaborating on the performance and problems faced by the education department of Haryana she mentioned that while large numbers of Anganwadis are functioning but they are deficient in basic infrastructural facilities. Anganwadi workers can cook and are good care giver but are not competent and qualified to deal with the cognitive aspect. Further, funds are also inadequate for running the Anganwadis. She informed that to recruit the teachers as mandated in RTE, Teacher Recruitment Board has been established in Haryana. She stated that extending the Act to secondary education at this stage may not be appropriate and desirable and suggested that the existing RTE need to be first consolidated.

16. **Dr Mina Swaminathan, Adviser MS Swaminathan Research Foundation** appreciated the effort of HRD and highlighted the concern areas regarding the proposed amendment. She noted that child development is a continuous and integrated process starting from conception and continuing upto the age of six or even eight years. The various inputs required for this holistic development of the child include health, nutrition, care and protection and play and learning. She stated that the care does not stop at the age of 3 but the child certainly requires the care giver till this age. She mentioned that in a country like India, with a large number of disadvantaged and marginalized communities, a vast number of children in poverty will continue to need care up to the age of six, and education alone is insufficient. She was of the view that instead of the proposed amendment to the Right to Education Act, 2009, a Constitutional amendment be made to make the Right of the Young Child to Development, a Fundamental Right.

She also mentioned it is not simply extending the provision of the right to different age group but equally important is the issue of quality in education. She pointed out the complicated trends which have emerged in the last few decades namely (i) the slow emergence and rapid growth of the dual track in education, the public and private sectors; (ii) the rapid rise and

dominance of English as a global language. She mentioned that in the changing context, the government needs to frame the norms and standards which must be adhered to by all the players- whether in public or private sector and also to set up the regulatory authorities, guidelines, frameworks and ensure that all must follow the rules. She mentioned six major areas where norms and standard must apply (i) the ratio of students to teachers at each level and stage; (ii) the basic qualifications and appropriate training for teachers at each level/stage (iii) content of education; (iv) process and method of education ; (v) language policy at each stage and (vi) Infrastructure.

17. Mr Arun Kapoor, Director, Vasant Valley School observed that early childhood education is significant for the harmonious development of the child. He drew the attention of the group to some of the educational problems and issues that Indian education system is faced with. He viewed that access is no more a problem. In fact India is over-schooled and under attending. He mentioned that Pre-school industry (play schools, preparatory schools) needs to be regulated. Children below the age of six should not be allowed to enter primary school. Entitlement for the child to free education prevails from the age of six but the private schools admit children even at the age of three. Basic parameters have to be fixed with regard to admission and education of children belonging to disadvantaged group and weaker section.

18. Dr Shreeranjana, Joint Secretary, Ministry of Women and Child Development traced the history of early childhood care and education (ECCE) and mentioned that it was a part of Human Resource Development Ministry and in 2006 only it has been transferred to Ministry of Women and Child Development. ECCE includes nutrition, growth, early childhood care, developing cognitive and stimulation-level. For children below 6 years of age integral and holistic development should remain sacrosanct. While describing the progress in the implementation of ICDS scheme he said that till 2005 the facility of Anganwadi was available to less than 45% habitations and around 5 lakh anganwadis were operating and the number increased to 6.5 lakh by the end of Xth plan which further increased to around 13 lakh in 2008-09. He reiterated that ICDS scheme should be strengthened and restructured. 0-3 age group should be dealt separately and home based or parent to parents approach may be adopted. He informed that early childhood council has been formed and early childhood care policy and curriculum is being drafted. Four regional level consultations have taken place. He said that the general view is that the private sector should be regulated and monitored. He viewed that the ICDS need to be restructured and we can learn from the experiences and practice of difference states like in Tamil Nadu, Day Care Centre works for 7 hours. He also observed that the mandate of RTE covering 6-14 years of age is appropriate as the requirement of children below 6 years of age are different and need a separate facet. He was of the opinion that ICDS scheme and early childhood care should remain with Women and Child Development Department. However it need not be in a separate cellulose and there should be close collaboration and linkage between the Departments.

19. Ms. Meena Aggarwal, Joint Secretary, Department of Expenditure, Ministry of Finance observed that though it was a good move initiated by MHRD, meeting the expenditure would be an issue that needs to be discussed. She stated that it will be difficult to say if the exchequer can meet the financial expenditure if RTE is extended to pre- school and

secondary level of education. She further added that it has been hard to find the sufficient resources to fund the existing RTE. Given this situation, the issue of extension of RTE to pre-school and secondary level of education needs to be discussed in greater details.

20. **Dr. Vinod Raina** observed that the whole issue needs to be discussed by keeping the child as the focal point. He stated that Section 11 of the RTE stipulates that ECCE may be given and it can be amended to make it obligation on the Government of provide ECCE.

21. **Prof. Venita Kaul** talked about the holistic development of the child and emphasized that primary education should not be delinked from ECCE. She suggested that pre-school education for 4 to 6 year old children be made an integral part of primary education and every primary school should have an attached preschool class as the point of entry. She said that globally, especially in the context of EFA, where all children are to come into the school system, the school readiness component has been empirically found to be a critical input for ensuring a smooth transition for children into formal education. There is research evidence to prove that it has to positive impact on children's retention, attendance and performance at the primary state and contributes significantly to the attainment of primary education goals. It therefore becomes a very effective investment for primary education. While giving evidence from the study undertaken by NCERT, she observed that in India too there is evidence of 15 to 20 percent better retention in primary grades among 4 to 5 years old children who participated in preschool education as compared to those who did not, on a cohort of 38000 children across 8 states (NCERT, 1994). She state that for extending the RTE to pre-school education, he nature of teacher training and the content curriculum need to be formulated.

22. **Dr Mina Swaminathan** observed that the cost estimates both for pre-school and secondary education needs to be worked out.

23. **Dr Vinod Rain** mentioned that under that RTE Act, only children in the age group of 6-14 years have been included. However, India is signatory to United Nations Child Right Convention (UNCRC) and it clearly defines the child from birth to 18 years which shows that though we sign the treaties but are not committed to it, Juvenile Act also defines child with 0-18 years of age. Article 45 of the Indian constitution and the Unnikrishnan judgment also include 0-6 years of age while providing education to all children. He said that the agenda for the nation must to be move towards the UNCRC definition. He observed that Britain had its free and compulsory basic education act in 1870 and they extended it to secondary stage in 1944. He appreciated that we are thinking about his after one year of the commencement of the RTE Act.

24. **Dr. Raina** also raised the issue as to whether the RTE Act needs to be extended from the age of 4-6 years or birth to 6 years of age. If pre-school education for 4-6 years of age is in the primary school, the neighbourhood definition of 1 kilometre cannot be applied to the children up to the age of 3. Age group of 0-3 years and 4-6 years need to be treated separately in institutional, geographical and pedagogical terms. If 0-6 age group children are included, then the extended right may be called as Right to Free and Compulsory Elementary Child Care and Education.

25. **Dr. Raina** appreciated the efforts made by Haryana in implementing the RTE Act. He said that India is 135th country to adopt this RTE Act. In other 134 countries where it has been adopted, there have been paradigm and structural changes. India too has to bring the structural, methodological and systemic change to implement the various provisions of the Act. With regard to the inclusion of secondary stage of education, he observed that dropout rate is very high upto elementary state of education and many children do not continue after class VIII due to non –availability of secondary schools. He mentioned that the State government schools as all the children be given an opportunity to continue their education, because once they go to private schools they will lose their entitlements. The distance noms may need to be worked out based on the geographical situation especially for girls, infrastructure and access but also the need to encompass inclusiveness, equity, non-discrimination and quality. Dr Raina stated that an important pint of discussion and to funds should not be constraints and unless is the right to pre –school education and to secondary education is made justifiable, there would be no compulsion to allocate those funds.

26. **Mr. M.C Sharma, Controller of Examination, CBSE** stated the CBSE has amended the affiliation laws and examination bye – laws incorporating the relevant rules of RTE. He stated that as far as Continuous and Comprehensive Evaluation (CCE) is concerned; the CBSE has already conducted the first examination in the year 2011 and have declared the resulted on the basis of school based assessment as well as board based assessment. He further stated that if the RTE Act is extended to include pre- school and secondary levels of education, CBSE would modify the bye- laws accordingly.

27. **Ms. Annie Koshy, Principal, St. Mary's School, New Delhi** reiterated that a child of less than 6 years of age requires nutrition and care; thus from conception to age 6 should be included in the pre- school education. Referring to diversity in the classroom she mentioned that when the children of diverse language and socio- economic background study together in private schools, it strengthens multiculturalism. He mentioned that while Continuous and Comprehensive Evaluation (CCE) has been put in place in the schools, therefore are still not trained and equipped with CCE and require to be provided appropriate training.

28. **Dr. Chandra Mohan, Adviser Planning Commission** with referring to Article 14 of the Constitution stated that a child below 6 years of age may be protected under the Right of Equality and be made part of the RTE Act Expressing his concern on high dropout rate he stated at the RTE Act should give special attention to the retention component. With regard to ECCE, he stated that there needs to be better coordination amongst the Ministry of HRD, Women and Child Development and Social Justice and Empowerment.

29. **Smt. Anshu Vaish, Secretary, Department of School Education and Literacy** stated that while development of child is to be treated in an integrated and holistic manner it is not administratively feasible to keep all the programmes of care and education of the child under one Ministry. Referring to the views expressed by the Hon'ble Minister, Government of Haryana regarding the role of teachers in implementation of the RTE Act, she stated that teachers should have greater autonomy, they must be allowed to develop themselves professionally and their status and service conditions need to be improved. She state that

while there was consensus regarding extension of the RTE ACT TO pre- school and secondary stages, several issues need to be addressed such as teacher recruitment, curriculum preparation, financial allocations, etc

30. After discussion, it was decided that two sub- Committees shall be constituted –one on pre- school education and the other on secondary education, which would examine the various issues relating to extension of the RTE Act and present their recommendations to the Committees.

Meeting ended with a word of thanks to the chair.

RTE EXTENSION PRE SCHOOL - SECONDARY

CABE COMMITTEE
19.9.2011

86th Constitutional Amendment

- Art 21-A inserted:
 - *"The State shall provide free and compulsory education to all children of the age of six to fourteen years in such manner as the State may, by law, determine."*
- Existing Art 45 replaced:
 - *"The State shall endeavour to provide early childhood care and education for all children until they complete the age of six years."*
- New clause (k) added in Art 51A:
 - *"It shall be the duty of every citizen of India ... (k) who is a parent or guardian to provide opportunities for education to his child or, as the case may be, ward between the age of six and fourteen years."*

RTE Act

- RTE Act represents the consequential legislation to Art 21 A
- Art 21 A and RTE Act operative from 1st April 2010

Right of Children

- To free and compulsory admission, attendance and completion of EE
 - Free: removal of any financial barrier by the state that prevents a child from completing eight years of schooling
 - Compulsion: on the state; parental duty to send children to school
- Children with disabilities – as per provisions of the Persons with Disabilities (Equal Opportunities, Protection and Full Participation) Act

Right of Children

- Not enrolled/dropout children to be provided Special Training for admission to age appropriate class
- No child shall be failed or expelled upto class 8
- Bars corporal punishment, mental harassment
- No screening for admission

Teachers

- Qualification for appointment of teachers to be laid down by academic authority authorised by Central Government
 - Address problem of appointment of untrained teachers
- Academic responsibilities of teachers laid down
- Prohibits private tuition by teachers
- Prohibits deployment of teachers for non-education purpose, except for:
 - Decennial census, Disaster relief, Elections to Parliament, State Legislatures, Local Bodies

Schools

- Norms and standards specified for all schools
 - Infrastructure, facilities, TLE, Library
 - Pupil Teacher Ratios - for each school
 - No. of school days; working hours for teachers
- SMC for each school comprising elected reps, teachers and parents
 - ¼ members from among parents of children in the school; 50% women
 - Proportionate representation to weaker and deprived sections
 - SMC to plan, manage and monitor – in collaboration with the local authority

Schools

- No capitation fees
- No screening for admission
- All schools to adhere to norms and standards; no school without recognition
- All unaided schools and special category schools to provide free education to at least 25% children from disadvantaged groups and weaker sections from neighbourhood
- All aided schools to provide free education to at least 25% of children

Curriculum

- Curriculum by prescribed academic authority should:
 - Conform to constitutional values
 - Make child free from fear, trauma and anxiety
 - Be child centred, child friendly, provide for learning through activities
 - Medium of instruction – child's mother tongue to the extent possible
 - Provide for comprehensive and continuous evaluation
- No Board examinations till completion of class 8

Duties: Central Government

- Develop National Curriculum Framework
- Develop and enforce standards of training
- Provide technical support and resources to State Governments for promoting innovation, research and capacity building
- Prepare estimate of capital and recurring expenditure
- Provide as G/A of revenues percentage of expenditure

Duties: State Government, Local Authority

- Ensure free and compulsory education: provide schools in neighbourhood within 3 years
- Children belonging to weaker sections and disadvantaged groups not to be discriminated against
- Infrastructure, school building, teaching staff, learning equipment
- Special training for not enrolled or drop out children to enable them to be en par with others
- Monitoring: admission, attendance, completion of EE
- EE conforming to specified norms and standards
- Timely prescription of curriculum, courses of study, teachers' training

Protection of Right

- Decentralised grievance redressal mechanism
- NCPCR/SCPCR assigned additional functions
 - Examine and review safeguards for rights under this Act, recommend measures for effective implementation
 - Inquire into complaints relating to child's right to free and compulsory education
 - Powers assigned under Section 14 and 24 of the Commissions for Protection of Child Rights Act
- Where SCPCR not constituted, appropriate Government may constitute an Authority

RTE: Progress so far

- Central RTE Rules notified on 5th April 2010; Model RTE Rules circulated to States
- 20 States have notified RTE Rules
- RTE-SSA Framework, norms for intervention and fund sharing pattern revised
- Government has committed 2.31 lakh crore for RTE-SSA over five year period
- 13th FC committed Rs 24,068 crore over five year period

Progress so far

- NCTE has notified Teacher Qualifications u/s 23 of RTE Act
 - At primary level provides for:
 - Senior Secondary as basic academic qualification
 - D.Ed, B.Ed, D.Ed (Spl. Education)
 - At upper primary provides for:
 - Graduation as basic academic qualification;
 - D.Ed, B.Ed, B.Ed.Ed, BA/B.Sc.Ed, B.Ed (Spl. Education)
- TET to be conducted as per NCTE guidelines
 - CTET-2011 conducted by CBSE on 26th June this year
 - One lakh candidates eligible
 - Second CTET scheduled in November 2011

State Initiatives

- 31 States have issued notifications prohibiting corporal punishment and mental harassment
- 25 States have issued notifications prohibiting screening for admission and capitation fees
- 31 States have issued notifications prohibiting expulsion and detention
- 30 States have issued notifications banning Board examinations till completion of elementary education
- 27 States have notified academic authority under RTE Act
- 17 States have constituted SCPCVREPA

RATIONALE FOR EXTENSION

Extension to Pre School

- Unnikrishnan judgment included fundamental right to education for children in 0-6 age group
- ECCE for children below 6 years: first step in education ladder, significant input for primary education
- ECCE comprises three sub stages
 - Children in the 0-3 age group who need greater home/crèche based support,
 - 3-4 year olds require free play and toy based environment,
 - 4-6 year olds who continue to need a play and toy based environment, but also a more structured curriculum with a planned component for school readiness.
- ECCE part of ICDS; supplemented through SSA.

Extension to Pre School

- RTE provides for free and compulsory education from age 6.
- But admissions to class I in many States begin at age 5; younger children (often 4 year olds) also accompany their older siblings to schools.
- Teachers are not equipped to handle them in an age appropriate way
- Inclusion of 4-6 year olds in pre-school in the school sector may help States rationalize the age of admission in class I so that it conforms to the RTE mandate of age 6.
- If schools were to start from age 4, there could be a possibility of conceptualizing an Early Years Programme from KG to class II

Issues

- What age group should legislation cover:
 - 0-3 years?
 - 0-6 years?
 - 4-6 years?
- What are the implications for implementation - through ICDS or formal schools with pre-school classes?

Extension to Secondary

- Elementary education of 8 years does not fully equip children to live and participate in contemporary societies
- Imperative to raise the minimum level to secondary education: 10 years of education
- In Australia, Japan, New Zealand, Korea the compulsory schooling extends to secondary education

Issues in extension to secondary

- Whether secondary education ought to be provided 'free'?
- To what extent will private schools provide free secondary education?
- How will 'compulsory' be defined with respect to secondary education?

Thank You

Members Present

First Meeting of the Committee on the Extension of the Right of Children to Free and Compulsory Education Act 2009 to Pre-school education and secondary education

Dated: September 19, 2011

1. **Chairperson: Dr. D. Purandeswari**
Hon'ble Minister of State, HRD
Ministry of Human Resource Development
2. **Smt. Gita Bhukkal**
Hon'ble Minister for Education
Govt. of Haryana
C/o Haryana Bhavan, Copernicus Marg
New Delhi
3. **Dr. Vinod Raina**
Bharat Gyan Vigyan Samiti
Basement of YMA Hostel – II
G Block Avenue-21, Saket
New Delhi – 110017
4. **Prof. Venita Kaul**
Director
Centre for Early Childhood Education and Development
Ambedkar University
Plot No.13
Sector-9, Dwarka
New Delhi-110075
5. **Dr. Mina Swaminathan**
Adviser, M S Swaminathan Research Foundation
3rd Cross Street, Institutional Area, Taramani
Chennai – 600113
6. **Ms. Annie Koshy**
Principal
St. Mary's School
House No.39, Uday Park
New Delhi
7. **Shri Arun Kapoor**
Director
Vasant Valley School
Sector-C, Vasant Kunj
New Delhi—110070
8. **Shri Chandra Mohan, IAS**
Advisor (Education)
Planning Commission
Yojana Bhavan
New Delhi-110001

9. Dr. Shreerajan, IAS
Joint Secretary
Ministry of Women and Child Development
Shastri Bhavan
New Delhi-110015
10. Shri N.K. Nampoothiry
Additional Secretary (Legislative)
Ministry of Law & Justice
4th Floor, 'A' Wing, Shastri Bhavan
New Delhi-110015
11. R Govinda
Member Convenor
Vice-Chancellor
NUEPA
New Delhi

MHRD

12. Smt. Anshu Vaish
Secretary, Department of School Education and Literacy
Ministry of Human Resource Development
Shastri Bhavan
New Delhi
13. Smt. Anita Kaul, IAS
Additional Secretary, School Education
Ministry of Human Resource Development
Shastri Bhavan
New Delhi
14. Shri Vikram Sahay
Director
Ministry of Human Resource Development
Shastri Bhavan
New Delhi

CBSE

15. Shri M.C.Sharma
Controller of Examination
Central Board of Secondary Education
2, Community Centre, Preet Vihar, Delhi – 110092

NUEPA

16. Dr. Sunita Chugh
Assistant Professor
NUEPA
New Delhi

Minutes of the Second Meeting of the Committee on the Extension of the Right of Children to Free and Compulsory Education Act 2009 to Pre-school and Secondary Education.

Date: June 29, 2012, 1100 hrs

Venue: Conference Hall, Shastri Bhavan

Second Meeting of the Committee on the Extension of the Right of Children to Free and Compulsory Education Act 2009 to Pre-school and Secondary Education was held at Ministry of Human Resource Development, Shastri Bhavan on June 29, 2012 at 1100 hrs. Dr D. Purandeswari, Hon'ble Minister of State, Human Resource Development chaired the meeting. Ms. Vrinda Sarup, Additional Secretary, School Education, MHRD, and Ms. Radha Chauhan, Joint Secretary MHRD has also attended the meeting. List of members and others who attended the meeting is given in Annexure I

The meeting took stock of the work done by two drafting committees so far and discussed the future course of action.

Prof. R. Govinda, Vice Chancellor, NUEPA and Convenor of the Committee warmly welcomed Dr. Purandeswari Hon'ble Minister of State for Human Resource Development, Hon'ble Ministers of Education of Bihar, Haryana, Manipur, other members and invitees.

Hon'ble Minister of State for Human Resource Development, Dr.D. Purandeswari appreciated the chairpersons of the two drafting committees for convening the meetings. She said perhaps extending the RTE to Pre School and secondary level would not be an easy task and more elaborate deliberations with the stakeholders are required. The purpose of the present meeting is to ascertain the progress of the work done by each committee and to facilitate mutual sharing of information.

The chairperson observed that insofar as pre-school is concerned we need to examine the ICDS scheme and try to tie up with the Ministry of Women and Child Development who is presently implementing the ICDS. With regard to the secondary level of education the major issue is concerned with the huge involvement or presence of private sector. While keeping these factors into consideration, the committees have a difficult task. However the work needs to be expedited and committees should try to come up with a draft in the near future.

Prof R Govinda presented an overview of the work done by each committee. He briefly described the task of sub-committee on the Extension of the Right of Children to Free and Compulsory Education Act 2009 to Pre-school and secondary Education, which was established on the recommendation of the CAFE committee. The major task of this committee was to examine the feasibility of bringing pre-school education and secondary education under the Right of Children to Free and Compulsory Education Act 2009 (RTE); to

prepare draft legislation covering pre-school and secondary education within the ambit of RTE and to estimate additional resources required.

The first meeting of the sub-committee was held on September 19, 2011. There was a general consensus in the Committee that we need to extend the RTE to Pre-school and secondary level of education. He mentioned that section 11 of the RTE Act highlights the need for pre school education. With improvement in the completion rate of elementary cycle and increased demand for secondary education it is necessary to bring secondary education under the framework of RTE. He highlighted the major issues discussed in the first meeting were - entry age for Pre-school; qualifications and capacity building of teachers for preschool; ensuring focus on child-centered pedagogy; play way method and holistic development as critical elements of pre-school and need for effective coordination with ICDS. With respect to secondary education issues related to requirement of additional infrastructure and teachers, quality of education, teacher preparation and private sector regulation were discussed and it was suggested to explore using RMSA as vehicle for extending free and compulsory education at the secondary level.

As recommended in the Meeting two Drafting committees were set up - one on Extension of RTE to preschool which is chaired by *Smt. Archana Chitnis, Hon'ble Minister of School Education, Madhya Pradesh* and the other on Extension of RTE to secondary level of education which is chaired by *Smt. Geeta Bhukkal, Hon'ble Minister for Education, Haryana*. Main tasks of these committees are to - study the feasibility of the extension of RTE 2009 to pre-school and secondary level, prepare draft legislation and estimate financial implications.

Prof. Govinda presented the summary of the discussions of the meetings of Drafting Committee on Secondary education which were held on April 20, 2012 and June 20, 2012. Divergent viewpoints emerged during the meetings and one of the views was to consolidate the existing RTE 2009 before extending it to cover secondary level while other dominant view was that legal binding would be useful to allocate resources and Extension of RTE to secondary level therefore RTE may be extended to secondary level at the earliest. It was suggested that feed back may be taken from different states on this issue of extension of RTE as administrative, governance reforms would be needed to implement the RTE effectively. Issues related to teacher status, school management, public-private partnership, and future scenario of the secondary education in terms of number of schools, teachers and financial requirements were discussed.

The meeting highlighted some of the important issues that could have significant impact on the implementation of RTE at secondary level were - Whether to provide universal compulsory education or universal opportunities to secondary education? Whether the secondary education be made free? Should we upscale the outreach of open schools? It was suggested that the alternative scenario needs to be prepared.

It was decided to collect data from Central and State Governments on various aspects to ascertain current status of secondary education by July 2012. Information needs to be gathered on several aspects such as: Demographic - Current Population of 14-16 & 16-18 yrs

age group and projections for another 10 years; number of school places required (Government, private); teacher requirement; current patterns of financing by states; norms adopted under RMSA; Per student expenditure at the secondary level; evaluation and assessment method and practices adopted by State Boards/ CBSE/ICSE.

Prof Govinda also presented a brief overview of the proceedings of the meetings of drafting committee on the Extension of RTE 2009 to pre-school education, held on May 24, 2012 at NUEPA, New Delhi and 25-26, June 2012 at Bhopal. There was unanimity on the need to extend RTE to cover pre-school education. It was observed that the transition from pre-school to primary level to be made smooth and minimum required standards need to be laid down which should be made available to each child as entitlements. Specific guidelines need to be formulated to ensure that pre-school education services offered are of right quality and serve the interests of the young child. There should be a provision for the involvement of community and parents as at this age child requires parental care.

The committee members took cognizance of the fact that the overlap with the existing ICDS services was a major issue and Policy paper issued by Ministry of Women and Child Development will also be consulted while formulating the draft legislation. However, the committee decided to leave the discussion on implementation jurisdiction to a later stage and proceed with drafting of legislation. It was observed that the members who would be involved in the framing of legislation need to remain informed on the ongoing discourse with respect to ICDS and to keep in view the existing norms and standards relating to building and infrastructure; desired nature of pupil-teacher interaction; teacher-pupil ratio; learning experiences planned for children; involvement of community and parents. The committee strongly recommended that preschool education need to be burden less, bookless and joyful. The committee suggested that the package of services at the pre-school level would include supplementary nutrition, pre-school education, health check-ups, referral services and nutrition and health education.

Current practices and experience of both ICDS and private sector should be taken into consideration. But, Education at this stage should not be school centered and the focus should be on holistic and integrated development of the child. The committee identified six dimensions to draw out the framework

- ▶ Defining and setting the boundaries of preschool education- age of entry (preferably 4)
- ▶ Content, curriculum and methods – focus should be on the holistic development of child and emphasis should not be on learning outcomes. It needs to be debated as to what would be the nature of institutionalization of early childhood education either through the primary school having pre-school section or separate Pre-school institutions like Anganwadi? Will it be structured and formal or non-formal and flexible?
- ▶ Responsibility of the Providers both State and private should be well defined and specified.

- ▶ Monitoring and Evaluation of the pre-school education – parameters and organizational arrangements need to be clearly defined and articulated.
- ▶ Financial estimates need to be worked out to include Preschool Education in the RTE 2009.

Prof Govinda informed that the Drafting of a few section has already begun. He also presented the Future Course of Action as discussed during the meeting

- ▶ Propose to meet again at the earliest possible
- ▶ Preliminary drafts will be put in the public domain to elicit input from all concerned individuals, organizations and other stakeholders.
- ▶ May also hold consultation meeting with administrators, experts and field workers

The chairperson Hon'ble Minister of State, Human Resource Development observed that the direction of thinking of all stakeholders is more or less known as Right of Children of Free and Compulsory Education is in place. Therefore the drafting committees should proceed in preparing the draft which can be presented to the stakeholders.

Prof Vinod Raina, Bharat Gyan Vigyan Samiti observed that we are not just talking about the extension of Right of Free and Compulsory Education but also ensuring to provide equitable quality education to all the children. Education is being managed and governed by various boards therefore we need to have consultation with all the boards like COBSE, CBSE, ICSE, State Boards and Open School to have uniform standards. Class Xth is a threshold of vocational education therefore this aspect has to be kept under consideration while formulating the legislation. He observed that the drafting committees should clearly define the regulation and also the way these would be funded and monitored.

Smt Gita Bhukkal observed that the states are finding it difficult to fund the existing RTE Act. Not only funding but there are other problems like the attitude of teacher to implement the Continuous and Comprehensive Evaluation as proposed by RTE 2009. As far as pre-school education is concerned she observed that under ICDS scheme the Anganwadi workers are more involved in the distribution of food rather than in the development and education of the child. At pre-school education level, private institutions are more in number especially in the urban areas and they are not regulated. These private institutions are not focusing on the holistic development of child. She mentioned that in rural areas children are going to anganwadis which are also not concentrating on the development of child and the workers do not possess requisite professional competence to provide relevant education to the young children. Highlighting the problem of children of migrant families she observed that ID number to all the students should be given which would facilitate to track the child. At the end she observed that it does not imply that we should not extend RTE but we should go for it but before extending the necessary preparation needs to be made.

Dr Shreeranjana, Joint Secretary Ministry of Women and Child Development observed that Integrated Child Development Services (ICDS) was being implemented by the Ministry of

Women and Child Development. Children of 4-6 years of age are covered under the ICDS scheme that offers pre-school non formal education as one of the six services which include supplementary nutrition, immunization, health checkups and referrals to improve nutrition. ICDS covers the globally accepted concept of "Early Childhood Care and Education (ECCE) that includes mother and child nutrition and child stimulation. He mentioned that around 13.2 lakh habitations are covered by ICDS. He said that the Department is consulting various stakeholders and have put it on the website- Draft National Early Childhood Care and Education (ECCE) Policy, Early childhood Education Curriculum Framework and Quality Standards for ECCE for seeking comments from various stakeholders. He observed that the concept of integrated child care is non-negotiable and ICDS is strengthening this approach. Child development needs to be looked in holistic manner. Child development is looked after by the private institutions which remains unregulated. The challenge lies in expanding the pre school facilities and more to the disadvantaged and marginalised. The government needs to provide education and health facilities to the children of below 6 years of age. We need to look at the feasibility of extending the RTE to Pre-school as we need to ensure the minimum basic infrastructure, teaching learning material and the teacher-pupil ratio.

He mentioned that the legislation should cover a broad spectrum as ECCE is a specialized care and support oriented. It requires a broader vision. ECCE should be strengthened under the framework of ICDS. He strongly mentioned that CAGE does not have a mandate for pre-school and the Ministry of Women and Child Development would take care of the education component.

The chairperson Hon'ble Minister of State, Human Resource Development observed that the MHRD has taken this initiative of the Extension of RTE to pre-school at the instance of the CAGE Committee recommendation. She observed that the basic aim is to provide entitlements to the child which includes a right to pre-school education and the implementation modality can be worked out later.

Prof. Vinod Raina said we should look at the right of the child keeping the child at the center point and not from the institutional point. How we are going to administer is a later part but child right should be given the priority.

While agreeing with Hon'ble Minister of State and Prof Raina, *Prof. Venita Kaul, Ambedkar University of Delhi* expressed her concern for the child and observed that the holistic nature of ECCE should not be distorted. It should not merely become a downward extension of the schools. Even in ECCE the learning outcomes are there but they are development oriented. She mentioned that in Rajasthan about 50% children are attending private pre-school but they are not development oriented and the children are being taught the regular curriculum which is not appropriate for the child of this young age and children are being subjected to corporal punishment. Extension of RTE to pre-school would protect the rights of the children.

Shri Saurabh Garg, Jt. Secretary, Ministry of Finance observed that we need to keep in view the feasibility in terms of financial resources. The expenditure on ICDS, RTE and RMSA has increased manifold. Focus should be on the quality improvement and an

assessment of the financial resources should be made. The Act may increase the role of Centre if the RTE2009 is extended to pre-school and secondary level of education. Before introducing any new clauses, administrative and fiscal responsibility should be clearly defined between the Centre and the State.

The chairperson Hon'ble Minister of State, Human Resource Development observed that administrative and fiscal aspect would not be a major issue as the CABE has representatives both from the Centre and the states.

Shri P.K. Shahi, Hon'ble Minister for Education, Bihar said that we should take note of the ground realities. Extension of RTE would cause a huge financial burden and the states would not be able to bear it. The Centre is not in a position to fulfill the statutory time frame of the existing RTE 2009. Extension of RTE is an ideal goal but has practical difficulties. Before we proceed the feasibility has to be examined.

Dr Sadhna Rout, Joint Secretary Ministry of Tribal Affairs observed that human development index is the poorest in the districts dominated by the scheduled tribes. Infrastructure is the poorest in the conflict prone and nexalite districts which are predominantly inhabited by the tribal population. Infant mortality is high. Participation of children in education is low and majority of girls' dropout. She emphasized that the extension of the RTE to pre-school and secondary education at this juncture is a right step and we need to go ahead with this as equity is one of the cardinal principle of our education policy.

Prof Govinda was critical of the feasibility aspect and highlighted that we should not over-emphasize feasibility. We have to see how to make the extension of RTE 2009 to pre-school and secondary education feasible. We need to work out the details and come out with possible alternatives.

Prof Raina said that India is not the first country to enact RTE 2009 but 135th country and many countries are more economically backward in comparison to India. It is a question of priorities. We need to discuss what kind of institutional reforms are needed and what would be the financial requirements if we decide to extend RTE 2009 to pre-school and secondary level of education? We have already taken more than 60 years to make education a fundamental right and now delay in extension would not be desirable. We need to find ways and means to implement it. He observed that investment in education should not be seen as a burden as it gives the return which the various studies have confirmed. Do we demand a demographic dividend or burden? Right to education to children is to be given not on moral grounds but it has economic reason also. Moreover extension of RTE 2009 to pre-school and secondary education is in conformity with the Article 45 of the Constitution of India and also Convention on Child Rights, which specifies the child up to 18 years of age.

Ms. Surina Rajan, Principle Secretary of School Education, Haryana observed that major focus has been on the expansion and improving access. Quality in education has not been the focus of the deliberations. The basic issue remains unanswered – Is child just going to school

or learning also? The state is spending on education but the delivery remains to be a weak spot and this affects the learning level of children. We need to look into the efficiency of expenditure. With regard to the extension of RTE 2009 to pre-school she observed that we need to provide good infrastructure facilities, teaching-learning material. We should ensure that the pre-school facilities are expanded and should reach to the marginalized group of population. She emphasized on reforms in teacher education programme as the teacher is the main person responsible in transacting the curriculum.

Smt Gita Bhukkal also highlighted that teachers should know their job assignment and responsibilities. Teachers teaching in government schools prefer to send their children to private schools therefore do not take keen interest in teaching. How to improve the quality in education should also be main concern area while we extend the RTE 2009 to pre-school and secondary level of education.

Shri Chandra Mohan Advisor (Education), Planning Commission expressed concern over high dropout rate and low retention rate. He observed that due to insufficient availability of Pre School facility the dropout rate tend to be high even at the elementary stage of education. He said that around 1.1 crore children are eligible for pre-school. Under XIth plan there is a provision of pre-school and some mechanism need to be worked out to provide the pre-school facility like providing anganwadi near the primary school and for secondary education the facilities need to be extended. Vocational education need to be encouraged at the secondary level.

Prof R Govinda suggested that we should prepare ground by consulting all the stakeholders. There is a need to have discussion with the state boards. Role of open school has to be taken into consideration. He mentioned that only around 20% of the children actually get the pre-school facility. Whether it would be of one year or two years duration need to be examined in detail? He proposed that each drafting committee should chalk out a plan of action and prepare the time schedule. They need to have a time frame in terms of data collection and preparation of the draft legislation.

The chairperson, **Dr.D. Purandeswari, Hon'ble Minister of State, Human Resource Development** in her concluding remarks said though the work of the drafting committees is demanding but should not be delayed further. She said that the next meeting would be held in the third week of August in which both the committees would share the progress of their work.

List of the Members/invitees who attended the meeting:

Chairperson: Dr. D. Purandeswari Hon'ble Minister of State, Human Resource Development, Govt. of India Shastri Bhawan	
Members	
1.	Shri P.K. Shahi Hon'ble Minister for Education, Govt. of Bihar, Old Secretariat, Patna Bihar
2.	Smt. Gita Bhukkal Hon'ble Minister for Education Govt. of Haryana C/o Haryana Bhavan, Copernicus Marg New Delhi
3.	Mr. M Okendro Hon'ble Minister for Education Govt. of Manipur Manipur Secretariat, Ministers' Block, 2nd Floor Imphal – 795001 MANIPUR
4.	Prof. Venita Kaul Director - Ambedkar University of Delhi Plot No.13 Sector-9, Dwarka New Delhi-110075
5.	Dr. Sadhna Rout Joint Secretary Ministry of Tribal Affairs Govt. of India, 'B' Wing, Shastri Bhavan New Delhi – 110015
6.	Mr. Sourab Garg IAS Joint Secretary Department of Expenditure Ministry of Finance, North Block, New Delhi
7.	Shri Chandra Mohan, Advisor (Education) Planning Commission Yojana Bhavan New Delhi-110001

8.	Dr. Shreeranjana, IAS Joint Secretary Ministry of Women and Child Development Shastri Bhavan New Delhi-110015
9.	Shri Vineet Joshi Chairman Central Board of Secondary Education 2, Community Centre, Preet Vihar, Delhi – 110092
10.	K.V.S. Rao Director Ministry of Social Justice and Empowerment 'A' Wing, Shastri Bhavan New Delhi-110015
11.	Dr. Vinod Raina Bharat Gyan Vigyan Samiti Basement of YMA Hostel – II G Block Avenue-21, Saket New Delhi – 110017
12.	Prof. R. Govinda Vice Chancellor National University of Educational Planning and Administration Convenor -
Invitees	
13.	Dr. Sanjay Singh Additional Secretary (Legislative) Ministry of Law & Justice 4th Floor, 'A' Wing, Shastri Bhavan New Delhi-110015
14.	Ms Vrinda Sarup Additional Secretary Elementary education Department of School Education & Literacy Ministry of Human Resource Development Shastri Bhavan, New Delhi –110001
15.	Ms. S. Radha Chauhan Joint Secretary (SE&L) Bureau of Secondary Education –II Department of School Education & Literacy Ministry of Human Resource Development Shastri Bhavan,

	New Delhi –110001
16.	Dr. Sunita Chugh Assistant Professor National University of Educational Planning and Administration
17.	Dr. Savita Kausal Assistant Professor National University of Educational Planning and Administration
List of the Members who couldn't attend the meeting:	
18.	Shri P.K. Abdu Rabb Hon'ble Minister for Education Govt. of Kerala Room No.501, 5th Floor Secretariat Annexe Thiruvanthapuram – 695001 KERALA
19.	Smt. Archana Chitnis Hon'ble Minister for Education Govt. of Madhya Pradesh Ballabh Bhavan Bhopal MADHYA PRADESH
20.	Shri Bratya Basu Hon'ble Minister for School Education Govt. of West Bengal Bikash Bhavan, 5th Floor, Salt Lake Kolkata-700091 WEST BENGAL
21.	Dr. Himanta Biswa Sarma Hon'ble Minister for Education, Health Govt. of Assam Assam Secretariat, 'F' Block, 2nd Floor, Dispur Guwahati – 781 006 ASSAM

22.	Dr. Mina Swaminathan Adviser, M S Swaminathan Research Foundation 3rd Cross Street, Institutional Area, Taramani Chennai – 600113
23.	Shri Arun Kapur Director Vasant Valley School Sector-C, Vasant Kunj New Delhi – 110070
24.	Ms Annie Koshy Head Principal St. Mary's School House No.39, Uday Park New Delhi

Minutes of the Meeting of Committee on the Extension of Right to Free and Compulsory Education Act 2009 to Secondary Education held on October 10, 2012

Third meeting of the Sub-Committee was held on October 10, 2012 under the chairpersonship of Dr. D. Purandeswari, Hon'ble Minister of State, MHRD to discuss the framework prepared by two drafting committees and the future course of action.

Ms Archana Chitnis, Hon'ble Minister for Education, Madhya Pradesh Chairperson of the Drafting Committee on Extension of RTE 2009 to pre-school education briefed the members of the highpoints of the discussions on the feasibility of the extension of RTE to pre-school. The major issues discussed during the three meetings of the Drafting Committee were: the entry age for pre-school; qualifications and capacity building of teachers for preschool; ensuring focus on child-centered pedagogy; play way method and holistic development as critical elements of pre-school and need for effective coordination with ICDS.

The Drafting committee members prepared the framework around the following five dimensions: defining and setting the boundaries of preschool education- age of entry; content, curriculum and methods; entitlements; role of the providers-state and the private institutions and qualifications of the teachers of preschool education and anganwadi.

Salient features of the draft framework are: Every child of the age of 3 to 6 has right to preschool education in the neighbourhood (not more than 500 metres from place of residence). Child shall not be liable to pay any kind of fees or charges in pre-school and detained or expelled from the school. No rote tasks will be given either at the preschool or at home. The child will not be given any homework or subjected to physical punishment or mental harassment.

In a classroom of mixed ages or same age the number of children shall not exceed 25. There should be one assistant teacher and one helper for every group of 40 children (mixed or same age).

The prescribed time should be between 3 to 4 hours: where a pre-school provides mainly holistic development appropriate education activities. There should be minimum number of working hours (i.e. 45 hours per week) for teachers including preparation time. Teaching-learning equipment and materials should be suitable for meeting the all-round developmental and play needs of all children including children with special needs.

At least one hot cooked midday meal locally produced and one mid-morning or mid-afternoon snack as per age requirement.

There should be no formal instruction of the 3R's. The curriculum should be oriented towards the child's holistic development and develop academic skills and readiness for entering

formal education. Curriculum is to be transacted in manner that it should promote child's self-expression, self-esteem, and self-confidence in a fear-free, secure, caring, inclusive and supportive environment. The committee preferred to use the term interaction instead of instruction. The medium of interaction has to be mother tongue/home language/first language of the child, within a multilingual environment including alternative communication methods and devices such as sign language.

Ms. Geeta Bhukkal, Hon'ble Minister for Education, Haryana, Chairperson of the Drafting Committee on Extension of RTE 2009 to secondary education in her introductory remark said that detailed deliberations are required on four dimensions- (i) identification of detailed responsibilities in respect of Assessment of existing infrastructure, coverage of age of children (15-16 or 15-18) and duration of secondary education (IX-X or IX-XII). (ii) appointment of additional teachers as per new PTR norm which would be fixed if RTE is extended, (iii) to have consultation with all partners like states (on various issues like the norms of opening school, school infrastructure, teacher recruitment etc), NCERT on curriculum and NCTE for qualification of teacher appointment, Teacher eligibility test, Teacher training institute, role and regulatory mechanism of the private sector (iv) sharing of financial responsibility between the Center and the states.

She emphasized that before a final framework is prepared it is essential to have inputs of all stakeholders. Feedback should be taken on the existing experience of implementation of RTE 2009.

Besides, detailed deliberations are required on various issues such as abolition of Board Exams, parents' views on no detention policy and no denial of admission around the year, free admission in private school to disadvantaged category, coverage of Children with Special Needs, formation and functioning of School Management Committees (SMC).

One of the significant issues that need to be discussed is the status of vocational education at the secondary level- the kind of preparation required for implementing the National Vocational Qualification Framework (NVQF).

Chairperson of drafting committee on secondary education observed that effective delivery of secondary education is contingent on availability of well trained and motivated teachers. Additional requirement of teachers must be estimated.

Certain areas require in-depth examination like the duration of teacher education programme (B.Ed) which may be extended to two years (one year academic and second year as internship); modification in National Council for Teacher Education (NCTE) norms and standards for establishment of Pvt./Govt. Teacher training Institutes, development of refresher courses for the in-service teachers.

Role of parents needs to be specified. They should at least have the obligation to send their ward to school. The element of compulsion should be fixed both for the state as well as

parents/families. Role of the private institutions need to be well defined in terms of Academic and financial liabilities, reservation of disadvantaged category, reimbursement of funds.

Common issues like quality, equity, a admission, enrollment, evaluation, free entitlement, coverage at the secondary level of education should be same throughout the country however States would be having autonomy for further necessary modifications as per their State specific requirements. RMSA framework could be used as a benchmark.

Both the Committees upheld that wider consultation with different stake holders is required and necessary preparations need to be made before the existing RTE 2009 is extended to Pre-school and secondary education.

IV

Minutes of the

Drafting Committee on Extension of RTE Act

2009 to Pre-school Education

Minutes of the Meeting Regarding the Drafting Committee on the Extension of the Right of Children to Free and Compulsory Education Act 2009 to Pre-School Education on 24 May 2012

The second meeting of the Sub- Committee (after the first preliminary meeting) on the extension of the Right of Children to Free and Compulsory Education (RTE) Act 2009 to pre-school education was held at NUEPA on May 24, 2012. The following members were present during the meeting:

1. Ms Archana Chitins, Honourable Minister of School Education, Madhya Pradesh --- Chairperson
2. Prof.R.Govinda, Vice Chancellor, NUEPA
3. Prof VenitaKaul, Ambedkar University, Delhi
4. Dr Shreeranjana, Joint Secretary, MWCD
5. Ms AmitaTandon, Consultant, MWCD
6. Prof.VeenaMistry, Vadodara
7. Ms Annie Koshi, Head Principal , Saint Mary's School, Delhi
8. Shri Deenanath Batra, ShikshaSanskritikUtthan
Nyass Saraswati BalMandir, Delhi
9. Dr Sunita Chugh, Assistant Professor, NUEPA - Convenor
(RTE-Secondary Education)
10. Dr SavitaKaushal , Assistant Professor , NUEPA - Convenor
(RTE- Pre-school Education)

The meeting was chaired by Ms Archana Chitins, Hon'ble Minister of School Education, Madhya Pradesh. Prof R .Govinda, Vice Chancellor, NUEPA warmly welcomed Ms Archana Chitins, Hon'ble Minister of School Education, Madhya Pradesh. He expressed that this Committee has been set up to examine the possibility of extending the RTE to pre-school education.

Ms Archana Chitins stated that under Integrated Child Development Scheme (ICDS), children below 6 years of age have access to immunisation, health-check-ups, supplementary nutrition and pre-school learning (3-6 years). For providing such a wide range of services, there is a need of sufficient space with proper lighting and ventilation, equipments, toilets and drinking water facilities and play areas for children. She said that lack of nursery teacher training institutes and absence of competent teachers brings out failure in the success of pre-school education programmes. In addition to this the qualifications of the teachers/workers catering to the pre-school education need to be defined in terms of certain acceptable standards. Skilled Anganwadi workers are required to impart early childhood education and develop school readiness among children. The mid-day meal provision should also be extended downward to the children at the pre-school level. The norms and standards relating to building and infrastructure; pupil-teacher interaction; teacher pupil ratio; ECCE workers, learning experiences planned for children; parent involvement are to be worked out in detail. Keeping in view these factors the financial implications of the extension of right of children to Free and Compulsory Education Act to pre-school education need to be worked out.

Prof. Govinda stated that RTE should go beyond SSA. RTE being legislation is permanent and it should go beyond ICDS. The transition from preschool to primary school should be continuous. It should think about the child and its entitlements and they should be accessible to every child. We should be able to work out certain minimum standard that should be set as the bottom mark which should be available to every child.

The Note entitled “ Concerns regarding the Bill for Amendment of the Right of Children to Free and Compulsory Education Act, 2009” sent by Smt. Mina Swaminathan was circulated among the members for discussion. Smt. Swaminathan could not attend the meeting due to some unavoidable circumstances.

Prof. Veena Mistry stated that there are wrong notions about pre-school education mentioning it as an unregulated area. There should be legislation for making it a regulated area. Many pre-schools are doing activities focussed on addition, subtraction, rote-memorisation etc. Pre-school education can be transformed to joyful learning. She suggested that there are various aspects which need to be taken into account: inclusion of play based activities, using picture books. How to teach, what to teach varies from one institution to another. The change in family structure and family values is also impinging on the early childhood care and education. She said that ECCE is an inter-sectoral and government

aspect. We should have a definite framework and we should be able to examine what we can do right now for the child.

Mr Deena Nath Batra said that researches conducted world-wide state that Early Childhood care and Education lay a “strong foundation” meaning that it provides strong foundation for later development. The behaviours, temperament, values and mindset of an individual depends on the kind of pre-schooling he/she has received in his early years. At this stage Mothers’ education is also a crucial component. The Yashpal Committee talked about the burden less, bookless, joyful education. The pre-school education should also be burden less, bookless and joyful. Mr Deennanath expressed that as per the Section 11 of the Right of Children to Free and Compulsory Education Act 2009 that under the Right of Children to Free and Compulsory Education Act, 2009 (RTE Act, 2009), it is essential to provide preschool in a school in order to provide education to all the children above 3 years of age. Such provisions have not yet been made resulting in depriving the children of 3+ age of their right to education as guaranteed to them under the provisions of RTE Act, 2009. At present, most of the schools run by the government do not have pre-school classes. Most of these schools even do not have pre-primary classes. He expressed that opening of pre-school classes in the schools as a part and parcel of full time formal school would be in compliance of the provisions of Section 11 of RTE Act, 2009 and this would benefit the children of the masses.

Ms Archana Chitins expressed that we should think about all-round development of child in terms of physical, mental, social and moral development at this stage. She stated that education cannot be broken into ages and stages. We will have to consider about child before three years age or two. She also stated that at High school level curriculum there should be inclusion of content areas related to parenting such as need and importance of ECCE, understanding growth and development of children, domains of development and related activities to foster physical, social, emotional, creative and intellectual development, inclusive approaches to ECCE, health needs of children and pregnant and lactating women. In that context she also expressed that there is need to integrate health with education. In the next meeting of the sub-committee Dr Manohar Bhandari from Arogya Bharati who had done significant work in this subject area should also be invited. The school community and parents should closely work together. Parents’ problems should also be taken into account. She stated that we should think about bookless and bag less education at this stage. Pictorial

books can be used at this stage. Child at this stage is able to learn by listening. She added that the perspective can start from RTE but it can go beyond RTE. Anganwari can be there as downward extension of the schools. She said that it has been said that home should be school and school should be home. But we should also keep in mind when a mother becomes a teacher then mothering suffers. There is need to make a distinction between the teacher and nursery teacher. Teacher should be specially trained for pre-school education. There is need to evolve out a need based and area specific model curriculum framework that can be adapted keeping in view the child. Curriculum should focus on panch (Five) "P" i.e. Parevash (society), pariwar (family), pryavaran (environment), prakram (bravery), prampara (traditions). We also need to re-visit norms and standards for pre-school education.

Dr Shreeranjana, Joint Secretary, Ministry of Women and Child Development informed that draft of Quality Standards for ECCE, National Early Childhood Care and Education Policy and Early Childhood Education Curriculum Framework has been developed by the Ministry of Women and Child Development and this has been placed on the website of the Ministry. He observed that the mandate of RTE covering children below 6 years of age is different from that of the other children (covering the age group of 6-14 years). He was of the opinion that the RTE for this age group encompasses: Right to health, Right to Care and Right to Nutrition. It also encompasses mothers' education. Early childhood care and education involves integrated development. RTE for the pre-school stage should not be delimited to education alone.

Prof Venita Kaul stated that a distinction should be made between right to education and right to schooling. She pointed out that basically the sub-committee was discussing on right to education as right to education starts much before the age of 6 years. She stated that ECCE should not be school centred and the ECCE is a multi-dimensional concept. The child should not be deprived from the Right to Education. The ECCE should focus on holistic and integrated development of the child. This should also be reflected in the right to education. The first two years of the child are critical years as during these years there is steepest development of child. The parent's education can also help in reaching out to the children. She also said that the play way method is essential at the early childhood stage. Entry age of the children in the pre-school varies. Children from the rich families normally go to pre-school at an early age. A few schools in urban areas are considered good quality schools, there is huge rush for these schools. This also raises questions regarding the equity issues.

School is a part of society and it has to reflect the heterogeneous nature of society and become truly inclusive, where all children stand a fair chance. We need to think over the issue what best can be given to the child.

Ms. Koshi said that we should think about the early diagnosis and remediation at this stage. The assessment of children should be in a different form. It should not be textbook centred and exam-centred. All schools are different and provide different type of textbooks and activities. At this we should deemphasised the textbooks at this stage.

Ms Archana Chitins expressed that the next meeting of the sub-committee will take place at Bhopal, Madhya Pradesh. The sub-committee members will also visit some of the pre-schools in Bhopal during this meeting. Dr Manohar Bhandari who had done significant work in the subject area of convergence between health and school education should be invited in this meeting.

Minutes of the Meeting Regarding the Sub-Committee on the Extension of the Right of Children to Free and Compulsory Education Act 2009 to Pre-School Education on 25th and 26th June 2012.

The second meeting of the Sub-Committee on the extension of the Right of Children to Free and Compulsory Education (RTE) Act 2009 to pre-school education was held at Bhopal on 25th and 26th June, 2012. The following members were present during the meeting:

1. Ms Archna Chitins, Honourable Minister of School Education,- Chairperson
Madhya Pradesh
2. Prof. R.Govinda, Vice Chancellor, NUEPA
3. Prof Venita Kaul, Ambedkar University, Delhi
4. Ms Amita Tandon, Consultant, MWCD
5. Dr Mina Swaminathan , Expert (ECCE)
6. Ms Annie Koshy, Head Principal , Saint Mary's School, Delhi
7. Dr Savita Kaushal , Assistant Professor , NUEPA - Convenor
(RTE- Pre-school Education)

Ms Archna Chitins, Hon'ble Minister of School Education, Madhya Pradesh chaired the meeting. Prof R .Govinda, Vice Chancellor, NUEPA warmly welcomed Ms Archna Chitins, Hon'ble Minister of School Education, Madhya Pradesh. Ms Archna Chitins, Hon'ble Minister, School Education, Madhya Pradesh stated that the first meeting was in the form of brain storming in which the members put together their thoughts about as to how to go ahead for pre-school education of children.

Prof R.Govinda expressed that there is need to define pre-school education and its duration keeping in view the age of entry of children in the pre-school stage which also needs to be chalked out. Secondly the preschool education also needs to be defined in terms of the entitlements of children: kind of human and material resources such as teachers, play material and equipment that are to be provided to the children. Thirdly there is also need to specify the role of providers. As the pre-school education to a large extent is provided by the private providers there is need to specify the terms of reference under which the sharing has to happen. Fourthly there is also need to work on implementation and monitoring. The pre-school stage should be development focused as it is an impressionable stage.

Ms Swaminathan stated that new born child learns from day to day experiences and in fact the learning begins at birth. During the 0-6 years' stage there is need to concentrate on holistic development of children. Pre-schooling should be provided to children of 5-6 years age. Below that period we need to focus on development as we need to do justice to children.

Prof Venita Kaul pointed out that it is very much right to talk about the holistic development of children. She stated that the ECD includes education and due emphasis should also be given to education. Education should not be a causality of development. In many of the countries it has now been accepted that the children of the age 0-8 years should be included in the early childhood stage. The school readiness stage starts at 4 years so the pre-schooling should be provided to the children of 4 years age as starting it at 5 years age will be too late. She quoted that the children in reception classes in UK are aged between 4 to 6 years. 0-6 years stage is the stage during which there is rapid brain development. Nowadays more and more younger children are availing ICDS facilities. ICDS should focus on the care and development of children. Nowadays parents also aspire that children should be in pre-schools. She specified that there is need to provide institutional support to children between the ages of 3 to 6 years. Schooling Department should take care of Education component.

Ms Chitins, Hon'ble Minister, School Education, Madhya Pradesh pointed out that under Section 11 of Right of Children to Free and Compulsory Education Act, 2009 (RTE Act, 2009), pre-primary classes are to be provided in schools in order to provide education to all the children above 3 years of age. Such provisions have to be made for children. The preschool provisions have diversities in terms of aspects such as rural and urban, private schools and government schools. The private schools may be regarded as teaching shops. But the different providers of have a weakness of their own. There is need to work out bare minimum provisions for pre-school education. The legislative part should keep into mind the provision by the government and private providers.

Ms Chitins, Hon'ble Minister, School Education, Madhya Pradesh stated that there is also need to sensitize parents. In the earlier societies the children were taught morals through folklores, rhymes which nowadays parents don't know any folklores, lullabies. Prof Kaul also confirmed and added that this fact was discovered by her when she visited Samastipur in Bihar for preparation of an infant stimulation module. It was observed that the parents did not have any folk lore, lullabies or rhymes for their children.

Dr Mina Swaminathan stated that day care should be provided to the children of 3-5 years in school. The schools are also to be provided with day care workers. Prof R.Govinda expressed that for children below three years age there is need for day care and parent's education also. The preschool education should be not be mere downward extension of primary education. It should have focus on development and should not have mere focus on learning outcomes. It should be non-formal and flexible. There should be no rigidity of age. Any child of below 6 years age can enter the pre-school. Preschool education should be ungraded and comprehensive. There should be no compulsion for pre-school education for the parents. If the child does not go to the pre-school then neither the state nor the parent should be taken to the court. The child should not be dragged to the pre-school. The parents should also have freedom /choice of sending the child to a pre-school or not sending the child to pre-school.

For instance if mother is at home and free in that case she should be allowed not to send the child to pre-school.

Ms Chitins, Hon'ble Minister, School Education, Madhya Pradesh added that pre-school should be formalized but not institutionalized. Every child has a right to preschool education but it should not be compelling for the child.

Prof Venita Kaul added that the preschool education should be flexible and gradually linked to school and literacy. It should be an upward extension of the schooling methodology. Women need support in terms of day care according to their needs and situation (Such as seasonal, during day time etc.). Legislation should be done in terms of needs and concerns of women.

Dr Swaminathan said that pre-schooling could be supported by care as and when needed. Major responsibility of our country is training of teachers. At this stage one could also think of involving local people working as teachers. Ms Chitins, Hon'ble Minister, School Education, Madhya Pradesh added that Government of Gujarat had prepared a training module for Anganwadi workers. The pre-school training has been made mandatory by the government of Gujarat. Prof Venita Kaul stated that the ICDS was as such build on child care worker who was responsible for providing six services. One person should not be divided into six persons. In ICDS another recommendation is that there should be one more worker.

So there should be provision of another person as a teacher whose qualification and training should be prescribed. Ms Tandon added that there is need to provide ECCE training to teachers. Dr Swaminathan pointed out that they should be given designation such as *Bal Shikshika*. Ms Chitins, Hon'ble Minister, School Education, Madhya Pradesh added that this situation would pose the question of hierarchy then. Prof R.Govinda stated that there should be separate cadre for preschool education and anganwadi. For children in the age group 3-6 years there should be arrangement of teachers for providing the pre-school education. The qualified teachers should be 10+2+3 pass and they should have training unlike the anganwadi worker who has lower qualifications. Anganwadi workers also should be equipped to do activities with the children as at this stage the children can learn through activities and play with each other.

Ms Chitnis stated that nowadays there is variation between the mental age and the physical age of the children. This is mainly due to exposure of children to the technology. As a result the pituitary gland that secretes hormones and controls the overall development of the body has been showing a variation from its normal pattern of functioning. That is why the girls are attaining puberty at an early age. She stated that keeping this in mind it is essential that age appropriate environment should be provided for the children. Prof Venita Kaul added that the parents are also helpless at times as they do not have time to give to their children and as a result of which the children are getting exposure to media and other technological materials. Ironically in the case of poor children due to the household and other responsibilities the girl child loses her childhood.

Ms Chitins, Hon'ble Minister, School Education, Madhya Pradesh stated that the responsibility of training the anganwadi workers can be entrusted to DIETs. The training modules could be prepared for the anganwadi workers and utilized for training them. The Anganwadi workers could be provided training of six months duration. There are about 70 lakh Anganwadis in Madhya Pradesh. There can be multiple ways of training them in pre-school education. She also talked about the diversity of training needs and she expressed that the states can adapt the training module as per their context and needs. There is also need to look into the long-term training needs of the workers. There should be long term plan as well as short term plan for training. Plan of action should work more towards future but at the same time look at the immediate needs. Ms Chitnis, Hon'ble Minister, School Education, Madhya Pradesh stated that for training the teachers/workers a perspective plan should be drawn out on the basis of projections . There is need to set a deadline for training all the anganwadi workers. Two years preschool training can be provided for preschool teacher so that they are equipped to teach children of that age. The private sector also needs pre-service training as they employ B.Ed person as teachers. In addition to this structured education should be provided to the parents. Prof Govinda added that there could be provision of refreshers training after the training. As a large number of children are going to private pre-schools there is need to estimate about the private pre-school providers. . A large number of international chains of pre-schools are coming up. There is no system of recognition for the pre-schools

Ms Koshy stated that same school should look after the needs of pre-school education so that the younger child is able go where the elder child is going. There is also need to have early identification of challenges and interventions. There is need to educate the parents about their responsibilities. Ms Amita Tandon pointed out that the while drawing out legislative framework draft policy on early childhood care and education, draft curriculum framework and draft quality standards for ECCE should be kept in mind .

Prof Govinda stated that there is need to strengthen the ICDS. The pre-school education should serve like a bridge between the ICDS and primary education. There are five dimensions on which the sub-committee may draw out the framework. These are:

- i. Defining and Setting the boundaries of preschool education
- ii. Content Curriculum and methods: More indicators could be chalked out. It should be more development focused and should not be learning outcome focused. Evaluation procedure of children in terms of visualizing the development profile of the children should also be laid out.
- iii. Entitlements: Specifying the benchmarks, other learning material, teacher pupil ratio, mid day meal etc.
- iv. Responsibility of the Providers in terms of state and schools including private institutions
- v. Implementation , monitoring and evaluation

It was decided that Dr Swaminathan and Prof Kaul will start working on the section 2 i.e. "Content curriculum and methods "and section 3 i.e. "Entitlements".

Ms Chitins, Hon'ble Minister, School Education, Madhya Pradesh stated that the work done by the sub- committee members will be put in the Website of the MHRD in the public domain so that it can take suggestions from all. This will be finalized after having discourse on it in a large group comprising of stakeholders, grassroot level functionaries and also of the academicians and people who have been working in the field. The next meeting of the Committee will be held on 14th July 2012.

At the end of the meeting Prof R.Govinda thanked the Chair.

V

Minutes of the

**Drafting Committee on Extension of RTE Act
2009 to Secondary – School Education**

Minutes of the Meeting of Drafting Committee on the Extension of Right to Free and Compulsory Education Act 2009 to Secondary Education, April 24, 2012

Meeting of the Drafting Committee on Extension of Right to Free and Compulsory Education Act 2009 to Secondary Education was held on April 24, 2012 at 1430 hrs at NUEPA. Following members/invitees attended the meeting:

Chairperson

1. Smt. Geeta Bhukkal
Hon'ble Minister for Education
Govt. of Haryana

Members/ other invitees

2. Prof. R.Govinda
Vice chancellor, NUEPA
3. Ms. S. Radha Chauhan
Joint Secretary (SE&L)
Ministry of Human Resource Development
4. Mrs. Surina Rajan
Financial Commissioner and
Principal Secretary, School Education Department
Govt. of Haryana
5. Dr. Vinod Raina
Bharat Gyan Vigyan Samiti
6. Shri Vineet Joshi
Chairman
Central Board of Secondary Education
7. Dr. Raman P. Singh
Deputy Adviser (HRD)
Planning Commission
8. Dr. Ranjana Arora
Associate Professor
Department of Teacher Education and Extension
NCERT
9. Dr. Sunita Chugh NUEPA, Convenor

At the outset chairperson Hon'ble Minister for Education Govt. of Haryana, Smt. Geeta Bhukkal, said that it is an encouraging step by the Government of India to deliberate on the possibility of extension of the RTE to secondary level of education. Before it is extended we should try to consolidate the existing RTE as it is not still being fully implemented. She

mentioned the practical difficulties that are being faced by the Haryana government to implement the various clauses of RTE. There are large numbers of issues involved like how to ensure 25% reservation in the private school, how to admit children in the neighbourhood school. How to define BPL and how to identify the BPL families?

She highlighted that in Haryana with the implementation of RTE the enrolment has increased and the dropout rate has declined. Children are given free text books and free uniform. She said that the children have become aware of various clauses of RTE like prohibition of corporal punishment and are using clauses of RTE more forcefully than anybody else. She was of the opinion that the teachers have to play a pivotal role in the implementation of RTE and unfortunately the maximum resistance is from teachers. They do not approve the Continuous and Comprehensive Evaluation of the students. Teachers need to be given not only training but their mindset also needs to be changed. This committee needs to deliberate upon as to whether we should extend the RTE at this point of time? What are the policy and financial implications if RTE is to be extended upto secondary level of education?

Mrs. Surina Rajan, Financial Commissioner and Principal Secretary, School Education Department, Govt. of Haryana observed that the committee needs to take the feedback from different states on this issue of extension of RTE on a systematic and scientific basis. The states are facing different problems in the implementation of RTE and unfortunately the maximum resistance is from teachers. They do not approve the continuous and Comprehensive Evaluation of the students. Teachers need to be kept in view. She said that the necessary administrative, governance reforms have not taken place therefore it has become difficult to implement RTE. We should learn from the previous mistakes and before extending the RTE we need to critically examine by getting engaged with different stakeholders. We need to make necessary preparation and teacher education programmes need to be overhauled as the teachers are the main agents to implement the RTE. She expressed her concern on the increasing number of private teacher education institutions on which there is no quality control. It is necessary that the school system may be revitalized and systemic reforms are initiated if we want to implement RTE successfully.

Dr. Vinod Raina while emphasizing on the need for extension of RTE to secondary level of education observed that India is educationally backward and lagging behind many of the nations. India is home to around 30 crore illiterates and at the higher education level GER is only 15%. He said that we need not count problems. Practical problems cannot decide the policy. Therefore we should try to find the solution to these problems.

He said that the move to make education a fundamental right began as early as when the constitution was being framed. It was not included as a fundamental right and was rather put under directive principles because it was felt that it would not be possible for the state to allocate financial resources. If it is made law the state tries to find the ways and means to fund. He was of the opinion that the State should give priority to education and if RTE is extended upto secondary level, the state would find ways to generate and allocate financial resources. Financial constraint should not become an impediment for the extension of RTE to secondary level of education.

Dr. Raina further said that with the enactment and implementation of RTE the completion rate at the elementary education level would improve and the demand for the secondary education would further increase. Preparation for fulfilling the future demand should begin at this stage. The committee should discuss issues related to teacher status, school management, public-private partnership, future scenario of the secondary education in terms of school, teacher and financial requirement.

Mr. Vineet Joshi, Chairman, Central Board of Secondary Education, observed that the extension of RTE to secondary education is a good proposition but the state would find it difficult to finance. Financial issues are going to play significant role for the proper implementation of RTE and for that the States should also be ready to bear the responsibility. Another major issue is with regard to the teachers' competency and commitment. In India education is general upto Xth standard and the streaming takes place at the senior secondary level, the teachers should be professionally prepared to take the responsibility. Teachers are not paid suitable remuneration therefore teaching profession is the last option. We should create such enabling conditions that teaching should be a profession by choice and not by compulsion or by default. Competency of teachers determines the quality of education therefore effort should be made to improve the service conditions of the teachers.

In this regard **Smt. Geeta Bhukkal, Hon'ble Education Minister, Haryana** suggested that the state ministers should meet frequently so that they can share their views and problems to work positively. She said that the voices of those people who are critical of the clauses of Act are more vocal and the voice and opinion of people who work for the cause of education remain unheard. The chief ministers should have a meeting with the prime minister to apprise him with the difficulties and constraints faced by the states to implement the RTE.

Dr. Vinod Raina said the campaign like Shiksha Ka Haq Abhiyan which was launched on November 11, 2011 had a very positive impact. A message from Prime Minister and HRD Minister was read out in 30 lakh schools in 14 languages. Such kinds of campaigns are necessary to create the positive climate.

Dr. Ranjana Arora, Associate Professor, NCERT, highlighted issues related to the status, recruitment and deployment of teachers as they have to play a key role in the implementation of RTE. She raised an issue of No detention policy and observed that it is turning out to be no teaching and no learning policy. Teachers need to be oriented to Continuous and Comprehensive Education and should focus on the attainment of learning competency by each child corresponding to the grade.

Hon'ble Minister of Education Haryana said that the major issue is related to teacher transfer policy, which should also be discussed by the technical committee. At the secondary level large proportions of schools are governed by the private management therefore the regulation should be there to monitor the qualification and competency of these teachers as well.

Dr. Raman P. Singh, Deputy Adviser (HRD) Planning commission while giving facts and figures on the enrolment and dropout at the secondary level observed that there has been increase in the enrolment and decline in the dropout rates. He mentioned that the increase has been more in the private schools and the expenditure on tuition fee in these institutions has increased considerably. The question is how to expand the access and how to increase the availability of government schools. The basic issue is whether to provide universal compulsory education or universal opportunities to secondary education. Whether the secondary education should be free or should be compulsory only. Should we upscale the outreach of open schools? Alternative scenario needs to be prepared.

Ms. S. Radha Chauhan, Joint Secretary (SE&L), Ministry of Human Resource Development, said that it appears from the discussion that the RTE needs to be extended to secondary level of education but the issue is when? Should it be extended immediately or we take some more time that needs to be discussed by the committee. She said that mere extension would not be sufficient, but the Act should also clearly reflect the details on administrative and systemic reforms that need to be undertaken for the smooth implementation of the Act. Feasibility models need to be proposed by the committee and the most suited may be adopted.

While concluding the discussion Dr. Vinod Raina said that with the permission of chair a technical committee should be constituted which would look into the details of future requirement of additional schools, teachers and finances if all the children of 14-16 years of age are to be enrolled. These estimates would be based on the child population of 14-16 years of age group, and projection of child population.

The technical subcommittee may co-opt few specialists and experts from various departments like Open School, CBSE, State Boards, TSG, NUEPA, vocational and skill development. The chairperson suggested that the committee may coordinate with other departments like Public Relations Department. Besides the estimates, the committee may also deliberate upon set of policy questions like the need and modality of CBSE X standard examination, Status of teachers, recruitment of teachers, public-private management and governance issues. The committee may put forth different alternatives.

After the deliberations, the technical committee should prepare a draft report which would be presented to the full committee with Hon'ble Education Minister, Haryana Ms Geetha Bukkal in the chair. The technical committee would finish its work in one and a half month. MHRD would suggest the names of the experts to be co-opted in the technical subcommittee.

The meeting ended with formal vote of thanks by the convenor.

Minutes of the Second Meeting of Drafting Committee on the Extension of Right to Free and Compulsory Education Act 2009 to Secondary Education, June 20, 2012, NUEPA

Second Meeting of the Drafting Committee on Extension of Right to Free and Compulsory Education Act 2009 to Secondary Education was held on June 20, 2012 at 1100 hrs at NUEPA.

Following members/invitees attended the meeting:

Chairperson

10. Dr. Vinod Raina
Bharat Gyan Vigyan Samiti

Members/ other invitees

11. Dr. Ranjana Arora
Associate Professor
Department of Teacher Education and Extension
NCERT
12. Mr. Sanjay Gupta (to represent Ms Radha Chauhan, JS, MHRD)
Under Secretary
Ministry of Human Resource Development
13. Dr. Sunita Chugh
NUEPA, Convenor
14. Shri A. N. Reddy, NUEPA (invited to attend during the course of meeting)

Mrs. Surina Rajan, Principal Secretary, School Education, Govt. of Haryana ; Shri Chandra Mohan, IAS Advisor (Education) Planning Commission, Dr. Sadhana Rout, Joint Secretary, Ministry of Tribal Affairs, Govt. of India, Ms Radha Chauhan, Jt. Secretary, (SE & L), Ministry of Human Resource Development, Shri Vineet Joshi, Chairman, CBSE, Shri Arun Kapur Director, Vasant Valley School; Dr. Raman P. Singh, Dy Adviser (HRD), Planning Commission could not attend the meeting.

Dr Vinod Raina at the outset remarked that as the committee would look into the feasibility of extension of the RTE 2009 to secondary level of education, for making the estimates information needs to be collected from different states and departments. The information/data on following items need to be collected

1.0 Demographic data

- 1.1 Total population of 14-16 age group and 16-18 age group (From Census 2011)

- 1.2 Disaggregate data on population by different ages 14, 15, 16 ,17, 18 for all the states/UTs of India
- 1.3 Population (14-18 age group) by categories- Scheduled Caste, Scheduled tribes, Minorities (Muslims and others separately), Gender, Children with Special needs
- 1.4 Projection of the population of 14-16 and 16-18 age group;
- 1.5 Projection on transition of Grade VIII students for Class IX (Ten years).
- 1.6 Financial Estimates to be made short term and long term

2.0 Schools & Infrastructure

- 2.1 Existing number of schools for IX and X (State wise)
- 2.2 All types of schools-(Govt, Govt aided, Govt. unaided or private , Minority schools , Sainik schools, Kendriya Vidyalaya Sangathan (KVS), Navodaya Vidyalaya Samiti (NVS), Central Tibetan School Administration (CTSA) and school run by the Atomic Energy Education Society, Ashram Schools etc.) .
- 2.3 Single and double shift schools
- 2.4 Single sex schools and coeducational schools
- 2.5 Open schools across the states
- 2.6 All kinds of schools (IX-XII, I-XII, VI-XII)
- 2.7 Number of schools by medium of instruction
- 2.8 Type of Building (tent, *pucca*, *semi pucca*)

3.0 Infrastructure facilities within schools

- 3.1 Boundary walls
- 3.2 Drinking water
- 3.3 Electricity
- 3.4 Toilet
- 3.5 Separate toilet for girls
- 3.6 Laboratory
- 3.7 Library
- 3.8 Sports complex and material
- 3.9 ICT- Computers
- 3.10 Art & Craft room
- 3.11 Furniture
- 3.12 Principal room

- 3.13 Staff room
- 3.14 Store
- 3.15 Disabled friendly architecture
- 3.16 Ramps
- 4.0 Teacher related (Across the States)**
 - 4.1 Number of Teachers at secondary level
 - 4.2 Number of Trained/Untrained teachers
 - 4.3 Special Education Teachers
- 5.0 Child Related**
 - 5.1 Number of Children enrolled in the relevant age group
 - 5.2 Out of school children
 - 5.3 Gross Enrolment Ratio, Net Enrolment Ratio
 - 5.4 Dropout rates
- 6.0 Norms related information**
 - 6.1 Norms of expenditure on construction (only in Government schools)
 - 6.2 Teacher Appointment- Regular and Contract Teachers
 - 6.3 Teacher Transfer
 - 6.4 Teacher salary (Across the states)
 - 6.5 In-service teacher training and number of days
 - 6.6 Teachers for CWSN
 - 6.7 Annual Repair and Maintenance
 - 6.8 Entitlements of Children – Schemes and Incentives at the secondary level (across the states) of Different Departments. Ministry of Tribal Welfare, Ministry of Human Resource Development, State specific schemes etc.
- 7.0 Financing of Secondary Education**
 - 7.1 Central/ State funding
 - 7.2 RMSA/State
 - 7.3 Per student expenditure at the secondary level (Three to four alternative scenarios to be presented)
- 8.0 Evaluation and Assessment Method**
 - 8.1 State Boards/ CBSE/ICSE- weightage to internal assessment/ end term exam

8.2 Continuous and Comprehensive Evaluation (CCE)

9.0 Curriculum

9.1 Subject profile

9.2 Curriculum and content- uniform across the schools in a state or differentiated

9.3 Nature of text book (NCERT, SCERT or private publishers)

10.0 Action Points to Draft the legislation

10.1 The following members shall be coopted into the committee to carryout its work.

- i. A representative from SSA, TSG (Mr Shailendra Sharma)
- ii. A representative from RMSA, TSG (Mr Rajiv Mehra)
- iii. Shri A. N. Reddy from NUEPA
- iv. A representative from Central Board of Secondary Education
- v. A representative from Council for Board of Secondary Education (COBSE)
- vi. A representative from National Institute of Open Schooling
- vii. A representative from Ministry of Tribal Welfare, Government of India
- viii. Representatives from the State of Andhra Pradesh, Uttar Pradesh, Gujarat, West Bengal and Madhya Pradesh
- ix. To help in calculation regarding the population projection and expected expenditure Mr has been coopted in the committee.

10.2 As the norms vary across the states, department of education of various states may be requested to provide information on norms related (Item No 6) and also on those items for which the information is not available under RMSA.

10.3 Data on the above mentioned items may be made available within one month. The committee would hold its next meeting in the last week of July.

10.4 Necessary action may be initiated by MHRD in consultation with Chairman of the Committee Prof Vinod Raina (sending letters to Education Secretary of states to nominate their representatives, and to CBSE, COBSE, NIOS, TSG (EdCIL), Ministry of Tribal Welfare, Government of India; sending letters to states, NIOS, CBSE and COBSE to provide data and norms;) at the earliest possible.

Preliminary Draft Framework on Extension of the Right of Children to Free and Compulsory Education Act, 2009 to Secondary Education

Prelude to Framework

The changing socio-economic milieu puts huge premium on education of high quality. The basic education that equips people with rudimentary skills in reading, writing and numeracy though important but not adequate to survive in changing conditions. It is asserted that only people with higher educational qualifications and nations with large proportion of educated people are better positioned to take advantage of increasing opportunities from global economy. Consequently the universal provision of education is being redefined to include more years of schooling particularly the secondary education. The growing aspirations of people for upward mobility, equity considerations and of course the concerted efforts at UEE that have led to higher completion rates also exert pressures to massively expand secondary education. To meet the growing demand and acknowledging the significance of secondary education for an individual and national growth, the effort is being made to bring the secondary education under the ambit of RTE 2009. The basic framework has been prepared which provides details on the minimum infrastructure, entitlement of the child if the RTE is extended to secondary education.

Framework

1.0 Secondary Education: Secondary Education constituting IX and X classes may be covered under RTE.

1.1 Secondary school should possess essential infrastructure facilities and should carry out teaching and other related activities in accordance with prescribed curriculum and affiliated to state secondary education boards or central boards like CBSE, ICSE, etc

1.2 Secondary schools can be established, owned and funded by

- a) Central Government, Appropriate State Government or local bodies
- b) private trusts and other not-for-profit bodies and
- c) residential schools, KVS/Navodaya Vidyalaya Samiti/Ashram Schools
- d) Open school

2.0 Eligibility of children to secondary education: All children who completed grade VIII and below the age of 17 years are eligible to enter grade IX under the Right to Secondary Education.

- However, age limit could be made flexible and could be extended beyond 16 years of age for the disadvantaged groups – SC, ST, Minorities, BPL families; disadvantaged category could be defined.
- Provided that the right to secondary education to children above 17 years of age shall be extended through distance mode

2.1 Child belonging to disadvantaged group means a child belonging to the Scheduled Caste, the Scheduled Tribe, the socially and educationally backward class or such other group having disadvantage owing to social, cultural, economical, geographical, linguistic, gender or such other factor, as may be specified by the appropriate Government, by notification;

2.2 'Child belonging to weaker' means a child belonging to such parent or guardian whose annual income is lower than the minimum limit specified by the appropriate government, by notification;

3.0 Access to Secondary School: Every child of the age of fifteen and sixteen shall have a right to secondary school within 5 kms motorable road. In case of non availability, appropriate arrangements like residential school, transport arrangements, shall be made to provide access to secondary school.

- No child shall be charged fee of any kind to attend secondary school.

4.0 Infrastructure of Secondary School: The Secondary School and other infrastructural facilities that would be mandatory-the norms of RMSA and KVS can be reference points; norms of a few select states may also be consulted.

Some of the important parameters on which norms need to evolved include

- a) Area, number of rooms for instructional purposes, head teacher, staff, laboratories, library, sports, recreational, separate room for girls, etc. according to enrolment size of school
- b) Minimum number of teachers subject and language and additional teachers required in case large schools
- c) Pupil teacher ratio (1:40?)
- d) The minimum physical size of laboratory, minimum infrastructure with instruments, necessary
- e) Size class rooms, other rooms like head teacher room, and other rooms
- f) Number and type of books that ought to be available in library
- g) Play ground and its dimensions
- h) Sports material that need to be available

- i) Toilet facility
- j) Drinking water facilities
- k) Boundary wall

The norms of RMSA is reproduced in Annexure I for ready reference.

5.0 Entitlements of children:

No fees to be paid by any child in schools established by the Government or local authority; scholarships for girls, disadvantaged groups, educationally minority groups, economically weaker sections, etc; free text books, notebooks, and stationary; free uniforms; midday meal; free bicycle.

6.0 Mode of provision: The technical group extensively discussed the mode through which the right to secondary education can be extended. In particular it examined the provision through face-to-face regular school and through open and distance mode. It was recommended that the Right to Secondary Education would be extended predominantly through face-to-face regular school mode. The distance and open learning mode would be used only under extremely exceptional circumstances.

6.1 Nature of provision:

The drafting committee and also technical group recognized that private sector currently plays a very dominant role in the provision of secondary education. It was acknowledged that the government, private aided and private unaided each account for about one-third of provision of secondary education. In these circumstances extending right to secondary education raises several issues with regard to the role of private sector. There was general consensus that the right to secondary education shall be extended through public provision by establishing schools with such spatial limits as may be prescribed. Private provision may be allowed subject to regulatory framework. Given the large size of private sector in secondary education it was recommended to constitute a regulatory body at state level. Reservations to weaker and disadvantaged sections may be provided.

7.0 Educational and professional qualifications necessary to eligible to be a Teacher: NCTE may be declared as competent authority to prescribe educational and professional qualifications necessary to eligible to be a teacher and procedures to recruit teachers. The professional and educational qualifications currently prescribed by NCTE and practices adopted by different state government in appointment of teachers need to be examined.

8.0 Curriculum, content and methods:

The NCERT may be declared as competent authority to prescribe the curriculum, content and methods in secondary education. ICT tools and techniques need to be integrated at the secondary level. The NCF of NCERT may be starting point for further discussions.

9.0 Evaluation and assessment:

COBSE may be declared as competent authority to prescribe methods and norms for evaluation and assessment in secondary education. COBSE may collaborate with NCERT, CBSE, ICSE, NIOS and state boards in evolving methods and norms for evaluation.

10.0 Financial Estimates:

A rudimentary estimate suggests that an additional amount of Rs. 20,000 crores is required to enroll all out-of-school children over the next five years to implement Right to Secondary Education.

Around 1.7 crore children are out of school of age 15 and 16 and it is understood that unit cost of secondary school of KVS is Rs. 18000 per annum approximately. It was noted that salaries and huge infrastructure pushes up unit costs of KVS. In view of this it is assumed that the unit cost of secondary schooling would be around 10,000 per year. On the basis of this to enroll all out of school children in the age group of 15-16 years works out to be Rs. 20,000 crore per year for five years for civil work, additional teachers and school infrastructure facilities required for expansion. Detailed estimates would be made separately in terms of number of additional schools and teachers required if all the children of 15 and 16 years of age are enrolled in secondary schools

11.0 Pace of Implementation:

Keeping in view differential development of secondary education across states and huge requirement of additional resources a staggered and differentiated approach is proposed to be adopted.

12.0 Duties of Appropriate Government and Local Authority

The appropriate government and the local authority shall establish secondary school for adolescents as per the norms and standards stated above.

The appropriate government shall establish an inter-ministerial/departmental "Convergence Committee" for ensuring effective implementation of the right to secondary education. The Committee shall comprise of officials from Ministries/Departments related to Social Justice and Empowerment/Social welfare, Tribal Welfare, CBSE, COBSE, NIOS, state boards, Directorate of Education of states.

12.1 Duties of the Central Government, State Government, Local Authority

Clauses under RTE Act	Application to Right to Secondary Education
Section 7(1) to 7(6)	Shall also apply to Right to Secondary Education
Section 8 (a)	Should read 'provide secondary education to every child'
Section 8(b)	Ensure availability of school as per the norms prescribed
Section 8(c) (d) (f) (g) (h) (i)	Shall also apply to secondary education
Section 9(a)	Should read 'provide secondary education to every child'
Section 9 (b)	Ensure availability of school as per the norms prescribed
Section 9(c)	Shall also apply Right to secondary education
Section 9(d)	Maintain records of 15-16 years of age children
Section 9(e) (f) (g) (h) (i) (j) (k) (l) (m)	Shall substitute the phrase 'secondary' in lieu of elementary
<i>Responsibility of Schools and Teachers</i>	
Section 12 (1) (a) (b) (c)	Shall apply to secondary education
Section 12 (2)	May be deliberated
Section 13 (1) (2)	Shall apply to secondary education
Section 14	Shall be revised as elementary graduated is the main criterion
Section 15	May be deliberated
Section 16 & 17	Shall apply to secondary education.
Section 18 & 19 & 20	Shall apply to secondary education
Section 21 & 22	This should be extended to secondary education
<i>Qualification for appointment and terms and conditions of services of teachers</i>	
Section 23	Shall apply to secondary education with modification of the qualifications
<i>Duties of teachers and redressal of grievances</i>	
Section 24, 25, 26, 27, 28	Shall apply to secondary education.

The illustrative list of components

Physical Infrastructure- Non Recurring	
Class rooms/ Additional classrooms	<ul style="list-style-type: none"> • Class Room- Pupil Ratio: 1:40 • Minimum ratio :1:25 • Class Room size: as per State norm. • At least two additional class rooms should be built in one secondary school • At least four additional class rooms, two sections each for classes IX & X should be built in one upgraded upper primary schools • Should involve elements of community contribution. • Grants will be available only for those schools which have existing buildings of their own • Cost of construction will include furniture, fixtures, fittings, Circulation area (verandah) etc.
Science Laboratory	<ul style="list-style-type: none"> • One Integrated Science Laboratory- for Physics, Chemistry, Biology & Mathematics. • Room size: as per State norm. • Should involve elements of community contribution. • Grants will be available only for those schools which have existing buildings of their own • Cost of construction will include furniture, fixtures, fittings, circulation area (verandah) etc.
Lab Equipments	<ul style="list-style-type: none"> • Necessary equipments for Physics, Chemistry, Biology and Mathematics' will be needed initially to facilitate academic activities.
Headmaster/ Principal room	<ul style="list-style-type: none"> • One room for Principal. • Room will also be used for meeting room. • Room size should be adequate as per state govt. norms for holding meetings • Should involve elements of community contribution. • Grants will be available only for those schools which have existing buildings of their own • Cost of construction will include furniture, fixtures, fittings, circulation area (verandah) etc.
Office Room	<ul style="list-style-type: none"> • One room of adequate size as per state govt. norm for office staff and teachers • Should involve elements of community contribution. • Grants will be available only for those schools which have existing buildings of their own • Cost of construction will include furniture, fixtures, fittings, circulation area (verandah) etc.

Girls' Activity Room	<ul style="list-style-type: none"> • One room of adequate size as per state govt. norm • Should involve elements of community contribution. • Grants will be available only for those schools which have existing buildings of their own • Cost of construction will include fixtures, fittings, circulation area (verandah) etc.
Computer room/ laboratory	<ul style="list-style-type: none"> • Room size: as per State norm. • Should involve elements of community contribution. • Grants will be available only for those schools which have existing buildings of their own • Cost of construction will include furniture, fixtures, fittings, circulation area (verandah) etc.
Art/ Craft/ Culture Laboratory	<ul style="list-style-type: none"> • Class Room size: as per State norm. • Should involve elements of community contribution. • Grants will be available only for those schools which have existing buildings of their own • Cost of construction will include furniture/ equipments/ tools, fixtures, fittings, circulation area (verandah) etc.
Library	<ul style="list-style-type: none"> • Library will be established and run in a room of adequate size as per the norms fixed by the State Government or Raja Ram Mohan Roy Library Foundation, the nodal agency of Govt. of India to support public library services and systems. • Should involve elements of community contribution. • Grants will be available only for those schools which have existing buildings of their own • Cost of construction will include furniture, Almirah, racks, fixtures, fittings, circulation area (verandah) etc. • Community should be approached to provide books and furniture etc. in the library.
Toilets and Drinking water facilities	<ul style="list-style-type: none"> • Requisite number of toilet blocks in each school, separately for Boys, Girls, staffs & teachers and differently abled children • Adequate drinking water facilities in every school • Proper drainage system in every school etc
Furniture & fixtures	<ul style="list-style-type: none"> • As far as possible, existing furniture should be repaired • Actual requirements for classrooms, laboratories, libraries and others will be worked out on the basis of approved scales of furniture fixed by the State Governments • In case of condemnation through due process and/ or deficiency, purchase of furniture for following will be subject to the ceiling of Rs. 1.00 lakh per school, <ul style="list-style-type: none"> ▪ Principal Room ▪ Office and Teacher Room • Due Regard should be paid to usefulness and economy • Luxury items should not be purchased • Community will be approached to provide furniture in the schools • Purchases, will be done through State owned small scale industries or NSIC.

Development of Play Ground, if available in school.	<ul style="list-style-type: none"> • Schools not having playground will use play ground in neighborhood schools or the Community Playground • Community, PRIs, MP LAD, MLA LAD may also contribute towards development & maintenance. • Ministry of Youth Affairs and Sports will also be approached. • Cost will not exceed Rs.10, 000/- per school
Boundary Wall	<ul style="list-style-type: none"> • Need to be constructed by the States/ UTs, if not already constructed • Community, PRIs, MP LAD, MLA LAD, private sector may contribute towards construction and maintenance of boundary wall. • Department of Environment and forest may be approached to develop social forestry in the schools.
Physical Infrastructure- Recurring	
Repairing and Renovations – Major and Minor.	<ul style="list-style-type: none"> • Repairing and renovations will primarily be undertaken through involvement of community or the private sector. • On the basis of approved estimate by State Governments following grants may be considered under special circumstances; <ul style="list-style-type: none"> ▪ In case of Major – one time total amount of expenditure should not exceed Rs. 2.00 lakh per school in case of two sections in school and Rs. 4.00 lakh per school in case of four sections in school ▪ In case of Minor – total amount of expenditure should not exceed Rs. 25, 000/- in a year. ▪ Following repairing works can be undertaken, <ul style="list-style-type: none"> ▪ School building ▪ Toilets ▪ Tanks ▪ Play Ground ▪ Campus ▪ Conservancy Services ▪ Electrical fittings ▪ Sanitary & Other fittings ▪ Furniture and fixtures etc. • Expenditure on repair & maintenance of building would not be included for calculating the 33% limit for civil works. • Grants will be available only for those schools which have existing buildings of their own
Repair/ replacement of Laboratory Equipments	<ul style="list-style-type: none"> • Science lab for classes IX-X • Replacement and/ or repairing of laboratory equipments • Purchase of consumables/chemicals etc. • Upkeep of laboratories
Purchase of Lab consumable articles	<ul style="list-style-type: none"> • Any other activity relating to Science and Mathematics. • Annual grant of Rs. 25,000/- per school per annum or as per actual requirements.
Purchase of Books, periodicals, news papers etc.	<ul style="list-style-type: none"> • Purchase of books with due reference to the lists of books recommended by the KVS (or) • List recommended by the State Governments (or) • Rs. 10,000 per annum or the actual expenditure, whichever is less.

	<ul style="list-style-type: none"> • Text Books and Reference Books for teachers should also be included. • (or) as per the scheme formulated by Raja Ram Mohan Roy Library Foundation, the nodal agency of Govt. of India to support public library services and systems.
Study tours/ Excursion trips:	<ul style="list-style-type: none"> • State Govt./ Community/parents / private sector may sponsor or contribute • Study tours should be organized by the schools every year • Willing students should be allowed to participate • Adequate measures for safety and security of the students, especially girls should be made
School Annual Grants- recurring	
	<ul style="list-style-type: none"> • Sports, music, dance, painting, culture, teaching aids <ul style="list-style-type: none"> ▪ Equipments for teaching geography as elective ▪ Drawing equipments & painting materials ▪ Maps, charts, specified instruments & appliances ▪ Sports equipments, uniforms etc. • To meet petty and contingent expenditure like Organizing meetings, Conveyance, stationeries • Petty repairs & maintenance • Water, electricity and telephone charges, internet charges/ other rates and taxes. • Other expenditure. • State Government/community/PRI/ private sector may also contribute. • Grant of Rs. 15,000/- per annum or actual expenditure, whichever is less to meet water and electricity charges.
Teachers, staffs and Lab Attendants	
Teachers	<ul style="list-style-type: none"> • Subject-wise TG/ PG Teacher • PTR of 1:30* • Teachers will be employed by the Society implementing RMSA.
Lab Attendant	<ul style="list-style-type: none"> • One lab attendant, • will be employed by the Society implementing RMSA
Duftary	<ul style="list-style-type: none"> • One duftary for office works.
Watchman	<ul style="list-style-type: none"> • One night watchman • May be appointed by Community/ PRI/ Parent –Teacher Association.
In-service training of teachers and heads of schools	<ul style="list-style-type: none"> • Training of all teacher/ Principal/ Vice Principal for 5 days every year • Rs.200/- per teachers per day** • Unit cost is indicative, would be lower in non-residential training programmes

Residential quarters for teachers	<ul style="list-style-type: none"> • Residential quarters for teachers in remote/hilly areas/in areas with difficult terrain • Quarters will be built as residential clusters with accommodation for teachers of all schools within a particular area. • Rs. 6.00 lakh per quarter subject to availability of fund • Preference for female teachers.
Others	
Science exhibition in District Headquarters or in a place within the District.	<ul style="list-style-type: none"> • The DPC in each district will organize science exhibition • All the schools will be invited to participate • Local JNV and KV will also be associated • The Community, PRIs, NGOs, intellectuals etc. will be invited • Provision for felicitation/ award to best exhibitor will be made • State Government/ Community/ PRI / Private Sector etc. may sponsor and contribute.

Source: Framework for Implementation of Rashtriya Madhyamik Shiksha Abhiyan

**Minutes National Consultative Meet
(11th February, 2013)**

A National Consultative Meet on 'Extension of RTE to Secondary Education' was held on 11th February, 2013 chaired by Hon'ble Minister for Education of Haryana, Smt. Geeta Bhukkal.

Discussion

Free and Compulsory

Extending RTE to secondary education has legal binding. The house felt that arriving at a homogenous definition of what constitutes free and compulsory was difficult. The Vice chancellor also raised concerns if RTE is to be extended to secondary stage, whether it would be 'Free' or 'Compulsory' or both but there is a need to examine implementation of free and compulsory education carefully with a special focus on available resources, facilities and teachers. Consequently, the concept of free and compulsory education under RTE act needs to be clear before its extension up to secondary level. In this perspective, it was proposed that free and compulsory education should be extended till 10th grade and vocational education should also be given priority after 10th grade. However some participants were of the opinion of including the higher secondary level as well within the purview of RTE act and before any implementation complete and holistic provision needs to be made as per recommendation of RTE act. Initiatives taken under RMSA, CABE and other government deliberation have to be noted and reviewed. It has also been mentioned that the program like RMSA faces a lot of constraints while implementation at the state level. Financial constraints and administration problems related to implementation are some of the hindrances. Thus it is required to assess the feasibility of the extension of the RTE act.

In continuation with this discussion it was brought to light that although implementation of RTE in general faces a lot of obstacles at elementary stage of schooling, yet extension of RTE to secondary school is a must to ensure its effective implementation. It was felt that unless the act was compulsive and binding the mechanism of implementation cannot be ascertained. At the same time it was felt that even within the framework of compulsion, the responsibility of parents, teachers, school or state has to be clearly ascertained. The principle of childhood and livelihood has not been addressed adequately in RTE and education so far and needs special attention. Another point was made that RTE act should promote inclusive education. Many people in India still cannot afford school education and unless it is compulsory the urge to pursue schooling may not be compulsive. It was emphasized on fixing responsibilities on the state and to frame a strong legislation because if the act is a compulsion on the state, then they would eventually make it feasible. The compulsion on the existing RTE act is on the government, it is not upon the parents. Thus government must ensure enrolment, attendance and completion of the elementary

education. The RTE act is not coercive on parents but it considers it is a duty of the parents to send their children to school. It is needed to indicate the kind of challenges that implementation would have and put them into the legislation. It was suggested to ensure 'omnibus legislation' where RTE should be extended till 18 years of age which is the legal age completing childhood. Though most participants agreed to the proposal of extension of RTE act up to the secondary stage but it was felt that detailed discussion is required on whether it should be 'free' because at present many guardians can afford and are willing to pay fees. On the other hand, many states have lack of resources and funds to provide free education at this stage.

Issue related to entitlement and internalization was also raised. It was highlighted that questions pertaining to legal norm and social norm in education (which is different with legal norm) has to be clearly defined and articulated so as to ascertain the provisions, age and number of years of schooling of a child below 18 years of age.

Age specific

There was a detailed discussion regarding the age of the children for extension of RTE act. The legal age group of compulsory education of children varies across countries. It was also felt that a serious review of different provisions of RTE should be undertaken before considering the age-group under this act. Although, compulsion of education from 14 yrs to 18 years is a difficult thing to carry forward but, 12 years of schooling (from 1 to 12 class) is the crucial stage for every child. A uniform feeling persisted that it is very important to extend RTE up to at least secondary level, though universalization of secondary education actually covers 15 years - 18 years. It was suggested that NCPCR will incorporate the ascertained age criterion in the child protection framework. It is required to look for what is ideal for the child and not for the school because the RTE act has concern for children's right and their entitlement. The definition of child has been accepted up to the age of 18 years. Thus for feasibility purpose for framing and implementation of RTE till secondary should not be diluted. Education to children is not for labour market purpose. It is for a larger goal.

Smt. Geeta Bhukkal, *Hon'ble Minister for Education for Haryana* and the Chairperson of the committee also spoke about the age specificity. She felt that there would be a group of children who would not want to study and have less interest in it like juvenile delinquents. Special focus will be required for such children. Smt. Bhukkal stressed upon the wide publicity of RTE act. Although, she supported the need to extend RTE upto secondary level but, she stated the need to rethink on the word 'free education' in the context of RTE as mentioned by other experts. She shared her experience that whenever 'free' is connected with education, quality of education is compromised. As per her observation government schools are left only for children belonging to BPL families and accordingly teachers' attitude towards teaching learning processes also gets influenced. Misconception regarding RTE act among teachers and parents especially in government schools still exists. Misconception of CCE and no-detention policy also prevails among teachers as well as administrators.

She said constitution of SMC is a positive point of RTE because of which 70% parents are coming to schools and taking interest in it and education of their children. There is a need to provide good training to SMC for their effective participation. She has talked about appointment of qualified and trained teachers for effective implementation of RTE act.

Child labour

The issue of child labour was also raised during discussion. Extension of RTE act has considerable implication on practice of child labour and child labour prevention act. It was stated that continuation of the practice of child labour is one of the major impediment in making rights of children into realities. There has to be planning and institutional strengthening to even before the right is implemented. It was stated that integration of work component should be part of the curriculum in grade 9th and 10th so as to fight child labour. Experts pointed out that it was important to differentiate between lower secondary and higher secondary at the same time integrating both with the effect of differentiation through the kind of curriculum which would be introduced at lower secondary. However with regard to RTE, child labour is only one aspect of the act and thus the extension of RTE should have a holistic approach. It was felt that a quality secondary education integrated with vocational education would help to combat the problem of child labour.

Children with special needs and Girl Child

Working with girls and children with disability, some experts shared that RTE has helped such children to continue with education. Extension of RTE and vocationalisation at secondary level is essential especially for disabled children as they may not be able to complete formal schooling. Girls who do not want to pursue academics can take up vocational education. Earn while learn is a better concept at 12th level for adolescents such as through this act boys should be provided safety from the world of work. Thus if the age of this act is 18 yrs, it will provided boys the opportunity to get back to school. Similarly it will help girls to not get married early in their life. It will help them pursue education.

Out-of-school Children

1.7 crore children are out of school and from them 3 to 4 lakh children are covered under open schooling. For quality education, dedicated teacher in the context of RTE is a serious concern particularly to prevent drop-out and provide education to the first generation learners. Need was felt to insist on educational institutions and colleges to take up initiative to tackle those children who are out of school.

Vocational Education/ Open Schooling

Vocational education at the secondary level has received very little attention since the independence. There is a need of serious thought in this regard. It was highlighted that simple general education is not enough for livelihood. The problem of child labour (mostly with age group of 14-18 years) can be tackle with strong dose of the introduction of vocational and vocationally oriented courses at the secondary level. However, it was also stated that

vocational education at secondary level is a tough job to do than general education due to lack of infrastructure facilities and academic resources. Some experts pointed out that skill building should be integrated with regular schooling itself. Example was cited from an initiative of a school in Baroda which started a program for educating working children. The need of the hour is a strong system of vocational education along with formal education especially for this age group. Different definition of compulsion without any incremental approach is needed in the context of vocational education and open schooling. The entire approach of open learning has to be explored more deeply and need to be reviewed. Also, vocational and professional education both are different concepts and need to be redefined properly while introducing the concept of vocational education in RTE at the secondary level. It was felt by many that vocational education ought to be a part of regular mainstream education and not without it. Thus liberal and vocational education should be combined at secondary level. It was also felt that ODL (Open and Distance Learning) is a very good step to extend RTE to pre-school as well as senior secondary level.

Fee related Issues

Fee related issue was also part of the discussion. It was suggested that secondary education may not be fully free. Although Article 21A, says that each state shall provide free and compulsory education to all children of 6-14 years age group, yet some schools are allowed to charge fees and others offer education for free. The contradiction about charging fees or not was felt by the experts during the discussions. Both government as well as private schools should be brought under the review of fee component in secondary education. The idea of free education as it prevails presently seems to be free from examination and repetition. The need is to move towards uniform quality where all children have right to free and compulsory education as well as learning. What experts believed is that free or not free should only be in terms of financial implications given other factors as constant.

Teacher and curriculum related issues

Discussants raised issues of lack of teacher training institute which has considerable impact on ensuring adequate teachers for both elementary and secondary school. The teacher-student ratio norm has to be also considered. As per the previous case studies, at secondary level numbers of teachers are more than number of students. The subject aspects have to be looked at, whether compulsory subjects should still be there or alternatives and choices to the students should be provided who do not wish to go for technical or professional education. It is appealed to do away with words such as extra-coaching and special training. Some experts felt that it should be the discretion of the child to decide if they want to go for job or higher education and accordingly choose their choice of discipline or course.

Curriculum and problem solving examination reforms is needed under this act. Stress was made on meaningful education by incorporating scope for imagination and creativity in curriculum. Example of such countries where a child is allowed to take examination even if he/she is not attending school was also mentioned. It was suggested that subject choice for

children need to be considered before the extension of RTE. Further, it was also felt necessary to look on assessment processes.

Learning, Assessment and Examination related issues

Some experts raised the issue of minimum level of learning who are of the opinion that more focus needs to be given on universal access and regular participation of children in school. It was highlighted that RTE does not stop schools from conducting examination. It only says that children cannot be detained. Experts raised concern on evaluation method and assessment processes of children. Two views were forwarded where either no-detention policy should be continued till grade 10th or grade 10th should have board exams for better learning and evaluation. What should be the nature of flexibility and what should be the convergence method in 10th grade? So, regarding the assessment process and the exam pattern, it is a very difficult issue when it comes to formally writing the legislation. Issue of learning deficit is more serious concern at secondary level. Need was felt of more school based testing, exams, assessment. Even the state of kerala has cluster based examination. School based exam was suggested for grade 10th and 12th. Competition would actually motivate children for higher participation in the classroom. So, in extension of RTE, we have to make sure about the right form of assessment. Few experts also shared that board examination has taken away the right of children to learn.

Provisions and Implementation of RTE

A need was felt to look at the administrative changes that have taken place over a period of time after the RTE act and emergence of private schools. Now that government aided schools are on a decline, the mode of delivery of service need to be looked at. In terms of present RTE, Open schooling is not recognized as part of RTE. The delivery system should give choices to the child for selecting particular education. Regulation of private schools has been a very important issue. It is required to ensure how to deal equally with private and government schools for maintain quality in order to implement the act. The provision to enroll 25% of the children from economically backward families in to private school needs to be revisited.

It is the accountability of the system, school and academic authorities to look at the matter related to CCE. In the implementation of RTE, somewhere these academic issues have not caught the attention at the implementation level. She highlighted some points related to role of academic authorities, age appropriate placement, accountability of schools, option of giving examination and certificate for attendance.

Constraints

Experts also talked about different constraints existing in extension of RTE act. In secondary education, there are some financial and implementation impediments which need to be tackled. Lack of institutional framework as a major concern was highlighted in the meeting. Other constraints such as, administration, academic, infrastructure, lack of understanding about entitlements of children, legal norms under RTE, etc. were also raised.

Status of teachers also needs to be taken into account. As mentioned earlier child labor is also the major issue. Problem of high dropout and out of school children is still there. By highlighting these constraints, it was suggested to work simultaneously on school reforms at local levels and the extension of RTE up to secondary level.

Concluding remarks

The Vice Chancellor, NUEPA, summed up the deliberations of the meeting by highlighting vital issues of concern. In general, most of the experts supported the idea of extension of RTE up to secondary level but need was felt to be very cautious in order to translate the Act into its implementation, in fact it is challenging task and requires hard work.

He also expressed that issue of free education was widely discussed. The point is that if we make education free then it should be applicable for all schools. He said, in India, there are only 25% of total schools which are directly managed by the government while other schools are either aided or ~~unaided~~. There will be more challenge and difficulty to bring in more schools under the purview of the act. In addition to this, locating the drop outs and out of school children was a major concern for this age group.

He also suggested to think about free education and entitlements of children as he felt both the issues are to be considered together. He felt that very more discussion was required on compulsory education. It was observed in many studies that school drop-outs are results of school related reasons.

In connection with CCE, he suggested that as per the experiences of different states one cannot ignore the ground reality related to academic and evaluation aspects should be involved in secondary stage. Beside this, it was also recommended to incorporate open schools which have its own challenges. It is much more centered on providing inputs followed by examination and certification.

He pointed out that as discussion took place on the right kind of education that should be provided in the school, more importance needs to be given on quality aspects. In this regard, he raised a question whether systemic reforms to be the pre-condition for extension of RTE. With regard to secondary education it is required to incorporate this issue of systemic reform as well. He further stated to look at the processes and management of SMCs, Panchayati Raj Institutions. Keeping ground reality of RTE Act in mind, need was felt to categorize all issues in order to deal with them more efficiently.

The meeting ended with formal vote of thanks by The Vice Chancellor, NUEPA.