

APPSC PAPER I: GENERAL STUDIES & MENTAL ABILITY · EDUCATION (B.ED. LEVEL)

Universalisation of elementary education

Free study notes · 3 notes · 25 Oct 2026

Free study material from Medha AI. For notes, practice, mock tests and previous papers for your exam, start free at **app.medhaai.in**.

1. Constitutional guarantee and the RTE Act 2009
2. UEE: MLL, problems and national programmes
3. Wastage and stagnation

1 Constitutional guarantee and the RTE Act 2009

The Constitution first only promised free and compulsory education up to 14 (original Article 45, a Directive Principle); the 86th Amendment (2002) made it a Fundamental Right (Article 21A, ages 6 to 14), and the RTE Act 2009 (in force 1 April 2010) lays down how the State must deliver it.

Core facts

- **Original Article 45** (Part IV, Directive Principles): the State shall **endeavour, within ten years** of the Constitution's commencement (that is, by **1960**), to provide **free and compulsory education** for all children **until they complete 14 years**. Not enforceable in court (**not justiciable**).
- **86th Constitutional Amendment Act, 2002** made three changes:
 - inserted **Article 21A** (Part III, Fundamental Rights): free and compulsory education to all children **aged 6 to 14**, in the manner the State decides **by law**;
 - **substituted Article 45**: the State shall endeavour to provide **early childhood care and education (ECCE)** for all children **until they complete 6 years**;
 - added **Article 51A(k)** (Fundamental Duties): every **parent or guardian** must provide opportunities for education to his or her child or ward **between 6 and 14**. This became the **11th Fundamental Duty**.
- The law under Article 21A is the **Right of Children to Free and Compulsory Education Act, 2009** (RTE Act):
 - **Act No. 35 of 2009**; passed by the **Rajya Sabha first (20 July 2009)**, then the Lok Sabha (**4 August 2009**); President's assent **26 August 2009**;
 - in force, together with Article 21A, from **1 April 2010**;
 - **7 chapters, 39 sections and a Schedule** of norms and standards.
- **Child** under the Act (s.2(c)): a boy or girl **aged 6 to 14**. **Elementary education** (s.2(f)): **Classes 1 to 8**.
- **Other education articles to know:**
 - **Article 46**: promote the **educational and economic interests of SCs, STs and other weaker sections** (the "weaker sections" article);
 - **Article 15(4)** (1st Amendment, **1951**): special provisions for socially and educationally backward classes, SCs and STs; **Article 15(5)** (93rd Amendment, **2005**): reservation in admission to educational institutions, including private unaided ones, except minority institutions;
 - **Article 24**: no child **below 14** in factories, mines or other hazardous work;
 - **Article 28**: no religious instruction in institutions **wholly maintained** from State funds;
 - **Article 29(2)**: no denial of admission to a State-run or State-aided institution on grounds only of **religion, race, caste or language**; **Article 30**: minorities may **establish and administer** educational institutions of their choice;
 - **Article 41**: right to work, to **education** and to public assistance, within the State's economic capacity (Directive Principle);

- **Article 350A** (7th Amendment, **1956**): instruction in the **mother tongue at the primary stage** for linguistic minority children.
- **Education moved from the State List to the Concurrent List** by the **42nd Amendment, 1976** (Concurrent List entry 25).
- **Key RTE sections asked**: s.3 right to education in a **neighbourhood school**; s.12(1)(c) **25% seats** for weaker and disadvantaged children in private unaided schools; s.13 no **capitation fee**, no **screening**; s.16 no holding back (changed 2019); **s.17 no physical punishment or mental harassment**; s.21 **School Management Committee**; s.29 curriculum, **mother tongue** and **CCE**; s.30 no **board exam** till Class 8; s.31 monitoring by **NCPCR**.

Explained

1. From promise to right: the stages.

Year	Step	What it did
1906	Baroda State	first Indian State to make primary education compulsory (Sayajirao Gaekwad III)
1910–11	Gopal Krishna Gokhale	resolution (1910) and Elementary Education Bill (1911) in the Imperial Legislative Council; rejected
1950	Original Art 45	Directive: education to 14 within ten years (target 1960, missed)
1976	42nd Amendment	education shifted to the Concurrent List
1992	<i>Mohini Jain</i>	Supreme Court: right to education flows from Art 21 (right to life)
1993	<i>Unni Krishnan</i>	right to free education up to 14 ; beyond that, subject to the State's economic capacity
1997	Saikia Committee	State Education Ministers (chair Muhi Ram Saikia) recommend a Fundamental Right
1999	Tapas Majumdar Committee	estimates the cost of making it a right
2002	86th Amendment	Art 21A (6 to 14), new Art 45 (ECCE below 6), Art 51A(k)
2009	RTE Act	law under Art 21A; in force 1 April 2010

2. The RTE Act, section by section. The BRAOU book lists the provisions without numbers; APPSC asks the numbers.

Section	Provision
Chapter I: 1	short title; at first extended to all India except Jammu and Kashmir (extended there from 31 October 2019); s.1(4) subject to Articles 29 and 30 ; s.1(5) not applicable to madrasas, Vedic pathshalas and religious institutions (both added 2012)

Section	Provision
2	definitions: (b) capitation fee = any donation or payment other than the notified fee; (c) child = 6 to 14; (d) disadvantaged group = SC, ST, socially and educationally backward, disabled and others notified; (e) weaker section = parent's income below the notified limit; (f) elementary = Classes 1 to 8; (o) screening = any selection method other than a random one; (p) specified category = Kendriya Vidyalaya, Navodaya Vidyalaya, Sainik School and others notified
Chapter II: 3	free and compulsory education in a neighbourhood school till elementary education is complete; "free" = no fee or charge that stops the child; s.3(3) children with disabilities; severe or multiple disability may opt for home-based education (2012)
4	an out-of-school child is admitted to an age-appropriate class with special training ; free education continues even after 14 till Class 8 is done
5	right to transfer ; the head teacher must issue the transfer certificate at once; delay is not a ground to refuse admission and invites disciplinary action
Chapter III: 6	government and local authority to set up neighbourhood schools within three years
7	Centre and States have concurrent responsibility for funds; the Centre prepares estimates and frames the national curriculum framework and teacher-training standards
8	duties of the appropriate government (" compulsory " = government must ensure admission, attendance and completion)
9	duties of the local authority , also: keep records of children up to 14 , admit migrant children, decide the academic calendar
10	duty of parents and guardians to admit the child
11	government may provide free pre-school education for children 3 to 6
Chapter IV: 12	(a) government schools: all children free; (b) aided schools: free seats in proportion to aid, minimum 25% ; (c) private unaided and specified-category schools: 25% of Class 1 (or pre-school) seats for weaker-section and disadvantaged children of the neighbourhood; s.12(2) the State reimburses its per-child cost or the fee charged, whichever is less
13	no capitation fee ; no screening of child or parents (penalties in point 3)
14	age proved by birth certificate or other document; no denial of admission for lack of age proof
15	no denial of admission even when sought after the extended admission period
16	no holding back or expulsion till Class 8 (holding back changed in 2019)
17	no physical punishment or mental harassment ; offender faces disciplinary action under service rules
18	no private school without a certificate of recognition ; s.18(5) fine for running without it
19	every school must meet the Schedule's norms ; old schools got three years ; s.19(5) fine for running after recognition is withdrawn
20	the Central Government may amend the Schedule by notification

Section	Provision
21	School Management Committee (SMC) in every school except private unaided ones; in minority and aided schools it is advisory only (2012)
22	the SMC prepares a School Development Plan , the basis of government plans and grants
23	teacher qualifications laid down by an academic authority (NCTE ; hence the TET); untrained teachers had five years to qualify
24	duties of teachers: regularity and punctuality , complete the curriculum in time, assess each child and give extra help, hold regular meetings with parents
25	pupil-teacher ratio of the Schedule within three years; s.25(2) a teacher posted in a school may not be made to serve in another school or office
26	teacher vacancies not to exceed 10% of sanctioned posts
27	teachers not used for non-teaching work except the decennial census, disaster relief and elections
28	no private tuition by teachers
Chapter V: 29	curriculum and evaluation by an academic authority (NCERT / SCERT): constitutional values, all-round development, learning through activity, discovery and exploration, child-centred, mother tongue as far as practicable, free of fear, trauma and anxiety, continuous and comprehensive evaluation (CCE)
30	no board examination till Class 8; a completion certificate after Class 8
Chapter VI: 31	NCPCR and SCPCR s (Commissions for Protection of Child Rights Act, 2005) monitor the right and inquire into complaints
32	complaint in writing to the local authority , decided within three months ; appeal to the SCPCR
33, 34	National and State Advisory Councils , each of up to 15 members
Chapter VII: 35–39	directions (35); prosecution only with prior sanction (36); good-faith protection (37); rules (38); removal of difficulties (39)

3. Norms in the Schedule (it is referred to in ss.19 and 25).

Children admitted, Classes 1 to 5	Teachers
up to 60	2
61 to 90	3
91 to 120	4
121 to 200	5
above 150	5 plus a head teacher
above 200	PTR (excluding the head teacher) not over 40

- The slabs work out to about **30:1 at primary**, the figure books and keys use.

- **Upper primary (Classes 6 to 8):** at least **one teacher per class**, so that there is a teacher each for **science and maths, social studies and languages**; at least **one teacher for every 35 children (35:1)**; where enrolment exceeds **100**, a full-time head teacher and part-time instructors in **art education, health and physical education and work education**.
- **Working days / hours:** **200 days and 800 hours** a year at primary; **220 days and 1,000 hours** at upper primary. Teachers: **45 hours a week** including preparation.
- **Building:** an all-weather building with **at least one classroom per teacher**, an office-cum-store-cum-head teacher's room, **barrier-free access, separate toilets for boys and girls**, safe drinking water, a **kitchen for the mid-day meal**, a playground, a boundary wall or fence.
- **Also:** teaching-learning equipment for each class; a **library** with newspapers, magazines and story-books; play material and sports equipment.
- **SMC (s.21):** members are local-body representatives, parents or guardians and teachers; at least **three-fourths** are **parents or guardians** (with proportionate representation of weaker and disadvantaged groups); **50% women**. Functions: **monitor** the school, prepare the **School Development Plan**, monitor the use of **grants**.
- **Penalties:**
 - capitation fee (s.13(2)): a fine up to **ten times** the fee;
 - screening (s.13(2)): **₹25,000** for the first contravention and **₹50,000** for each later one;
 - running a school without recognition (s.18(5)) or after recognition is withdrawn (s.19(5)): up to **₹1 lakh**, plus **₹10,000 a day** while it continues.

4. Amendments to the Act.

Amendment	Main change
2012 (Act 30 of 2012)	children with disabilities brought into the "disadvantaged group" (s.2(ee)), home-based education option; madrasas, Vedic pathshalas and religious institutions kept out (s.1(5)); Act made subject to Articles 29 and 30 ; SMCs of minority and aided schools made advisory
2017 (August 2017)	untrained teachers given until 31 March 2019 to acquire the minimum qualification
2019 (January 2019)	new s.16: a regular examination in Classes 5 and 8 ; a child who fails gets extra teaching and a re-examination within two months ; if the child fails again, the State may hold the child back; no child may be expelled till Class 8

- In **December 2024** the Centre changed its own RTE rules to use this option in schools it runs (**Kendriya and Navodaya Vidyalayas, Sainik Schools**); States decide for their own schools.

5. Right to education in international law (BRAOU Unit 11).

- **UDHR 1948, Article 26:** everyone has the right to education, **free at least at the elementary stage** and elementary education **compulsory**.
- Treaties: **ICESCR (1966)**, Articles 13–14; **CEDAW (1979)**; **Convention on the Rights of the Child (1989)**.
- The UN describes the right through the **4 A's: availability, accessibility, acceptability, adaptability** ("affordability" is not one of them).

- The State's three duties: **respect, protect and fulfil** the right.
- **Paulo Freire**, *Education: The Practice of Freedom*, saw literacy as an act of conscious, creative communication.

6. What APPSC asked, and where its keys used loose article numbers. Learn the standard answer, then read the options.

- 2019: medium of instruction under the RTE Act = **mother tongue** (s.29, as far as practicable).
- 2022: "which article **gives** right to education" and "free and compulsory education **up to 14**": key **Article 45** (21A was not among the options); the 86th Amendment made elementary education a Fundamental Right.
- 2025: age group **6 to 14**; the RTE Act comes under **Article 21A** (stem misprinted "RTE Act, **2007**"); corporal punishment, **Section 17**; RTE as an **extension** of Article **45** (no 21A in the options).
- "**ECCE below 6** years": **Article 45** (as substituted in 2002). The 2025 key printed "**Article 45A**", which does not exist; our files mark it as a key doubt.
- "**No discrimination**": the standard answer is **Article 15** (with 17 and 18). The 2025 key's "Article 45/A" is not a non-discrimination article; also a key doubt.
- Rule of thumb: **21A = right (6 to 14)**; **45 = old promise to 14 / new ECCE below 6**; **46 = weaker sections**; **51A(k) = parents' duty**.

AP angle

- The judgment that fixed the right at **up to 14 years**, *Unni Krishnan* (1993), is titled against the **State of Andhra Pradesh**: it started with petitions from private professional colleges in Andhra Pradesh and other States about capitation fees.
- AP framed the **A.P. Right of Children to Free and Compulsory Education Rules, 2010** under s.38; the State's RTE entitlements (free textbooks and uniforms, special training for out-of-school children, school grants and SMCs, 25% quota admissions) run through **Samagra Shiksha, Andhra Pradesh**.

Common traps

✗ "Article 21A was added by the 93rd Amendment." ✓ **86th Amendment, 2002**. The 93rd (2005) added **Article 15(5)**.

✗ "The RTE Act came into force in 2009." ✓ Passed **2009**; in force **1 April 2010** (with Art 21A).

✗ "The RTE Act has 38 sections." ✓ **39 sections in 7 chapters**, plus a Schedule (s.38 is rule-making; s.39 removal of difficulties).

✗ "After 2002, Article 45 still covers education up to 14." ✓ The new Art 45 is **ECCE for children below 6**.

✗ "There is an Article 45A for ECCE." ✓ No such article; ECCE is in **Article 45** itself.

✗ "Article 45 gives the Fundamental Right to education." ✓ The right is **Article 21A**. Pick 45 only when 21A is not offered or the stem quotes the original "up to 14 within ten years".

✗ "Article 51A(k) is a duty of the State." ✓ It is the duty of **parents or guardians**.

✗ "Corporal punishment is banned by s.8 or s.26." ✓ **Section 17**.

✗ "The ₹1 lakh fine is under s.13." ✓ s.13(2) fines are for **capitation fee** (10 times) and **screening** (₹25,000 / ₹50,000); the ₹1 lakh + ₹10,000 a day fine is in **s.18(5) and s.19(5)** (unrecognised school).

✗ "The Act applies to madrasas and Vedic pathshalas." ✓ The **2012** amendment (s.1(5)) **excludes** them (some book editions print the opposite).

✗ "Private unaided schools must have an SMC." ✓ s.21 **exempts** private unaided schools.

✗ "The RTE age group is 6 to 13 or 4 to 12." ✓ **6 to 14**; elementary = **Classes 1 to 8**.

✗ "Education was always a Concurrent subject." ✓ It moved from the State List to the **Concurrent List** in **1976** (42nd Amendment).

✗ "Article 46 is about the right to education." ✓ Art 46 = educational and economic interests of **SCs, STs and weaker sections**.

Quick revision

- Original Art 45: free, compulsory education to 14 within 10 years (by 1960).
- 86th Amendment 2002: Art 21A (6 to 14), new Art 45 (ECCE below 6), Art 51A(k) (parents).
- RTE Act 2009: Act 35; assent 26 Aug 2009; in force 1 April 2010; 7 chapters, 39 sections.
- s.12(1)(c) 25% quota; s.13 no capitation fee or screening; s.16 no detention; s.17 no corporal punishment.
- s.21 SMC: three-fourths parents, half women; s.29 CCE, mother tongue; s.30 no board exam till Class 8.
- PTR 30:1 primary, 35:1 upper primary; 200 days / 800 hours and 220 days / 1,000 hours; teachers 45 hours a week.
- Fines: capitation 10 times; screening ₹25,000 / ₹50,000; unrecognised school ₹1 lakh + ₹10,000 a day (s.18(5), 19(5)).
- 2012: disability, madrasas out, Arts 29–30; 2017: teachers by 31 March 2019; 2019: exams in Classes 5 and 8.
- Art 46 weaker sections; Art 350A mother tongue at primary stage; Art 24 no child labour below 14.
- Gokhale Bill 1911; Unni Krishnan v State of AP 1993; 42nd Amendment 1976: Concurrent List.

2 UEE: MLL, problems and national programmes

Universalisation of elementary education (UEE) means every child aged 6 to 14 gets access, enrolls, stays, takes part and learns; MLL set the minimum each child must learn, and India pursued UEE through Operation Blackboard (1987), DPEP (1994), the Mid-Day Meal (1995), SSA (2001), Samagra Shiksha (2018) and NIPUN Bharat (2021).

Core facts

- **UEE** = free and compulsory education of satisfactory quality for **all children aged 6 to 14** (Classes 1 to 8). The 2019 key's wording: **compulsory enrolment of children between 6 and 14 in schools**.
- **Aspects of UEE** (BRAOU lists **five**; many books give the first four plus achievement):
 - **Universal access / provision**: a school within reach of every child (primary within **1 km**, upper primary within **3 km** of every habitation);
 - **Universal enrolment**: every child of 6 to 14 admitted;
 - **Universal retention**: every child stays till Class 8 (no drop-out);
 - **Universal participation**: the **local community** takes part in running schools (decentralised management);
 - **Universal achievement**: every child reaches at least the **minimum levels of learning** (quality).
- **Minimum Levels of Learning (MLL)**: committee chaired by **R.H. Dave**, set up by the Ministry of Human Resource Development in **1990**, report **1991**. MLLs are **class-wise, subject-wise competencies** (language, mathematics, environmental studies) that **every child** should master at the primary stage. In UEE, the **outcome** of schooling is judged by the **minimum level of learning** (2022 key).
- **NPE 1986** gave UEE two thrusts: **universal enrolment and retention up to 14**, and a **substantial improvement in quality**. Targets: five years of schooling for children reaching **11** by **1990**; free and compulsory education **up to 14** by **1995**. The **Programme of Action 1992** brought in the MLL strategy.
- **Operation Blackboard**: launched **1987-88** under **NPE 1986** (2025 key) to give every primary school the **minimum essential facilities** (2022 key).
- **DIET (District Institute of Education and Training)**: proposed by **NPE 1986**; one in each district for pre-service and in-service training of **elementary teachers** and **adult education** workers.
- **DPEP (District Primary Education Programme)**: **1994**; the **district** is the unit of planning; largely funded by external aid (**World Bank** and others).
- **Mid-Day Meal**: National Programme of Nutritional Support to Primary Education, **15 August 1995**; renamed **PM POSHAN** in **2021**.
- **Sarva Shiksha Abhiyan (SSA)**: **2001** (approved 2000-01, Prime Minister **Atal Bihari Vajpayee**), slogan "**Sab Padhen, Sab Badhen**"; after 2010 it was the **main vehicle for implementing the RTE Act**.

- **Samagra Shiksha: 2018-19**; merges **SSA, RMSA** (secondary, 2009) and **Teacher Education** into one scheme from **pre-school to Class 12**.
- **NIPUN Bharat**: launched **5 July 2021**: every child to attain **foundational literacy and numeracy (FLN) by the end of Grade 3**, target **2026-27**.
- **World Conference on Education for All: Jomtien, Thailand, March 1990** (2019 key: the World Declaration on EFA was released in **Thailand**).

Explained

1. Problems of UEE (textbook list).

Type	Problem	Remedy in programmes
Access	scattered and hilly habitations, no school within 1 km, single-teacher schools	new schools, EGS centres, residential schools, transport
Enrolment	poverty , child labour, ignorance and illiteracy of parents , girls kept home, migration	free textbooks and uniforms, mid-day meal, awareness drives
Retention	wastage and stagnation (drop-out and repeating a class), uninteresting teaching, distance	no-detention, bridge courses, child-friendly schools
Quality / achievement	unsuitable buildings , few teachers, teacher absence, rote learning, home language different from school language	Operation Blackboard, MLL, teacher training, mother-tongue teaching
Equity	caste, tribe, gender, disability and minority gaps	KGBV, NPEGL, inclusive education, special training
System	inadequate finance , unsuitable curricula, weak administration and supervision, many languages and dialects	more funds, priority to backward States, decentralised planning

- **What the 2022 paper asked, almost word for word from BRAOU Unit 12:**
 - **ignorance and illiteracy of parents** is a problem of universal compulsory primary education;
 - problems of **teachers and curriculum** are the pressing problems for **qualitative** improvement (others: buildings, facilities, administration, finance);
 - improving learning needs, among other things, more **teacher accountability**;
 - **unsuitable buildings** and a crowded, noisy atmosphere have impeded primary education;
 - universal **retention** is a core problem of universalisation.
- **Constraints (BRAOU Unit 11):** inadequate finance, **poverty** and **indifference of parents**, schools alienated from the community, unsuitable curricula, ineffective teachers, lack of commitment in administration and supervision, a multitude of languages and dialects.
- **Social evils** that held back compulsory education: superstition, **child marriage**, untouchability, purdah, illiteracy.
- Barriers to access are **physical, social, cultural and economic**; BRAOU says many children are "**pushed out**" or "**walk out**" of school rather than simply "drop out".

- **Wastage** (leaving before completing the stage) and **stagnation** (repeating a class) were first studied for India by the **Hartog Committee (1929)**; they are treated in a separate note.

2. Steps taken and suggestions (BRAOU).

- **Steps taken:** renewed political commitment and more funds, priority to **educationally backward States, non-formal education** for working children and drop-outs, **compensatory pre-school education** for children from deprived homes, mid-day meals with free clothing and stationery, better buildings, UNESCO and UNICEF projects, better teacher competence and supervision, parent education.
- **Suggestions:** mid-day meals, books and clothes for poor children; teachers free to adjust curriculum and calendar; a **pre-school in every village or slum** with 15 or more disadvantaged children; no frequent transfers of teachers; an in-service training centre in every district; a **second (non-formal) teacher** in single-teacher schools.
- **Quality measures:** grade primary schools on a **five-point scale (A to E)**; **village school committees** look after buildings, playgrounds and ancillary services.
- **Micro-planning** (household-level planning) serves universal **access, enrolment and retention**; **MLL** serves universal **attainment**.

3. Measuring access and enrolment.

- **Gross Enrolment Ratio (GER)** = all pupils enrolled in a stage ÷ population of the official age group × 100. It can **exceed 100%** because **under-age and over-age** children are counted.
- **Net Enrolment Ratio (NER)** counts only children **of the official age group**; it cannot exceed 100%.
- **Fifth All India Educational Survey (1986):** **94.5%** of the rural population had a primary school within 1 km and about **84%** an upper primary school within 3 km.
- Primary schools grew from about **2.1 lakh (1950-51)** to over **5.7 lakh (1992-93)**; primary enrolment from about **19 million** to **114 million (1999-2000)**.

4. Minimum Levels of Learning (MLL) in detail.

- **Why:** enrolment rose but many children left primary school unable to read or count; there was no common standard of what a child should achieve.
- **What:** a list of **competencies** for each class and subject, stated in **measurable** terms, which **all** children (not only the average child) are expected to master; common to **formal and non-formal** programmes.
- **Basis: mastery learning** and **competency-based teaching**: teach, test each competency, give **remedial teaching**, re-test.
- **Aims (BRAOU):** improve the child's **capacity to learn**, improve the **quality** of teaching-learning, give **direction** to teaching, and make teachers **accountable** for learning.
- **Learner evaluation under MLL:** promotion at the basic stage goes with **mastery learning**; evaluation covers **cognitive, affective and psychomotor** learning; the system is accountable for actual achievement.
- **Principles:** equity (the same minimum in every school, rural or urban), quality, child-centred and activity-based teaching, continuous evaluation.
- **Classes and subjects:** Classes **1 to 5** in **language, mathematics and environmental studies**.

- **UEE is reached only when** every child has access to a school or learning centre, is enrolled (formal or non-formal), is retained, and **attains the MLL**.
- **Later forms:** the RTE rules were amended in **2017** to require **class-wise learning outcomes**, published by **NCERT (2017)**; achievement is checked by the **National Achievement Survey** (NCERT; **NAS 2017, 2021**) and, since **2024**, the **PARAKH Rashtriya Sarvekshan**.

5. National programmes, in order.

Year	Programme	Key point
1979-80	Non-Formal Education (NFE)	part-time centres for drop-outs and working children (6 to 14)
1987-88	Operation Blackboard	minimum facilities in every primary school (NPE 1986)
1987-88	DIET	district-level teacher training (NPE 1986)
1987	Shiksha Karmi Project, Rajasthan	local youth trained as teachers for remote schools
1989	Mahila Samakhyas	education for women's empowerment
1992	Lok Jumbish ("people's movement"), Rajasthan	community-led UEE
1994	DPEP	district-based planning, externally aided
1995	Mid-Day Meal (NP-NSPE)	nutrition to raise enrolment and attendance
1997	Education Guarantee Scheme, Madhya Pradesh	a school on demand where none existed
2001	Sarva Shiksha Abhiyan	time-bound national mission for UEE
2003 / 2004	NPEGEL / KGBV	girls' education in backward blocks; residential upper primary schools for girls
2009	RMSA	secondary education
2014	Padhe Bharat Badhe Bharat	early reading, writing and maths in Classes 1 and 2 (under SSA)
2018	Samagra Shiksha	SSA + RMSA + teacher education merged
2021	PM POSHAN; NIPUN Bharat	meals extended to pre-primary; FLN by Grade 3

6. Operation Blackboard.

- Named after the **blackboard**, the most basic teaching aid; the aim was to bring every primary school up to a **minimum standard**. A **centrally sponsored** scheme.
- **Three parts:** at least **two reasonably large all-weather rooms**; at least **two teachers**, as far as possible **one of them a woman**; essential **teaching-learning material** (blackboards, maps, charts, toys, a small library, play equipment).
- The Centre paid the **full salary of the second teacher** in single-teacher schools.
- Extended in **1993-94** to a **third teacher** in primary schools with more than 100 children and to **upper primary schools**; later merged into SSA.

7. DPEP.

- Launched **1994**, a **centrally sponsored** scheme run in **mission mode** through **registered State societies**; **85% Central share** (mostly external aid from the **World Bank**, the European Community, the UK's DFID, the Netherlands and UNICEF) and **15% State share**.
- Started in **42 districts of 7 States**, chosen where **female literacy was below the national average** and where the **Total Literacy Campaign** had succeeded; later about 270 districts in 18 States.
- **Goals:** cut **drop-out below 10%**, raise learning achievement by **25%** over the baseline, bring **gender and social gaps below 5%**, and give access to primary education to all.
- **Emphases:** attainment of **MLL**; renewed curriculum and textbooks; **child-centred, activity-based** teaching; a shift from teaching to **learning; joyful learning; multi-grade teaching** (one teacher teaching two or more classes together); community participation; girls, disabled children and **first-generation learners**; low-cost teaching aids; **continuous and comprehensive evaluation**.

8. Mid-Day Meal and PM POSHAN.

- Origins: Madras corporation scheme (1925) and **Tamil Nadu's noon meal** (K. Kamaraj, **1956**; expanded in **1982**).
- National scheme: **15 August 1995**. The **Supreme Court** (*PUCL v Union of India*, order of **28 November 2001**) made a **cooked** meal compulsory in government and aided primary schools; extended to upper primary in **2007-08** (educationally backward blocks) and to all upper primary schools in **2008-09**.
- Norms: **450 kcal and 12 g protein** (primary); **700 kcal and 20 g protein** (upper primary).
- **PM POSHAN** (Pradhan Mantri Poshan Shakti Nirman), approved **September 2021** for 2021-22 to 2025-26, also covers **Balvatika (pre-primary)** children in government schools.
- Besides nutrition, the meal raises **enrolment, attendance and retention**.

9. Sarva Shiksha Abhiyan (SSA).

- National mission for UEE in **partnership of the Centre, States and local governments**, with community ownership of schools; the **district** remains the unit.
- Original targets (SSA framework): all children in school, EGS centre or "back-to-school" camp by **2003**; five years of primary schooling by **2007**; eight years of elementary schooling by **2010**; bridge **gender and social gaps**; **universal retention by 2010**; focus on **education for life** of satisfactory quality.
- Components: new schools and classrooms, teachers, free textbooks, teacher training through BRCs and CRCs (block and cluster resource centres), **EGS** and alternative schools for small habitations, inclusive education for **CWSN** with a **zero rejection policy** (no child with special needs is turned away), girls' education (**NPEGEL 2003, KGBV 2004**), **Padhe Bharat Badhe Bharat (2014)**.
- Funding (Centre : State) moved from **85:15** (Ninth Plan) to **75:25** (Tenth Plan), a falling share in the Eleventh Plan, **65:35** from 2010-11 (with the RTE Act) and **60:40** from 2015-16; **90:10** for the North-East.
- After **2010** an **Anil Bordia committee** re-shaped SSA to fit the RTE Act (**SSA Framework for Implementation, 2011**); SSA then funded RTE duties such as **in-service teacher training** (a 2022 HWO question).

10. Samagra Shiksha, NIPUN Bharat and learning surveys.

- **Samagra Shiksha (2018-19):** "school as a **continuum**" from **pre-school to Class 12**; funding **60:40, 90:10** for the North-East and Himalayan States, **100%** for Union Territories without a legislature; aligned with **NEP 2020** from 2021-22. The mid-day meal is a **separate** scheme, not merged into it.
- **NIPUN Bharat** (National Initiative for Proficiency in Reading with Understanding and Numeracy) runs under Samagra Shiksha; with it came **Vidya Pravesh** (2021), a **three-month play-based school-preparation module** for Grade 1.
- **NEP 2020** calls FLN the **highest priority**, restructures school education as **5+3+3+4** (foundational, preparatory, middle, secondary), aims at **100% GER from pre-school to secondary by 2030** and at bringing about **2 crore** out-of-school children back.
- **Who measures what:** **ASER** (Annual Status of Education Report, by the NGO **Pratham**, since **2005**: rural children's learning); **NAS** (NCERT: learning in government and aided schools); **UDISE+** (the national school data system: schools, enrolment, teachers).

AP angle

- **APPEP** (Andhra Pradesh Primary Education Project, UK aid) was one of India's first externally aided primary-education projects; its activity-based classrooms and teacher centres were a model for **DPEP**, which AP joined later in the 1990s.
- **Samagra Shiksha, Andhra Pradesh** runs the RTE, SSA and FLN components in the State.
- **AP schemes as of October 2026** (check each year):
 - **Talliki Vandanam** (from **June 2025**, replacing **Amma Vodi**, 2020): **₹15,000 a year for every school-going child** of an eligible family, Class 1 to Intermediate; **₹13,000** goes to the **mother's** bank account and **₹2,000** to school maintenance. Amma Vodi paid ₹15,000 to the mother for **one** child.
 - **Dokka Seethamma Madhyahna Badi Bhojanam** (renamed **2024**): the State's mid-day meal (PM POSHAN with State additions), named after the 19th-century Godavari woman remembered for feeding all who came to her door.
 - **Sarvepalli Radhakrishnan Vidyarthi Mitra** (2024): the free kit of uniforms, bag, shoes, books and dictionary for government-school children.

Common traps

X "In UEE, outcomes are based on the minimum level of **teaching**." ✓ **Minimum Levels of Learning (MLL)**.

X "MLL was given by the Kothari Commission." ✓ **R.H. Dave Committee, 1990-91**, following NPE 1986; the MLL strategy was adopted in the **POA 1992**.

X "Operation Blackboard came under NPE 1968 or the RTE Act." ✓ **NPE 1986**; launched **1987-88**.

X "NPE 1986 belongs to the Sixth Plan." ✓ It came during the **Seventh Plan (1985-90)**.

X "Operation Blackboard gave one teacher per school." ✓ At least **two teachers**, one preferably a **woman**, and **two rooms**; the Centre paid the second teacher.

✗ "DPEP began in 2001." ✓ **DPEP 1994; SSA 2001.**

✗ "DPEP was funded wholly from the Central budget." ✓ **85%** Central share came mostly from **external aid** (World Bank and others); **15%** States.

✗ "SSA covers secondary education." ✓ SSA = **elementary** (6 to 14); secondary was **RMSA (2009)**; both merged into **Samagra Shiksha (2018)**.

✗ "SSA's targets were 2005, 2009 and 2012." ✓ The SSA framework says **2003** (all in school), **2007** (primary), **2010** (elementary); some book editions print other years, so trust **2010** for UEE.

✗ "The mid-day meal was merged into Samagra Shiksha." ✓ It stays a separate scheme (**PM POSHAN**).

✗ "NIPUN Bharat targets FLN by Grade 5." ✓ **By the end of Grade 3** (target 2026-27).

✗ "High enrolment is a problem of UEE." ✓ Problems are **poverty, parents' illiteracy, poor retention, wastage and stagnation, unsuitable buildings**.

✗ "GER can never be above 100%." ✓ GER can exceed 100% (under- and over-age pupils); **NER** cannot.

✗ "Talliki Vandanam pays for one child per family." ✓ It covers **every** school-going child (Amma Vodi covered one).

Quick revision

- Five aspects of UEE: access, enrolment, retention, participation, achievement.
- MLL: R.H. Dave Committee, 1990-91; competencies in language, maths, EVS for Classes 1 to 5; aims include teacher accountability.
- NPE 1986: five years' schooling by age 11 by 1990; education to 14 by 1995; Operation Blackboard and DIETs.
- Operation Blackboard 1987-88: 2 rooms, 2 teachers (one woman), TLM; third teacher 1993-94.
- DPEP 1994: district unit, 85% Centre (external aid), 42 districts of 7 States, joyful learning, multi-grade teaching.
- Mid-Day Meal 15 Aug 1995; cooked meal by SC order 2001; PM POSHAN 2021.
- SSA 2001 (Vajpayee), "Sab Padhen, Sab Badhen", zero rejection, UEE by 2010; KGBV 2004.
- Samagra Shiksha 2018: SSA + RMSA + teacher education, pre-school to Class 12.
- NIPUN Bharat 5 July 2021: FLN by end of Grade 3; Jomtien (Thailand) 1990, Dakar 2000, SDG 4 (2015).
- AP: Talliki Vandanam ₹15,000 per child (June 2025); Dokka Seethamma mid-day meal (2024).

3 Wastage and stagnation

Wastage is a child leaving school before completing the primary (now elementary) course; stagnation is a child kept in the same class for more than one year; the Hartog Committee (1929) first showed how large both were in primary education, about 65% of wastage comes from poverty, and the cures are economic support, better teachers and teaching, and no needless failure.

Core facts

- **Wastage:** a child **leaves school before completing** the prescribed class or stage (2019 key: "before they complete the prescribed age or class"). The BRAOU text equates wastage with the **number of dropouts**. The time, money and effort already spent on that child are lost; hence "wastage". Modern word: **dropout**.
- **Stagnation:** a child takes longer than the prescribed time to clear a class, i.e. is **retained in the same class for more than one year** (2022 key). BRAOU treats stagnation as **synonymous with failure**. Modern words: **repetition, detention**.
- **Universal retention:** every enrolled child moves up **year to year** (no stagnation) and stays **until the course is complete** (no wastage). Retention is achieved only when the system is free from **both** problems.
- **Pairing to remember:** wastage is a problem of **retention** (the school's **holding power**); stagnation is a problem of **promotion** (the school's **efficiency**). Together they measure the **internal efficiency** of an education system.
- **Level:** both are problems mainly of the **primary level** (2022 and 2025 keys); the heaviest loss is in **Class I**.
- **Link:** a child who fails again and again (stagnation) usually ends up leaving (wastage). A child can show **both**: repeat Class III, then leave in Class IV.
- **Hartog Committee (1929):** chairman **Sir Philip Hartog**; an **auxiliary committee of the Simon Commission** (Indian Statutory Commission). It was the **first** to point out massive **wastage and stagnation in primary education** (2022 key). Report: ***Review of the Growth of Education in British India***.
- **Hartog's figures:** of every **100** children in Class I (1922-23), only about **19** (roughly **one in five**) were in Class IV in 1925-26. Advice: **consolidation** of existing schools rather than hasty **expansion**; a primary course of at least **four years**.
- **Share of causes (B.Ed. textbook figures, 2022 key):** about **65%** of wastage in primary education is due to **poverty**; only about **30%** is due to **educational** causes. So **economic** causes are the chief cause.
- **Socio-economic causes (2022 key):** **poverty, inequality of the sexes, illiteracy and rampant superstition**.
- **Remedies keyed by APPSC:**
 - appoint **qualified teachers**, to give better quality in the instructional programme and **attract children** (2022);

- open **special institutions** in each State or at district level for children with intellectual disability (the paper's old term: "mentally retarded") (2022);
- **removal of heterogeneity in society** (2025).
- **Kothari Commission (1964–66):** treat **Classes I and II as one ungraded unit**, so no child fails at the very start.
- **RTE Act 2009: Section 16** banned holding back and expulsion till Class VIII; the **2019 amendment** lets States hold back children in **Classes V and VIII** who fail a re-examination. **Section 4:** a child who dropped out joins an **age-appropriate class** with **special training**.
- **Measurement:** the **cohort method** follows one batch of children from Class I year by year: **true, apparent** and **reconstructed** (UNESCO) cohorts; **coefficient of efficiency 1.0 = no wastage or stagnation**.

Explained

1. The two terms side by side.

Point	Wastage	Stagnation
Meaning	leaving before the course ends	repeating the same class (more than one year in it)
Modern word	dropout	repetition / detention / failure
Problem of	retention, holding power	promotion, efficiency
Measure	dropout rate, survival rate	repetition rate

Why both are a loss: the money, time and effort spent on a child who leaves early do not give lasting literacy, and a child who repeats a class occupies a **seat and teacher time for extra years**, so the **cost per child who completes** rises. Both slow **universalisation of elementary education** (UEE). The BRAOU text adds that the drive for universal primary education fell short partly because **quality control** of primary schools was neglected: quantity without quality produced wastage.

2. The Hartog Committee (1928–29).

Point	Fact
Parent body	Indian Statutory (Simon) Commission, appointed 1927
Committee	auxiliary committee on education, appointed 1928 , reported 1929
Chairman	Sir Philip Hartog , earlier first Vice-Chancellor of Dacca University
Report	<i>Review of the Growth of Education in British India</i>

- **Background:** under the **Montagu-Chelmsford reforms** (1919, in force 1921) education became a provincial **transferred** subject under Indian ministers, and enrolment grew fast.
- **Finding:** most children left before **Class IV**, the stage at which literacy is thought to last; those who left earlier soon **relapsed into illiteracy**. Many others repeated classes. Hartog was the first to name both losses: **wastage and stagnation**.

- **Advice: consolidation and improvement** instead of mere expansion; at least a **four-year** primary course; trained, better-paid teachers and closer **inspection**; school hours and holidays suited to **local needs and seasons**; at the middle stage, **diversion** of pupils to industrial and commercial courses.
- **Not Hartog**: basic education through a productive **craft** (Wardha scheme, Gandhi, 1937); the first education commission of British India (**Hunter Commission, 1882**); university education (**Radhakrishnan Commission, 1948–49**); "Learning without Burden" (**Yashpal Committee, 1993**).

3. Causes of wastage and stagnation.

Type	Examples
Economic (chief, about 65%)	poverty; child labour; child kept home to earn or mind siblings; hidden costs of books, clothes, travel
Social (socio-economic)	illiterate or indifferent parents; inequality of the sexes; superstition; early marriage of girls; caste barriers; purdah; seasonal migration; social heterogeneity
Educational (about 30%)	dull curriculum unrelated to life; untrained or absent teachers; single-teacher schools; strict annual examination and detention; poor buildings, no water or toilets; distance; unsuitable timings
Personal	ill health, malnutrition, slow learning, disability, irregular attendance

- **Poverty** works even when tuition is free: the family loses the child's earnings or help (**opportunity cost**) and still pays for books and clothes.
- **Children at highest risk: girls** (housework, sibling care, early marriage, no separate toilets, distance), **first-generation learners** (parents never schooled), children of migrant and farm-labour families, children with disabilities.
- **Single-teacher, multi-class schools**: one teacher cannot give each class enough attention, so more pupils fail (stagnation).
- **Early stagnation**: classically blamed on a **strict examination and detention at the end of Class I**; hence Kothari's ungraded unit and the RTE no-detention rule.
- **Warning sign: irregular attendance** (absenteeism) usually comes before dropping out.

4. NCERT suggestions (BRAOU text). To reduce wastage: **adjust school schedules** (hours); **adjust vacations** to local farm seasons, when children are needed in the fields; tackle **parental indifference** (parent awareness, adult literacy, SMC meetings); increase the **attracting and holding power** of schools.

5. Remedies, by type.

Type	Remedies
Economic	free education; mid-day meal (1995, for enrolment and retention; PM POSHAN since 2021); free textbooks, uniforms; scholarships; bicycles for girls; ban on child labour enforced
Social	parent awareness, adult literacy; SMCs (RTE s.21); women teachers and girls' facilities; hostels and residential schools for SC, ST, BC children; removal of heterogeneity and inequalities in society

Type	Remedies
Educational	qualified, trained teachers; play-way and activity methods; child-centred curriculum; continuous evaluation instead of one annual test; remedial teaching for slow learners; ungraded Classes I-II; part-time and non-formal classes for working children; RTE special training for re-admitted dropouts
Special needs	special institutions in each State or district for children with intellectual disability; inclusive support for other disabilities

- **Why continuous evaluation helps:** a child is not failed on one year-end test, so **stagnation** falls.
- **Remedial teaching:** extra help in a slow learner's weak areas; it cuts failure and so stagnation.
- **Women teachers** in rural schools mainly reduce wastage among **girls; free bicycles** for girls in secondary classes cut dropout caused by **distance**.
- **Hostels and residential schools** remove poverty and distance barriers, so poor and remote children stay in school.
- **Detaining weak pupils every year is NOT a remedy:** it creates stagnation.

6. National programmes against wastage.

Programme	Year	Link to retention
Operation Blackboard	1987	minimum essential facilities: rooms, teachers, teaching aids
DPEP	1994	district plans to cut primary dropout below 10%
Mid-day meal	1995	food draws children in and keeps them
Sarva Shiksha Abhiyan	2001	goal: universal retention at elementary stage by 2010
Samagra Shiksha	2018	one scheme for pre-school to Class XII

7. Measuring wastage and stagnation.

Method / measure	Meaning
True cohort	tracks the same pupils year by year (most exact, needs pupil records)
Apparent cohort	compares Class I enrolment of one year with Class V enrolment four years later; weakness: ignores repeaters and transfers
Reconstructed cohort (UNESCO)	rebuilds the flow from promotion, repetition and dropout rates
Dropout / repetition / survival rate	% who leave a class in a year / % who repeat it (direct index of stagnation) / % of a Class I cohort reaching the last class

- **Pupil-years:** in a five-year course, a pupil promoted every year uses **5** pupil-years. That is the ideal.
- **Coefficient of efficiency** = ideal pupil-years for those who completed ÷ pupil-years actually used.
Example: 100 pupils use 500 pupil-years and 60 complete; ideal = $60 \times 5 = 300$; coefficient = $300 \div 500 = 0.6$. **1.0** = no wastage or stagnation.

- **Input-output ratio** = pupil-years used per pupil who completes (the reciprocal idea): 400 pupil-years ÷ 50 completers = **8** years per graduate, against an ideal of 5.
- **Simple wastage %**: 200 admitted to Class I, 130 complete Class V: lost = 70, i.e. **35%**.
- **Today (UDISE+ 2023-24)**: annual dropout about **1.9%** primary, **5.2%** upper primary, **14.1%** secondary: the problem has moved up to the **secondary** stage.

AP angle

- AP's residential societies are a direct remedy for wastage among poor and remote children: **APTWREIS** (tribal welfare) runs schools mainly for **Scheduled Tribe** children; the social welfare (APSWREIS) and BC welfare (MJPAPBCWREIS) societies and the welfare hostels run by Hostel Welfare Officers do the same for SC and BC children.
- Samagra Shiksha, Andhra Pradesh runs RTE special training, free textbooks and uniforms, and tracking of out-of-school children.

Common traps

✗ "Wastage means repeating a class." ✓ Repeating a class is **stagnation**; wastage is **leaving before completion**.

✗ "Stagnation is staying in a class for one year." ✓ It is staying in the same class for **more than one year**.

✗ "Wastage and stagnation are mainly problems of secondary education." ✓ The papers key them to the **primary** level (today's highest annual dropout is secondary, but that is a different question).

✗ "The Hunter Commission (1882) or the Wardha Committee first reported wastage." ✓ The **Hartog Committee, 1929**. Hunter was the first education commission; Wardha (1937) was basic education through craft.

✗ "Hartog recommended rapid expansion of primary schools." ✓ **Consolidation** rather than expansion.

✗ "Most wastage comes from bad teaching." ✓ About **65%** is from **poverty**; educational causes are only about **30%**.

✗ "Poverty and superstition are educational causes." ✓ They are **socio-economic** causes.

✗ "Wastage is a problem of promotion." ✓ Wastage = **retention**; stagnation = **promotion**.

✗ "The apparent cohort method tracks the same pupils." ✓ That is the **true** cohort; apparent cohort just compares enrolments and ignores repeaters.

✗ "The RTE Act still forbids all detention up to Class VIII." ✓ Since **2019**, States may detain in **Classes V and VIII** after a re-examination; **expulsion** stays banned.

Quick revision

- Wastage = leaving before completing the class or stage (dropouts); stagnation = more than one year in the same class (failure).
- Universal retention = no wastage + no stagnation; wastage → retention / holding power, stagnation → promotion / efficiency.
- Both mainly primary level; worst in Class I.
- Hartog Committee 1929 (Simon Commission), Sir Philip Hartog: first to report them; 100 in Class I → about 19 in Class IV; consolidation, not expansion; four-year primary course.
- About 65% of wastage due to poverty; about 30% due to educational causes.
- Socio-economic causes: poverty, sex inequality, illiteracy, superstition.
- APPSC remedies: qualified teachers; special institutions in each State or district; removal of heterogeneity.
- NCERT: adjust schedules and vacations, tackle parental indifference, raise holding power.
- Kothari: Classes I–II one ungraded unit. RTE s.16 no detention (2019: Classes V and VIII may detain); s.4 special training.
- Cohort method: true, apparent, reconstructed (UNESCO); coefficient of efficiency 1.0 = no wastage.