

**Sarva Shiksha Abhiyan
Eleventh Joint Review Mission & Mid Term
Review
15th to 29th January, 2010**

Aide-Memoire

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1. Introduction

1.1 *Sarva Shiksha Abhiyan* (SSA) is a comprehensive and integrated flagship programme of the Government of India (GoI), to attain Universal Elementary Education (UEE) in the country in a mission mode. Launched in partnership with the State Governments, SSA aims to provide quality education to all children in the age group of 6-14 years. The four SSA Goals are as follows:

- i. All children in school.
- ii. Bridging gender and social gaps.
- iii. All children retained in Elementary Education.
- iv. Education of satisfactory quality.

1.2 SSA is a national programme supported by domestic resources, supplemented partially by external funding from the World Bank's International Development Association (IDA), United Kingdom's Department for International Development (DFID) and the European Union (EU). As per the Agreements, the GoI and Development Partners (DP) carry out a Joint Review Mission (JRM) twice a year. The main objective of the JRM is to review progress in the implementation of the programme with respect to SSA's Goals and to discuss follow-up actions in the light of the Terms of Reference (TOR) agreed upon for each JRM.

1.3 The first JRM was held from January - February 2005. This Mission is the Eleventh JRM of SSA and was held from 15th to 29th January 2010. This JRM also constitutes for the DPs their mid-term review of their support for SSA. The Terms of Reference (ToR) for the Mission and details of the Mission composition are attached at Appendix 1. This Review is based on a study of available documents and discussions with National and State level functionaries and observations from field visits in ten States.

1.4 The Mission records its deep appreciation of the support received from the Department of School Education and Literacy, GoI, the Technical Support Group, national institutions, the State Governments, district officials and community members in making available documents, providing insightful presentations and discussing issues in a transparent and candid manner. The Mission is particularly grateful to the States included in the JRM for facilitating the field visits.

Mission Objectives

1.5 The main objective of the JRM is to review progress in the implementation of the programme with respect to SSA Goals and agreed indicators, and to discuss follow-up action, including capacity issues. Progress towards the SSA Goals is

reported and summarized in the Results Framework attached at Appendix 2. The purpose of the Eleventh JRM was to look at processes being adopted to achieve the development objectives of SSA, particularly in respect of retention and quality, and to review State and district specific strategies being adopted that underpin the impact of the programme. In addition, as this was the Mid-Term Review for the DPs' support to SSA, the Mission did assess in terms of both relevance and realism the overall SSA Goals and Implementation Framework to achieve those goals, the recently revised SSA Financial Management and Procurement (FM&P) Manual, and the Results Monitoring Framework.

1.6 The 11th JRM for SSA visited 22 districts of ten States, viz., Assam, Bihar, Chhattisgarh, Himachal Pradesh, Kerala, Madhya Pradesh, Rajasthan, Tamil Nadu, Tripura and West Bengal. The Mission comprised twenty four members, with 12 members, including Mission Leader, from the Government of India, 6 members from the World Bank, 4 members from DFID and 2 members from the EU. The 11th JRM for SSA has provided State reports for each of the ten States visited (attached as Appendix 5) and one overall report, this Aide Memoire.

2. Overview of progress

2.1 The 11th JRM has observed with appreciation the continued progress made towards SSA goals since the last Mission submitted its report and the ownership expressed in as many as 20 States by contributing more than their expected financial share. Diversity of approaches and the application of ingenuity to maintain norms and progress in diverse circumstances deserve recognition of the same order as what needs to be given to the sharp and persistent regional disparities across and within States. SSA has the potential to address these disparities by adopting a more flexible approach for both low-performing and high-performing States.

2.2 Enrolment targets having been largely achieved in most parts of the country for the primary classes, attention is now naturally on attendance and retention through completion of the elementary cycle. A nation-wide recognition of the elementary stage of education, consisting of eight years of regular schooling, is now necessary to ensure that the pursuit of quality with equity is not hampered by conceptual contradictions in teacher preparation and the operational problems faced due to institutional fragmentation in the deployment of teachers, age-appropriate curriculum planning and evaluation.

2.3 SSA's unique status in India's educational history rests on its recognition of children whose parents' poverty used to put them beyond the system's entrenched boundaries. Schemes like EGS and AIE were valuable in serving these children. In its mature phase, SSA's final success in this endeavour depends on the success of the policy to upgrade all EGS centres into primary schools and to mainstream all children availing AIE services. The Mission finds the progress of these policies in Assam and West Bengal a matter of great concern. The latter has one fifth of its children in EGS centres and accounts for 1.8 million out of the 2.3 million children currently served under the EGS scheme nation-wide. The AIE scheme serves another approximately 1 million children, spread across the nation. These undoubtedly constitute India's most vulnerable children and demand our greatest attention, especially considering the

tremendous potential for the system's own growth--both in its coverage capacity as well as its quality-- that the resolve to include them in formal schools would imply.

2.4 The Mission has noted the reduction of gender gap in general and its known persistence in certain States and districts, suggesting that the gains are fragile and need consolidation within a holistic reform perspective, especially at the upper primary stage where girls' retention and academic progress encounters formidable cultural practices and systemic inadequacies. The Mission has also noted the positive difference that KGBV and NPEGEL schemes have played in the lives of girls who face major economic and cultural barriers. Both these schemes require further strengthening, both in conceptual and operational terms, especially with a view to enhancing their capacity to serve SC/ST girls, and particularly Muslim girls whose coverage remains a big concern.

2.5 The 11th JRM emphasizes the need to treat gender and social disadvantage as being integral to the SSA's larger perspective on quality with equity. The treatment of gender equity as an overarching agenda has the potential to consolidate SSA's success in all its goals, especially among SC, ST and Muslim minority children. Their proportions in enrolments at the upper primary classes show evidence of greater chances of dropping out.

2.6 Children belonging to the Scheduled Tribes continue to show lower achievement levels. The Mission emphasizes the importance of comprehending—particularly in the case of teachers and their trainers--the role of historical disadvantage and systemic expectations, such as transition from a tribal language to a State language. Language being fundamental to success at school, the Mission recommends the multilingual educational perspective of NCF-2005, which calls for radical reforms in teacher training, especially in the context of the introduction of English in primary classes.

2.7 The Mission underlines the importance of recognizing the negative implications of continued conflict and uncertainty in a child's social environment. Consequently, the Mission endorses the preparation of a special SSA strategy for regions affected either by conflict, displacement and large-scale migration across States and from villages to urban centres. Migration also presents a conceptual challenge in that it demands the redefinition of 'retention' as a responsibility of the larger, national system, rather than merely that of individual schools. Migration also presents a major challenge for 4 metro cities (Kolkata, Mumbai, Chennai and Delhi) and other rapidly growing large cities where a substantial and radical intervention strategy needs to be planned.

2.8 Considering that the teacher comprises the single biggest determinant of educational quality, the Mission appreciates SSA's role in radically expanding the system's capacity to recruit, deploy and train teachers (with particular concerns regarding Assam, Bihar and West Bengal). At the same time, the 11th JRM expresses deep concern over the tardy progress made in induction training programmes (linked to recruitment delays) and the presence in schools of over 1 million untrained teachers, their largest proportion being in the North-Eastern States, Jammu and Kashmir, Bihar and Jharkhand. The Mission also records its concern over the quality of training and academic support provided to teachers. Structures created at the cluster

and block levels are serving far too many schools in many States and are unable to maintain a balance between their administrative and academic roles, the latter suffering in the process. Strengthening of these structures and their linkages with DIETs and SCERTs are necessary, and for this to happen the latter bodies must receive due status and substance.

2.9 The upper primary stage being now in focus for the improvement of enrolment and retention, policy reform and detailed planning are required to balance the academic demands of the two stages of elementary education. Considering the persistence of traditional perceptions and norms which attract the better qualified teacher to transit from the primary to the upper primary stage, policy reforms may be required to maintain the foundational status of Classes I and II, and the importance of deploying in them the best possible provision in terms of teachers, curriculum material and academic support. For example, the Mission encourages States to participate in the two NCERT programs in the areas of early reading and mathematics.

2.10 Policies to attract the best available talent towards teaching and to professionalize such talent by due recognition are especially necessary in the area of special needs, where the current PTR shows the average availability of one special teacher for 60 severely disabled children, implying insufficient intervention capacity. In view of the role that adequate provision for CWSN is known to have played in other countries in the general improvement of systemic quality, the Mission underlines the need to treat teachers of CWSN on par with general teachers in terms of emoluments and the creation of a cadre of resource teachers in this sector for deployment at cluster and block levels.

2.11 The Mission appreciates that with the help of MHRD many States have made gains towards the goal of education of satisfactory quality. However, in terms of translating their efforts to improve pedagogy, classroom experience and learning outcomes, the Mission feels that considerable efforts, in terms of curriculum design, textbook preparation, teacher training and student assessment still need to be made in order to realize the goal of quality education in a comprehensive and holistic manner.

2.12 The Mission appreciates the growing body of research under SSA and its expanding role in shaping decisions. The capacity-building exercise made through SSA's Technical Cooperation Fund has started well and it can now directly cover State-level functionaries. Given the current priority of the upper primary stage, capacity building within NCERT should also include different curricular and other departments serving upper primary. SSA's emphasis on research offers a positive opportunity for multiplying and diversifying stakeholders by including universities and colleges.

2.13 Progress in civil works in most States has been satisfactory, but Bihar, Chhattisgarh and Madhya Pradesh continue to struggle to meet their targets, particularly in improving the student:classroom ratio. The Mission expresses concern regarding the condition of hygiene and sanitation in schools and emphasizes the need to view health as an integral aspect of elementary education. This implies that schools have a role in maintaining cleanliness within their premises and teachers need to be properly trained to support this effort.

2.14 With respect to financial management, the Mission recognizes the pro-active efforts undertaken to improve conditions, although it notes that several of the largest spending States (accounting for almost one-half of all SSA expenditures) continue to require strengthening of systems, staffing and overall capacity. Though fund flow to ground levels has improved in most States, the prevalence of vacancies in Financial Management and Procurement staff is at alarming levels in some States.

2.15 Finally, in the context of their Mid-Term Review of their support for SSA, the DPs confirmed that the four core goals of SSA (access, equity, retention and quality of elementary education) remain relevant and achievable. Furthermore, they endorsed the SSA Implementation Framework and took note of recent efforts by MHRD and the Project Approval Board (PAB) to revise certain SSA norms and guidelines to improve implementation, although still more could be done to offer States greater flexibility to achieve their goals (particularly leading States). Thirdly, the DPs acknowledged the very positive modifications to the FM&P Manual approved in December 2009 by the PAB, particularly with respect to standardizing certain fiduciary matters. Agreement was reached regarding the modification of the SSA Results Monitoring Framework and related indicators, in order to reflect both greater realism in the expected achievement of certain targets and the extension of SSA until the end of FY2011-2012. MHRD informed the Mission that this modified Results Framework is being used for preparation of 2010-2011 AWP&Bs.

Key Recommendations

Goal 1

1. Upgrading of EGS Centers: States that still have large number of EGS (Assam, West Bengal and Kerala) should urgently take steps to accelerate upgrading them to regular schools by the target date established by MHRD.
2. Upper Primary: Access and enrollment to upper primary remains an unfinished agenda; hence more attention needs to be given to this stage. The setting up new upper primary schools/sections should be based on a detailed mapping of the location and number of feeder primary schools, such that in all States there is an equally proportionate number of upper primary classrooms/sections per grade as in primary (preferably by upgrading primary schools to complete elementary schools), while adhering to the norm of upper primary schools within 3 km of all habitations.

Goal 2

3. Integration of Gender and Equity with Quality: Gender and social equity issues (particularly with respect to SC, ST and Muslims) should now be integral to the comprehensive quality framework. To operationalise this, the Mission recommends that an action plan with clearly articulated strategies and goals, which includes sensitization at the community level, be developed through a consultative process and that MHRD play a facilitative role. Resource groups and persons with relevant experience should be identified, who could assist with this process at national and state levels.

4. Strengthening NPEGEL and KGBV:
 - In order to further revitalise the implementation of NPEGEL, the Mission recommends that the scheme be reviewed and modified, drawing on good practices from different States.
 - For KGBVs, rigorous qualitative research should be undertaken by reputed institutions to ascertain their impact and gain a more in-depth understanding of various dimensions of the intervention, including classroom processes and equity issues, transition etc.
5. Mainstreaming of children from Bridge Courses: The Mission recommends that monitoring, tracking and support mechanisms be strengthened to ensure mainstreaming of children enrolled in AIE centres (RBCs / NRBCs), particularly those from CWSN and other socially disadvantaged groups. Active monitoring of mainstreaming and following up on their participation in schooling is critical to their retention in the system.
6. Children in difficult circumstances: The Mission recommends the setting up of a task force for preparing guidelines for SSA policies on children living in areas marked by ongoing conflict, children without homes, and children affected by displacement.

Goal 3

7. The Mission recommends the preparation of a specific strategy to assess and improve pedagogic provision for Class 1 and 2 in all States, to address the large decline in enrolments between Class 1 and 2 reported and observed in several States. Class 1 needs to be seen as the critical foundation for all learning where the best teachers are required.
8. Building on the National Workshop on Retention and clarification regarding calculation of retention indicators, the Mission recommends that States prepare comprehensive strategies to increase retention as part of their 2010-2011 AWP&Bs, aimed at full completion of the elementary cycle. To facilitate this MHRD should provide targeted assistance to States where retention is particularly low.
9. The Mission recommends MHRD support the States to develop a comprehensive disaggregated database of student absenteeism, both persistent and irregular, and evolve innovative strategies to combat this based on the findings.

Goal 4

10. Teacher Recruitment: It is recommended that accelerated efforts be made to ensure the recruitment of adequate numbers of teachers and the implementation of rational deployment policies, particularly in Bihar, Rajasthan, West Bengal, Madhya Pradesh and Uttar Pradesh. This would include specific attention to the provision of necessary special education teachers and subject-specific teachers at the upper primary level.

11. Teacher Training: The Mission recommends that the Teacher Training Program be revitalized, with innovative training methodologies, content and inputs aimed at improving classroom processes. Training should be aligned with emerging principles of comprehensive quality improvement programs.
12. Academic support and instructional leadership: Using the study of BRCs and CRCs and feedback from the States, it is recommended that each State prepare its plan to strengthen the academic support structures, with formal linkages to DIETs or appropriate alternative teacher training institutes at the district level, and SCERTs at the State level, be shared with the next JRM.
13. Comprehensive and holistic quality improvement plans: The Mission recommends that MHRD, with the help of TSG and national resource institutions, support States to ensure:
 - well qualified and trained resource groups at State, district, block and cluster levels to lead the professional development of teachers and on-site academic support without loss of quality;
 - re-aligning curriculum reforms and the approach to the use of textbooks, TLMs, workbooks and other materials in line with the new classroom processes and learning enhancement programs implemented by the States;
 - matching and harmonizing the monitoring of student learning and assessment procedures with the pedagogical and curricular reforms.

Programme Management

14. Capacity Building for Decentralized planning: The Mission recommends increased and expanded capacity-building activities at the school/community level (including VECs, PTAs and other local school bodies) which addresses planning, implementation, academic and fiduciary matters.
15. Civil Works: Creation of child friendly “whole school” environment in every school and planning for this needs to be the focus of National and State level efforts. The school development plan should lay special emphasis on adequate provisioning of girls’ toilets and on health and hygiene issues, as well as on school maintenance needs. Technical capacities at the State level need to be substantially enhanced to implement this new vision of school.

Financial Management and Procurement

16. Staffing and Internal Audit: The Mission recommends that MHRD obtains commitments from States at the time of PAB approval on reducing FM staff vacancies and strengthening internal audit.
17. Large Spending States: The Mission recommends a more intensive engagement in identified large spending States which require significant capacity strengthening on FM.

18. External Audit: The Mission recommends revisions in audit certification to ensure comprehensive coverage, including SSA expenditures on salaries, VECs, treatment of advances, and sub-district entities.

3. Follow up of action taken on the recommendations of the 10th JRM

3.1 The detailed report of progress against the recommendations of the 10th JRM are given in Appendix 4. Overall, the mission is satisfied that the majority of the previous JRM's recommendations have been acted upon by MHRD and the States, although the results of many of these actions will take time to be seen:

- The Out of School Children Study has been completed, and dissemination has begun.
- The upper primary level has been accorded adequate priority, although continued progress is needed in some key large under-performing States.
- Efforts to identify, enrol and retain urban deprived children have been launched with a clear planning process in place, and States' proposals in this regard will be reviewed during the AWP&B 2010-2011 PAB process, particularly for Delhi, Kolkata, Chennai and Mumbai.
- Some civil society organizations have been associated with efforts to mainstream gender issues, although the Mission believes more needs to be done.
- According to MHRD, some of the SSA norms and guidelines for KGBVs have been revised.
- MHRD has asked the States to initiate studies regarding discriminatory school practices, and progress in this regard will be reviewed during the AWP&B 2010-2011 PAB process. More support from MHRD and TSG to get these studies underway may be required.
- The committee established after the 10th JRM reviewed and confirmed the dropout study's methodology, although data verification process is yet to be completed. The final study is expected March 2011.
- Retention and dropout have been given much greater attention, with national workshops, special focus given to low-retention districts, and specific strategies to improve retention to be included in AWP&Bs for 2010-2011.
- Efforts to rationalize quality indicators and help States develop comprehensive quality improvement plans have been undertaken.
- The findings of the BRC/CRC study have been used to prepare a framework for strengthening BRCs/CRCs, including revision of job charts of BRPs/CRPs for greater focus on academic support.
- A Teacher Effectiveness Framework is being developed to be shared with all States, building on the 2009 Udaipur Teacher Education and Management Conference.
- Guidelines for preparation of Whole School Development Plans have been drafted, and are in process of finalization.
- The Financial Management (FM) Action Plan was prepared and shared with all SPDs, with excellent follow-up by MHRD at the November 2009 Finance Controllers meeting.

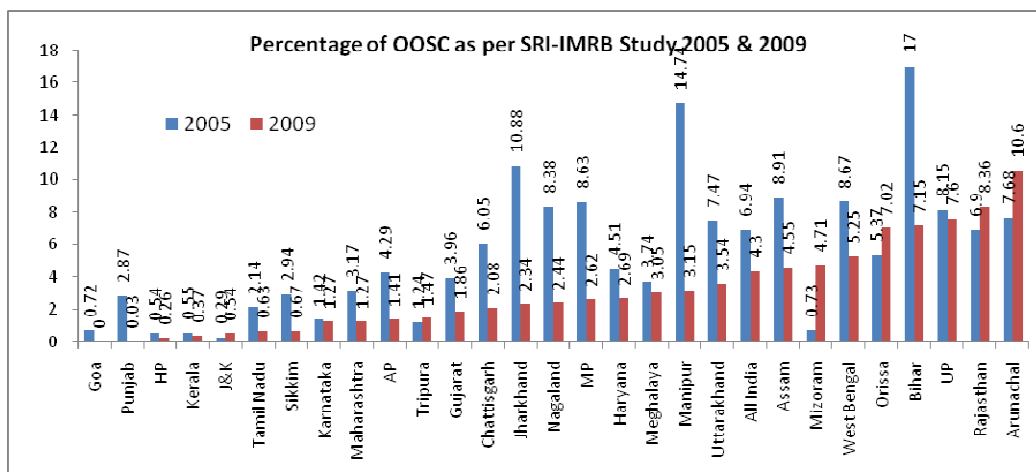
- MHRD has advised certain States with underperforming components (NPEGEL, Innovation activities, community training, TLE, REMS, LEP) to speed up implementation, but this could not be observed in the States visited by the Mission.
- MHRD is forming a core group to its Statistics Wing to help improve data collection and address data inconsistencies.

Goal 1: All Children in School

3.2 The Mission appreciates the tremendous progress that States have made in achieving its access-related goals – reducing out of school children and increasing enrolments in schools. This is being achieved through opening of new schools, construction of additional classrooms, hiring of new teachers, upgrading EGS/ AIE centres, and through special interventions aimed at urban, SC/ST/Muslim/girls and Children With Special Needs (CWSN).

Achievements in outcomes

3.3 *Out of School Children:* Since the outset of SSA the number of Out of School Children (OOSC) in the country as a whole has come down significantly – from 25 million (SSA estimates) in 2003 to around 13.4 million in December, 2005, and to 8.1 million in mid – 2009 (SRI-IMRB surveys).¹ As per these surveys, now only 4.3% children in the age group of 6-14 years are out of school, compared to 6.9% in 2005. The most heartening improvements have been in States like Bihar, Jharkhand, Manipur and Chhattisgarh. In spite of this, the share of OOSC in many States are quite high (more than 5%), especially in highly populated States like Uttar Pradesh, West Bengal, Orissa and Bihar.



¹ The previous JRMs used the household survey based data for reporting the number of OOSC children. For example, the last JRM (10th JRM), the Mission reported approximately 2.8 million OOSC. However, this JRM takes into account the estimates available from the SRI-IMRB study. The IMRB study's findings are corroborated by Pratham's 2009 ASER Report, which estimated 4.0% of children out of school. States' own estimates based on household survey and other studies show lesser number of OOSC.

3.4 *Enrolments*: The number of children enrolled in schools has risen from 101 million and 28 million, respectively, in primary and upper primary education in 2002-03 (www.dise.in) to 134 million and 53.3 million, respectively, in 2008-09 (DISE 2008-09: Flash Statistics). These enrolment figures would be higher considering many children enrolled in various EGS/AIE are not included in this enumeration, and the enrolments in many unrecognized private schools are not covered by DISE. Around 2.32 million children are enrolled in EGS centres (the majority are in just two States, West Bengal and Assam), while another 1.48 million children are enrolled through alternative and innovative education. Among the AIE programs, more than a 0.1 million children are enrolled in residential bridge course programs, another 0.7 million in non-residential bridge courses, and 0.68 million are in other alternative and innovation programs. Of children enrolled through AIE programs, 0.1 million (6.7%) are urban deprived children, while 0.42 million (28.3%) are from SC/ST/Muslim communities, though these shares seem to be very low. . The number of children mainstreamed from AIE increased from 0.5 million (17.6% of all AIE enrolments in the previous year) in 2006-07 to around 0.62 million (23% of those enrolled in AIE in 2008-09) in 2009.

3.5 As per DISE, 19% of all primary school enrolments and 20% of all upper primary enrolments are in private unaided schools. Given that DISE does not cover all private unrecognized schools, this percentage is likely to be even higher. Among the States visited by the 11th JRM, Himachal Pradesh, Madhya Pradesh, Rajasthan and Tamil Nadu have more than 25% of their primary enrolments in private unaided schools. Madhya Pradesh and Rajasthan also have a high percentage of their upper primary enrolment enrolments in private unaided schools. While nationwide GER is 115% at the primary level and 74% at the upper primary, NER is calculated by DISE to be 98.6% at primary and 56% at upper primary level (indicating both over-age enrolment and low retention). The upper primary NERs estimated by DISE (based on school information) often do not match with the NER estimations made by the States (based on household surveys), mainly due to the differences in the estimation of appropriate age group population, as well as the number of years of elementary cycle in many States.²

3.6 *Ratio of Primary to upper primary Schools*: The ratio of the number of primary to upper primary schools still continues to be a problem in most of the States. Against the national average ratio of 2.27, it is as high as 5.48 in West Bengal, 2.99 in Assam, 3.35 in Bihar, and 2.48 in both MP and Tamil Nadu.

3.7 *Children with Special Needs (CWSN)*: The identification of CWSN has increased 4-fold between 2002-03 and 2009-10, while enrolments of CWSN have multiplied 4.7 times. Around 2.65 million CWSN are reached either through the regular system of schooling or various special interventions. Identification of CWSN has been better in States like Kerala, Assam and HP, which the Mission visited (more than 2.1% of the total child population), while it was quite low in other States visited. However, in the absence of State-specific estimations of people with special needs in total population, it is difficult to compare the identification related performance. Approximately, 0.13 million CWSN are reached through home-based education (for

² A technical note, prepared by TSG and shared with the Mission regarding the differences between the reported DISE NER figure of 98.6% and the reported IMRB percentage of Out of School children of 3.7%, clarified that the methodology of the IMRB study is likely to be more accurate.

example, Tamil Nadu, Assam). Around 9779 resource teachers are provided under SSA.

Interventions:

3.8 *New primary / upper primary schools:* There has been tremendous progress in improving access in the country, with 99% of all habitations served with a primary school / EGS within one Km distance, and 92% of all habitations served with an upper primary school within 3 Km distance. Since the beginning of the program, 1,70,426 primary schools have been sanctioned, of which now 89% are operational. The schools that have been sanctioned but are not yet operational are mainly in the States of West Bengal (4386), Bihar (1835), Orissa (1700) and J&K (1707). The provision for the 1% small and scattered uncovered habitations has been through relaxation of norms for opening of small schools in remote areas (Chhattisgarh, Rajasthan and MP) and for specific disadvantaged communities (Bihar), and through residential schools (Rajasthan).

3.9 While access to primary schools and enrolments therein are quite satisfactory, upper primary access and participation still remains the unfinished Goal 1 agenda for SSA; this was noted by the 10th JRM, and the teams that visited various States could observe the same in the field. Since the beginning of the program, 1,61,907 upper primary schools have been sanctioned, of which 85% are operational.

3.10 As many as 8 States are yet to move to the 8-year elementary cycle, including States such as Assam and Kerala visited by the Mission. This has implications for access in general, and for data and enforcement of SSA norms on various parameters.

3.11 *Education Guarantee Schools:* Since the beginning of the program, around 1,07,657 EGSs have been upgraded to regular schools. Currently, there are 25,961 EGS centres catering to 2.32 million children, amounting to an average 90 children per EGS centre. However, EGS size and needs vary across States. One of the major issues in differential provision has been around the status of EGS in different States. While a State such as Kerala has Multi-Grade Learning Centres (MGLCs) to cover 12,000 students in small and remote habitations, in States like Assam and West Bengal, the EGS centres (known as *Shishu Shiksha Kendras* (SSKs) and *Madhyamik Shiksha Kendras* (MSK) – in West Bengal) cover a large number of children. For example, in West Bengal, more than 16000 SSKs /MSKs provide education to 1.8 million children, who form approximately one fifth of the total enrolments in the State. Many of the EGSs in these two States have an average enrolment of 90-100 children.

3.12 Having taken a policy decision at the national level that all EGS should be upgraded into regular schools, it is important that these EGS centers are upgraded at the earliest. While some States have already upgraded /started upgrading these EGS into regular schools (e.g. Bihar, Rajasthan, MP, etc.), other States (e.g. Kerala, West Bengal and Assam) have had problems in the past due to their State norms for opening schools. The positive news is that (a) Assam has taken a decision to upgrade 1521 of its 2962 EGS centres into regular primary schools; and (b) West Bengal has taken a decision to initiate the process of recognizing the SSKs / MSKs into regular schools from 2010-11 academic year, to be completed in two years. In addition, the

Mission team which visited Kerala discussed with State authorities consideration of a modification to its policy regarding opening of the new schools and their requirements, so as to convert MGLCs into full-fledged, multi-grade regular schools.

3.13 Status of basic facilities in schools: The average student: classroom ratio (SCR) at primary is a reasonable 35:1 at the national level, but this camouflages the wide variations across States, districts and even schools. In Bihar the SCR is as high as 96, in stark contrast to HP (SCR 14) or Tripura (SCR 18). Around 27% of all primary and upper primary schools in India have a SCR above 40:1, with highest shares noted in some of the States visited by the Mission teams, such as Bihar (primary: 67%; upper primary: 86%), West Bengal (primary: 35%; upper primary: 61%) and Assam (primary: 38%; upper primary: 37%). The visiting missions noted classrooms with more than 80-90 children in each grade in West Bengal and Bihar.

3.14 Nationally, 85% of all primary schools were reportedly having drinking water facilities, while only 44% have a separate toilet facility for girls (DISE 2008-09: Flash Statistics). The adequacy and appropriateness of these facilities, however, remain an issue. In some of the States visited by the Mission, the availability of girls' toilets in primary schools was very low (for example: Assam: 9%, Tripura: 13%, and Bihar, 18%). The Mission also observed lack of basic furniture or seating facilities (e.g. *durries*) in schools (eg. Bihar, Chattisgarh), though they are not part of SSA provisions at primary level. At the same time, the Mission also observed good examples of convergence with programs like Total Sanitation Campaign (TSC) for provision of facilities in schools which should be emulated.

3.15 Tracking children in school and out of school: Quite a few States have put in place systems for tracking out of school children. Madhya Pradesh and Chhattisgarh should be congratulated for establishing on-line child tracking systems that, apart from listing out of school children, also tracks their mainstreaming. With an idea to track children, Kerala has initiated issuing unique identification numbers to all children – both in and out of school, which they will keep until they leave the education system. On the other hand, there are still States such as Rajasthan and West Bengal, where systems of tracking out of school children needs to be strengthened. Some of the States are broadening their way of looking at out of school children, by going beyond the definition of “out of school” to include all children who are long absentees. To give the example of Chhattisgarh, the SRI-IMRB survey estimates 0.13 million children to be out of school, while the household census commissioned by the State SSA showed around 0.21 million children were “out of studies”. A proper system of child tracking, on-line or otherwise, (like a properly maintained Village Education Register) will not only help ensure mainstreaming of children, but will also improve systemic transparency.

3.16 The Mission would like to propose a new indicator that would help assess enrolment by stages – enrolment ratio between primary and upper primary. Ideally, if all children are enrolled, and if NER are improving, then the enrolment ratio between primary and upper primary sections should be 5:3 (given there are 5 grades in primary and 3 grades in upper primary). However, in the present scenario, at national level, this is just 5:2. Among the States visited, Kerala, Himachal Pradesh and Tamil Nadu are close to the ideal ratio, which is also an indication that most children are studying in age-appropriate grades, especially at upper primary. States with lower ratios are

likely to have many overage children at primary levels and many out of school children at the upper primary age group.

Enrolment ratio: PS: UPS	Assam	Bihar	Chhattisgarh	HP	Kerala	MP	Rajasthan	TN	Tripura	W. Bengal	India
	5:2	5:1.14	5:2.05	5:3.2	5:3.4	5:1.9	5:2.04	5:3.03	5:2.4	5:2.18	5:1.98

3.17 *Interventions for CWSN*: The 11th JRM recognizes that child-centric intervention is necessary for children with special needs (CWSN) to manifest their latent potentialities. The SSA data reveals that there are about 10,000 special teachers deployed at block level at present whereas the enrolment of CWSN is nearly 3 million. While approximately 80% of these children, who come under the mild and moderate categories, can be served by general classroom teachers with necessary training, the remaining 20% (about 600,000) CWSN who belong to the severe and profound categories, including children with multiple disabilities, require regular intervention from special teachers. The present PTR is approximately 1 special teacher for every 60 severely disabled children; such a high PTR cannot ensure child centred intervention and quality education. It is noted that the Government has increased the per child allocation from Rs. 1200 to Rs. 3000 beginning with FY 2010-11, with a condition that Rs. 1000 per child should be earmarked for the appointment of special teachers.

Recommendations

- *States that still have large number of EGS (Assam, West Bengal and Kerala) should urgently take steps to accelerate upgrading them to regular schools.*
- *Upper primary still remains an unfinished access agenda, and hence more attention needs to be given to this stage. The setting up new upper primary schools should be based on a detailed mapping of the location and number of feeder primary schools, such that in all States there is an equally proportionate number of upper primary classrooms/sections per grade as in primary, preferably by upgrading primary schools to complete elementary schools, while adhering to norm of upper primary schools within 3 km of all habitations.*
- *The Mission recommends that MHRD / TSG assist States to set up efficient mechanisms of child tracking.*
- *The Mission recommends consideration of increasing the number of special teachers supported by SSA in order to bring down the PTR and improve access. Furthermore, the JRM suggests that the States create a cadre of resource teachers, recruited as per the State norms, and placed them at the block / cluster level to attend to the needs of CWSN enrolled in local schools.*
- *Tracking the progress of universal access and planning for interventions would require detailed analysis of data pertaining to enrolments, drop outs, out of school children etc emerging from different sources. The States may also encourage district and sub-district levels to carry out the same for better planning and monitoring.*

Goal 2- Bridging the Gender and Social Gap

Gender

Achievements

3.18 Steady progress has been made towards reducing the gender gap. At the national level the gender gap has reduced from 4.8% in 2003-04 to 3.23 % in 2008-09 at the primary level, and from 8.8% to 4.85% at the upper primary level. The gender parity index is 0.94 (2008-09) at the primary level and 0.91 at the upper primary level. The percentage of girls in out-of school category has declined from 7.9% (2005) to 4.6% (2009). Particularly noteworthy is the progress made by some of the more challenging States. Rajasthan, for example, has reduced the gender gap from 17% in 2001 to 10% in 2008-09. In Bihar the proportion of girls enrolled is 94% compared to 89% for boys, and girls' attendance rate is more than boys. It is important to recognize that the provision of targeted resources and a variety of measures over a sustained period of time has enabled these impressive results to be achieved.

Concerns

3.19 The Mission while recognizing the gains would like to point out some of the persisting challenges.

- Despite gains, there are pockets where the gender gap is still evident and requires attention. 29 districts (down from 85 in 2006) still have a gender gap (9 of these are in Rajasthan and 5 in Punjab). 13 States are below the national average with regard to GPI at the primary level and for the upper primary level it is 15 States. Special targeted strategies will be required in these areas.
- State reports suggest that the gains made at the upper primary level are fragile and need to be consolidated in a holistic manner (enrolment, retention, transition and quality). The particular needs of adolescent girls in terms of their empowerment, health and overall personality development are yet to be addressed systematically and needs to be done if they are to continue in the system beyond Grade 8.
- Among the enabling strategies for improving girls' participation in schooling are the provision of girls' toilets and female teachers. The progress with regard to girls' toilets is uneven. 53.60% of schools (DISE) have separate girls' toilets and the data across states is uneven. State reports (Assam, Himachal Pradesh) have mentioned the poor progress on the construction of female toilets and the problem of not having water in the toilets is another problem (Chhattisgarh).
- The issue of female teachers still requires attention. The percentage distribution of female teachers in 2008-09 was 43.46% (DISE), which is below the 50% norm. Moreover the problem is particularly stark in several States where it is below 40%. The percentage of schools with at least one female teacher at a national level is 73% (increased from 71% from 2006-07). However, the pattern across States is uneven. According to DISE States like Chhattisgarh (66.51%), Jharkhand (54%), MP (66%), Orissa (63.73%),

Rajasthan (63.81%), Tripura (53.83%), are well below the national average, which could be a factor in the enrolment of girls. Moreover, the data on female teachers could be further disaggregated according to social groups to ensure a balanced representation, and needs to be used in planning and implementation. The Rajasthan report points to obstacles female teachers face and resulting in them preferring to stay in semi-urban locations. The concerns and issues related to female teachers require further attention.

3.20 With regard to the overall approach to gender and girls' education the Mission observed that the strategies and interventions for girls' education are becoming routinized and "boxed" into standard activities. The Mission found considerable overlap between NPEGEL, innovations, RBC interventions in reaching out to girls. The goal wise reporting format has also meant that the interface of gender with other issues and goals are not being made. The focus on 'bridging gaps' has meant that gender issues are looked at in quantitative terms and limits the scope of gender issues that are considered. The Mission observes that there is a need now to have differentiated gender strategies addressing state specificities. In addition, while strengthening interventions and schemes for girls (which have largely focused on access issues so far), there is a need to bring in the dimension of quality into equity strategies and to see how boys can be included within gender sensitization strategies.

KGBV

Achievements

3.21 The KGBV scheme has been appreciated and acknowledged as an important initiative for reaching out to girls from socio-economically disadvantaged communities at the upper primary (in EBB blocks) level by all the state reports and in previous JRM reports as well. The scheme currently reaches out to 1.97 lakh girls through 2558 operational KGBVs (which is 99% of the target). It presently runs in 688 SC concentration blocks; 612 ST concentrated blocks; 427 Muslim concentration blocks (26% Muslim girls). Of the enrolled girls 27% are SC, 29% ST, 27% OBC, 7.9% Muslim and 9% BPL.

Concerns:

3.22 The Mission would like to point to areas of concern emerging from the state reports. Some of these have been mentioned in the 10th JRM report and need to be followed up on.

3.23 *Selection process:* While the data shows that KGBVs are on the whole enrolling girls from socio-economically marginalized communities, state reports (Bihar, Tripura, Rajasthan) indicate that selection procedures need to be more transparent and streamlined. Examinations or testing, being used to screen candidates, should be discouraged, since the scheme focuses on bringing drop-out or never enrolled girls into the mainstream system. Such concerns should be investigated more deeply in all the States.

3.24 *Quality, curriculum and teacher training:* While several State reports have generally reported positively on the quality of education being provided, the reports

also suggest that quality is uneven. In Chhattisgarh, for instance, there was little evidence of any empowering curricular content being used. In West Bengal the KGBV model in operation is hostel facilities attached to schools, which are overcrowded, therefore the desired impact in terms of empowerment and leadership building is not evident. The KGBV offers an excellent opportunity to provide a gender informed, empowering educational experience for girls. The Mission found that not all States had developed additional curricular content and teachers training programmes to impart such a curriculum. Bihar is an example of a State that has done good work in this area. NCERT is developing a bridge course and training material for KGBVs.

3.25 *Transition and continuity of education:* A concern raised in several State reports is of mainstreaming the girls and ensuring continuity of their education. In fact it is a concern being articulated by the girls themselves. Tracking of KGBV girls has not systematically been done as it comes into the secondary education stream. However, it would be useful have data on the experiences of mainstreaming KGBV girls (transition to grade 9) so as to develop a holistic strategy to enable KGBV girls to continue their education. Such information could be used to effectively dovetail KGBV with RMSA.

3.26 The previous JRM commended SSA for extending the programme to blocks with large Muslim population. However the Mission notes that the enrolment of Muslim girls continues to be low. Lessons can be learnt from Bihar (15%) who are doing well in this regard.

NPEGEL

Achievements

3.27 The NPEGEL programme covers Educationally Backward Blocks (EBB) and is at present it is operational in 1054 SC, 637 ST and 304 Muslim concentration blocks. The Mission notes that NPEGEL, by ensuring targeted resources through a variety of strategies (free textbooks, girls' toilets, bicycles, bridge courses, gender sensitization of teachers innovations etc) over a number of years has contributed to the significant progress in the area of girls' education. The previous JRM commended SSA for extending the programme to blocks with large Muslim population. However the Mission notes that the enrolment of Muslim girls continues to be low. Lessons can be learnt from Bihar (15%) who are doing well in this regard.

Concerns

3.28 Questions regarding the quality of interventions under NPEGEL and its impact have regularly been raised in previous JRMs as well as the State reports of this JRM. Some of the concerns raised are: Routinisation and failure to go beyond the standardized list of indicative activities; activities being seen as ends in themselves rather than part as of a coherent, cohesive strategy that has a lasting impact on the quality of girls' education; Considerable overlap between the activities under NPEGEL and other components; Overwhelming focus on infrastructure and provision of incentives rather than on process, equity and quality improvement; Vocational skills reinforcing gender stereotypes as well as diluting the focus on core schooling;

and activities being limited to model cluster schools and not being disseminated to other schools in the cluster and not being sustained after NPEGEL activities are discontinued. The Mission recognises and welcomes the fact that some of the NPEGEL norms have been revised and urges continued attention towards addressing the issues outlined above.

Overall recommendations for Gender and girls' education

- SSA is at an advanced phase of its operation and the Mission recommends that gender and social disadvantage must become integral to concerns of quality and equity. Gender must be seen as a crosscutting issue and become a fundamental and visible part of the quality agenda and be included in the comprehensive quality framework. To operationalise this an action plan with clearly articulated strategies and goals must be developed. The Mission recommends that resource groups and persons with relevant experience be identified, who could assist with this process nationally as well as work with the states.
- The need for differentiated strategies for different States has become evident. The Mission recommends that some flexibility be provided to States to extend the gender related goal based on State-specific contexts.
- Gender disaggregated data for social groupings at the state, district and sub-district level should regularly reviewed and more importantly actively used to track progress and for planning purposes.
- In order to enhance the understanding of gender issues in education, suitable resource material/hand books for teachers be developed.

Recommendations for NPEGEL

- With a view to revitalising the implementation of NPEGEL, it needs to be reviewed and accordingly revised, taking into cognizance the problems mentioned above, good practices from different states and the present needs and context of SSA. For this a small taskforce can be set up.

Recommendations (KGBV)

- Given the importance of this initiative the Mission recommends that rigorous qualitative research to gain a more in-depth critical understanding of the KGBV intervention, classroom processes and equity issues, as well as its impact be undertaken.
- The Mission reiterates the recommendation of the previous JRM of strengthening of the role of MS National Resource Group (NRG) and bringing in other experts and organizations with expertise in various aspects of girls education in developing curricular and training material, providing academic and other support to KGBV.

- While acknowledging the importance of starting KGBV in Muslim concentrated districts, and with a view to strengthening such KGBVs the Mission recommends that strategies to enhance the enrolment of Muslim girls be developed. For this a consultative process can be undertaken.

SOCIAL GAPS

Scheduled Caste and Scheduled Tribes

Achievements

3.29 There have been enormous improvements in the proportions of children from socially disadvantaged groups enrolled in school. Proportions enrolled at elementary level in 2008-09 (19.7% among SCs and 11.0% among STs) are greater than their share in the population as a whole (16.2% among SCs and 8.2% among STs). However, while the proportion of SC children enrolled at both primary and upper primary levels are roughly similar, the proportion of ST children at upper primary level is much lower than at primary, indicating that ST children are more vulnerable to dropping out from the school system.

Table Share of social group in proportions enrolled at different stages, 2008-09

	Primary	Upper primary	Elementary
Scheduled Castes (16.2)	19.9	19.2	19.7
Scheduled Tribes (8.2)	11.7	9.4	11.0

Note: Figures in parenthesis give the population according to Census, 2001.

Source: DISE 2008-09.

3.30 These vulnerable groups have benefited from SSA policies in the following areas: the expansion of schooling to smaller habitations and to remote habitations (discussed at length under Goal 1); the provision of incentives such as free textbooks and uniforms; the implementation of the cooked midday meal program; the improvements in infrastructure and facilities in schools, and the increased provision of teachers; the attention to enhancing learning in schools through child-centred pedagogies, and through preparation of textbooks in tribal languages (in Chhattisgarh, textbooks have been developed in 5 local languages: Gondi, Halbi, Kuduk, Surgujia and Chhatisgarhi and are being piloted in 1500 primary schools); the implementing of special interventions such as KGBVs and NPEGEL in educationally backward blocks; and finally, AIE which includes RBCs and NRBCs for out of school children (RBCs were functioning well in Bihar for both SC and ST boys and girls. The centres had a very low dropout rate. RBCs and ashramshalas were also catering to ST children in Chhatisgarh). But more needs to be done to make these schemes more effective.

Concerns

3.31 *In-school barriers and discrimination:* The 10th JRM had recommended the need to work on reducing social discrimination in schools as this impacts retention and learning. Dalit or SC children suffer from the stigma of being at the bottom of the social ladder, and some groups among them are still considered untouchable. They face issues of overt and covert discrimination within the education system. Tribal children have language and cultural backgrounds very different from the mainstream,

and face exclusion on this count. In this context it is also useful to mention Muslim children who have religious and cultural backgrounds different from the majority, and face alienation on this count. Issues of stereotyping and stigmatising children from certain communities as being difficult to retain within the system persist. How teachers can be sensitized needs to be decided on after consulting people with experience of working in these communities. After the 10th JRM some steps have been taken which needs to be monitored and strengthened.

3.32 Teachers posted in tribal areas face additional problems due to remote location, high PTRs, little academic support, students from families without schooling, and with a culture and language different from the mainstream. Teachers posted in these areas and rural areas in general need additional compensatory allowances e.g. teachers in city schools in Rajasthan are given a substantial additional city allowance.

3.33 Learning levels among SC and ST children in MP were far below the general population. The impact of the child's social background on the child's learning is not acknowledged. Grading of teachers and schools, based on learning achievement levels of children may in fact serve as a disincentive to teachers to work in schools with children from more deprived social groups as their learning progress may be much slower because of historical disadvantage.

3.34 Large proportions of children enrolled in RBCs are from SC, ST communities. Yet the monitoring and data collection mechanisms are not robust enough to track the progress of SC and ST children enrolled in RBCs and facilitating and monitoring their mainstreaming into schools.

3.35 The issue of language is a major issue for tribal children especially in classes 1 and 2. Tribal children have to make a transition from the tribal language spoken at home to the local dialect spoken in the area (E.g. Chhatisgarhi; Mewari), and then to the language of the textbook (e.g Hindi in Chhatisgarh, MP, and Rajasthan). In all states, the focus in classes 1 and 2 was learning the Hindi alphabet. There was little discussion of the difficulties children had in making the transition from their home language to Hindi.

Children With Special Needs

Achievements

3.36 There has been considerable progress in identification in most States. A large number of teachers have received short-duration training. Some resource persons have been identified in each state, although field visits indicate that there are still gaps. There has been some progress in mainstreaming children into schools and RBCs. There has also been some progress in running IEDs for children with moderate disabilities. Giving such children institutional daycare was reported from field visits to all States. NGOs in Himachal Pradesh have been able to make an effective contribution in this area. There has also been some progress in home-based care for children with severe disabilities reported in all states. With the visibility of this program, the community is much more aware of the problem and the possibility of getting some assistance through SSA.

Concerns

3.37 There was a general concern about children classified with Learning Disability. There is a need to develop appropriate tools to identify children with LD. There is a concern that children with learning difficulties could be incorrectly categorised as Learning Disabled. (We should note that children from socially disadvantaged groups might be particularly vulnerable to this because of existing stereotyping.) As a result, children who might have learning difficulties for any reason, who would benefit from inputs from regular teachers might not be given this attention because of wrongly being classified as LD. The Mission did find that unusually large numbers of children were classified as Learning Disabled (LD) in a block-level visit to Rajasthan.

3.38 Mainstreaming mildly disabled into school is a challenge because teacher training is of very short duration, and there is a lack of availability of trained resource teachers. Training of teachers on issues of CWSN is a challenge. In Rajasthan, the State has organized very short trainings (3 days) for the majority of teachers, and longer trainings (90 days) for a shorter number. But even these longer trainings are reported to be conducted in Distance Mode. Qualified resource persons for CWSN are also in great shortage in Bihar.

3.39 It appears that resource room facilities for children with disabilities should be strengthened – some resource rooms had a few assistive devices which could be used. Facilities for home-based care are limited and there is a need to have teachers who are well-trained to assist these children along with the support of families.

Migrants

3.40 The issue of migrants has been address by SSA given the scale and complexity of the problem it requires more attention. Providing residential facilities and work-site schools are the main strategies for addressing the needs of migrant children. Besides the RBCs etc., there are dormitories located near primary and upper primary schools that provide hostel space for migrant children. Originally intended to provide temporary shelter for 3-6 months, the programme is functional year round after learning from experience that children seldom returned to school once they left.

3.41 There is need to address the full range of educational inputs to the children of migrants within residential facilities and otherwise. The financial allocations need to be examined. Academic support needs to be strengthened.

Urban deprived

3.42 As mentioned in the previous JRM, the problem of educating urban deprived children is a complex issue which is not yet been fully mapped out. Although 35 million plus cities have prepared plans for the education of urban deprived, the issue of addressing the enormous challenge of the metro cities is yet to be assessed and out of school children are yet to enumerated. Some sporadic initiatives were reported from the State visits. Out of school urban children in Chhatisgarh have been admitted into night shelters. Though called ‘shelters’ these are night schools (non-residential)

for working or out-of school children. In one such shelter in Raipur serving 70 children, all were caring for their siblings during the day while their parents were working.

Minorities

3.43 The reported share of Muslim children enrolled at the primary level is 11 % and 9% at the upper primary level in 2008-09 (DISE figures), which is lower than their share in the population (13 %). A substantial proportion of out of school children are Muslims, as high as 23.4%.

3.44 The Mission acknowledges that SSA is addressing issues related to the education of Muslim children and that Muslim concentrated districts have become a target for various SSA interventions. The Bihar state report mentions various strategies being undertaken to reach the community, which have had a positive impact. The long-term RBCs have proven to be particularly effective. West Bengal and Tamil Nadu have also undertaken activities from the innovations fund.

3.45 SSA supports Madarasas with additional resources (textbooks, teacher training etc.). The impact of these interventions needs to be studied. The Sachar committee report points out that only 3% of Muslim children attend Madarasas. The Mission observes that while strategies like Madarsa support are useful and necessary, efforts should be made to ensure that children are ultimately able to receive an integrated secular mainstream education. It will be useful if States could track these children in relation to their entry into regular school and transition to higher levels. Data on Muslim children's education needs to be available and utilised at all levels of the system.

Children In Difficult Circumstances

3.46 The education of children in difficult circumstances (internally displaced, those affected by natural disaster, naxal, communal and other forms of violence) requires special attention.

3.47 At present there are 33 districts in the country that are affected by Naxal violence. The observations from the Chhattisgarh report highlight the fact that access to education has been significantly affected, SSA staff had very little mobility, teacher attendance is low, civil works have come to a standstill, several hundred school buildings had been destroyed and a number of schools were being used by the forces. The Mission notes the efforts being made to provide education through RBCs in Porta Cabin (prefabricated Bamboo structures provided in partnership with the National Bamboo Mission). Given the highly insecure and volatile situation, residential schooling (KGBVs and Ashramshala) are perceived to be secure is an option parents seem inclined towards. Such strategies could be tried elsewhere.

3.48 While recognising the difficulties involved, efforts need to be made to gather information of the impact of this violence on education from different sources. This information should be analysed and used to develop innovative and appropriate strategies to address a complex and difficult situation.

Recommendations

- Teachers need to be sensitized on the issue of overt and covert in-school discriminatory practices that have adverse effect on children belonging to disadvantaged groups. The tendency to brand particular groups of children as an explanation for difficulties in dealing with them needs to be mitigated. This applied also to the way teachers referred to CWSN children.
- The Mission reiterates the importance of initiating quickly research (entrusted to experienced institutions) on discrimination within the schooling system, as recommended by the 10th JRM.
- National level and state level Resource Groups should be constituted to suggest more innovative teaching methods for children from tribal areas enrolled in classes 1 and 2. In this context, more print material available in tribal languages needs to be produced. While there was evidence of MLE reported from the states of MP and Chhatisgarh, this was not true of Rajasthan. Greater awareness of the benefits of MLE is needed at all levels. The recommendation of the 10th JRM to develop textbooks, materials, pedagogy and learning assessment etc in multi-lingual education needs to be reviewed and revisited in the light of NCF 2005 is reiterated.
- While acknowledging the steps taken thus far the Mission recommends that further work be done to develop a comprehensive and cohesive strategy to address the issue of Muslim children's education, including regular reporting of progress made. The Mission recommends that the community mobilisation aspect be strengthened to build better connections with the community.
- Training of teachers for handling CWSN should be evaluated.
- The Mission recognises steps taken to develop Metro city plans for the urban deprived. These plans need to be completed and operationalised and the progress made should be reported in the next JRM.
- In areas affected by naxal violence and other conflict-ridden situations, the Mission recommends that steps be taken to ensure that school building is not used for purposes other than education.

Goal 3: All Children Retained in Elementary Education

3.49 SSA has evolved to where enrolment rates are near universal in most States. It is far more important today for the programme to urgently address problems of retention. In fact, progress on retention is an important gauge of the efficiency of a school system, and includes a consideration of retention, drop out, repetition, transition, attendance, and completion rates.

3.50 While there have been commendable efforts by MHRD, in response to the recommendations in the 10th JRM, to unify divergent data sources in the measurement of retention indicators, for instance through the recently held National Workshop on Retention, there remain significant concerns about the varied methodologies and data

sources used at the State level. The discussion on Goal 2, therefore, reports on the range of data (often inconsistent) that was provided to the Mission by MHRD and during State visits.

3.51 Building on the progress noted in the 10th JRM, DISE reports a range of improvements in retention at the Primary level across the States visited, with Tamil Nadu and Kerala maintaining close to universal retention and Himachal Pradesh not so far behind, at 95%. Bihar and West Bengal have the lowest retention, at 56% and 58% respectively. Madhya Pradesh appears to represent the average rate with a retention rate of 75%.

Retention Rate at Primary (Class 1 to 4 or 5)

States	2006/07	2007/08	2008/09
Assam	72	86	93
Bihar	44	53	56
Chhattisgarh	69	70	70
Himachal Pradesh	94	95	95
Kerala	99	99	100
Madhya Pradesh	95	94	75
Rajasthan	50	62	60
Tamil Nadu	94	100	97
Tripura		75	73
West Bengal	61	52	58
All India	70	74	75

Source: DISE, Flash Statistics 2008/9, and for Kerala Mission estimates

3.52 While it appears that the primary retention rate in Kerala, Tamil Nadu and Himachal Pradesh are levelling off, the largest increases were seen in Assam, with an increase of over 20% in 2 years, and in Bihar and Rajasthan, which achieved 12% and 10% increases over the period, bringing their retention rate to 56% and 60% respectively. On the converse, there were decreases in retention in West Bengal and Tripura. Chhattisgarh showed a marginal improvement of 1% over the last 2 years, bringing it a little closer to the India average of 75%.

3.53 State-wise data was not always available for the entire elementary cycle. However, DISE provided the following analyses (see table below) recording improvements in retention since the previous year: The average retention rate has risen from 36% to 44% (1st to 8th cycle) and from 52% to 71% (1st to 7th cycle) in 2 years. However, despite these increases, the relatively low average suggests that retention (especially at the upper primary level) continues to require careful monitoring.

National Retention Rate at the Elementary Level (Class 1 to 8 or 7)

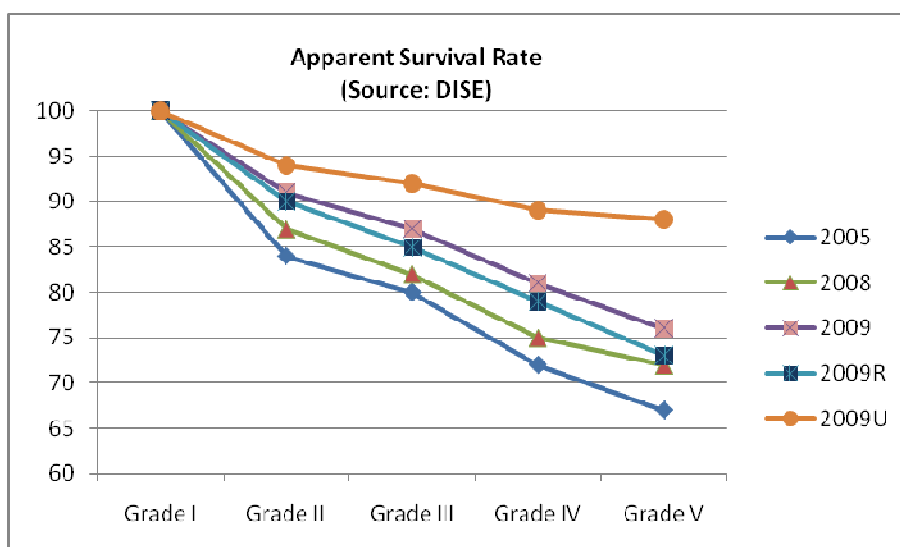
Cycle	2006-07	2007-08	2008-09
1 to 7	52% (62 Districts)	56% (49 Districts)	71% (133 Districts)
1 to 8	36% (78 Districts)	38% (83 Districts)	44% (165 Districts)

Source: MHRD

3.54 11th JRM State visits identified specific contexts that States were dealing with and localised interventions, in some cases, that were working successfully to keep children in school. Bihar, for instance, reported that upper primary girls were being retained in school through a variety of interventions, for instance free bicycles for all girls continuing onto Class 9. However, the corresponding retention rates for boys and for all children in Primary school was lower. In Assam, the introduction of a rudimentary form of Child-Tracking through Migration Cards had encouraged mainstreaming and regular monitoring of student retention.

3.55 However, there continue to be gaps in retention efforts across States. In Kerala and West Bengal, there were concerns about losing children in the mainstreaming from EGS programmes such as Shishu Shiksha Kendras or the Multi-Grade Learning Centers. Rajasthan reported a particular problem retaining students from migrant and nomadic backgrounds.

3.56 There are also persistent gaps in retaining students at upper primary level, between boys and girls, and significant declines in survival/retention after Class 2. As the chart below suggests, 9% of students entering Class 1 drop out before entering Class 2 and a further 4% drop out before Class 3. The Mission points that such inter-grade discrepancies are masked when providing primary-level or elementary-level averages.



3.57 Specifically, the issue of drop out at earlier grades (Class 1 and 2) noted by Mission teams in Chhattisgarh, Rajasthan and West Bengal needs careful examination. In West Bengal, for instance, findings from a reconstructed cohort study find that 31% of children enrolled in Class 1 did not continue to Class 2. In spite of a non-detention policy at primary level, repetition rates (both at primary and upper primary levels) in the State is the highest in the country. Reflecting this, the retention rate at primary in the State is one of the lowest (DISE).

3.58 In Chhattisgarh, a State-wide study looked at trends in repetition (as repeaters were those with poor attendance) in 400 schools. The data found a declining trend, where the highest numbers of repeaters were in Class 1 (39%) and the lowest in Class

5 (5%), with no significant gender difference. Reasons offered through the Mission include a large number of under-age children, appropriateness of lower level pedagogy and curriculum, children's involvement in work and lack of pre-school exposure. A similar trend was reported in Rajasthan.

3.59 A study conducted by TSG/RESU, for instance, found that a large number of under-age children enrolled in Class 1 resulted in a disproportionate (33%) number of repeaters at this stage. However, Mission members also suggested that the relevance and appropriateness of the mathematics and reading curriculum and pedagogy at this critical stage of education requires further examination as does creating stronger linkages with pre-primary programmes.

3.60 At the upper primary level, enrolments in Chhattisgarh and West Bengal showed declines from Class 6 to 8, which may reflect children leaving the system due to various States Pass/Fail policies.

3.61 There continues to be a difference between the retention and drop out data provided through DISE and that provided by the State. It becomes challenging to arrive at a real understanding of the retention rate when the numbers vary: in Madhya Pradesh for instance, DISE data provides a primary retention rate of 75% while the State's corresponding figure was 86%. In West Bengal, State reports indicate that 93% of children are being retained through primary school; DISE data provides a much lower estimate, at 58%. More widely, retention and drop out are calculated in a variety of different ways.

3.62 Transition rates from primary to upper primary across most of the States visited in the 11th JRM showed increases, with the exception of West Bengal where there was a decline of 18% since 2005/6. The transition rates range from 98% or 99% in Kerala and Tamil Nadu, where nearly all children are going on to Upper Primary school to 70% and 71% in West Bengal and Bihar. As second table indicates, more than 60% of districts have a transition rate higher than 85%. The All-India average has increased from 78% to 83% in the past 5 years.

Transition Rate from Primary to Upper Primary

States	2005/6	2006/7	2007/8
Assam		93	93
Bihar	67	63	71
Chhattisgarh	72	89	91
Himachal Pradesh	95	93	94
Kerala			98
Madhya Pradesh	67	68	80
Rajasthan	85	78	85
Tamil Nadu	97	97	99
Tripura	79	84	89
West Bengal	88	80	70
All India	84	81	83

Source: DISE

Transition Rates: Break-up By Districts

Year	Transition	> 85	80 - 85	75 – 80	< 75
2004-05 (540)	78%	251 (46%)	48 (9%)	41 (8%)	200 (37%)
2008-09 (625)	83%	374 (60%)	51 (8%)	51 (8%)	149 (27%)

Source: DISE

3.63 However, these improvements again should be placed within localised context. In Assam, for instance, it was reported that transition to upper primary was made problematic by both a low primary to upper primary school ratio and selective admission to upper primary schools. In Bihar, Chhattisgarh, Madhya Pradesh and Rajasthan a successful strategy that has improved transition rates has been to co-locate *Anganwadi* (or other pre-primary programmes), primary and upper Primary schools on one campus.

3.64 Almost every State visited in the 11th JRM reported that student attendance remains a persistent problem, with the exception of Himachal Pradesh, Kerala and Tamil Nadu, where there was near to universal attendance. As the table below illustrates, attendance in at least 5 of the visited States was quite low, with numbers varying from 62% to 83% of enrolled children.

3.65 Average Attendance Rate of Students based on Headcount during 2008-09 (3 unannounced visits) and QMT

States	State Study	QMT Dec 2009
Assam	68	65
Bihar	64	n/a
MP	62	77
West Bengal		83
Chhattisgarh		75/80*

* Primary/Upper Primary (Data provided by MHRD, excluding Chhattisgarh)

3.66 There were broadly two kinds of absenteeism noted by the 11th JRM Team: Persistent absenteeism and irregular absenteeism. In Bihar for instance, the team reported that on any given day attendance was erratic and was typically around 50% to 60% of the total enrolment. Possible reasons attributed to this include the slow rate of civil works, including the addition of new schools and classrooms. Similarly, in Chhattisgarh, the attendance based on QMT reports was given as 75% at Primary and 80% at Upper Primary. However, examination of the class registers for the month of January suggested that of the absent children 1-3 were long term absentees. A few others were irregular attendees, attributed in part to the weather/Saraswati Puja/Melas.

3.67 As mentioned in an earlier section, Chhattisgarh's efforts to capture long term absentees through their "Out of Studies" Household Survey in June 2009 followed by the development of a child-tracking system is a commendable strategy to both enumerate and to mainstream long term absentee children in to schools.

3.68 In Kerala, the hands-on involvement of local communities, including the Class Parent Teacher Associations, Mother Parent Teacher Associations and the Parent Teacher Association virtually ensures attendance! Moreover, the State has now initiated the process to provide Universal Identification Cards to all students to allow easy tracking. Similarly, in Himachal Pradesh, the VEC Education Registers were a powerful mechanism to monitor student attendance. Community involvement in efforts to improve student attendance and retention were otherwise unevenly reported by Mission members, however, were noted as being powerful levers for change.

3.69 Retention, drop out and attendance, however, cannot be isolated from quality and therefore the linkages to improving the relevance and quality of education in the classroom cannot be understated. For instance, punitive Pass/Fail systems such as those witnessed in Chhattisgarh and West Bengal may be negatively affecting attendance and retention. It remains unclear to the Mission team whether keeping a child back for another year but repeating the same curriculum using the same pedagogy would improve the child's learning outcomes.

Recommendations

- The Mission recommends a closer look at discrepancies in retention between specific social groups or categories (including girls at the upper primary level), as well as class-wise analyses to provide clearer understanding of the stages where the largest drops in retention are occurring. These decreases should be analysed, focused strategies developed and States' progress continually monitored in this regard.
- The Mission recommends the preparation of a specific strategy to assess and improve pedagogic provision for Class 1 and 2 in all States, to address the large decline in enrolments between Class 1 and 2 reported and observed in several States.
- There remain significant concerns about the reliability of the varied methodologies and data sources used at the State level. The Mission suggests continued efforts to resolve divergent data sources, methodologies and measurement of retention indicators. MHRD can consider holding State-level follow up workshops to the National Workshop on Retention where retention is deemed particularly low.
- The Mission recommends MHRD support the States to develop a comprehensive disaggregated database of student absenteeism, both persistent and irregular, and evolve innovative strategies to combat this based on the findings.
- As a strategy to reduce drop outs between school levels, the Mission recommends the co-location of primary and upper primary schools (and where possible, pre-primary programmes) as a powerful mechanism to increase transition rates and reduce drop out.
- There is a need to strengthen the involvement of community level organisations, PRI, and civil society organisations in the drive to improve

retention and attendance. The Mission recommends a community-driven campaign to highlight the benefits of student attendance. This strategy may benefit from support from other National/State programmes, PRI and civil society organisations. Moreover, with the revision of SSA norms to allocate more funds to community mobilisation activities, this activity could be far more closely monitored.

- It is recommended that more effective methods for supporting children academically should be devised as mechanism to improve retention.

GOAL 4: Education of Satisfactory Quality

3.70 Universal enrolment, attendance, retention and inclusive education are necessary components to ensure equity in education, however, it is ultimately the quality of the schooling experience for the children, the classroom processes and activities and improvement of learning levels that are of essence in achieving education of equitable quality, and moving towards the goal of Education for All. Quality improvement must therefore be considered as a *pari-passu* component of SSA, rather than as something that will come after equity has been achieved. In other words, equity and quality must march together, since there is now considerable evidence that drop outs constitute a big leakage from the system and universal enrolment without corresponding quality improvement does not lead to desired levels of retention.

Achievements

Enabling Conditions

3.71 It is clear that SSA has made substantial progress in improving the enabling conditions for education. The SSA has sanctioned the opening of about 3.05 lakh new primary and upper primary schools so far. In 2009-10, nearly 18000 new schools were sanctioned in SSA. Over 1.28 million schools across the country were sanctioned school grants. SSA has approved the appointment of 1.27 million new teachers, of which 1.01 million have been recruited. In 2009-10, the program provided free textbooks to a staggering number of over 95 million children against a target of nearly 98 million. Reports indicate that textbooks were in schools more or less at the beginning of the school year. In 2009-10, 3.6 million elementary school teachers received teacher grants until December 2009, against a target of 4.2 million teachers. School grants were made available to over 1.13 million schools (against a target of 1.25 million schools). Thus, considerable distance has been covered in expanding basic provisioning to the schooling process as the base for quality interventions.

Teacher Training

3.72 In-service teacher training has been a crucial component of the SSA program. In 2007, the guidelines for in-service teacher training were revised with the development of a document with the title 'The Reflective Teacher'. A central aspect of the in-service training program is the 20-day annual training. SSA has made available substantial investments towards in-service teacher training over the years. In 2009-10, the SSA targets to reach over 4 million teachers, of which 2.6 million had

been covered until December 2009. The majority of States have been able to meet more than 60% of the target for teacher training during this period. About 16 States, notably, Bihar, Jharkhand, UP, West Bengal and Haryana had met less than 60% of their training targets. Nearly all States have developed detailed training modules for in-service training based on the needs and requirements of the state and are reporting on the implementation of such training on an annual basis.

Teacher educators and academic support systems

3.73 The SSA is served by nearly 6600 Block Resource Centres across the country. 32 States have fully operational BRCs, while Orissa, Jharkhand and Arunachal Pradesh have a few BRCs that are yet to be operationalised. All States have planned training for the BRCs ranging from 2 to 20 days for carrying out in-service training to teachers, support to cluster coordinators, classroom observations and on-site support to teachers. In 2009-10, 70,805 CRCs are functional, which is 97% of sanctioned CRCs. 5 states have sanctioned CRCs which are partly not operational, of which Rajasthan has the largest number.

3.74 Several States have mentioned problems of ensuring a robust and effective teacher trainers' cadre. In a number of instances, the teacher trainers have tended to be in the same grade as the teachers they are training, thereby often unable to enthuse and inspire the teachers. Several States also indicated the need to ensure their BRPs and CRPs have practical teaching experience in the new methodologies, to enhance their effectiveness as trainers. The CLRC cadre of West Bengal is of particular concern in terms of their ability and qualifications to function as teacher trainers. As a result some States are exploring options to change the selection process of Resource Persons so that teachers from a more senior grade are being called as trainers.

3.75 The Mission notes that the network of block and cluster level resource persons for providing additional administrative and academic support to schools continues to be largely in place. However, in former DPEP districts, where the State is expected to take over the funding of these personnel, the Mission has noted a problem in Rajasthan, and particularly in West Bengal. With the cessation of SSA funding for BRCs and CRCs, the States have handed the responsibility of the BRCC as an additional charge to the BEO and the responsibility of the CRCC as an additional charge to a nodal Head Master. Even where CRCC posts exist, there are high levels of vacancies. These have implications in the form of inadequate support to teachers in the classrooms.

Curriculum, Text books, Classroom Transaction

3.76 13 States have completed the process of revising their curriculum based on NCF 2005 and 9 States are in the process of doing so. The renewal of textbooks is at various stages of progress across the country.

3.77 A good example of translating the NCF 2005 at the state level is the Bihar Curricular Framework of 2008, incorporating the ideas of the NCF2005. This has been operationalized along with new books for class 1, 3, and 6 and new teacher training module called Bodhi Samvad. Chhatisgarh also has a new curriculum framework based on NCF2005, and new books, with the involvement of SCERT and

NGOs. The JRM teams to Kerala and to Tamil Nadu have found exceptional good practice in both States.

3.78 Kerala has not only traveled the distance of curricular reform and textbook renewals, but has also ensured that the pedagogy, institutional structures, financial and technical resources are all aligned and mutually supportive of improved student learning. The quality improvement program is comprehensive in the sense that it encompasses reform of the curriculum, textbooks (Standards I-VIII), teacher training, academic support, assessment and examination, even infrastructure (e.g. classroom design). In Tamil Nadu, the Activity Based Learning (ABL) and ALM methodologies have transformed classrooms and teaching learning processes and have also been placed in a holistic and integrated quality improvement platform. The strong cadre of BRTs provides intensive school-based support to teachers to implement the ABL methodology successfully within classrooms and address the transmission loss between concept and practice.

Learning Enhancement Programs

3.79 Since 2007-08, the allocation of 2% of the annual budget has been promoted for the implementation of learning enhancement programs (LEP). Compared to 28 States in 2008-09, 33 States are implementing LEP in primary grades in 2009-10. 28 States (compared to 22 in 2008-09) are implementing LEP in upper primary grades. These have tended to early reading and early maths programs and science and maths teaching programs at primary and upper primary levels, respectively. Teacher trainings have been launched for the LEP. States like Rajasthan and Chhattisgarh have launched child centred teaching learning programs based on the Tamil Nadu ABL program in a few of their districts. States have undertaken many innovative approaches and initiatives within this rubric of learning enhancement. However, it is too early to assess the effectiveness of these initiatives in increasing participation of children in the learning process and perceptible changes in classroom behaviour.

The move towards a medium term, integrated vision for quality

3.80 The Mission noted that national and State level workshops have been held in the last six months to provide a national vision to implementing a long range, sustained and integrated approach to quality improvements. It is clear from the write ups received by the Mission that the national workshop on progress and planning for comprehensive quality improvement and the regional workshops on education of equitable quality are excellent steps in the right direction and are very opportune in meeting a strong felt need. The Mission also noted the positive development of States making individual commitments in the State Quality Plans during the regional workshops.

3.81 The Mission appreciates the ground that has been covered in the visioning workshops to facilitate the development of a medium term quality improvement plan by States. This initiative is very timely, however, it needs to be individualized and tailored to the specific requirements within each state. The broad outline of a comprehensive quality plan developed for the Annual Work Plans and Budgets for 2010-11 is very promising in this respect.

Changes in Classroom Practices

3.82 The SSA has made conscious and concrete efforts to bring changes in classroom practices. The five different indicators that the SSA has addressed to bring about positive improvements in the classroom practices are teacher instructional time in a day, student learning opportunity time in a day, degree of active student participation in classroom processes in a day, the use of materials other than textbooks in classrooms and the number of days assigned to non-teaching activities compared to the number of instructional days in a year.

3.83 These qualitative parameters are monitored and reported upon in order to reinforce the focus on activities and processes within classrooms. There are apparently some difficulties in the accurate reporting of such parameters, however, this has facilitated a discourse at the local levels on the quality of teaching learning processes within classrooms.

Computer Aided Learning (CAL)

3.84 The CAL has been enthusiastically implemented in many states with the supply of computers, teaching learning materials and teacher training. 67188 schools covering 10.3 million children have been provided CAL. During the State visits, the Mission found the message that has been repeated in previous JRMs – there is some degree of lack of conceptual clarity on what is the core objective of CAL: it was found that some children were sitting on the computer and had been taught to use paint brush (the most frequently referred to activity with respect to CAL) and some educational CDs were played for the children. A computer class was held in the school and the teachers had been provided training on how to use the computer with different software packages. In some cases, teachers mentioned that they put their time table on the computer and printed it out. A few number of schools in states have taken up CAL at the upper primary level. As was evident in Bihar where the Mission team sat with the children to watch a couple of programs, schools have purchased K-Yans with bundled software for 171 modules on the hard disk. Where as the presence of a K-Yan in the school is welcome, it is not clear whether any academic agency has actually evaluated the bundled modules for their suitability and learning enhancement, particularly in view of the observations of the previous section. If not, the Mission recommends that any educational module that is sent to the school must first be evaluated by an expert academic agency. The example of IT@schools of Kerala using free and open software with vetted modules is a practice that needs to be studied for appropriate replication.

Technical Cooperation Fund (TCF)

3.85 The Mission reviewed the progress with the Technical Cooperation Fund including plans for the coming months and benefited from a presentation by the concerned staff of the NCERT in this regard. The TCF is focused on two broad areas of capacity building: (1) providing technical assistance to NCERT for the delivery of the planned National Assessment Survey (NAS) cycle using modern measurement techniques; and (2) delivering technical support to NCERT in the design and execution of 4-6 evaluations of quality initiatives.

3.86 The Mission was informed that the NAS for Grade V shall be administered in March 2010, and a variety of preparations to that end are nearly complete by now, including several capacity building activities for Learning Assessment Systems (LAS) team at NCERT and representatives from SCERTs. The survey will be conducted with completely new test instruments, different from the ones used earlier in the 1st and 2nd rounds of the survey. Pre-testing of the new test items in 22 states based on a sampling plan prepared by the LAS team has been completed in August 2009. Three booklets in each of the 3 subjects have been prepared by the LAS team. With regards to linkages with the 2nd round, the team informed that as per the decision of the 10th JRM, the 3rd round shall not be linked to the 2nd as the curriculum has changed significantly as a result of adoption of NCF 2005 in many states.

3.87 The Mission was also informed that the design for the four evaluations of quality initiatives had been finalised³. Members of the Programme Evaluation (PE) teams, including representatives from NCERT, SSA State Project Office, SCERT and Regional Institutes of Education (RIE) had been exposed to various capacity building exercises on conducting Program Evaluations. The evaluation proposals for the four studies including a programme description and logic model; evaluation framework including questions, indicators, sources of data and research methods for each of the evaluation questions; a sampling plan; and a detailed schedule with timelines had all been prepared. These had been reviewed by an Advisory Panel comprising international and national experts and were now slated to be reviewed by a Peer Review Committee. The evaluation instruments were also ready after review and field trial with coding maps. Finally, field staff for all the four evaluation studies have been recruited and are scheduled to undergo training in February 2010, with data collection scheduled from February-April 2010.

Concerns

Enabling Conditions

3.88 Enabling provisions in terms of classrooms and teachers are still a big challenge in certain states and pockets and unless accelerated action is taken to meet the gaps, quality interventions cannot take off. With the use of decentralized planning and information, it is suggested that attention is paid to focus interventions and actions more sharply on alleviating the key shortfalls in States with the largest challenges. Imaginative solutions to meet the enabling conditions are needed, rather than a standard approach which would take quite a long time.

3.89 Enabling conditions are not evenly spread across the country and there are significant shortfalls that prevail in some States which constrain the effective implementation of quality initiatives. These relate to insufficient availability of teachers and late distribution of textbooks, teacher and school grants. There are large numbers of single teacher schools and high student class room ratios in many parts of the country.

³ Four evaluations studies of quality initiatives in four States of India have been commissioned to NCERT by MHRD. These are: Children Learning Acceleration Programme (CLAP) – Andhra Pradesh; Aadhar – Himachal Pradesh; Multi Lingual Education (MLE) – Orissa; and Activity Based Learning (ABL) – Tamil Nadu

Teachers and Teacher Availability

State	Percentage of single teacher primary schools	Percentage of single teacher primary schools with 15 and more students
Arunachal Pradesh	63.9	36.7
Assam	33.3	26.6
Chhattisgarh	15.2	13.7
Himachal Pradesh	13.4	10.5
Jammu and Kashmir	20.9	17.7
Jharkhand	10.2	10.1
Karnataka	16.3	8.7
Madhya Pradesh	17.4	17.2
Maharashtra	14.2	11.7
Manipur	18.0	17.0
Orissa	12.2	11.3
Rajasthan	31.4	30.3
Uttarakhand	19.8	16.4

Source: DISE 2008-09 Flash Statistics

3.90 Non availability of adequate teachers is a big challenge towards delivery of quality education. The goal of a PTR ratio of 40:1 still eludes States like Bihar (53), UP (50), Jharkhand (45) and West Bengal (45). States like Assam, Bihar, Chhattisgarh, Rajasthan and West Bengal have not been able to recruit teachers against sanctioned posts for one reason or the other and high vacancies currently exist - Bihar (91657), Madhya Pradesh (15898), West Bengal (46797), Rajasthan (28499) and Uttar Pradesh (27580). This is a matter of serious concern as these states are also precisely those that have the longest distance to the SSA goals. For each year they are unable to recruit sanctioned posts, the deficit spirals. Assam, Bihar and West Bengal report that the reasons for delay are pending court cases. Other States witness “dharnas” by contract teachers seeking permanent positions. The impact of all this is, for example, evident from Assam, where it is even difficult to implement the policy to upgrade all the EGS centers. The process and level of recruitments also varies across states with some states adopting centralized recruitments, eg Rajasthan, posing big challenges to rational deployment. Moreover, there are varying policies for upgrading/regularizing different types of para teachers into regular teachers. In addition to regular teachers, there is now need to recruit and place a number of subject teachers if the quality in upper primary classes is to be deepened.

3.91 In terms of classrooms, Bihar has the most adverse student classroom ratio of 98 at primary level and 96 at elementary level. Moreover, it needs to be borne in mind that even states that have appear to have a comfortable state average may have large disparities across districts.

3.92 The pool of teachers in elementary schools has increased from 5.2 million in 2006-07 to nearly 5.8 million in 2008-09. Of this the share of teachers in government schools was 69.1% in 2007-08 and 68.5% in 2008-09. The share of para teachers in total teachers has been brought down from 14.1% in 2007-08 to 12.6% in 2008-09. However, a number of States have a high share of para teachers, such as Andhra (11.2), Arunachal (16.3), Chandigarh (16.9), Haryana (11.2), Himachal 15.5), J&K

(24.2), Jharkhand (47.2), Mizoram (27.8), Uttar Pradesh (26.2) and West Bengal (16.8). It is to be noted that States like Madhya Pradesh, Chhattisgarh and Bihar are replacing their regular cadre of teachers with contract teachers with much lower salaries and are then regularized.

3.93 Evidence from the JRM visits and discussions indicate that the problem of a lack of adequate teachers is compounded by irrational teacher deployment. There are teacher surpluses in urban areas and deficits in rural areas, particularly in remote areas. Despite this issue being repeatedly raised in previous JRMs, this problem has persisted without visible amelioration. Some States like Madhya Pradesh have developed a comprehensive on-line data and monitoring system on teachers, mapping them for administrative zone which pays their salary and their teaching class. Such exercise have contributed to bring to light the extent of the problem, eg, data in MP revealed that in some districts 30% of all teachers were not teaching in their designate places. While a number of States have indeed prepared plans for rationalization of teacher deployment, they have not been able to actually implement them. Going forward, this would be a critical consideration for the improvement of teaching and learning processes.

Revitalizing Teacher Training

3.94 With the rapid expansion of the pool of teachers, training has not been able to keep pace. Very low progress was reported in the 30 day induction training due primarily to significant delays in the appointment of teachers. 15 States have reported zero progress in induction training and in overall terms, only 8% of the planned training has been accomplished by December 2009. The program is also faced with a large pool of untrained teachers. In 2009, there are an estimated 1.1 million untrained teachers who did not receive any training, constituting about 16% of the total number of teachers. The share of untrained para teachers is very high at 57%. The North Eastern states have the largest proportion of untrained teachers. Bihar, Jharkhand and Jammu and Kashmir also have substantial proportions of untrained teachers.

3.95 Reporting of progress on training generally covers only the physical aspects of the number and proportion of teachers covered by teacher training. Feedback from program managers during visits to the States indicates that teacher training under SSA has become routinized and mechanical. Some of the States are seized of the apparent 'training fatigue' that may have set in for the in-service teacher training programs. After a number of years of implementing in-service teacher training, it is not clear what type of impact such training has had on improvements in the classroom processes.

3.96 The study on the impact of teacher training which was planned for 2008 and scheduled to be completed by June 2009, is just getting underway: the terms of reference have included an assessment of the impact of teacher training in classrooms and aspects of teacher motivation. Given that in-service teacher training has been the single most important intervention for improving student learning outcomes at the school level and the fact that SSA has so far spent over Rs 1700 crores (almost US \$ 400 m), urgent attention is needed for impact assessment and efforts to address lacunae and improve effectiveness. The Mission was informed that the study will be taken in the 2010-11 year and the findings will feed into the design and

implementation of teacher training programs. It is recommended that, while awaiting the findings of the study, efforts are made in the context of the comprehensive quality plan coming underway in the 2010-11 AWPB, a revitalized TT program may be essential to bring new energies and inputs to improve classroom processes and to give the necessary edge to quality improving measures.

Teacher Education and Academic Support

3.97 The operationalization of a vibrant cadre of teacher trainers and teacher educators who can lead improvements in teaching practice is critical to taking classroom improvements forward. In this regard, there is a need to think through the future role, position and capacities of cluster and block level resource persons. The case of West Bengal where the BRC is part of the inspectorial system and the CLRC personnel are unemployed youth with no education background poses a great challenge to meaningful teacher preparation and school based academic support.

3.98 It is common knowledge that CRCCs and BRCCs end up doing much more administrative work than academic support. The study on effectiveness of BRCCs and CRCCs that was shared partially with the last JRM also pointed in the same direction. The Mission suggests that a follow up to this study is required. While CRCs are reported to cover 18 schools on average, field realities show that they could cover as much as 35-40 schools, while BRCCs could cover 350 odd schools in place of the average 182 schools. The professional development of BRCCs and CRCCs is also a matter of concern in relation to the role of instructional leadership and technical support they are intended to provide. The Mission noted that the training provided to BRCCs ranged from a one day training to a 24-days' training. For CRCCs, training given ranged from one day to 15 days across States. Some States, notably Bihar, had not undertaken any training at all either for BRCCs or CRCCs. The details of the training imparted reveal that again they range from very rudimentary aspects to fairly complex and detailed technical training.

Translating the new curriculum and pedagogic vision into classroom practice

3.99 Five years after the NCF2005 was prepared and books based on it have been published by the NCERT, the degree of penetration of its ideas into state curriculum and textbooks, as also teacher trainings, should be a focal issue now. With notable exceptions like Bihar, Chhatisgarh, Kerala and Tamil Nadu, the capacity building within the states to translate NCF2005 into classroom practice is still inadequate. NCERT reports that its books based on NCF2005 are being used by 15 states, either directly or in an adaptation form. Whereas this may be a better option compared to the existing state books, it does not augur well for the improvement of capacities to undertake the preparation of creative materials at the state level.

3.100 The Mission noted that despite enormous investments in quality improving initiatives, a chief concern is that their effective translation into effective classroom practice still leaves a lot to be desired. The 'chalk and talk' or teacher instruction still dominates the classrooms, even in the states where considerable progress has been made in instituting holistic quality improvement, as in the case of Kerala and Himachal. Despite widespread support to Teaching Learning Materials (TLM), their effective use within classrooms is not yet supportive of the new pedagogic vision. The

understanding of child centered education is still fairly superficial when it comes to implementation. All this adds up to the fact that a lot more needs to be done in nearly all the states to retain children in a stimulating quality learning environment.

3.101 Most of the States are thus still not conversant fully with the approach of the NCF 2005, and are far in translating it to classroom practice. There is a major requirement to enhance capacities at the State level to translate the national/state curricular framework to curriculum, syllabus and textbooks. Increased convergence with the Teacher Education CSS is also needed. Good State practices need to be properly studied and efforts need to be made that they are actively infused in other States through well structured inter-state workshops facilitated by resource persons with expertise in NCF 2005 and the books prepared under it by the NCERT.

3.102 A major effort is also required to help States improve the design and printing of textbooks. MHRD/TSG can provide guidance and support to States by drawing in specialised design agencies and individuals who have innovated in print design, particularly of textbooks, to improve the design capabilities, particularly for visual design, at the state level. At a minimum, exposure workshops to the post NCF 2005 books of the NCERT that have numerous design innovations in them, could be organized so that the States can borrow from, and innovate upon. The Chhattisgarh example of formally involving non-governmental agencies from outside the State, with proven academic credentials needs to be emulated in other states.

An integrated and holistic vision for quality

3.103 The 11th JRM field visits across all the States visited brought back a resounding message for the need for an integrated and mutually reinforcing package of interventions for quality improvements. While the key ingredients for quality appear to be coming in place for most states, it is the active translation of these into a vibrant student learning and knowledge constructing process that is lacking. In Himachal, which has been considered a State that has gone past basic provisioning to address quality in a big way, there was still a preponderance of the old style pedagogy, centred on teacher instruction. TLMs had not been effectively translated into an interactive classroom process. Tamil Nadu, with its highly successful and acclaimed ABL methodology, had still not reconciled the integration of textbooks with the activity cards and the pedagogic process. The disconnect between different elements of the quality chain was even more starkly apparent in other States. It was also found that the revision of curriculum, renewal of textbooks, teacher training, rolling out of learning enhancement programs were all being attempted in individual initiatives rather than as part of a larger package with a medium to long term vision. In addition, States that are grappling with fairly large issues of educational deprivation like Bihar, Jharkhand, UP and West Bengal have a serious starting advantage in implementing quality initiatives.

Issues of Local Context and Language in enhancing Quality

3.104 An area of concern that has come to the notice of the Mission from its experience in Tripura, which would be relevant to many other States particularly in relation to tribal populations, is that in areas where communities in general, and not only certain segments, are marginalized through poverty, remoteness of location,

linguistic and cultural difference, programme priorities and modalities need to be adapted to local needs through a process of negotiation. Enhancing the resources of local communities to participate in dialogue more fully and fruitfully needs to be a commitment of the SSA, with the caution that such dialogue must be in accordance with the values and principles enshrined in the Constitution. Methods and means going beyond pre-packaged 'capacity building courses' need to be developed on the ground. There is need to enhance capacity (seen as an array of material, conceptual and value-vision based resource rather than narrow trainable skills) at all levels of the system. The premise here is that education of quality is not already formulated and ready for dissemination into classrooms (now ready with space, materials, favourable PTR, high teacher and pupil attendance) but has to be imagined, articulated in various idioms, further developed into interventions at various levels of the system. The ideas in the dozen or so 'other than subjects linked' position papers in the National Curriculum Framework are particularly relevant here.

3.105 For children from marginalized communities which are culturally different from the 'mainstream' whose world view permeates formal education, the process of entering (sometimes re-entering) school involves a major transition. Abundant psychological support to make this transition happy and successful is essential. Towards this end, communication between the AIE and regular school receiving children for mainstreaming needs to be established at the local level.. CRCs have a potentially powerful role here. Their support for lower primary teachers can be enhanced by their appreciation of good practice in the AIEs.

3.106 In settings where the local community is participating in a wholesome manner in the management of schools, their involvement needs to be extended consciously, within the ambit of Constitutional values, even if gradually to the substantial aspects of good quality education

3.107 The gap between home and school languages is a severely debilitating one for large numbers of children. Specific and helpful local steps developed and being practised in various places need to be located and captured imaginatively and fed into more comprehensive 'multilingual education' schemes that can be formulated at higher levels. Vigorous efforts are needed to help an often skeptical, marginalized community to understand the value of home language-related education that need not compromise the perceived advantages of access to the State language and English.

English language teaching

3.108 Across the States, there has been a phenomenal increase in the teaching of English in primary classes, and in many cases from Class 1 onwards, without the requisite teacher capacity and supportive materials. The State visits have revealed that the bulk of teachers are ill-equipped themselves to teach English to primary students in any meaningful way. And teaching in a foreign language can probably not be fully solved through short duration training programs for teachers. The Mission noted that conversation courses in English with audio materials were being implemented for teachers, which, while assisting teachers to better conversant with English would still not address the skills needed to teach English to young children. Additional resources and continued support are essential. Mission members' interactions with student revealed that children found it difficult to read their English books and even in places

where children were able to read the books, it was without any comprehension of what they were reading.

Quality parameters and Equity

3.109 With issues of equity in access making substantial progress in the past years, the SSA now needs to examine more closely issues of quality as they relate to equity. This does not mean only learning achievements of children tabulated in a disaggregated way for SC, ST, Muslim Minorities and CWSN, but going beyond these to examine the parameters that facilitate the effective participation of these communities in the schooling process, keeping in view the social change they are likely to trigger. On the one hand, quality interventions need to be reviewed in the light of the needs of the special focus groups of children and on the other hand, to undertake in-depth sample studies on changes observable for these communities.

3.110 For example, the input for girls' education goes beyond provision of toilets and female teachers (although this provisioning is yet to be fully saturated), and encompasses deeper issues about how curriculum frameworks and teaching learning processes help to address equity. The very program for girls' participation, NPEGEL, could be said to reinforce traditional stereotypes for girls, by providing sewing machines. Similarly, it is to be examined whether schools are providing an open, secular and inclusive environment in which cultural, religious and linguistic diversity is respected and embraced.

Computer Aided Learning

3.111 The basic conditions of availability of electricity, operation and maintenance back up and service contracts had not been calibrated for the effective functioning of the computers. The most important aspect was that the core objectives of CAL have not been fully articulated. As a number of external providers are delivering content for CAL, it is suggested that there be a scrutiny of the educational value of these interventions through a approval committee, in the same way textbooks are reviewed and approved.

Recommendations

Recruitment of Teachers

3.112 Urgent steps need to be taken to ensure that teacher recruitments are completed at the earliest particularly in States that have large vacancies. It is also time to develop a medium term vision for what a teacher should be like (qualifications, training, induction into a cadre) so that the disparate sets of teacher service conditions that now prevail within States can be addressed. This may have particular implications for States that have large proportions of para teachers without a clear plan for cadre building, and are facing litigations by these para teachers. Recruitment of teachers for upper primary schools needs careful consideration (as distinct from primary teachers) to include adequate numbers of subject teachers to serve the curricular needs in higher classes, which is missing so far. An allied and urgent need is a strong forward movement in rational teacher deployment across schools and classes. This exercise needs to be based on achieving targeted pupil teacher ratios at the school level.

Financing of additional SSA teachers needs to ensure that the salary follows the post and not the teacher.

Building capacities for translating vision into practice

3.113 As was pointed out in the 10th JRM aide memoire, the National Resource Group needs to be enhanced and made mobile so that it helps capacity building at State levels, with the active help of the NCERT. The major requirement is to enhance capacities at the State level to translate the national/state curricular framework to curriculum, syllabus and textbooks.

Revitalizing Teacher Training

3.114 There is a clear need to revitalize and re-envision the teacher training strategy, particularly in view of the series of learning enhancement programs and pedagogical improvements in the classrooms, even while awaiting the teacher effectiveness study. This could be supported by: (a) selection of good teachers as trainers; (b) selection of key resource persons with subject knowledge for training upper primary teachers and (c) adoption of a 'back to school' program for trainers to facilitate translation of good teaching practice into classrooms. The training and preparation of block and cluster resource personnel to act as instructional leaders is an important aspect of this.

Academic support and instructional leadership

3.115 Given the multiplicity of institutions like SCERT and DIETs in addition to the institutional structures created by the SSA, sometimes with overlapping function, actively facilitated convergent and mutually reinforcing action plans (for eg, mutually supportive training calendars, action research on a new teaching methodology) are urgently required.

3.116 Using the study of BRCs and CRCs and feedback from the States, it is recommended that a plan to strengthen the academic support structures, with formal linkages to DIETs or appropriate alternative teacher training institutes at the district level, and SCERTs at the State level, be shared with the next JRM.

Comprehensive and holistic quality improvement plans

3.117 There is a resounding need for a composite approach to quality improvement addressing all quality pegs. Going forward from the excellent beginning made in outlining a comprehensive quality plan for the forthcoming Annual Work Plan and Budget 2010-11, it is recommended that active resource support and guidance is provided to all States to situate this plan in the context of their specific constraints and needs.

3.118 MHRD with the help of TSG and national resource institutions should support States to plan for ensuring:

- well qualified and trained resource groups at State, district, block and cluster levels to lead the professional development of teachers and on-site academic support without loss of quality;

- re-aligning curriculum reforms and the approach to the use of textbooks, TLMs, workbooks and other materials in line with the new classroom processes and learning enhancement programs implemented by the States;
- matching and harmonizing the monitoring of student learning and assessment procedures with the pedagogical and curricular reforms.

Technical Cooperation Fund (TCF)

3.119 The Mission reviewed the composition of the technical resource persons, resource agencies and the teams that will be involved in the forthcoming National Assessment Survey (NAS) and Programme Evaluation (PE) studies. The Mission strongly recommends that the technical expertise required for such work must not follow a cascade model and use a participatory model instead. The strategy should be to involve and strengthen State capacity from the very beginning in a horizontal linkage, and to up the capacities from the very beginning as is being followed under TCF. The enhancing of State level capacities was already under progress, but the Mission recommends this be undertaken with greater vigour. It was suggested that NAS and PE teams engage qualitatively with 4-5 states where SCERT, SSA State Programme Office and RIE capacities were stronger to develop an emerging sense of competitiveness.

3.120 The Mission suggests that states with functional and well-endowed institutions like the SCERTs should be made a partner as soon as possible with the entire range of TCF activities. The Mission also recommends that national institutions of repute, with capacity and potential to undertake NAS and PE activities, must become institutional partners with TCF, particularly since it was reported that similar surveys are likely to be taken up beyond the class VIII level. NCERT would, however, remain the Nodal agency.

3.121 The Mission recommends that a robust and multi media communication effort should be launched at the completion of the next cycle, perhaps in September 2010, in order that the general public, parents and teachers are made aware of the national learning levels, and implementation and impact of the “quality Initiatives” in the respective states. The results of the Achievement Surveys and the evaluation studies should not remain within the confines of academic and educational institutions. Proper planning and budgeting for this, which may include contracting professional media and communication agencies and developing varied reporting formats, should be done to that end.

3.122 The Mission also recommends that the staffing needs of the NCERT in relation to both the ToRs of the SSA-TCF activities, pointed out in earlier Mission reports, needed to be addressed with urgency, particularly since an entirely new technical system of testing is now going to be put into practice. The Mission also recommends an early decision on the extension of the completion date of the TCF.

Programme Management

Data

3.123 The Mission is pleased to note continued efforts to improve the quality and utilization of data. Most recently, MHRD has decided to form a Core Group for its Statistics Wing which will examine different sources of data and provide recommendations on the feasibility of a “Unified System of Educational Statistics”. This would include rich data available in all States through DISE, household surveys, Quality Monitoring Tools (QMT) and other sources (e.g. upcoming All-India Education Survey 2010-2011). It is hoped this will help to resolve data inconsistencies.

3.124 Evidence suggests that data is being analyzed and used in the States (albeit in an uneven manner) to inform decision-making at lower levels of the education system and with increased focus on specific issues (e.g. out of school children, retention, learning outcomes among disadvantaged groups, etc.). While data has traditionally been used to address Goal 1 (access) and Goal 2 (equity), there is increased effort to study and understand data surrounding Goal 3 (retention) and Goal 4 (quality). For example, the National Workshop on Retention held in 2009 addressed different methodologies and data sources to calculate retention, capacity-building for analysis of DISE data, data sharing and dissemination, examples of social audit to supplement administrative data, etc. In addition, DISE will now calculate dropout rates separately for SC, ST, OBC and Muslims. Retention data analysis is feeding into the preparation of all the States’ respective strategies to improve the retention rate, as part of their AWP&B 2010-2011 submissions.

3.125 One excellent example of data collection and usage is the on-line portal set up by the Rajya Shiksha Kendra in Madhya Pradesh (www.educationportal.mp.gov.in). This system gives real time information and reports on enrolments (including out of school children tracking), teachers, and student learning, among all other aspects of education initiatives and progress. (Please refer to the Madhya Pradesh State Report from this JRM for more information.)

Decentralised Planning

3.126 The Mission noted continued progress towards a more decentralized planning process, particularly in Kerala and Madhya Pradesh. In Kerala, local self-governments (LSGs) play a very active role not only in planning SSA investments, but in financing and overseeing those investments, as well (in fact, LSGs met by the Mission pleaded for SSA financing of “their” education investment plans, rather than LSG financing of “SSA” investment plans). In other States such as Bihar and West Bengal, the sheer number of schools/villages and limited capacity of Village Education Committees limits the feasibility of decentralized planning.

3.127 DISE and other monitoring systems now generate detailed school-level reports which deserve fuller utilization. States should urge BRCs and CRCs to share this data with the schools they visit, and to post this information in public places easily available to the school community (e.g. for VECs and PTAs), such that increased awareness, understanding and dialogue is generated at the school level regarding these

indicators. This will also allow communities to correct data (if needed) and help in the preparation of school development plans.

3.128 In the future, SSA envisages that all schools will develop comprehensive school development plans (SDP). The SDP is to be basis for the plans and grants made to that school. This process is already underway as many States decentralize education administration through Panchayati Raj institutions. For example, Madhya Pradesh has changed its teacher recruitment process so that regular primary teachers are employees of the block panchayat, while upper primary teachers are employees of the district panchayat. It is expected that more States will amend their Panchayati Raj Acts to provide for increased involvement of local government authorities in elementary education planning.

Community Participation

3.129 Several previous JRMs have noted the need and potential to do much more to increase parental and community involvement for the success of SSA. While community mobilization efforts were observed by the Mission in all States, there remains universal agreement that more and better activities are required. The Mission was informed by MHRD that the SSA norms for community mobilization for FY2010-2011 have been increased (both daily financial limits and numbers of days), which will certainly help. In addition, TSG shared with the Mission its activities with the States to develop revised guidelines for the Village Education Committee Manual, which now needs to be adapted locally.

3.130 Nonetheless, the Mission reiterates the findings of other JRMs that most institutional structures at the school level (Village Education Committees, Parent-Teacher Associations, Panchayat Education Committees, etc.) need additional training and capacity building beyond management of civil works, to include school-based planning, academic monitoring of some kind, and fiduciary matters (as pointed out in Goal 4, the role of communities is now well beyond administrative tasks and encompasses quality). In addition, the Mission recommends that MHRD re-emphasize to States the opportunity to use other SSA budget heads (Innovation, REMS, programme management, NPEGEL, OoSC interventions, etc.) to mobilize community support.

SSA Norms

3.131 The Mission was informed by MHRD that certain SSA norms and guidelines have recently been modified. This is a positive step as several States expressed to the Mission their views that some of the current SSA norms and guidelines constrain their activities aimed at achieving SSA's four goals. For example, in Himachal Pradesh the actual cost of upper primary textbooks exceeds the SSA norm by 50%, which prevents universal free distribution. In Kerala, the community mobilization norm is deemed quite insufficient, as is the strict limitation of SSA funding for civil works (including drinking water and toilets) to government schools. Given that only 62% of all elementary schools in Kerala are government aided and enrol the majority of elementary students, this restriction appears to hinder SSA from achieving its objectives in this respect. Several States indicated that the fixed level of school grants, independent of student strength, also greatly limits their impact in larger

schools. Many schools were observed by the Mission to be still lacking in learning materials (the exception being where ABL is being implemented).

3.132 On the other hand, the Mission also feels that States are not taking advantage of certain flexibilities which are possible within the SSA framework, or do not focus on State level norms which impede progress (e.g. PWD norms regarding civil works). Tamil Nadu is a good case which shows what can be done when a State maximizes its opportunities to use SSA funding to achieve its goals in its own manner. States could also be more pre-active in seeking PAB approval for re-allocations of funds between budget heads during the fiscal year.

Partnership/Convergence with Other Schemes

3.133 Many States have improved the convergence and synergy of SSA with other schemes and departments, such as the Total Sanitation Campaign for drinking water and toilets, tribal welfare departments for ST children, and PRI bodies for SSA planning and oversight. States participating in the Government of India's national Central Plan Scheme Monitoring program are also able to use this facility to monitor SSA implementation. This is very encouraging and should be pursued wherever possible. The Mission also noted many examples of States providing supplementary resources beyond their SSA State share to achieve SSA goals, particularly goal 2. In addition, the Mission noted some States with effective coordination with departments of education (Bihar and West Bengal), although it was also observed that SSA operates rather independently from the department of education in many States (Chhattisgarh, Madhya Pradesh).

3.134 One very promising example of convergence is Madhya Pradesh's complaint system for all government programs, including SSA. Toll free numbers at State and district levels allow citizens to lodge complaints, and a website allows anyone who has filed a complaint to check its status. More details on this are provided in the Madya Pradesh State Report for this JRM.

Innovations

3.135 The Mission observed low levels of genuine innovation in the States. States appear to have rather mechanically allocated equal amounts to each District, with specific financial allocations for a menu of specified interventions (girls, SC, ST, etc.). States need to be encouraged to consider pooling of all available funds for Innovation in order to pilot and evaluate their own ideas for addressing certain systemic weaknesses. MHRD could reiterate to States the flexibility and possibility of relaxation of SSA norms for those States making strong proposals for use of innovation funds.

Monitoring

3.136 Monitoring systems are getting established at various levels of program implementation. At the national level, the SSA Results Framework (RF) adopted by the Project Approval Board is now a principal tool for monitoring progress against program objectives. In addition, the Mission is pleased to see that all States now prepare their own specific Results Framework datasheets, which get used for

AWP&B preparation. However, the Mission observed that considerable scope remains to strengthen the usage of the RF for monitoring. In addition, the SSA web portal has continued to progress, providing quarterly district-based information on SSA implementation, with about 75% of all districts reporting. This is very promising, as it greatly speeds up information flow and usage for decision-making.

3.137 DISE continues to be the main instrument for monitoring enrolment, dropout, physical infrastructure, teachers, PTR, SCR and other school level indicators. Efforts to improve the quality of data collection continue, with a 5% independent sample check in place, and networking of 900 MIS coordinators at district and block levels to improve problem-solving. DISE is now in the public domain (including raw data) and revised school reports cards are now available for almost 1.3 million schools, a remarkable achievement (although this needs greater publicity and discussion).

3.138 The Quality Monitoring Tools (QMT), introduced by NCERT has started providing qualitative information on various classroom processes; it also provides data on student achievement. Various review meetings of functional area coordinators at the national level provide further feedback on program implementation.

3.139 Many States have also taken their own initiatives to improve monitoring. For instance, in Himachal Pradesh a Monitoring Cell has been constituted, covering more than 600 schools in 60 blocks. This will use the Child Performance Tracking system currently being developed to enhance teacher accountability and evaluate teacher performance.

3.140 An important (if rather unique) feature of SSA is the involvement of 42 Monitoring Institutes to assess States' implementation progress against their approved AWP&Bs. This has increased transparency (all reports are posted in the SSA website) and third-party accountability of SSA implementation in each States, and in some cases identified implementation bottlenecks which have been subsequently addressed. Most States visited by the Mission indicated they found the feedback from these institutes useful, although there remains a need to provide a more succinct executive summary to the district reports which raises only key points for management attention. The third-party of evaluation of civil works has also been completed in 11 States, and is in process in 12 more States.

Research

3.141 Apart from the NCERT-led learning assessment surveys and quality improvement program evaluations (both supported through the TC Fund), SSA has supported both national and State-level research into elementary education. Of primary importance is the recently completed Out of School Study, which provides robust data on progress made in enrolling all children since 2005, and a new baseline for addressing this issue moving forward. This study will be further discussed in the conference of Education Secretaries and SSA State Project Directors at the end of January. The Mission is also very pleased to note that the study regarding the effectiveness of BRCs/CRCs (presented at the last JRM) has been used extensively in a national workshop and consultation regarding the strengthening of BRCs/CRCs, which is an excellent example of research findings feeding into the design of new program interventions.

3.142 The Mission notes that steps have been taken to improve the Dropout Study (draft presented during the last JRM), with confirmation by an expert panel of the study's methodology and agreement as to how data verification will be carried out (more complete details are in the Report on Actions Taken to the 10th JRM's Recommendations, in Appendix 4). Post-enumeration surveys in a sub-sample of schools in each State to address data collection questions, and to collect an additional year of dropout data, are to be conducted in 2010-2011. The final report should also calculate survival rates using reconstructed cohort methodology for Standard 1 through completion of Standard VIII, differentiated by social category and gender. It is expected this work will be completed by March 2011, so that the findings can be incorporated into dropout prevention programs.

3.143 The Mission noted that in some national-level studies SCERTs, DIETS and universities have been involved, and that TSG has also participated in meetings of research advisory committees of some States. Regarding State-level research, abstracts have been collected by TSG and published soon. However, the Mission observed that while States have conducted numerous research studies, there appears to be little effective utilization of this research to program SSA interventions. MHRD agreed to provide to the next JRM more information regarding SSA-financed State-level research, including the objectives, methodologies and links to SSA goals.

Recruitment and Capacity Building Of Staff/ Staff Vacancies/ Continuity Of Key Personnel

3.144 Staff vacancies continue to be an issue in many of the States visited by the Mission. Staffing for civil works and accounts are also poor in certain States. Of particular importance is the State Project Director, who was observed in several States visited by the Mission to be fulfilling several positions (for States implementing very large SSA programs this is of particular concern). Continuity of key personnel, including the State Project Director, is an additional problem in most States; leadership changes greatly affect program implementation. In Bihar, 38% of FM positions are vacant at State office and 52% staff positions are vacant in district offices. More positively, Kerala has done a very good job filling staff vacancies which were noted during the January 2009 JRM.

3.145 States like Kerala and Tamil Nadu have regular management trainings and capacity development programs for their staff. Such initiatives, along with well designed incentives can go a long way in sustaining staff motivation.

Mainstreaming Program Interventions

3.146 At this advanced stage of SSA, more emphasis needs to be given to mainstreaming and sustaining SSA interventions into State educational structures. The progressively declining Central share of SSA funding is part of this process, but the Mission believes the time has come for all States to prepare "sustainability strategies" for certain interventions, particularly those related to quality, gender, community mobilization and Inclusive Education.

3.147 With respect to quality, in many of the States visited by the Mission, the SCERT-DIET-BRC-CRC linkages are extremely weak (exception being Kerala). In some States such as Bihar and Kerala, the SCERT is involved in the curriculum renewal process but much less so in supporting pedagogical reform. While the Mission acknowledges that DIETs are outside of the SSA framework, DIETs are obviously the primary academic support structure at the district level, and most of those visited by the Mission were understaffed and inadequately linked with BRCs/CRCs (again the exception being Kerala). In addition, the Mission wishes to express its concern regarding the future of the BRCs/CRCs when SSA financing ends.

Civil Works

3.148 The cumulative progress on civil works across the country till September 2009 is as follows:

Items	Targets	Completed	% completed	In progress	% in progress
Primary school buildings	164195	125413	76.4	23247	14.1
Upper primary school buildings	98820	75851	76.7	16377	16.6
Additional class rooms	1105125	847153	76.6	179678	16.2
Drinking water facilities	198154	180510	91.1	4142	0.1
Toilet facilities i/c girls toilets	334916	252156	75.3	34706	10.4

(Source: MHRD)

3.149 The progress of civil works under SSA has been satisfactory. On the overall, at the national level above 90% of the works sanctioned under SSA are either complete or in progress. Bihar, Madhya Pradesh and Chhattisgarh however have a large number of unfinished works. The quality of the basic school infrastructure was observed to be good in all the States visited by the Mission. Many States have adopted child friendly designs and newly constructed buildings were generally found to be attractive and even disabled-friendly in most instances (ramps). Rudimentary but encouraging efforts of using the school building as a teaching-learning aid were observed in many States.

3.150 Systems for quality assurance of civil works are in place in most states. 3rd party evaluation is slowly becoming the norm in many States, though certain States like UP, MP, Punjab and Haryana have still not made it a part of their monitoring systems. TORs for 3rd party evaluation provide for regular redress of issues/concerns emanating from such evaluations. The MHRD is rolling out the second round of independent evaluation at the National level that would cover 12 States.

3.151 Bihar, Madhya Pradesh and Chhattisgarh continue to struggle with accelerating their pace of construction – this is a worry given their huge unmet need (e.g. 140 000 additional classrooms in Bihar) in providing classrooms for all their learners. Availability of engineers and regular monitoring personnel at the district and sub district level is still a problem in many states. Bihar, for example, has a serious dearth of field level engineers and this is negatively affecting the progress of civil works. States need to strengthen their technical capacities on an urgent basis to be able to implement their civil works on time.

3.152 Execution of civil works has been noted to be a problem in Chhattisgarh where brick-and-mortar school buildings have been destroyed by extremist activities or occupied by security forces. Some 662 schools are closed as a result of physical damage and 56 are occupied by the military or police. Port-a-cabins made of bamboo were found to be a useful alternative; such an approach can be adopted in all areas that are conflict prone. Similarly, availability of land has been a challenge in Bihar and West Bengal; Bihar has decided to purchase land to get over the problem. There would be more cases where innovative/flexible approaches need to be found out for local specific challenges to civil works implementation.

3.153 Availability of girls toilets was found to be poor in all the states visited with figures for school coverage ranging from 13% ('useable' toilets, Himachal Pradesh) to 76% (Rajasthan). Data on toilets in general, with the exception of Tamil Nadu (following its completion of its State Environmental Assessment report) tend to simply describe the presence of a toilet facility, regardless of whether it is functioning and/or safe. Availability of drinking water facilities across the ten States showed better progress relative to toilets but again, there are questions about the (absence of) data on *functioning* water facilities. The Mission was informed that data on the adequacy and functionality of toilets and water facilities will become available from DISE 2009-10.

3.154 Adequacy, appropriateness and cleanliness of toilets and water supply facilities have come out as a major issue from the State visits, especially in the urban areas. Schools in West Bengal were found to be generally unkempt; toilets in Assam schools were found to be unhygienic; in many schools visited, the toilet was located too close to the drinking water point. The guidelines developed by the Department of Drinking Water Supply (DDWS) need to be followed with regard to designing and locating these facilities. Toilet designs should specifically cater to hygienic requirements of adolescent girls and to the disabled; some interesting innovations were noted in this respect by the 9th JRM. Emphasis should also be laid on regular upkeep and maintenance of these facilities. While there were positive examples of local efforts in Kerala (environmental education) and Tamil Nadu (child to child health), other states would need to strengthen their school sanitation and hygiene education (SSHE) interventions to address these issues.

3.155 An emerging challenge will be to ensure that all new civil works remain in a condition that guarantees a learning environment that is safe, clean and child-friendly. Mission members in Assam, Kerala and Tamil Nadu noted the need for regular (annual) exercises to verify the physical condition of school buildings and facilities. This would aid planning and prioritisation of future construction and maintenance activities, as well as support financial management processes.

3.156 Mission members in Assam and Madhya Pradesh noted the good examples of local infrastructure responses to natural disasters like earthquakes and floods. Such local examples are worth sharing within the States and with other States to help scale up action on minimising the risks of schools closing during and immediately after a natural disaster and minimising severe damage to school facilities. Further, the Mission was also informed that the National Disaster Management Authority

(NDMA) has undertaken a pilot school safety program in 22 states of the country. Experiences from this pilot will help inform school level response to natural disasters.

3.157 Now that most States consider the school building as place where joyful learning can take place, it is time to push the envelope further. Development of a child friendly environment through a “whole school development plan”, as recommended in the 10th JRM, would need to be the focus now. The Mission was informed that MHRD/TSG has already developed draft guidelines (under finalization) to be shared with the States. These guidelines relate to provision of drinking water and toilet facilities in schools according to enrolment (rather than the current practice of providing one toilet and one drinking water point per school), building energy efficient structures, ensuring disaster resistant features and promoting gardening/greenery within school campus. Once the guidelines are circulated, MHRD/TSG will need to follow up with the States on its implementation. In some States visited by the Mission (e.g Bihar), the schools lacked proper lighting and ventilation and was thereby uncomfortable for the students during the winter months. MHRD attempt to promote construction of energy efficient buildings is therefore a step in the right direction.

Programme Management Recommendations

3.158 The Mission recommends the following actions:

- Decentralized planning, particularly the preparation of School Development Plans by School Management Committees and local government authorities, needs increased attention by SSA with increased and expanded capacity-building activities at the school/community level which addresses planning, implementation and fiduciary matters.
- While some SSA norms and guidelines have been recently revised, further consideration of revision of SSA guidelines and norms is warranted. Solving this issue is possible, requiring a certain amount of flexibility and creativity. For instance, leading States which have largely achieved the goals of SSA could be given much greater flexibility in preparing their quality improvement plans. Norms based on a percentage of the overall APB&B (e.g. LEP) could be modified so that smaller spending States are not so constrained in their efforts to improve quality. Uniform per district grants insufficiently support the needs in very large districts and could be modified to reflect district enrolment or numbers of schools. With respect to school grants, a “slab” system which provides larger schools a higher value grant could be implemented fairly easily. Finally, the Mission feels now is the time to move pro-actively beyond textbooks and the limited learning materials which can be purchased for Rs. 500 per class (TLM grant), so that SSA becomes a source for classrooms which are truly rich in learning materials.
- The Study on Impact of Teacher Training on Classroom Processes needs to be launched and completed as quickly as possible, with real urgency assigned to this task. In addition, there should be greater utilization of research findings from the out-of-school children and dropout studies, particularly during the AWP&B process where States should articulate how relevant research

findings have been utilized in planning and program implementation to address Goals 1 and 2.

- MHRD should continue to monitor the process of 3rd party evaluations in States, ensuring that all states commit to 3rd party evaluation and adequately follow up on issues/concerns emanating from such evaluations. Development of child friendly designs and progress of construction should continue to be monitored from the National level, with a focus on those States where these are still a problem.
- With more than 260,000 primary and upper primary schools constructed since 2002 and continued plans to invest in civil works, there is now a major need to ensure that the condition of the building (including facilities for drinking water and sanitation) remains above a minimum standard year after year. A first step would be to ensure availability of reliable data on the condition of school infrastructure as gathered by qualified engineers. Such an exercise could be integrated into the Environmental Assessment process and would ideally be re-visited on an annual basis.
- Urgent attention needs to be provided to the availability, appropriateness and cleanliness of girls' toilets, especially in the upper primary schools. Financial savings from other civil works components could be used for this purpose: specifically by promoting cost-effective construction materials.
- Creation of a child friendly “whole school” environment in every school needs to be the focus of National level efforts. Technical capacities at the State level need to be substantially enhanced to implement this new vision of school. Once the guidelines on this are circulated, MHRD/TSG would need to follow up with the states on its implementation.

Financial Management and Procurement

3.159 From an overall perspective, the Mission notes continued initiatives by the MHRD towards the objective of improvement in financial management and procurement. The FM Action Plan agreed after the 10th JRM is being vigorously followed up and reviewed regularly with States. Revisions in the FM & P manual have been approved and will be published shortly. These include mandating the SSA procedure for procurements, an earlier deadline for finalisation of accounts etc. Other changes include revisions in the format of the Utilisation Certificate so as to capture advances. Reviews of State Finance Controllers are held regularly and a record of discussions is hosted on the MHRD website.

3.160 Robust FM systems are evident in some of the States the JRM visited (Kerala, Tamil Nadu, Rajasthan). However, concerns regarding financial management remain in the largest spending States (both those visited by the Mission, such as Bihar, and those reviewed through 2008-09 State Audit reports, such as Uttar Pradesh). With respect to procurement, the independent ex post review carried out in 8 States currently being finalized confirmed generally satisfactory procurement systems and procedures in place, 0.6% of the contracts examined indicated non compliance. While, the FM&P manual is widely available, including in local language versions the

reasons for the weaknesses seem to be a severe shortage of staff and lack of penalties for non adherence.

Funds flow

3.161 The sharing pattern of funds under SSA, KGBV and NPEGEL is 60:40 for the third year (2009-10) of the XIth Plan. GoI releases are advanced in two instalments, first an ad-hoc instalment in June and then again after the State transfers its matching share and expenditure of at least 50% of the funds transferred have been incurred. The AWP&B for 2009-10 was Rs. 27260.46 crore, of which GoI has released Rs. 4913.63 crore up to September 2009. Along with unspent carryover balances with States of Rs. 4776.14 Cr., total availability of funds was Rs. 12592.01 Cr. With some states pooling more than their share (20 States) and others short (15 States), the overall State share reflected an excess release of Rs. 215 Cr. as of September 2009. The major defaulting States are Andhra Pradesh (Rs. 296 crore), J&K (Rs. 156 crore) and Maharashtra (Rs.124 crore).

3.162 Most States are able to arrange State share counterpart funds from their own sources from July onwards. Funds are being transferred to districts within 15 days to a month. The transfer of funds from MHRD to States and to all districts visited by the JRM is now electronic. At sub district level, in some States, the majority of transfers (up to 90% in Tamil Nadu) are electronic. Programme managers in these States are keen to achieve 100% electronic transfers of funds – the missing links are on account of banks not being ready for electronic transfers in all locations. In Assam, the SPO has identified bank accounts of all schools thereby allowing for transfer of funds directly, by-passing intermediary institutional transfers, and thus radically reducing the time in transfer of funds. On the other hand, in the case of Bihar, release of funds to sub-district levels is still mostly through cheques, though the State is trying to move to an electronic transfer system.

3.163 While in most States, the Central and the State SSA share is routed through the State Implementation Society (SIS) to District to BRC to school, this is different in Kerala where the flow of State share /funds (bulk of which is block grants to LSG's) is routed through Local Self-Governments (not the SIS) and then directly to schools. This has vastly enhanced the involvement of LSG's in planning, implementation and monitoring efforts of SSA.

3.164 States are increasingly securing access to software which allows them to track unspent balances at district and sub district levels. This is either through correspondent banks or through a new scheme of GoI called the Central Plan Scheme Monitoring System. West Bengal is one of the States which is not doing any such monitoring.

Accounts

3.165 Accounting software 'Tally' has become the de facto standard at state and districts across the programme. In some States accounting has not shifted fully to electronic systems such as in Rajasthan, Bihar, Madhya Pradesh and Chattisgarh. In Tamil Nadu (all districts), at the district level accounts are maintained on Tally as well

as manually, a concession made to the internal audit team of the state government, which is not familiar with computerised accounting.

3.166 The Mission was pleased to note that arrears on accounts and bank reconciliation systems have reduced considerably. In many of the districts visited, reconciliation with banks had been effected as of 31st December 2009. Nevertheless, improvements in book keeping and further training, improved supervision and better internal controls were warranted in the states of Bihar, West Bengal, Tripura and Assam. The Mission was informed that specific instances noted it in the case of Bihar, would be followed up and the results shared.

Staffing and training

3.167 Vacancies in FM&P staff in the states continue to be a major concern. The Mission observed that 6⁴ out of the 10 states visited have significant levels of vacancies. An analysis of staff status as reported in the finance controllers' minutes shows vacancies in some other States, as well. This data is alarming. Non availability of FM staff severely impacts the quality of financial management and its monitoring. With steadily increasing outlays on SSA, many districts now spend Rs. 40 – 50 Crores each year. Further each district caters to some 2000 – 3000 schools and therefore the indicative staffing pattern suggested by the FM & P Manual should be the bare minimum. It is unclear why sanctioned posts are much lower than SSA norms in many States. States need optimal staffing for FM and this is not happening in many States.

SSA: Average Expenditure per district and FM Staff at Districts/ Vacancies								
State	(Rs in Crores)			(Numbers)				
	Reported Exp. 08-09	Districts (Nos)	Avg./ District	FMPM Norms (Dist)	Sanctioned	Posted	Vacancy against norms	Vacancy %
Bihar	2,264	37	61	148	111	53	95	64%
Jharkhand	1,226	22	56	88	66	55	33	38%
Karnataka	898	27	33	108	58	53	55	51%
Madhya Pradesh	1,531	50	31	200	100	83	117	59%
Rajasthan	1,629	33	49	132	64	41	91	69%
Uttar Pradesh	3,315	70	47	280	176	101	179	64%
West Bengal	1,244	19	65	76	80	58	18	24%
Chhattisgarh	822	16	51	64	32	24	40	63%

Source: Finance controllers meeting

3.168 The absence of suitably qualified persons at local levels is a limitation in the States of Tripura and Chhattisgarh, but this does not explain why vacancies continue to persist in other States where it is possible to recruit qualified staff. However, it is also noted that some efforts have already been made by Tamil Nadu, Madhya Pradesh, Maharashtra, Rajasthan, Bihar in posting block level accounts staff.

⁴ Madhya Pradesh, Bihar, Chhattisgarh, Rajasthan, Tripura and West Bengal

3.169 Training of FM personnel has received much more attention over the last year. At the national level, quarterly review meetings of State finance controllers have been used to impart training on changes to rules, procurement procedures, procurement thresholds etc. In turn, most States have been conducting regular training of FM staff over the past year. However in the States of Bihar, Tripura, Assam and West Bengal, State-level training needs to be implemented at sub-District levels (e.g. schools/VECs, BRCs and CRCs).

Teachers Salaries

3.170 Teachers' salaries form a significant part of SSA expenditure as can be seen from the table below.

State	Audited Exp.	Salaries	Salaries as %
Bihar	1145	499	44%
Rajasthan	1628	989	61%
Uttar Pradesh	3217	1721	53%
West Bengal	1229	344	28%
Madhya Pradesh	1100	362	33%

Source: SSA State Audit Reports, FY2008-09

3.171 Taking the example of Bihar, funds for salaries flow through multiple channels before finally being disbursed. State Office > District Office > District Superintendent of Education > Gram Panchayat/ Block Education Officer/ Sub Divisional Education Officer > Teachers. Depending on the teachers' appointment terms and location, attendance records are maintained/ salary bills prepared at either the GP or the BEO or SDEO. The same offices may have some regular teachers (funded from State budget) and some SSA teachers. In some States, the SSA Society release funds for Salary to the Education Department at the state level or to the District Education Officer. This is recorded as expenditure based on utilization certificate (UC) as issued by the office receiving the SSA funds and is audited by the A.G. (Audit) or the State's Local Fund Audit. The practice followed in Bihar raises the following issues:

- This is the largest component of SSA expenditure, yet it is not audited as all other expenditure heads are. The SSA Auditors certify this as expenditure based on a UC received from the office to which the funds have been transferred. This practice is contrary to the audit provisions as laid down in the SSA FM&P Manual.
- The agency issuing the UC does not disburse salaries to the teachers; rather disbursement is done by another office one or two level below. Further, the UC is a single line report i.e. it merely provides information on funds received, disbursed and balances (no reference is made to the numbers of teachers, names, periods, deployments, etc.).

- Discussions in Bihar on whether the offices disbursing salaries ever get audited by anybody were inconclusive but nobody could recall any audit either by the AG office or by the internal audit department of the State.
- The weak internal control environment and lack of audit can increase risk around salary payments.⁵ This risk is all the more probable in a nationwide program where each block/ village may have two types of teachers; regular teachers (from State budget) and over 1 million SSA-financed teachers.

3.172 The Mission was informed that the observations made in respect of Bihar did not apply across the country as States followed different modes of transfer of money for payment of salaries. In most States, Government systems were used and these were subject to regular government audit. However, MHRD would gather information from all States on this aspect and ensure that wherever salaries are paid through SSA, these would be audited by the SSA auditor, and if necessary suitable amendments would be made to the ToRs of the external auditor. Progress in this regard would be shared with the next JRM.

Cash Payments

3.173 JRM members observed (e.g. Bihar), and State audit reports have mentioned (e.g. Chhattisgarh and Madhya Pradesh), that payments at the decentralized levels are being made in forms other than account payee cheques. This implies that payments are either through cash or bearer cheques. This weakens internal controls and makes it easier for the recipient to evade taxes. MHRD agreed that it will set and communicate thresholds to States in respect of payments in cash or by bearer cheques.

Audit and Internal controls

3.174 The Mission noted the improvement in ensuring timely audit. As many as 26 state audit reports for 2008-09 were received by the deadline of 31st December, as against 9 the previous year.⁶ The scope of audit coverage has now increased to include, over a three year cycle, VECs receiving more than Rs 100,000; however very few State reports show actual compliance. In the case of Assam, following an exception made by the PAB for one year, only 10% of such VECs were audited last year. Follow up of observations of external audit has improved and progress in this regard was shared with the Mission.

3.175 In general, the audit reports for most states do not throw up major concerns and are generally positive. However, some of the audit findings reveal that FM appears to face one challenge or the other in some of the high spending States of SSA of UP, Bihar, West Bengal, Madhya Pradesh and Chattisgarh. These challenges may include:

- Large amount of advances

⁵ Recently, establishment of a biometric system revealed many ghost workers in an urban local body in Delhi.

⁶ States with overdue audit reports include: Arunachal Pradesh, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Lakshwadeep, Manipur, Mizoram, and Sikkim.

- Utilisation certificates not based on expenditure
- Irregular reconciliation with banks
- Previous audit objections remain unsettled
- Inadequate coverage specially BRC/ CRCs
- Weaknesses in accounting practices

3.176 Internal audit mechanisms have now been provided for by almost all States. While some States have contracted audit firms for the job or set up an internal audit division in house relying upon retired FM personnel, others are covered by the State government's internal audit wing. Arrangements involving retired personnel or the State's own internal audit wing need strengthening as these are often associated with delays and not abreast with recent advancements such as computerised accounting.

3.177 Asset registers are being maintained in some of the States visited but physical verification of assets is not taking place except Madhya Pradesh which has confirmed such verification through statutory and internal auditors, and district level committees. As per the FM & P manual, annual physical verification of assets is to be carried out by the SSA society, but this could not be seen in any State visited by the Mission (exception Madhya Pradesh). SSA is a large spending programme and has been ongoing for almost ten years. Many assets have been created including buildings, furniture, computers and these are at dispersed locations. It is vital that these are documented, physically verified and evaluated.

Budget Utilisation

3.178 The resource envelope for each State in 2009-10 for SSA reflects an increase over 2008-09. The current year expenditure with respect to outlay, as of September, is same as 2008-09 at 28%. The expenditure with respect to the total availability of funds is down by 8% from 70% in 2008-09 to 62% in 2009-10. While SSA utilisation is 61%, the expenditure under NPEGEL is 40% and KGBV at 21%. Some States, notably Tamil Nadu, Kerala and Rajasthan (NPEGEL in the state was an exception) were able to utilise a high proportion of the outlay last year, typically over 90%, going up to 98%. In Assam, the utilisation jumped from 52% in 2006-07 to 89% in 2008-09.

3.179 States such as West Bengal, Chhattisgarh and Bihar are lagging in expenditure. In 2009-10, West Bengal was able to utilise less than 45% of its outlay in the first 8 months of the financial year. Poor utilisation is often explained in terms of delay in civil works or delay in recruitment of teachers. This, however, is an incomplete explanation, as a component-wise analysis at State level reveals significant shortfalls across almost all components in States which report low overall expenditure.

Disclosure and Transparency

3.180 SSA continues to maintain its very high standards of disclosure at both national and state levels. The national websites disclose PAB approvals, DISE, research studies, school report cards, release of money to States, FMRs, audit reports, record of review meetings amongst others. The States' websites also display adequate information on SSA funding, programmes, and activities. In many States, the Mission was positively impressed with the increasing disclosure at the school and VEC level

through wall paintings in the local language regarding VEC and school grants released as well as school indicators such as attendance rates, PTR, completion rates etc. This was particularly noteworthy in Bihar, Kerala, Himachal Pradesh, Tripura and Tamil Nadu. Disclosure at school level was uneven in the States of West Bengal and Rajasthan, where more efforts are needed in this respect.

Procurement

3.181 The States visited had prepared procurement plans and either published or placed it on the State SSA website, except Chhattisgarh where procurement plans have never been prepared. In Chhattisgarh, there was no clarity on procurement procedure being used by the State – FMP Manual or the State government rules regarding procurement followed. In a few States, state agencies are involved in the procurement of items –computers, furniture, civil works, etc. under SSA, as seen in the case of MP (textbooks and IT equipment), Kerala (computers), and Tamil Nadu (textbooks and computers). In Kerala training is being regularly offered to key staff and the procurement systems and capacity are satisfactory. In Tamil Nadu, procurement is mostly centralised and standardised tender documents are used.

3.182 A post review of procurement at State, district and community level in eight States has been carried out recently. These States were: Bihar, Chhattisgarh, Gujarat, Kerala, Orissa, Punjab, Tamil Nadu and West Bengal. A total of six hundred and eighty eight contracts were reviewed and 0.6% of all contracts reviewed were identified as cases of prima facie non compliance/ suspected fraudulent practice. The main observations of the post review report related to inappropriate use of centralised procurement processes, insufficient management of the procurement process at community levels by Village Education Committees (VECs), and cases of equipment not being properly utilised. In addition, the study identified some instances where there may potentially have been concerns regarding fraud and irregularity. The review report also included a number of recommendations designed to clarify procedures and strengthen systems. MHRD has already taken action in response to the report to further strengthen systems including redrafting the FM&P manual. MHRD has also sought responses have been sought from the States concerned (Chattisgarh & West Bengal). A reply from Chattisgarh has been received. Please see the attached action Annex XX) which includes remedial steps taken by GoI and the response from Chattisgarh in response to post review.

3.183 The Mission itself confirmed a number of the issues identified in the post procurement review including fact that many States continue to follow different sets of rules on procurement e.g. state rules, DPEP rules as in Rajasthan etc. While this is currently permitted by the FMP manual, it does not encourage consistency amongst states or deliver best value for money. The Mission was informed that the Manual has now been amended to specifically prescribe the use of SSA rules.

Recommendations

Overall

3.184 While the Mission acknowledges improvements in many States, it recommends that MHRD have a more intensive engagement with certain identified

States (starting with Bihar, Uttar Pradesh, Madhya Pradesh, West Bengal and Chhattisgarh). Of these, Bihar and Chattisgarh need to be attended to on priority. All are large spending States but require significant capacity strengthening across almost all aspects of FM & P.

3.185 The Mission recommends resolution on an urgent basis of the severe shortage of staffing at the State and district levels. If this is not resolved there is a high probability the SSA funds may not be used for the purposes intended or that quality of expenditure may be so low that the quality related goals of SSA may not be met as planned. Further, the Mission suggests that commitments be obtained from States in this respect at the time of PAB approval.

3.186 The Mission recommends that MHRD continue to closely follow up with all States on the continued implementation of the FM Action Plan.

Funds flow

3.187 Efforts at achieving 100% electronic transfer of funds to sub district level should continue. Compliance may be monitored at quarterly meetings with State Finance Controllers.

3.188 MHRD has advised states to use systems for tracking unspent balances at district and sub district levels. Compliance needs to be monitored.

Accounts

3.189 The Mission recommends adoption of computerised accounting software by all States at the State and district levels.

Audit and Internal controls

3.190 The Mission recommends that clear certification be obtained from the external auditors of the States in respect of the following:

- (a) All entities other than VECs (such as BRC/ CRC/ KGBV) have been covered
- (b) VECs have been covered as per FM&P requirements
- (c) Treatment of advances and recording of expenditure
- (d) If salaries are paid directly by the SSA society, then these have been audited

3.191 State SSA societies should ensure that audit reports in respect of external implementing agencies using SSA funds are obtained and follow up action where necessary is initiated.

3.192 Internal audit in States must be strengthened, particularly in States which rely on an in house team. Commitments from States in this regard may be obtained at the time of PAB approval.

Disclosure

3.193 Instructions on school level disclosure have recently been reiterated by MHRD to states. MHRD should monitor compliance during regular reviews

Procurement

3.194 The procurement post review report included a number of recommendations such as the need for FMP manual to be revised to provide greater clarity over use of prescribed SSA processes and procedures, the need for MHRD to develop a procurement MIS package, the need for capacity building of staff involved in procurement function and greater involvement of VEC in procurement decisions made at community level. Details of these recommendations and agreed action by MHRD and States is attached at annex XX.

3.195 MHRD should encourage use of online tendering of goods and services by States.

Eleventh Joint Review Mission for Sarva Shiksha Abhiyan (January 15 – 29, 2010)

Terms of Reference

1. Introduction

1.1 Sarva Shiksha Abhiyan (SSA) is a flagship programme of the Government of India, to attain Universal Elementary Education (UEE) in the country in a mission mode. This comprehensive programme of Government of India, launched in partnership with the State Governments aims to provide useful and relevant education to all children in the 6-14 years age group by 2010. The programme is characterised by decentralised context-specific planning and a process based time-bound implementation strategy for improving quality of education.

1.2 The objectives of the programme are as follows:

- i. All children in school, Education Guarantee Centre, Alternate School, 'Back-to-School' camp.
- ii. Retention of all children till the upper primary stage by 2010.
- iii. Bridging of gender and social category gaps in enrolment, retention and learning.
- iv. Ensuring that there is a significant enhancement in the learning achievement levels of children at the primary and upper primary stage.

1.3 SSA is a national programme largely funded through national resources with limited external funding by Development Partners (DPs) - World Bank's International Development Association (IDA), United Kingdom's Department for International Development (DFID) and European Commission (EC), in the second phase of their funding from the year 2007-08 to 2009-10. The programme provides for intense monitoring mechanisms including provision for bi-annual Review Missions in the months of January and July each year. Whereas the January Mission undertakes State visits, the July Mission is a desk review Mission. Ten Review Missions have so far been held.

1.4 The Eleventh Joint Review Mission (JRM) of Sarva Shiksha Abhiyan, is scheduled from 15th to 29th January, 2010. The Mission will be led by GoI. The JRM shall constitute the Mid-Term Review of the progress made in carrying out the project.

2. Mission Objectives and guiding principles

2.1 The main objective of the JRM is to review status of progress and to also consider issues related to programme planning, implementation, monitoring and

evaluation, including financial management/procurement capacity of States with respect to programme objectives. As Mid-Term Review (M.T.R.), the JRM will assess the progress of implementation against the Key Performance Indicators (KPIs) and suggest strategies to achieve the programme objectives.

2.2 The guiding principle is one of a Learning Mission: (a) learning of progress made against agreed indicators and processes, as well as (b) cross sharing of experiences that highlight strengths and weaknesses with a view to strengthening implementation capacities.

2.3 The Mission will:

- visit selected districts in 10 States to review progress in overall implementation including, access and equity, quality, financial management, procurement and safeguard issues;
- follow-up issues highlighted in evaluations and studies;
- identify any studies to be undertaken in the following six months;
- examine issues related to State and District implementation capacity and agree on actions taken to support weaker States and Districts;
- review draft Annual Work Plans for the TC Fund and progress made on TC Fund implementation; and
- Estimate the financial contribution of external partners
- Review action taken report on recommendations of 10th JRM

2.4 During their visits to the states, the Mission would enquire, in detail, into the following aspects:

- Progress against sanctioned annual work plans
- Status of out of school children – implementation of strategies towards bringing children back into the educational fold
- Progress from the baseline with regard to gender, social groups and children with special needs– identification of districts and clusters needing more focused intervention with respect to retention, transition and completion rates.
- Quality of education including adequate provisioning and maintenance of schools & classrooms, availability of required number of teachers policies for recruitment and redeployment of teachers, capacity building of teachers reduction in single teacher schools, academic support and supervision structures, improved pedagogy, availability of teaching learning materials appropriate to improved pedagogy, student and teacher attendance rates,

learning levels of student, student assessment systems and continuous and comprehensive evaluation etc. With respect to quality, special attention would be given to:

- ⇒ Review of special initiatives taken by States over the last 12 months for ensuring basic learning skills and review of any evaluation of these initiatives.
- ⇒ Specific initiatives for expanding access and improving quality of upper primary education, transition rates from primary to upper primary stage.
- ⇒ State's preparedness for integration of elementary cycle from class I to VIII

- Progress in strengthening the linkages of grass root level structures like VECs/SMCs with Panchayati Raj Institutions and urban local bodies to strengthen their support to SSA.
- Financial management & procurement systems & status, timeliness and volume of fund releases (both from Government of India to State, State shares & State to district) and utilization.
- Monitoring structures under the programme including latest reports from MIs.

2.5 The review of the Financial Management and Procurement (FMP) procedures will be carried out as part of the JRM. The Mission would review the extent to which States are complying with the provisions and processes laid down in the FMP Manual of SSA.

A. Progress on implementation of Financial Management (FM) Action plan.

B.

- Progress against procurement plans for 2009-10
- Discussion with States on IPAI reports (if relevant)
- Status of annual statutory audit reports 2008-09 and compliance of 2007-08 audit reports
- Review of accounts staffing / training
- Issues related to Financial Monitoring Reports

2.6 The Eleventh Joint Review Mission for SSA will provide State reports on each State visited and one overall report.

3. Documents and information required for Sarva Shiksha Abhiyan – Joint Review Mission

1. Information on Release of funds to states – 2009-10
2. Report on concurrent Financial Review by IPAI (if any)
3. FMRs (September, 2009)
4. Status of Audit Reports 2008-09 and compliance reports of audit State-wise for 2007-08
5. Overall Programme Implementation Report of States (10 States) as per standard format in Annexure 1(a)
6. Action Taken on Recommendations of the Tenth Joint Review Mission of SSA
7. Copies of research studies completed (if any)
8. State Specific Progress against the Results Monitoring Indicators in respect of 35 States/UTs. Information to be provided in the formats provided in Annexure 2.
9. Research Abstracts of studies undertaken by the 10 states to be visited.

Government of India will make available the above documents 7 days prior to the JRM

4. Mission Plan

4.1 The Mission would comprise twenty four members including four specialist members on financial management and procurement. Members would be chosen in such a way that expertise would be available for all the major functional areas. The Mission would visit ten States viz. Assam, Bihar, Chhattisgarh, Himachal Pradesh, Kerala, Madhya Pradesh, Rajasthan, Tamil Nadu, Tripura and West Bengal. Each State team will comprise 2 members and four States Teams will have an additional member each on financial management and procurement. The four financial & procurement specialists will visit Assam, Madhya Pradesh, Rajasthan and Tamil Nadu along with the other two mission members

4.2 The agency-wise composition would be as follows:

G.o.I : 12 members including Mission Leader and two financial management and procurement specialists.

WB : 6 members, including one financial management and procurement specialist

DFID : 4 members including one financial management and procurement specialist

EC : 2 members

- 4.3 Each State Team would submit a draft State Report on the State visited by them and obtain feedback on the same during a State level wrap-up, before departure from the State
- 4.4 A core team of ten members viz., G.o.I – 5 and D.Ps – 5 will be responsible for compiling the final report of the Review Mission on SSA. This will include two F.M.P specialists – one each from G.o.I and D.Ps
- 4.5 The organization of meetings and deliberations in Delhi for this JRM will be the responsibility of the GOI.

5. TIME FRAME

The Eleventh Joint Review Mission would take place during January, 15th – 29th, 2010 as follows:

Date	Activity
15 th January, 2010 (Fri)	Briefing by Government of India
16 th January, 2010 (Sat)	Internal discussions on distribution of tasks & writing responsibilities between mission members preparation for field visits and Departure for States
17 th January, 2010 (Sun)	State briefing (Not more than 2 hours) and discussions with State level resource organisations / Monitoring Institutes / Convergent Departments/ other districts
18 th – 21 st January, 2010 (Mon - Thurs)	Visit to Districts 1 & 2
22 nd January, 2010 (Fri)	Wrap- up at State level with draft State Report to be presented to the State. (An email copy be sent to Department of School Education & Literacy, Government of India). Departure for Delhi
23 rd January, 2010 (Sat)	<ul style="list-style-type: none"> ⇒ Meeting of all Members with Mission to review highlights of visits and identify key issues ⇒ Meeting with MHRD Officials to discuss State Reports ⇒ Departure of members other than core group in the evening ⇒ Writing of Report by Core Group
24 th January, 2010 (Sun)	Writing of Report by Core Group
25 th January, 2010 (Mon)	<ul style="list-style-type: none"> ⇒ Discussion with MHRD and NCERT regarding TC Fund ⇒ Writing of Report by Core Group
26 th January, 2010 (Tue)	Writing of Report by Core Group
27 th January, 2010 (Wed)	Pre-wrap up – with MHRD officials
28 th January, 2010 (Thurs)	Reflections and finalization of report
29 th January, 2010 (Fri)	Wrap-up

11th JRM- List of GoI Members

1. Prof. Krishna Kumar, Director, NCERT
2. Dr. Vinod Raina, Bharat Gyan Vigyan Samiti
3. Ms. Malini Ghose, Nirantar
4. Sh. R.K. Sharma, Commissioner (Legal Affairs), Ministry of Finance
5. Sh. Saurav Banerjee, USAID
6. Ms. Meera Samson, Collaborative Research and Dissemination
7. Sh. M.P Gupta, IAAS (Rtd.),
8. Sh. M.N.G. Mani
9. Ms. Nishi Mehrotra
10. Sh. Jacob Tharu, Retd. Professor
11. Ms. Ratna M. Sudarshan Director
12. Ms. Nalini Juneja, Professor, NUEPA

European Commission

13. Ms. Shanti Jagannathan, Education Adviser
14. Ms. Ellen Pedersen, Attache Development Cooperation

DFID

15. Ms. Aashti Zaidi Hai, Education Adviser
16. Ms. Afshufta Alam, Senior Infrastructure Adviser
17. Ms. Jo Bourne, Head of Profession- Education
18. Mr. Pankaj Jain (FMP Specialist), Governance Adviser

World Bank

19. Mr. Sam Carlson, Lead Education Specialist
20. Mr. James Tooley, Prof. of Education Policy
21. Ms. Sofia Shakil, Sr. Education Specialist
22. Ms. Deepa Shankar, Sr. Education Economist
23. Mr. Saurabh Johri, Education Specialist
24. Mr. Tanuj Mathur (FMP Specialist), Sr. Financial Management Specialist

Annexure – II

ACTION TAKEN REPORT ON THE RECOMMENDATIONS OF 10th JOINT REVIEW MISSION

Summary of main recommendations:

3.1 From the many suggestions and recommendations found within the aide memoire the Mission would like to draw attention to the following for follow up for the next six months:

Recommendation	Action Taken										
GOAL 1											
<p>3.2 The mission recommends that the out of school children (OOSC) study be completed and shared as soon as possible. In addition, a meeting of key stakeholders should be held to analyze the results of the survey and draw key lessons for informing 2010-11 AWPBs and subsequent OOSC data collection and analysis.</p>	<p>The study has been completed and the final report is ready. A meeting was held at MHRD on 27.10.09 in which the findings of the study were presented. The final report will be printed shortly and will also be made available on the web site. In the meanwhile findings of the study have been sent to all the states/UTs for detailed analysis at their level and their comments. These will further be discussed in the conference of Education Secretaries and State Project Directors scheduled to be held on 28-30th January, 2010.</p>										
<p>3.3 The Mission recommends that there be an equally proportionate number of upper primary classrooms/sections per grade as in primary in all States. MHRD, TSG and several specific States (Bihar, Uttar Pradesh, Jharkhand, Chhattisgarh, Madhya Pradesh and West Bengal) should continue to focus particularly on the upper primary level, especially with respect to access. This would include accelerated efforts to recruit the teachers required and increased capacity to fill infrastructure gaps. This would be reviewed during the next JRM.</p>	<p>Saturation of Access at upper primary level is being accorded top priority under SSA. 1.60 lakh Upper Primary schools have been provided till 2009 under SSA. In addition, 2573 residential girls' only schools (KGBVs) have also been sanctioned in Educationally Backward Blocks. SSA has also provided residential upper primary schools in sparsely populated areas where population density is less and a regular school is not viable.</p> <p>In order to achieve equity in access, MHRD had asked states to provide information regarding status of un-served habitations in villages with 40% SC, ST and Muslim population. In Annual Work Plan & Budget for 2009-10, states had reported a total of 10295 villages without upper primary schools. Therefore, in addition to the schools provided till 2008-09, 12015 upper primary schools were sanctioned in 2009-10.</p> <p>All these efforts have resulted in a more favourable ratio of PS to UPS. Ratio of primary to upper primary schools is continuously declining as shown below: -</p> <table border="1" style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th style="text-align: center;">Year</th> <th style="text-align: center;">05-06</th> <th style="text-align: center;">06-07</th> <th style="text-align: center;">07-08</th> <th style="text-align: center;">08-09</th> </tr> </thead> <tbody> <tr> <td style="text-align: center;">Ratio of PS to UPS</td> <td style="text-align: center;">2.6</td> <td style="text-align: center;">2.5</td> <td style="text-align: center;">2.4</td> <td style="text-align: center;">2.3</td> </tr> </tbody> </table> <p>MHRD has constantly been focusing on states having a large deficit of Upper Primary Schools. Of 161907 New Upper Primary Schools sanctioned up to 2009-10, 96903 no. of schools have been sanctioned in the states of Bihar, Jharkhand, Madhya Pradesh, Chhattisgarh, Uttar Pradesh and West Bengal.</p>	Year	05-06	06-07	07-08	08-09	Ratio of PS to UPS	2.6	2.5	2.4	2.3
Year	05-06	06-07	07-08	08-09							
Ratio of PS to UPS	2.6	2.5	2.4	2.3							

Recommendation	Action Taken
<p>3.4 In large metro cities, particularly in Delhi, Mumbai, Chennai and Kolkata, greater effort is needed to identify urban deprived children and implement specialized strategies to enrol and retain them. The Mission recommends that MHRD and concerned bodies consider these issues and to recommend a way forward.</p>	<p>Detailed discussion with the states coordinators of EGS/AIE was held on these issues in the Zonal Workshops held in Udaipur, Puri and Madurai districts during the month of October and November 2009. Following action points were identified as part of the way forward to ensure coverage of all categories of urban deprived children: -</p> <ul style="list-style-type: none"> ➤ The States/UTs who have not conducted HHS or conducted it four years back will plan for it during next year. ➤ States will consider creating a smaller unit for planning with clearly defined and demarcated geographical boundaries in the urban areas which can be taken as equivalent of 'habitation' in the rural areas and accordingly a committee may be constituted at Unit Level with representation from various sections of residents with some responsibilities. ➤ Special survey squads will be constituted for the coverage of children in areas like Railway Platform, Bus Stands, Unauthorized slums, Red light areas etc. and these squads may be given the responsibility of visiting these areas at least one day every month without any publicized programme. ➤ Formats of Village Education Registers (VERs) and Ward Education Registers (WERs) to be revised, if necessary, to record information on the schooling facility availed by the child, irrespective of the category of school. ➤ Computerization of The VERs and WERs on the pattern of Orissa and M.P. This should be a web-enabled database with facilities for interface with both government agencies and public. ➤ Annual updation of the HHS data to be undertaken preferably before the start of the academic session, and after that its updation on monthly basis is needed to capture Migratory children also. ➤ In urban areas, coordination with 'Child line' to be attempted or states will have their own help lines for getting information on out-of-school children. ➤ Convergence with Social Welfare Department and Police to get information about children in Children Homes, Observation/Special Homes, Orphanages etc. who do not have access to education. ➤ States to notify that an out-of-school child should be enrolled in a formal school (in an age appropriate class) immediately on identification and special training be organised for him/her not later than a month of identification. ➤ Delegation of powers to Districts or Block Level authorities for smooth and timely implementation of the AIE interventions. ➤ Preparation of Individualized Education Plans (IEPs) for each of the identified OOSC. ➤ Engagement of Urban Planning coordinator at the state and district levels. ➤ States will put in place an effect mechanism to facilitate inter-district and inter-state sharing of information on migrant children. ➤ States will develop a computerized Child Tracking System to track the attendance, retention and academic progress of the out of school children. ➤ Sates will put in place the system of Monthly Reporting by Head Masters on the drop outs and compilation thereof at district and

Recommendation	Action Taken
	<p>state levels from prompt action.</p> <ul style="list-style-type: none"> ➤ Comprehensive school mapping and micro planning exercise will be undertaken with the help of GIS/GPS technology to identify the critical gaps in access, particularly that is caused due to physical barriers like big drains, railway lines etc. or other socio-cultural factors. ➤ Retention Capacity Analysis in respect of the schools in which the out-of-school children are enrolled will be done to ensure that they do not drop out prematurely. ➤ In the separate plans for 35 million plus cities, all these action points will be covered.
GOAL 2	
<p>3.5 The Mission recommends that MS and other organisations and individuals with relevant experience be facilitated to play the role of resource organisations for mainstreaming gender issues and for developing appropriate curricula, teaching learning materials and teacher training for NPEGEL and KGBV.</p>	<p>NCERT is working on developing a curriculum for KGBVs, in which MS and other gender resource organizations like Nirantar have been involved. MS is also directly involved in implementation of KGBV and NPEGEL in 8 States. These interventions are part of SSA's gender component, in which MS is now being recognized as a resource. MS was also invited to help conceptualize & Participate in the quarterly review workshop of SSA Gender coordinators (November 2009).</p>
<p>3.6 The Mission recommends that the norms and guidelines of KGBV - financial, physical and others including for design be revisited and revised appropriately. In addition the AIE norms especially with respect to duration of RBCs be made flexible and States be encouraged to use them for the education of marginalised groups.</p>	<p>PAB has approved amendment to some of the norms under SSA including KGBV.</p>
<p>3.7 The Mission recommends that different forms of discriminatory practices in schools be monitored in order that sensitization, conscientization and appropriate actions are initiated as these impact retention and learning in schools. Towards this, the Mission further recommends that research studies be commissioned to expert institutions.</p>	<p>It was decided to get a study on this topic conducted at state level. Letters were sent to all SPDs mentioning the objectives of the study and requesting them to get the study conducted in their respective states using the funds under REMS. If any state needed help in designing the study, it was suggested that SPD could approach RESU in TSG for such help.</p>
GOAL - 3	
<p>3.8 With regard to the dropout study, the Mission suggests that the Ministry reviews the methodology and data carefully before publication. The report should also calculate a reconstructed cohort for grade 1 through to the completion of grade 8 and differentiate this for SC, ST, Muslims and girls. It might be helpful for MHRD to commission a peer review panel to look at the study in detail and to recommend further analysis to validate the study's findings. Public hearings may also be held at the places of data gathering to</p>	<p>A committee of experts was set up to examine the methodology and findings of the study. The committee did not find any fault with the methodology. However, since the reported dropout rates are very low in some states, it has suggested that a post-enumeration survey in a sub-sample of schools should be carried out. Proposal for this survey has been prepared. It will be conducted in a sample of about 100 schools in each state. The agency for conducting this survey has yet to be selected. In the meanwhile, all SPDs are being requested to supply information on enrolment and school leavers collecting the same from a sub-sample of schools drawn from the original sample of schools of the DRS study. The data will be supplied by the schools from school registers on proforma prepared by RESU. This data will be analysed and used for checking correctness of the data on school leavers given by the DRS study. The cohort dropout rates using the</p>

Recommendation	Action Taken
substantiate the results against public perception.	reconstructed. Cohort methods are included in the revised report of the study.
<p>3.9 More broadly, the JRM recommends that MHRD/TSG, with the support of NUEPA and other concerned agencies and in consultation with the States, undertake to complete a review of the available data sets to determine (i) a more accurate picture of the status of retention in elementary education in the 35 States/UTs; (ii) the context specific causes of dropout; and (iii) develop strategies for improving retention in specific contexts to help and inform the AWP&B 2010-11.</p>	<ul style="list-style-type: none"> • The MHRD/TSG has conducted a National Workshop on Retention. The Resource persons/Experts for the Workshop were invited from NUEPA, NCERT, MHRD, TSG and UNESCO. The participants in the workshop were the Planning, MIS and Research & Evaluation coordinators from State Project Offices across country. The agenda of the workshop included the following: <ol style="list-style-type: none"> 1. Retention rate– various methodologies 2. Retention rate– different data sources 3. Retention rate– how to calculate 4. Capacity Building on Analyzing DISE data 5. Data Sharing and Dissemination 6. Presentation on Jan-Vaachan (Social Audit) of DISE data 7. Review of Quarterly Progress – MIS (including web-portal) <p>Subsequently, States are being advised to calculate the dropout rates as discussed during the workshop and the strategies to improve the retention rate will be reflected in the AWP&B 2010-11.</p> <ul style="list-style-type: none"> • After the National Workshop on Retention, an Expert Committee was constituted by the MHRD to assess and recommend the methodology to be adopted by the States while reporting the dropout rates and devising strategies to improve retention. During the meeting, it was unanimously recommended that the Grade-wise Flow-rates (Promotion, Repetition, and Dropout) will be calculated and reported using the two consecutive year DISE data of Common Schools (Schools exist in both the years), to minimize negative dropout rates. • The retention rate using DISE data is now available for 583 Districts at Primary level which covers more than 90% Districts of the country and represents the National picture as well. However, using DISE data the retention rate at elementary level can be calculated for limited number of districts at elementary level. It would take another 2-3 years to get the complete picture of elementary level using the time-series data. • Under DISE, the provision for calculating Dropout rates separately for SC, ST, OBC and Muslims have been provided by adding the ‘Repeaters table by Social Category’. The States will be able to compare the dropouts among different social categories, grade and gender which will help States to form context specific strategies. • The States have been suggested to start using the Reconstructed Cohort Method using the two years data. <p>The 114 Districts have been identified as Low Retention Districts and have been included in the list of SFDs prepared by the MHRD for the year 2010-11. Subsequently, the States have been advised to plan strategies so that the issue of low retention could be addressed.</p>
GOAL - 4	
<p>3.10 The mission recommends the rationalization of quality indicators and approaches that are suited specifically to primary and upper primary grades and</p>	<p>In order to rationalize various indicators and approaches to quality renewal in SSA, MHRD organized 4 Regional Workshops on ‘Education of Equitable Quality’ from Jun – Aug 2009. This was an opportunity for state authorities to reflect upon and discuss children’s</p>

Recommendation	Action Taken
<p>provide guidance to States to review the up-scaling of Learning Enhancement Programs (LEPs) that have now been extended to all districts in the implementing States, particularly with respect to promoting holistic literacy and numeracy improvement in the early and upper primary grades that combine language as well as Math and Science teaching.</p>	<p>learning and classroom processes, to arrive at a shared vision of the shifts desired in core and enabling components of education quality and to design a plan of action for taking this vision forward in the coming year. Subsequent to the Regional Workshops, approximately 16 States have conducted State-level workshops with different stakeholders in the State, in order to develop a clear vision and integrated plan for quality improvement in the State.</p> <p>Quality planning tools have been shared with states for developing Comprehensive Quality Plans for AWP&B 2010-11, which have been thoroughly discussed with States during the National Quality Review Workshop (Bangalore) and 4 Regional Planning Workshops for AWP&B 2010, held in Nov-Dec 09. This was also shared with the states in 4 regional planning workshops held at Shillong, Pune, Chandigarh and Patna, 24 states were oriented to develop the planning process from the district levels for the AWP&B 2010-11.</p> <p>For strengthening of LEP at upper primary level, NCERT has developed special training packages for Training of Teachers (both subject graduates and non-subject graduates) in science and mathematics pedagogy, and has initiated several rounds of training of Master Trainers using this package.</p>
<p>3.11 The Mission recommends that existing data from various sources like the QMT, BRC/CRC study and other similar sources be re-analysed for a renewed effort to build an evidence-based understanding of the capacity development needed to ensure that these decentralized academic support functionaries fulfill their responsibilities, without being overburdened by administrative tasks.</p>	<p>The findings of the BRC/CRC study, QMT etc. on the functioning of BRCs and CRCs were discussed in a meeting of experts, states representatives and BRC & CRC coordinators in a workshop held on November 16 & 17, 2009. Subsequently a report was prepared that includes recommendations for making BRCs/CRCs more effective by adopting such measures as reduction in their administrative workload and providing them in-service training through suitably designed training programme.</p> <p>A National Consultation was held on Strengthening of BRC/CRCs, where the findings of the BRC/CRC study were reviewed, and specific recommendations made regarding a framework for strengthening of BRC/CRCs.</p> <p>States have been encouraged to review and the job charts of their BRPs and CRPs, and also to streamline the various monitoring formats being collected in order to facilitate a greater focus on the academic role of BRPs and CRPs.</p> <p>Information on the functioning of BRCs and CRCs from different sources viz, reports of monitoring institutes, Quarterly Progress reports Ed.CIL's study & other research studies was used to prepare a Background report for MHRD by Research, Evaluation and Studies Unit of EdCIL. This report was presented in a national level workshop held in Delhi on November 16 and 17, 2009 to discuss the findings from different sources and to suggest measures for improving functioning of BRCCs & CRCCS. Participants included representative from BRCs, CRCs, DIETs, functionaries from state level project offices, eminent educationists, and representative from monitoring institute, MHRD and consultants from TSG- EdCIL. The deliberations in the workshop were used to finalise recommendations for improving effectiveness of BRCs and CRCCs.</p>

Recommendation	Action Taken
<p>3.12 Recommendations of the Udaipur Conference which was presented to the Mission should be followed up with strategies for actions in the design of teacher training programme. The Mission also recommends that the Teacher training effectiveness study should focus on assessing the quality of modules, training materials, structure of training and its implications, in addition to its impact on classroom transactions. The study should be completed at the earliest.</p>	<p>A meeting of the Sub-Mission on Teacher Training was held in Oct 09, where it was decided to develop a ‘Teacher Effectiveness Framework’ that can be shared with States to help them integrate various efforts for strengthening the effectiveness of teachers within a cohesive and comprehensive framework.</p> <p>NCERT was asked to submit a revised ToR for the study of ‘Impact of teacher training on classroom transactions’ in the light of CARP’s comments and suggestions made by 10th JRM. The revised proposal submitted by NCERT was reviewed by a sub- committee of CARP on 19th October, 2009. Its comments were conveyed to NECRT. After receiving a reply from NCERT, a meeting has been scheduled on January 4, 2009 with NCERT’s representative to discuss and finalise the ToR for the Study.</p>
<p>3.13 The Mission recommends that SSA issue fresh guidelines that enables the Whole School Development Planning to be strengthened in the context of holistic quality improvement. Civil Works should be seen in light of the four goals of SSA so that a holistic approach to design the school environment is taken and executed in a context-specific flexible manner, taking into account the diversity of children and future expansion.</p>	<p>The whole school development plan was presented before the Education Secretaries and SPDs on 1st August 2009. Subsequently presentation was also made before the State project engineers in the 16th Review meeting held on 10-11th September 2009 at Gandhi Nagar and suggestion were invited. The meeting of all those who matter in development of whole school concept was called on 22nd September 2009 and subsequently on 26th October 2009 to prepare the guidelines. The fresh guidelines so prepared were shared in the 17th Review meeting held in Delhi on 17th and 18 November 2009, The guidelines have been prepared and are under process of finalization and approval. The final guidelines are likely to be circulated to all states/UTs and other for guidance.</p>
Financial Management and Procurement	
<p>3.14 The Mission recommends that MHRD develop a time-bound Action Plan for strengthening financial management and addressing issues raised in this Aide Memoire, which would be discussed with the Finance Controllers of the States in August after which it would be revised and finalized. Progress on this Action Plan would be reviewed during the next JRM.</p>	<p>General:</p> <p>Immediately after the wrap up meeting of the 10th JRM on 31st July, 2009, the JRM’s observations and recommendations relating to financial management and procurement were discussed in detail with the State Finance Controllers during the 22nd Quarterly Review meeting of State Finance Controllers held on 10th-11th August, 2009 at Delhi.</p> <p>In MHRD’s letter No. F.14-1/2009-EE.14/EE.13 dated August 18 2009; the Aide Memoire of the 10th Joint Review Mission was shared with all SSA States/UTs for taking further necessary action on the recommendations of the JRM.</p> <p>Subsequently, an Action Plan for strengthening financial management was developed by MHRD and the same shared with the SPDs of all States/UTs, urging them to take immediate action on the issues indicated in the Action Plan.</p> <p>The need for taking further follow up action on the Action Plan was also reiterated in the 23rd Quarterly Review Meeting of the States Finance Controllers held at Bhopal on 4th-5th November, 2009. It was confirmed by the State Finance Controllers that necessary action on various issues raised in the Action Plan is being taken. MHRD requested all States to ensure that copies of the Financial Management Action Plan should be shared with all entities of SSA and progress must be reviewed regularly in the monthly meeting of the Finance Controllers with their district finance and accounts staff. States were informed that implementation of the SSA Financial Management Action Plan would be examined at the field level (at SPO, DPOs,</p>

Recommendation	Action Taken
	Blocks, VEC/PTA/SDMC and school level), by GOI and Financial Management experts of Development Partners during the XIth SSA JRM, in January, 2010.
Programme Management	
<p>3.15 The Mission recommends that the under-performing components, particularly KGBV, LEP, SIEMAT, activities for OOSC, teacher training, NPEGEL, CRC, Innovative activities, community training, TLE and REMS, are reviewed more intensively during 2009-10 and in the AWP&B process for 2010-11.</p>	<p>Progress of implementation of interventions under different functional areas is monitored through Quarterly Review Meetings and Quarterly Progress Reports. The quarterly review meetings were held in respect of all the components. The status of progress is also discussed in the conference of Education Secretaries and SPDs held on half yearly basis. Next conference of Education Secretaries and SPDs is scheduled to be held on 28-30th January, 2010. The matter of slow progress under a given component is also taken up with the states/UTs separately. Joint Secretary has written letters to the states concerned for improving the pace of implementation of quality interventions. Letters have been sent to states by the Divisional Heads concerned in respect of slow progress in other components like EGS/AIE, Inclusive Education etc. To ensure more intensive discussion on this issue, workshops on Quality, AIE and Equity and planning were held on zonal basis. Officials from the MHRD and TSG consultants are also undertake visits to the states/UTs to review the progress of plan implementation.</p>
<p>3.16 The Mission recommends that a small working group of key experts in education analysis is formed to look at the diverse sources of data to discern the underlying position on key policy issues and to advise MHRD. [Paragraph 7.18]</p>	<p>The MHRD has conducted a meeting and subsequently, given the responsibility to form a Core Group to its Statistics Wing which will look at discerned sources and data and will also give recommendation on feasibility of 'Unified System of Educational Statistics'.</p>

Annex - III

Details of Outlay, Funds available and Expenditure etc. (up to September, 2009)

(Rs. in Lakh)

Name of State/UT	OB as on 1-4-2009	GOI releases	State Releases	Other receipts	Total funds available	Expenditure till 30th Sept, 2009	Unspent Balance	AWP&B 2009-10	% Exp w.r.t. funds available	% Exp w.r.t. outlay	SSA utilisation	NPEGEL utilisation	KGBV utilisation	Net State share status
1. A&N Islands	171.88	119.00	0.00	71.94	362.82	259.17	103.65	1351.20	71.43%	19.18%	71.43%	0.00%	0.00%	-117.51
2. A.P.	24748.40	13569.90	0.00	0.00	38318.30	9656.03	28662.27	114153.62	25.20%	8.46%	33.24%	0.33%	5.30%	-29638.20
3. Arunachal	3271.59	4116.99	1300.00	20.83	8709.41	4127.36	4582.05	16332.21	47.39%	25.27%	55.83%	0.00%	27.58%	580.99
4. Assam	4733.22	22480.00	1137.00	101.98	28452.20	16905.90	11546.30	60473.68	59.42%	27.96%	59.61%	27.19%	52.10%	-583.55
5. Bihar	131972.46	45000.00	42684.81	0.00	219657.27	80891.40	138765.87	429454.52	36.83%	18.84%	40.94%	0.94%	13.29%	33478.68
6. Chandigarh	851.70	126.00	500.00	13.36	1491.06	987.89	503.17	2757.21	66.25%	35.83%	66.26%	0.00%	0.00%	2124.37
7. Chattisgarh	15302.20	21892.60	14594.90	238.99	52028.69	33801.76	18226.93	112332.12	64.97%	30.09%	65.54%	54.66%	54.34%	-356.45
8. D&N Haveli	419.66	15.00	0.00	6.73	441.39	136.25	305.14	1167.27	30.87%	11.67%	38.09%	0.00%	1.25%	415.80
9. D & Diu	62.36	69.00	187.46	0.69	319.51	64.12	255.39	468.65	20.07%	13.68%	20.07%	0.00%	0.00%	263.85
10. Delhi	588.14	1163.00	0.00	65.68	1816.82	1068.43	748.39	5832.58	58.81%	18.32%	59.32%	0.00%	0.00%	-653.84
11. Goa	729.18	100.58	0.00	10.40	840.16	730.89	109.27	1902.28	86.99%	38.42%	86.99%	0.00%	0.00%	605.88
12. Gujarat	21761.74	8031.73	6863.04	401.78	37058.29	18937.00	18121.29	55496.04	51.10%	34.12%	53.28%	23.30%	17.55%	10698.29
13. Haryana	8034.06	10000.00	10657.49	244.57	28936.12	7700.57	21235.55	59800.67	26.61%	12.88%	26.75%	-1.62%	1.94%	4763.44
14. H.P.	2198.82	3286.00	1533.47	0.00	7018.29	5791.75	1226.54	16640.83	82.52%	34.80%	83.56%	143.06%	15.39%	-658.21
15. J&K	2799.84	10000.00	2193.00	116.70	15109.54	9209.21	5900.33	76109.92	60.95%	12.10%	69.16%	0.00%	0.00%	-15659.26
16. Jharkhand	35317.74	15000.00	0.00	0.00	50317.74	38924.62	11393.12	156494.59	77.36%	24.87%	81.12%	15.59%	54.42%	-6585.25
17. Karnataka	12100.59	12536.00	20019.37	217.27	44873.23	38824.67	6048.56	96001.38	86.52%	40.44%	88.28%	109.83%	23.48%	18570.51
18. Kerala	1184.00	6039.50	3253.72	0.00	10477.22	7929.48	2547.74	21265.42	75.68%	37.29%	69.00%	0.00%	0.00%	86.96
19. Lakshadweep	48.76	41.00	116.63	3.73	210.12	48.79	161.33	291.64	23.22%	16.73%	23.62%	0.00%	0.00%	259.39

Name of State/UT	OB as on 1-4-2009	GOI releases	State Releases	Other receipts	Total funds available	Expenditure till 30th Sept, 2009	Unspent Balance	AWP&B 2009-10	% Exp w.r.t. funds available	% Exp w.r.t. outlay	SSA utilisation	NPEGEL utilisation	KGBV utilisation	Net State share status
20. M.P.	47961.60	56719.00	7314.57	0.00	111995.17	87385.38	24609.79	222282.24	78.03%	39.31%	73.75%	-91.46%	26.76%	3094.15
21. Maharashtra	23384.53	18023.00	0.00	0.00	41407.53	33948.10	7459.43	119386.51	81.99%	28.44%	91.52%	7.51%	7.78%	-12449.98
22. Manipur	696.51	500.00	0.00	4.94	1201.45	11.26	1190.19	5285.54	0.94%	0.21%	47.46%	0.00%	0.00%	304.98
23. Meghalaya	5508.07	3383.00	1036.06	41.68	9968.81	5323.10	4645.72	19815.72	53.40%	26.86%	53.44%	0.00%	40.76%	921.67
24. Mizoram	-96.10	3885.05	0.00	0.99	3789.94	3720.19	69.75	8490.37	98.16%	43.82%	97.77%	300.32%	2235.09%	-192.71
25. Nagaland	1.93	1913.00	0.00	5.22	1920.15	1393.73	526.42	6237.24	72.58%	22.35%	70.81%	0.00%	0.00%	106.67
26. Orissa	27503.72	24661.60	10602.00	4.62	62771.94	38423.36	24348.58	138748.94	61.21%	27.69%	64.42%	46.03%	32.21%	-5839.09
27. Puducherry	119.49	273.96	0.00	0.00	393.45	362.12	31.33	1246.37	92.04%	29.05%	92.04%	0.00%	0.00%	-263.31
28. Punjab	3237.19	7524.00	4338.62	158.03	15257.84	13753.04	1504.80	36911.81	90.14%	37.26%	90.06%	60.06%	168.68%	-4954.42
29. Rajasthan	17400.19	42823.00	35549.00	221.67	95993.86	82335.98	13657.88	200050.07	85.77%	41.16%	89.00%	2.70%	36.74%	155.54
30. Sikkim	494.13	986.00	0.00	0.00	1480.13	914.25	565.88	2456.43	61.77%	37.22%	61.77%	0.00%	0.00%	1.18
31. T.N.	4543.50	21325.00	13523.68	81.39	39473.57	31430.99	8042.58	86230.90	79.63%	36.45%	79.94%	70.08%	63.99%	-216.64
32. Tripura	753.62	4273.00	498.20	0.00	5524.82	4706.29	818.53	11172.51	85.18%	42.12%	85.06%	100.00%	100.00%	2.01
33. U.P.	55697.32	78448.30	70782.82	0.00	204928.44	119958.03	84970.41	387025.27	58.54%	30.99%	62.09%	67.41%	22.02%	20901.99
34. Uttarakhand	4492.16	6997.29	5809.14	1.40	17299.99	10611.69	6688.30	33057.34	61.34%	32.10%	62.96%	68.43%	15.84%	336.64
35. W.B	19619.82	47842.00	31894.67	0.00	99356.49	77122.64	22233.85	216762.63	77.62%	35.58%	26.17%	3.35%	12.52%	2044.51
Total	477614.03	493163.50	286389.65	2034.59	1259201.77	787395.44	471806.33	2723485.71	62.53%	28.91%	61.19%	40.60%	21.48%	21549.06
National Component						648.19		2560.73						
Grand Total	477614.03	493163.50	286389.65	2034.59	1259201.77	788043.63	471806.33	2726046.44						

Summary of Post Review coverage

Particulars	State		District		Community	
	No	Amount	No	Amount	No	Amount
SSA review 2009	229	43,250	259	1,797	200	1,190

Action Plan for Addressing concerns raised by Post Review 2009 and Strengthening Procurement Management in SSA

S. No	Issues	Interventions Points Discussed and agreed with MHRD	Time line
1	<p>Action on Contracts reported with F&C Indicators</p> <p>Around 3% cases with Suspicion of Fraudulent Practice was found in 2006 while in the 2009 review this was dropped to 2% of the number of contracts. Subsequent to the clarifications provided by the states and MHRD, the same was reduced to 4 nos which is 0.6 % of the total contracts reviewed in 2009.</p> <p>Following are the three cases being addressed at present:</p> <p>In Kerala State: -The Head Master of Government Tamil Higher Secondary, Chaili, Thiruvananthapuram, refused to show any document for the civil works and the Consultants suspected F&C indicators</p> <p>In Orissa State: 1 contract</p>	<p>MHRD has initiated actions in many cases as detailed below.</p> <p>MHRD had brought the matter to the notice of Dy. Director of Education, Thiruvananthapuram and Director of Public Instruction, Kerala. The Head Master concerned has been directed to produce all the relevant records for verification. Based on outcome of the verification, action would be taken</p> <p>MHRD initiated a detailed investigation through state Govt. Investigation was carried out by the District Project Coordinator, Kalahandi and it transpired that at the time of review, the vouchers were not kept in the</p>	<p>Immediate- actions taken in case of Kerala, Orissa and Tamilnadu.</p> <p>Action to be initiated by MHRD after receipt of responses from West Bengal</p> <p>Chattisgarh has stated the following:</p> <p>The 7 contracts of local shopping in Rajnandgaon district are each less than Rs. 1 lakh and the same can be procured under limited tender by obtaining a minimum of three quotations, in terms of Para 113 of the FM & P Manual. Even though local shopping is not provided for in the Manual, the same is equal to Limited tender. M/s Hansi Computers was the lowest responsive bidder in 5 of these 7. There was no irregularity involved.</p>

S. No	Issues	Interventions Points Discussed and agreed with MHRD	Time line
	<p>(value of Rs. 2, 90,000) can be categorized as having suspicion of fraudulent practices. In Kalahandi District - Pandigaun Project Upper Primary School all the vouchers and supporting documents for the expenditure made on civil construction were not available for review. The Headmaster and VEC president had withdrawn Rs.4.9 lakhs from the bank, whereas vouchers for only around Rs. 1.60 lakhs were maintained. The construction progress was around 30%. No labour muster roll and payment receipts were maintained. Further, neither the vouchers for the balance money were traceable nor any account for expenditure was made.</p> <p>In Tamilnadu State: In two schools in Chennai, a contractor was selected on single source basis. The justification given in both instances was his past association with SSA and reputation of the firm.</p> <p>In Chhathisgarh State: - At UPS Tetla, Passore, Raigarh money disbursed for construction of school building was diverted and utilized by the JBVS for</p>	<p>school' by the Headmaster. Now the relevant vouchers for Rs.4.90 lakh are available in the school along with the labour muster roll. Cash book has been updated and maintained properly. Construction of the school building is also completed. The Headmaster of the school has been instructed to keep all documents in the school.</p> <p><i>PPR Consultants are taking copies of documentation for revising the report</i></p> <p>MHRD through state level investigation has stated that this is a stray incident and there were no F&C aspects to this. State Project Office has clarified that VEC members are trained every year on how to associate themselves for school improvement, how civil work can be undertaken and how records and vouchers are to be maintained and preserved. The State has ensured that suitable instructions will be issued to all to avoid recurrence of such instances in future.</p> <p>Response is awaited from the state and MHRD agreed to take action including mis procurement as per provisions of FMP Manual</p> <p>Response is awaited from the state and MHRD agreed to take action including mis</p>	<p>The water tank at UPS Tetla in Passore Block of Raigarh district was not constructed from SSA funds but from Gram Panchayat funds out of Gaun Khanij funds of the State</p>

S. No	Issues	Interventions Points Discussed and agreed with MHRD	Time line
	<p>construction of a village water tank. The construction is also incomplete.</p> <p>Non availability of procurement data from Korba district - In Korba, despite prior notification, the team was unable to meet the concerned stakeholders- headmaster/ officials/ community members. Contract documents were not available.</p> <p>In West Bengal State: - 1 contract at Hooghly District involving the hiring of Vehicle had all the Demand Drafts submitted by the bidders sequentially numbered, and issued from the same branch. It seems that the local vehicle providers have formed a cartel and they have divided the various government departments amongst themselves.</p> <p>- In Government Sponsored Multipurpose School, Kolkata it was found that the through <u>Limited Tendering construction of additional classrooms was done, however the lowest bidder was not selected quoting his inability to handle the construction.</u> A total of 5 Bidders submitted their bids. The lowest bidder</p>	<p>procurement as per provisions of FMP Manual</p> <p>Response is awaited from the state and MHRD agreed to take action including mis procurement as per provisions of FMP Manual</p>	<p>Panchayat & Rural Development Department. An additional classroom using SSA funds was also under construction at the UPS at the time of the visit of the review team. The conclusion that funds have been diverted is therefore not borne out by facts.</p> <p>In Korba district all documents and details are available. However the DPC was engaged in a review visit of the Education Minister on the same day and was unable to make adequate arrangements for the review team.</p>

S. No	Issues	Interventions Points Discussed and agreed with MHRD	Time line
	<p>was M/s Kalyan Kumar Dutta who had quoted Rs 155.75 per sq feet. After receipt of bids, the officials decided to ask M/s B Construction, who was the second lowest bidder, to equate their financial quote to match that of M/s Kalyan Kumar Dutta. <i>However</i>, since the contract was given out through a Limited Tender process, if M/s Kalyan Kumar Dutta was not considered to have the required expertise to execute the contract, he should not have been invited to bid. It was not mentioned in the solicitation letter that the Client may chose to split the contracts and this decision was taken post facto. If the lowest bidder was found to be incompetent, the tender process should have been cancelled and bids should have been invited afresh. There was no formal letter addressed to M/s B Construction for matching the quote of the Lowest Bidder, and it appeared to the reviewer that the quote had been scratched out by blade and changed to reflect Rs.155.75 from the original figure of Rs. 157 per sq feet figure (tampering was visible on B Construction's bid).Only M/s B Construction was given a chance to match the</p>		

S. No	Issues	Interventions Points Discussed and agreed with MHRD	Time line
	lowest quote and this opportunity was not provided to other Bidders.		
2	<p>Addressing inconsistencies and variations in methods and procedures applied by states vs. FM&P Manual</p> <p>A vast majority of non compliance issues raised by GT are related to this issue. It is also a fact that the last negotiations between Bank and GoI identified this as a potential issue and agreed that GoI would issue an instruction to all states that only FMP Manual provision should be used for SSA.</p> <p>Accordingly, MHRD had issued a letter dated 17th September 2008 (No 15/3/2004-SSA (PR) advising all state SSA Societies to pass resolution to this effect and had confirmed that the same was achieved by early 2009. However the problem lied with a specific provision in FMP Manual (para 106.1) that allowed all states to use their state Government rules and procedures or whatever they were following (like DPEP) until then. The choice of selection of procedure was left with State Implementation Society.</p>	<p>Based on the procurement post review findings and for elimination of the provision which allowed States to use their own procurement procedures MHRD has taken a proactive action to settle this issue and submitted and got approval of the Project Approval Board of GoI to amend this para with a new one (111.1) stating "It is mandatory to follow the procurement procedure prescribed in this Manual for all the procurement under the SSA scheme (including NPEGEL and KGBV." Deleted is option for States to use respective State Govt procedures/rules or even DPEP procedures.</p> <p>With the new amendments to the FM&P Manual, MHRD prescription of financial ceilings for different procurement methods also prevail over State ceilings and new guidelines of preparation of procurement plans, uploading on websites, etc. are also issued.</p> <p>MHRD will engage with the States to share best practices on bidding documents and various templates for evaluation, contracts etc.</p>	<p>Already Effected</p> <p>By July 2010</p>

S. No	Issues	Interventions Points Discussed and agreed with MHRD	Time line
3	<p>Procurement MIS and Monitoring: There is no MIS to monitor procurement activity both at the state level and also at the district level. As a result, the total number of contracts or contracts in a particular category given out by implementing entity at any level (state/district/block/school) is not readily available.</p> <p>Similarly, the post review shows a need for enhancing the monitoring and oversight mechanism at all levels</p>	<p>MHRD indicated willingness to support development at the State level of an MIS for contracts of significant value, say Rs 1,000,000 and above, for State, district, BRCs/CRCs. MHRD considers that developing a MIS below this value will not be a useful and feasible exercise, given the large numbers and dispersed nature of procurement under the program.</p> <p>In a program that covers more than 1.2 million schools, the solution above is more pragmatic and acceptable. For further low value procurement happening at school level the community involvement provides additional fiduciary assurance on use of funds</p> <p>For enhancing the oversight and ensuring a regular review and feedback mechanism for procurement management at various levels, strengthening Internal Audit function is considered as an immediate priority. MHRD will take State commitments at the time of PAB approval. Sample review through TSG and by MHRD will be enhanced for regular feedback of the systemic issues brought up by Internal audits.</p>	<p>MIS to be developed and made operational by end 2010.</p> <p>Making Internal audit a PAB condition by 2011 AWP approval stage</p>
4	<p>Community Procurement and Social Audit Process: Many states reports show expired or nominated VSS</p>	<p>MHRD has agreed with the need for additional capacity building on FM and procurement at VEC level as another priority emerging</p>	<p>By July 2010</p>

S. No	Issues	Interventions Points Discussed and agreed with MHRD	Time line
	or adhoc committees carrying out civil works and Social Audit not effectively implemented. In some cases, works are entrusted to contractors	from the post review. Instructions are being issued to all States to include relevant FM & P modules in the VEC Manuals on procurement and FM aspects. A ToR for developing training modules on FM & Procurement at various levels has been finalised and TSG will be taking this forward.	
5	Targeted Capacity Building efforts needed: Some of the States (Chhathisgarh, Orissa, West Bengal) show need for special efforts to create capacity among officials at state and district levels.	MHRD has agreed to follow up with the weak capacity States and identify training resources to address the needs.	By July 2010
6	Asset registration and maintenance of documentation. There are reports of mis utilisation of computers and other items procured under the program	MHRD letter along with the revised FMP Manual to address this issue and ensure all states and districts maintain asset registration and appropriate utilization	By July 2010

INDIA
SARVA SHIKSHA ABHIYAN
ELEVENTH JOINT REVIEW MISSION &
MID TERM REVIEW
January 15 – 29, 2010

ASSAM STATE REPORT

Introduction

The State review to Assam was undertaken from January 17 – 22, 2010 by Ms. Nalini Juneja from NUEPA (GoI representative), Ms. Ashufta Alam, Department for International Development UK, and Ms. Ellen Pedersen, European Union.

The review visits and meetings were organised by the State Mission Office SSA, Assam. The two districts visited were Jorhat and Golaghat situated around 300 km up the Brahmaputra River from Guwahati. The two districts are representing the better performing among the districts in Assam. Furthermore, the schools and institutions visited are each demonstrating an aspect of good practice among the different SSA initiatives.

Staff from the State and District mission offices were helpful and instrumental to the success of this mission. Request for documentation, explanations and changes in the programme was readily accommodated for. The review team expresses its thanks and appreciations for this support.

Goal 1 - Access

The number of Out of School Children (OoSC) has come down considerably. The State expressed aspiration to make Assam OoSC free districts. In Golaghat, the district administration has declared the district OoSC free on 14/8-2009, plus Jorhat and Dhemaji. Whether this ambition is feasible within a reasonable time span for the whole State is perhaps questionable, however it shows that there is no perceptual blockage against achieving it.

Statistics show the number of OoSC just below 2 lakh (equal 3.6%), and the figures tells however that drop out at Lower Primary has shown only a marginal decrease from 2002/3 – 2008/9, i.e. less than 2% points change, against 15% points change in Upper Primary.

Analysis of SC/ST/TG/CWSN had been done, indications were that a certain number of OoSC may be from CWSNs. For example, it was pointed out that cerebral palsy incidents are high in Tea Gardens at Golaghat and at present there were no educational measures available other than home visit by volunteers.

The initiative to identify urban out of school children placing them in AI Centres showed to be functioning. Ward officials, police, district officials are involved. Volunteers, dividing up the city, go street by street doing a mini survey, and get children motivated to come to Hard to Reach (HTR) centres. However, in view of the

fact that new schools have not been opened in the State, other than HTR and EGS centres, these were in reality substituting schools. For example one HTR at Golaghat was attended by mainly by children between 7-8 years (around 75%), and running during normal school hours (9-12 a.m.). The nearest school to which children were mainstreamed, we were told, was located more than one km away.

ECCE and Ka-Sreni have been added to a number of schools. The team was able to see one school in which SSA funds were used for the set up and another in which the mothers' group had created their own 'crèche' in the veranda of the school.

Some government schools, even at the primary stage, screen students for admission. For example, the admission to the urban provincialised school visited was highly selective, resulting in very good performance with 93% of children passing with >60%. However, it is questionable how such selective approach can be justified with the Education for All policy.

PPPs have been created with Tea Garden management to create new schools for children of labourers in 117 Tea Gardens. This has resulted in full enrolment and nearly full retention in Lower Primary. Problems still exist in Upper Primary mainly due to distance as Upper Primary schools are at 6-7 km distance. In the Tea Garden school at Golaghat, 3 out of 4 boys (but none of the girls) in class IV were found to have left to live and study with their relatives near the towns.

Based on the above, it led to understand that enrolment has been the focus, not drop-outs.

The School enrolment campaign (Come let us go to school) 10/7-15/8 to track the children which were not enrolled in the beginning of the school year (January), is a successful example of the enrolment campaign, and 30.000 children were reached in 2009.

Although teachers are sensitised to the needs of special children and their education and CWSNs should be part of normal school activities. It was observed in one school visited that education of such children was considered as the responsibility of the special volunteers. There are special teachers at block level. These teachers identify CWSN at community level, and get children mainstreamed. Some day care centres are set up at block level and summer schools for CWSN to catch up. Of the 97801 CWSN identified 72% are attending school. Overall, there was evidence of teachers and district officials being sensitive to the CWSN needs.

Goal 2 - Gender and Social Parity

Overall the State of Assam has no great discrepancy between genders. In the schools visited – also supported by the DISE statistics - girls are enrolled at equal level with boys. SC/ST and Muslims are neither showing any gender bias. In one Tea Garden EGS visited there was an abnormal difference between girls and boy (48/28) which could not be explained.

The register would show a better presence by girls than boys.

Girls toilets have featured heavily in Assam's AWP&B for 2009-10. The State Mission Director (SMD) planned to construct 1845 toilets in 1845 schools in this FY and considers itself on-track to meet this target by FY end. Assam faces a particular challenge in scaling up progress on girls toilets from a very low base (19%) sufficiently fast enough. The SMD consider that the lower priority accorded to girls toilets under the SSA framework guidelines on civil works immediately limits its capacity to scale up action. Subject to final approval, the SMD plans to construct 1800 toilets in the next FY. This will only be confirmed after clear figures have been arrived at for NSBs and ACRs. The SMD strongly suggested that a separate financing provision is given to girls toilets so that Assam can respond to local needs and avoid what is perceived to be the squeezing of financial space under the general civil works component. **We consider that this is a reasonable request, given the pace of progress on civil works (ACRs and NSBs) and the huge unmet need on girls toilets.**

The three girls' toilet blocks we saw in three schools in Jorhat and Golaghat were, in general, of a reasonable quality. Two schools were combined Lower Primary and Upper Primary schools. Neither of the toilet blocks had facilities for girls to dispose or wash their sanitary towels – we were told by SSA partners that in keeping with local traditions, the girls miss school when they have their period i.e. close to 30 schooldays a year. Moreover, i) little care had been taken to ensure close proximity of the toilet blocks to water facilities and ii) on the basis of the condition of the boys toilets at the same schools, there is a significant likelihood of the new girls toilet blocks falling into unhygienic conditions in coming months.

The standard State designs for girls toilets fail to incorporate the needs of young adult girls and this remains a major area for concern under the Gender and Social Parity goals of SSA. While the SMD should be commended for responding positively to the February 2009 PAB recommendations on girls toilets, further efforts beyond constructing standard facilities will be required to ensure the absence of clean, private and appropriate toilet facilities does not act as a barrier to girls staying in school. Such efforts should include sensitization of SSA staff at State and District levels to the needs of adolescent girls; gathering more robust data on the availability of hygienic and functioning toilets; modification to the standard designs; and a possible State-commissioned study on the specific needs of adolescent girls, including options for negotiating changes in 'cultural' practices within communities and supporting girls' access to disposable sanitary towels.

On both gender and social parity, the SSA norms regarding budget allocation per District per category of the Innovation Fund, regardless of where need is greatest across social groups of between Districts, is considered to be too rigid for Assam's needs. For example Rs 50 Lakh per District is provided for Computer Aided learning regardless of the difference in number of schools or school going children. Likewise, for the fixed budgets per district for the social categories in the Innovation Fund. **We**

consider that greater flexibility between Districts and between the four categories of the Innovation Fund would meet the needs of local partners more effectively.

Goal 3 Attendance and Retention

Achievements

- The state has been able to achieve reduction in its drop out rate at the upper primary stage by about 17 percentage points.
- The state is now using migration cards for children to facilitate the mainstreaming of children from worksite SSK schools to schools in their parent districts. This is done for drop-outs in served areas, specifically for brick kilns children from intra-district and outside Assam. Migration card given to the child, and follow up with the source education system done in intra-districts. Rudimentary form of child tracking.
- Another good practice observed was the follow up of a mainstreamed child for 6 months by the SSK volunteers. SSK education volunteers, recruited at 10+2, often master degrees
- get jobs at 1700 INR.
- The School Management Committees have been set up in schools since 2003, and they are being involved in the preparation of School Development Plans for the improvement of the school.
- Combating discrimination for social inclusion – the members observed that Saraswati Puja was observed in all schools, and found from discussions with teachers and HMs (both Hindu and Muslims) that it is seen more as a cultural event, and involves all children.
- Residential Bridge Camps for boys and girls were visited in both districts and within the limited time spent there, it did appear that these camps were serving not only an educational purpose but a psycho-social one as well.

Concerns

- Despite reduction in drop out at the upper primary stage, there is little change in the drop out figures for the lower primary stage, and the transition between the lower and upper primary stages is an issue in this state, since there are far fewer upper primary schools (ratio 1:2.6). The upper primary schools also conduct entrance exams to screen the children they wish to admit. For example, Progati ME School at Jorhat urban area, admitted 25 students after testing them on maths, MIL, and English. This school is a middle school, and to illustrate what it is in the ‘middle’ of, one may point out that a child may join it from any of the five lower primary schools feeding into it, pass out from it, apply and give an exam for entrance to the High school, and then again for the Higher secondary school. Such a process is more perhaps more appropriate to a hurdle race than to a school system in a country hoping to achieve Universal School Education.
- During the visit to the Girls RBC, it was observed that the girls as well as the teachers slept on beds on the floor. In January, in Jorhat, where it is not only bitterly cold, but the damp rises from the floor, the RBC for Boys in Golaghat, which is older, has wooden platforms for the children to sleep on. Perhaps the

same should urgently be provided to the girls, and guidance taken from the CRC principle of 'best interests of the child' in terms of prioritising expenditure.

- The RTE has mandated the preparation of the School Development Plan' by the SMC, and Assam is already ahead in having this structure in place, and playing this role. However, visits to the schools and discussions with the SMC members clears shows great room for better understanding of both the concept of School development Planning for improvement, and the way it is practiced in the schools. There was inter district variation observed in the manner in which this concept is understood, leading to the view that perhaps there needs to be greater consensus on this matter at the state level.

Goal 4 Quality

The State has vacancies of 4387 (P) and 7242 (UP), a total of 11.629 teacher vacancies. Recruitment is dependent on the outcome of the court case filed by around 11.000 teachers (now grouped into one case) of which the process has been ongoing since 2005-6. Added to this 1521 EGS centres are to be converted to Lower Primary, which would require around 3042 teachers. Operation black-board teachers is in the process of regularising around 3000 teachers. Rationalisation of teachers from schools with low PTR to schools with high PTR is still pending decision of the GoA.

TLM grants are partly underused due to the non recruitment of teachers (see above on the teacher court case).

In the case of text books, the SCERT Assam is in the process of developing new English Textbooks for grade III in the light of the NCF 2005. Adaptation / translation of NCERT text books is underway. Books developed to support Activity based learning was seen to be in use in the multi-grade classrooms, and in schools wherever this method is being used.

Notification of upgrading of 1521 EGS centres was done under the 2009-10 budget, further 3533 EGS will be upgraded in a later stage. For the 1521 EGS centres, SMCs are instructed to be set up, so civil work can start. Funds for buildings expected to be released by February 2010.

A specific problem exists in Assam as the DIET has become de-functioning for pre-service training, as a result of no teacher recruitment over the past years. The DIET mainly provides short term in-service training. This has consequences for the future RTE requirement of 2 years' teacher training. The DIET has been useful in introducing child friendly teaching method.

The low utilization of the approved budget for BRC and CRC was probed, and it was explained that many posts of BRCs and CRCs were vacant- these posts had initially been filled through deputation, and much of the staff had now returned to their parent organization. (other complications were mentioned such as the deputed personnel going to court, etc. and that the State is now in the process in recruiting directly to these posts.) In both the BRCs visited, the posts of BRC were vacant. In one of the districts, the in charge BRC defended his inability to visit the required 25 schools per month on account being busy with passing the salary bills of 192 Lower Primary schools and 46 upper primary schools, and holding the mandated monthly meetings of

VECs at cluster level. His academic role was apparently reduced to the academic discussions which he said were held monthly with HMs at the Block HQs (when they came to submit the salary and leave statements)

The DISE data is actively being used as baseline for collecting additional data such as on CWSN and Environmental Impact Assessment of Schools. The structure of DISE is maintained is such surveys, i.e. broken down administratively by district/block/cluster/hamlet, as to be related to school report cards. The analysis of such data is used as input for the District Mission to identify further actions (an example is tracking of drop-outs and subsequent campaign to get those back to school).

DISE data was published in the schools/centres in both districts. In Jorhat a specific initiative had been taken to publish the full school cards on flex in big size at the school, whereas in Golaghat selected parts of the school cards were posted. In both case the most recent data was published.

Program Management

Environmental Assessment of Civil Works

Assam is one of the top performing States on the utilization of the civil works budget where in 2009/10 it has focused on ACRs, major repairs, girls' toilets and NSBs. Its spending performance in 2009/10 against its plans is on-track for completion. Almost all of the new ACRs that we directly observed appeared to have been constructed very well and designed with the needs of CWSN in mind i.e. barrier-free access using ramps and handrails. The SMD and its partners are to be congratulated for this important progress. The SMD would like to be more ambitious on civil works for next year's plan but considers itself constrained by the national norms which set an annual budget cap (33%) on the civil works component. Approximately 7500 ACRs were built in 2008/09 and a further 7500 are planned for completion in the current FY. A further 26 000 ACRS are considered to be required to meet the full needs of Assam's children but SSA will fail to do this before the end of SSA.

The SMD would also welcome flexibility from the Centre on the way civil works are required to be prioritized under the current SSA framework. Top priority is currently given to NSBs, followed by ACRs. Only then are girls toilets considered. This would explain our observations from our District visits where most of the schools that we visited that had benefited from ACRs were failing to meet the sanitary needs of half their learners (there were no girls toilets). **We recommend that the SSA framework on prioritizing and budgeting civil works is reviewed to enable it to be of more direct relevance to the specific needs of Assam and other States.**

On operation and maintenance, and in spite of the availability of maintenance grants, District and State wide evidence showed a major gap. State guidance is ambiguous as it allows for maintenance grant money to be used on 'non-maintenance'

activities such as the purchasing of school science kits. As a result, there is a very real risk that maintenance grants will be continued to be used for on-going operations, rather than maintaining the school, including its grounds and facilities. SMC capacity in this area to identify and undertake key maintenance measures is also a concern. Many of these issues have been picked up in the 2009 study on the Community Participation of the Utilization of Annual Grants commissioned by the SMD. The SMD should be credited for undertaking this study; **the next programme challenge is to see a concrete response from the SMD and its District partners to the study to ensure that the massive investments made by Assam and GoI under SSA since 2002 are protected for as long as possible. An early step would be to ensure clarity is provided by the SMD to its partners on what can and what can't be spent under the Maintenance Grant.**

The State Environmental Assessment report is not yet ready. Approximately one third of districts have completed school-level assessments. Jorhat District is looking to prepare a computerized database of the information to help guide future planning and management decisions – this may be a useful example from which other Districts and the SMD might learn. It is unclear what approach for considering environmental issues the SMD would like to take once it has 100% of District returns in. Regular flooding severely disrupts the capacity of schools to stay open. Schools can reportedly close for up to 3 months a year. The infrastructure response from SMD has been to prepare designs that can adapt to the floods, using modular building materials that can be dismantled in areas prone to soil erosion and schools on stilts in areas that face flash floods. The SMD is also considering mobile school (boat) option in the riverine Chars. Lakhimpur District has the lowest figure of actual expenditure against planned (79%). It was heavily affected by floods in 2007. **A State-wide study on identifying the areas (and schools) most vulnerable to natural and slow-onset disasters like flooding and droughts, taking stock of effective local responses and options for strengthening environmental management capacity in SMCs and upwards is recommended.**

Assam data on water in schools paints a very good picture: 91% of schools have drinking water facilities, provided in most cases by PHED. However just 17% are considered to be functioning. In a significant number of schools that we visited, we observed water points with broken plinths or unsanitary seals. We saw limited engagement by schools or SSA officials on issues relating to repairing or maintaining water points. The consistent expectation we heard was that water facilities are not the domain of SSA and therefore their repair or maintenance needs are not the concern of SSA. We consider that the whole school environment, including water, is the responsibility of schools and their SSA partners and that SSA has a duty to strengthen approaches to manage these issues, either directly or in partnership with other government departments such as PHED. Assam data on toilets provides a 62% coverage figure in schools. Again, the data does not tell us which schools have hygienic toilets, with good hand-washing practices by learners. A stronger handle on data would enable SSA to make more of its partnership with PHED. **As identified by**

the PAB of February 2009, we reassert the need for SSA to take stronger ownership of the dialogue with PHED to direct PHED school-related programming into the schools most in need.

Provisioning of water and sanitation facilities in urban schools appears to be a major gap. In the two urban schools we visited in Jorhat, the conditions of the toilets were appalling. In the first school, children are expected to leave the school grounds to access water from a nearby dirt-ridden water point.

Finally, State-wide data says that 40% of Upper Primarys have electricity, including back-up generators. The figures are estimated to be lower in Lower Primarys. Given the growing interest in SMART schools and computer-aided learning, electricity access is likely to be a growing issue. But we are unclear about the extent to which electricity features in discussions between SMCs and their SSA partners and whether the SSA teams might consider giving this issue more prominence in the programme. Newly constructed kitchen sheds (under the Mid-day Meal programme funded by Social Welfare Department) that we saw tended to be ventilated less-well than the traditional bamboo structures in schools not yet supported by MDB civil works.

Assam is now gearing up to spend Rs 106, 47, 00 000 on new school buildings in coming months/years (following the recent decision to convert EGS centres into lower primary schools). There is a significant opportunity to learn from Assam's recent experience on the civil works and to ensure quality and sustainability so that

- children can benefit from more child-friendly school structures and spaces;
- the civil works is constructed according to the concept of whole school planning with both the (joyful) learning and basic needs of children at the forefront of SSA officials minds;
- girls' toilets are in place;
- all toilets are kept clean and teachers and learners practice hygienic behaviors;
- SMCs and their partners ensure maintenance of infrastructure is an on-going priority, including to help withstand future disasters like flooding, drought and elephant charges.

Financial Management and Procurement

The financial utilisation has improved over the last three years with an increase in expenditure against outlay from 52% in 2006-7 to 89% in 2008-9. The fund flow has been the key factor to this success. The State Project Office took the action to identify all bank accounts of the schools and make the bank transfer directly, by-passing previous intermediary institutional transfers, and thus shortening the time-span.

The SMD also confirmed the considerable value of the Third Party Audit of the civil works. This had improved the quality of the civil works constructed, helped to enhance teacher learning of accounting skills and helped to generate financial savings.

SMD have very recently terminated more than five contracts with District Project Officers and at least eight contracts with junior engineers as a result of identifying irregularities. SMD believes this illustrates the seriousness with which it views contract enforcement and value for money.

We visited two Block Resource Centres, one each in Jorhat and Golaghat Districts, where we were able to briefly examine three randomly-selected transactions in the Cash Book, the Ledger and the Advance-Register. We were unable to receive a satisfactory account of either one of the random transactions, in terms of an adequate paper trail or capacity of the accountant to provide an explanation of how their system operates. This may have been due to time constraints and the language barrier. We suggest that SMD and District partners consider appropriate follow-up action.

Recommendations

Access

1. The State of Assam should be congratulated for its enrolment result. It is suggested to make more publicity on the 'out-of-school-free districts' all over India to get the credit and to keep pressure on the districts to maintain the situation.
2. CWSN should be considered not only in new SSA supported construction, but plans should be made to cover all schools so ramps, access to classrooms, and toilets are addressed.
3. The 'Hard To Reach' schools should be treated in a similar way to EGS centres, where they can legitimately benefit from SSA programme support. This would also include the future potential prospect of conversion to Lower Primary schools. When attributing EGS funds, consideration should be given to a full integral school needs. Economy of scale is no longer applicable in Assam as OoSC will be down to 30.000 children.

Gender

4. The issue of meeting girls sanitary needs to go beyond the construction of toilets. Specific recommendations for Assam are given in the section on Gender and Social Parity. We also support the request to consider the special financing needs of meeting girls sanitary requirements, particular when the State has a strong track record in utilization of civil works finances yet a disproportionately huge need for girls toilets.
5. We consider that greater flexibility between Districts and between the four categories of the Innovation Fund would meet the needs of local partners more effectively. This should be followed up by the MHRD.

Attendance and retention

6. Remove the administrative barriers created in the progression of children through out the school stage, even though this means a complete restructuring of the school system.

7. The school committees should not only be mobilised but equally be capacitated and empowered to exercise all their responsibilities under SSA, such as school development plans (keeping in mind the RTE), construction improvement, facilitation of attendance and retention. Such capacity building would include not only the school committees themselves but equally the staff at district level dealing with the matter.

Quality

8. The upgrading of 1521+3533 EGS centres gives Assam a unique opportunity to get it right from the beginning, i.e. buildings, CWSNs, classroom and subsequent teaching methods, working with the SMCs.
9. The use of DISE data at school level should be enhanced from simply display to its use as a tool for school development planning and further transparency.

Programme Management

10. We recommend that the SSA framework on prioritizing categories of civil works is reviewed to enable it to be of more direct relevance to the specific needs of Assam and other States.
11. A concrete response from the SMD and its District partners to the State-commissioned study on utilization of annual grants is recommended. An early step would be to provide guidelines clearly distinguishing grants for Building/Procurement, for Operations and for Maintenance. Clarity should also be ensured through guidelines on what can and what can't be spent under the Maintenance Grant. This would ensure, for example, that maintenance grants are not utilized for day to day operation, and that building and infrastructure do not fall into disrepair.
12. A State-wide study on identifying the areas (and schools) most vulnerable to natural and slow-onset disasters like flooding and droughts, taking stock of effective local responses and options for strengthening environmental management capacity in SMCs and upwards is recommended.
13. As identified by the PAB of February 2009, we reassert the need for SSA to take stronger ownership of the dialogue with PHED to direct PHED school-related programming into the schools most in need.
14. The water and sanitation needs of urban schools needs special attention.
15. Financial management should include a provision/mechanism which caters for the principle of the 'best interest of the child', at the district level, specifically in cases of force majeure. The contingency fund could be setup at district level rather than be allocated per school and be a specific percentage of the budget e.g akin to the Indira Awas Yojana where 1.5% is set aside at the District level for post-disaster housing needs.

INDIA
SARVA SHIKSHA ABHIYAN
ELEVENTH JOINT REVIEW MISSION &
MID TERM REVIEW
January 15 – 29, 2010

BIHAR STATE REPORT

1. Introduction and key points

As part of the 11th Joint Review Mission, a three member team consisting of Dr Vinod Raina (GoI nominee), Professor James Tooley (World Bank nominee) and Tanuj Mathur (Financial Management Specialist, World Bank) visited Bihar. In Patna they met with State Project Director, Programme Officers, Additional Programme Officers, Chief Accounts Officer, Administrative Officer and other senior professionals and professionals. They also visited the Districts of Katihar and Baghulpur, spending two days in each. In both districts they met with the District Magistrate, District Superintendent of Education cum District Programme Coordinator, and Component heads, including Executive Engineer, Additional DPC, Assistant Programme Officers, MIS Heads, Accounts Officer, etc. They were accompanied throughout their mission by Deepak Kumar Tiwary (Assistant Programmer, MIS), Pankaj Kumar (Architect) and Mr U.K. Verma (Chief Accounts Officer). The team also met the Principal Secretary, Education during lunch on the last day.

The JRM visited primary schools, upper primary schools, BRC and CRC centres, KGBVs, RBCs, and a Talimi Markaz in Katihar and Bhagalpur districts. The JRM also attended an unscheduled and impromptu function in an Upper Primary School in Islampur, Vaishali District on January 16, where the Chief Minister interacted with school children.

The JRM members would like to express their deep gratitude to everyone who gave time, co-operation and hospitality during the visit. Their candour and kindness was very much appreciated.

Key points raised in the discussion below are as follows:

- While the headline enrolment rate in government schools is now very high, approaching universal enrolment, it is clear that this is not matched by attendance rates, which may be as low as 50% of reported enrolment. An especially useful tool for measuring real enrolment may be the Mid-day meal (MDM) register.
- The gender gap has been successfully closed in government schools, with enrolment *and* attendance rates now favouring girls. Gaps are closing for SC/ST and minority children too.
- Retaining children in EE will require a massive effort in building additional classrooms (ACRs). The current classroom stock is totally inadequate to meet the reported enrolment figures, and the state lags behind in constructing new classrooms. The same is true in respect of adequate number of school teachers.

- While the State's introduction of the Bihar Curriculum Framework (BCF) 2008 is to be applauded, it is clear that there is a huge task required in order to move teaching methods away from 'chalk and talk' to more appropriate learning methods.
- Staffing at all levels is a big concern for financial management, while the auditing process for SSA needs substantial improvements.

2. Progress towards Achievement of Goals

2.1 This section outlines the JRM's main findings concerning the four SSA Goals, noting achievements, concerns and recommendations. There is some obviously overlap between the sections, as some issues are relevant to more than one goal: issues are only discussed under one heading in these cases.

Goal 1: All Children in School

Achievements

2.2 Over the last few years, the State has made tremendous efforts to open new primary schools and upgrade primary schools to upper primary level. With 460 habitations brought within the norms of reaching a primary school in 2009/10, there are now only 337 eligible habitations (0.4%) of the total that are not yet served by a primary school. (Habitations with fewer than 300 people or 40 children are not covered by the norms for opening a primary school). That is, of the total 85,229 habitations, 83,772 (98%) are served by primary schools. It is indicated by the State that serving the remaining habitations is hampered by lack of available land. It is also noted that the Habitation norms are being relaxed for those with Mahadalits only, so more habitations will become eligible to be served by primary schools; the State was not able to give exact numbers for this to the JRM. In both the Districts visited, all eligible habitations had been covered. This is a considerable achievement.

2.3 The quality of civil works also seemed high in the schools and centres observed, particularly in Katihar. The pink coloured school buildings, observed in the districts and apparently the same through the state, were of interesting designs and seemed a pleasant change from the drab and unattractive school buildings of the past. The constructions had ramps, some freshly made, and many were primary schools upgraded to upper primary schools.

2.4 The headline enrolment figures now show a Gross Enrolment Ratio of 97.45% (in government, government aided and private recognised schools). That is, only 5,22,586, or 2.55% of the 6-13 year age group, is out of school. DISE data (2008) gives slightly lower figures: The GER (government and government aided schools only) is 91% overall, and 105% (Classes I to V) and 57% (Classes VI to VIII). The Net Enrolment Ratio is as expected lower: it is 85% overall, 99% for the 6-10 age group, and 52% for the 11-13 age group.

2.5 While these figures are to be applauded, and in particular the interventions aimed at SC/ST, Minority groups and girls to be praised (discussed under Goal 2 below), the figures raise more questions than they answer, discussed under

‘Concerns’. It was reported that the enrolment figures have been boosted by considerable and commendable efforts at many levels to go into communities to enrol children who would otherwise be out of school, including teachers, VSS members, CLCCs and BLCCs, and girls from Meena Manch groups.

Concerns

2.6 The most important issue is the very wide gap between the headline enrolment figures and attendance. Because schools were officially closed due to cold weather, and the Swaraswati Puja, the JRM may not have seen the normal functioning of schools. Many schools were either not functioning, or children had particularly been asked to come to schools – in the cold – for our benefit. Therefore other methods were used to gather evidence on the attendance rates at the schools. Using these methods, none of the schools visited in the two Districts came close to the reported enrolment figures in terms of actual attendance. Evidence gathered consisted of the following:

- Midday Meal (MDM) registers provided an insight into the number of children actually attending school. It is also reported that some enrolled children come *only* for midday meals, which may also inflate this figure. We investigated these data in Baghalpur District. In one school, the enrolment was 1,084, but MDM attendance was around 550-580 for June to October 2009 (51% to 54%), increasing to around 740-800 (68% to 73%) in November. (In December there were no meals provided). In another school, the enrolment was 821, but MDM attendance was between 410 to 586 throughout the period (50% to 71%), with the median closer to the lower figure. At the District Level, it was reported that 76% of enrolled children (3,71,000 out of 4,98,422) were ‘covered’ through MDM, which is an upper bound on attendance.
- Asking children about normal attendance in their classrooms gave other insights. Children typically came up with figures of 50-60% attendance as a proportion of enrolment.
- Classroom size: typically it was not conceivable that the number of children enrolled could be accommodated in the physical classroom. Classes visited were already crowded with only 50% or fewer children present. The JRM was told that if more children came they would be accommodated in other classrooms, with the class split into sections; however it was not clear that there were other available classrooms or teachers to do this. For instance, one school in Baghalpur with enrolment of 1,084 had only 11 teachers and 11 classrooms; the nearby school with enrolment of 821 had 12 teachers and 12 classrooms. Only low attendance figures made these schools viable.
- A further issue is the double (or even triple) enrolment of children, perhaps in a government and private school, which will inflate the enrolment figures (unless the private school is unrecognised).
- The State funded a study on Teacher & Student Absenteeism (Academic Year 2008-09), which found in three visits from January to February 2009, student absenteeism ranged from 41.49% (first visit) to 27.75% (third visit). It is reported in school visits that enrolment during this period was possibly higher

due to focus on examinations. The absenteeism rate for boys was higher than for girls.

2.7 In summary, actual attendance, as opposed to reported enrolment, may be only around 50-60% of the reported enrolment figures.

2.8 One of the principle concerns here is the slow rate of construction of Additional Classrooms (ACRs). The state recognises this as a problem, and its financial implications (see below). Against the target of 1,39,326 ACRs sanctioned up until 2009-10, 86,832 have been constructed (62%), with the others 'in progress'. This means that the current Student-classroom ratio is 96:1. Even if all the classrooms planned are completed, this will still remain at 82:1, which is far too high. According to DISE Data 2008-09, around 1,40,000 ACRs are required to make this an acceptable SCR.

Recommendations

2.9 It is recommended that strenuous efforts are made to bridge the gap between enrolments and attendance. This requires urgent civil works in ACRs and other facilities (see below), focus on teacher attendance (see below) and exploring other means of raising the quality of educational provision.

2.10 Generally, the quality of civil works was found to be reasonable at the locations that the JRM visited. However in terms of physical targets the challenges that the state faces are enormous. Completion rates for New School Buildings, and Additional Classrooms need improvement and the shortages of staff at the district levels seems to be a hurdle. This is being responded to by using technical supervisors, engineers from other departments etc. However the staffing issue (availability of executive engineers and their JRMs) needs to be tackled.

2.11 It is suggested that the current available data on attendance may not be reliable, and that a more reliable and valid indicator may be attendance for mid-day meals. Given that even this figure may suffer inflation (as some children may come only for midday meals), it is suggested that further research is conducted to ascertain the real rate of attendance.

2.12 The figures given above call into question the relative importance to be attached to enrolment figures vis-a-vis attendance figures. It is our view that the latter are a more important indicator of school access and should be given predominance in any discussion of the success or otherwise of reaching the SSA Goal of universal access.

GOAL 2: Bridging Gender and Social gaps

Achievements

2.13 It is a notable achievement that the State has bridged the gender gap in terms of enrolment and attendance of girls in government schools. Data from DISE (2008-09) show that the proportion of girls in the 6 to 13 age group enrolled is now 94%, compared with 89% of boys. This is a terrific achievement and reflects great progress

made by the state. It is apparent that incentives including the provision of free uniforms and bicycles, and programmes such as Meena Manch are succeeding in their aims. Given the discussion above concerning attendance versus enrolment figures, it was noted by the JRM that attendance both on the days of visit and in the attendance registers was also considerably higher for girls than boys. This was also corroborated by the Study on Teacher and Student Absenteeism. Thus, so successful have the incentives been for enrolling girls that attention may now have to be paid to ensuring increased enrolment and, especially, attendance of boys. The closing of the gender gap is particularly interesting in view of the fact that 74% (50,097) schools have no exclusive girls' toilet.

2.14 The JRM visited several KGBVs in the two districts and were generally impressed by their facilities, and the commitment and passion of the people involved. Clearly they were popular and much admired locally. Of the sanctioned 391 KGBVs, 382 are operational, up from 358 in the previous year. There are currently 34,200 children enrolled in these centres, of which SCs make up 44%, STs 7%, Minority, 15%, BPL 3% and others 5%. The self-confidence and sense of responsibility of the KGBV girls was particularly touching. The JRM however feels concerned about their future beyond class 8, since none amongst them wanted to go back to a home that did not allow or could not afford to have them in schools.

2.15 The JRM also visited Residential Bridge Course (RBC) Centres for SC/ST children, both boys and girls, in both districts and again were impressed by the level of activity and commitment. There are currently 74 of these in operation in all 37 districts, which have been open for 6 months. There are also 22 RBC Centres running for Minority children in 12 districts. The RBCs visited were really catering to hard-to-reach children: mahadalits, Muslim minority, child labourers and even erstwhile begging children, who were picked up by visiting squads of the Labour Department. The girls and boys in these centres seemed very happy to be there, were keen to learn from the bridge course 'Prayas' books and did not want – ever – to go back to their previous existence. The JRM was impressed by the very low drop-out rate in the facilities it visited – only 2 girls had dropped out of one centre, but had since returned after visits to their homes; in another, only 2 boys had dropped out due to illness. It was also impressive that, in one RBC, seven of the 50 boys had already completed their Class V maths syllabus (even though they had never been to school before) and were now being entered for the Navodaya Vidyalaya competitive examination.

2.16 Other interventions such as Utthan, Talimi Markaz, Tola Sevak seem to be robust and effective in reaching the hard to reach SC, ST and minority children (boys and girls).

2.17 Discussions with students and teachers also suggested that there was a lessening or even absence of social and gender discrimination within the schools visited. If this impression was correct, then this is a notable and heart-warming finding.

2.18 The JRM also visited one good CWSN centre in Katihar District, and other similar ones have apparently been established (and a total of 28 reported in the State). The commitment of the staff and the District co-ordinator was impressive. However,

it was clear that the effort was not reaching as many children as was required to be reached, and so needs to be extended.

Concerns

2.19 One of the major concerns voiced by both girls and staff in KGBVs was what would happen to the girls after Class 8 (when they were supposed to leave KGBVs to be mainstreamed). Many girls said that once their time in the KGBV was over, they would have to drop out of school, as their families were too poor to support them.

2.20 The same concern was also raised in the RBCs, where both boys and girls and their staff were worried about whether they could successfully be mainstreamed into regular schools when their residential provision was over. The concern was also raised in each RBC visited that the current Rs. 10,000/- per child per annum provision was inadequate to meet the needs of the centres.

2.21 It was reported in one KGBV (in Arar, Sanauhla Block, Bhagulpur District) that there many more eligible girls than places offered (250 compared to 100), given that the KGBV was serving 18 panchayats. Apparently, a written exam was given to the girls and those who scored the highest marks were offered places, while the remainder were offered places in RBCs. It is not clear how older girls who have never been to a school were selected on the basis of an admission test and whether this procedure could have been fair. This raises the issue that the written instructions given by the State to the Districts may not be precisely followed, and need to be monitored more closely. Whether similar activity is taking place in other KGBVs needs to be checked and addressed.

2.22 Concerning Children with Special Needs (CWSN), it is clear that identification of CWSN needs improvement and is below national norms. This has been recognised by the State, which has incorporated into the new household survey deeper questions relating to identification of CWSN, together with a 5% check by resource persons. The results from this will be available by the end of January 2010. Only 410 resource teachers have been engaged in the State, which, while being a big jump from last year, is still far short of the target of 759 – which itself will leave many CWSN children not adequately covered. It was also pointed out to the JRM that the quality and quantity of Braille materials supplied to the centre visited required considerable improvement – for instance, the Braille books were printed on both sides of the thin pages, which apparently made it impossible to read. The JRM is aware that the quality is not a matter for the state, but is centrally prepared. Hence this needs to be taken up at a higher level.

Recommendations

2.23 It is suggested that policy on RBCs needs to be reviewed, in order to ensure that residential facilities may continue for mainstreamed children.

2.24 Policy on KGBVs also needs reviewing, with the suggestion that provision may be extended until class 10 or, even better, class 12. Monitoring of student recruitment as noted above also needs to be carried out to check for unfair violations.

2.25 Special efforts are required to recruit qualified CWSN personnel. Perhaps the net has to be cast outside the state boundaries.

2.26 Since 74% of schools do not have separate girls' toilets, but the enrolment of girls exceeds that of boys, this apparent contradiction to much previous research may need to be explored.

2.27 Given that the gender gap is now adverse for boys, this needs to be addressed. The Chief Minister in a speech at the school function in Vaishali district that the JRM attended spoke along similar lines, and announced that a bicycle for each boy admitted to class 9, as is the practice for girls, would be made available as an incentive for them. Other similar incentives may now be required to ensure gender enrolment in government schools does not get skewed against boys.

Goal 3: All Children retained in EE

Achievements

2.28 The drop out rate (DISE, 2007-08) is reported to be 12.01% at the Primary (I to V) level. The low rate at the Upper Primary level is commendable. From discussions with girls in schools, and the review of attendance and enrolment data for girls (see above), it was notable that the promise of a free bicycle if a girl completes class 8 and is admitted in class 9 seems to be working as a positive incentive for the retention of girls. The reported retention of SC/ST, minority and girl children is also commendable. The upgrading of primary schools to middle schools is noteworthy. The interventions aimed at bringing disadvantaged groups into mainstream education discussed above are all commendable in the light of retaining all children in Elementary Education.

Concerns

2.29 The reported drop-out rate at the Primary level of 12.01% is still very high (and slightly higher than that reported in the previous field based JRM). Indeed, there may be unaccounted for drop-out children, given our examination of class attendance registers in the schools visited. It was notable that there were some children who had not appeared for many months in the school, but had not been taken off the register. These children may be in effect drop-outs not accounted for within the system.

2.30 A related point is the large number of number of children erratically attending classes – with the possibility that such children may end up as drop outs later. In a school visited in Hasanganj Block, Katihar District, in Class I, the attendance register showed, for instance, for July 2009, 8 out of 18 children attending for 10 days or less, out of a maximum of 23 days. For January, 16 out of (now) 23 children had attended for 4 days or less, out of a maximum of 9 days. Interestingly, the picture of attendance was very erratic indeed. For instance, one girl who had not attended for any days in January and December, attended for 11 days in November; a boy who had not attended at all in January had attended for 8 days in December and 13 days in November. Clearly such erratic attendance will impact ability to retain children, and also impacts the ability of teachers to plan and teach properly, with implications for the goal of quality education. Given that attendance is reported (and was observed) to

be lower for boys than girls, this raises particular concerns about future retention of boys.

2.31 Infrastructure is a big concern which will impact on retention of students. The issue of available classrooms (ACRs) has already been noted. Around 43% (29,004) schools are reported to have no available common toilet, while 74% (50,097) schools have no separate toilets for girls and boys (although interestingly this does not seem to be affecting the enrolment and attendance of girls as would be expected). Furthermore, 14% (9,945) of schools have no drinking water facility available. It is noted that the reported civil works under SSA (sanctioned up to 2008/09) have no further drinking water or toilet facilities planned, which means that the current undesirable situation will persist.

2.32 The present ratio of primary to upper primary schools is 2.7:1, against an expected target reported to the last review group of 2.8:1, and which is below national norms.

Recommendations

2.33 The key recommendation is that civil works, including building ACRs, toilets, separate toilets for girls and boys, and drinking water, require urgent attention. The additional classrooms are a particularly acute problem, as their shortage may be leading to low attendance of children enrolled, who cannot be accommodated in the existing space.

2.34 The retention of boys needs special attention, with consideration of incentives and other initiatives that have proved successful for girls being introduced in schools.

2.35 Upgradation of primary to upper primary schools needs to continue apace, to ensure Bihar reaches national norms.

GOAL 4: Education of Satisfactory Quality

Achievements

2.36 The physical infrastructure of BRC and CRC buildings is in place and, in the places observed by the JRM, of a good quality. It was also apparent from site visits that BRC and CRC trainings and the monthly CRC reflection meetings are taking place, and appear to be taking place with regularity. The enthusiasm and dedication of BRCCs and CRCCs and of the resource persons was also noted.

2.37 At the state level, the preparation of the Bihar Curriculum Framework (BCF) 2008 is commendable, as is the fact that Class 1, 3 and 6 books based on BCF 2008 have already been prepared. Teacher training modules have been changed to reflect this move, in the creation of the Bodhi Samvad to replace the earlier Ujala I, II and III modules. Each of these steps will help to improve the quality of teaching and learning. The roll-out of Bodhi Samvad commenced on January 18th, and the JRM was able to observe the first batches of master trainers being trained in the new methods.

2.38 The JRM was told about the ‘paribramhans’, under which children are taken on study tours, which also seemed to be working. This seemed a good beginning to help improve learning. It was also clear that LEP materials had reached the schools visited in the Districts.

Concerns

2.39 The number of available teachers is of concern. The State Government has appointed 52,428 teachers against the State’s vacancies, while under SSA, 1,60,145 out of the target of 2,51,802 teachers (Panchayat/Prakhand/Nagar and HM/GT) have been appointed. With so many vacancies, the Pupil-teacher ratio is 58:1, which is far too high.

2.40 Not only are teacher numbers inadequate, there are many untrained teachers. Of the total of around 3,20,000, the JRM was informed that around 1,40,000 teachers were untrained (44%). It is noted that many of these are being trained – confirmed with discussions in the Districts – on 51 day training courses and in distance mode by IGNOU. Figures given to us by the state indicated that 49,388 untrained teachers were enrolled through IGNOU, against a target of 59,458.

2.41 Teacher absenteeism is also high. The state Survey of Teacher & Student Absenteeism (2008-09) found on its visits teacher absenteeism ranging from 23.69% (first visit) down to 17.35% (third visit), with absenteeism higher amongst male than female teachers. Perusal of teacher registers in the school appeared to corroborate the higher absenteeism figure. This means that about one week per month students can expect their teacher to be absent. This is unacceptable.

2.42 Related to this issue, it was noted that CRCCs also spent considerable time in collecting and collating data for DISE, taking them away from the needed tasks of teacher mentoring and support. Discussions with CRCCs in the Districts suggested at least 25% of their time was spent on data collection activities.

2.43 While it was accepted that the Bodhi Samwad had just commenced being introduced in the districts, awareness regarding the contents of BCF 2008 amongst the CRCs and teachers was disappointingly scanty. The JRM asked for copies of the BCF 2008 in each CRC and BRC, and only found one on their visits.

2.44 It was observed by the JRM at two BRC Bodhi Samvad trainings that the participants were working in a mechanical manner without much clarity regarding a particular activity and the underlying concepts. A superficial feeling pervaded that if the teacher/child was ‘actively’ doing something, then it was ‘good’ teaching, without realizing that the activity was actually producing false outcomes. For instance, in an experiment to measure the increase of length of a plant each day, the trainees were happily measuring the lengths of different plants each day! Or a teacher JRM making a model of the solar system was uncritically pinning coloured balls of the same size, representing planets, on a drawing board, suggesting that each planet is of the same size. There was no discussion or critical examination of these activities – everyone was quite enthused that ‘we are learning by activity’.

2.45 The JRM had occasion to examine the Class 3 language book supposedly based on the new BCF 2008 framework. This was disappointing, with many shortcomings, in pedagogy, design and printing. The book may even appear to be very much in the former methods of teaching, contradicting the aims and content of the BCF. The quality of the paper and the illustrations in particular were also deemed of an inferior quality.

2.46 While TLM materials were found in some of the schools visited, it was not clear that many teachers were actually using them – in most places they were in new and unopened packages. From lessons observed and discussions with children, teachers, headteachers, CRCCs and BRCCs, it was clear that the “talk and chalk” method of teaching still seemed to be predominant. This is disappointing given the efforts that have gone in thus far to attempting to change teaching methods, and suggests that the methods, even under the new Bodhi Samwad may need to be reviewed and enhanced.

2.47 The funding available for paribrahmans was reported to be too low, leaving out most children.

2.48 In the schools visited, there was no evidence that LEP materials are actually used by a majority of the children; however, a report by Unicef, suggested great success with the reading improvement programme carried out under the LEP.

2.49 The supply of textbooks in general is of concern in the schools. The JRM gained details from the district office at Katihar, which illustrated the length of time it would take for the books to reach students: The first 25% of the books (by number) were received by May 25th, 50% received by June 23rd, 75% received by July 19th and the last 25% received by November 15th. Most workbooks were however received in late December. It was curious, however, that when the JRM visited schools, it saw mainly old textbooks being used, which raised the question of what happened to the new textbooks once received in the schools.

2.50 It was also observed that text books were printed on paper which was inferior in quality to the specifications. The JRM was informed that the State has decided to have a third-party evaluation of the whole process of text book printing and distribution, so this may go some way to correcting these problems.

Recommendations

2.51 Whereas the switchover from the Ujala series of in-service trainings to the BCF 2008 based Bodhi Samvad trainings is the right step, more efforts are needed to orient and train teacher educators at all levels, particularly at the BRC and CRC levels, in translating the ‘constructivist’ approach of the NCF 2005 and the BCF 2008 in the classrooms.

2.52 It is recommended that the help of NCERT may be sought to orient and create/strengthen a strong and broad-based State Resource Group that could in turn orient all the district resource groups. In particular, the JRM recommends that the approach to integrated and holistic quality, that includes teaching-learning materials, teacher orientation, assessment methods, attention to children’s language and

knowledge and teacher's behaviour in the classroom, be initiated. The Bodhi Samvad approach may be reviewed from this standpoint.

2.53 The reasons for teacher absenteeism, including the collection of data for DISE and other official and unofficial tasks needs to be examined carefully and acted upon.

3. Financial Management

Staffing

3.1 Findings: Staffing at all levels is perhaps the biggest concern for financial management (FM) in SSA Bihar. Table 1 shows staff norms, sanctioned and filled at State and District levels. These reveal vacancies against sanctioned staff of 38% at the State level and 52% at the District levels.

Table 1 Staffing requirements by State and Districts

Staff	Norms	Sanctioned	Filled	Vacancy (norms)	Percentage	Vacancy (sanctioned)	Percentage
State	8	8	5	3	38%	3	38%
District	148	111	53	95	64%	58	52%
98							

3.2 Salary structure for FM staff seems reasonable. Further regular and necessary trainings have been imparted to existing FM staff. However, the concern is regarding number of staff. SSA indicative staffing pattern (para 83 of the FM Manual) provide for 4 accounts staff at each district. Somehow only two posts have been sanctioned, and vacancies exist even against this lower sanction. A total of 53 staff is manning FM in 37 districts; many districts have just one accounts staff and three districts have no accounts staff. One of these three is Araria where a fraud of Rs78 lakhs is under investigation. A total of 95 accounts staff need to be hired. It is important to note that the approved AWBP (09 – 10) for the state is Rs. 4295 crores (Rs 116 crores per district); the highest in India. Yet its FM staffing is perhaps the poorest among the large spending states. This is resulting in the state not being able to meet the AWPB targets and sub-optimal quality of expenditure.

3.3 The funds in bank for the state as on March 31, 2009 were Rs 1084 crores. Further advances for project activities as on the same date were Rs 2944 crores. Audited expenditure in comparison was only Rs. 1145 crores. The fact that advances were 2.5 times the expenditure needs deeper investigation.

3.4 *Recommendations:* (a) Posts sanctioned at least as per SSA norms; (b) hiring of staff be speeded up: It is noted that 16 account personal and 13 engineering personal have joined the State as of today, which is to be commended; any obstacles to hiring further staff should be removed as soon as possible, and (c) analyse reason for high level of advances.

Salaries

3.5 Findings: Salaries form a large component of the program. For FY 08 – 09 teachers salaries were Rs. 499.79 crores for the state, this is 46.2% of the overall audited expenditure of Rs. 1081.48 crores. Funds flow for salaries through multiple channels as explained below. State Office > District Office > District Superintendent of Education > Gram Panchayat/ Block Education Officer/ Sub Divisional Education Officer > Teachers. Depending on the teachers' appointment terms and location, attendance records are maintained/ salary bills prepared at either the GP or the BEO or SDEO. However expenditure is verified by SSA auditors only on basis of a Utilization Certificate issued by the DSE and the actual records or payments are not verified. Thus internal controls around salaries need strengthening and salary payments are not subject to audit by SSA.

3.6 *Recommendations*: Salary at actual payment level must come under purview of audits; SSA Bihar to report to MoHRD on the present audit arrangements and ensure proper audit coverage.

KGBV finances

3.7 Findings: Rs. 38.20 crores was spent on running of some 380 KGBVs in Bihar in FY 08 – 09. KGBVs are being run in different models, either by NGOs or VSS or by Societies of Mahila Samakhya. However the following weaknesses in governance/ financial management arrangements of KGBV were observed: (a) Poor internal controls increase risk of misutilization – KGBVs being run by NGOs were observed to have provided financial freedom to the NGO with no independent checks from the project/ state government. All cheques are signed by the NGO staff only and neither the warden nor district/ block level officers are made joint signatories; (b) Audits are conducted by Auditors hired by the KGBV, their independence and quality is questionable. Since Statutory Auditors provide an audit based only on these auditors the overall audit assurance is limited. In fact, the auditors' comments regarding weaknesses in bank reconciliations and advances are such that they have virtually issued a disclaimer i.e. not confirmed that audit provides a true and fair view of the state of affairs. During course of the JRM visits to Kathiar it was observed that the KGBV Manihari in-charge (Sanchalak) had made cash withdrawals of Rs 10.89 lakhs during the current financial year and was making most payments (salary, medical, maintenance etc) from his personal ledger account. Many vouchers were not available and the personal ledger (part of the KGBV books) showed irregular payments like loans to NGO members. Complaints from the warden of other unethical behavior are also on file in the District Office; (c) The overall financial statements show advances given by KGBVs of Rs. 44.57 crores (excluding civil works). Normally advances are 20 – 30% of expenditure; however in this case these are 116% of the expenditure reported above. This may imply that either cheques have been issued without incurring of expenditure or there is laxity in submission of expenditure information. This needs immediate investigation.

3.8 *Recommendations:* The process of withdrawal from KGBV bank accounts needs to be reviewed. Some options to be explored might include (each with their own pros and cons): (a) All withdrawals from KGBV bank accounts be signed jointly by a person independent of the NGO, to strengthen internal control; further the state may consider giving limited financial freedom to the Warden e.g. handling of petty cash; (b) KGBV auditors to be appointed by the BSP in Patna to ensure quality, independence; else statutory auditors may audit each KGBV as they cover each district office; (c) KGBVs must be prohibited from making any payments greater than Rs. 5000 other than by an account payee cheque; (d) Scope of Internal Auditors be extended to cover KGBVs; (e) Reviews/ corrective action be taken against KGBVs not following SSA financial management guidelines.

Field visits

3.9 The visits, though limited to the few schools the JRM was taken to, provided useful insights into workings at the districts and the immense challenges the teachers, VSSs, ad-hoc committees temporarily replacing VSSs pending elections, and staff face. Many findings have been shared throughout the note, however the following are important: (a) cash payments – these need to be controlled by issue of appropriate guidelines/ monitoring. While it may be difficult to expect all VSSs to make all payments by cheque, the JRM saw settlement of a caterer's bill by a BRC in cash for Rs 55,000. Similarly all civil works at VSS level are paid for in cash. This increases risk to project funds as well as making it easier for the recipient to evade taxes; (b) training/ monitoring – this has to reach at the lowest level and VSSs provided the necessary support. E.g. the JRM observed (UMS in Kathiar) that while the VSS was very enthusiastic in managing the school, the accounting records were extremely poor (e.g., a signed, blank cheque was found in their possession) and the VSS was very defensive when questioned. Therefore, without hand-holding, even willing VSSs will not be able to maintain reasonable accounting records; (c) releases to VSSs are made by a separate cheque for each grant. This increases the workload of the district office and this should be combined; (d) generally financial information was well disclosed at all schools visited.

Audit process

3.10 Findings: The audit process on SSA suffers from the following shortcomings:

- Trial balance – Upon completion of audit a 'cash trial balance' is prepared for each district. This means that a position of assets and advances at any district is not available. The auditors state in the audit report that '*Opening Balances as on 01.04.08 are not taken in the ledger. All offices have prepared Cash Trial Balance as on 31.03.2009 only*'. This is a highly irregular arrangement and leads one to question the veracity of the audited financial statements. It is understood that this exercise was started a few years ago and has continued.
- Bank reconciliations – in a meeting with the JRM, the Auditors mentioned that at many locations, bank reconciliations are not prepared as on date but only for the year. Therefore old outstanding unaccounted for entries may

have remained hidden for years. This situation increases the probability of detection of frauds and errors.

- VECs spending more than Rs 1 lakh/ year are not being covered in a cycle of 3 years. Actual coverage of VECs by auditors is insignificant.
- Weak internal audit – Coverage of the same is insufficient.
- Audit fee – Considering the scope of work this is extremely low @ Rs 6000/ district.

3.11 Recommendations: (a) a specific team be created to prepare full fledged position of accounts at each district and update bank reconciliations; (b) VECs be covered as per MoHRD guidelines; (c) Coverage (mandays) of internal auditors increased; (d) Revision of ToRs include coverage of VECs; this may necessitate revision of audit fee.

Other matters

3.12 Electronic fund transfer – The state must make all efforts to ensure that as many of the sub-district level entities receive funds using electronic channels (core banking facility) as possible.

3.13 The Tally accounting software is under operation except in seven district offices. This must be made operational at all offices at the earliest. Also printed reports from the software may be retained and subject to audit.

3.14 Response from the state to the IPAI findings as well as some of the previous year's audit report is still awaited by MoHRD.

INDIA
SARVA SHIKSHA ABHIYAN
ELEVENTH JOINT REVIEW MISSION &
MID TERM REVIEW
January 15 – 29, 2010

CHHATTISGARH STATE REPORT

0. Introduction

A Joint Review Mission team comprising Malini Ghose (GoI) and Aashti Zaidi Hai (DFID) visited Chhattisgarh from January 17 to 22, 2010 to review progress in the implementation of Sarva Shiksha Abhiyan, the flagship elementary education programme of GoI.

The team had discussions with Secretary (Education), Mission Director, officials from State, District and Block level Programme Offices, officials from District and Block Education Offices, Resource Centre staff at the Block and Cluster level, members of Jan Bhagidari Vikas Samitis, Head Teachers, teachers, children, parents and community members from two districts, Dhamtari and Mahasamund. The team would like to acknowledge the support of the SSA team at all levels for the extensive discussions and detailed documentation and also for their openness, hospitality, commitment and kindness throughout and in preparation of the Mission.

The team assessed progress made towards reaching the four SSA goals – access, gender and social equity, retention and quality. It also looked at programme and financial management, procurement and civil works. The report is based on information presented by SSA, review of documents including the results framework as well as field visits to two districts – Dhamtari and Mahasamund. (Details of the itinerary are included in Annexe 1).

1. Overview and Key Issues

Chhattisgarh has made considerable progress with regard to the provision of universal elementary enrolment for all children in primary and upper primary schools. While enrolment figures have increased for marginalised communities, a majority of out of school children (58%) are ST. Concerted efforts are being made to reach unreached children and bring them into the mainstream. The State reported that the access to education in Naxal affected districts of Bijapur, Bastar, Dantewada, Narayanpur, Kanker, Rajnandgaon and Sarguja had been significantly affected.

Several efforts are being made to bring girls and children from marginalised communities into the school system. The KGBV scheme is being used effectively but needs to be enriched by adding curricular content outside academics that is relevant for adolescent girls and is aimed at their empowerment and confidence building. State is also working to increase CWSN identification and enrolment, but the services provided are presently inadequate and require a lot of capacity building. Given that 58% of the out of school children are STs, efforts in the area of MLE in early classes and an extension of successful strategies like dormitories need to be made on a

priority basis. Data on the education of Muslim children is absent in the reports and needs to be included.

Retention and transition rates have shown improvement. However, the problem of absenteeism and poor and erratic attendance are areas that need to be worked on in the next phase.

The Mission team noted that the State has now started addressing quality issues and that over the past couple of years several new strategies have been initiated. Many of these have shown results on the ground. Overall, improvements in the school environment, infrastructure, etc. are visible and now the attention needs to be on looking at what is happening within classrooms. The State has also recognised that equity issues must be incorporated as an integral part of the quality agenda and is planning to work on that systematically.

The Mission team noted that quality issues have been given a priority in the past two years. Several measures have been undertaken that have had a positive impact. Some of these are rationalisation of teacher deployment and recruitment of new teachers; curriculum and textbook renewal according to NCF 2005; steps to revise training curriculum; initial steps in gender training; systematic creation of libraries and several interventions to improve the school environment and teacher motivation. Some of the areas that require attention are quality improvements of training and assessing its effectiveness; improving classroom pedagogies; setting in place a system of continuous evaluation and adopting a no detention policy and ensuring women's participation in school management forums.

SSA Chattisgarh has designed and implemented several activities. However Mission members felt that the mode of thinking had become structured around the various components. There is need now to balance delivery on targets within specific components with developing an integrated holistic programme. Inter-linkages between the different SSA goals need to be established. The SSA programme, in general, should facilitate a process of thinking beyond the prescribed list of indicative activities within components.

2. Progress towards the Achievement of Goals

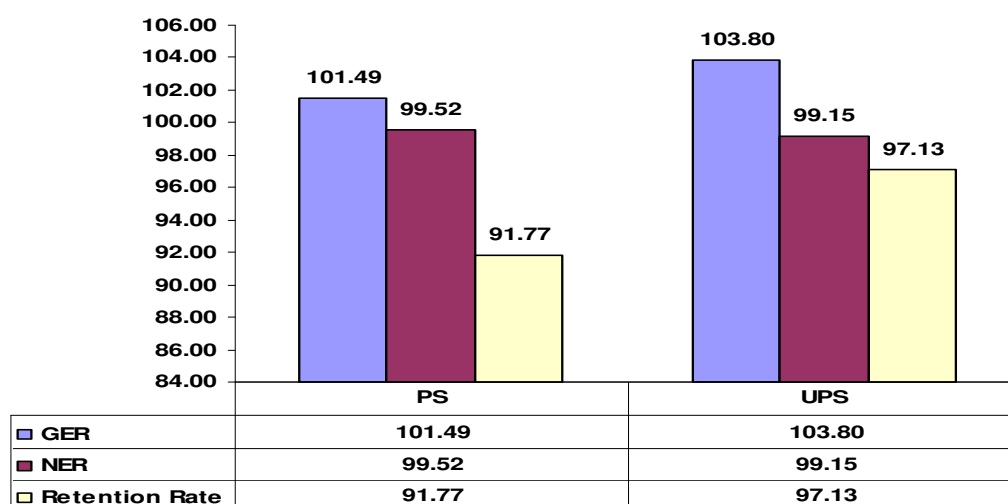
2.1. Goal 1: All Children in School

Achievements

2.1.1 Enrolment. Chhattisgarh has made considerable achievement with regards to the provision of universal elementary enrolment for all children in primary and upper primary schools. Primary schools within 1 km and upper primary schools within 3 km have been provided in almost all habitations. The State reports that barring the four districts of Bijapur, Bastar, Dantewara and Narayanpur, which are Naxal-affected, the other four districts have an adequate number of Upper Primary schools (with a reported ratio of 2.1:1).

2.1.2 Gross Enrolment Rates at the primary level are reported at 101.49% and for upper primary at 103.80% for 2009/10 according to AWP&B data. Net Enrolment

Rates for 2009/10 are reported at 99.52% for primary and 99.15% for upper primary levels. Net enrolment reported in 2007/8 was 94.47% for primary and 92.32% for upper primary.



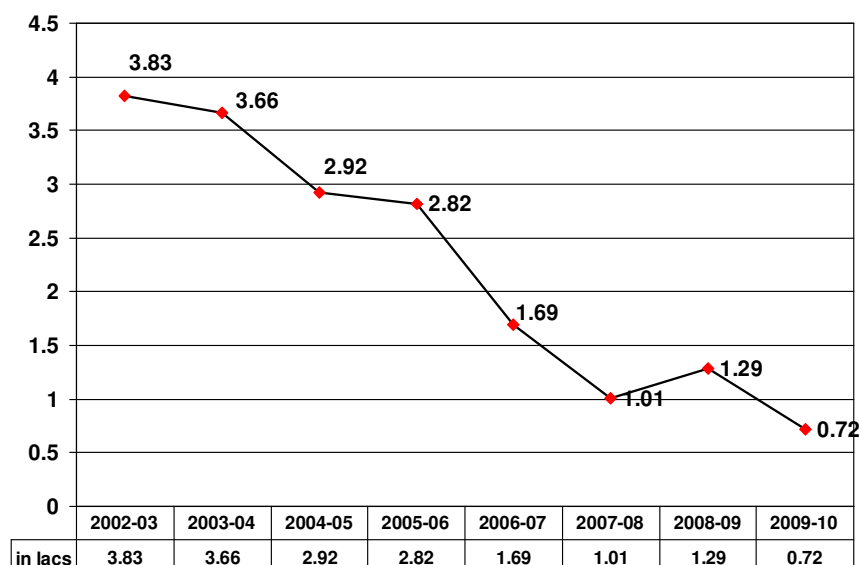
Elementary Enrolments 2007-2009				
Enrolment	2007/8	2008/9	2009/10	Census 2001 Total Child Pop
All	4,477,470	4,671,393	4,744,486	4,772,921
SC	2,160,974	666,869	673,487	690,491
ST	311,796	1,464,091	1,525,346	1,542,519
Minority	658,207	67,793	82,474	53,540
CWSN	5,226	41,672	43,796	95,459
Source: Planning Tables, AWP&B 2009/10				

2.1.3 As the table above illustrates, the total enrolments have continued to rise. Current enrolments indicate numbers higher than the 2001 Census population. Mission members noted that campuses where primary and upper primary schools (and often times an Anganwadi centre) were co-located were successful in retaining their students at least till 8th standard.

2.1.4 Out of School Children. According to the 2009/10 AWP&B planning tables, approximately 72,000 children remain out of school in 2009/10. This represents 1.51% of the total child population of 4.8 million. The majority of these children (58%) are ST.⁷

⁷ These numbers are not consistent with the findings of the 2009 independent study conducted by IMRB which found that approximately 132,500 children are out of school, representing 3.24% of the total child population. Note that the reported child population numbers differ for the studies. Chhattisgarh reports child population of 4.8 million while IMRB reports a child population of 4.08 million.

Out-of-School Children



Source: AWP&B Planning Tables

Unsatisfied with the existing definition of ‘out of school’ (a child not enrolled in school in the past 6 months) the state decided to revisit the issue. In particular, it was felt that the official calculation of ‘out of school’ children was inadequately capturing the ground reality where children are enrolled in the system but not attending regularly. Therefore, the state facilitated a Household survey in June 2009 which found that 205,000 children are “out of studies” – a term coined to represent children who have not been in school in school in the past 1 month. This captured both those children who are never enrolled (a tiny percentage) as well as those who are irregular enough not to sit for half-yearly or annual exams. Based on these findings, approximately 150,000 children were mainstreamed into formal schools, while an additional 40,000 are attending RBCs or NRBCs.

2.1.5 To follow up on these children, a Child Tracking System has been developed by the MIS Department and data has been made available online through <http://cg.nic.in/ssanew/>. The data is updated at the district level on the basis of participation in quarterly, half-yearly or annual examinations (a proxy for attendance). Monthly progress on these out of studies children is being monitored by the Education Secretary and the State Programme Director through meetings with District Programme Coordinators.

2.1.6 As described, the state appears to be making great efforts to reach under served and out of school children from marginalised communities including girls, SC/ST and CWSN. Details on these efforts are provided in the following section. They are also reaching out to those children, who as a result of their geographic location have previously been out of school or have had to drop out. In all these cases,

there is an effort to mainstream the children to the 5th or 8th Standard, upon satisfactory results in Board examinations.

2.1.7 Access in Naxal-Affected and Remote Districts. Educational access in Naxal affected areas has been significantly affected. DPOs from these districts reported that the situation was very difficult and people were working under constant feeling of fear. SSA staff has very little mobility, especially in remote areas. Teacher attendance is low. It was reported that several hundred school building had been destroyed by Naxals and a number of schools were being used by the forces severely impacting the access to education for children. The data given to the Mission on closed or damaged schools is below.

District	Closed and damaged schools	Schools occupied by forces
Bastar	12	10
Narayanpur	135	2
Bijapur	273	31
Dantewada	185	5
Kanker	50	3
Rajnandgaon	01	04
Sarguja	05	01
Total	662	56

2.1.8 In the 11 Special Focus Districts, there are specific schemes to address the out of school population. In Naxal-affected districts of Dantewada and Bijapur, RBCs are being conducted under the Porta Cabin scheme (prefabricated Bamboo structures provided in partnership with the National Bamboo Mission) for the approximately 40,000 out of school children (2006) in those areas. Also in Naxal-affected areas, a NRBC run by an NGO is reaching 1000 drop outs from a Special Primitive Tribal Group.

2.1.9 In areas of Chhattisgarh that are particularly hard to reach or remote, the state has established 1370 Gyan Jyoti Vidyalayas where at least 10 children are available. Of these 1370, 380 are being upgraded into mainstreamed schools.

Concerns and Recommendations

2.1.10 Enrolment. There is a concern that the rise in the numbers of children enrolled in primary and upper primary school since 2007 may not yet be matched in scale by a corresponding increase in upper primary school buildings and/or additional classrooms. The Mission team visited 7 upper primary schools. While the majority (5) upper primary schools had adequate teaching staff and classroom space, two of the schools (which were cited by the DPO team as representing the 'average') had over 60 children per classroom, sometimes as high as 86 students in a class. The Mission team suggests that SSA provide additional classrooms or sections along with additional teachers to address the problem of overcrowding

2.1.11 Out of School. The out of school survey conducted by the state in June 2009 arrives at a far larger number of out of school children in comparison with the IMRB

survey. The modified definition of 'out of studies' manages to capture far more students and provide analysis on their reasons for drop out. The concern would be in the triangulation of data between various sources (AWP&B, IMRB and state study) and which source would be used in future planning efforts. The Mission team cites the study as a strong effort on the part of the state to reach and monitor those children who are not yet regularly attending school. However, the state needs to derive a comprehensive strategy to address the remaining out of school children. These 'last mile' or hardest-to-reach children will require micro-planning for individual interventions, perhaps in collaboration with the community.

2.1.12 The efforts to track the mainstreaming of children from RBCs or NRBCs when they enter into formal schools should be systematised and strengthened. This should include initial follow up, but also consistent monitoring of attendance and particularly, monitoring of academic progress. It seems likely that such students may require additional academic support, therefore coordination with the CAC would be necessary.

2.1.13 In areas affected by Naxal violence strategies that have worked like the RBCs and KGBVs should be extended. With regard to KGBVs, capacities should be expanded, and the possibility opening of additional KGBVs both in conflict affected blocks could be considered on a case by case basis. The number of seats in Ashramshalas could also be expanded. The Mission team strongly urges that steps be taken to ensure that school buildings are not used for purposes other than education.

2.2 Goal 2: Bridging Gender and Social Category Gaps

Achievements

2.2.1 Gender. Girls represent 48.85% of the population in Primary school and 48.33% in Upper Primary School for 2009/10; both increases from the previous year. The Gender Parity Index at the primary level is 0.96 and at the upper primary level it is 0.93. A total of 93 KGBVs are operational in the state, out of which 89 can support 100 girls; the remaining 4 are able to hold 50 girls. With a total capacity of 9100, the schools are currently enrolling 9043 girls. The Mission team visited two 100-seat KGBVs, one in each district. The NPEGEL programme is active in 14 districts where 1059 Model Cluster Schools or Saheli Shalas are being run. A total of 673,574 girls are being covered through the programme which includes the following components: Balika Melas, Maa-Beti Sammelan, vocational training, computer training, riding bicycles, educational tours, life skills and free uniforms for BPL girls. While The Mission team did not visit existing NPEGEL programmes, it did visit an Upper Primary School where NPEGEL was active till recently.

2.2.2 Education of SC/ST children. Based on the 2001 Census, ST children represent 32.31% of all children in the 6-14 population, while SC children make up 14.47%. The latest AW&B data suggests that 32.15% of ST children and 14.20% of SC children are enrolled in formal school. Again, these numbers represent an increase from the previous year. To make learning more relevant for these children, textbooks have been developed in five local languages, Gondi, Halbi, Kuduk, Surgujia and Chhattisgarhi, and are being piloted in 1500 primary schools. The Mission team did not see any of these textbooks. A total of 39,056 RBCs and 8,507 NRBCs are being

run to mainstream children, the majority of whom are SC/ST or OBC. Ashramshalas, run by the Tribal Welfare Department, also provide residential programs focused entirely on SC/ST children. The Mission team visited 2 RBCs and 1 Ashramshala.

2.2.3 Educating Children with Special Needs. The progress in identifying CWSN children remains slow, especially for those children who are learning disabled. Latest data suggests that only around 46,153 children have been identified of which 45,196 children are enrolled in schools and a further 517 are in RBCs. A further 187 students (most of whom have multiple disabilities) receive home-based education. The Mission team visited two RBCs, one in each district, that were focused on meeting the needs of primarily out of school Children with Special Needs (CWSN). There was a caring atmosphere in both programmes and the children seemed happy. TLM and other material was available.

2.2.4 Education of Muslim Children. The population of Muslims in Chattisgarh is 2%, according to the census. According to DISE the enrolment rate at the primary level in 2008-09 was 0.21% and 0.24 at the Upper primary level, which is below their share in the population. To support the education of Muslim children the state provides Urdu textbooks and the SSA programme supports Madarasas in a variety of ways including the provision of school maintenance and TLM grants, school text books, teacher training and provision of the Mid-Day Meal. The Mission team visited a school managed by the Madarasa Board with a significant enrolment of Muslim children, which also enrolled children from other communities. The educational programme was identical to any primary school, with the additional study of the Urdu language.

2.2.5 Reaching Urban deprived children. Out of School urban children have been admitted into night shelters; Though called 'shelters' these are night schools (non-residential) for working or out-of school children. In 2009/10, there are 18 such shelters in which approximately 637 children are studying. A survey is planned for April 2010 to re-evaluate the needs of such children in 7 of the big cities in Chhattisgarh. The Mission team visited one such shelter in Raipur which was serving 70 children, all of whom were caring for their siblings during the day while their parents were working or may be otherwise employed in various capacities.

2.2.6 Migrant Children. Providing residential facilities is the main strategy for addressing the needs of migrant children. Besides the RBCs etc. there are dormitories located near primary and upper primary schools that provide hostel space for migrant children. In 2009/10, approximately 1200 children were kept in 12 dormitories focused on children whose parents have migrated for seasonal or year-round work. The Mission team visited one such programme serving 50 children. Originally intended to provide temporary shelter for 3-6 months, the programme is functional year round after learning from experience that children seldom returned to school once they left.

Concerns and Recommendations

2.2.7 Gender. The Mission team acknowledges that KGBV are playing an important role in serving the needs of girls from marginalised backgrounds. However, The Mission team has the following suggestions to improve the programme:

- The education provided needs to be more holistic and go beyond the traditional curriculum. There is a need to empower the girls in KGBVs through leadership training and consciousness-raising. After the Meena Munch programme ended in both KGBVs and NPEGEL schools, discussions around gender do not appear to be happening in a concerted manner. Moreover the content of such empowerment programmes should address the needs of adolescent girls, and teachers should be provided additional training especially in this area. In general, KGBV teachers should be provided gender orientation training.
- The KGBV space is a very formal space where a great deal of emphasis was placed on academics and maintaining discipline. As the girls attending are from rural backgrounds efforts to make the space more in-formal and in tune with their backgrounds is suggested.
- Mahila Samakhya is successfully running KGBVs in several states and could be visited for exposure and assistance. Several other NGOs have significant experience in developing curriculum and modules for adolescent girls. The State could explore collaborations.

2.2.8 The various components of NPEGEL need to be revisited. Several activities are conducted under NPEGEL but its impact was not very clear. In the one block that the programme was being implemented till recently, the Mission team did not see evidence that the programme that any of the content issues on gender had been mainstreamed. Gender concerns were limited to Meena Manch and once that programme was over there was nothing to take that forward. Attention needs to be paid to ensuring that interventions undertaken as part of special schemes are mainstreamed within on-going school and classroom practices.

2.2.9 SC/ST Children. The Mission team looks forward to the piloting of the multilingual education programme in 1500 schools. Also, informal conversations with State officials indicated that there was also a possibility of providing all 1st and 2nd standard education, including textbooks, in the local language of the community. The aspect of discrimination in classroom spaces was specifically been addressed or discussed by the programme. This is an area in which the programme must be vigilant.

2.2.10 Children with Special Needs. There continues to be a need to refine the techniques for identifying children with disabilities. The numbers of CWSN remain low as a percentage of the population (much lower than the nationally accepted figure of 2.1%). The Mission team suggests bringing in experts to work with teachers on the effective identification of children with special needs – both within RBCs and schools. Discussions with teachers at RBCs suggest that there is a persistent need for specialised training on successful strategies to teach children with special needs, given that teaching a child with limited vision is far different than teaching a deaf child or one with an orthopaedic impediment. The mobile resource persons, who are qualified in these areas, are not able to reach all the schools or provide that kind of training.

2.2.11 Muslim Children. There does not appear to be any focused efforts to reach Muslim children. Unlike with other marginalised communities, SSA Chhattisgarh does not appear to have an understanding of the educational needs and realities Muslim children. It was unclear to the Mission team why the school visited was considered a 'Madarsa' when it did not provide any religious education. Moreover, it did not appear that the school received any academic support or access to teacher training. As a recommendation, the Mission team suggests more focussed attention being paid to addressing the educational needs and challenges of Muslim children and progress should be reported on.

2.2.12 Migrant and Urban deprived. The provision of dormitories should be extended as they are effective and the norms revised (the present norms for food and other provisions is very low). Also noted by the Mission team was an urgent need to provide additional academic support to children in night shelters and dormitories. Though their intention may have been stop-gap or temporary they have evolved into year-round programmes that are providing crucial services to some of the most deprived children.

2.2.13 Migration (in and out) is a significant issue that impacts education provision in many ways (besides access, issues of language, content etc.). Children of migrant families are educationally among the most vulnerable. The reasons include rigidities of existing institutional arrangements, lack of capacity physical/pedagogic or simply the sheer challenge of identifying these children. The Mission team recommends collection of available data and analysis of information on migrant children to understand patterns of migration and their experiences of the school system to address specific needs for better planning of their education.

2.2.14 The issues of serving urban deprived children are an area where work is at an initial stage. Significant efforts will need to be made to understand the urban context. In the night shelter, several children of school going age were working during the day to support their families. Concerted efforts to enrol them in school, by overcoming resistance of parents, continue to be important.

2.2.15 Children in conflict areas. It was shared with the team that all the KGBVs, RBCs and Ashramshalas in Naxal-affected areas were running full; that they offered a secure and safe environment for especially older girls to get an education. Given this, the Mission team would recommend that the state look into the possibility of adding more such facilities in these areas. Feedback from DPO staff suggests that such institutions were able to more successfully enrol and retain students when they were located in an accessible area – near a main road for instance. It was further suggested that the physical infrastructure of these buildings should also address the unique context in which they are situated; including use of semi-permanent bamboo structures or semi-open spaces with tin roofs. Revisiting the design parameters in such specific cases is recommended. In addition to the need for flexibility in relation to access and pedagogies that enable learning, such children face problems of physical safety and psychological trauma. There is hence need for multi pronged efforts and out of the box thinking in order to facilitate the education of children for whom school must be a safe place – physically, psychologically and socially supportive. The tracking of these children and efforts towards facilitating their education in regular schools will also be necessary.

2.3 Goal 3: Universal Retention

Achievements

2.3.1 Retention rates, according to the Results Framework (AWP 2008-09) at the primary level have gone down from 95.29% (2008-09) to 93.37 (2009-10) and for the elementary level it has gone up from 94.2 % to 95.25%. According to data provided, the gender difference is not significant.

2.3.2 The Mission team noted that there has been a steady improvement in transition rates from primary to upper primary levels. The transition rates for primary to upper primary improved from 91.37% (2008-09) to 93.37 (2009-10) (source Planning Table).

Concerns and recommendations

2.3.3 Student absenteeism continues to be a problem area and is recognised by the state as being one of the issues that needs to be systematically addressed. Attendance rates as per the QMT reports (as provided in the Results Framework) shows a dip in both primary and upper primary levels (95% in 08-09 to 75% in 09-10) and upper primary from 95% to 80%.

2.3.4 A quick scan of attendance registers, revealed two patterns – irregular attendance and long-term absence. For the month of January on an average 3-4 children (sometimes as high as 8-10) were absent every day per class. For the school as a whole the number of absentee children on a particular day is quite significant. The reasons for irregular attendance should be probed as it should be a warning of potential dropout. The other challenge was long term absenteeism (which should qualify as drop-outs). These are children who have either migrated or opted out of the system for reasons which may be very varied – from being overage, lack of interest to social and gender problems. Mission members heard cases of over-age students who had dropped out and had not attended school in months or girls who were being prevented from attending school for economic reasons. In these cases, it is not always possible for an individual teacher to convince students or parents. Community awareness and building to raise consciousness; additionally, in cases where convergence with National and/or state programmes is possible (with Mahila Samakhya, for instance) those convergences should be fostered. In particular, long term absentees may require different strategies.

2.3.5 Data on class wise enrolment at the school level generally shows a declining trend in upper primary levels (from class 6 to 8). The reasons for this have not been studied closely by the team. Teachers identified migration and repetition/detention (overage children often drop out). Instead of detention, alternative measures should be instituted to support these children as well as a review of the remedial teaching programme that is meant to precisely take care of such issues.

2.3.6 The team was provided with a short study on attendance patterns in 2008-09 conducted by SSA in 4 districts. The study also looked at trends in repetition (as repeaters were those with poor attendance) in 400 schools. The data shows declining trend with repeaters being highest in Class 1 (39%) and Class 5 (5%), with no significant gender difference. The reasons provided are children's involvement in

work and no pre-school exposure, which affects attendance and hence performance. The underlying reasons need to be analysed further, in terms of other reasons like age-appropriateness, curriculum load as well as teaching quality at the lower levels. Retention and attendance cannot be isolated from quality issues. In addition, in keeping with the RTE framework where no detention will be permitted, more effective methods for supporting children academically will have to be devised. The Mission team is also concerned about the quality and effectiveness of the remedial teaching being provided.

2.3.7 The Mission team therefore recommends that SSA Chhattisgarh must tackle the problem of attendance. The state has reached a stage where enrolment rates are nearly universal therefore the reasons for drop out are often specific to each child or more localised. In several of these cases, generalized strategies that are in place are not helping and require case-by case responses. Therefore, micro mapping and planning exercise using participatory methods (not the usual survey method) and involving the school, parents and community members can be done and collective strategies be devised. To respond to some of the problems may require support of other agencies, PRI and community level intervention and the school community as a whole.

2.3.8 The community level committees must be urged to focus on monitoring this aspect far more sharply. To monitor progress, it would be useful if reporting and data on retention and attendance was also regularly done for other social groups as well.

2.4 Goal 4: Education of Satisfactory Quality

The Mission team noted that the State has now started working systematically and seriously on quality issues and that over the past couple of years, several new strategies are being piloted. Many of these have shown results on the ground. Overall, improvements in improving the school environment, infrastructure etc. are visible and now the attention needs to on looking at what is happening within classrooms. The State has also recognised that equity issues must be incorporated as an integral part of the quality agenda and is planning to work on that systematically. Some aspects of quality are reported below in greater detail.

Teachers

2.4.1 Teacher availability: The PTR rate for primary is 38:1 (AWP&B Data 2009/10), an improvement from 40:1 in the previous year. At the upper primary level it is 28:1, which is an increase from the previous year (27:1). There are no districts with PTRs above 60. Though the PTR rates are within limits, as these are aggregate rates, at the school and classroom level overcrowding was observed in several classes, especially at the upper primary level by the team. In all schools teachers are teaching multiple grades, and in some cases managing classes in different rooms. In such situations, the focus is on the 5th grade as this is an examination year and teachers are concerned about getting good results. This emphasis on the 5th grade exam (teaching for the exam) needs to be re-looked at in light of the data showing high levels of repetition at lower grades. The system should move towards evolving continuous and comprehensive evaluation mechanisms.

2.4.2 Teacher rationalization/redeployment undertaken in July 2009 is a significant achievement. This has led to a reshuffling of teachers and in many cases vacancies, especially at the Head Master level. Recruitment of new Shiksha karmis through competitive exams has been undertaken which is expected to fill the shortfall and all vacant posts are likely to be filled by mid-February, again an important step.

2.4.3 The teaching force has two cadres – shikshas (state government appointed regular teachers) and Shiksha karmis (who are appointed as regular teachers and perform the same function, but on a lower pay-scale). Recruitments are now made only of shiksha karmis and the regular teacher cadre is being phased out. The presence of two streams poses is problematic -- at the school level there is resentment and negatively impacts the working environment and motivation levels. Shiksha karmis recently went on a month long strike, which has delayed several activities and there has been a loss in teaching time. The problems are yet to be resolved and resentment is still simmering and a speedy solution is desirable to prevent a slide on the quality gains that have been made. Informal conversations indicated that the state would look into a possible plan to convert Shiksha karmis to shikshas over time, given achievement of defined parameters. No timeline has been set.

Training and academic support

2.4.4 In-service training (20 days) was provided to 106017 teachers (84.06% of target); Induction training (30 days) to 9746 teachers (79.3 %). And 7951 (96.76%) untrained teachers were provided training (for 60 days) through IGNOU. There is a backlog in completing teacher training attributed to elections as well as the Shiksha karmi strike.

2.4.5 In general, the quality of the trainings being provided requires improvement. The training needs to be qualitatively monitored as the cascade model leads to dilution at different levels. For induction training pre- and post-training assessment has been instituted. However, there are no mechanisms to monitor how training content and pedagogy gets actually translated into effective classroom practices. For instance, the induction training is activity-based, however, the team did not see any of these being used in any of the classes visited. Several teachers reported to Mission members that they not find the trainings very effective. There was very low recall of learning at the previous in-service training received. The quality and effectiveness of the IGNOU programme is yet to be assessed. The in-service teacher training component needs to be overhauled. There was a repeated concern at State, District and Block levels that the provisions for teacher training was inadequate to conduct residential trainings and provide follow up resource materials.

2.4.6 The work on gender training has only just begun in collaboration with Nirantar a women's group. A group of Master trainers were prepared who are now further conducting the training at block and cluster levels. The Mission team met some of the MTs who said that the training had enabled them to think afresh on several issues. However, they faced resistance when conducting training and expressed the need for additional training and support.

2.4.7 The Mission team felt that the work on gender was a much needed and a welcome beginning however they were concerned that equity (gender and other social

issues) issues continue to be seen as add-ons. They recommend that that equity issues (gender and other social equity issues) be included with induction and other training processes as well as the DIET curriculum. The Mission team recommend that trainings should place greater focus on developing critical thinking skills amongst the teachers as well as bringing about attitudinal changes. The curriculum for the induction training has been modified by SCERT but has not begun to be used. The team did not review this curriculum but such a review process can be undertaken, especially with a view to strengthening the equity aspect, which is a relatively new area of work for the state.

2.4.8 The SCERT has played a very active role over the past few years. There appears to be a great deal of convergence between the SSA SPO and the SCERT, a factor that has resulted in the development of several training modules for SSA staff, including teachers and improvement of elementary level textbooks.

2.4.9 Leadership and team development. The team interacted with several teachers who appeared motivated as well as Head Masters who have been able to provide a leadership role in transforming a school. Meeting such individuals was extremely uplifting. In most such exemplar schools a good team spirit was observed. The challenge is to convert these individual cases of excellence to a more widespread process of creating leaders within the school cadre. A leadership and team development intervention at the cluster level should be instituted, which should include a leadership training component. At each cluster a core group of teachers and headmasters could be trained on an ongoing basis.

Academic support

2.4.10 The task of providing training and on-going academic support is entrusted with BRCs and CRCs. Steps have been taken to revitalize BRCs by reducing administrative work. CACs and Master trainers have been reappointed after screening and the Block, district and state resource groups have been reconstituted in accordance with the new quality parameters being introduced. The quality of academic support being provided by CACs needs to be improved. The mode of providing advice or giving feedback is not sufficient to bring about qualitative changes in classroom practices. CACs must play a more active role in actually demonstrating how classroom practice can be transformed.

School and classroom environment

2.4.11 The Mission team noted that steps to improve the overall school environment have borne fruit as these indicators have also been monitored regularly. The Mission team members observed that wall paintings were evident in all schools. There is an overwhelming presence of religious iconography. Such spaces can be deployed for educational visuals so as to make the school space inclusive and reflective of diversity. Charts (numbers, alphabets, fruits etc) that are available in the market were visible on the school walls. However, these are standardized charts and children lose an interest in them and they eventually have a decorative value. The team suggests that in addition to these, efforts can be made to involve the children more actively. Children could develop posters on a regular basis and creative posters drawn by children can be selected and printed.

2.4.12 Several examples of Head Masters taking an initiative in improving school environment were evident. Many schools visited had gardens, which have been developed in participation with the community. In some schools, 'tyre swings' were evident. The playgrounds can be further developed. In some schools in the tribal block, active headmasters had taken the initiative of building circular sitting areas called 'conflict huts' which were developed and used for counselling students, for visitors to sit or as reading spaces. Such efforts can be upscaled.

2.4.13 All schools had separate girls' toilets. One of the major problems is the lack of running water (however, hand pumps were available in most schools). This poses a significant problem for girls in the upper primary classes. Efforts to tie up with the Public Health Department and the Total sanitation campaign have been made to address the problem of water; this is a very successful example of convergence. However, overall cleanliness of the toilets needs greater attention. The lack of boundary walls was again mentioned as a problem area.

Curriculum, Textbooks and reading material

2.4.14 Progress on distribution free textbooks is nearly 100%. All children had textbooks and had received them in a timely manner.

2.4.15 Textbook renewal has been undertaken according to NCF 2005 with the involvement of SCERT and NGOs with relevant expertise (Eklavya, Digantar and Vidya Bhawan) in 2008. The effectiveness of these textbooks at the classroom level can be studied and changes made when necessary. A curriculum framework and syllabus based on NCF 2005 is also available.

2.4.16 TLM was visible in most schools. Many teachers had used TLM grants to purchase models, small games etc. In some schools learning corners with science equipment had been developed. The team recommends that teachers be required to post how their grant was allocated in their classroom to facilitate social audit. In fact, the team recommends that expenditure on all school grants, particularly with reference to recurring grants (maintenance, school and TLM) be displayed publicly in the school.

2.4.17 All schools visited by Mission members had libraries, books were displayed and in many cases time (weekly) had been allocated for library purposes. The next step would be to make libraries effective. Teachers need to be trained to conduct interactive reading sessions and in storytelling. Teachers themselves must read the books in the library. Books for early reading need to be increased. A series of locally written stories written by teachers and children can be developed. Developing storybooks in local languages should also be encouraged.

Pedagogy and classroom practices

2.4.18 The Mission team members observed several classes and noted that the predominant mode of teaching is direct instruction – to recite from the textbook and use the blackboard. Work on making the pedagogy more interactive must be done in a focused manner. TLM though available is not being used regularly in the classroom.

Presently, the TLM grant is used to purchase material. Efforts should also be made to equip teachers to develop TLM on a need-based and on-going way. Classroom sitting arrangements (vertical or horizontal rows) are not conducive for interactive, peer teaching learning processes.

2.4.19 Multi-Grade-Multi Level learning (an adaptation of ABL) has been introduced as a specifically designed package for classes 1 & 2. However, it is crucial that the principles underlying multi grade and level teaching be introduced in all classes. In every class there are children with different paces of learning and in the context of mainstreaming from RBCs and other alternative programmes, the levels of learning vary significantly and must be taken care of within the regular classroom. For children learning at a slower pace everything cannot be relegated to remedial teaching.

2.4.20 RBCs are being run as schools not bridging programmes. The pedagogy used in bridging programmes is meant to be multi-level and based on group and peer learning. Regular textbooks are being used, though a bridging curriculum is available. As the children stay at night, and several are older girls or boys, alternative curriculum content should be developed. The Mission team suggests that pedagogy and material currently being used in RBCs must be changed.

Monitoring Quality

2.4.21 A draft Quality Monitoring Framework has been developed on the lines proposed at the national level. This still needs to be finalized. The Mission team members suggest that the framework include equity as a cross-cutting issue.

2.4.22 ADEPTS (Advancement in educational performance through teacher support) is being used across the state. Fifteen parameters are being monitored, based on which schools are graded (at four levels). This is seen as a way of motivating teachers to perform better by instilling a sense of competition. Based on ADEPTS, a more detailed system divided into four levels and with 300 indicators has also been developed. This system is however, not that well understood at the field level and the Mission team members suggest that the different formats – especially the need for 300 indicators – be rationalised. Building on ADEPTS a new initiative has been started called Prerak Shala. As part of Prerak Shala exemplar schools in terms of quality are being developed at the cluster level. Other schools in the cluster are meant to learn from this school by example. A grading system of schools has also been initiated in order to motivate schools to do better. Mission members would like to express caution that grading can very quickly become not a motivating but a punitive system which needs to be guarded against.

Learning achievements and learning enhancement programmes:

2.4.23 The Nationwide Learning Achievement survey indicates that Chattisgarh is one of the low performance states (significantly below the national mean) in Classes 3, 5 and 8 and in all subjects (Maths, Language, EVS, Science, Soc Sc.). The state has also conducted a learning achievements study with the help of UNICEF and Educational Initiatives, Ahmedabad. The results are still awaited.

2.4.24 A variety of learning enhancement programmes are being provided to improve learning results. Some of these are:

- MGML. This programme has recently been introduced and it is too early for any evaluation. However, teachers and BRC members are enthusiastic about the programme. Early steps should be taken so that the teachers are compelled to innovate and are not bound only to the activity cards that are provided.
- English Language Training. There are several ongoing initiatives to further develop and improve English language skills at the elementary level. Radio programmes for English and Social issues have been developed by EDC and are being used regularly in schools. Though meant to be interactive, the sessions the Mission members observed did not appear to be so. However, the programme was appreciated as providing an environment to listen to English, especially where teacher skills in speaking English might be limited. The programme has been in operation for a while and can be reviewed and modified accordingly. The English Language Teaching Institute (ELTI), a cell within the SCERT programme, was also providing training to Master Trainers for the teaching of English as well as initiating the training of teachers at the Block level in developing school-level English Language Learning Clubs.
- Four hundred schools at the primary level and 2220 in the upper primary level have started CAL programmes. Members noted that children were enthusiastic about using computers though they are at present not being used to support academic work. Separate computer classes are held for which a resource teacher comes to teach. For computers to enhance learning it must become an integral part of teaching-learning processes, and regular teachers should have computer skills to facilitate this.
- Remedial teaching forms a significant part of learning enhancement programmes. However, there appeared to be no clear strategy for remedial teaching. The classes are mainly in the nature of extra tuition classes, specific learning problems are not addressed.

Community Mobilisation

2.4.25 Mission members noted positively that the community's involvement with the school has been established. We saw several examples where community members had played an active role in contributing to improving school infrastructure and well as taking on school improvement activities, which is praiseworthy. At present there are three committees – School Management and Development committee, Parent Teacher Association and Class evaluation and Quality Committee. The latter is a recent addition. Discussions with committee members reveal that they are not very clear about their role or the existence of different committees – they referred to themselves Jan Bhagidari Committee. The expectations of academic monitoring are high and will not be achieved without sufficient investment in capacity building. Members of the PRI institutions have been made members of the different committees. Committee meetings are not regular. Meetings are held usually to discuss problems or if an event is upcoming. In fact this could be considered an innovative activity and norms relaxed to enable such activities.

2.4.26 The most striking observation was the complete absence of women's participation in these committees (though their names are officially on the lists). In one committee meeting, parents from socially and economically disadvantaged communities were not participating. Equity issues, in this case effective participation of women and members of marginalised communities must be made a priority. Such participation will be possible only with sufficient capacity building and by undertaking processes to empower women. As community participation in school education is an important agenda of SSA, sufficient resources should be allocated for this and partnerships sought with Mahila Samakhya (in districts where they are operational), NGOs, as well as other relevant departments. A mobilisation campaign could be considered. Additionally, orientation to change the attitudes of teachers and SSA staff must also be conducted as it was evident that they did not give this much priority and possibly did not believe that women could actually come out of their homes and play an effective role.

REMS

2.4.27 The state undertook the following studies in 2009/10:

- Present practices in multi-grade teaching and evolving suitable strategies to handle multi-grade classes.
- Assessment of present system of remedial teaching/coaching classes and developing suitable strategies for improvement of the same.
- Study of student's attendance patterns and strategies for improving attendance.
- Problems in classroom management (academic) and problems in school management (administrative)
- A study on sanitation and hygiene in primary and upper primary school with strategies for improvements.
- Assessment of content needs of primary and upper primary school teachers.

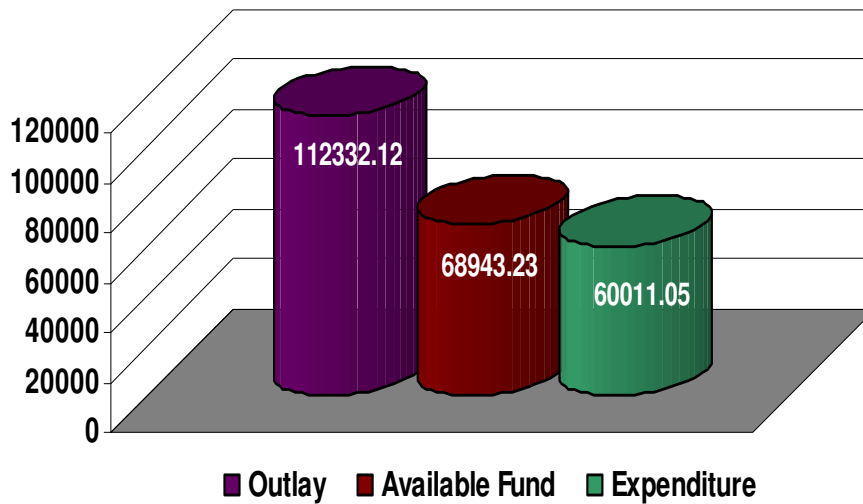
2.4.28 However, discussions with the SPO team suggest that these studies have not been determined by conducting any needs assessment to identify current gaps in knowledge. There was also general agreement that the research studies, by and large, were not feeding into changing policy at the State level or changing classroom practice. The Mission team recommends that staff at State, District and Block levels be consulted with regards to research studies that are relevant to specific concerns and reflect substantive knowledge gaps. These studies should be conducted by quality institutions, and where possible convergences with SCERT and the State Resource Group should be facilitated. Mission team notes that research could be conducted on the effectiveness of in-service teacher training programmes that looks more closely at the longitudinal impact of training on changing classroom practice.

3. Programme Management

a. Financial Management

3.1 State and District Outlay. As the graph below illustrates, Chhattisgarh has a total budget for 2009/10 of Rs. 112332.121 lacs, including SSA, KGBV and NPEGEL. Of this, total expenditure as of December 2009 is Rs. 60008.142 lacs, representing an expenditure of 53.42% against the budget. Specifically for SSA, the

total expenditure has been Rs. 57763.641 lacs representing 53.33% of the expenditure against the approved budget (see Annexe 3 for State and District wise outlay and expenditure till November 2009).



3.2 Accounting and Reporting. Reporting from district to State takes place on the basis of monthly and quarterly formats and from State to GoI through MMRs and quarterly reporting of progress against the AWP&B. Reports are used to verify the utilisation of releases. The Financial Controller accesses and monitors the financial releases through State, District and Block levels. Double entry accounting is used at Block, District and State levels. All records are regularly updated and maintained at State level including cash books and advance registers. The State Project Office does not share any financial information on its website, in its offices or at the District and Block level.

3.3 External and Internal Audits. Chhattisgarh has one external auditor for the entire State who charges Rs. 15,000 for the State Programme Office, Rs. 2,500 for the District Project Office and Rs. 1,500 for the Block Resource Centres. The fee has been decided on the basis of calling open bids / tender. The State appears to be aware of the instruction regarding coverage of VECs, and this has been included in the auditor’s appointment.

3.4 Barring one, all BRCs have been audited by statutory auditors. The exact number of CRCs and schools being audited was not available to the Mission at the time and has been requested. The State will consolidate the opening expenses and closing balances of the Block Resource Centers with the District Project Offices in their annual accounts thereby bringing the expenses incurred by the BRCs also under the purview of audit. It was clear that the funds distributed to levels below BRC are treated as advance and hence closing balances lying with the blocks as at the end of the year are not treated as expenditure.

3.5 The State makes an effort to complete the audit process in a time bound schedule. The primary challenge they face in the timely delivery of audits is the manual system of accounting followed throughout the State, making it easy to make

errors and difficult to catch. District-wise audit findings are shared with the respective districts and compliance is sought from the respective district and sub-district levels.

3.6 There is currently no in-house internal audit mechanism. The responsibility of conducting an internal audit currently rests with the Directorate of the Treasuries, a government department. At the school level, there are only internal checks for utilisation. The Mission suggested that the State Programme Office look into hiring 3-4 empanelled Chartered Accountancy firms to provide internal audits on a periodic and rolling basis at the State, District, Block and Cluster level. State provided assurance that by the last week of January, pending any progress from Treasuries, this work would be initiated, particularly since one-third of districts needs to audited per FM requirements.

3.7 The statutory (external) audit for 2008/09 was submitted to GoI on 2 January 2010. This audit has since been accepted, though it has been recommended that specific auditor questions be examined in careful detail, especially with regards to advances pending and Block records that are not being seen. The 2007/08 audit report – which was found ‘not true and fair’ at the time – remained pending for 2 years (in part due to lack of staff capacity). The report has since been followed up on and the outstanding issues resolved. This was done on 11 December 2009. This is also been accepted.

3.8 IPAI Review. The last IPAI team visited the State from June 2009 till August 2009. Their report has been recently received and is being reviewed by the State team. The Mission was not provided with a copy of this document, however, were told that the primary issues were with regards to the correct use of the FM&P manual and that updates are not being completed on a regular basis. Specific District-wise audit findings have been shared with the respective districts and compliance is being sought.

3.9 Staffing and Capacity Building. Staffing and capacity building appears to be inadequate, at all levels. At the State level, there is a new Controller who is being supported by a consultant but no other staff have been hired, including accountants or auditors. At the recently held EC meeting on 30 Nov 2009, State was given approval to recruit and hire for all the pending staff required. Districts have been advised to fill their vacancies at the earliest. Their finance departments had no employees and no financial consultant at present, but similar approvals have been provided for these positions as well.

3.10 While there was no training at the State level in the last year, the SPO has planned a detailed training program for District and Block Financial Management staff for February 2010. To conduct this training, the State has proposed a team of in-house staff, consultants from EdCIL along with experienced Chartered Accountants.

3.11 Jan Bhagidari Vikas Samitis. As per PAB requirement, the VECs (Jan Bhagidari Vikas Samitis) are responsible for local expenditures relating to TLE grant, school maintenance grant etc. The Mission Team was not able to observe evidence confirming this. State office confirms that training of VEC members is taking place on a yearly basis.

b. Procurement

3.12 Procurement. Though the FM&P manual has been rolled out to the Blocks according to the State, there was mixed evidence to suggest that adequate knowledge about this was there at all levels. In particular, awareness and utilisation at the village level could continue to be strengthened. Though the State confirmed using the FM&P manual for procurement plans, discussions seemed to suggest that procurement at the local level is conducted by limited tender (for purchases above Rs. 5,000). There was some confusion about whether the FM&P manual is being used or the State government rules regarding procurement.

3.13 The FC handles the procurement at the State level. The responsibilities at the District, Block and school level need clarification. It does not appear that procurement monitoring at the Block and school level exists. The FC was aware of the Post Procurement Review and its major findings and recommendations. There was agreement that procurement plans have not been prepared in the past.

c. Civil Works and Environment

3.14 Progress of Civil Works. Implementing agencies for most civil works projects are the Jan Bhagidari Vikas Samitis (JBVS) though in some cases the Gram Panchayats are also involved in the implementation. As the table below illustrates, there continue to be delays in the initiation and completion of civil works projects. This was attributed in part to the conflict in Naxal-affected areas and partly to a delay in the receipt of funds from GoI due to the Lok Sabha elections. In fact, of the close to 4,000 civil works projects listed in the table below, State staff approximated that 2,810 were in Naxal areas, where work was not sanctioned. There was a lack of clarity on how this gap in civil works would be overcome.

Progress with Civil Works in 2009/10

S.No.	Component Name	Year 2009-10	Work Started	Completed	In progress	Work Not Started
1	PS Building	1	1	0	1	0
2	UPS Building	404	348	2	346	56
3	Addl. Room (PS)	9338	7439	15	7424	1899
4	Addl. Room (UPS)	5610	4033	8	4025	1577
5	BRC Building	0	0	0	0	0
6	CRC Building	0	0	0	0	0
7	Toilets (PS)	0	0	0	0	0
8	Toilets (UPS)	2691	2305	20	2285	386
9	Drinking Water	0	0	0	0	0
Total		18044	14126	45	14081	3918

3.15 Visits to schools by the Mission Team generally reports satisfactory quality of build. The school buildings were lively and light-filled for the most part. Most schools are implementing the BALA concept. Some schools with greater community participation had flourishing gardens with a variety of different plants and flowers, boundary walls. One upper primary school, in particular, had with the cooperation and

involvement of students, teachers, Head Master and community members and installed a sprinkler service using old tin cans, built a lily pond and planted exotic flora and fauna.

3.16 There was a great deal of mural and poster painting on the walls of the schools that were visited (to a lesser extent at KGBVs). Most of these were inspirational quotations and general knowledge facts. With regard to the KGBV Mission members felt that a great deal more could be done to make the buildings more in keeping with the girl's backgrounds which are rural. Local tribal building styles and designs can be adapted. What can be included are more informal learning and reading spaces, recreational spaces like common rooms and the classrooms which are presently dominated by desks, which do not allow for any activity to take place can be re-visualised. For this collaboration with a suitable architect can be thought of.

3.17 An informal environmental assessment found that almost all schools, without exception have separate toilets for boys and girls. Less clear was whether the bathrooms had disposal facilities for sanitary towels. Most of these did not have running water, however, there was a bucket and mug provided for hygiene. In addition, almost all toilets were located near about an operational hand-pump for hand-washing. The Mission noted about 6 of the schools visited provided mirror, comb and towel at the entrance of the school to freshen up, as well as in two cases, soap and water to wash one's hands.

3.18 The kitchens were an area of concern at many of the visited schools. Though not suffering in size, they appeared to lack proper ventilation and in often case natural light. The mission recommends that this is an area that should be improved with particular attention to ventilation and lighting.

d. State Programme Office

3.19 The SSA programme is at a crucial juncture when it moving from prioritizing access related issues to quality and equity related concerns. In order to meet the challenges high quality leadership and capacities is required at State, District and Block levels. The Mission did not review data on the capacity building inputs provided to SPO and DPO staff. The Mission members observed that substantive skill building needs to be provided in key education related areas that may not be component specific.

3.20 Mission members observed that female representation amongst the staff at SPO and DPO, especially at programme and leadership levels was very low. It is recommended that a better gender balance be achieved and new recruitments keep this in mind. Similar gender imbalance was noticed at BRC and CRC levels. It is recommended gender disaggregated data on staff be provided to monitor progress.

4. Summary of Main Recommendations

a. Goal 1: All Children in School

4.1.1 The focus of the SSA programme at this stage should be providing additional classrooms or sections along with additional teachers at the upper primary level to

address the problem of overcrowding, as well as continuing to focus on pockets that are hard to reach.

4.1.2 The state should evolve a comprehensive strategy to address the remaining out of school children. These 'last mile' or hardest-to-reach children will require micro-planning for individual interventions, in collaboration with the community and other departments.

4.1.3 The efforts to track the mainstreaming of children from RBCs or NRBCs when they enter into formal schools should be systematised and strengthened. This should include initial follow up, but also consistent monitoring of attendance and particularly, monitoring of academic progress. It seems likely that such students may require additional academic support; therefore coordination with the CAC would be necessary.

4.1.4 In areas affected by Naxal violence, strategies that have worked like the RBCs and KGBVs could be extended. With regard to KGBVs, capacities should be expanded, and the possibility opening of additional KGBVs both in conflict affected blocks could be considered on a case by case basis. The number of seats in Ashramshalas could also be expanded. The Mission strongly urges that steps be taken to ensure that school buildings are not used for purposes other than education.

b. Goal 2: Bridging Gender and Social Category Gaps

4.2.1 The Mission recommends that the curricular content and pedagogy of KGBV and RBCs be revised to include content that empowers young girls. Moreover the content of such empowerment programmes should be age-appropriate, and teachers should be provided additional training especially in this area. In general, KGBV teachers should be provided gender orientation training. Collaborations with Mahila Samakhya in other states as well as NGOs expertise in this area should be sought.

4.2.2 The various components of NPEGEL need to be revisited and modified to make it a more comprehensive and holistic intervention for girls education.

4.2.3 The Mission recommends the piloting of the multilingual education programme in 1500 schools on an urgent basis.

4.2.4 Techniques for identifying children with disabilities need strengthening as does the capacity building, especially in the context where the effort is to mainstream CWSN children within the school system.

4.2.5 The Mission recommends that attention be paid to understanding the status of educational needs of Muslim children, which should be reported on regularly.

4.2.6 Migrant and Urban deprived communities should be prioritised and comprehensive and holistic strategies developed based on needs analysis, nuanced identification of diverse groups within these broad categories to deal with these communities. The provision of dormitories should be extended and the norms revised and a component of academic support be added. Night schools should be expanded, with a greater emphasis on mainstreaming.

4.2.7 The Mission recommends that when reporting on the educational status (enrolment, retention etc.) of children from different socially marginalised groups the data presented should be further disaggregated by gender (that is gender within SC/ST etc.)

c. Goal 3: Universal Retention

4.3.1 The state has reached a stage where enrolment rates are nearly universal therefore focus should be on retention, attendance (absenteeism) and preventing drop-outs. Micro mapping and planning exercise using participatory methods (not the usual survey method) and involving the school, parents and community members can be done and collective and localised strategies should be devised.

d. Goal 4: Education of Satisfactory Quality

4.4.1 A strategy plan to make equity issues an integral concern in the quality goal and integrated in all aspects of quality improvement should be put in place.

4.4.2 Concrete efforts need to be made to improve the quality of trainings and focus paid to assessing training impact especially in transforming classroom processes. Similarly, measures to improve the quality of academic support being provided at the cluster level should be put in place with monitorable outcomes being determined for the Block and cluster staff.

4.4.3 Improving learning achievements should be a priority concern. The high numbers of repeaters is cause for concern. The Mission recommends that SSA adopt a no detention policy and establish mechanisms for continuous and comprehensive evaluation. For this, the learning enhancement programmes must be reviewed and recast. The remedial teaching component should be overhauled.

4.4.4 Improving classroom pedagogic practices must be a focus. Multi-grade multi-level teaching principles should be used in all classrooms as well as RBCs. The pedagogic and curricular aspects of RBCs must be looked into. For this exposure visits to organisations running bridge courses can be considered.

4.4.5 Women's participation in VEC must be improved through capacity building and mobilisation efforts.

4.4.6 The work on gender needs to be continued and strengthened. And a strategy of mainstreaming gender concerns into different dimensions (for example, in the quality framework, curriculum and training module, looking at school and classroom spaces etc.)

4.4.7 After a review of the effectiveness of the Prerak Shala programme, the Mission team recommends expanding and upscaling it.

4.4.8. The library programme should be strengthened and made interactive. Collaboration with NCERT for early readers can be considered.

e. Programme Management

4.5.1 Staffing (hiring new staff) and capacity building is an urgent priority. At the State level, there is a new Controller who is being supported by a consultant but no other staff have been hired, including accountants or auditors.

4.5.2 Strategy for completion of pending civil works needs to be prepared with a time line.

4.5.3 Low spending components need to be identified and strategies to effectively spend the remaining funds be determined.

4.5.4 Efforts to improve the design aspects of civil works should be considered.

4.5.5 Training of State, District and Block staff and JBVS members scheduled for February 2010 should be carefully planned to build the capacity and increase the understanding, use and importance of the FM&P manual.

4.5.6 State Programme Office should hire 3-4 empanelled Chartered Accountancy firms to provide internal audits on a periodic and rolling basis at the State, District, Block and Cluster level.

4.5.7 As the programme evolves from access to providing quality education, it may require greater training to strengthen team building across the Mission. SPO and DPO may also benefit from training in substantive education areas. Female leadership and representation also needs to be an area of focus at all levels; in fact, female staff should actively be hired at SPO, DPO, BRC and CRC.

4.5.8 The kitchens appear to lack proper ventilation and in often case natural light; this is an area that should be improved with particular attention to ventilation and lighting.

Annexures

- Annexe 1: JRM Schedule
- Annexe 2: Approved Budget 2009/10
- Annexe 3: State and District wise Outlay and Expenditure
- Annexe 4: Activity Wise Budget and Expenditure
- Annexe 5: Contracts under Goods and Civil Works Consultancy
- Annexe 6: Results from National Achievement Learning Survey
- Annexe 7: Results Framework 2009/10

Annexe 1: JRM VISIT SCHEDULE (Revised)
CHHATTISGARH

- 16-01-10 - Time - 16:45PM- Arrival at Raipur, Rest at the Hotel in the evening.
- 17-01-10 - Time - 11:30 to 1:30 PM Discusseion with State officials at SPO
- 17-01-10- Time - 1:30 PM - Lunch at Hotel
- 17-01-10- Time - Post Lunch and in the evening - Review of progress reports at hotel
- 18-01-10- Time - 9:30 AM- Field Visit of Dhamtari District
- 18-01-10- Time - **Night Halt at Raipur**
- 19-01-10- Time - 9:30 AM - Field Visit of Mahasamund District
- 19-01-10- Time - Night Halt at Mahasamund
- 20-01-10 - Time - 9:30 AM Field Visit of Mahasamund District
- 20-01-10- Time - **Night Halt at Raipur**
- 21-01-10- Time - Report & Writing at Raipur.
- 21-01-10- Time - **Night Halt at Raipur**
- 22-01-10- Time - 12:30 PM Briefing of JRMs Reports with State officials
- 22-01-10- Time - 9:15 PM Departure for New Delhi

Annexe 2: Approved Budget 2009/10

S.N.	Component	Grand Total						
		Spill Over from 2008-09		Approved 2009-10			Total incl. spill over	
		Phy.	Fin.	Unit cost	Phy.	Fin.	Phy.	Fin.
1	A. New School							
1.01	New Primary School (for 10 to 25 children)	0	0.000	0.00	0	0.000	0	0.000
1.02	New Primary School (for >25 children)	0	0.000	0.00	1	0.000	1	0.000
1.03	Upgradation of PS to UPS	0	0.000	0.00	404	0.000	404	0.000
	Sub Total	0			405		405	
2	N. Teachers Salary							
2.01	New PS New Teachers Salary SK-III	0	0.000	3.19	2	0.336	2	0.336
2.02	New UPS Teachers Salary SK-II	0	0.000	3.83	1212	243.612	1212	243.612
2.03	New UPS Teachers Salary Sk-III	0	0.000	0.00	0	0.000	0	0.000
2.04	New Head Master Primary	0	0.000	0.00	0	0.000	0	0.000
2.05	New UPS teachers for UPS sanctioned in 2002-04	0	0.000	1.40	0	0.000	0	0.000
	Additional Teacher Against PTR	0	0.000	0.00	0	0.000	0	0.000
2.06	New Additional Teacher Pri. SK-III	0	0.000	0.00	0	0.000	0	0.000
2.07	New Addl. Teacher - UPS SK-II	0	0.000	0.00	0	0.000	0	0.000
2..08	New Addl. Teacher - UPS SK-III	0	0.000	0.00	0	0.000	0	0.000
2.09	New teachers-SKIII for Gyan Jyoti having >40 children	0	0.000	3.19	380	63.840	380	63.840
	Sub Total	0	0.000		1594	307.788	1594	307.788
	Teachers Salary (Recurring)							
2.10	Primary Teachers Salary SK-III	0	0.000	15.96	17218	14463.120	17218	14463.120
2.11	UPS Teachers Salary SK-II	0	0.000	18.62	19760	19364.800	19760	19364.800
2.12	UPS Teachers Salary SK-III	0	0.000	15.96	1603	1346.520	1603	1346.520
2.15	Additional Teacher PS SK-III	0	0.000	15.96	11445	9613.800	11445	9613.800
2.16	Additional Teacher UPS SK-II	0	0.000	18.62	2789	2733.220	2789	2733.220
2.17	Additional Teacher UPS SK-III	0	0.000	15.96	2170	1822.800	2170	1822.800
2.18	Para Teacher ®	0	0.000	0.00	0	0.000	0	0.000
2.19	Other Salary Arrears	0	0.000	0.00	0	0.000	0	0.000
	Sub Total	0	0.000		54985	49344.260	54985	49344.260
3	M. Teacher Grant							
3.01	Primary Teacher Grant	0	0.000	0.10	83546	417.730	83546	417.730
3.02	Upper Primary Teacher Grant	0	0.000	0.10	50792	253.960	50792	253.960
	Sub Total	0	0.000		134338	671.690	134338	671.690
4	B. Block Resource Centre							
4.01	Salary of Resource Persons	0	0.000	15.05	868	687.456	868	687.456
4.02	Furniture Grant	0	0.000	9.50	0	0.000	0	0.000
4.03	Contingency Grant	0	0.000	3.80	146	29.200	146	29.200
4.04	Meeting T.A.	0	0.000	1.71	146	13.140	146	13.140
4.05	TLM Grant	0	0.000	0.95	146	7.300	146	7.300
	Sub Total	0	0.000		146	737.096	146	737.096
5	C. Cluster Resource Centre							
5.01	Salary of RP	0	0.000	0.00	0	0.000	0	0.000
5.02	Furniture Grant	0	0.000	1.90	0	0.000	0	0.000
5.03	Contingency Grant	0	0.000	0.57	2169	65.070	2169	65.070
5.04	Meeting T.A.	0	0.000	0.68	2169	78.084	2169	78.084

S.N.	Component	Grand Total						
		Spill Over from 2008-09		Approved 2009-10			Total incl. spill over	
		Phy.	Fin.	Unit cost	Phy.	Fin.	Phy.	Fin.
5.05	TLM Grant	0	0.000	0.19	2169	21.690	2169	21.690
	Sub Total	0	0.000		2169	164.844	2169	164.844
6	P. Teachers Training							
6.01	Inservice (10 days at Block level)	0	0.000	0.19	126121	1261.210	126121	1261.210
6.02	Inservice (10 days at Cluster)	0	0.000	0.10	126121	630.605	126121	630.605
6.03	New Recruit Trained (30days)	0	0.000	0.57	12276	368.286	12276	368.286
6.04	Untrained (60days)	0	0.000	1.14	8217	493.020	8217	493.020
6..05	Other (DRG/BRG/CRG) (5days)	0	0.000	0.10	2315	11.575	2315	11.575
	Sub Total	0	0.000		275050	2764.696	275050	2764.696
7	Interventions for Out of School Children							
7	AIE							
(i)	NRBC (P)	0	0.000	0.54	5031	142.327	5031	142.327
(ii)	NRBC (UP)	0	0.000	0.54	3476	98.336	3476	98.336
(iii)	Seasonal Hostels for Migrants (Residential)	0	0.000	0.95	1131	56.550	1131	56.550
(iv)	Dormitory for Tribal Students(Residential)	0	0.000	1.90	1200	120.000	1200	120.000
(v)	Bridge Course Residential (PS)	0	0.000	1.29	20485	1392.980	20485	1392.980
(vi)	Bridge Course Residential (UP)	0	0.000	1.29	18571	1262.828	18571	1262.828
	Sub Total	0	0.000		49894	3073.021	49894	3073.021
8	Remedial Teaching							
8.01	Remedial Teaching	0	0.000	0.04	198678	397.356	198678	397.356
	Sub Total	0	0.000		198678	397.356	198678	397.356
9	F. Free Text Book							
9.01	Free Text Book(P)	0	0.000	0.02	2425721	2328.692	2425721	2328.692
9.02	Free Text Book (UP)	0	0.000	0.04	943046	1961.536	943046	1961.536
	Sub Total	0	0.000		3368767	4290.228	3368767	4290.228
10	H. Interventions for Disabled Children	0	0.000	0.23	46153	553.836	46153	553.836
	Sub Total	0	0.000		46153	553.836	46153	553.836
11	Civil Works							
11.01	BRC	0	0.000	76.00	0	0.000	0	0.000
11.02	CRC	0	29.538	38.00	0	0.000	0	29.538
11.03	Primary School (40 children)	0	0.000	88.35	1	4.650	1	4.650
11.04	Primary School (10 children)	0	12.000	38.00	0	0.000	0	12.000
11.05	Upper Primary School	0	41.540	98.23	404	2088.680	404	2130.220
11.06	Prefabricated School Building in Dantewada district (500 seater)	0	0.000	0.00	0	0.000	0	0.000
11.07	Building for Primary School sanctioned in previous years under SSA (10 children)	0	0.000	0.00	0	0.000	0	0.000
11.08	Building for Primary School sanctioned in previous years under SSA (40 children)	0	33.264	88.35	0	0.000	0	33.264
11.09	Building for Upper Primary School sanctioned in previous years under SSA	0	62.296	98.23	0	0.000	0	62.296

S.N.	Component	Grand Total						
		Spill Over from 2008-09		Approved 2009-10			Total incl. spill over	
		Phy.	Fin.	Unit cost	Phy.	Fin.	Phy.	Fin.
11.10	Additional Class Room(PS)	0	51.670	38.00	8958	17916.000	8958	17967.670
11.11	Additional Class Room(UPS)	0	6.690	38.00	5610	11220.000	5610	11226.690
11.12	Toilet/Urinals(PS)	0	0.000	0.75	0	0.000	0	0.000
11.13	Separate Girls Toilet	0	0.000	9.50	2691	1345.500	2691	1345.500
11.14	Water Facility	0	0.000	0.00	0	0.000	0	0.000
11.15	Boundary Wall	0	0.000	0.00	0	0.000	0	0.000
11.16	Additional Room for Gyan Jyoti Vidyalaya	0	0.000	6.00	380	760.000	380	760.000
11.17	Electrification	0	0.000	0.00	0	0.000	0	0.000
11.18	Head Master's Room	0	0.000	0.00	0	0.000	0	0.000
11.19	Ashramshala (Residential Schools)	0	0.000	53.57	0	0.000	0	0.000
11.20	Major Repairs (Primary)	0	0.000	0.00	325	397.085	325	397.085
11.21	Major Repairs (Upper Primary)	0	0.000	0.00	60	107.733	60	107.733
11.22	BALA Concept (in Govt. UPS)	0	0.000	0.00	0	0.000	0	0.000
11.23	Other (Boundary Wall)	0	0.000	0.00	0	0.000	0	0.000
11.24	Furniture for Govt. UPS students	0	0.000	0.01	0	0.000	0	0.000
	Sub Total(Civil Works)	0	236.998		18429	33839.648	18429	34076.646
	Furniture for Govt. UPS							
11.25	No. of Children	0	0.000	0.10	14107	70.535	14107	70.535
	Sub Total(Furniture)	0	0.000	0.10	14107	70.535	14107	70.535
	Sub Total (Civil+Furniture)	0	236.998	0.10	32536	33910.183	32536	34147.181
12	O. Teaching Learning Equipment							
12.01	TLE - New Primary	0	0.000	3.80	1	0.200	1	0.200
12.02	TLE - New Upper Primary	0	0.000	9.50	404	202.000	404	202.000
12.03	Other (TLE)	0	0.000	0.50	0	0.000	0	0.000
	Sub Total	0	0.000		405	202.200	405	202.200
13	I. Maintenance Grant							
13.01	Maintenance Grant	0	0.000	1.43	41519	2663.050	41519	2663.050
	Sub Total	0	0.000		41519	2663.050	41519	2663.050
14	L. School Grant							
14.01	Primary School Grant	0	0.000	0.92	32837	1641.850	32837	1641.850
14.02	Upper Primary School Grant	0	0.000	1.28	13192	923.440	13192	923.440
	Sub Total	0	0.000		46029	2565.290	46029	2565.290
15	K. Research and Evaluation							
15.01	Research, Evaluation, Monitoring & Supervision State Level	0	0.000	0.02	46029	43.377	46029	43.377
	Research, Evaluation, Monitoring & Supervision District Level	0	0.000	0.23	46029	555.000	46029	555.000
	Sub Total	0	0.000		46029	598.377	46029	598.377
16	Management & MIS							
16.01	Management & MIS	0	0.000	0.00	6	2230.273	6	2230.273
16.02	Learning Enhancement Programme	0	0.000	56.20	5	1702.000	5	1702.000
	Sub Total	0	0.000		11	3932.273	11	3932.273
17	G. Innovative Activity							
17.01	ECCE	0	0.000	15.00	18	270.000	18	270.000
17.02	Girls Education	0	0.000	15.00	18	270.000	18	270.000
17.03	SC/ST Education	0	0.000	15.00	18	270.000	18	270.000
17.04	Computer Education	0	0.000	50.00	18	900.000	18	900.000

S.N.	Component	Grand Total						
		Spill Over from 2008-09		Unit cost	Approved 2009-10		Total incl. spill over	
		Phy.	Fin.		Phy.	Fin.	Phy.	Fin.
17.05	Urban deprived Children	0	0.000	5.00	18	90.000	18	90.000
	Sub Total Innovation	0	0.000		18	1800.000	18	1800.000
18	Q. Community Mobilization							
18.01	Q. Community Mobilization	0	0.000	0.01	169278	101.567	169278	101.567
	Sub Total	0	0.000		169278	101.567	169278	101.567
	Total SSA	0	236.998		4467599	108077.755	4467599	108314.753
19	State Component							
19.01	Management Cost	0	0.000	0.00	0	465.855	0	465.855
19.02	REMS	0	0.000	0.00	0	0.000	0	0.000
	Sub Total	0	0.000		0	465.855	0	465.855
	Total SSA+State Component	0	236.998		4467599	108543.610	4467599	108780.608
20	NPEGEL	0	0.000	0.60	1059	1192.464	1059	1192.464
	Total NPEGEL	0	0.000		1059	1192.464	1059	1192.464
21	KGBV							
	Total Non Recurring	0	0.000	0.00	0	0.000	0	0.000
	Total Recurring	0	0.000	280.17	93	2359.050	93	2359.050
	Total KGBV	0	0.000		93	2359.050	93	2359.050
	Grand Total (SSA+NPEGEL+KGBV)	0	236.998		4468751	112095.124	4468751	112332.121

Annexe 3: State and District wise outlay and expenditure– 2009-10

District wise Approved Outlay and Expenditure of SSA

Amount in Rs. Lacs

S.No.	District	Outlay	Available Fund	Expenditure as 30th Nov 2009	% of Exp. against available fund
1	Bastar	9627.322	4617.162	2509.508	54.352
2	Bijapur	2952.000	1400.000	256.800	18.343
3	Bilaspur	9679.965	4549.326	4491.237	98.723
4	Dantewada	4774.624	2400.139	1093.597	45.564
5	Dhamtari	3328.102	1600.000	1003.514	62.720
6	Durg	8315.915	3900.309	3086.537	79.136
7	Jangir-Champa	7562.925	3700.000	2976.028	80.433
8	Jashpur	3871.977	2206.150	1696.276	76.888
9	Kanker	3969.523	1903.851	1503.344	78.963
10	Kawardha	4207.160	2016.336	1447.489	71.788
11	Korba	4518.946	2207.290	1552.599	70.340
12	Korea	2816.413	1303.678	898.449	68.916
13	Mahasamund	3644.670	1801.902	1168.855	64.868
14	Narayanpur	1103.504	500.000	255.777	51.155
15	Raigarh	5548.551	2720.978	2472.500	90.868
16	Raipur	14734.476	8915.100	8224.814	92.257
17	Rajnandgaon	4195.947	2003.434	1881.353	93.906
18	Surguja	13462.732	6348.725	4514.277	71.105
	State-Component	465.855	465.855	284.564	61.084
	Total	108780.608	54560.237	41317.519	73.967

SARVA SHIKSHA ABHIYAN
RAJEEV GANDHI SHIKSHA MISSION, RAIPUR, CHHATTISGARH
Annexe 4: Activitywise Approved budget and Expenditure upto 31 December 2009

S. No.	Component	Physical Target	Budget	Exp. upto Dec 2009	% of Exp. Against Approved budget
(a)	New Schools				
	Primary	1			
	Upper Primary	404			
(b)	Teacher Salary	56579	49652.048	32645.048	65.75%
(c)	BRC	146	737.096	259.109	35.15%
(d)	CRC	2169	164.844	127.454	77.32%
(e)	Civil Work	32536	34147.181	13385.134	39.20%
(f)	EGS/AIE	49894	3073.021	802.130	26.10%
(g)	Free Text Book	3368767	4290.228	2369.888	55.24%
(h)	Innovation	18	1800.000	95.576	5.31%
(I)	IED	46153	553.836	229.284	41.40%
(j)	Maintenance Grant	41519	2663.050	2537.461	95.28%
(k)	Management Cost	11	3932.273	733.014	18.64%
(l)	Research & Evaluation	46029	598.377	171.711	28.70%
(m)	School Grant	46029	2565.290	2283.700	89.02%
(n)	Teacher Grant	134338	671.690	623.901	92.89%
(o)	TLE	405	202.200	10.950	5.42%
(p)	Teacher Training	275050	2764.696	1268.358	45.88%
(q)	Community Mobilisation	169278	101.567	16.093	15.84%
(r)	SIEMAT				
(s)	Remedial Teaching	198678	397.356	204.830	51.55%
Total SSA		4467599	108314.753	57763.641	53.33%
(t)	SPO		465.855	212.240	45.56%
(u)	NPEGEL	1059	1192.464	605.226	50.75%
(v)	KGBV	93	2359.050	1427.036	60.49%
Total SSA+NPEGEL+KGBV		4468751	112332.121	60008.142	53.42%

Annexe 5: information on contracts
State Project Office
Rajiv Gandhi Shiksha Mission, Chhattisgarh, Raipur



Board office composite Building, 2nd floor, Pension Bada, Raipur(C.G.)

Phone No. 0771-2445052, 2421958, Fax 0771-2431957,

E-mail: spo_chhattisgarh@hotmail.com

CONTRACTS UNDER GOODS, CIVIL WORKS AND CONSULTANCY

Part II to be filled in by State Office for 5 contracts issued in FY 09/10

The following information on specific Contracts is needed to validate some of the above responses. Please ensure this format is shared with SIS on your reaching the state office and completed formats are for at least 3 highest value contracts under Goods, Civil Works and Consultancy (a total of 10 expected) and reviewed before concluding the mission.

Contract Details

Contract No. and Date: 01, 02, 03 & 04 Contract Amount:
 11.11.2009

Contract No.	Name of Contractor	Contract Amount:
1	2	3
Contract No. 01 Raipur Zone	Anandjiwala Tecnical Consultancy Ahamadabad	1,85,26,823.00
Contract No. 02 Bilaspur Zone	G.S. Engineering Consultancy Raipur	1,23,73000.00
Contract No. 03 Surguja Zone	Mahamaya Consultant Ambikapur	1,02,44,120.00
Contract No. 04 Baster Zone	G.S. Engineering Consultancy Raipur	1,09,35,765.00

Contract Name: Consulting Services for 3rd party technical supervision, monitoring and Quality Assurance of Civil Works using funds of Rajiv Gandhi Shiksha Mission in the Zone No. 1 Raipur Zone, No. 2 Bilaspur Zone, No. 3 Surguja Zone & No. 4 Baster Zone

Contractor/Supplier's Name and Address: 1) Anandjiwala Tech. Consultancy Ahmedabad (G.J.)
 2) G.S. Engineering Consultancy Raipur
 3) Mahamaya Consultant Ambikapur

Description of the Civil Works: ADDITIONAL CLASS ROOM
 PRIMARY SCHOOL
 UPPER PRIMARY SCHOOL
 SAHELI SHALA ADDL. CLASS ROOM

PROCUREMENT METHOD: Please check the right box

Aspects	Comments												
Whether detailed cost estimate was prepared before the procurement? If yes, comment whether the estimate and final value are comparable	<table border="1"> <thead> <tr> <th style="text-align: center;">Name of Zone</th> <th style="text-align: center;">Estimated cost of 3rd party evaluation and quality control (Rs. in Lakh)</th> </tr> </thead> <tbody> <tr> <td>Raipur Zone</td> <td style="text-align: right;">248.64</td> </tr> <tr> <td>Bilaspur Zone</td> <td style="text-align: right;">175.57</td> </tr> <tr> <td>Surguja Zone</td> <td style="text-align: right;">114.11</td> </tr> <tr> <td>Baster Zone</td> <td style="text-align: right;">128.38</td> </tr> <tr> <td>Total</td> <td style="text-align: right;">666.70</td> </tr> </tbody> </table>	Name of Zone	Estimated cost of 3rd party evaluation and quality control (Rs. in Lakh)	Raipur Zone	248.64	Bilaspur Zone	175.57	Surguja Zone	114.11	Baster Zone	128.38	Total	666.70
Name of Zone	Estimated cost of 3rd party evaluation and quality control (Rs. in Lakh)												
Raipur Zone	248.64												
Bilaspur Zone	175.57												
Surguja Zone	114.11												
Baster Zone	128.38												
Total	666.70												
Advertisement issued for bids	Date of Advertisement: 25.09.2009 Medium/Newspapers Used Net Website- http://www.c.g.gov.in Newspapers - 1. Hindustan Times - Delhi Pb. Date 28.09.2009 2. Free Press- Mumbai Pb. Date 27.09.2009 3. Navabharat - Chhattisgarh Pb. Date 26.09.2009 4. Haribhumi - Chhattisgarh Pb. Date 26.09.2009												
Solicitation Letter issued to firms and the number of firms to whom sent	Date of Issue: 29.09.2009 to 24.10.2009 in working hours No. of Firms that bought or issued: 09												
Time allowed for submission of quotation/proposals	No. of days: 02												
Number of quotations received	No.: 13												
Number of quotations rejected	No.: 04												
Verify quotation and comment on numbers, independence,	09												
Lowest Bid was submitted by whom and value	<table border="1"> <tbody> <tr> <td>Raipur Zone - Anandjiwala Tecnical Consultancy Ahamadabad</td> <td style="text-align: right;">1,85,26,823.00</td> </tr> <tr> <td>Bilaspur Zone - G.S. Engineering Consultancy Raipur</td> <td style="text-align: right;">1,23,73000.00</td> </tr> <tr> <td>Surguja Zone - Mahamaya Consultant Ambikapur</td> <td style="text-align: right;">1,02,44,120.00</td> </tr> <tr> <td>Baster Zone - G.S. Engineering Consultancy Raipur</td> <td style="text-align: right;">1,09,35,765.00</td> </tr> </tbody> </table>	Raipur Zone - Anandjiwala Tecnical Consultancy Ahamadabad	1,85,26,823.00	Bilaspur Zone - G.S. Engineering Consultancy Raipur	1,23,73000.00	Surguja Zone - Mahamaya Consultant Ambikapur	1,02,44,120.00	Baster Zone - G.S. Engineering Consultancy Raipur	1,09,35,765.00				
Raipur Zone - Anandjiwala Tecnical Consultancy Ahamadabad	1,85,26,823.00												
Bilaspur Zone - G.S. Engineering Consultancy Raipur	1,23,73000.00												
Surguja Zone - Mahamaya Consultant Ambikapur	1,02,44,120.00												
Baster Zone - G.S. Engineering Consultancy Raipur	1,09,35,765.00												

Aspects	Comments
Lowest Responsive Bid was submitted by whom and value	Raipur Zone - Anandjiwala Tecnicl Consultancy Ahamadabad 1,85,26,823.00
	Bilaspur Zone - G.S. Engineering Consultancy Raipur 1,23,73000.00
	Surguja Zone - Mahamaya Consultant Ambikapur 1,02,44,120.00
	Baster Zone -G.S. Engineering Consultancy Raipur 1,09,35,765.00
	Raipur Zone - Anandjiwala Tecnicl Consultancy Ahamadabad 1,85,26,823.00
	Bilaspur Zone -G.S. Engineering Consultancy Raipur 1,23,73000.00
	Surguja Zone - Mahamaya Consultant Ambikapur 1,02,44,120.00
	Baster Zone -G.S. Engineering Consultancy Raipur 1,09,35,765.00
	Raipur Zone - Anandjiwala Tecnicl Consultancy Ahamadabad 1,85,26,823.00
	Bilaspur Zone -G.S. Engineering Consultancy Raipur 1,23,73000.00
	Surguja Zone - Mahamaya Consultant Ambikapur 1,02,44,120.00
	Baster Zone -G.S. Engineering Consultancy Raipur 1,09,35,765.00
	Raipur Zone - Anandjiwala Tecnicl Consultancy Ahamadabad 1,85,26,823.00
	Bilaspur Zone -G.S. Engineering Consultancy Raipur 1,23,73000.00
	Surguja Zone - Mahamaya Consultant Ambikapur 1,02,44,120.00
	Baster Zone -G.S. Engineering Consultancy Raipur 1,09,35,765.00
	Raipur Zone - Anandjiwala Tecnicl Consultancy Ahamadabad 1,85,26,823.00
	Bilaspur Zone -G.S. Engineering Consultancy Raipur 1,23,73000.00
	Surguja Zone - Mahamaya Consultant Ambikapur 1,02,44,120.00
	Baster Zone -G.S. Engineering Consultancy Raipur 1,09,35,765.00
	Raipur Zone - Anandjiwala Tecnicl Consultancy Ahamadabad 1,85,26,823.00
	Bilaspur Zone -G.S. Engineering Consultancy Raipur 1,23,73000.00
	Surguja Zone - Mahamaya Consultant Ambikapur 1,02,44,120.00
	Baster Zone -G.S. Engineering Consultancy Raipur 1,09,35,765.00
	Raipur Zone - Anandjiwala Tecnicl Consultancy Ahamadabad 1,85,26,823.00
	Bilaspur Zone -G.S. Engineering Consultancy Raipur 1,23,73000.00
	Surguja Zone - Mahamaya Consultant Ambikapur 1,02,44,120.00
	Baster Zone -G.S. Engineering Consultancy Raipur 1,09,35,765.00
	Raipur Zone - Anandjiwala Tecnicl Consultancy Ahamadabad 1,85,26,823.00
	Bilaspur Zone -G.S. Engineering Consultancy Raipur 1,23,73000.00
	Surguja Zone - Mahamaya Consultant Ambikapur 1,02,44,120.00
	Baster Zone -G.S. Engineering Consultancy Raipur 1,09,35,765.00

Agreement for Raipur Zone

Subject - Consulting Services for 3rd party technical supervision, monitoring and Quality Assurance of Civil Works using funds of Rajiv Gandhi Shiksha Mission in the Zone No. 1 Raipur Zone

Draft Letter of Agreement for small Assignment Carried out by Consultants

Name of Consultant: - Anandjiwala Tech. Consultancy Ahmedabad (G.J.)
Name of Zone/Districts: - Raipur, Dhamtari, Durg, Rajnandgaon, Mahasamund, Kabirdham

1. Set out below are the terms and conditions under which **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)** has agreed to carry out for **Rajiv Gandhi Shiksha Mission, State Project Office, Chhattisgarh, Raipur** the above mentioned assignment specified in the attached Terms of Reference and decision taken during the negotiation meeting held on **05.11.2009** and as per the recommendation of State construction committee common rate is approved by the Govt. of Chhattisgarh.
2. For administrative purposes Executive Engineer, State Project Office, Rajiv Gandhi Shiksha Mission, Chhattisgarh, Raipur has been assigned to administer the assignment and to provide **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)** with all relevant information needed to carry out the assignment. The services will be required in Sarv Shiksha Abhiyan for about 18 month from date of agreement and will terminate on date when last of the civil works shall be completed and completion certificate issued or such other date as mutually agreed.
3. The Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission may find it necessary to postpone or cancel the assignment and/ or shorten or extend its duration. In such case, every effort will be made to give you, as early as possible, notice of any changes. In the event of termination, the **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)** shall be paid for the services rendered for carrying out the assignment to the date of termination, and the **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)** will provide the **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission** with any report or parts thereof, or any other information and documentation gathered under this Agreement prior to the date of termination.
4. The services to be performed, the estimated time to be spent, and the reports to be submitted will be in accordance with the attached Description of Services.
5. This Agreement its meaning and interpretation and the relation between the parties shall be governed by the laws of Union of India.
6. This agreement will become effective upon confirmation of this letter on behalf of **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)** and will terminate on date when last of the civil works shall be completed and completion certificate issued or such other date as mutually agreed between the **Rajiv Gandhi Shiksha Mission, State Project Office, Chhattisgarh, Raipur** and **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)**.
7. Payments for the services will not exceed **1.4902 %** of total cost of work (Rs. **1243192000**) with a total amount of Rs.**18526823.00** Plus Prevailing Service tax.

Fund from Rajiv Gandhi Shiksha Mission.

Group No. - 1

Total (PART-A + PART-B) = 1.4902 % of total cost of work.
Total cost of work Rs. 1243192000.00
Total payable amount = 1.4902 % of total cost of work + Prevailing service tax as applicable. (14458323.00+4068500.00) = 18526823.00 + Prevailing service tax

The State Project Office, Rajiv Gandhi Shiksha Mission will pay **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)** as earliest possible of receipt of invoice as follows:
For supervision and Certification (All civil Works of year 2009-10 under RGSM.)

SR	Release	Release of Payment
1	1 st installment	20% amount after testing of all materials and casting of base concrete.
2	2 nd installment	30% amount after all work completed at the slab level.
3	3 rd installment	30 % after all the work I/C finishing.
4	4 th installment	20% after issue of completion certificate of the work

The above cost Rs.- **18526823.00** + Services tax includes all the cost related to carrying out the services and overhead imposed on **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)** However if there is upward revision in service tax. The difference between prevailing rate & revised rate shall be paid to the consultant. If there is any downward revision in service tax, the difference between prevailing rate & revised rate shall be recovered from the consultant. Quantum of work can be increased or decreased by Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission and payment will be adjusted proportionately.

8. The **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)** will be responsible for appropriate insurance coverage. In this regard, **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)** shall maintain workers compensation, employment liability insurance for their staff on the assignment. The consultants shall also maintain comprehensive general liability insurance, including contractual liability coverage adequate to cover the indemnity of obligation against all damages, costs, and charges and expenses for injury to any person of damage to any property arising out of, or in connection with, the services which result from the fault of **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)** or its staff. The **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)** shall provide the **Rajiv Gandhi Shiksha Mission, State Project Office, Chhattisgarh, Raipur** with certification thereof upon request.
9. The **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)** shall indemnify and hold harmless the Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission against any and all claims, demands, and/or judgments of any nature brought against the Rajiv Gandhi Shiksha Mission arising out of the services by the **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)** under this Agreement. The obligation under this paragraph shall survive the termination of this agreement.
10. The consultant agrees that, during the term of this Contract and after its termination, the Consultant and any entity affiliated with the Consultant, shall be disqualified from providing goods, works or services (other than the Services and any continuation thereof) for any project resulting from or closely related to the Services.
11. All reports and other documents or software submitted by **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)** in the performance of the services shall become and remain property of the Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission. The consultants may retain a copy of such documents but shall not use them for purposes unrelated to this contract without the prior written approval of the client.
12. The Consultant undertake to carry out the assignment in accordance with the highest standard of professional and ethical competence and integrity, having due regard to the nature and purpose of the assignment, and to ensure that the staff assignment to perform the services under this Agreement, will conduct themselves in a manner consistent herewith.
13. The Consultant will not assign this Contract or sub-contract or any portion of it without the Clients prior written consent.
14. The **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)** shall pay the taxes, duties fee, levies and other impositions levied under the Applicable law and the Client shall perform such duties in this regard to the deduction of such tax as may be lawfully imposed.
15. The **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)** agree that all knowledge and information not within the public domain which may be acquired the carrying out of this Agreement, shall be, for all time and for all purpose, regarded as strictly confidential and held

in confidence, and shall not be directly disclosed to any person whatsoever, except with the Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission written permission.

16. Any dispute arising out of the Contract which cannot be amicably settled between the parties, shall be referred to adjudication/ arbitration in accordance with Arbitration & Conciliation Act 1996
17. In case of abandonment of the work by **Anandjiwala Tech. Consultancy Ahmedabad (G.J.)**. The Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission will have a right to forfeit the earnest money deposited by the firm.
18. All the terms and condition will be strictly followed as per detailed NIT.
19. The quantity of work can be increased or reduced by Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission, Chhattisgarh, Raipur, and the payment will be done on the prorate basis (as per financial offer)

Place: Raipur

Date: 10.11.2009

**(Signature of Authorized
Representative on behalf of
Consultant)**

**(Signature & Name of the Client's
Representative)**

Agreement for Bilaspur Zone

Subject - Consulting Services for 3rd party technical supervision, monitoring and Quality Assurance of Civil Works using funds of Rajiv Gandhi Shiksha Mission in the Zone No. 2 Bilaspur

Draft Letter of Agreement for small Assignment Carried out by Consultants

Name of Consultant: - G.S. Engineering Consultancy Raipur (C.G.)

Name of Zone/Districts: - Bilaspur, Jangir-Champa, Korba, Raigarh

1. Set out below are the terms and conditions under which **G.S. Engineering Consultancy Raipur (C.G.)** has agreed to carry out for **Rajiv Gandhi Shiksha Mission, State Project Office, Chhattisgarh, Raipur** the above mentioned assignment specified in the attached Terms of Reference and decision taken during the negotiation meeting held on **05.11.2009** and as per the recommendation of State construction committee common rate is approved by the Govt. of Chhattisgarh.
2. For administrative purposes **Executive Engineer, State Project Office, Rajiv Gandhi Shiksha Mission, Chhattisgarh, Raipur** has been assigned to administer the assignment and to provide **G.S. Engineering Consultancy Raipur (C.G.)** with all relevant information needed to carry out the assignment. The services will be required in Sarv Shiksha Abhiyan for about 18 month from date of agreement and will terminate on date when last of the civil works shall be completed and completion certificate issued or such other date as mutually agreed.
3. The **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission** may find it necessary to postpone or cancel the assignment and/ or shorten or extend its duration. In such case, every effort will be made to give you, as early as possible, notice of any changes. In the event of termination, the **G.S. Engineering Consultancy Raipur (C.G.)** shall be paid for the services rendered for carrying out the assignment to the date of termination, and the **G.S. Engineering Consultancy Raipur (C.G.)** will provide the **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission** with any report or parts thereof, or any other information and documentation gathered under this Agreement prior to the date of termination.
4. The services to be performed, the estimated time to be spent, and the reports to be submitted will be in accordance with the attached Description of Services.
5. This Agreement its meaning and interpretation and the relation between the parties shall be governed by the laws of Union of India.
6. This agreement will become effective upon confirmation of this letter on behalf of **G.S. Engineering Consultancy Raipur (C.G.)** and will terminate on date when last of the civil works shall be completed and completion certificate issued or such other date as mutually agreed between the **Rajiv Gandhi Shiksha Mission, State Project Office, Chhattisgarh, Raipur** and **G.S. Engineering Consultancy Raipur (C.G.)**.
7. Payments for the services will not exceed- **1.4095 %** of total cost of work (**Rs. 87783000.00**) with a total amount of Rs. **12373000.00** Plus Prevailing Service tax.

Fund from Rajiv Gandhi Shiksha Mission.

Group No. - 2

Total (PART-A + PART-B) = 1.4095 % of total cost of work.
Total cost of work Rs. 87783000.00
Total payable amount = 1.4095 % of total cost of work + Prevailing service tax as applicable. (8778000.00+3595000) = 12373000.00 + Prevailing service tax

The State Project Office, Rajiv Gandhi Shiksha Mission will pay **G.S. Engineering Consultancy Raipur (C.G.)** as earliest possible of receipt of invoice as follows:
For supervision and Certification (All civil Works of year 2009-10 under RGSM.)

SR	Release	Release of Payment
1	1 st installment	20% amount after testing of all materials and casting of base concrete.
2	2 nd installment	30% amount after all work completed at the slab level.
3	3 rd installment	30 % after all the work I/C finishing.
4	4 th installment	20% after issue of completion certificate of the work

The above cost **Rs. 12373000.00** + Services tax includes all the cost related to carrying out the services and overhead imposed on G.S. Engineering Consultancy Raipur (C.G.) However if there is upward revision in service tax. The difference between prevailing rate & revised rate shall be paid to the consultant. If there is any downward revision in service tax, the difference between prevailing rate & revised rate shall be recovered from the consultant. Quantum of work can be increased or decreased by Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission and payment will be adjusted proportionately.

8. The **G.S. Engineering Consultancy Raipur (C.G.)** will be responsible for appropriate insurance coverage. In this regard, **G.S. Engineering Consultancy Raipur (C.G.)** shall maintain workers compensation, employment liability insurance for their staff on the assignment. The consultants shall also maintain comprehensive general liability insurance, including contractual liability coverage adequate to cover the indemnity of obligation against all damages, costs, and charges and expenses for injury to any person of damage to any property arising out of, or in connection with, the services which result from the fault of **G.S. Engineering Consultancy Raipur (C.G.)** or its staff. The **G.S. Engineering Consultancy Raipur (C.G.)** shall provide the **Rajiv Gandhi Shiksha Mission, State Project Office, Chhattisgarh, Raipur** with certification thereof upon request.
9. The **G.S. Engineering Consultancy Raipur (C.G.)** shall indemnify and hold harmless the Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission against any and all claims, demands, and/or judgments of any nature brought against the Rajiv Gandhi Shiksha Mission arising out of the services by the **G.S. Engineering Consultancy Raipur (C.G.)** under this Agreement. The obligation under this paragraph shall survive the termination of this agreement.
10. The consultant agrees that, during the term of this Contract and after its termination, the Consultant and any entity affiliated with the Consultant, shall be disqualified from providing goods, works or services (other than the Services and any continuation thereof) for any project resulting from or closely related to the Services.
11. All reports and other documents or software submitted by **G.S. Engineering Consultancy Raipur (C.G.)** in the performance of the services shall become and remain property of the **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission**. The consultants may retain a copy of such documents but shall not use them for purposes unrelated to this contract without the prior written approval of the client.
12. The Consultant undertake to carry out the assignment in accordance with the highest standard of professional and ethical competence and integrity, having due regard to the nature and purpose of the assignment, and to ensure that the staff assignment to perform the services under this Agreement, will conduct themselves in a manner consistent herewith.
13. The Consultant will not assign this Contract or sub-contract or any portion of it without the Clients prior written consent.
14. The **G.S. Engineering Consultancy Raipur (C.G.)** shall pay the taxes, duties fee, levies and other impositions levied under the Applicable law and the Client shall perform such duties in this regard to the deduction of such tax as may be lawfully imposed.
15. The **G.S. Engineering Consultancy Raipur (C.G.)** agree that all knowledge and information not within the public domain which may be acquired the carrying out of this Agreement, shall be, for all time and for all purpose, regarded as strictly confidential and held

in confidence, and shall not be directly disclosed to any person whatsoever, except with the Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission written permission.

16. Any dispute arising out of the Contract which cannot be amicably settled between the parties, shall be referred to adjudication/ arbitration in accordance with Arbitration & Conciliation Act 1996
17. In case of abandonment of the work by **G.S. Engineering Consultancy Raipur (C.G.)**. The **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission** will have a right to forfeit the earnest money deposited by the firm.
18. All the terms and condition will be strictly followed as per detailed NIT.
19. The quantity of work can be increased or reduced by **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission, Chhattisgarh, Raipur**, and the payment will be done on the prorated basis (as per financial offer)

Place: Raipur

Date: 11.11.2009

**(Signature of Authorized
Representative on behalf of
Consultant)**

**(Signature & Name of the Client's
Representative)**

Agreement for Surguja Zone

Subject - Consulting Services for 3rd party technical supervision, monitoring and Quality Assurance of Civil Works using funds of Rajiv Gandhi Shiksha Mission in the Zone No. 3 Surguja

Draft Letter of Agreement for small Assignment Carried out by Consultants

Name of Consultant: - Mahamaya Consultants, Ambikapur (C.G.)

Name of Zone/Districts: - Surguja, Korea, Jashpur

20. Set out below are the terms and conditions under which **Mahamaya Consultants, Ambikapur (C.G.)** has agreed to carry out for **Rajiv Gandhi Shiksha Mission, State Project Office, Chhattisgarh, Raipur** the above mentioned assignment specified in the attached Terms of Reference and decision taken during the negotiation meeting held on **05.11.2009** and as per the recommendation of State construction committee common rate is approved by the Govt. of Chhattisgarh.
21. For administrative purposes **Executive Engineer, State Project Office, Rajiv Gandhi Shiksha Mission, Chhattisgarh, Raipur** has been assigned to administer the assignment and to provide **Mahamaya Consultants, Ambikapur (C.G.)** with all relevant information needed to carry out the assignment. The services will be required in Sarv Shiksha Abhiyan for about 18 month from date of agreement and will terminate on date when last of the civil works shall be completed and completion certificate issued or such other date as mutually agreed.
22. The **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission** may find it necessary to postpone or cancel the assignment and/ or shorten or extend its duration. In such case, every effort will be made to give you, as early as possible, notice of any changes. In the event of termination, the **Mahamaya Consultants, Ambikapur (C.G.)** shall be paid for the services rendered for carrying out the assignment to the date of termination, and the **Mahamaya Consultants, Ambikapur (C.G.)** will provide the **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission** with any report or parts thereof, or any other information and documentation gathered under this Agreement prior to the date of termination.
23. The services to be performed, the estimated time to be spent, and the reports to be submitted will be in accordance with the attached Description of Services.
24. This Agreement its meaning and interpretation and the relation between the parties shall be governed by the laws of Union of India.
25. This agreement will become effective upon confirmation of this letter on behalf of **Mahamaya Consultants, Ambikapur (C.G.)** and will terminate on date when last of the civil works shall be completed and completion certificate issued or such other date as mutually agreed between the **Rajiv Gandhi Shiksha Mission, State Project Office, Chhattisgarh, Raipur** and **Mahamaya Consultants, Ambikapur (C.G.)**.
26. Payments for the services will not exceed- **1.7954 %** of total cost of work (**Rs. 570572000.00**) with a total amount of Rs. **10244120.00** Plus Prevailing Service tax.

Fund from Rajiv Gandhi Shiksha Mission.

Group No. - 3

Total (PART-A + PART-B) = 1.7954 % of total cost of work.
Total cost of work Rs. 570572000.00
Total payable amount = 1.7954 % of total cost of work + Prevailing service tax as applicable. (7988000.00+2256120.00) = 10244120.00 + Prevailing service tax

The State Project Office, Rajiv Gandhi Shiksha Mission will pay **Mahamaya Consultants, Ambikapur (C.G.)** as earliest possible of receipt of invoice as follows:
For supervision and Certification (All civil Works of year 2009-10 under RGSM.)

SR	Release	Release of Payment
1	1 st installment	20% amount after testing of all materials and casting of base concrete.
2	2 nd installment	30% amount after all work completed at the slab level.
3	3 rd installment	30 % after all the work I/C finishing.
4	4 th installment	20% after issue of completion certificate of the work

The above cost **Rs. 10244120.00** + Services tax includes all the cost related to carrying out the services and overhead imposed on **Mahamaya Consultants, Ambikapur (C.G.)** However if there is upward revision in service tax. The difference between prevailing rate & revised rate shall be paid to the consultant. If there is any downward revision in service tax, the difference between prevailing rate & revised rate shall be recovered from the consultant. Quantum of work can be increased or decreased by **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission** and payment will be adjusted proportionately.

27. The **Mahamaya Consultants, Ambikapur (C.G.)** will be responsible for appropriate insurance coverage. In this regard, **Mahamaya Consultants, Ambikapur (C.G.)** shall maintain workers compensation, employment liability insurance for their staff on the assignment. The consultants shall also maintain comprehensive general liability insurance, including contractual liability coverage adequate to cover the indemnity of obligation against all damages, costs, and charges and expenses for injury to any person of damage to any property arising out of, or in connection with, the services which result from the fault of **Mahamaya Consultants, Ambikapur (C.G.)** or its staff. The **Mahamaya Consultants, Ambikapur (C.G.)** shall provide the **Rajiv Gandhi Shiksha Mission, State Project Office, Chhattisgarh, Raipur** with certification thereof upon request.
28. The **Mahamaya Consultants, Ambikapur (C.G.)** shall indemnify and hold harmless the **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission** against any and all claims, demands, and/or judgments of any nature brought against the **Rajiv Gandhi Shiksha Mission** arising out of the services by the **Mahamaya Consultants, Ambikapur (C.G.)** under this Agreement. The obligation under this paragraph shall survive the termination of this agreement.
29. The consultant agrees that, during the term of this Contract and after its termination, the Consultant and any entity affiliated with the Consultant, shall be disqualified from providing goods, works or services (other than the Services and any continuation thereof) for any project resulting from or closely related to the Services.
30. All reports and other documents or software submitted by **Mahamaya Consultants, Ambikapur (C.G.)** in the performance of the services shall become and remain property of the **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission**. The consultants may retain a copy of such documents but shall not use them for purposes unrelated to this contract without the prior written approval of the client.
31. The Consultant undertake to carry out the assignment in accordance with the highest standard of professional and ethical competence and integrity, having due regard to the nature and purpose of the assignment, and to ensure that the staff assignment to perform the services under this Agreement, will conduct themselves in a manner consistent herewith.
32. The Consultant will not assign this Contract or sub-contract or any portion of it without the Clients prior written consent.

33. The **Mahamaya Consultants, Ambikapur (C.G.)** shall pay the taxes, duties fee, levies and other impositions levied under the Applicable law and the Client shall perform such duties in this regard to the deduction of such tax as may be lawfully imposed.
34. The **Mahamaya Consultants, Ambikapur (C.G.)** agree that all knowledge and information not within the public domain which may be acquired the carrying out of this Agreement, shall be, for all time and for all purpose, regarded as strictly confidential and held in confidence, and shall not be directly disclosed to any person whatsoever, except with the Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission written permission.
35. Any dispute arising out of the Contract which cannot be amicably settled between the parties, shall be referred to adjudication/ arbitration in accordance with Arbitration & Conciliation Act 1996
36. In case of abandonment of the work by **Mahamaya Consultants, Ambikapur (C.G.)**. The **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission** will have a right to forfeit the earnest money deposited by the firm.
37. All the terms and condition will be strictly followed as per detailed NIT.
38. The quantity of work can be increased or reduced by **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission, Chhattisgarh, Raipur**, and the payment will be done on the prorata basis (as per financial offer)

Place: Raipur

Date: 11.11.2009

**(Signature of Authorized
Representative on behalf of
Consultant)**

**(Signature & Name of the Client's
Representative)**

Agreement for Bastar Zone

Subject - Consulting Services for 3rd party technical supervision, monitoring and Quality Assurance of Civil Works using funds of Rajiv Gandhi Shiksha Mission in the Zone No. 4 Bastar

Draft Letter of Agreement for small Assignment Carried out by Consultants

Name of Consultant: - G.S. Engineering Consultancy Raipur (C.G.)

Name of Zone/Districts: - Baster, Bijapur, Dantewada, Narayanpur, Kanker

1. Set out below are the terms and conditions under which **G.S. Engineering Consultancy Raipur (C.G.)** has agreed to carry out for **Rajiv Gandhi Shiksha Mission, State Project Office, Chhattisgarh, Raipur** the above mentioned assignment specified in the attached Terms of Reference and decision taken during the negotiation meeting held on **05.11.2009** and as per the recommendation of State construction committee common rate is approved by the Govt. of Chhattisgarh.
2. For administrative purposes **Executive Engineer, State Project Office, Rajiv Gandhi Shiksha Mission, Chhattisgarh, Raipur** has been assigned to administer the assignment and to provide **G.S. Engineering Consultancy Raipur (C.G.)** with all relevant information needed to carry out the assignment. The services will be required in Sarv Shiksha Abhiyan for about 18 month from date of agreement and will terminate on date when last of the civil works shall be completed and completion certificate issued or such other date as mutually agreed.
3. The Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission may find it necessary to postpone or cancel the assignment and/ or shorten or extend its duration. In such case, every effort will be made to give you, as early as possible, notice of any changes. In the event of termination, the **G.S. Engineering Consultancy Raipur (C.G.)** shall be paid for the services rendered for carrying out the assignment to the date of termination, and the **G.S. Engineering Consultancy Raipur (C.G.)** will provide the **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission** with any report or parts thereof, or any other information and documentation gathered under this Agreement prior to the date of termination.
4. The services to be performed, the estimated time to be spent, and the reports to be submitted will be in accordance with the attached Description of Services.
5. This Agreement its meaning and interpretation and the relation between the parties shall be governed by the laws of Union of India.
6. This agreement will become effective upon confirmation of this letter on behalf of **G.S. Engineering Consultancy Raipur (C.G.)** and will terminate on date when last of the civil works shall be completed and completion certificate issued or such other date as mutually agreed between the **Rajiv Gandhi Shiksha Mission, State Project Office, Chhattisgarh, Raipur** and **G.S. Engineering Consultancy Raipur (C.G.)**.
7. Payments for the services will not exceed **1.7037 %** of total cost of work **(Rs. 641889000.00)** with a total amount of **Rs. 10935765** Plus Prevailing Service tax.

Fund from Rajiv Gandhi Shiksha Mission.

Group No. - 4

Total (PART-A + PART-B) = 1.7037 % of total cost of work.
Total cost of work Rs. 641889000.00
Total payable amount = 1.7037 % of total cost of work + Prevailing service tax as applicable. (8023612+2912113) = Rs. 10935765 + Prevailing service tax

The State Project Office, Rajiv Gandhi Shiksha Mission will pay **G.S.**
Engineering Consultancy Raipur (C.G.) as earliest possible of receipt of invoice as follows:

For supervision and Certification (All civil Works of year 2009-10 under RGSM.)

SR	Release	Release of Payment
1	1 st installment	20% amount after testing of all materials and casting of base concrete.
2	2 nd installment	30% amount after all work completed at the slab level.
3	3 rd installment	30 % after all the work I/C finishing.
4	4 th installment	20% after issue of completion certificate of the work

The above cost Rs. **10935765** + Services tax includes all the cost related to carrying out the services and overhead imposed on **G.S. Engineering Consultancy Raipur (C.G.)** However if there is upward revision in service tax. The difference between prevailing rate & revised rate shall be paid to the consultant. If there is any downward revision in service tax, the difference between prevailing rate & revised rate shall be recovered from the consultant. Quantum of work can be increased or decreased by Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission and payment will be adjusted proportionately.

8. The **G.S. Engineering Consultancy Raipur (C.G.)** will be responsible for appropriate insurance coverage. In this regard, **G.S. Engineering Consultancy Raipur (C.G.)** shall maintain workers compensation, employment liability insurance for their staff on the assignment. The consultants shall also maintain comprehensive general liability insurance, including contractual liability coverage adequate to cover the indemnity of obligation against all damages, costs, and charges and expenses for injury to any person of damage to any property arising out of, or in connection with, the services which result from the fault of **G.S. Engineering Consultancy Raipur (C.G.)** or its staff. The **G.S. Engineering Consultancy Raipur (C.G.)** shall provide the **Rajiv Gandhi Shiksha Mission, State Project Office, Chhattisgarh, Raipur** with certification thereof upon request.
9. The **G.S. Engineering Consultancy Raipur (C.G.)** shall indemnify and hold harmless the **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission** against any and all claims, demands, and/or judgments of any nature brought against the Rajiv Gandhi Shiksha Mission arising out of the services by the **G.S. Engineering Consultancy Raipur (C.G.)** under this Agreement. The obligation under this paragraph shall survive the termination of this agreement.
10. The consultant agrees that, during the term of this Contract and after its termination, the Consultant and any entity affiliated with the Consultant, shall be disqualified from providing goods, works or services (other than the Services and any continuation thereof) for any project resulting from or closely related to the Services.
11. All reports and other documents or software submitted by **G.S. Engineering Consultancy Raipur (C.G.)** in the performance of the services shall become and remain property of the **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission**. The consultants may retain a copy of such documents but shall not use them for purposes unrelated to this contract without the prior written approval of the client.
12. The Consultant undertake to carry out the assignment in accordance with the highest standard of professional and ethical competence and integrity, having due regard to the nature and purpose of the assignment, and to ensure that the staff assignment to perform the services under this Agreement, will conduct themselves in a manner consistent herewith.
13. The Consultant will not assign this Contract or sub-contract or any portion of it without the Clients prior written consent.

14. The **G.S. Engineering Consultancy Raipur (C.G.)** shall pay the taxes, duties fee, levies and other impositions levied under the Applicable law and the Client shall perform such duties in this regard to the deduction of such tax as may be lawfully imposed.
15. The **G.S. Engineering Consultancy Raipur (C.G.)** agree that all knowledge and information not within the public domain which may be acquired the carrying out of this Agreement, shall be, for all time and for all purpose, regarded as strictly confidential and held in confidence, and shall not be directly disclosed to any person whatsoever, except with the Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission written permission.
16. Any dispute arising out of the Contract which cannot be amicably settled between the parties, shall be referred to adjudication/ arbitration in accordance with Arbitration & Conciliation Act 1996.
17. In case of abandonment of the work by **G.S. Engineering Consultancy Raipur (C.G.)**. The **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission** will have a right to forfeit the earnest money deposited by the firm.
18. All the terms and condition will be strictly followed as per detailed NIT.
19. The quantity of work can be increased or reduced by **Mission Director, State Project Office, Rajiv Gandhi Shiksha Mission, Chhattisgarh, Raipur**, and the payment will be done on the prorate basis (as per financial offer)

Place: Raipur

Date: 11.11.2009

**(Signature of Authorized
Representative on behalf of
Consultant)**

**(Signature & Name of the
Client's Representative)**

Annexe 6: Results from National Learning Achievement Survey by NCERT

		Math	Language	EVS	Science	Soc Sc
Class 3	1st Round	41.96 (58.25)	50.69 (63.12)			
	2nd Round	(60.00)	(67.00)			
Class 5	1st Round	38.36 (46.51)	49.69 (58.57)	43.15 (50.30)		
	2nd Round	39.18 (48.46)	50.30 (60.31)	46.44 (52.19)	(48.46)	(60.31)
Class 8	1st Round	28.96 (39.17)	43.31 (53.86)		34.91 (41.30)	39.51 (46.19)
	2nd Round	(41.50)	(56.13)		(41.75)	(46.94)

Mean Achievement (National Mean in Brackets)

Annex 7: Results Framework for SSA Goals

S.No	Outcome Indicators	Baseline as provided in AWP&B 2008-09	Target 2009-10	Achievment 2009-10	Target 2010-11	Target 2011-12	Frequency & Report	Data Collection Instrument
Goal I : All children in School/EGS centres/ Alternative and Innovative Education Centers								
1	Number of children aged 6-14 years not enrolled in School/EGS Centres/ AIE Centres.	(2008-09: PMIS Report from Alternative Schooling Unit) 48.73% against 85772 in AWP&B 2008-09	Reduction in number of out of school children by 49894 in AWP&B 2009-10 against 72354 identified	Number of OoSC reduced by 80% of 49894 (Source: Report PMIS 2009-10)	Reduction in number of out of school children by 55000	Reduction in number of out of school children by 30000	Annual PMIS Report disaggregated by States	Household Data and updated village and ward register
		Children estimated Out of School (Independent Sample study 2009)	A detailed survey of OOSC has been done on 22nd June 2009 across the state in which 2.05 lakhs OOSC identified and which includes mostly children enrolled but Out of study.	Out of 2.05 lakh OOS (Out of Study) 1.50 lakhs have been already enrolled in July 2009.	Rest 55000 will be enrolled by July 2010. Another 30000 are likely to dropout but continuous monitoring is on hence most of them will be enrolled		Independent Sample Survey on out of School children in 2011-12 disaggregated by States/ Gender Rural/Urban and Social Categories of SC/ST/OBC/ Muslim Minorities/ CWSN	Independent Sample Survey on out of school children commissioned by State
2	Number of children enrolled in School	32.00 lakh at Primary Stage (Source: DISE 2007-08)	33.01 lakh at Primary Stage (Source: AWP&B 2009-10)	32.16 lakh at Primary Stage (Source: DISE 2009-10)	35 Lakh at Primary Stage (AWP&B 2010-11)	36 Lakh at Primary Stage	Annual DISE Report disaggregated by States, gender, SC, ST and Muslim	DISE
		12.37 lakh at Upper Primary Stage (Source: DISE 2007-08)	14.43 lakh at Upper Primary Stage (Source: AWP&B 2009-10)	14.02 lakh at Upper Primary Stage (Source: DISE 2009-10)	15 Lakh at Upper Primary Stage (AWP&B 2010-11)	16 Lakh at Upper Primary Stage		

S.No	Outcome Indicators	Baseline as provided in AWP&B 2008-09	Target 2009-10	Achievment 2009-10	Target 2010-11	Target 2011-12	Frequency & Report	Data Collection Instrument
		85772 in AIE	49894 in AIE	39915 in AIE	35000 in AIE	30000 in AIE	Annual PMIS Report disaggregated by States	Programme MIS
		(AWP&B 2008-09)	(Source: AWP&B 2009-10)	(Source: PMIS 2009-10)	(AWP&B 2010-11)			
3	Ratio of Primary to Upper Primary Schools	Number of districts with PS:UPS>2.5:1 are 15	Number of districts to be reduced from 15 to 9	Number of districts to be reduced from 9 to 6	Number of districts to be reduced from 6 to 3	Number of districts to be reduced from 3 to 0	Annual DISE Report disaggregated by States	DISE
		(Source: DISE 2007-08)	(Source: AWP&B 2009-10)	(Source: DISE 2009-10)				
4	Number of children with special needs (CWSN) enrolled in school or alternative system including home based education	41612 CWSN are enrolled (AWP&B 2008-09)	Number of CWSN to be enrolled - 46153	Number of CWSN to be enrolled - 45196	Number of CWSN to be enrolled - 40000	Number of CWSN to be enrolled - 40000	Annual PMIS Report on AIE disaggregated by States	PMIS Report from Inclusive Education for Disable Unit
		(2008-09:PMIS Report)	(Source: AWP&B 2009-10)	(Source: PMIS 2009-10)				
Goal II: Bridging gender and social category gaps								
5	Decline in shortfall of number of classrooms	Additional classroom required : 14469	Additional classrooms to be added - 14568	Additional classrooms to be added - 3476 is in progress 20 completed	Additional classrooms to be added - 15000	Additional classrooms to be added - 10000	Annual PMIS Report on civil works	PMIS Report from civilworks Unit
		(Source: AWP&B 2008-09)	(Source: AWP&B 2009-10)	(Source: PMIS report 2009-10)				
6	Girls, as a share of students enrolled at Primary and Upper Primary Level.	Share of girls in primary school is 48.88% (Share of girls population of 6-11 is 48.91%)	Share of girls in primary school is 48.89%	Share of girls in primary school is 48.96%	Share of girls in primary school is 49.15%	Share of girls in primary school is 49.5%	Annual DISE Report disaggregated by States	DISE
		(Source: AWP&B 2008-09)	(Source: AWP&B 2009-10)	(Source: DISE 2009-10)				

S.No	Outcome Indicators	Baseline as provided in AWP&B 2008-09	Target 2009-10	Achievment 2009-10	Target 2010-11	Target 2011-12	Frequency & Report	Data Collection Instrument
		Share of girls in Upper primary school is 47.38% (Share of girls population of 11-14 is 47.46%) (Source: AWP&B 2008-09)	Share of girls in Upper primary school is 47.73% (Source: AWP&B 2009-10)	Share of girls in Upper primary school is 48.76% (Source: DISE 2009-10)	Share of girls in Upper primary school is 47.9% (Source: DISE 2009-10)	Share of girls in Upper primary school is 48% (Source: DISE 2009-10)	Annual PMIS Report disaggregated by States	PMIS Report from Alternative School Unit
7	Enrolments of Scheduled Castes Scheduled Tribe children reflect their shares in 6-14 age group population in Primary and Upper primary Schools	Share of SC children in Primary Schools is 14.22% (Share of SC in population of 6-10 is 17.60%) (Source: AWP&B 2008-09)	Share of SC Children in primary school is 14.19% (Source: AWP&B 2009-10)	Share of SC Children in primary school is 14.82% (Source: DISE 2009-10)	Share of SC Children in primary school is 15% (Source: DISE 2009-10)	Share of SC Children in primary school is 15.10% (Source: DISE 2009-10)	Annual DISE Report disaggregated by States	DISE
		Share of SC children in Upper Primary Schools is 14.40% (Share of SC in population of 11-14 is 14.05%) (Source: AWP&B 2008-09)	Share of SC Children in Upper primary school is 14.21% (Source: AWP&B 2009-10)	Share of SC Children in Upper primary school is 14.36% (Source: DISE 2009-10)	Share of SC Children in Upper primary school is 14.5% (Source: DISE 2009-10)	Share of SC Children in Upper primary school is 15% (Source: DISE 2009-10)		
		Share of ST children in Primary Schools is 32.56% (Share of ST in population of 6-11 is 32.40%) (Source: AWP&B 2008-09)	Share of ST Children in primary school is 32.99% (Source: AWP&B 2009-10)	Share of ST Children in primary school is 33.15% (Source: DISE 2009-10)	Share of ST Children in primary school is 33.5% (Source: DISE 2009-10)	Share of ST Children in primary school is 33.85% (Source: DISE 2009-10)		
		Share of ST children in Upper Primary Schools is 28.54% (Share of ST in population of 11-14 is 27.84%) (Source: AWP&B 2008-09)	Share of ST Children in Upper primary school is 30.32% (Source: AWP&B 2009-10)	Share of ST Children in Upper primary school is 28.83% (Source: DISE 2009-10)	Share of ST Children in Upper primary school is 30.5% (Source: DISE 2009-10)	Share of ST Children in Upper primary school is 30.75% (Source: DISE 2009-10)		

S.No	Outcome Indicators	Baseline as provided in AWP&B 2008-09	Target 2009-10	Achievment 2009-10	Target 2010-11	Target 2011-12	Frequency & Report	Data Collection Instrument
Goal III: Bridging gender and social category gaps								
8	Transition rates from Primary to Upper Primary	Transition rates from Primary to Upper Primary is 91.37%	Transition rates from Primary to Upper Primary to be 93.89%	Transition rates from Primary to Upper Primary to be 94.12% (Approximety)	Transition rates from Primary to Upper Primary to be 94.25%	Transition rates from Primary to Upper Primary to be 94.5%	Annual DISE Report disaggregated by States,gender, SC,ST and Muslim	DISE
		(DISE 2007-08)	(Source: AWP&B 2009-10)					
9	Retention Primary Level	Retention Primary Level is 91%	Retention Primary Level is 91.77%	Retention Primary Level is 92.45% (Approximety)	Retention Primary Level is 92.75%	Retention Primary Level is 93%		
		(DISE 2007-08)	(Source: AWP&B 2009-10)					
10	Retention at Elementary Level	Retention at Elementary Level is 93.34% (For States where Elementary Stage is Class I to Class VIII)	Retention at Elementary Level to be 94.45%	Retention at Primary Level to be 95% (Approximety)	Retention at Elementary Level to be 95.25%	Retention at Elementary Level to be 95.45%		
		(DISE 2007-08)	(Source: AWP&B 2009-10)					
11	Gross Completion Ratio² (Primary Level)	Gross Completion Ratio at primary level is 85	Gross Completion Ratio Primary Level to be 87.51	Gross Completion Ratio Primary Level to be 88 (Approximety)	Gross Completion Ratio (Primary Level) to be 89.2	Gross Completion Ratio (Primary Level) to be 90		
		(DISE 2007-08)	(Source: AWP&B 2009-10)					
12	Improvement in % Schools with Drinking water facility	Schools having drinking water facility is 79.98%	Schools having drinking water facility to be 0% (Not sanctioned)	Schools having drinking water facility to be 0% (Not sanctioned)	Schools having drinking water facility to be 90%	Schools having drinking water facility to be 100%	Annual DISE Report disaggregated by States	DISE
		(DISE 2007-08)	(Source: AWP&B 2009-10)					
13	Improvement in % Schools with Common toilets	Schools having common toilets is 40.95%	Schools having common toilets to be 0% (Not sanctioned)	Schools having common toilets to be 0% (Not sanctioned)	Schools having common toilets to be 65%	Schools having common toilets to be 100%		
		(DISE 2007-08)	(Source: AWP&B 2009-10)					

S.No	Outcome Indicators	Baseline as provided in AWP&B 2008-09	Target 2009-10	Achievment 2009-10	Target 2010-11	Target 2011-12	Frequency & Report	Data Collection Instrument	
14	Improvement in % School with separate toilet for girls	Schools having separate toilet for girls at primary level is % (not sactioned)	Schools having seprate toilet for girls at primary level is 0% (not sactioned)	Schools having seprate toilet for girls at primary level is 0% (not sactioned)	Schools having separate toilet for girls at primary level is 50%	Schools having separate toilet for girls at primary level is 50%			
		(DISE 2007-08)	(Source: AWP&B 2009-10)						
		Schools having separate toilet for girls at upper primary level is 21.24%	Schools having sep toilet for girls at upper primary level is 2691 (100%)	Schools having sep toilet for girls at upper primary level is 20 (0.74%) Completed 2285 (84.91%) in progress	Schools having sep toilet for girls at upper primary level is 70%	Schools having sep toilet for girls at upper primary level is 100%			
		(DISE 2007-08)	(Source: AWP&B 2009-10)						
Goal IV Education of Satisfactory Quality									
15	(i)Teacher Availability	Provision of quality inputs to improve learning levels						Annual DISE Report disaggregated by States	DISE
		i) Pupil Teacher Ratio at Primary Level Is 40:1 And at Upper Primary level is 27:1	PTR at primary level is 34:1 & at Upper primary level is 23:1	PTR at primary level is 34:1 & at Upper primary level is 23:1	PTR at primary level is 33:1 & at Upper primary level is 23:1	PTR at primary level is 33:1& at Upper primary level is 23:1			
		ii) Districts with average PTR>40 at Primary level are none	Districts with average PTR>40 at Primary level are none	Districts with average PTR>40 at Primary level are none	Districts with average PTR>40 at Primary level are none	Districts with average PTR>40 at Primary level are none			
		iii) Districts with average PTR>40 at Upper Primary level is 4	Districts with average PTR>40 at Upper Primary level is 3	Districts with aver age PTR>40 at Upper Primary level is 2	Districts with aver age PTR>40 at Upper Primary level is 1	Districts with aver age PTR>40 at Upper Primary level is 1			
		iv) Districts with PTR>40 are none At elementary level	iv) Districts with PTR>40 are none At elementary level	iv) Districts with PTR>40 are none At elementary level	iv) Districts with PTR>40 are none At elementary level	iv) Districts with PTR>40 are none At elementary level			
		v) % of Schools with PTR>40:1is 18.34%	% of Schools with PTR>40:1 is 17.56%	% of Schools withPTR>40:1 is - will be reduced after recruitment of teachers	% of Schools withPTR>40:1 is 14% (will be reduced after recruitment of teachers)	% of Schools withPTR>40:1 is 10% (will be reduced after recruitment of teachers)			

S.No	Outcome Indicators	Baseline as provided in AWP&B 2008-09	Target 2009-10	Achievment 2009-10	Target 2010-11	Target 2011-12	Frequency & Report	Data Collection Instrument	
		vi) Shortfall of number of Teachers: 1594	Teachers to be recruited: 1594	Teachers to be recruited: Recruitment of teacher is under process	Teachers to be recruited	Teachers to be recruited	Annual PMIS Report disaggregated by States	PMIS	
		(PMIS 2009-10)/DISE(2008-09)	(Source: AWP&B 2009-10)						
	(ii) Availability of Teaching Learning Materials	Eligible students receiving free text books: 3259177	Eligible students to be receiving free text books are 100% as per state govt. policy	Eligible students to be receiving free text books are 100% as per state govt. policy	Eligible students to be receiving free text books are 100% as per state govt. policy	Eligible students to be receiving free text books are 100% as per state govt. policy	Annual PMIS Report disaggregated by States	Programme MIS	
		(2008-09:PMIS)	(Source: AWP&B 2009-10)	(Source: PMIS report 2009-10)			Sample District Report six monthly	MIS Report	
		teachers received TLM grant: 115942	100% teachers to receive TLM grant	93.32% teachers to receive TLM grant shortfall is due to non recruitment of teachers	100% teachers to receive TLM grant	100% teachers to receive TLM grant	Annual QMT Report disaggre gated by districts	QMT Report Program MIS	
		(2008-09:PMIS)/DISE (208-09)	(Source: AWP&B 2009-10)	(Source: PMIS 2009-10)			Annual PMIS Report		
		Percent of schools using material in addition to textbooks such as workbooks / worksheets (Baseline as per Plan 2010-11)	Percent of schools using workbooks/worksheets - 100% (Bachpan & Balmitra)	Percent of schools using workbooks/worksheets - 100% (Bachapan & Balmitra)	Percent of schools using workbooks/worksheets - 100% (Bachapan & Balmitra)	Percent of schools using workbooks/worksheets - 100% (Bachapan & Balmitra)	Percent of schools using workbooks/worksheets - 100% (Bachapan & Balmitra)	1. Sample District Report six monthly 2. QMT 3. programm MIS	MIS Sample District Report PMIS
		Percent of schools displaying teaching learning material related to language/EVS science /maths/social science /CAL	Percent of schools displaying TLM - 100%	Percent of schools displaying TLM - 67%	Percent of schools displaying TLM - 100%	Percent of schools displaying TLM - 100%	Percent of schools displaying TLM - 100%		

S.No	Outcome Indicators	Baseline as provided in AWP&B 2008-09	Target 2009-10	Achievment 2009-10	Target 2010-11	Target 2011-12	Frequency & Report	Data Collection Instrument
16	Process indicators on quality							
	(i) Training							
	(a) Teacher	83.52% Teacher received in service training against annual target.	93.88% Teacher received in service training against annual target.	84.06% Teacher received in service training against annual target.	90% Teacher received in service training against annual target.	90% Teacher received in service training against annual target.	Annual PMIS Report disaggregated by States	Programme MIS
		1800 Number Training of Educational Administrators from State to Block level	Number Training of Educational Administrators from State to Block level - 2315	Number Training of Educational Administrators from State to Block level - 2110	2200 Number Training of Educational Administrators from State to Block level	2200 Number Training of Educational Administrators from State to Block level	Annual PMIS Report disaggregated by States	Programme MIS
		Block Level	Block Level	Block Level	Block Level			
	(b) Community Training	Development of training Modules focusing on Schools Development Plan	18 Districts develop context specific training modules	50% Districts developed context specific training modules	100% Districts to develop context specific training modules	100% Districts to develop context specific training modules	Annual PMIS Report disaggregated by States	Programme MIS
		Number of VEC/SMC/PTA members trained (2008-09:PMIS)	Number of VEC members trained	Number of VEC members trained	Number of VEC members trained	Number of VEC members trained	Annual PMIS Report disaggregated by States	Programme MIS
	(ii) Teacher Support & Academic Supervision	a) BRCs undertaking residential teacher training on monthly basis	Number of BRCs undertaking more than 10 days of residential teacher training	Number of BRCs undertaking more than 10 days of residential teacher training	Number of BRCs undertaking more than 10 days of residential teacher training	Number of BRCs undertaking more than 10 days of residential teacher training	Annual PMIS Report disaggregated by districts	Programme MIS
		b) Number of school visits undertaken by BRC/BRPs during previous year (Baseline as per State plan)	Number of BRCs undertaking more than 8 days of school visit	Number of BRCs undertaking more than 8 days of school visit	Number of BRCs undertaking more than 8 days of school visit	Number of BRCs undertaking more than 8 days of school visit	Sample District Report six monthly Annual PMIS Report disaggregated by States	MIS Sample District Report Program PMIS
		c) CRCs undertaking residential teacher training on monthly basis	Number of CRCs undertaking monthly teacher training - 2169	Number of CRCs undertaking monthly teacher training - 1973	Number of CRCs undertaking monthly teacher training - 2169	Number of CRCs undertaking monthly teacher training - 2169	Sample District Report six monthly Annual PMIS Report disaggregated	

S.No	Outcome Indicators	Baseline as provided in AWP&B 2008-09	Target 2009-10	Achievment 2009-10	Target 2010-11	Target 2011-12	Frequency & Report	Data Collection Instrument
							by States	
		d) Number of school visits undertaken by CRCs during previous year (Baseline as per State plan)	Number of CRCs undertaking more than 15 days of school visit	Number of CRCs undertaking more than 15 days of school visit	Number of CRCs undertaking more than 15 days of school visit	Number of CRCs undertaking more than 15 days of school visit	Sample District Report six monthly Annual PMIS Report disaggregated by States	MIS Sample Districts Report Program MIS
		e) 96% CRC & 100% BRC are functional	Improvement in 100% BRC/CRC functional	Improvement in 100% BRC/CRC functional	Improvement in 100% BRC/CRC functional	Improvement in 100% BRC/CRC functional	QMT/PMIS-Annual	QMT Report /PMIS-
	iv) Classroom Practices	Time-on-Task study undertaken in 2007-08 in selected major States on time spent in classrooms on teaching/ learning activities	70% of the time has been fixed on task	47% average	Conduct time on Task Study in 2010-11 to track improvement in select districts		Independent Study in 2010-11	independent Sample Study commissioned by State for select districts
	v) Students Learning Assessment	Number of schools Moving to continuous and Comprehensive Evaluation (CCE)	100 % of schools to move to CCE	30% of schools to move to CCE	50% of schools to move to CCE	90% of schools to move to CCE	Annual PMIS Report disaggregated by States	Programme MIS
	vi) Attendance Rates							
	a) Student	Student Attendance at primary and upper primary (Baseline from 2009-10 Study)	Improvement in student attendance by 80% point from baseline both at primary & upper primary level	Improvement in student attendance by 78% point from baseline both at primary & upper primary level	Improvement in student attendance by 80% point from baseline both at primary & upper primary level	Improvement in student attendance by 80% point from baseline both at primary & upper primary level	Annual QMT Report disaggre gated by districts	QMT Report
							Sample District Report Six monthly	MIS Sample District Report

S.No	Outcome Indicators	Baseline as provided in AWP&B 2008-09	Target 2009-10	Achievment 2009-10	Target 2010-11	Target 2011-12	Frequency & Report	Data Collection Instrument
							Independent Sample Survey on out of Study on student attendance to be repeated in 2009-10 & then in 2011-12	Independent Sample Study commissioned by State
	a) Teacher	TeacherAttendance at primary and upper primary (Baseline from 2009-10 Study)	Improvement in teacher attendance by 85% point from baseline both at primary & upper primary level (Approximately)	Improvement in teacher attendance by 81.8% point from baseline both at primary & upper primary level (Approximately)	Improvement in teacher attendance by 85% point from baseline both at primary & upper primary level (Approximately)	Improvement in teacher attendance by 85% point from baseline both at primary & upper primary level (Approximately)	Annual PMIS Report disaggregated by States	Programme MIS
							Independent Sample Study on teacher attendance to be repeated in 2009-10 & then in 2011-12	Independent Sample Study commissioned by State
17	Accountability to the community	SMCs to have 3/4 members from parents and atleast 50% members would be women (Baseline as per AWP&B 2011-12)	100% of SMCs	100% of SMCs	100% of SMCs	100% of SMCs	Sample District Report Six monthly Programm MIS	MIS Sample Districts Report Program MIS
		% of SMCs to have prepared Schools Development Plans (Baseline as per AWP&B 2011-12)	10% of SMCs	20% of SMCs	30%	40%		

S.No	Outcome Indicators	Baseline as provided in AWP&B 2008-09	Target 2009-10	Achievment 2009-10	Target 2010-11	Target 2011-12	Frequency & Report	Data Collection Instrument
18	State level sample Learning Achievement Surveys (designed in the sprit of RTE for the purpose of checking health of school system)	Learning levels for class III	Evaluation has been completed and data is being processed	Evaluation has been completed and data is being processed	First Round sample student achievement level outcomes	Analysis and dissemination of First Round sample student achievement level outcomes	State level sample Learning Achievement Surveys in 2010-11 (designed in the sprit of RTE for the purpose of checking health of school system)	State level Learning Achievement Surveys
		Learning levels for class V	Evaluation has been completed and data is being processed	Evaluation has been completed and data is being processed	Preparation for First Round sample student achievement level outcomes	First Round sample student achievement level outcomes	State level sample Learning Achievement Surveys in 2011-12 (designed in the sprit of RTE for the purpose of checking health of school system)	
		Learning levels for class VIII	Evaluation has been completed and data is being processed	Evaluation has been completed and data is being processed	Preparation for First Round sample student achievement level outcomes		State level sample Learning Achievement Surveys in 2012-13 (designed in the sprit of RTE for the purpose of checking health of school system)	

INDIA
SARVA SHIKSHA ABHIYAN
ELEVENTH JOINT REVIEW MISSION &
MID TERM REVIEW
January 15 – 29, 2010

HIMACHAL PRADESH STATE REPORT

0. Introduction

On behalf of the 11th JRM, Ratna Sudarshan, Director of the Institute of Social Studies Trust (GoI) and Jo Bourne (DFID) visited Himachal Pradesh from January 16th – January 21st 2010 to review progress in the implementation of Sarava Shiksha Abhiyan.

The Mission members interacted with Shri Rajesh Sharma –State Project Director SSA; Shri B.L. Shukla, Planning Co-ordinator, SIEMAT; Ms Manjula Sharma State Women Development In-Charge, SSA; Shri Rajender Thakur, District Project Officer, Distt Solan; Shri R.K. Bindra District Project Officer, Bilaspur. The Mission visited primary schools, upper primary schools, senior secondary and high schools, two NGOs specializing in children with special needs, Block and Cluster Resource Centres and DIETS in the Districts of Solan and Bilaspur. The team is grateful to the State Project Director and his team for facilitating this visit, and for supporting the Mission in meeting with teachers, children, VEC members and other key education stakeholders.

1. Overview and key issues

The mission is extremely impressed with the progress made in Himachal Pradesh in ensuring all children have access to education. Strategies are in place to ensure the hardest to reach children, including those with special needs, have access to educational opportunities. Transition from primary to upper primary is high at 93.6%. The challenge for the State is now how to build on this considerable progress in order to meet the request from MHRD to develop a holistic and comprehensive model for improving quality which integrates different programme components and places the learner at the centre of active classroom practices. Despite a number of sensible interventions aimed at improving quality – many of which will no doubt reap results – these currently do not add up to the type of transformational reforms needed to shift quality from average to exceptional.

The recommendations set out below are offered in the spirit of building on the considerable progress already made, and the obvious potential of the State to excel in the field of education.

2. Progress towards the achievement of goals

Goal 1: All children in school

Achievements:

Himachal Pradesh has made remarkable progress in getting all children into school, with a net enrolment rate in 2008-9 of 90.91 at primary and 92.34 at upper primary. In 2009/10, preliminary data suggests that out of the total population of 6- 14 year olds there were 623198 children in primary schools, and 412919 in upper primary schools. A further 3030 were enrolled in Education Guarantee Centres, or Alternative Innovative Education schemes. There are 23 mobile schools catering for the migratory Gujjar community. There are 10 KGBVs, each with the capacity to cater for 50 girls, although on average the enrolment is closer to 40. [The enrolment is upto 50 in those KGBV with their own buildings, and less in those that are renting space]. NPEGEL is being implemented in 8 educationally backward blocks of four districts.

Of the 22040 children with special needs, 19643 are enrolled in schools, and a further 2397 supported by NGOs (450) or Home Based education. At the beginning of 2009, the number of out of school children was estimated to be 2587 or 0.29% of the school age population (Household Survey). By September 2009, approximately 1564 children had been enrolled in formal or non-formal education, bringing the number down to 1023. More recent surveys in some districts suggest that the actual number may be more than this, due to fresh influx of migrant workers from other states. The National Sample Survey of OOS estimates 0.26% of children aged 6 – 13 are out of school, whereas the ASER survey estimates 0.7% of the 6-14 age range are out of school. Although the data fluctuates, it is clear that the number of out of school children is very small, and probably come from the hardest to reach groups.

2009 preliminary data suggests that 37% of all primary aged children are enrolled in private schools (34% of girls and 39% of boys) and 28% of upper primary children (25% girls and 31% of boys). Across the State there are 2287 primary and 26 upper primary recognized private schools. The high proportion of children enrolled in private schools is not limited to urban areas, although there are district differences, for example in Kangra over 37% of children are in private schools, compared to 10% in Chamba. In the districts visited by the mission, enrollment in private schools was 35% (Bilaspur) and 34% (Solan). The migration of children from government schools to private schools was raised as a significant issue by nearly all the people the mission spoke to.

The progress towards education for all in Himachal Pradesh is due to a number of factors. Infrastructure is generally good, with all primary schools and the majority of upper primary schools within easy reach. 75 % of habitations have a primary school either within them or within 1 km; 78 % of

habitations have an upper primary school within them or within 3 kms. The hilly terrain means that there are a large number of small schools – the average number of children in government primary schools is 44, and 78 at upper primary level. Just over 9 % of the 10,713 primary schools are single teacher schools. The introduction of Village Education Registers has been a particularly good innovation, encouraging the Village Education Committee to register key details of every child in the area (date of birth, parent details, health issues) and ensure education follow up. VEC members the Mission spoke to said there were no children out of school in the vicinity. The State has approached unrecognized madrasas (3, with an enrollment of 397) with an invitation to engage in SSA, but they have not shown any interest to date.

Through ICDS or other initiatives, close to 90% of 3-4 year olds have access to some sort of pre-school programme. The minority of these children are attending programmes run by the Department of Education (5.6% of boys and 7.5% of girls, in 20 centres).⁸ Through SSA, the State has a small allocation of funds to support training for early childhood education through the Department of Social Justice. The mission was made aware of government schools actively soliciting younger children to attend classes, partly as a local strategy to attract continued enrolment in the school (as opposed to sending children to private schools, where nursery education is more common). Given the high proportion of children attending some kind of pre-school programme, it is worth reviewing the nature and quality of this provision, with a view to ascertaining whether optimal support is being given to ensure school readiness through age appropriate activities.

Concerns:

Given the impressive progress in enrolling children in school across the State, the only outstanding concerns remain the possible under enumeration of migrant children, and whether some children with special needs are being missed out. Intra state migration is easier to track than inter state migration.

Recommendations:

The State could consider working with the Department of Labour to commission a small and focused study to understand the issues and possible strategies for education access for migrant children, in particular looking at how the UID process could support the identification of migrant children at risk from missing out on education.

The State could consider working with the Department of Social Justice to develop an approach to early childhood education for low income households, with the objective of improving children's' readiness for formal schooling. Particular attention should be paid to the experience of children with special needs and their families.

⁸ HP officials are currently exploring the possibility of merging these centres with ICDS centres

Goal 2: Bridging gender and social gaps

Achievements

Himachal Pradesh has achieved gender parity in primary and upper primary schools, with the proportion of girls to total standing at 47.35 % and 47.27 % respectively. ASER data suggests that equal numbers of boys and girls are out of school, with sharper reductions in the female out of school population since 2006, perhaps as a result of successful implementation of State strategies focused on girls (NPEGEL and KGBV). DISE data suggests minimal gender differences in achievements between girls and boys in exams taken at grades V and VIII, with girls doing slightly better overall. Boys are marginally more likely to be enrolled in private schools, reflecting a parental preference to pay for education of perceived better quality for boys. A higher proportion of girls are enrolled in government schools than private schools – 66% of all girls enrolled in school in 2009-2010 were enrolled in government schools compared to 61% boys (2009/10 preliminary DISE data).

There is still a gap in the provision of separate toilets for girls. According to 2009-10 DISE data 48 % of primary schools have girls toilets and 68 % of upper primary have girls toilets. This is an improvement from numbers reported in the SSA implementation report which says that only 44% of primary schools and 54 % upper primary schools have girls' toilets. ASER data suggests that more than 30% of primary schools do not have separate toilets for girls, and 66% of elementary schools do not have separate toilets for girls. The extent to which existing girls' toilets are usable is low – 31% in primary schools, and only 13% in elementary schools. There has been slippage in the construction of girls' toilets under SSA, with only 325 out of a planned 5371 toilets having been constructed up to September 2009.

Scheduled Castes make up 24% of the population. Enrolment in primary and upper primary is 28.56% and 27.23% respectively, suggesting that there is no significant issue with access to education. Likewise scheduled tribes make up 4% of the population with enrolment in primary at 5.63% and upper primary 5.8%. However, children from SC and ST are far more likely to be enrolled in government schools. According to preliminary 2009/10 DISE data, 79% of all SC girls enrolled in any primary school are in government schools and 84% at the upper primary level. The corresponding figures for SC boys are 76% and 81%. Similarly 82% of ST girls are enrolled in government primary schools, and 88% at upper primary; for boys these numbers are 76% and 83%. This would suggest that the drift to private schools is more common for the general population than for SC or ST.

Concerns

Gender training is included as part of teacher training. Despite this, the State gender co-coordinator commented that teachers continue to perpetuate gender stereotypes. There is a need to strengthen the understanding of gender issues in relation to classroom culture. The Mission were unable to assess the effectiveness of gender training within pre-service and in-service teacher

training, but would suggest that where possible this would be the best place to encourage teachers (men and women) to explore gender stereotypes and discuss how best to promote equality within the classroom setting, including providing positive role models.

The slow progress in providing separate toilets for girls is a concern. It is possible this is because of prioritization of pending construction work, or efforts to converge toilet construction with the Rural Development Department. The construction of girls' toilets is now underway, and priority needs to be given to completing this on time, and ensuring schools keep the toilets clean and available. For upper primary schools in particular, the provision of separate blocks for girls can have an impact on regular attendance.

The Mission observed high levels of social stratification with regards to enrolment in government and private schools. In all government schools visited, students were described as coming from weaker social groups, the labour classes, or from poorer backgrounds. The data suggests that ST and SC are proportionally over-represented in government schools. Many were described as being first generation learners. Teachers in government schools reported their jobs as being harder because education was not well supported by parents. In some cases teachers commented that it was harder to teach children of a different social class to themselves. In one school we visited we observed that the teachers did not speak the local dialect spoken by the children.

Reasons given for preferring private schools included the teaching of English language, smarter uniforms, classroom furniture, perceptions of quality and status, perceptions that teachers were more likely to be in school and teaching (as opposed to engaging in non-teaching duties). Teachers from private schools were seen as more likely to promote their school within the locality, and have links with the community.

Given the strong role of education as an equalizing social force, at the forefront of eliminating social barriers, the emergence of two tracks within the sector is a concern.

Recommendations

The Mission recommends that the State gives priority to completing the construction of girls' toilets, and that these be in separate blocks/ facing different directions, as possible.

We also recommend that the State closely monitor the social class divisions emerging between government and private schools and use this to inform/ implement decisions on the role of the State vis a vis private education under the Right to Education Act. There are two main areas to take into consideration:

- The extent to which the State can monitor what is happening in private schools and whether all children are receiving good quality education;

[officials explained that 1 private schools will not be able to operate without recognition, given subject to fulfillment of specified conditions, as per the provisions of the RTE]

- Incentives to include weaker social classes in private schools, and the regulatory framework to ensure that those children are treated equally and with respect.

At the same time the State should continue its efforts to relentlessly improve the quality of education in government schools, and encourage the sharing of good practice amongst all schools.

Goal 3: All children retained in Elementary Education

Achievements

Retention in elementary education is good, with transition rate of 93.96 from primary to upper primary (93% for boys and 92% for girls). This does not include transition from government primary schools to private upper primary schools. The cohort study looking at children from 2000/1 – 2009 calculated a retention rate of 97.94. These statistics correlate with DISE estimates that dropout rates are negligible – at primary 0.003% for boys and 0% for girls, and at upper primary 0.021 for boys and 0.02% for girls. Data from the ASER survey suggests that 1% of the 11-14 age group are out of school (0.9% boys, 1.1% girls) and 4.3% of the 15-16 age group (boys 4.5%, girls 4.3%). Overall dropout is marginal, with very slight increases at the upper cycles for both girls and boys. Repetition rates are also small, with 4.82% and 3.97% of boys and girls respectively repeating at primary. The corresponding figures for upper primary are 3.66 and 2.73.

The ratio of primary to upper primary schools is 1:2.49. The small size of most schools, and the sparse population in some areas would make it highly inefficient to build further upper primary schools. For example, in one cluster of five primary schools visited by the mission there were only 40 grade V pupils, with four of the schools having 5 or fewer grade V children. Transition to upper primary within the cluster remained good, with all grade V pupils able to attend the only upper primary school in the cluster. Given that the bulk (56%) of primary schools in the State have only 2 teachers, and a further 9% of schools have only 1 teacher, a ratio of 1:2 is not practical.

Concerns

The only concern with regards to retention raised to the mission was the follow up of CWSN after mainstreaming into government schools. The report from the Monitoring Institute raised a similar concern with regards to children mainstreamed in formal schools after going through bridge courses. The Mission was unable to verify these concerns in the official data.

Recommendations

Implementation of the child tracking system will enhance the State's ability to identify and support specific children at risk from dropout. Continued monitoring at the local level through the Village Education Register is also important with regards to ensuring children at risk stay in school.

National norms for one school per habitation, and a 1:2 ratio of primary to upper primary schools should be adjusted to reflect the fact that these cannot be consistently applied across sparsely populated regions/hilly terrain.

Goal 4: Education of satisfactory quality

Achievements

Himachal Pradesh has made good progress in ensuring a number of key conditions for improving quality are in place. Pupil teacher ratios across the State are well below the SSA norm of 40:1, at 16:1 in primary and 15:1 in upper primary. District variations in primary range from 5:1 in Lahaul Spiti to 23:1 in Una. Para teachers undergoing training reported numbers ranging from 2 children in a class to 40. Multi-grade classes are common – only 7% of schools have 5 or more teachers, suggesting that the vast majority of teachers have teaching responsibilities for more than one grade. Almost every school visited by the mission had teachers working in multi-grade situations.

All the children in the schools the mission visited had textbooks – a total of 93.16 received free primary textbooks during 2008/9 and 100.8% at upper primary. Teaching and learning materials were evident at the BRCs and schools, mostly in the form of teacher made charts and wall murals.

In service teacher training was being delivered through the DIET, the BRC and the CRC and most teachers reported receiving 15 days of training a year. Most teachers are qualified, or are training to upgrade their qualifications. The teacher training curriculum has been revised to place a greater emphasis on active classroom practices and student activities. Teachers observed in classrooms were professional and engaged in classroom teaching. This year a particular effort has been made to introduce Continuous Comprehensive Evaluation, and teachers report that despite some initial teething problems, this is useful in tracking student progress.

Teacher attendance is reported as being high at about 90%, although the report from SIEMAT suggests attendance rates are 81% for primary teachers and 77% for upper primary teachers. Student attendance is reported – and was observed as being good. Village Education Committees are in place and actively involved in supporting school, although the VECs that the mission interacted with did not include parents with children at the local government school.

The State has introduced a specific focus on improving basic literacy, numeracy and English in grades I-V in partnership with the NGO Pratham. The approach is to teach children according to their competency level (rather than grade level) for 2 hours every morning, using specially designed

materials. Initial reviews using ASER data indicate that improvements in these basic skills are being realized, although it is too early to assess the broader impact of the programme.

Concerns

The State is concerned about the quality of education, and recognizes that this is an important challenge. Despite good efforts to ensure the basic conditions for improving quality are in place, learning outcome levels are average compared to national standards. Approximately 50% of grade V children get more than 60% in state exams, and only 20% achieve the higher pass rate at upper primary. The need to improve quality is a shared concern amongst education stakeholders. The frustration is that the various inputs are currently not adding up to a perceptible improvement in the overall quality of education experienced by children in schools.

For example, although TLM were evident in schools, the mission did not observe teachers using additional teaching material unless prompted to do so. In some cases material was placed so high up on the walls neither children nor adults could see it. In other instances the material was kept in a central location. In one urban school one of the class teachers observed that it was difficult to put TLM in classrooms because of the frequency of classrooms being vacated for non-school related purposes e.g. accommodating visiting sports teams. Where the use of TLM was observed by the mission (usually as a result of prompting) the material was used only by the teacher, not the student. One teacher remarked that TLM was useful 'because if you want to teach the word cow, you can use a picture of a cow'. There did not appear to be any active use of materials other than textbooks and workbooks by the students.

With regards to classroom practices, the mission observed traditional teacher led pedagogy in all cases, including in the Adhaar lessons. Reasonably high levels of student participation were solely as a result of small class sizes, rather than as a result of adopting 'active classroom practices and pedagogical approaches that put the child, rather than the teacher, at centre' (10th JRM aide memoire). Teaching approaches did not vary, even in very small classes – the mission observed one class with 8 students, in two rows of 4 at either side of the classroom, whilst the teacher taught from behind a large desk, leaving a large empty space in the middle of the classroom.

Teachers – and pre-service trainee teachers – were unhappy at having to teach more than one grade in a class, despite the fact that it is clearly not practical to deploy 5 teachers to every school when school sizes are so small. Within multi-grade classrooms teachers generally lined children up in grade rows and pitched lessons at the level of the highest grades. In discussions with teachers, few were able to identify specific action that they might take in response to consistently low student performance as noted in CCE.

Adhaar and its follow on programmes, Adhaar plus and Samridhhi have potential to improve the standard of students in basic skills, which is a

critically important first step in improving learning outcomes and in theory improving the access children have to the rest of the curriculum. The focus on improving the skills of the weakest children is particularly welcome. The mission did not study the programme in any detail, but would like to raise the following points, which the forthcoming impact evaluation of Adhaar might wish to take into account:

- The Adhaar programme will not, on its own, bring about transformational change in the quality of education in HP, although it is an important component. The predominant methodology is one of teacher instruction rather than independent student learning.
- We observed a disjoint between what children are expected to achieve in their Adhaar groups and what they are expected to cover in the core curriculum. For example one child in the number recognition group was also expected to know his multiplication tables. [The Mission would further like to record that serious effort is currently under way to integrate Adhaar with curriculum teaching. It is proposed to devote the first month to strengthening basic competencies through Adhaar]
- Teachers complained that although they liked the Adhaar programme, it was an additional work burden, and reduced the amount of time left in the rest of the day to cover the core curriculum
- There were some reports of parents not supporting the programme, in particular when children in higher grades were placed in the lower Adhaar competency groups – this suggests a need for a more intensive debate with parents about education standards.
- There is a need to examine the correlation between improved basic skills as supported through the Adhaar programme and improved student learning as monitored in state exams – the original Adhaar pilot could allow this to be done as part of the impact evaluation.
- There is a need to review the role of Pratham in supporting the programme. Currently Pratham is supporting programme implementation at various central and decentralized levels, and to some extent have created parallel structures running alongside BRC and CRC support networks. The mission wonders whether Pratham’s real added value would be to provide high quality advice and act as a catalyst for change rather than an implementer.

Overall the mission recognized the excellent efforts by the State to improve quality, but noted that although these were reasonably comprehensive, they did not yet add up to a holistic and integrated approach to learning enhancement. The introduction of piecemeal interventions – although often good in themselves – is currently failing to transform teaching and learning practices. In particular there is a need to develop and promote a vision of what good quality education actually looks like in the classroom.

Recommendations

The mission recommends that the GoI supports HP and other States in developing a vision for good quality education and effective classroom practices building on observable national and international good practice. In

particular, there needs to be more debate on what good classroom pedagogy and student led learning actually looks like in practice.

Given the high proportion of multi-grade classes in HP, the mission strongly suggests that HP give priority to transforming teaching and learning in multi-grade classrooms, with a view to becoming a national leader in the delivery of multi-grade teaching. The mission's vision for multi-grade teaching differs from what is currently being practiced in HP. An effective multi-grade classroom allows each child to learn at his or her own level, supported by learner centred activities. Students have ready access to learning materials and are supported to use these independently. For the vast majority of learning time the children can move around the learning environment (inside and outside the classroom) freely, working individually or in small groups to undertake carefully prepared activities. The teachers' role is to manage and facilitate the learning experience of each child, rather than to act as the sole deliverer of knowledge.

The mission notes that this is not a simple suggestion to implement and could take several years of sustained effort. In particular the State might like to consider seeking expertise in multi-grade teaching, and gaining exposure to various initiatives in India and elsewhere before undertaking a pilot. The introduction of world class multi-grade teaching will have implications for teaching materials, teacher training, teacher support mechanisms, and will need sustained communication efforts with parents. These activities will need to be taken forward in a fully integrated way, building upon what is already well received in schools (e.g. the curriculum) rather than as additional activities on top of normal practices.

3. Financial management and procurement

The Manual on Financial Management and Procurement of SSA has been adopted. The Mission observed reasonable financial record keeping in schools; SSA grants received were prominently displayed in schools visited. Perusal of the work plan confirms that expenditure is according to norms. (see also note on SSA norms in the next section). The involvement of the community was noted, in places the community had made a financial contribution to support the school and all those met were aware of the expenditures incurred under different heads.

4. Programme management

Civil works are being executed with community participation with a focus on cost effectiveness, use of local materials and alternative designs. A manual on the execution of civil works with community participation has been distributed to schools and all districts.

Co-ordination has been achieved between different agencies e.g. DIET responsible for training of teachers. This will help in sustaining SSA initiatives beyond the project period. As per the decision not to continue

recruitment of para teachers, GVU's are all being trained during vacations, Mission observed such training in progress at the DIET in both Solan and Bilaspur. Curriculum for classes 1-5 has been developed by teachers and is currently being reviewed by SCERT and HP Board of School Examinations; it was commended by teachers during Mission interactions. For upper primary classes NCERT textbooks are prescribed. The NCF 2005 is being implemented in the state.

It is now proposed to conduct 66% of trainings at cluster level and in classroom situation which would enhance efforts at quality improvement, and further reduce teacher absenteeism. This is particularly important for schools with small numbers of teachers. Clusters and schools should be encouraged to manage teacher release for training in such a way that schools are not left without teachers at any time.

Monitoring Cell has been constituted at state level; started operating since December 2008, over 600 schools in 60 educational blocks visited so far. It is proposed to use the Child Performance Tracking system currently being developed to enhance teacher accountability and evaluate performance.

Mission noted that as per records there are very few unfilled posts (4 section officers, 4 accountants): staff is in place.

DISE data is being used as the basis of Annual Work plan and Budget.

It was noted that EDI are being used up to block level. However given the context, such as habitations without children or with very few children, and low PTR in all districts, it is not realistic to create more posts. HP is perhaps being unfairly judged on a strict assessment according to EDI indicators.

A few SSA norms that might be constraining performance:

- The financial allocation for textbooks is not adequate to cover costs fully. The primary school textbooks cost Rs 90 leaving a part of the possible funds unutilized (can be upto Rs 150 but given against actuals); while the UPS textbooks cost Rs 375 which is more than the maximum permissible of Rs 250. As a result textbooks are only partially given free.
- Need to allocate funds for replacement of bedding etc at KGBVs
- Furniture at Rs 500 per student is not available – either the funds allocated are not used or else low quality furniture is locally made (in the few schools where furniture was observed, it had been supplied by VECs)
- There is a case for allowing some flexibility and not have fixed norms for all districts as the situation varies greatly

The 2009-10 proposed activities in addition to strengthening implementation of school development plans, include capacity building needs as below:

- District level planning
- Financial management
- School improvement plans
- Micro planning and school mapping
- Effective management

Research studies that were commissioned in the last year include studies on teacher absence, which finds an average absence of 20 days; cohort study on internal efficiency of the educational system at primary level; baseline survey on Adhaar; in-service teacher training; impact of functional libraries.

5. Conclusions

Excellent progress has been made in the implementation of SSA on most fronts, with good strategies to enroll all children and keep them in school. There is need to sustain these achievements, and reinforce the efforts continually so as not to lose any ground in the future.

The increase in enrollment in private schools is giving rise to a number of concerns, not least of all the possible impact on state provided education, and the risks of having a two tier system. Private education is providing an important service in response to demand, and it will be important to clarify the state's role in relation to private providers to ensure that all children are getting good quality education regardless of where they might be enrolled, and to ensure that education does not exacerbate social divisions. A close examination of the impact of the reservation of seats in private schools for children below the poverty line (as is being implemented in Delhi) might shed important lessons on how this can be managed.

The challenge now is enhancing quality and the Mission strongly recommends that the entry point to transforming education quality is to seek excellence in multi grade teaching based on national and international experiences.

6. Summary of main recommendations

Goal 1: All children in school

The State could consider working with the Department of Labour to commission a small and focused study to understand the issues and possible strategies for education access for migrant children, in particular looking at how the UID process could support the identification of migrant children at risk from missing out on education.

The State could consider working with the Department of Social Justice to develop an approach to early childhood education for low income households, with the objective of improving children's readiness for formal schooling. Particular attention should be paid to the experience of children with special needs and their families.

Goal 2: Bridging gender and social gaps

The Mission recommends that the State gives priority to completing the construction of girls' toilets, and that these be in separate blocks/ facing different directions, as possible.

We also recommend that the State closely monitor the social class divisions emerging between government and private schools and use this to inform/ implement decisions on the role of the State vis a vis private education under the Right to Education Act. There are two main areas to take into consideration:

- The extent to which the State can monitor what is happening in private schools and whether all children are receiving good quality education; [officials explained that 1 private schools will not be able to operate without recognition, given subject to fulfillment of specified conditions, as per the provisions of the RTE]
- Incentives to include weaker social classes in private schools, and the regulatory framework to ensure that those children are treated equally and with respect.

At the same time the State should continue its efforts to relentlessly improve the quality of education in government schools, and encourage the sharing of good practice amongst all schools.

Goal 3: All children retained in elementary education

Implementation of the child tracking system will enhance the State's ability to identify and support specific children at risk from dropout. Continued monitoring at the local level through the Village Education Register is also important with regards to ensuring children at risk stay in school.

National norms for one school per habitation, and a 1:2 ratio of primary to upper primary schools should be adjusted to reflect the fact that these cannot be consistently applied across sparsely populated regions/hilly terrain.

Goal 4: Education of satisfactory quality

The mission recommends that the GoI supports HP and other States in developing a vision for good quality education and effective classroom practices building on observable national and international good practice. In particular, there needs to be more debate on what good classroom pedagogy and student led learning actually looks like in practice.

Given the high proportion of multi-grade classes in HP, the mission strongly suggests that HP give priority to transforming teaching and learning in multi-grade classrooms, with a view to becoming a national leader in the delivery of multi-grade teaching. The mission's vision for multi-grade teaching differs from what is currently being practiced in HP. An effective multi-grade classroom allows each child to learn at his or her own level, supported by learner centred activities. Students have ready access to learning materials and are supported to use these independently. For the vast majority of learning time the children can move around the learning environment (inside and outside the classroom) freely, working individually or in small groups to undertake carefully prepared activities. The teachers' role is to manage and facilitate the learning experience of each child, rather than to act as the sole deliverer of knowledge.

The mission notes that this is not a simple suggestion to implement and could take several years of sustained effort. In particular the State might like to consider seeking expertise in multi-grade teaching, and gaining exposure to various initiatives in India and elsewhere before undertaking a pilot. The introduction of world class multi-grade teaching will have implications for teaching materials, teacher training, teacher support mechanisms, and will need sustained communication efforts with parents. These activities will need to be taken forward in a fully integrated way, building upon what is already well received in schools (e.g. the curriculum) rather than as additional activities on top of normal practices.

Annexes

Annex 1: Results framework

Results Monitoring

S. No	Outcome Indicators	Data source*	Target 2008-09	Achievement 2008-09	Remarks
1	Number of children aged 6-14 years not enrolled in School / EGS Centres / AIE Centres	(State HH Surveys 2007-08)	4075	2380	
2	Number of children enrolled in schools	(2007 : DISE)	Primary Level = 649151 Upper Primary Level = 420627 EGS/AIE =6261	Primary Level = 646879 Upper Primary Level = 418824 EGS/AIE =3030	
3	Ratio of Primary to Upper Primary Schools	(2007 : DISE)	2.49	2.49	
4	Number of children with special needs (CWSN) enrolled in school or alternative system including home based education	PMIS Report	25476	24530	
5	Girls, as a share of students enrolled at Primary and Upper Primary level.	(2007 : DISE)	Share of girls in Primary schools :47.35 % Share of girls in U.Primary schools :47.27%	Share of girls in Primary schools :47.35 % Share of girls in U.Primary schools :47.27%	
6	Scheduled Castes & Schedule Tribe children reflects their share s in 6-14 age group Population in Primary and Upper Primary Schools	(2007 : DISE)	Share of SC children in Primary schools :28.56 % Share of SC children in U.Primary schools :27.23% Share of ST children in Primary schools :5.63 % Share of ST children in U.Primary schools :5.80%	Share of SC children in Primary schools :28.56 % Share of SC children in U.Primary schools :27.23% Share of ST children in Primary schools :5.63 % Share of ST children in U.Primary schools :5.80%	
7	Transition rates from Primary to Upper Primary to increase	(2007 : DISE)	100	93.66	DISE Data is showing lower transition rate due to non coverage of Private schools
8	Retention at Primary level	(2007 : DISE)	99	94.52	

S. No	Outcome Indicators	Data source*	Target 2008-09	Achievement 2008-09	Remarks
9	Retention at elementary level	(2007 : DISE)	99	na	
10	Provision of quality inputs to improve learning levels (i) Teacher Availability		(i) Pupil teacher ratio at primary level 1:18 (ii) Pupil Teacher Ratio at upper primary 1:15 (iii) Number of districts with PTR>60 at elementary level: Nil Source: (2008-09: DISE)	Achieved	
	(ii) Availability of Teaching Learning Materials		Percentage of eligible students receive free text books : 100% (Source :PMIS) Percentage of teachers received TLM grants : 100% (Source :PMIS) Number of schools state-wise using materials other than textbooks :100% (e.g. workbooks/worksheets/ABL Cards/Kits/CAL/Supplementary books etc.) (Source TTI)	Achieved	
11	Process indicators on quality (i) Teacher training		Percentage of teachers received in-service training against annual target :100% (Source :PMIS)	80% (Source :PMIS)	
	(ii) Teacher Support & Academic Supervision		Percentage of BRCs/CRCs are operational :100% Effectiveness of BRC/CRC in academic supervision and improving school performance : - All the trainings at block level and cluster levels are coordinated by BRC/CRC - They provide academic support to teachers in 2 to 3 school every month. - All SSA related activities are implemented by them. * Performance against agreed roles & functions: Satisfactory * Extent to which task are being done. : near 100% * Extent of on-site support given to schools/teachers: only handful of teachers are provided on site support. * Content & quantum of training given to BRC/CRC : 8 days/7 days i) CCE ii) COHORT iii) ADEPTS iv) Gender	Achieved	

S. No	Outcome Indicators	Data source*	Target 2008-09	Achievement 2008-09	Remarks
			v) IED vi)NCF vii) SDP * Perception of teachers/stakeholders.): Teachers/ stake holders feel that in addition to BRC and CRC district officials should also provide support and academic supervision from time to time for better result. [Source : Training Coordinator]		
	(iii) Classroom Practices		Change in classroom practices/ innovative methodologies in use : * Teachers instructional time.- 3 hours a day * Student learning opportunity time.- 5 hours a day * Active student participation- participative teaching learning process is predominant in school life. * Use of other materials in classrooms-TLM/TA/ Library/ lab material * No. of instructional days- 232 days in a year * No. of days teachers were assigned non teaching activities.- 5 to 7 days on an average. (Source be given)	Achieved	
	(iv) Pupil Assessment by States		Pupil Assessment System in place in schools :CCE (Testing systems & frequency): Continuous Comprehensive Evaluation is done, where teacher has open option of taking no. of test in portions which may be oral, written or observation etc.- Primary Monthly/terminal/half yearly/annual test - Upper Primary Source : Evaluation Coordinator	Achieved	
	(v) Attendance Rates				
	Student Attendance		Student Attendance level at primary and at upper primary>90% (Source be given)	Primary: 89%, UP: 91% (Research Study)	
	Teacher Attendance		Teacher Attendance level at primary and upper primary: (Source be given)>90%	Primary: 81%, UP: 77% (Research Study)	
12	Accountability to the community		VEC/SEMC/local bodies role in school supervision as per State mandate: Members of PRIs can check the regularity and attendance of teachers		
13	National Student achievement level outcomes		Language Maths EVS Social Science		

S. No	Outcome Indicators	Data source*	Target 2008-09				Achievement 2008-09	Remarks
			BAS					
			MAS					
			BAS					
			MAS					
			BAS					
			MAS					
			BAS					
			MAS					
			Class III					
			61.61					
			65.19					
			54.42					
			57.66					
			-					
			-					
			<i>National Average</i>					
			67.84					
			61.89					
			-					
			-					
			Class V					
			49.99					
			63.88					
			34.41					
			47.61					
			34.93					
			48.51					
			-					
			-					

S. No	Outcome Indicators	Data source*	Target 2008-09				Achievement 2008-09	Remarks	
			<i>National Average</i> 58.87 60.31 46.51 48.46 50.3 52.19 - - Class VIII 53.16 57.62 32.07 36.64 39.60 34.41 43.98 45.11						
			<i>National Average</i> 53.86 56.13 39.17 41.50 41.30 41.75 46.19 47.61						

INDIA
SARVA SHIKSHA ABHIYAN
ELEVENTH JOINT REVIEW MISSION &
MID TERM REVIEW
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KERALA STATE REPORT

Introduction

From January 16-22, 2010 the Joint Review Mission (JRM) and Mid-Term Review of Sarva Shiksha Abhiyan (SSA) visited Kerala. The team was composed of Dr. M.N.G. Mani (GoI nominee) and Sam Carlson (DP nominee). The team would like to acknowledge and sincerely thank the Honourable Minister of Education, Shri M.A. Baby, the Member State Planning Board, Mr. C.P. Narayanan, the Director of Public Instruction, A.P.M. Mohammed Hanish, the State Project Director (SPD), Dr. K. V. Kunikrishnan, elected officials from Local Self Governments and Panchayats, and all other educators, education stakeholders and educational officials for their generous time and sharing of views regarding SSA. The entire Kerala SSA team did an excellent job organizing the comprehensive schedule of visits and meetings, and the Mission sincerely appreciates the spirit of teamwork and open dialogue which characterized all of the JRM discussions. This State Report has been discussed with the SPD and his team (following the week of visits to various SSA-supported schools and educational institutions).

The JRM visited Kozhikode and Alappuzha districts. It visited selected lower and upper primary schools (both Government and Private Aided), Block Resource Centres (BRCs), Cluster Resource Centres (CRCs), Urban Resource Centre (Kozhikode), staff of DIET, a training program for Block Resource Trainers, Centre for Research and Development in Autistic Children, Multi-grade Learning Centres (MGLCs), a residential school for SC girls, District Project Offices, home-based education and after-school study centres (“Padanaveedu”). The team also had meetings with the Local Self Governments and the PEC members, and visited the SIEMAT, SCERT and Department of Public Instruction.

1. Overview and Key Issues

Kerala has essentially achieved the first three goals of SSA, with some minor exceptions. Almost all children (more than 99%) are in school, regardless of gender and social category, and remain in school until they graduate from the elementary level. Access, retention, transition from lower primary to upper primary and completion are all nearly 100%, a truly laudable achievement. In addition, the involvement of local communities in the implementation of SSA is truly impressive. The remaining challenge is improving quality and learning outcomes, which is a common challenge in every country around the world.

In some respects, the SSA framework appears poorly designed or suited to Kerala’s needs at the elementary education level. The SSA framework is more focused on the provision of inputs for access, equity and quality than on facilitation of improved pedagogy and higher order thinking skills. This reflects the needs of the majority of Indian States, but less so the needs in Kerala. Rather than enabling the State to fully

implement its vision for improved quality at the elementary level, SSA's various financial norms and procedural guidelines sometimes appear to constrain the State's efforts. This may be an incorrect impression among education officials at all levels and local self governments interviewed by the Mission, but if so it would benefit from written clarification by MHRD and the SSA technical support group (TSG) of the actual flexibility allowed under SSA and by the SSA Project Approval Board. If it is a correct impression, then serious thought should be given to exploring how SSA can modify its norms and guidelines so as to give leading States such as Kerala more flexibility and opportunity to innovate and design elementary education interventions which reflect their needs.

2. Progress towards the Achievement of Goals

Goal 1: All children in school

Achievements

As per the data presented to the Mission, Kerala has almost achieved 100% access to children in lower and upper primary schools. There are 16,65,993 children in lower primary schools (LPS or Standards I-V), and 19,44,718 children in upper primary schools (UPS or Standards VI-VIII).⁹ The visits to the schools in the Kozhikode and Alappuzha districts and discussions with the officials concerned confirm that except 0.5% out of school children, who are basically migrants and those belonging to urban slums and Scheduled Tribes, other children in Kerala have been enrolled in general schools.

There are 123,654 teachers working in the SSA in both the lower and upper primary schools and the teacher: pupil ratio works out to be approximately 1:30. This desired teacher:pupil ratio is also treated as one of the factors supporting quality of education as they will be able to provide individualised instructions wherever necessary.

The schools have Parent – Teacher Associations (PTAs), Mother Parent Teacher Associations (MPTAs) and Class Parent Teacher Associations (CPTAs), which work as formidable forces to ensure attendance of children in schools. It is heartening to note that more mothers take part in PTA meetings and the interactions between the schools and parents organisations seem to be cordial and effective. The heightened awareness among the parents in education is also one of the factors influencing higher enrolment rate in schools.

The State has initiated the work of providing unique identity cards for all children, both out-of-school and enrolled, which should be completed by mid-2010. This will allow better tracking of children over the years, particularly for those who migrate.

The Multi-Grade Learning Centres (MGLC) and Alternative / Innovative Education (AIE) programmes strive to bring out-of-school-children (OOSC) under the umbrella of education. These serve over 12,000 children, led by a less than fully qualified

⁹ This relatively larger enrollment at the upper primary level is said to be due to inflows of students from lower primary private unrecognized schools into government and aided schools.

education volunteer appointed on a contract basis (MGLCs are further discussed in Goal 3).

Education of Children with Special Needs (CWSN) is an integral part of the SSA in Kerala. The data reveals that over 125,000 children with special needs have been enrolled and the coverage is reported to be 100%. Visits to the schools and BRCs also reveal that extensive surveys have been conducted to reach out to every child with special needs. The work in this regard is commendable. However, the JRM suggests that the definitions of various kinds of disabilities as per the PWD Act 1995 and the National Trust Act 1999 should be adhered to in order to avoid labelling of children when they do not come under the technical classifications of disabilities. The State has started four centres for providing intervention to autistic children and the work done here is commendable. The parents of these children too are taking active interest in providing necessary intervention activities to these children. Mothers interviewed reveal that the performances of their children are significant as a result of SSA.

All schools visited have made their school environment disability friendly by creating ramps. However, in most cases, the toilets are not fully accessible for persons with disabilities (although adaptive toilets were observed in several schools, suggesting progress in this area, albeit modest).

Children with multiple disabilities, who are not able to attend the local schools are provided home-based services by qualified special teachers. These teachers visit the families once a week or on the basis of needs and provide therapy services to children. Wherever possible, educational intervention is also made by them. SSA provided necessary mobility devices for such children at home and the parents are also oriented to use them to provide therapy to their children.

Concerns

There are 730 resource teachers serving children with special needs and all of them are on contract basis only. The Mission is concerned that they are yet to be included in the mainstream as far as their service conditions are concerned. They constitute only 0.6% of the teacher workforce in the SSA and their absorption into the mainstream by the State would ensure quality services in inclusion as their attrition rate will come down.

Recommendations:

The Mission suggests that the resource teachers for special needs children who constitute just 0.6% of the teacher work force in the SSA be absorbed into the mainstream in order to ensure quality in inclusive education.

The JRM recommends the appointment of skilled professionals such as physiotherapists, occupation therapists, speech therapists and mobility instructors at the district and block levels to attend to these children who are in need of more therapeutic services.

Goal 2: Bridging gender and social gaps

Achievements

99 percent of children of the age group 6-14 are in school, regardless of gender and social gaps. In this sense the enrollment gaps have been bridged. Even tribal children living in the forests and other remote areas have been reached through AIE Centers (MGLCs) which contract local educational volunteers to teach small groups of students. In addition, it is worth noting that 100% enrollment of Muslim children has been achieved, whereas the IMRB out of School Children Study indicated that these children were disproportionately out of school nationwide. Beyond enrollment, Kerala's state-wise student attendance is reported to be above 95 percent; such a high percentage logically means girls, SC/ST, Muslim and other disadvantaged children are also achieving high attendance.

While it cannot be considered an "achievement" of SSA, the Mission observed that the very high percentage of female elementary teachers (more than 70% of the elementary teaching force is female) undoubtedly serves to promote girls' enrolment, retention and achievement.

Notwithstanding these achievements, Kerala is implementing a variety of targeted programs to ensure that gender and social gaps continue to close. For example, for girls SSA has supported a variety of activities aimed at ensuring retention and improving learning, such as parental awareness programmes on the rights of girls, "earn and learn" centres for girls, bicycle training and rallies, creative writing and cultural camps, training in aerobics, yoga and karate.

For SC/ST children, SSA is providing remedial education and enrichment programs ("Padanaveedu"), parental training to increase their aware of their children's learning needs, exposure trips, study kits, special health and physical development programs (in convergence with LSGs, Health Department and SC / ST Department), and targeted scholarships to SC / ST students. The JRM team also visited a residential school for SC girls run by the SC Department and supported by SSA with training and a variety of extracurricular activities. This program is working to address the "double disadvantage" of being female and SC, and is an excellent example of convergence between SSA, the SC Department and the Department of Education (which provides teachers).

For Minority children, SSA is providing special counselling to students and parents, life skills training, study materials, health and hygiene awareness programs, Panchayat-level neighbourhood study/learning centres and limited training in handicrafts to mothers and students. Arabic is also taught in many schools where there is a large Muslim population.

To reach urban deprived children SSA has put in place a mechanism to identify and attract children to study centres, and is providing regular medical check-ups, remedial teaching programs (in both urban and cluster resource centres), cultural programs and exposure trips. Often these children belong to migrant communities from other States and are very hard to retain in school, but the plan to provide all children identified in

the 2007 child census with a unique identification number in 2010 will facilitate this process.

For Children with Special Needs (CWSN), 1.25 lakh children have been identified and all of them have been covered through either mainstreaming or home-based education. More specifically, medical detection camps through the State enabled diagnosis of children’s learning needs, and all those in need of assistive devices received them. The bulk of the CWSN program has focused on training for: parents, school resource groups, block resource trainers, and general school teachers. Evening camps for CWSN have been offered, as well as compensatory education targeting the learning needs for CWSN. (The JRM visited one home-based program for a child with multiple learning disabilities and observed the need for more speech therapy training for the Resource Teacher.) Finally, special centres for parents and children with autism have been supported along with focused training on autism, which appears to be improving learning outcomes (although this could not be quantifiably verified).

Finally, to increase teachers’ sensitivity to existing social and gender discrimination, SSA offered training to District and Block Resource Trainers (in collaboration with Mahila Samakya). Counselling centres were also established in Upper Primary schools to address any concerns or specific cases of discrimination.

Concerns

While enrollment gaps have been comprehensively addressed, there remain significant gaps in achievement. For example, Kerala’s Quality Tracking System in 2008-09 showed that a far lower proportion of SC, ST and CWSN children achieve the higher grades (A or B) compared to general category children. The following table shows comparative data of the percentage of children achieving either an “A” or a “B” grade in different subjects of Classes IV and VII, by social category.

	All Children	SC	ST	CWSN
IV Malayalam	78	66	69	20
IV English	77	63	61	27
IV EVS	73	71	49	42
IV Maths	77	70	69	34
VII Malayalam	64	49	77	18
VII English	51	30	36	10
VII Hindi	62	41	37	27
VII Science	60	42	48	28
VII Social Science	61	41	27	32
VII Maths	60	37	40	24

It is disconcerting to see that the achievement gap between all children and SC/ST children widens considerably between Class IV and Class VII. This indicates that, instead of catching up to the general population (which would indicate the public school system was effectively compensating for initial household disadvantages), SC/ST children are falling further behind in terms of achievement as they progress through the system. In addition, the data clearly shows the achievement gap is particularly acute for CWSN, which argues for even greater efforts by SSA and the

Department of Education to provide the special education services needed by these children.

Another concern is the lack of awareness at State and District levels of the SSA Tribal Development Plan (TDP). While ST children only constitute 1% of the population, they are nevertheless covered by the SSA TDP, which includes provisions for consultative planning processes with tribal groups, targeted ST programs, specific ST-disaggregated monitoring and evaluation of all educational indicators, focus on ST girls, favorable budgetary norms in tribal areas, disclosure of the TDP at the State Project Office, and implementation of a grievance redressal mechanism for tribal groups who feel they are not benefitting from SSA as they should.

Recommendations:

Kerala should continue to emphasize targeted learning programs for girls, CWSN, SC/ST and Muslim children, particularly those which mobilize parents and the community in support of these children's learning needs. In particular, the "Padanaveedu" program, which offers disadvantaged children a positive learning environment after school with the help of community volunteers should be continued and even expanded. Teachers will continue to need additional training in managing classrooms with diverse student populations, which demands a more student-centered approach.

MHRD should immediately make available the Tribal Development Plan to the Kerala State Project Office, where it should be posted and analyzed by project staff to ensure that all provisions of the plan are being adhered to.

Goal 3: All children retained in Elementary Education

Achievements

The retention rate of children in schools is very high. Though the transition from the primary to upper-primary is 100%, a paltry 0.25% is reported as the dropout rate up to VIII standard.

The State has initiated some unique measures which have ensured to high retention rate. Some of the noteworthy measures are as follows:

- The Class PTA plays an important role in the retention of the children. In each Class PTA, a parent is elected as the Chairperson and the parents of the children of the particular class become members. During CPTA meetings, the school teachers make presentations regarding student learning, their experiences in curricular and co-curricular activities, etc., and motivate the parents not to keep children at home as they would be missing such vital learning experiences. Such meetings also deliberate on remedial activities that would help children build their self-esteem in order to attend school regularly.
- SSA officials claim that introduction of English as a subject right from the I standard has attracted many children to come back to the Government schools, which also contribute to their retention.

- Improved performance of children in school also seems to be another factor for retention. The State has initiated “Padanaveedu” in 1247 centres, which are assisting disadvantaged children in the locality to improve their learning abilities, which serve as a motivation for them to attend the school. The parents of the children attending “Padanaveedu” indicated to the Mission that the performances of the children are improving.
- SSA has prepared a wealth of learning materials for children of all classes. Use of experiential learning workbooks, study of local history books, etc., too have indirect contribution to the retention of children at the school level.

Concerns

The primary concern of the Mission concerns the MGLCs which, in the opinion of the JRM, offer sub-standard education to more than 12,000 children which does not promote retention. A minimally trained education volunteer receiving Rs. 3,000 per month and teaching all five classes of lower primary education simultaneously cannot be expected to provide the same kind of learning opportunities as teachers in a regular school. Indeed, in the MGLC visited by the Mission Standard IV children were judged to be only semi-literate, reading from their texts in a very halting manner and unable to read sections of the textbook which they had not yet covered. Furthermore, the MGLC only goes to Standard IV, after which children must travel long distances to reach upper primary schools. It is the view of the JRM that the State’s policy that every school should have at least four teachers is working against these children’s interests, as that prevents regular government schools from opening in areas with low concentrations of primary-aged children. Furthermore, both the SSA Framework and the Right To Free and Compulsory Education Act indicate these schools should be converted to regular primary schools.

A second concern is the limited supply of safe drinking water in the schools, particularly in backwater areas. This threatens retention of these children, who frequently face difficulties getting to the school in the first place. Water purifiers, connections or even water deliveries are needed for these schools.

Recommendations:

Kerala should seriously consider a modification to its policy regarding the opening of new schools and their requirements, so as to convert MGLCs into full-fledged, multi-grade, regular schools employing 1 (possibly 2) regular teachers. These teachers should be given special training in multi-grade teaching and learning methodologies, which have been shown to be as effective as single-grade teaching. In addition, in compliance with the recently approved Right To Education Act, these lower primary schools should eventually offer a full elementary education cycle and not stop at Standard 5 (expecting 10-year old children to travel back and forth more than 5 kilometres each way to reach an upper primary school is unreasonable and sure to have a negative impact on those children’s learning outcomes.) This will require close monitoring and special provisions to ensure that earlier negative experiences with the opening and operation of regular schools in small hamlets (where teachers were very reluctant to serve) are not repeated.

The 2010-1011 AWP&B should include provisions to ensure drinking water supply in all of Kerala's elementary schools, with priority given to schools where this is hardest to achieve.

Goal 4: Education of satisfactory quality

Achievements

With respect to the provision of inputs to improve learning levels, Kerala's PTR (30:1), number of districts with PTR>60 (nil), availability of textbooks (100%), percentage of teachers receiving TLM grants (100%), percentage of BRCs operational (100%), teacher attendance (above 90%), number of days teachers were assigned to non-teaching activities (nil), etc., Kerala has done extremely well and has essentially fulfilled the qualitative input targets of SSA in almost all aspects.

Furthermore, Kerala has successfully embarked on a comprehensive and holistic quality improvement program which is beginning to show positive results, although the full impact of this program will only be felt over the next 5 years or so as it broadens and deepens at the classroom level. The philosophy, pedagogy, institutional structures, financial and technical resources are all aligned and mutually supportive of improved student learning, even if the actual teaching and learning process in the classroom observed by the JRM remains rather traditional in many schools.

The quality improvement program is comprehensive in the sense that it encompasses reform of the curriculum, textbooks (Standards I-VIII), teacher training, academic support, assessment and examination, even infrastructure (e.g. classroom design). The Kerala Curriculum Framework, partially inspired by the National Curriculum Framework 2005, has been thoughtfully adapted to the Kerala context. Emphasizing a student-centered, constructivist, activity-based teaching and learning process, the curriculum was revised through district-level consultation with a wide range of representatives from educational institutions, teachers groups, academics, parents, and even political authorities. This then led to reform of all elementary textbooks: Standards 1, 3, 5 and 7 were done last year and Standards 2, 4, 6 and 8 are being revised this year, so by 2011 the entire series of textbooks will have been revised to reflect the new curriculum.

The teacher training program is equally impressive in many respects. First of all, it emphasizes **convergence** between State, District and sub-district levels, specifically between the District Institutes of Education and Training (DIETs) and Block Resource Centers (BRCs). Each faculty member of a DIET is responsible for monitoring teacher training in one block, and meets weekly with Block Resource Persons to plan and discuss the training program, which is carefully documented. BRPs also maintain their own academic support diaries (ART) in which to record their plans, ideas and reflections. In addition, the program emphasizes on-site academic support for teachers, through both peer learning (creation of School Resource Groups, made up of all teachers in the school) and weekly visits by both Block Resource Trainers and (occasionally) DIET faculty. The program includes two intensive six-day courses during the summer and end-of-year holidays, and at least one training day per month at the cluster level (on Saturdays).

Examination reform is also evident, with Kerala’s switch to a grading system which eliminates high-stakes Board exams at the elementary level and increases the role of teacher in continuous comprehensive assessment of each student’s learning progress.

Other qualitative highlights in Kerala’s quality improvement program include: the introduction of English language beginning in Standard I; Computer-Aided Learning (CAL) for the upper primary level in convergence with IT@School; the “Galileo Little Scientist” program supported through the Learning Enhancement Program (LEP); “Thelima”, a workbook developed in convergence with the Total Sanitation Campaign and distributed to all students in Standards V-VIII to develop students’ awareness of the importance of personal hygiene, environmental cleanliness, sustainable resource management, mental health and children’s social security.

With regards to measurement of learning levels, NCERT’s First and Second Round of Class V achievement surveys show a consistently positive trend between the First and Second Rounds in all subjects. The improvement in language between the two rounds is especially notable. However, compared to national average scores, Kerala performs surprisingly poorly in both maths and EVS in both rounds. Why this is so should be a matter for reflection, not limited to attributing this to a different curricular approach. The next round of NCERT Achievement Surveys is being completely re-vamped to international assessment standards, and it will be important for Kerala to analyze how children measure up to their peers in the rest of the country.

	Round 1 (2003)	Round 2 (2007)
Maths - Kerala	35.1	42.3
Maths-Nat’l Avg.	46.5	48.5
Language - Kerala	55.0	67.3
Language-Nat’l Avg.	58.6	60.3
EVS – Kerala	41.4	46.8
EVS- Nat’l Avg.	50.3	52.2

Concerns

At State and District levels both administrative and pedagogical staff indicated that the present SSA norms, budget heads and guidelines significantly limit their ability to pursue the quality agenda. There is desire to invest more resources in needs-based teacher professional development, on-site academic support with well-trained Block Resource Persons, learning materials (other than textbooks), and targeted programs for less advantaged students which effectively link schools and parents in supporting children’s learning.

Changing teacher behavior in the classroom is a medium- to long- term process. Although the Mission could observe students organized in small learning groups (even some deliberately mixed by ability to promote peer learning) in many classrooms, quite a few teachers continue to use a traditional lecture-based approach requiring students only to call out in unison one-syllable replies to the teachers’ questions. BRTs confirmed that perhaps one-third of teachers have embraced the new

curriculum, while another one-third are reluctant to adopt it, and another one-third is in-between the two. While the structure of the teacher professional development program appears very solid (formal training at the BRC followed by on-site support from Block Resource Persons and assisted through School Resource Groups made up of all teachers in the school for peer reflection) it needs to be continually reinforced and sustained or else the pedagogical reform process may stall.

Interestingly, in the same very large classroom serving two different classes, the JRM simultaneously observed constructivist, small group-oriented learning in which all students were “on task” at one end (Arabic class), and traditional, teacher-centric, chaotic and low “time on task” teaching at the other end (Maths). In another classroom visited by the JRM, students were nicely organized into small groups of mixed ability, placed in corners of the classroom, but the teacher continues to teach from the blackboard which was not in fact visible to the students seated in the corners. In another case, the JRM visited one class taught by the head teacher who is also the Cluster Resource Coordinator (and who, therefore, should be a pedagogical model) which was very teacher-centric, emphasizing routine reading aloud and/or one-syllable student responses to the teachers’ questions, and physically organized in traditional rows.

The integration of Standard VIII as part of the elementary education cycle is still a long way from reality, although it is foreseen in the KCF. The JRM understands this is not an easy process, but there appears to be a lack of public debate and insufficient emphasis on this point to lay the groundwork for a gradual transition.

Kerala’s decision to introduce English as an additional language beginning in Standard I is bold and progressive, and likely to draw some students who have moved to private schools. However, it is clear that many teachers need more English-language training, particularly in their basic conversational skills.

Beyond pedagogy, several schools (particularly private aided) visited were very old, and many of the classrooms were in very poor condition (lacking walls on two sides, for example) such that they were loud and did not permit other learning materials and student work (including blackboards) to be displayed. The argument has frequently been made that improving classroom infrastructure is not only about ensuring access to all children, but also about improving the learning environment for children. If that is so, very old dysfunctional classrooms need to be replaced. The JRM is concerned that SSA norms and guidelines do not support this activity at this time.

Many classrooms visited by the Mission were surprisingly bare in terms of the availability of teaching and learning materials. There was a lack of display of student work, or posters with language, math or EVS content, and very little use of the Building As Learning Aid (BALA). The Mission confirmed that all teachers received their TLM grant, but perhaps more SSA resources need to be provided to ensure classrooms rich in learning materials, and BRTs may need to emphasize this point more in their on-site academic support to teachers.

Large schools visited by the Mission indicated that the SSA School Grant is largely insufficient to meet their needs, and questioned the “one size fits all” SSA norm which is irrespective of student strength, particularly at the upper primary level.

There appears to be a planning problem with respect to the numbers of BRTs per district. In some districts there is a large surplus whereas in others there is a considerable deficit. While it is not easy to transfer BRTs from one District to another, more careful analysis is needed to correct this misallocation in future years.

At present, there is no provision for financing of the Cluster Resource Coordinator, such that coordinators would have to be paid out of the 6% Management Fee. Instead, Kerala-SSA simply delegates this additional role as CRC to a head teacher who is already overloaded and unable to visit other schools. This means that Block Resource Persons must visit all the schools, which implies considerable logistical challenge and expense and logically results in few school visits.

Finally, conversations with Block Resource Trainers revealed their need for practical teaching experience in the classroom to better understand the challenges of curriculum, textbook, pedagogical and assessment reform, and to enhance their skills at working in diverse classrooms with a wide range of student backgrounds and aptitudes.

Finally, the Mission noted a paradoxical situation with respect to parental preference between publicly supported and unaided private schools. The recently released household survey-based Pratham Annual Status of Education Report 2009 (September 30 data collection) indicates that private rural elementary schooling has increased from 22% in 2005 to 49% in 2009, more than doubling. On the other hand, school and education officials insisted that improvements in government schools over the past 18 months were leading many parents to move their children back into public schools. Indeed, parents interviewed by the Mission expressed general satisfaction with government schools, and indicated their appreciation for the KCF's emphasis on the all-round development of their children, including academic skills, personality development, value inculcation, community living etc..

Recommendations:

Kerala should no longer aim to provide every elementary teacher with 20 days of training per year. Rather, the on-site academic support process should catalyze the teachers engaged in the school resource groups (SRGs) to identify their training needs, in collaboration with the Block Resource Persons and DIET faculty, to develop increasingly customized training programs. Some teachers may need more than 20 days of training per year; some may need less. Some may need subject-specific training; some may need pedagogy-specific training; some may need both. The objective of the SSA-supported teacher training program should not be to provide 20 days of training per teacher per year, but rather to provide teachers with the professional development they need to be more effective in the classroom. Kerala has reached a stage in its educational development where this 20-day norm for all teachers is a constraint on progress and quality improvement.

SSA and Department of Education officials should increase efforts to promote dialogue, understanding and consensus regarding the transition to a full eight-year elementary cycle, consistent with the provisions of the Right To Education Act.

Teacher professional development in English needs to be strengthened. In particular, the theater-based approach adopted in some districts for developing teachers' speaking ability appears to be quite effective and should be scaled up.

For the sake of quality, consideration should be given to replacing or doing major repairs for classrooms beyond a certain age (50 years?) or functionality (just 2 walls). To finance this, Kerala should maximize the "major repairs" SSA budget head. First, a comprehensive inventory by a third party of the condition of classrooms in old schools should be undertaken, to identify which classrooms need replacement and which need major repair. Provided with detailed technical information on the condition of old classrooms, SSA should consider a revision in the framework to allow for replacement of classrooms which have become dysfunctional. At a minimum, it should be possible for SSA to support the provision of toilets (especially for girls) and drinking water in aided schools.

The size of school grants should reflect the student strength of the school, rather than providing the same school grant for all schools regardless of size. A scale or "slab" system could be devised which would provide larger school grants for larger schools. Information available through DISE should make this a relatively exercise.

The State Project Office should correct its needs analysis and budgeting forecasts for BRTs as part of the 2010-2011 AWP&B, to ensure sufficient resources in each District to hire the number of BRTs required. Surplus BRTs in some Districts may be allowed to return to their teaching functions, or given the opportunity to move to deficit Districts.

In future AWP&Bs, Kerala should propose SSA financing for hiring of Cluster Resource Coordinators, to free up head teachers from this task and enable more on-site academic support.

At the Block level, consideration should be given to mandating all Block Resource Trainers to assume responsibility for teaching a class a minimum number of days per quarter. For example, BRTs could take over a class for one week which would allow the regular teacher to observe, visit other schools, or even take the place of the BRT for certain activities. This would constitute experiential professional development for the BRTs and increase their effectiveness working with teachers.

The [IT@School](#) may undertake a longitudinal quasi-experimental research study (intervention and control groups) to explore the impact of IT education on the learning of academic subjects by the students.

3. Financial Management and Procurement

The flow of SSA funds in Kerala is different from other States. While the Central SSA share follows the traditional pattern from Centre to State Implementation Society to District to BRC to school, the State share is routed through Local Self-Governments (not the SIS) and then directly to schools. While the State government provides the bulk of the State share through block grants to the LSGs, the latter add some funding from their own revenue generation. This has greatly increased the engagement of local government in planning, implementation and monitoring of SSA.

The Mission reviewed at length with State administrative staff the financial management of SSA and found it to be in excellent shape. Audit processes, follow up of IPAI Concurrent reviews, Accounts staffing and capacity building, Internal Audit staffing and processes, village level accounting, participation in national Finance Controllers' meetings, and roll-out of accounting software at State, District and Block levels are all fully satisfactory (if not exemplary).

With respect to procurement, the Mission reviewed a number of large contracts and confirmed that Kerala State procedures (Store Purchase Manual) are being used instead of the SSA Financial Management and Procurement Manual. Training is being regularly offered to key staff, the procurement plan is well-prepared and published in the State SSA website. Community oversight/social audit of all major civil works is extensive, with additional classroom construction overseen by the engineer of the LSG itself, while the Panchayat Education Committee closely monitors all other SSA activities. Asset registers are maintained at District and BRC levels. In summary, procurement systems and capacity are fully satisfactory.

The District Accounts staff visited by the Mission displayed full competence in both financial management and procurement. The cash book, ledger, advance registry, procurement files and separate books for each BRC receiving funds were carefully maintained. The Accounts staff acknowledged the occasional tension between having to apply the Kerala Store Purchase Manual AND the SSA Financial Management and Procurement Manual, and would welcome any reform to limit procedures and rules to just one of those manuals.

At the Block level, the JRM sat with Accounts staff and verified all appropriate financial management procedures. In particular, the JRM was impressed by the very detailed registry of advances given to all schools and the tracking of submission of all schools' Utilization Certificates (and without submission of a UC the school does not get its school grant the subsequent year).

In the meeting between the LSGs and the JRM team, LSGs expressed their desire to receive annual audited financial statements on a timely basis from SSA District Offices, since a large share of the funds for SSA is coming from the LSGs themselves. In the view of the JRM team, this is a good suggestion.

At the school level, the Mission was pleased to observe up-to-date SSA Display Boards in government schools, providing information regarding funds received and expensed and for what purpose.

4. Programme Management

Kerala's implementation of its approved Annual Work Plan and Budget has improved markedly from the early years of SSA (when it averaged around 50 percent in terms of expenditures between 2002-2007) to the last three years (when it has been above 85 percent). There is, in fact, a radical improvement in SSA implementation beginning with 2007-08. SSA staff attribute this to political changes, a concerted effort to involve local self-governments (LSGs) in support of SSA, a more engaged State Project Director, and a change in policy to route the State share of SSA funds through

LSGs (rather than direct transfers from the State Treasury to the State Implementation Society). Expenditures for 2009-10 are 65% as of January 15, 2010 but officials expect to reach approximately 95% expenditure by March 31, 2010. In sum, SSA implementation has basically doubled over the past three years in terms of expenditures, which is a remarkable achievement.

Similarly, Kerala has done an exemplary job in filling almost all SSA positions at both State and District levels. At the State level, of 64 positions 61 are filled. At the District level, of 230 positions, 205 are filled. All accounts staff are in place.

One concern expressed by State officials is the fact that the first ad hoc disbursement of SSA funds from the Centre did not arrive until June 2009, which meant FY2009-10 funds were not available to support all the teacher training, school grant, TLM and textbook distribution programs which are implemented in April and May 2009. To manage this, the SIS deliberately withholds some of the previous fiscal year's funding to cover early expenditures in fiscal year.

Another concern is that officials in both local self-governments and SSA State office indicated that the current State PWD norm of Rs. 3.1 lakh is insufficient to construct an additional classroom. The cost of materials has risen dramatically, such that an average classroom costs between Rs. 4.5-5.0 lakh. This obliges the LSGs to provide additional funds to fill the gap, in addition to what they are already providing in terms of the State share of SSA co-financing. Furthermore, Kerala's curriculum reform calls for increased classroom size to facilitate group work among students; if implemented the gap between the SSA norm and actual construction cost would further increase. Kerala-SSA will need to take up this issue with the Kerala-PWD.

A third concern is that the funds available for community mobilization are insufficient. They support only the planning process, which obliges the State team to tap other budget heads to finance actual implementation of activities which promote school-community linkages.

Environmental Issues

Most government schools visited have adequately managed sanitation issues, and have water available in the toilets. However, this is not the case in all Kerala's elementary schools, particularly in aided private schools, and more efforts are needed in this area. Just approximately one-half of Kerala's schools have separate toilets for girls. In terms of design and construction, SSA-financed structures appear to be of robust construction, with natural lighting, ventilation and insulation. Kitchen spaces, while modest, were well-ventilated.

Most encouraging are the efforts to increase students' and teachers' awareness of environmental issues, through programs such as "Thelima" (mentioned earlier) and "My Tree". Last year Kerala students planted over 29,000 saplings and wrote essays and reflections on the importance of preserving the natural environment. The elementary textbook itself embraces environmental themes as one of eight key "social issues" which form a common thread through the entire curriculum Standards I-VIII.

One concern is the restriction of financing of toilets and drinking water to government schools, which prevents 70% of Kerala's elementary schools (government aided) from receiving this support under SSA. The JRM members are of the view that this restriction runs counter to the objective of providing safe, sanitary and gender-friendly facilities in all schools supported by the government, and recommends that at least toilets and drinking water be supported by SSA for government aided schools

. In addition, the Mission recommends maximizing convergence with the Total Sanitation Campaign to address this issue in rural areas.

5. Conclusions

The JRM is impressed by the commitment of the Government to make “learning for all” a reality in Kerala. The commitment from the highest level is evident from the fact that the SSA is treated as a flagship activity of the Government in general and the department of education in particular. The JRM team recognises that the network among SPD Office, SCERT, DPI, and DIETs is effective. Kerala has essentially achieved the EFA goals pertaining to access, retention and equity. It has initiated a comprehensive, holistic program to improve students' learning outcomes, and positive results are beginning to be seen. Sustained commitment to this program is needed over the next five years to ensure the full fruits of this quality improvement program come to bear.

Annex 1: Physical Progress

Civil Works - Outlay and Expenditure

Approved Outlay	Rs.3915.74 Lakh
Spill Over	Rs.317.50 Lakh
Grant Total	Rs.4350.04 Lakh
Expenditure (Up to 15/1/2010)	Rs.2372.00 Lakh
% of Expenditure	54.53

Item wise Physical & Financial Targets

Items	Physical target	Financial
ACR @ Rs.3.10 lakh	516	1599.60
HM Room @ Rs.2.5 lakh	123	307.50
Girls Toilet @ Rs.40000	984	393.60
Boundary Wall @ Rs.50000	842	421.00
Separation Wall @ Rs.15000	352	52.80
Electrification @ Rs.10000	1227	145.90
Furniture Grant @ Rs.500	199067	995.34

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Civil Works

- Construction work of all the 516 ACR and 113 HM rooms was started and should be completed before 31st March 2010.
- Following are the details of the items fully completed.
 - 214 Girls Toilets.
 - 310 Boundary Walls.
 - 171 Separation Walls.
 - 396 Electrification.
 - 48 ACR in Spill over from FY2008-09.
 - Furniture for 21,490 Children.
- Rest of the items of minor Civil Works are in progress and should be completed by March 2010.

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INDIA
SARVA SHIKSHA ABHIYAN
ELEVENTH JOINT REVIEW MISSION &
MID TERM REVIEW
January 15 – 29, 2010

MADHYA PRADESH STATE REPORT

1. Introduction

1.1 On behalf of the 11th Joint Review Mission, Sofia Shakil (World Bank), M.P.Gupta (GOI) and Sourav Banerjee (GOI) visited Madhya Pradesh from January 16 to 22, 2010 to review the progress of implementation of *Sarva Shiksha Abhiyan* in the state against the objectives and outcomes set out by the GOI and the development partners. This also constituted the Mid Term Review of the program.

1.2 The mission members interacted with the State Project Director and other project officials at the state level, the Collector of Chhindwara, the District Project Officers of Betul and Chhindwara and their staff, block and cluster resource persons, community members, teachers and students. The members visited primary and upper primary schools, BRCs, KGBVs, NPEGEL model cluster schools, residential bridge courses and private schools. The team is thankful to the State Project Director, Mr. Manoj Jhalani, the District Project Coordinators for Betul and Chhindwara, Mr Sanjeev Srivastava and Mr. Praveen Kumar Lamba and all the SSA staff at the state and district level for facilitating this visit.

1.3 Madhya Pradesh has 50 districts of which 36 are DPEP districts. The Mission visited the two tribal districts of Betul and Chhindwara. Overall, the review team is very impressed with progress made in Madhya Pradesh across all four goals of SSA. The Mission is especially appreciative of the education portal launched by the State on which all information related to education is posted. It has information on out of school children, enrolment data, data on teachers and information on student achievements in monthly tests. This portal is a major step towards increasing transparency of education administration, especially in the context of the imminent Right to Education Act. This is a best practice that the Mission recommends to be shared with all states.

1.4 We set out our major findings and recommendations below, which are offered in the spirit of building on the considerable achievements the State has already made.

2. Overview and Key Issues

- Continued steady progress towards achievement of universal enrollment and in bridging the gender and social gaps
- Significant reduction in number of out of school children, with several interventions being implemented as part of state strategy to enhance enrollments, and online tracking of out of school children in place
- Retention still a challenging issue, particularly for ST population

- Student attendance is also a challenge and needs careful and close monitoring
- Learning achievement in basic reading, mathematics continuing to show improvement, in both the ASER 2009 study and NCERT results, but more focus required on learning achievements at upper primary level
- Utilization of teacher grants and school grants appear to be on track, and this is reflected in the classrooms where learning material is in use.
- Capacity at block and cluster level needs to be strengthened, especially to equip CRC academic coordinators to provide timely and necessary support to subject specialist teachers at the upper primary level
- Progress in implementation and completion of ongoing civil works is slow, and sizeable gaps still exist for additional classrooms and toilets
- Decentralized planning being strengthened, with Jan Shiksha Yojana being developed at village levels, compiled at cluster, block and district levels
- Decentralized teacher management in place, with primary school teachers being regularized with the Block Panchayat after three years and gaining qualification, and upper primary and above teachers with Zila Panchayat
- Impressive online information system developed, with e-service (teacher database); school report cards/monitoring learning performance providing top performers, poor performer reports; links to student and teacher resources. This now needs to be strengthened and its use promoted actively among teachers and at district/block/cluster levels.

3. Progress towards the Achievement of Goals

Goal 1: All children in school

Achievements and concerns

3.1 Madhya Pradesh has made consistent progress on access to schooling facilities. With 82,085 primary schools and 919 satellite schools, primary schooling facilities are now available to all children within a distance of one kilometer. In view of the imminent Right to Education Act, the State has revised its policy for providing primary schools. While a proper primary school will be opened in habitations that have more than 40 children in the age group 5-11 years, satellite schools will now be provided to habitations with 10-39 children. These satellite schools will have grades 1-3 and a single teacher and will be upgraded to a primary school when the enrolment exceeds 40.

3.2 Till date, 15,143 primary schools have been upgraded to upper primary schools (UPS) under SSA. The state norm of opening upper primary school is non existence of a UPS within 3 kilometers of the habitation and availability of at least 12 children who have passed grade 5. As per this norm all eligible habitations have access to an UPS. However, the Primary: Upper Primary ratio at 1:3 (27523 UPS to 83,004 PS) is still much higher than the expected norm of 1:2. The state believes that present norms are adequate to provide UPS access to all children. The upper primary schools have been located through a detailed mapping exercise, giving adequate consideration to population served by each UPS. As per the State, the PS:UPS ratio is more than 1:2 due to the unplanned concentration of primary schools in certain blocks of the state.

The following table shows the increase in enrolment and reduction of out of school children (OOSC) over the years:

	2004-05	2005-06	2006-07	2007-08	2008-09
Primary Enrolment	103,51,093	112,74,071	118,12,968	120,45,591	117,80,132
NER (Primary)	91.07	90.83	95.92	95.60	99.29
Upper Primary enrolment	38,26,948	42,53,268	45,05,506	46,79,500	47,83,703
NER (Upper primary)	74.49	78.46	88.24	89.89	97.32
Out of school children	4.28 lakh	4.73 lakh	2.96 lakh	1.81 laks	1.64 lakh
Dropout rate (Primary)	21.40	19.88	17.63	15.58	13.95
Dropout rate (Upper Primary)	21.50	19.11	16.26	14.71	13.24

3.4 Enrolment at primary is stagnating, implying that most children in this age group are now in school. The slight decrease of enrolment in 2008-09 is due to the shifting of children from government to private schools; enrolments in private schools have increased from 28% of total enrolment in 2007-08 to 31% in 2008-09.

3.5 Enrolment at upper primary is steadily rising. The total upper primary enrolment vis-s-vis primary enrolment and the low NER at upper primary level indicate that there are still many children in this age group who are out of school.

3.6 The out of school children figure, emanating from household level data (village education register) doesn't seem to match with the high drop out rate and the NER figures at the upper primary level. The Mission also observed that the NER figures provided by NUEPA under DISE vary considerably with the figures reported by the state. The data from household survey and that from DISE need to be analyzed at the block level, compared with other sources of information like census data if required, in order to arrive at a more realistic figure of out of school children

3.7 The state has devised a range of interventions for out of school children. Residential and non residential bridge courses and direct enrolment into schools are the principle strategies. The Mission visited a couple of residential bridge courses; the quality varied from average to good. The challenge for bridge courses is to effectively mainstream the children. Out of 23,968 children that attended RBC and 21,869 children that attended NRBC in 2008-09, 21,331 and 15,089 were mainstreamed respectively.

3.8 In the most recently concluded household survey, a total of 1.52 lakh out of school children have been identified. Of these 34647 will be mainstreamed through RBCs, 23,381 through NRBC and 67,281 will be directly enrolled into schools. The RBCs in both the districts visited are in operation. The NRBCs have been delayed; however, it is expected that these will be completed in time for the students to get enrolled in school by the next academic session.

3.9 The establishment of the education portal has streamlined the process of tracking these out of school children. The names of all the out of school children have been included in the portal and available for public viewing. There is a provision for the public to add names of children they know to be out of school but not reflected in the

database. This is a great step towards transparency and accountability; the provision, however, need to be widely publicized. Mainstreaming of these children is also monitored through the portal.

3.10 The state has roped in private schools in the metro cities to bridge and mainstream out of school children. Recognized private schools are reimbursed by the government for enrolling out of school children. 623 children were enrolled under this “Paraspar” scheme across 13 private schools in 2008-09.

Recommendations

- Block level analysis be done with the household survey and school level data to arrive at a more definitive figure for out of school children.
- The listing of out of school children in the public website and the provision by which the general public can add on to this list need to be well publicized

Goal 2: Bridging Gender and Social gaps

Achievements and concerns

Gender

3.11 The gender gap in enrolment has almost been eliminated. While at the primary level the gap is 0.11 pp, at the upper primary level it is 0.73 pp. There is also no gender gap with respect to learning achievement; in fact, the pass percentage of girls is 0.2 pp more than that of boys in grade 5.

3.12 However, dropout of girls is still higher than that of boys; there is a gap of 1.9 pp at the primary level and 3.2 pp at the upper primary level. The state has a number of interventions in place to retain girls in school, namely:

- Free textbooks to all girls enrolled in grades 1 to 8
- Two sets of free uniform to all girls
- Bicycles to all girls who are enrolled in grade 6 and has to travel outside their own village
- Girls hostels
- Various scholarships for SC, ST girls as well as poor girls from other categories.
- Awards to schools (one school per cluster) demonstrating significant achievements in learning outcome of girls

It is expected that these variety of interventions will help in bringing down the dropout rate of girls.

3.13 NPEGEL: Model Cluster Schools (MCS) have been established in 5657 schools across the 280 Educationally Backward Blocks (EEB) in the state. Specific interventions for girls like excursions, games and life skills training are imparted in these centers. However the Mission observed that the activities are mostly restricted to the model cluster schools, benefitting the girls from these schools only. This defeats the idea behind the MCS of leading girls’ education activities in the entire cluster.

3.14 KGBV: 200 KGBVs have been sanctioned for the state; all of these are functional. Pending construction of building, these are being run from other rented/government premises. The Mission visited a couple of KGBVs and found the girls to be happy in these facilities. Residential facilities for girls are a win-win situation in most cases; it relieves the girl from the household chores and allows her to concentrate on studies while for the poor parents, it is one less mouth to feed.

3.15 The state has made effective use of NPEGEL funds and Innovation funds to set up additional residential facilities for girls. 295 girls' hostels have been set up for which the building is provided by the state government and the running expenses are provided from SSA. In a good example of convergence, SSA funds have been used innovatively to increase the number of seats in Ashram Shalas (residential schools) set up by the tribal department; 3,255 additional residential seats have been created in this way.

3.16 The new girls' hostels, the KGBV hostels and the Ashram shalas of the tribal department have therefore created adequate opportunities for the girls to complete their elementary education unhindered. Further, with the implementation of RMSA there is a greater possibility for these extremely disadvantaged girls to complete their education and come out of the vicious cycle of poverty and deprivation.

Scheduled Castes/Tribes

3.17 In terms of enrolment, GER for SC students are higher than those of the general students, both at the primary and upper primary level. The gap in enrolment with ST students have closed in at the primary level, though at the upper primary level, ST enrolment is far lower (6-8 pp) than the general/SC enrolment.

3.18 Of more serious concern are the dropout rate and learning achievements. While the dropout rates for the SC students are close to those of the general students, those for the ST students are much higher, both at the primary and upper primary stages. In terms of learning achievements, both the SCs and the STs are lagging behind the general students.

3.19 While the approach has been to focus on all slow learners, it might be useful to specifically monitor progress with respect to SCs and STs. In fact during discussions with the district staff it was revealed that many of the remote tribal areas have a perennial shortage of teachers, while what is required is additional academic and remedial support for these students. There are also issues of language in certain cases, where the school language being different from the home language, creates a barrier for the child to effectively participate in classroom activities.

Minorities

3.20 Muslims comprise 6% of the population. Muslim enrolment is however 4.6% of the total enrolment in elementary education. The proportion of Muslims among out of school children is also high. Disaggregated data regarding retention and learning achievement of Muslim children was not available. Madhya Pradesh has a Madrassa

Board and schools affiliated to this Board are provided with the same kind of facilities and benefits as the formal schools.

Children with Special Needs (CWSN)

3.21 The state has identified 1.11 lakh children with special needs during the household survey and has covered 1.03 lakh of them through various strategies. 4,353 teachers have been trained and mobile resource consultants have been appointed to support these teachers. Medical assessment camps have been held and children have been provided with aides and appliances. Braille books have been distributed to visually impaired students. The Mission also saw the model cluster schools engraved with an eye chart in the wall to facilitate testing of eyesight, and also observed the availability of ramps in the schools.

3.22 However, the percentage of CWSN identified (<1%) is still very low and the state needs to take steps to strengthen the identification process. For example, learning disabilities are largely un-recorded. Teachers will need to be provided with some basic training on how to identify children who suffer from learning disabilities or mild behavioral disorders.

Recommendations

- The Mission recommends closer analysis of the data available in the portal at the block level to identify specific schools/clusters/blocks where dropout and learning achievement of SC/ST and/or Muslims is a problem and designing specific interventions to address these. At a minimum it should be ensured that all remote and tribal blocks have adequate number of teachers and prompt academic support.
- Small studies and action research need to be carried out to study specific barriers, if any, being faced by SC/ST/Muslim students in the classroom that hampers their learning abilities. The attempt should be to create an inclusive classroom where all children, irrespective of the social groups they belong to, have access to equal learning opportunities.
- Teachers need to be trained to better identify children with special needs, especially those with learning disabilities. Special remedial classes need to be planned for the children with learning disabilities.

Goal 3: All children retained in elementary education

Achievements and concerns

3.23 The following table indicates the progress of the state with respect to retention and transition.

	2004-05	2005-06	2006-07	2007-08	2008-09
Retention Rate(Primary)	78.6	80.1	82.4	84.4	86.1
Retention Rate (Upper Primary)	78.5	80.9	83.7	85.3	86.8
Transition Rate from Primary to Upper Primary)	92.0	92.5	94.4	93.5	94.6

As evident from the above table, there has been a steady rise in the retention rate over the years. The rate of increase needs to be largely accelerated in order to reach universal retention.

3.24 Of more serious concern however is regular attendance of students in school. In most of the schools visited by the Mission, especially in the Betul district, attendance was low. As per information available in the portal, there is an average gap of 12-15% between children enrolled and those appearing in the monthly exams. These are mostly long absentees but do not get captured in the dropout data. Discussions with teachers revealed that in addition there are many students who do not come regularly but attend schools during the exam days. Poverty is a major cause of dropout and non attendance as children migrate with their parents or assist them for short periods in income generating activities.

3.25 A 13-14% dropout rate coupled with 12-15% absentees would mean 25- 30% of the children not in school. The percentages are likely to be even higher in remote areas where poverty is acute and teacher availability is also not ensured. Irregular attendance severely impacts the child's ability to learn.

3.26 While the state has put in place a range of interventions to make the school more attractive and child friendly, most of these are input based interventions. There is a need to create awareness among parents as well as students on the benefits of regular schooling. With all information now being available on the portal, it is easy to identify the schools and clusters where this problem is acute and focus attention on these schools. List of long absentees should be compiled at the village level and focused attention given to them. Volunteers can be appointed, on the lines of the Anganwadi Sahayikas, to follow up with these irregular students on a daily basis.

3.27 A number of initiatives have been taken by the state to increase retention, especially for girls. Provision of hostel facilities has been found to have a major impact on retaining children, especially girls in schools. The state also provides a number of scholarships to SC/ST and poor girls; it is expected that these will be good incentives for the parents to keep their children enrolled in the schools. The state may consider additional incentives to students with over 90% attendance.

Recommendations

- With increased enrolment, the focus of SSA efforts now need to shift to ensuring that the enrolled children attend school regularly and do not drop out. It is recommended that in addition to incentives, the districts also focus on creating community awareness towards the need for regular attendance.
- The studies taken up by the state on teacher and student attendance and on students' time on task need to be completed quickly.

Goal 4: Education of Satisfactory Quality

Achievements

3.28 MP continues to show steady improvements in learning outcomes at the primary level. This trend is reflected in the ASER 2009 report, which shows children of MP to be performing above the national average. Similarly, the Grade V (95% pass rate) and Grade VIII state wide school examinations show a consistent improvement each year since 2004; 95% children in Grade 5 passed in 2008, compared to 72% in 2004; and 93% pass rate in Grade 8, up from 54% in 2004. NCERT survey of national learning achievement, however, shows MP to be below the national average on language and mathematics in Grades III and V, with marginal improvements over the years, with the most notable improvements happening at the Grade III level.

NCERT: Learning Achievement of Students in the Baseline and Midterm Assessment

	Language		Maths		EVS		Social Science	
	BAS	MAS	BAS	MAS	BAS	MAS	BAS	MAS
Class III MP	45.21	61.06	36.94	52.12	Not Applicable			
National Average	63.12	67.84	58.25	61.89				
Class V	58.25	58.22	49.03	46.52	54.09	56.62	Not Applicable	
National Average	58.57	60.31	46.51	48.46	50.30	52.19		
Class VIII	50.76	50.80	36.24	36.97	41.67	38.04	43.56	43.70
National Average	53.86	56.49	39.17	42.57	41.30	42.71	46.19	47.89

Enabling Learning Environment

3.29 These improvements in learning outcomes are being brought about as a result of consistent efforts to improve the conditions in the classrooms. The focus on teachers has included ensuring adequate Pupil Teacher Ratio (which is now 38.5 at the primary level, as opposed to a target of 40; and 30.5 at the upper primary level against a target of 30). However, there are still a large number of single teacher schools. The state has recruited 94,745 teachers out of a sanctioned number of 98,287; the remaining 3,542 posts need to be recruited in a timely manner. Further, to improve the PTR at the school level, a school wise assessment has been conducted, and rationalization of teachers is scheduled in May 2010 after the end of the current academic session.

Availability of Teachers

As on Dec.09

	Sanctioned	Filled in	Vacant	Percentage of vacant to sanction
SSA				
Primary	52855	52111	744	1.4%
Upper Primary	45432	42634	2798	6.2%
Academic Coordinator in BRC & CRC	6440	5770	670	10.4%
Total (A)	104727	100515	4212	4.0%
MP Government				

Primary	162702	158750	3952	2.4%
Upper Primary	60782	49048	11734	19.3%
Academic Coordinator in BRC & CRC	0	0		
Total (B)	223484	207798	15686	7.0%
Total (A+B)	328211	308313	19898	6.1%
Total Teaching Staff	321771	302543	19228	

If the 670 vacant academic posts are added to the vacant teacher posts 19228, then the total vacancies will be 19,898 which is 6.57% of the total posts of teachers.

3.30 Monitoring of teacher absenteeism has also been intensified, with toll-free number for reporting absentee teachers, digitized tracking of teacher payments that help to cross check teacher availability at the posted school, and regular monitoring by CRC field visits. The State level on-line data and monitoring system (education portal) has the following features:

- (i) Complete data of each teacher and his/her salary
- (ii) Each teacher has been mapped to the District or the block who pays the salary;
- (iii) SPO has mapped each teacher with DDO to a teaching class.

3.31 The Mission was informed that the above mapping exercise brought about the fact that in some districts as many as 30% of teachers were not teaching in the school from where they were reportedly getting their salary; SPO has subsequently brought this down to 10% . On further discussion with the Commissioner, it was revealed that there were some mistakes in the initial data record as the system had been introduced only recently. Also some teachers were teaching in schools other than where they were actually posted. Irrespective of the data, the on line system has helped in assuring/ monitoring that (a) teacher teach in their designated place (b) they are not attached for non teaching task. The Mission is of the view that the excellent work done by Madhya Pradesh be brought to the notice of other states.

3.32 Teacher Quality: MP continues to focus on the teacher as the key factor in improving the quality of education. In-service training remains on track, with 83% achievement of target, and continuous support and academic supervision is provided on a regular basis. The mission's observations during the school visits also show that teachers recruited during the past three years have received adequate training and continuous support, including in the use of TLM. As a result, the use of TLM at the primary level appears to be adequate and is helping to improve the learning environment.

3.33 Teacher recruitment continues to be done on contract mode for three years after which a teacher is regularized. Teachers of primary level become regular employees of the block panchayat, whereas upper primary teachers become regular employees of the district panchayat – once they have completed three years and obtained professional qualifications. However, the salary of the teachers even after regularization is much lower than the regular teachers under the education department. Low teacher salary impacts the quality of teachers as it fails to attract good talent to the teaching profession.

3.34 Assessing Student Learning Competencies: One key cornerstone of quality improvement is the Dakshata Samvardhan Program, in place since September 2008 to monitor and evaluate competency levels of each child in every school in the state. The teachers conduct a baseline test and then a monthly assessment of student progress to track student competency level. Teaching is tailored to address the child's competency and to help them improve. Individual student competency is monitored and recorded in the classroom (as also observed by the mission during school visits), and an aggregate form is reported at the school level. Classes are classified as A if they have more than 90% students reaching the desired competency level, and B level if at least 80% reach the appropriate competency level. This is also reported in the online portal, and teachers that have A and B grade classes are provided rewards (Rs. 5,000 and Rs. 2500 respectively). Such monitoring of learning levels is a positive step towards enhancing learning by allowing teachers to focus on improving children's learning based on an assessment, while also improving teacher performance as this is not only monitored but reported, and awarded.

3.35 To promote quality of learning, MP has also introduced and is expanding the Activity Based Learning (ABL) approach, which has been initiated since February 2009 in 3,800 schools. While this is a new initiative and approach, it is promising as ABL can be a very effective way of enabling the teacher to create a more active and participatory learning environment, enabling children to learn at their own pace through motivating techniques. The mission observed that in a short time, with training, teachers are able to utilize the tools to undertake ABL effectively, but additional academic support is required to make teachers more comfortable with the various learning materials. Before expanding this to additional schools, a comprehensive evaluation, based on teachers' responses and student competency levels would be useful.

Capacity Building

3.36 All of the BRC and CRCs in MP have been made operational, and the academic coordinators are providing training and ongoing academic support to teachers as per schedule. Some research is undertaken along with regular monitoring, and the mission observed that more emphasis is placed on regular academic support. The mission also observed remarkable difference in schools and blocks where regular academic support is being provided to teachers – in one district (Chhindwara), even remotely located primary schools, schools using ABL and residential schools were displaying a dynamic learning environment.

3.37 A positive aspect of the capacity building effort is the close engagement of the SCERT and the DIETs in the SSA efforts. The SCERT has been involved in the development of textbooks (revisions) and other associated activities. Though the Mission could not visit a DIET, it was informed that the DIETs are adequately staffed and provide substantial academic support at the district level.

Monitoring of Learning to Enhance Performance of Teachers and Student Learning

3.38 The education portal has been a unique tool to promote better performance. The portal provides data on monthly tests of all subjects that are conducted in schools across the state to assess competency levels of children. The question papers are

uploaded on the portal to disseminate common benchmarking among all the teachers. Results are presented school-wise, subject-wise and teacher-wise on the portal, which also generates the lists of poor performing teachers and schools. Using the online portal, grading of schools, blocks and districts can be performed – allowing the authorities at various levels to identify problem areas and take corrective action. Cluster and Block Resource Centers are monitoring performance of students and teachers closely and using the information to provide focused training where needed. The portal provides “school report cards” and a full teacher database, as well as links to free online teaching and learning resources. The transparency and dissemination of such information is also generating a level of competition and motivation among teachers to improve student performance.

Concerns

3.39 Teacher presence/attendance in school at the primary level especially does not appear to be an issue, as monitoring reports and studies show improved and acceptable levels of teacher presence. One key factor in non availability of teachers is due to teachers being deployed for non-teaching duties. This has been captured in the online monitoring system, and while the state is trying to reduce the number of incidences where teachers are deputed for non-teaching duties, this needs to be closely monitored.

3.40 Regular student attendance is an area of concern. Consistent absenteeism of about 12-15% of students was observed by the mission in all of the school visits. This issue is also linked to an evident weakness in PTA involvement in the school. While meetings are regularly convened, parent/community involvement in monitoring student performance and learning environment is not as strong.

3.41 The encouraging results and trends in learning at the primary level are not being reflected at the upper primary level. While teacher support is being provided, one area of concern is that of the availability of good quality and prepared subject specialist teachers at the upper primary level. The non-availability of science and mathematics teachers, especially for remote areas, is an issue. Out of the 3,542 vacant teaching positions, 2,798 of them are at the upper primary school level.

3.42 While Active Learning Methodology has been launched at the upper primary level in 500 schools on a pilot basis, capacity of both teachers and academic coordinators to provide adequate teaching to upper primary schools in all subjects, with a special focus on Science and English, is an area of concern.

3.43 The capacity of BRC and CRC Academic Coordinators to provide the required academic support to upper primary subject teachers needs to be strengthened. The recent changes in service rules whereby only upper primary school teachers can be recruited to fill the Cluster Academic Coordinator positions may help to address the gap in capacity to provide adequate support to upper primary school teachers.

Recommendations

- While the MP has utilized the community mobilization resources to train PTA/VEC members, further capacity strengthening is required, particularly to prepare school development plans and to monitor and promote regular student attendance.
- Completion of teacher recruitment for the upper primary level is urgently recommended, and rationalization and additional teacher recruitment at the primary level needs to be undertaken especially to target the one-teacher schools. The state's move to centralize recruitment of upper primary teachers to ensure that the said vacancies are filled will help to fill the vacancies where teachers are needed.
- Capacity building of CRC and BRC academic coordinators is needed, particularly to enable them to provide support to subject specialist teachers at the upper primary. In particular, increased use of science and other learning kits needs to be promoted more actively at the upper primary level.
- It is important to increasing the knowledge and use of the online portal, particularly the learning evaluation monitoring at the block and cluster level, to enhance the use of this information on gaps to design more targeted teacher training and focused academic support.
- More aggressive strategies to improve student attendance are required, including through more involvement of VECs and PTAs. Beyond regular monitoring and reporting of absence, regular outreach programs (such as those in place to increase enrollment) are needed.
- The mission strongly suggests conducting studies and evaluations, particularly of new initiatives such as ABL. This will help to assess impact of this methodology on student learning, and on teachers concerns and needs.

4. Financial Management and Procurement

4.1 Funding of SSA and Related Programs

The approved budget and the amount utilized for SSA in 2008-09 were as follows: (in

	Rs. crores)	
Approved	Utilised	Balance
1620.24	1351.43	268.80
	(83%)	

Major categories of unutilized funds are:

Civil Works	184
EGS/ AIE scheme	14
Teachers Training	15

4.2 Fund Flow

Funds received are as follows.

GOI	Due date	Date of Receipt	Amount received
2008-09			
1 st installment	May 08	25.07.08	21692.48 lakh
		18.11.08	12138.15 lakh
2 nd installment	Dec 08	28.2.09	45000.00 Lakh

GOI	Due date	Date of Receipt	Amount received
2009-10 (March to Dec.)			
1 st installment	May 08	14.06.09	56719.00 lakh
2 nd installment	Nov 08	29.11.09	34472.00 lakh
State Government			
2008-09			
1 st installment	June 08	20.06.08	14666.00 lakh
2 nd installment	Jan 09	20.01.09	14242.01 lakh
3 rd installment		28.03.08	17408.80 lakh
2009-10 (March to Dec.)			
1 st installment	June 09	30.09.08	8270.01 lakh
2 nd installment	Dec 08	10.11.09	21221.20 lakh

The SPO never had a cash crunch owing to un-used funds of civil works.

4.3 System of fund management

SPO has two bank accounts as follows-

Canara bank account for GOI receipts	SBI Account for State Government receipts
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4.4 Funds transfer to districts and blocks

SPO has entered into an MOU with SBI and SBI Indore (the Bank) who are on core banking platform. The Bank has opened an account for each district and block.

SPO instructs the Bank the amount to be transferred to each district and block. The funds are transferred electronically, and the SPO is able to check on the Bank's website the amount utilized and the balance available at district and block.

These transfers relate to the following categories of expenditure

- Salary of staff for DPO, BRC & CACs
- Office contingencies
- Amount for AIE schemes
- Innovative Activities
- IInd & IIIrd installment of civil works
- Mobilization & training

The first installment of civil works is directly transferred to the Gram Panchayat electronically through its Bank. SPO also releases the following amounts in single installment through e-transfer directly to the PTA account.

- TLE
- School grants
- Teacher grants
- Maintenance Grants

4.5 Procurement Issues

SPO has adopted the following procurement system:

Expenditure by SPO	Text books to be printed through MP Text Book Corporation. IT equipment to be bought through MP Laghu Udyog Nigam or DGS&D Other office furniture through MPLUN or Government rate contract. Remaining minor items by MP Government rules. KGBV Civil work to state public works deptt., MPLUN, AKVN, MPHB etc.
Districts/Blocks	- Compulsory items through MPLUN - Other by MP Govt. rules
Village Panchayats	- Civil Works through State Govt. rules
PTA	Follow the State Govt rules – normally three quotations as the amounts are small.
Physical Verification of Assets	- The physical verification of assets is being done by the statutory auditor, internal auditor and the District Level Committee

The SPO has not adopted E-procurement.

5. Program Management

5.1 Planning: Madhya Pradesh is one of the first states to decentralize planning and management of education through its Jan Siksha Adhiniyam in 2002. Parent Teacher association at the village level are supposed to prepare village education plans (Jan Siksha Yojna), which gets compiled into cluster, block and district level plans. The Mission had the opportunity to go through a few of these village level plans. While this is a good beginning, the plan documents are more a compilation of data and a listing of infrastructure needs (civil works, teachers etc) at this point. They lack a vision for education at the village level. With a bit more capacity building, these can turn into really good documents and lay the foundation of a decentralized planning process. The Mission was informed that the State has already taken steps in this direction. Holistic village development plans (that reflect the PTAs' vision of how they want to see their school) are being developed in some schools this year.

5.2 Management: Per the Jan Siksha Adhiniyam, management of education is decentralized to the local self governments. Teacher recruitments are made by the panchayats; the panchayats are also involved in construction of the schooling facilities. For most school level activities, the Parent Teacher Association (PTA) is the responsible authority. This includes day to day monitoring of the quality of education and utilization and accounting for the various grants provided to the school. Teachers are made accountable to the PTA. However, the full potential of the PTA has not been realized. With more training and capacity building, the PTAs can play a proactive role in pushing the agenda for universal education. With the norms of SSA being revised to allow more funds and flexibility for community mobilization activities, it is recommended that the PTAs be trained to take a lead role in ensuring attendance of students and monitoring quality of classroom processes.

Monitoring & Evaluation

5.3 An impressive online portal has been set up by the Rajya Shiksha Kendra in Madhya Pradesh (www.educationportal.mp.gov.in). This system gives real time information and reports on enrollments (including out of school children tracking), teachers, and student learning, among all other aspects of education initiatives and progress. The system uses DISE data, data collected from Village Education Surveys, quality monitoring tools in use at the district level to provide data for this portal. Teacher salary data is also included to ensure monitoring of teachers against each school that the teacher is teaching in.

5.4 The collection of DISE data is regular, and is also analyzed and used for plan preparation. The collection of household data on out of school children is also comprehensive, enabling monitoring and targeting of such children. This system also enables identification of focus groups among the marginalized groups and communities. The student achievement/assessment monitoring system, which places the Dakshata Samvardhan information in the online portal, is also an important aspect of monitoring performance. It will be important to enhance the credibility of such monitoring through third party evaluation and verification. The mission also recommends strengthening the use and analysis of all the data that is being captured at the block and cluster level to enable better planning of resources and interventions.

Transparency

5.5 SPO has put information relating Budget, Disbursement, Expenditure & circulars on its web-site www.ssa.mp.gov.in. The information on bank balances and latest cash balance of all accounts of SSA is available through bank website www.onlinesbi.com

5.6 The MP Government has put in place a toll free number (155343) for complaints against any department. A web-site www.telesamadhan.mp.gov.in has been developed where anyone who has lodged a complaint may check status of the complaint. Additionally, all the districts have a toll free number for complaints. The following programs have been listed for complaints

1. Free distribution of text books to all students
2. Free distribution of bicycles to eligible girls
3. Free distribution of uniform to girls
4. MDM
5. National Merit Scholarship
6. Teacher Absenteeism

5.7 Since September 25, 2008, when the service was launched, 4,293 complaints have been registered. Only one complaint on uniform distribution in Shivpuri district has not been settled as of January 20, 2010. The satisfaction survey conducted by the center indicates that 90% of the complaint lodgers were satisfied with the action taken by the department.

Civil Works

5.8 The progress of civil works has been a bit of concern for the state. The construction of civil works and other school infrastructure was initially entrusted to the PTA. This often resulted in the teacher (as the secretary of the PTA) getting drawn

into construction activity and not being able to give enough time to teaching. The responsibility for construction was therefore placed with the village panchayat. The village panchayat, being involved in a number of development activities including NREGA, have not been able to complete the works in time. The State proposed to have a public-private model for the construction of school buildings whereby the private agency will be required to build and maintain the buildings. The Mission does not share this view entirely and believes that involving the community to construct their own building is a more sustainable and cost effective option. Besides one is not sure if private players will be interested in construction and maintenance of scattered school buildings in remote areas of the state. The Mission therefore suggests that the state should continue construction of school buildings through community involvement. Alternative arrangements should be considered only under exceptional circumstances. Discussions with the Chhindwara Collector revealed that it is possible to strengthen monitoring and get the panchayats to complete construction at the earliest. He informed the JRM that in a few cases he has issued show cause notice for removal of sarpanch for dereliction of duty under section 40 of the Panchayati Raj Act. This resulted in the works being completed quickly whenever a notice was issued.

5.9 The quality of civil works observed was quite good. All the schools visited (including unscheduled visits) were neat and clean, most had toilets and nearly all had drinking water facilities. Elements of BaLA (Buildings as a Learning Aid) were noticed in most schools though it was mostly in the form of paintings on the walls of the classrooms. The Mission was informed that the state has taken care to design buildings to resist natural disasters; buildings in the earthquake prone areas have been designed accordingly; buildings in flood prone areas have been built on a high plinth. Added precaution has been taken to construct the mid day meal kitchen shed in a manner that risk of fire is minimized.

5.10 The state should now focus its attention towards encouraging a green environment within the school. Many of the schools visited had large campuses which can be turned green with community participation and some initiative of the teacher.

Suggestions from the State for Program Implementation

5.11 While considering the needs and requirements of the state's schools and experiences based on SSA implementation, several suggestions have been put forth by the state to improve future program implementation. These include: increasing the school grant to respond to the increased enrollment; provision of guest teachers to accommodate additional enrollment strength; introduction of performance linked incentives on a large scale to ensure accountability and better performance of teachers; enhanced financial norms for teachers in residential teacher training; revision of norms for building costs for KGBV and BRC; overall enhanced funding in light of strategy going forward to implement the RTE Act. The state has also suggested that construction work under SSA may be taken up along with RMSA works under PPP mode in a cluster of blocks. The mission recognizes and appreciates the state's efforts to consider long term implications and requirements to help achieve the goals of improved program implementation. A strategic plan that considers these

additional requirements should be prepared to identify the specific targets and budget implications.

6. Conclusion

Overall, Madhya Pradesh is making timely progress in implementation of SSA, with all key targets on the access agenda on track. There is evidence of improving learning outcomes at the primary level, but the focus going forward is to continue to emphasize adequate teacher support to strengthen use of learning materials, and to enhance the focus on quality of learning at the upper primary level. In particular, MP has made remarkable achievements in bridging the social and gender gaps and in setting up an online portal, and now the focus on improving retention and regular attendance is the major challenge.

7. Annexes

Annex 1: Results Framework

Annex 2: Action taken on the recommendations of the 10th JRM

Annex-I

Result Monitoring : Madhya Pradesh

S. No	Outcome Indicators	Data source*	Target 2008-09	Achievement 2008-09
GOAL I: All children in School / EGS centres / Alternative and Innovative Education centres				
1	Number of children aged 6-14 years not enrolled in School / EGS Centres / AIE Centres	5+ to 14 age group (Source HHS 08-09)	181424	17441
2	Number of children enrolled in schools	Primary (Source HHS 08-09)	12045591	11780132
2	Number of children enrolled in schools	Upper Primary (Source HHS 08-09)	4679500	4783703
2	Number of children enrolled in schools	Elementary (Source HHS 08-09)	16725091	16563835
3	Ratio of Primary to Upper Primary Schools	AWP 09-10	2.60	2.50
4	Number of children with special needs (CWSN) enrolled in school or alternative system including home based education	(Source HHS 08-09)	100524	102567
GOAL II : Bridging gender and social category gaps				
5	Girls, increase as a share of students enrolled at Primary and Upper Primary level.	Primary (DISE 08-09)	47.9	48.0
5	Girls, increase as a share of students enrolled at Primary and Upper Primary level.	Upper Primary (DISE 08-09)	47.9	46.5
6	Scheduled Castes children increase as a share of students enrolled in Primary and Upper Primary Schools	(DISE 08-09)	15.2	17.9
6	Schedule Tribe children increase as a share of students enrolled in Primary and Upper Primary Schools	(DISE 08-09)	20.3	23.0
GOAL III : Universal Retention				
7	Transition rates from Primary to Upper Primary to increase	AWP 09-10	96.0	94.6
8	Retention at Primary level	AWP 09-10	89.4	86.1
9	Retention at elementary level	AWP 09-10	67.0	63.8
GOAL IV: Education of Satisfactory Quality				
10	Provision of quality inputs to improve learning			
	(i) Teachers PTR	Primary DISE 08-09	40.0	38.5
	(i) Teachers PTR	Upper Primary DISE 08-09	30.0	30.5
	(ii) Teaching Learning Material	Text Books (IPMS)	100%	100%
	(ii) Teaching Learning Material	TLM Grant (IPMS)	100.0%	85.7%

S. No	Outcome Indicators	Data source*	Target 2008-09	Achievement 2008-09
11	Process indicators on quality			
	Teacher Training	% of Teachers Received In service Trg (IPMS)	100.0%	82.7%
	Teacher support & Academic Supervision	% of BRC/CRC operational (IPMS)	100%	100%
	(iii) Classroom Practices	Primary Teachers instructional time	5 Hrs	5 Hrs
	(iii) Classroom Practices	Up Primary Teachers instructional time	6 Hrs	6 Hrs
	(iii) Classroom Practices	Primary * Student learning opportunity time	5 Hrs	5 Hrs
	(iii) Classroom Practices	Up Prim * Student learning opportunity time	6 Hrs	6 Hrs
	(iii) Classroom Practices	* Active student participation	85%	85%
	(iii) Classroom Practices	* No. of instructional days (DISE 08-09)	220	224
	(iii) Classroom Practices	* No. of days teachers were assigned non teaching activities. (DISE 08-09)	1.30	1.29
	(iv) Pupil Assessment by States	Pupil Assessment System in place in schools	100%	100%
	(v) Attendance Rates	Testing systems & frequency	Monthly	Monthly
	- Students	Primary (IPMS/Field Visits)	81.0%	76.8%
	- Students	Upper Primary (IPMS/Field Visits)	81.3%	76.5%
	- Teachers	(IPMS/Field Visits)	99.0%	89.0%
12	Accountability to the community	VEC/SEMC/local bodies role in school supervision as per State mandate	Need Improvement	Need Improvement
13	National comparable student achievement level	National Student achievement level outcomes		
			Percentage in Maths - 46.0	52.12
			Percentage in Language – 55.0	61.06
			Expected level	
			Maths - 59.03	46.52
			Language – 68.25	58.82
			EVS – 64.09	56.62

S. No	Outcome Indicators	Data source*	Target 2008-09	Achievement 2008-09
			Expected Learning levels	
			Maths -46.14	36.97
			Language -60.63	50.8
			Science -51.71	38.04
			Social Science 53.50	43.7

* As in National Results Framework

IPMS : Integrated Programme Monitoring System

Action taken report on the recommendations of 10th Joint Review Mission

Recommendations	Action taken	Remarks
Goal 1		
<p>3.1 The mission recommends that the out of school children (OOSC) study be completed and shared as soon as possible. In addition, a meeting of key stakeholders should be held to analyze the results of the survey and draw key lessons for informing 2010-11 AWPBs and subsequent OOSC data collection and analysis.</p>	<ul style="list-style-type: none"> • State has conducted house to house survey in 2009-10. In House hold survey 5 to 14 year age group children identified and maintained their record in the form of VER (Village Education Register). VER captures the information of Out-of- school children and the reasons for being so. • State has prepared an on line system for out of school children. Every out of school children has been registered and his profile has been updated regularly. • Automation of various processes involved in the <ul style="list-style-type: none"> ○ Identification of the OOSC ○ Registration of the OOSC ○ Efforts being made for enrollment and mainstreaming of OOSC ○ Citizen can also register any OOSC within their locality and work area. • Online tracking of follow-up efforts made by the concerned authorities for their enrollment and mainstreaming. • More 1.8 lac children have already been identified and are being actively followed up for mainstreaming. The number has increased from last year. • Portal facilitates online follow-up and tracking of efforts being made by government for the personalized follow-up and mainstreaming of the child. • Improvement in the quality of the services being rendered to OOSC and 	

Recommendations	Action taken	Remarks
	proper and transparent utilization of the budget and resource.	
<p>3.2 The Mission recommends that there be an equally proportionate number of upper primary classrooms/sections per grade as in primary in all States. MHRD, TSG and several specific States (Bihar, Uttar Pradesh, Jharkhand, Chattisgarh, Madhya Pradesh and West Bengal) should continue to focus particularly on the upper primary level, especially with respect to access. This would include accelerated efforts to recruit the teachers required and increased capacity to fill infrastructure gaps. This would be reviewed during the next JRM.</p>	<p>The current policy of Access is as follows</p> <ul style="list-style-type: none"> • Habitations not having an Upper Primary Schooling facility within a distance of 3 kms provided an Upper Primary School by the upgradation of an existing centrally located Primary School as per the State norms which include availability of at least 12 children who have passed Class 5. This appears more appropriate and rational as compared to a norm of UPS based on number of PS. • State has opened 595 schools in 2009-10. Proper mapping of schools will be done for 2010-11 plan and focus will be given to districts where ratio of PS to MS is adverse and density of MS per lac population or per 100 Sq. Kms is poor. • Teacher recruitment is under process. Out of 98287 sanctioned posts 94745 teachers have been recruited. At present only 3542 posts are vacant Due to repeated operation of Modal Code of Conduct of local body elections, recruitment process has been adversely affected. Rest of the vacant posts will be filled in Feb and March 2010. 	
<p>3.3 In large metro cities, particularly to Delhi, Mumbai, Chennai and Kolkata, greater effort is needed to identify urban deprived children and implement specialized strategies to enroll and retain them. The Mission recommends that MHRD and</p>	<p>○ Special focus has been given in identification of children in urban areas. NGOs have been involved in identification of children. Human Development Centres were established in urban Slums for out of school children. The concept of Human</p>	

Recommendations	Action taken	Remarks
<p>concerned bodies consider these issues and to recommend a way forward</p>	<p>Development Center involves providing a place for such children where the educational and health related needs of the children are given due attention. The Human Development Center also provides guidance & counseling to the children, as most of these children do not have conducive atmosphere in their homes, where they can talk about their hopes, aspirations & their future.</p> <ul style="list-style-type: none"> ○ Paraspar Yojana-Paraspar Scheme was targeted to be run in the four metros, viz. Bhopal, Indore, Jabalpur and Gwalior. Under this scheme, Out of School Children are bridged and mainstreamed through the Non Government partners, ie., Private Schools which fulfill the eligibility norms prescribed by the State have been given responsibility to bridge and mainstream urban out of school children. 	
Goal 2		
<p>3.4 The Mission recommends that MS and other organisations and individuals with relevant experience be facilitated to play the role of resource organisations for mainstreaming gender issues and for developing appropriate curricula, teaching learning materials and teacher training for NPEGEL and KGBV</p>	<ul style="list-style-type: none"> • In M.P., State Resource Centre Indore has been involved in training of KGBV teachers, Wardens, Assistant Wardens. Training module has been prepared to train functionaries of KGBVs. Gender issues have been incorporated in training module of teachers. 	
<p>3.5 The Mission recommends that the norms and guidelines of KGBV - financial, physical and others including for design be revisited and revised appropriately. In addition the AIE norms especially with respect to duration of RBCs be made flexible and States be encouraged to use them for the</p>	<ul style="list-style-type: none"> • State has developed designs for KGBV buildings and supported to complete incomplete KGBV buildings with State resources. Guidelines of KGBV and per learner cost in RBC should be revised. • RBCs are being used for 	<p>Action required at GOI level. The norms of KGBV buildings should be revised. Current norms are not sufficient. Rs. 10000 per learner cost (Rs. 833 per</p>

Recommendations	Action taken	Remarks
education of marginalised groups.	marginalised children. In M.P., 70% children of RBCs are from marginalised groups.	month) of RBCs is also inadequate.
3.6 The Mission recommends that different forms of discriminatory practices in schools be monitored in order that sensitization, conscientization and appropriate actions are initiated as these impact retention and learning in schools. Towards this, the Mission further recommends that research studies be commissioned to expert institutions	<ul style="list-style-type: none"> • Issues are already incorporated in training. • Details will be worked out and will be incorporated in teachers training 2010-11. • Study will be commissioned in 2010-11 	
Goal 3		
3.7 With regard to the dropout study, the Mission suggests that the Ministry reviews the methodology and data carefully before publication. The report should also calculate a reconstructed cohort for grade 1 through to the completion of grade 8 and differentiate this for SC, ST, Muslims and girls. It might be helpful for MHRD to commission a peer review panel to look at the study in detail and to recommend further analysis to validate the study's findings. Public hearings may also be held at the places of data gathering to substantiate the results against public perception	<ul style="list-style-type: none"> • Study has been commissioned. 	Action required at GOI level.
3.8 More broadly, the JRM recommends that MHRD/TSG, with the support of NUEPA and other concerned agencies and in consultation with the States, undertake to complete a review of the available data sets to determine (i) a more accurate picture of the status of retention in elementary education in the 35 States/UTs; (ii) the context specific causes of dropout; and (iii) develop strategies for improving retention in specific contexts to help and inform the AWP&B 2010-11.	<ul style="list-style-type: none"> • In State Retention calculated based on DISE data. • Instructions have been issued to districts to identify Context specific causes of dropout. Specific strategies will be defined and formulated in 2010-11 AWP&B. 	Action required at GOI level
Goal 4		
3.9 The mission recommends the	<ul style="list-style-type: none"> • Learning Enhancement 	

Recommendations	Action taken	Remarks
<p>rationalization of quality indicators and approaches that are suited specifically to primary and upper primary grades and provide guidance to States to review the up-scaling of Learning Enhancement Programs (LEPs) that have now been extended to all districts in the implementing States, particularly with respect to promoting holistic literacy and numeracy improvement in the early and upper primary grades that combine language as well as Math and Science teaching.</p>	<p>Programs- Dakshata Samvardhan programme has been launched in primary classes in 2008-09 and continued in 2009-10. It is a Specific programme for improving reading, writing comprehension skills in language and basic mathematics in primary classes with special emphasis on class II-V with regular testing.</p> <ul style="list-style-type: none"> • Activity Based Learning Methodology (ABL) in primary schools on pilot basis in classes I and II of selected 3800 schools. • Specific programme for improving learning levels at Upper Primary level with independent testing with the help of Active Learning Methodology (ALM) in 500 schools on pilot basis. 	
<p>3.10 The Mission recommends that existing data from various sources like the QMT, BRC/CRC study and other similar sources be re-analysed for a renewed effort to build an evidence-based understanding of the capacity development needed to ensure that these decentralized academic support functionaries fulfill their responsibilities, without being overburdened by administrative tasks.</p>	<ul style="list-style-type: none"> • Capacity building of functionaries for data analysis and academic support is being planned and training will be conducted shortly. 	
<p>3.11 Recommendations of the Udaipur Conference which was presented to the Mission should be followed up with strategies for actions in the design of teacher training programme. The Mission also recommends that the Teacher training effectiveness study should focus on assessing the quality of modules, training materials, structure of training and its implications, in addition to its</p>	<ul style="list-style-type: none"> • Recommendations of Udaipur Conference will be incorporated in Next year's teachers training. • Study on effectiveness of teacher training has been taken up. 	

Recommendations	Action taken	Remarks
<p>impact on classroom transactions. The study should be completed at the earliest.</p>		
<p>3.12 The Mission recommends that SSA issue fresh guidelines that enables the Whole School Development Planning to be strengthened in the context of holistic quality improvement. Civil Works should be seen in light of the four goals of SSA so that a holistic approach to design the school environment is taken and executed in a context-specific flexible manner, taking into account the diversity of children and future expansion</p>	<ul style="list-style-type: none"> • PTAs will be trained to prepare School Development Plan. • The state has initiated the school mapping process including environment survey. • Civil works designs have been modified in 2009-10 	<p>Action required at GOI level</p>
<i>Financial Management and Procurement</i>		
<p>3.13 The Mission recommends that MHRD develop a time-bound Action Plan for strengthening financial management and addressing issues raised in this Aide Memoire, which would be discussed with the Finance Controllers of the States in August after which it would be revised and finalized. Progress on this Action Plan would be reviewed during the next JRM.</p>	<p>State has taken following steps –</p> <ol style="list-style-type: none"> 1. To reduce number of Accounts and to have better financial Control and Monitoring MOU has been signed with the State Bank of India and State Bank of Indore 2. The State Bank of India & State Bank of Indore provide coverage of more than 85% of total accounts. 3. A chapter on Financial management has been added in Teacher's Training module of In service and Induction Training. 4. A special Financial handbook on procurement procedures and maintenance of books of accounts, has been developed and circulated to all PTAs as Training Manual during PTA Training. 5. In 2009-10, a instruction books have been distributed to all teachers which provide guidelines on maintenance of Utilisation Certificates, Completion certificates, procurement procedure, use 	<p>Action required at GOI level</p>

Recommendations	Action taken	Remarks
	of different grants at school level. 6. The SPO is directly transferring Funds to District office, PTAs, Panchayta	
<i>Programme Management</i>		
3.14 The Mission recommends that the under-performing components, particularly KGBV,LEP, SIEMAT, activities for OOSC, teacher training, NPEGEL, CRC, Innovative activities, community training, TLE and REMS, are reviewed more intensively during 2009-10 and in the AWP&B process for 2010-11.	<ul style="list-style-type: none"> • Regular video conferencing is being done and online monitoring system has been developed to monitor component wise progress. • State is regularly reviewing component wise performance of components. 	
3.15 The Mission recommends that a small working group of key experts in education analysis is formed to look at the diverse sources of data to discern the underlying position on key policy issues and to advise MHRD. [Paragraph 7.18]		Action required at GOI level

INDIA
SARVA SHIKSHA ABHIYAN
ELEVENTH JOINT REVIEW MISSION &
MID TERM REVIEW
January 15 – 29, 2010

RAJASTHAN STATE REPORT

0. Introduction

0.1 The 11th Joint Review Mission team comprising of Ms Meera Samson (GOI representative), Mr R.K. Sharma (GOI) and Ms Shanti Jagannathan (European Union) visited Rajasthan from 17th to 21st January 2010 to review progress towards overall goals and objectives of SSA and the implementation of program interventions.

0.2 The Mission benefited from discussions with the State Project Director, Ms Veenu Gupta, and the SSA team at the state level, including officials in-charge of key interventions in SSA. The JRM team visited the districts of Rajsamand and Udaipur and held interactions with several district level SSA functionaries, including the District Project Coordinator, Additional District Project Coordinators, DEOs, Block Resource Centre Facilitators, Principal and lecturers, DIET (Udaipur), SIERT (Udaipur), representatives of two NGOs, Vidya Bhawan and Narayan Seva Sansthan, representatives of School Development and Management Committees (SDMCs), Panchayat representatives, community representatives and parents of children. The team visited primary and upper primary schools, model cluster schools (NPEGEL), Kasturba Gandhi Baalika Vidyalayas, IED resource centres and Block Resource Centres. The field visits and district meetings were a little constrained due to the ongoing Panchayat elections and the team was informed that teachers, education officials and other functionaries had been mobilized for the elections. The SSA team supported the field visits of the JRM team as best as possible given these constraints. On return to the State capital, the team met with the Institute of Development Studies, the Monitoring Institution in the State for SSA and the Executive Director of the NGO, Bodh Shiksha Samiti. The team would like to express deep appreciation to the SSA team in the two districts, the block level officers, the SPD and her team in the State capital, for the free and frank exchanges on the progress of SSA and for all the information and data shared on the education system. We are grateful to the State of Rajasthan for their kind hospitality and welcome.

1. Overview and Key Issues

1.1 With a budget allocation of Rs 1908 crore, the SSA in Rajasthan has the fifth largest Annual Work Plan and Budget in the country for 2009-10 (up from Rs1694 crore in 2008-09). In terms of the national picture in moving towards the goals of SSA, Rajasthan has a significant share of the remaining challenges.

1.2 The 7th Joint Review Mission that visited Rajasthan in January 2008, made a number of recommendations, most of which are still pertinent and thus need targeted action:

- household surveys to address the challenges of out of school children
- filling up of key posts, particularly appointment of teachers against vacancies
- addressing the problem of single teacher schools and undertaking rational deployment of teachers at primary and upper primary levels
- training and capacity building of cluster resource centre facilitators (CRCF)
- studying the impact of NPEGEL on girls' enrolment
- evolving a comprehensive learning enhancement program for grades and subjects, including addressing in-service teacher training and on-site academic support.

1.3 Enrolment and access related issues are proceeding well in the State. Equity in access has been pursued vigorously with visible progress at primary level. Equity at upper primary level and for specific groups such as SC and ST girls need continued attention. It is now opportune to develop strategies for 'quality of access' pertaining to the participation of new enrollees in classrooms, their retention, regular attendance and achievement. The flagship programs of NPEGEL and KGBV continue to be highly relevant to the state for the achievement of SSA goals. However, it would be useful to have a closer scrutiny to ensure that the actual beneficiaries are indeed from the target strata of girls who are at the greatest risk of non-participation in schooling and to track more closely progress in retention, completion and learning.

1.4 The issue of drop outs and retention require increasing focus in order to ensure that the gains from enrolment are consolidated and the quality improvement measures have the desired effect. The State would now be required to plan for a big forward movement in quality, particularly addressing teacher training, classroom processes and student learning and assessment. With a historical background of innovative programs for quality, including with participation from NGOs, it is suggested that a comprehensive and broad-based approach is taken to improve quality across all the elementary schools in all districts, moving beyond the current fragmented and experimental set of measures.

See Annex 1 for the Results Matrix with details on the goals of SSA.

2. Progress towards the Achievement of Goals

Goal 1: All children in school

Achievements

2.1 The total number of children enrolled in class I-VIII in 2008-09 were 12.8 million in about 90479 schools with over 5.5 lakh teachers. The State has made continued efforts to bring out of school children (OOSC) into schools as a result of which there has been clear progress in the participation of children left out of the system. The government has ensured provision of schools close to all habitations. Schools set up under EGS / AIE / RGSM (Rajiv Gandhi Shiksha Mission) have been upgraded to regular primary schools. To improve access to upper primary schooling, a large number of primary schools have been upgraded to upper primary schools. The number of primary and upper primary schools that have been opened / upgraded in the state are 28,000 and 19,000 respectively (as of November 2009). Discussions with the

State indicate that there is a lag of even 18 months from the time schools are upgraded to when the requisite infrastructure, facilities and teachers are made available. Efforts need to continue to ensure that all schools satisfy SSA norms for teachers and infrastructural facilities.

2.2 For 2009-10, 1,17,012 out of school children have been identified. Residential and Non Residential Bridge Courses, Shiksha Mitra Kendras, seasonal hostels are some of the measures proposed to enroll out of school children. Although the 2009-10 AWPB approved the opening of 1700 new primary schools and 1864 upper primary schools in schooles habitations, they are expected to be opened only in the 2010-11 session. Up to November 2009, the budget allocation for out of school children has remained considerably under utilized.

2.3 Given the good foundation of achievements in getting children into the schooling system, Rajasthan needs to ensure their retention and on-going participation in schooling by strengthening quality interventions in each school; the first of these measures would be to address the enabling conditions of classrooms, teachers and teaching and learning materials.

2.4 Despite tremendous progress in school infrastructure and access for the underprivileged, there is still prevalence of exclusion in the State. Exclusion is considerable among remote tribal communities, nomadic and migratory communities, children of communities working in mining concentration districts and so on. There are varying estimates of out of school children (SSA 2009 survey, IMRB 2009 survey and ASER 2009 report). The State plans to conduct a household survey to identify out of school children on the lines of a household survey conducted by Madhya Pradesh. Information on their geographic location and social background will form the basis for the State's strategy to draw these children into school.

Concerns

Out of school children

2.5 As discussed above, the State is yet to work out holistic strategies for bringing children who are currently out of school into school. With the phasing out of the EGS/AIE intervention which had hitherto constituted the first point of entry into schooling for the underprivileged groups, the last mile children will have considerable difficulties in being enrolled directly into age-appropriate classes in government schools.

Upgraded schools

2.6 It is important to ensure that once schools are deemed as upgraded (from alternative schools to regular schools; from primary to upper primary etc), the requisite infrastructure, facilities and teachers are put in place with least delay. While infrastructure/buildings may require some time to be up and running, there needs to be focus on ensuring the deployment of teachers and supply of teaching and learning materials immediately upon up-gradation. A long time lag that currently prevails may have adverse implications for the retention and learning of the children enrolled in school, and may discourage potential entrants into the system.

Teacher recruitment and deployment

2.7 Rajasthan has a large number of single teacher schools which has persisted over a period of time. A staggering 31% of all primary schools in Rajasthan are single teacher schools (16% of all elementary schools are single teacher schools). The recent promotion of 25000 elementary teachers and their shift to secondary schools has left a big gap in the State and has significantly impacted upon the proportion of single teacher schools. Although, the state average pupil teacher ratios (PTR) at primary and upper primary level are at very comfortable levels, there is very substantial diversity. For example, in Udaipur district the team visited a school with 116 students to 6 teachers and the mission was informed that there was a school which has one teacher to 226 children. Rationalization of teacher deployment is a very urgent need.

2.8 Centralization of teacher recruitment through RPSB has further skewed teacher deployment. Remote districts and remote blocks particularly are severely disadvantaged. Local candidates from such districts with a high tribal population are not being successful in central appointments. Candidates selected centrally are usually from well connected districts such as Jaipur, Alwar and Bharatpur, and manouvre to get posted out of the more remote districts at the earliest.

2.9 There is a further disincentive to serve in rural areas. Teachers posted in urban areas get a city allowance, while the teachers in rural areas do not get any. In the coming period, there is need to build a clear road map for teacher recruitment taking into account the rapidly growing need for teachers at both elementary and secondary levels arising from RTE and the full scale roll out of RMSA.

Maintenance and cleaning of toilets

2.10 Discussions with members of the monitoring institute indicated that maintenance and regular cleaning of toilets in schools was an important issue which need to be addressed, whether through apportioning a part of school grants or through contributions through SDMCs.

Recommendations:

2.11 An intensive mapping of OOSC across diverse groups of excluded children and across geographic pockets of deprivation (perhaps at regular intervals during the school year), would enable the State to devise a clearly defined and targeted strategy for the remaining OOSC. As the bulk of out of school children are drop outs, studies and analysis of drop outs would lead to measures needed to ensure their regular and sustained participation.

2.12 Efforts need to be made to reduce any lag in ensuring that upgraded schools satisfy SSA norms in terms of infrastructure and teachers. Teachers, in particular, need to be deployed without any delay.

2.13 Teacher recruitment and deployment need urgent attention. Teachers serving in remote rural areas need allowances which are at the very least equivalent to those posted to cities.

Goal 2: Bridging gender and social gaps

Achievements

2.14 The SSA has made considerable progress in assuring equity in access, as we have discussed in Goal 1. This has had an enormous impact in increasing enrolment among disadvantaged groups, as we discuss below.

Gender issues

2.15 Gender parity has been improving steadily in this state where gender relations have traditionally been unfavourable. The gender gap (proportion of boys enrolled less proportion of girls enrolled) at elementary level improved from 17% in 2001-02 to 10% in 2008-09. The gender gap in primary schools is 7.3% and in upper primary schools is 16.5%. Clearly while there is improvement, much needs to be done to close the gender gap even at primary level, and particularly at upper primary level. There are 9 districts with high gender gap. The far lower priority given to girls' education on a regular basis is reflected more powerfully in irregular attendance by girls during the school year, and to dropping out altogether because of household demands on her time. To some extent this is revealed in the low enrolment among girls at upper primary level. The visibility of working women in the school system (including KGBVs) and in anganwadis works to strengthen parental interest in educating their daughters.

2.16 The gender gap among SCs at elementary level has dropped from 20% in 2001-02 to 10.4% in 2008-09. The gender gap among STs at elementary level has dropped from 22.1% in 2001-02 to 10.7%.

2.17 Recruitment of female teachers and their deployment across the state continues to be a huge problem in Rajasthan, though there are improvements as connectivity to villages has grown. Female teachers are clustered in urban areas and schools near the main road. There are safety issues, issues around physical fitness to work in such demanding locations, and issues around their need to fit into their

husband's choice of location to settle with their families. Fewer female teachers (one third of schools have no female teachers) has implications for the strengthening of girls' education.

2.18 The state is working on several fronts to increase school participation among girls. Girl students from upper primary schools are organised into a "Meena Manch". More than 30 thousand of such groups have been formed. The girls act as volunteers to mobilize mothers and daughters to visit Ma-beti sammelans, organised in schools. NSCs (National Saving Certificates) are given to the best-performing girls at block level in classes 6, 7 and 8 as a recognition of their achievement. Uniforms have also been distributed in some blocks to girls from socially disadvantaged groups enrolled in upper primary grades. These are efforts to promote upper primary schooling among girls.

NPEGEL

2.19 The State is implementing the flagship NPEGEL program in 4710 model cluster schools in 186 EBBs (educationally backward blocks). Skills training, Meena programme and community mobilization activities are supposed to form the minimum essential core of the NPEGEL model clusters all over the State. 4625 additional classrooms have been reportedly constructed; 2 bicycles and 3 sewing machines provided to each MCS. Toilet facilities have been provided in 3117 MCSs; drinking water in 3314 MCSs. The team visited several MCSs in Rajsamand and Udaipur districts. What was observed was that some sewing machines and bicycles have been purchased. 1.99 lakh girls are reported to have been given vocational education in the form of training on sewing machines since the programme has started. Although no training programme was operational when we visited, they are reported to be of 3 months duration and generally begun after September. A classroom has been designated as an NPEGEL classroom. A Reading Corner has been marked as such. In one school, there were books available, which were reportedly loaned to children to read both in school and at home.

2.20 Considerable overlapping of activities under NPEGEL and other general components has meant that only 10% of the NPEGEL allocation to the state was spent until Nov 2009 in the current year. Many of the interventions under NPEGEL are general in nature rather than specific to girls' participation, such as additional classrooms, infrastructure support, computers, remedial classes and bridge courses. Vocational training and girls' toilets are specific to girls. A new approach that goes beyond infrastructure related inputs to focus on processes is needed. A number of teachers and resource persons that the Mission spoke to could not explain the components and initiatives under NPEGEL beyond infrastructure provision of additional classrooms, toilets and sewing machines.

KGBV

2.21 Particularly impressive is the functioning of the KGBV hostels in the State, which are 200 in number, and catering to more than 15 thousand girls. These 200 KGBVs have been opened in all the educationally backward blocks in the State. 156 KGBVs are now in buildings of their own. Salaries have been raised to Rs 7000 for contract teachers, and 10,000 for wardens. Contract teachers are recruited through a placement agency, and many of them now have a B.Ed. degree

Dalits, Tribals and Minorities

2.22 In 2008-09, the number of SC children enrolled is 17.49 lakh and 6.4 lakh in primary and upper primary schools, while the number of ST children enrolled is 13.93 lakh and 4.62 lakh respectively. Progress in increasing the participation of SC and ST children (important target groups in the State) in particular is noteworthy. Their share in 2008-09 in primary and upper primary level enrolment was 20% and 18% for SCs, and 15.9% and 13% for STs; their share in the population as a whole is roughly similar to this.

2.23 The number of children from Muslim minority communities who are enrolled in elementary school is 3.62 lakhs according to DISE 2008-09. The proportion of Muslim children enrolled at primary level is 5.1% and at upper primary level is 3.5% (2008-09), much lower than their share in the population (8.5%, Census 2001). Among those enrolled 54% are boys (1.88 lakh boys and 1.74 lakh girls). The need to attempt multiple approaches to enhance school participation among Muslims has been recognized. This has included cooperation with madrasas wherever possible. Money for TLM and School Facilities Grant has been provided to all the registered madrasas. Free textbooks have been provided. Teachers are also being given money to make TLMs @ Rs 50 per student. Para teachers have been provided in 71 madrasas. Urdu teachers have been provided in 46 schools in one block in Bharatpur district. The State reports that 33 Shiksha co-ordinators have been sanctioned (one per district) @ 18,000 per month to work closely with madrasas and monitor SSA allocations for minorities. It would be useful if their role was extended to include community mobilization. Discussions are currently on for Bodh to work with the Muslim community in Alwar. Community mobilization efforts are certainly a vital tool to increase school participation and particularly among girls.

2.24 The transition rate between primary and upper primary in 2008-09 was lowest among Muslims at 72.7% (92.4% among SCs, 82.8% among STs). Clearly the Muslim community needs special focus to increase enrolment and retention.

2.25 While 14 KGBVs have been opened for girls from minorities in areas where more than 20% of the population belongs to the minority community, it is not clear to what extent any of them have been successful in attracting and retaining girls for schooling in classes 6-8. Only about 7% of all girls enrolled in KGBVs belong to the Muslim community. Field reports inform that attempts to draw Muslim girls into KGBVs in Mewat district of Alwar have not met with success.

CWSN

2.26 The current unit cost of Rs 1200 per year allowed for the education of CWSN is too low for appropriate provisioning. In order to augment support to the education of CWSN, the mission suggests that the State carries out a mapping of key institutions engaged in the support to CWSN for teacher training and resource support to the teaching of these children. There are still gaps between CWSN identified and the number covered through some form of education.

2.27 Rajasthan appears to have made considerable progress in this area. Disabled children are visible, mostly moderately disabled in special IED rooms with equipment and trainers to help them exercise their muscles. In one city school that the Mission visited, they reported that disabled children also attended regular classes, but did not see evidence of such mainstreaming. Some children with severe disability are receiving home-based care. The state is also working in collaboration with an NGO, Narayan Seva Sansthan, Udaipur, to provide surgeries to children who might benefit from this. In the past year, SSA has provided Rs 3000 towards the medical expenses of surgery for 350 children severely disabled by polio.

Concerns

2.28 The state has been unable to conduct many of its planned activities because of the code of conduct to be observed during elections, and this year saw elections at three levels of the government. Some of these proposed activities can be conducted only now.

Gender Issues

Limited functioning of NPEGEL:

2.29 Interventions in the NPEGEL in Rajasthan are focused on model cluster schools and the Mission found lackluster implementation. Discussions indicate little evidence of community mobilization activities to draw more girls into school. There was little vibrant dialogue on processes and interventions that augment the schooling of girls and their performance in schools. In these model cluster schools, the mission would like to suggest that there could be a growing interest to cover gender disparities in retention, learning and completion. A strong quality focus in equity would be important.

2.30 NPEGEL interventions and expected results need to go beyond infrastructural provisions. Vocational training in these schools appears to be focused on the provision of sewing machines and an external trainer comes in before school starts. While it was reported that communities appreciate the vocational training opportunity, the Mission had two concerns: installation of sewing machines might reinforce gender stereotypes and the vocational training component may take away focus from core schooling for these girls.

Need to strengthen KGBVs:

2.31 There is clearly a problem of adequate teachers in KGBVs. There is nearly 50% teacher vacancy in KGBVs due to which the expenditures on the KGBV component are just around 30% against plans this year. Most of the KGBVs have no government teachers although 2 government teachers are to be deputed to the KGBV. While the mission's visit to KGBVs revealed that these residential schools have indeed helped to enhance girls' participation in upper primary education and stimulated aspirations for secondary education, it was not very clear if the core target of really disadvantaged girls who were either not going to school or were at high risk of drop out have been enrolled. The Mission understood that KGBVs in minority dominated districts are not yet able to get a significant number of girls from minority communities into KGBVs.

2.32 The profile of girls enrolled in KGBVs indicates that the largest groups are OBCs (roughly one third); SCs and STs are also a substantial proportion (about 28% each) while Muslim and general castes together make up the remaining 10%.

2.33 It was also mentioned in discussions with the monitoring institution that teachers in general lacked sufficient information about the new schemes in operation. If the purpose of these innovations is to strengthen school participation among girls and historically disadvantaged groups, giving teachers information through books and CDs is vital. Such materials will also be useful for all those involved in the system, and will minimize loss of information between the multiple individuals and organizations involved.

Issues of discrimination and exclusion of socially disadvantaged groups

2.34 Schools mirror attitudes in the wider society. Teachers need to be sensitized on the need not to brand children as belonging to a particular group – children of mazdoors / labour / STs etc., as an explanation for difficulties in dealing with them. At one school, children who had moderate disabilities were said to belong to the Muslim community nearby though the connection was not spelt out. Children of mazdoors and tribals were brought to the Mission's attention fairly publicly to show how the school is now bringing in children who were previously out of school.

CWSN

2.35 The issue of sensitivity to branding children applies to disabled children also. Their problems need not be highlighted in front of them. The Mission also found that there may need to be more nuanced understanding of the categorization of CWSN. Some of the block level data shared with the mission appeared to indicate the presence of very large numbers of children with learning disability, which might need to be reviewed further – if children are not up to speed in learning, they need not necessarily be learning disabled; also regular teachers are carrying out this identification.

2.36 Training of teachers on issues of CWSN will continue to be a challenge. The state has organized very short trainings (3 days) for 13000 teachers, and longer trainings (90 days) for 3400 teachers. But even these longer trainings are reported to

be conducted in Distance Mode. The State could explore how effective these trainings are.

2.37 It is time in the program for quality aspects to permeate issues of equity. The quality of all schools needs to be addressed. Any shortfall in quality hits the vulnerable SC, ST and minority segments the most as they have little “voice” to improve the situation.

Recommendations:

2.38 The 10th JRM also made very important recommendations for gender – a key recommendation was to use Mahila Samakhya (MS) National Resource Group (NRG) to provide expertise on a range of issues and this should be pursued by Rajasthan state.

2.39 A re-visioning and re-statement of NPEGEL objectives is crucial so that interventions go beyond infrastructural facilities. Activities in model cluster schools need to focus more on core schooling, rather than on vocational training.

2.40 Enhancement of staffing and resource support to KGBVs is needed as well as scrutiny to ensure the appropriate target segment among girls predominate in these institutions. KGBVs can make increased efforts to bring in girls who have dropped out of school, who belong to very poor families and socially disadvantaged groups, and who live at a considerable distance from upper primary schools. There is also a need to make a link between residential bridge courses for girls and the KGBVs so that the never enrolled or drop out girls can be absorbed into KGBVs from RBCs.

2.41 The Mission recommends SSA to address more strongly issues of equity in learning levels, completion and transition, in addition to equity in access and enrolments. Tailor-made strategies may be needed to address the cohort of children that are now coming into the schooling stream, who are by nature some of the hardest to reach and provide for. Retention and learning levels of SC and ST and Muslim children, and particularly among girls from these communities need special focus.

2.42 The 10th JRM had recommended the need to work on reducing social discrimination in schools as this impacts retention and learning. An important recommendation was the need to monitor discriminatory practices in school. The Mission reiterates the usefulness of research (entrusted to experienced institutions) for raising awareness among the education department and among teachers in particular about the adverse impact of many socially accepted practices on the child’s levels of confidence and self-esteem, his ability to learn, and even his willingness to continue his schooling.

Goal 3: All children retained in Elementary Education (Improving Attendance and Retention)

2.43 Efforts to improve attendance and retention are linked with improving the child's experience in school. It is most strongly linked with Goal 4 in that efforts to improve the quality of education provided will lead to improvement in attendance and retention. It is also closely linked with Goal 2 in that it is children from socially disadvantaged groups who are most likely to be irregular and ultimately drop out altogether. And finally it has links with Goal 1 in that improvements in access will make it easier for the child to attend school regularly.

Achievements

2.44 The State has made progress towards the goal of retaining all children. Based on DISE data, as against a baseline of 50.1% (2006-07), the retention level has risen to 60.1% at primary level.

2.45 Initiatives under SSA have helped to reduce the average annual drop out rate at primary level from 13.1% to 11.4%.

2.46 The transition rate between primary and upper primary schools is also high. It has increased from 73.6% in 2001-02 to 91.7% in 2008-09.

2.47 Efforts to improve attendance and retention through improving quality will be discussed in greater detail under section 4. The state has taken a number of important initiatives to improve learning – among them is the implementation of the Lehar programme for classes 1 and 2 in Model Cluster Schools in educationally backward blocks, in which children have a chance to learn through a range of activities. Children in classes 3-5 in primary schools and in class 6 in upper primary schools and KGBVs are given a chance to revise the basic language and mathematics taught in classes 1 and 2 through workbooks prepared under the “Aao Padhen Hum” programme. Schools are also being rated on the basis of tests administered to children by external resource persons recruited by the state for this purpose under the Quality Assurance Program (QAP). These efforts have the potential for improving the quality of the child's experience in school, and act as a draw to ensure more regular attendance.

2.48 The State has also initiated a number of initiatives to promote education among more vulnerable groups which we have discussed at length under Goal 2. More important among them are the running of KGBVs to reduce potential drop-outs of older girls; pre-metric scholarships; bicycles for girls who enroll in class 9 if their schools are more than 5 km away from their residence and uniforms for girls in certain blocks;

2.49 Incentives which reduce the costs of education such as the provision of free textbooks and cooked mid-day meals are also particularly valuable to retain children from the most vulnerable groups in the school.

2.50 Infrastructural improvements in the school environment such as the construction of additional classrooms and the provision of toilet and water facilities

also serve to make the child's experience in school a better one, and contribute to greater attendance.

Concerns

2.51 There is a need to look at the reliability of information on attendance and retention. Irregularity of attendance is a serious issue as it indicates that many children may only be nominally enrolled. It also needs to be examined carefully as there may be double enrolment with children enrolled in government schools and attending private schools.

2.52 There is a considerable proportion of underage and overage enrolment in the system. In 2008-09 it was 11.4% at primary level and 18.4% at upper primary level. Enrolment figures in some of the schools visited during the field trip to Udaipur and Rajsamand indicated that enrolment peaked in classes 1 and 2, and dropped sharply after that. To the extent that this reflects underage enrolment in class 1, this is not a major issue. But overage enrolment at upper primary level may indicate that children are being retained because they have not attained a minimum competency, and hence attention is needed on improving their learning.

2.53 Retention is a bigger problem with children of migrant labourers and nomadic families. They are compelled to move with their parents either to augment income generation or to help with domestic chores or to look after younger children. It would be useful to reflect on the findings of a research study on migrants conducted by SIERT, Udaipur. In discussions with NGOs, large numbers of children although enrolled in school are going for many months for cotton picking in Gujarat.

Recommendations:

2.54 A State level study to understand the problem of drop outs will serve well to identify strategies to mitigate this problem. It can look at specific geographic locations and communities.

2.55 Studies on tracking children's attendance over the school year is also useful to understand why learning levels may remain poor, and dropping out continues to occur in spite of all that is being done to improve retention. It is suggested that the State implements the child tracking system as early as possible.

2.56 As regards children of migrant / nomadic families, the State could consider the provision of seasonal or full time hostel facilities, learning from the initiatives of States such as Maharashtra that have made substantial provisions for children of migrant workers. The Mission noted similar initiatives in Jaisalmer particularly.

Goal 4: Education of satisfactory quality

Achievements

Quality Initiatives

- 2.57 The Govt. of Rajasthan has introduced the following quality initiatives:
- (1) Lehar, based on the Activity Based Learning Methodology of Tamil Nadu, in grades 1 and 2
 - (2) Aao Padhe Hum, an initiative to address gaps in learning in the early grades through exercise books in grades 3.4 and 5.
 - (3) Interactive radio program for teaching English

2.58 The above programs have been supported through the 2% allocation under the Learning Enhancement Program (LEP) of SSA. The Lehar program is being implemented on a pilot basis in 4735 schools in the NPEGEL clusters, with the participation of 9470 teachers. In 2009-10, the Lehar program received SSA support for activity cards, workbooks, teacher kits, self learning kits, supplementary readers, achievement charts, learning ladders and supplementary readers. The Aao Padhe Hum campaign aims to support raising the learning standards of children through graded reader series, reading cards, story books and self learning materials and is being implemented in 6261 schools in NPEGEL clusters also, with 12522 teachers.

2.59 In the classrooms visited, the Mission observed that not all TLM was in place in the Lehar classrooms and the classes were run sometimes by teachers who had not been trained in the methodology (due to teacher transfers). Going by similar initiatives in other states (Tamil Nadu, Karnataka, Maharashtra) it would appear that it is crucial to invest significantly in teacher training and to provide continued in-school academic support until the methodology takes root within classrooms.

2.60 The State is not implementing any learning enhancement program at the upper primary level, other than distribution of science and maths kits to schools.

2.61 The State is running a Quality Assurance Program, which is in its third year of implementation, which tracks student learning through an independent agency. Resource persons are employed on an ad-hoc basis (for 7-10 days) to prepare question papers, administer tests to children and to compile data, leading to categorization of schools as A,B,C, D and E schools, with E being schools with the lowest levels of achievement. Data shows that schools seem to be moving from low levels to higher levels in the three years. The mission appreciates the third party assessment of the standards of student learning. The Mission was informed that remedial classes are undertaken based on an analysis of these test results and school profiles are developed to understand the causes of low levels of learning. It is suggested that this exercise is linked more vigorously with teacher training and in-school academic support. Moreover, the State may wish to think through the appropriateness of grading the whole school on the basis of student testing in a class or few classes.

Curriculum and Textbooks

2.62 The State has just begun the process of renewing the curriculum based on NCF 2005. The State intends to adopt the NCERT textbooks for English, Maths and Science and would be developing its own textbooks for other subjects. The preparation and rolling out of the new textbooks is expected to take up to 2014.

Teachers and Teacher Training

2.63 For ensuring adequate subject teachers, the State is implementing a scheme for the ad-hoc employment of teachers for 90 days only to supplement the existing pool of teachers. Such ad-hoc employment on a daily wage of Rs 100, while relieving very partially the burden of existing teachers cannot bring any sustained improvements to the learning of students nor can these teachers be involved in any continuous way in the state's quality improvement initiatives. This methodology ought to be re-visited and re-examined for its continuation.

2.64 The State SSA is seized of the apparent 'training fatigue' that may have set in for the in-service teacher training programs. The State is in the process of changing the selection process of Resource Persons so that teachers from a more senior grade are being called as trainers rather than from the same grade. The state has depended on the cascade model of in-service training, which was reported to be not effective, according to our discussions with monitoring institutions. It is recommended that a revitalized TT program may be essential to bring new energies and inputs to improve classroom processes and quality improving measures.

Institutional and Academic Support

2.65 The institutional academic support chain of SSA through Block and Cluster Resource Centres is significantly hampered in the 19 former DPEP districts where a nodal head master has been given additional charge of a cluster resource centre facilitator and the BEO has additional charge of the BRC. The headmasters that the Mission members met were candid enough to admit that they were not able to visit other schools for academic support. There are large vacancies in CRCFs even in non-DPEP districts (351). The Mission also repeatedly heard dissatisfaction of teachers with the caliber of teacher trainers to enthuse and inspire teachers in the training programs (see above also).

Concerns

Teacher Training

2.66 Rajasthan has not been able to build up vibrant resource groups for quality. Large vacancies exist among CRCF and BRCF. The mission in particular would like to highlight the need to re-visit the in-service training content and methodology.

Learning Enhancement Programs

2.67 Different quality related interventions are not being linked with each other. The curriculum and textbook renewal processes do not appear to be linked with the Lehar program in sample schools. Similarly the planned textbook development would need to incorporate the state's vision for up-scaling Lehar and the possible link with

activity cards and other TLM. While it is commendable that the State has made promising beginnings in implementing quality improving initiatives based on child-centered pedagogic practices, it appears quite critical that they are placed on a comprehensive platform incorporating pedagogy, teaching and learning materials, classroom processes, teacher training and student assessment. The State is yet to roll out a significant learning enhancement program at the upper primary level.

Recommendations:

2.68 A composite approach to quality improvement addressing all aspects of different quality pegs is suggested. Such an approach needs to begin with the enabling conditions of quality in terms of availability of adequate classrooms and teachers. In addition, a comprehensive approach requires:

- well qualified and trained resource groups at state, district, block and cluster levels to lead the professional development of teachers and on-site academic support without loss of quality;
- re-aligning curriculum reforms and the approach to the use of textbooks, TLMs, workbooks and other materials in line with the new classroom processes to be rolled out in the state, such as the Lehar and Aao Padhe Hum programme; and
- matching and harmonizing monitoring of student learning and assessment procedures with the pedagogical and curricular reforms.

2.69 Revitalization of the teacher training policy, strategy and implementation is an urgent and essential need. Professional development of teacher trainers and recruitment of subject teachers to address upper primary school quality needs careful planning. Aligning the training calendars of SIERT, DIET and SSA is required not only to avoid duplication etc, but also to bring growing coherence and depth to the training content and process to meet the needs of quality improvement targets.

2.70 The development of a teacher training and teacher professional development data base which allows the state to track the professional development and performance of teachers would be a very worthwhile investment for which ICT could be used.

3. Financial Management and Procurement

Funds flow

3.1 Against a total approved outlay of 2000.50 crore for 2009-10, GOI released 1127.24 crore in two installments and state released its share of 570 crore in 6 installments. Adequate funds (1697.24 crore) were available to the state under SSA, NPEGEL and KGBV during the current year (up to Dec 2009).An overall expenditure of 88.54% was incurred w.r.t releases and 75.11% w.r.t AWP&B. While the expenditure under SSA was over 90% and under KGBV was slightly over 50%, the slow pace of expenditure in NPEGEL at 19.88% is a cause of concern. The funds are required to be transferred to the end users including SDMCs electronically into their bank accounts facilitating quicker availability of funds for its further use and payment. FC reported that there is a 100% e-transfer of funds up to districts level and

60% up to sub-districts. 100% e-transfer of funds up to sub-district level, and beyond and operationalising the Tally software in all districts needs to be accomplished by the state.

3.2 The mission noted delays in funds reaching districts : the Mission was informed that funds for many of the interventions reached the district only in November, leaving very little time to complete the activities by the end of the fiscal year. Mission would appreciate if the state share is released within 30 days of receipt of GOI releases. It is also suggested that measures be taken to ensure that funds for school and teacher grants are released in full right in the beginning of the year.

Accounting

3.3 Rajasthan is amongst the few states that have put in place the 'Tally software' at the state and the district level. However, due to constraints at the district level relating to lack of training to accounts personnel, connectivity and power problems, financial accounting and reporting continues to be done manually in most of the districts. Of the 33 district, tally software was reported to be functional only in 9 districts. This needs to be looked into in order to facilitate smooth accounting of programme funds. During the visit to DPO, Udaipur a few records were looked into- which were maintained; the bank reconciliation was complete up to 31-12-09 and CAO had verified the entries on 4-01-2010. As on 31-03-2009, Utilisation Certificates were outstanding for 345.61 crore and major UC's pertained to Pratapgarh (31.40 crore) and Jaipur (20.25 crore). In the schools that were visited by JRM, in one of the block in Udaipur, it was observed that SDMC accounts were audited by CA firms up to 2008-09.

Staffing/ Training

3.4 The Financial and Accounting posts in SSA namely Controller Finance, accounts officer, accountant and junior accountant are filled up on deputation from the State Finance Cadre. There is an acute shortage of finance and accounts personnel in state SSA, particularly at the level of junior accountants which is impacting the financial accounting work at BRCs and review of SDMCs. To meet the shortfall partially, the state SSA has outsourced retired accounts personnel as account consultants in many formations in the districts/ block with very little or no staff at all. The account consultants are paid Rs. 7000/- per month (recently raised to Rs.9000/-).

3.5 Although block accountants under SSA are just being sanctioned, the Mission notes with appreciation that the State had made a beginning in having Junior Accountants at block level to cover ten SDMCs per month to review the finance, accounting, works, records etc, and convey his observations to BRC for remedial monitoring and follow up. However, in a few schools visited in a block in Udaipur it was found that no review was actually carried out. Also in a few cases where review was conducted, no information on follow up was available in the files in DPO. The Mission suggests that the State pursues this more actively as such visits are necessary not only for financial review, but also for providing assistance to SDMCs on issues and their problems, if any.

3.6 The state is imparting short duration in-house training to its Finance and Accounting personnel at state, district and block level on various FM & P aspects including accounting, reporting, monitoring, bank reconciliation, account of releases, etc. The instructions regarding accounting and record keeping are being given by the CA/CF in the AAO monthly meetings conducted at SPO. He confirmed that he also monitors FM performances in the State in a monthly meeting of all districts accounts personnel. While a one day training for district level personnel is held at the SPO quarterly, training to district and BRC personnel and of headmasters is held at the block level facilitated by state/ district officials. The state Finance Controller also attends the quarterly meeting of the Finance Controller of the States which is an opportunity to share their experiences with each other and with MHRD. During the visit to Udaipur DPO, the AAO informed the JRM that a 2 days training is given to accounts staff at their office. One such training was held in 2008-09 and no training could be held this year.

Procurement

3.7 The Executive Committee of RCEE has adopted DPEP procedure for procurement under SSA. The procurement is done as per a Procurement Plan (2009-10) drawn by SPO which has been uploaded on the state SSA website and a copy was given to the JRM. The plan lays down a roadmap for itemized purchases indicating the method of procurement to be done at different levels, the ceiling and, the estimated cost in each case as per the state norms. Procurement under open tender is done through separate committees set up both at the SPO and the DPO level. In case of such procurement due verifications are done before releasing the payments.

3.8 It was confirmed to JRM that the district/sub district level agencies are well aware of the thresholds applicable for the various procurement procedure like NIT, Expression of Interest and that complete tender document have been uploaded at RCEEs web site.

3.9 A few contract files pertaining to procurement of computers and printing of textbooks were called for to see the quality of documentation. All required documents and approvals- such as approval of competent authority for procurement, request for quotation, receipt and examination of quotation, approval of the competent authority for placing the order, bank guarantees, purchase order, delivery challan/receipt of goods, invoice, approval of the competent authority for releasing the amount and proof of payment were available in file. A complaint register has been maintained for receipt and redressing of complaints, but no complaints regarding any procurement/NIT were received.

Internal Audit

3.10 Internal Audit mechanism has been activated in the state where-in 6 retired AO/AAO have been appointed on a contract basis for carrying out the Internal Audit. An amount of Rs.6.12 lac has been spent on honorarium to auditors and towards their TA/DA in the year 2008-09. The Mission found that in DPO Udaipur, out of 4211 SDMC's spread over 11 blocks, 1261 were audited by the auditors which is close to one-third of the total. A sum ranging from Rs. 300/- to 395/- per unit was paid to the

auditors, in keeping with the SPO circular on payment of audit fee up to a ceiling of Rs. 400/- per unit.

3.11 The internal audit work requires closer monitoring and feedback on findings of the auditors, as in a few cases it was found that follow up compliance was not available in the files. There are clear guidelines from MHRD on internal audit relating to strengthening of its apparatus and periodicity of coverage. This is also regularly taken up in Quarterly FC meetings.

External/ Statutory Audit Process

3.12 JRM was apprised that there is one Auditor (M/s S. Singhal & Co., CA) for the entire state of Rajasthan who has been assigned the task of auditing the accounts for the year 2008-09. It was confirmed to the visiting team that RCEE is aware of the norms on the mandatory audit coverage of all SDMCs spending funds over Rs.1 lakh once in a cycle of once in three years. The auditor has been instructed vide fax letter dated 08.10.2009 to audit the SDMC's. The auditors fee has been worked out accordingly and an amount of Rs.13.35 lac is to be paid to the him as audit fee. It was mentioned that all 244 BRCs, 1215 CRCs & 3585 SDMCs were actually visited by the Auditor. Audit consultants at the state level confirmed that settlement of audit observations has been done within the stipulated time and that pending observations settled or otherwise are personally monitored by the Financial Controller.

Audit by Institute of Public Auditors of India

3.13 The Institute of Public Auditors of India (IPAI) audit was done in 2008-09 for which compliance has been sent MHRD on 30-11-2009.

Disclosure of information and transparency

3.14 The State SSA has its own website where basic data on SSA's set up, programmes and activities relating to annual works plan, procurement plan etc are available for information of one and all. In most of the schools visited by the team, the details of grants received by the school were not prominently displayed on the notice board. In a few cases it was displayed on a sheet or on the wall in Headmaster's room. The need for providing information on funds releases and its utilization in public domain is required to be reaffirmed in the meetings of SSA officials at all levels. SDMC members with whom the JRM interacted were aware about the receipt of funds but had no idea about funds received under different interventions. SPO affirmed that the District/Sub district level staff is aware of the applicability of the provisions of FMP manual and that a copy of BF&AR has been sent to all districts and sub districts level.

Recommendations

3.14 There is still a need for re-circulating FMP Manual to all SSA sub district agencies -to ensure their awareness and compliance of norms. Training in FMP guidelines and procedures is needed for key FM functionaries, both at the district and sub-district level including Headmaster and SDMC members;

3.15 All schools should display details of funds received and expenditure incurred including utilization under SSA. For increased transparency in procurement, the State could consider online procurement of goods and services where tenders are invited and negotiations are done online.

3.16 All vacant positions of account personnel should be filled up as quickly as possible for appropriate financial monitoring and accounting. Internal audit mechanism has been activated but needs to be further strengthened for effective coverage in terms of the volume of investments at diverse levels.

3.17 The State should develop mechanism for Just In Time releases of funds of proportionate state share within 30 days.

4. Programme Management

Civil Works

4.1 The allocation for civil works activities under SSA for 2009-10 is Rs. 191.3617 crore, of which Rs. 9530.14 lac (50%) has been spent so far. The second tranche of funds for civil works was received in Nov, 2009 only and passed on to SDMC recently. By Nov, 2009, 82% of civil works were either complete or in progress and are likely to be completed by 31-03-2010. Gaps in civil works- ACR's (515), Head Masters rooms (9099) and Boundary walls (31231) are proposed to be covered in 2010-11.

4.2 As on March 2009, the total requirement of toilets and drinking water facility was 40263 (sanctions- 7187 of TSC & 14988 of SSA) and 5740 respectively. The sanctioned works are under progress and likely to be completed by 31.03.2010. After completion, 96.88 % schools will have at least single toilet and 76.16 % will have separate toilet for boys and girls, and 99.08 % schools will have drinking water facilities. Mission would appreciate if steps are taken to provide safe drinking water and also improve upon the sanitary conditions in the toilets.

4.3 Mission visited under construction civil works and a water lifting pump mechanism (cost Rs. 18,000/-) in an area where water supply was in short. The pump worked as a see-saw, where children could ride and play it to lift the ground water. 3 ACR'S were under construction for housing primary school children in the vicinity of a UPS recently upgraded to a Secondary school.

4.4 Capacity building measures have been taken for enhanced awareness of SDMC members, field engineers and skill enhancement of masons. These include designing and circulation of manual and guidelines on training, construction and procedures on implementation of civil works to the concerned. Training and workshops on Quality Control measures in Civil Works and Building as Learning Aid (BaLA) concept at the State level and availability of Quality Control tools in the field are a few important initiatives for capacity building of engineers.

4.5 The third party evaluation & Quality Assurance study of civil works for the year 2004-05, 2005-06, 2006-07 & 2007-08 under SSA were reported to complete for

all 32 districts in the state. The third party evaluation of the Civil works being executed during the year 2008-09 & sanctioned in the year 2009-10 is underway in six out of seven different zones (except- Bikaner) of Rajasthan.

Civil Works – completed and in progress

S.N	Activities	Fresh Targets	Completed	In Progress
1	Additional Classrooms	2673	217	1802
2	Drinking Water Facilities	3726	106	2179
3	Construction of Toilet	16088	1110	13302
4	Head Masters room	1184	55	979
5	Electric Facility	5000	251	3917
6	Major Repair	1772	64	1035
7	Boundary Wall (Schools)	963	76	884
8	Sub Total (Const. Activities)	31406	1879	24098
9	Furniture for Children	85925	3500	9500
	Grand Total	117331	5379	33598

Community Mobilization and Participation

4.6 Training of community leaders and allocation of sufficient resources and support is important for their active participation. The training of community leaders for the year 2009-10 was just above 50%. The mission noted that the state government is considering changes to the SDMC bylaws to align with the provisions of the RTE Act of 2009 whereby it is proposed that the chairperson and vice-chairperson of the SDMC are from the parents.

Monitoring

4.7 There is one Monitoring Institution for SSA in Rajasthan, funded from the Central level – Institute of Development Studies (IDS), Jaipur. In addition, the State has engaged other agencies for monitoring aspects of SSA with its own resources.

4.8 IDS as the Monitoring Institution is following the national level Terms of Reference and is covering 14 of the 33 districts in Rajasthan for regular reporting against the formats shared at the national level. The remaining districts do not have any activity by a Monitoring Institution as of now, and the Mission was informed that two more have just been contracted. IDS is bringing out extensive information and data in its reports which are presented at the State level to the SSA and also at the national level. The Mission observed that the Monitoring Institution had detailed insights into the field realities of implementation which are not obvious in the overall reporting on the state – for example, although textbooks are now reported to be reaching all students in the beginning of the year, at the school level, some textbooks may be available but not all. The policy of recycling textbooks has also meant that available textbooks may be in very poor condition in some cases.

4.9 The State SSA could further engage the MI in bringing out a state level assessment and analysis of issues and perspectives arising from such field based monitoring. It is recommended that Monitoring Institution findings and monitoring data be used more actively in reviewing the efficacy of various interventions. The granularity of data gathered through such external/independent monitoring could go a long way in providing good insights to the constraints in the field and the efficacy of interventions.

Recommendations

Civil Works

4.10 The parents should be encouraged to play a proactive role through SDMC's in ensuring the quality of school environment and construction activities.

4.11 Rational relocation of new civil works and creation of additional capacity in the existing schools based on actual requirement. Physical verification of assets, their valuation and documentation needs to be done as required under the past recommendations.

4.12 Some innovations are needed in securing child friendly designs and quality of construction.

Vacancies and cadre management

4.13 In order to improve teacher presence and rapidly eliminate single teacher schools and ensure regular attendance of teachers in remote locations, the State should consider devising appropriate approaches and incentives for remote area service. (additional allowances, living quarters, etc). The Mission noted that city allowance was being paid to teachers in city schools whereas the teachers in the rural schools were not being paid additional incentives for serving in remote and backward pockets.

4.14 The Mission recommends that the State considers developing an on-line teacher cadre management information system which includes real time data on teacher recruitments, deployment, qualifications, training, performance and cadre management matters which would be a valuable resource for effective and efficient teacher management.

Monitoring

4.15 The Mission recommends that the rich, in-depth and independent data and information gathered through the Monitoring Institution be put to better use than it is as of now. It would be valuable for the State and/or the Centre to commission action research and evaluation studies on specific themes and areas of intervention for their effectiveness in the field.

5. Conclusions

4.16 The Mission would like to congratulate the State for its wide-ranging efforts to implement SSA and the tremendous expansion of infrastructure provisioning and emerging focus on quality improvements.

4.17 The State is well placed to move to the next level, particularly with regard to implementation of a state-wide, comprehensive quality improvement program across elementary schools.

6. Summary of Main Recommendations

Goal 1: All children in school

4.18 A well informed and well targeted strategy for out of school children, particularly in the context of enrolling children directly into age-appropriate classes in schools. There is a need to address quality of access, and in tracking children's retention after mainstreaming into schools.

Goal 2: Bridging gender and social gaps

4.19 Re-visioning of the targets and objectives of the NPEGEL program, concentrated efforts in blocks with adverse gender gaps is needed as also drawing upon the technical expertise of Mahila Samakhya. Filling up vacancies in KGBVs and providing inputs for the education of upper primary girls that include personality development and life skills development.

Goal 3: All children retained in elementary education

4.20 An intensive state level study on drop outs is recommended, and the start of the proposed child tracking system by the State to implement evidence based strategies to improve regularity of attendance, retention and completion.

Goal 4: Education of satisfactory quality

4.21 Revitalization of Teacher Training strategy and content is an urgent need to energize the nascent quality improving interventions. Investment in the professional development of master trainers and building a cadre of teacher educators is essential for enhancing teacher professional practice.

4.21 The state needs to develop a comprehensive and integrated approach to quality with a clear road map for aligning all the quality pegs to a unified vision.

Financial Management and Procurement

4.22 The FMAP manual needs to be circulated to the sub district level SSA functionaries and follow up training on the norms and procedures, particularly in view of the revised manual would be useful.

4.23 The State needs to ensure timely, just in time release of funds of proportionate state share, particularly for elements such as school and teacher grants.

Programme Management

4.24 An accelerated teacher recruitment and teacher deployment/transfer policy and strategy is critical to the State being able to accelerate educational development in the state's primary and upper primary schools in the most remote and needy pockets of the state.

4.25 Filling of key vacancies in the State and in particular finding solutions to the gaps in institutional and block and cluster level academic resource support to schools. Possible strategies to recruit people on contract (on a sustainable basis rather than on ad hoc and temporary basis) could be considered.

List of Quality Parameters

(States to devise similar baselines and targets/outcomes for each district)

S. No	Outcome Indicators	Data source*	Baseline as in 2007-08	Proposed achievement 2008-09	Achievement 2008-09	Propose achievement in 2009-10	Propose achievement in 2010-11	Propose achievement in 2011-12
GOAL I: All children in School / EGS centres / Alternative and Innovative Education centres								
1	Number of children aged 6-14 years not enrolled in School / EGS Centres / AIE Centres	State HH Surveys 2007-08)	163319	125000	117012	□□	85000	75000
2	Number of children enrolled in schools	2005 : DISE)	1224674	12300000	12304029	□□□	12250000	12200000
3	Ratio of Primary to Upper Primary Schools	(2005 : DISE)	1.9	2.1	2.35	□	2	2
4	Number of children with special needs (CWSN) enrolled in school or alternative system including home based education	PMIS Report	164797	166000	248084	□□	□□	□□
GOAL II : Bridging gender and social category gaps								
5	Girls, increase as a share of students enrolled at Primary and Upper Primary level.	(2005 : DISE)	46.76	48	46.35	□□	45	45
6	Scheduled Castes & Schedule Tribe children increase as a share of students enrolled in Primary and Upper Primary Schools	(2005 : DISE)	ST Pr. :- 15.35 ST UPS - 12.59	16 14	15.93 12.98	16 14	16 14	16 14

GOAL III : Universal Retention								
7	Transition rates from Primary to Upper Primary to increase		89.96	92	91.96	□□	94	95
8	Retention at Primary level	(2005 : DISE)	82.12	85	89.91	□	91	92
9.	Retention rate at UPS level		65.29					

Goal 4 Rajasthan

Sl. No.	Description	Data source	Baseline (08-09)	Proposed achievement 2008-09	Achievement 2008-09	Proposed achievement in 2009-10	Proposed achievement in 2010-11	Proposed achievement in 2011-12
10.	Provision of quality inputs to improve learning levels (i) Teacher Availability		(i) Pupil teacher ratio at primary level : 34.67 (ii) Pupil Teacher Ratio at upper primary : 22.89 (iii) Number of schools with PTR>60 at elementary level: 2716 Source: (DISE 2008)	35 24 2800	34.67 22.89 2716	34 22 2000	34 22 1000	34 22 0
	(ii) Availability of Teaching Learning Materials		Percentage of eligible students receive free text books : (DISE 2008) Percentage of teachers received TLM grants : (Source be given also) Number of schools state-wise using materials other than textbooks : (e.g. workbooks/worksheets/ABL Cards/Kits/CAL/Supplementary books etc.) (DISE 2008)	100% 100%	100% 100%	100% 100%	100% 100%	100% 100%
11.	Process indicators on quality		Percentage of teachers received in-service training against annual target :	100%	83%	85%	88%	90%

	(i) Teacher training		(DISE 2008)					
	(ii) Teacher Support & Academic Supervision		<p>Percentage of BRCs/CRCs are operational : (Source be given)</p> <p>Effectiveness of BRC/CRC in academic supervision and improving school performance : (* Performance against agreed roles & functions * Extent to which task are being done. * Extent of on-site support given to schools/teachers * Content & quantum of training given to BRC/CRC * Perception of teachers/stakeholders.) (QMF)</p>	100%	100%	100%	100%	100%
	(iii) Classroom Practices		<p>Change in classroom practices/ innovative methodologies in use : (* Teachers instructional time. * Student learning opportunity time. * Active student participation * Use of other materials in classrooms * No. of instructional days * No. of days teachers were assigned non teaching activities.) (QMF)</p>	3 to 4 hrs. 1 to 2 hrs. 20 to 30 % during Classroom Processes most of the school and teacher use self made TLM acording to there needs. They are also using	3 to 4 hrs. 1 to 2 hrs. 20 to 30 % during Classroom Processes most of the school and teacher use self made TLM	3 to 4 hrs. 1 to 2 hrs. 20 to 30 % during Classroom Processes most of the school and teacher use self made TLM	3 to 4 hrs. 1 to 2 hrs. 20 to 30 % during Classroom Processes most of the school and teacher use self made TLM	3 to 4 hrs. 1 to 2 hrs. 20 to 30 % during Classroom Processes most of the school and teacher use self made TLM

				charts, Math's, Training models, Teachers reface books etc. 2.30 to 2.40 days 15 to 20	acording to there needs. They are also using charts, Math's, Training models, Teachers reface books etc. 2.30 to 2.40 days 15 to 20	acording to there needs. They are also using charts, Math's, Training models, Teacher s reface books etc. 2.30 to 2.40 days 10 to 15	Teachers reface books etc. 2.30 to 2.40 days 10 to 15	acording to there needs. They are also using charts, Math's, Training models, Teachers reface books etc. 2.30 to 2.40 days 10 to 15
	(iv) Pupil Assessment by States		Pupil Assessment System in place in schools : (Testing systems & frequency)	Test I Test II Half Yearly Exam. Test III Yearly Exam.	Test I Test II Half Yearly Exam. Test III Yearly Exam.	Test I Test II Half Yearly Exam. Test III Yearly Exam.	Test I Test II Half Yearly Exam. Test III Yearly Exam.	Test I Test II Half Yearly Exam. Test III Yearly Exam.
	(v) Attendance Rates Student Attendance		Student Attendance level at primary and at upper primary: (QMF)	80.00 84.00	78.73 80.01	80.00 84.00	85.00 90.00	90.00 92.00
	Teacher Attendance		Teacher Attendance level at primary and upper primary: (Research)	90.00 92.00	89.4 90.00	92.00 92.00	92.00 92.00	92.00 92.00
12.	Accountability to the community		VEC/SEMC/local bodies role in school supervision as per State mandate:	Social Audit for quality	Social Audit for	Social Audit for	Social Audit for quality	Social Audit for

				enhancement, school grading and out of school children	quality enhancement, school grading and out of school children	quality enhancement, school grading and out of school children	enhancement, school grading and out of school children	quality enhancement, school grading and out of school children
13.	National Student achievement level outcomes		Learning levels for Class III Percentage in Maths Percentage in Language (2003: NCERT National Assessment Sample Survey- Round I, Round II)	60.92 67.53	60.92 67.53	65.92 73.00	70.00 78.92	75.00 83.00
			Learning levels for class V Percentage in Math's Percentage in Language Percentage in EVS (2005: NCERT National Assessment Sample Survey – Round I, Round II)	48.46 60.31 52.19	48.46 60.31 52.19	53.00 65.31 57.00	58.46 70.00 62.19	63.00 75.31 67.00
			Learning levels for Class VII/VIII Percentage / Percentage in Maths Percentage / Percentage in Language Percentage / Percentage in Science Percentage / Percentage in Social Science (2002: NCERT National Assessment Sample Survey – Round I, Round II)	40.50 56.13 49.62 47.61	40.50 56.13 49.62 47.61	46.00 61.13 54.00 52.61	51.50 66.13 59.62 57.13	56.00 71.00 64.13 62.00

INDIA
SARVA SHIKSHA ABHIYAN
ELEVENTH JOINT REVIEW MISSION &
MID TERM REVIEW
JANUARY 15 – 29, 2010

TAMIL NADU STATE REPORT

0 Introduction

0.1 As part of the 11th Joint Review Mission (JRM) of the Sarva Siksha Abhiyan (SSA), Nishi Mehrotra (GoI) and Pankaj Jain (DFID) visited the State of Tamil Nadu from 15th to 22nd January 2010. The Mission sought to review progress in implementation in respect of the overarching objectives of SSA i.e. access, retention, equity and quality, financial management, procurement as well as programme management. Tamil Nadu was last visited in 2008 during the 7th JRM, wherein the JRM reported extensively on the Activity Based Learning (ABL) pedagogy being implemented at the Primary level. The Mission also covered Active Learning Methodology (ALM) at Upper Primary. This Mission builds on their observations.

0.2 At the State level, the Mission met with the Principal Secretary School Education, the Adviser to the State Education Department on SSA, the State Project Director and his team, the Director of Elementary Education, the Director of School Education and the Director of Teacher Education, Research and Training (DTERT) and representatives from the Monitoring Institutes. The Mission visited the districts of Dindigul and Karur where it interacted with the District Collectors, the District Project Officers and their teams, and visited several schools and centres through which SSA interventions are delivered. The team also met with PRI members, VEC office bearers and members, parents of children, teachers and children at various schools. Independent monitoring reports by the Indian Institute of Management and the Indian Institute of Technology were reviewed.

0.3 The Mission appreciates the extensive documentation provided by the State Project Director and his team and thanks all the functionaries of the Government of Tamil Nadu who gave us their time, shared views and knowledge with us and for their overall assistance and hospitality. Thanks are equally due to the teachers, students, parents and VEC members who interacted with us. They provided us with valuable insights for which we owe them a debt of gratitude.

1. Overview and Key Issues

1.1 During the two years since the visit of the last JRM, Tamil Nadu has continued to consolidate its already impressive achievements in elementary education. Gains in access and retention have enabled far greater focus on quality. The State continues to exhibit strong and ever improving performance on almost all parameters of equity. Improvements in ABL in Classes I to IV have enhanced effectiveness of the methodology and changes planned for 2010 and 2011 hold the promise of further progress and consolidation. The adoption of Active Learning Methodology (ALM) in Class V to Class VIII has become wide spread.

1.2 Planning and management of the programme has been remarkable in terms of institutional arrangements as well as the use of data and research to inform decision making and training choices. The State has pushed the envelope in using the flexibility provided by the SSA framework to tackle effectively problems that are unique to the State. Over the past two years, execution of civil works, financial management and procurement practices have received attention and perceptible improvements have taken place.

1.3 Within the overall extremely positive picture challenges remain on reducing drop outs amongst certain groups, academic support for slow learners, particularly as they move out of ABL, CWSN in schools, consolidation of ALM, effective use of CAL and the vocational aspects of girls' education.

1.4 There is no taking away from the fact that the adoption of ABL and ALM by all 43,462 government schools imparting elementary education in the State within a period of less than 2 years has been nothing short of revolutionary. The nature of the discourse within the school community has completely changed. Results from achievement tests and independent evaluations have established that educational outcomes, particularly at the primary level have gone up significantly after the introduction of ABL. Success has also been made possible by complementary reforms within the overall education structure for elementary and secondary education.

2. Progress towards the Achievement of Goals

Goal 1: All children in school

2.1 As per DISE data for 2008-09, the NER is 99.47 at primary level and 98.82 at upper primary level. This is a fairly good indicator of the success. Special Focus Districts (SFDs), which have more than 40% SC, ST population in Thanjavur, Thiruvallur and Virudhunagar have been imaginatively targetted. In Kanyakumari District there is a substantial minority population. The districts which have a UPS-PS ratio of more than 3:1 are Dindigul, Karur, Erode and Ramnad. However, with the upgradation of 28 PS to UPS in Dindigul, 60 in Erode, 40 in Karur and 9 schools in Ramanathapuram, the resultant UPS-PS ratio is 2.94, 2.78, 2.81 and 3.06 respectively. The case of Ramanathapuram where the ratio is just marginally above 3 will be addressed in 2010-11. Though access issues are negligible at primary level, but at UPS level there are a few gaps in some hilly areas due to geo- physical barriers. The state aims to secure 2 UPS for every PS by 2010.

2.2 The last household survey of OoSC was carried out in 2006 and the next survey will be done this year. In the interim, the state has relied on the Elementary Education Register (EER) maintained by each VEC. Tamil Nadu currently has 66,896 OoSC, (as against 5.7 lakh in 2002-03), almost all drop outs and mostly in the age group of 11-14. Of these, 80% are in AIE centres– RBCs, NRBCs, summer camps, directly enrolled or in KGBVs and NCLP schools as well as in RBCs for mentally challenged children. In terms of walking the last few steps for including all children in school some efforts are being made, though the pace of outreach could be further accelerated with focused planning at sub district level. The focal districts for drop out children are Krishnagiri, Vellore, Dharmapuri and Coimbatore where there are

children from migrant labour communities, many of whom are linguistic minorities as well. In other districts such children are in a few blocks of the district.

2.3 Chennai metro continues to throw up challenges on OoSC. SSA works with the Chennai Corporation. Till recently, OoSC numbers were based on the EER which is clearly an inadequate mechanism for large cities. Chennai is divided into 10 zones and 155 wards by the Corporation. In 2009, a pilot survey by the Corporation & SSA in zone 1 identified 401 OoSC. The Corporation now intends to survey all remaining zones. This exercise is likely to yield a much larger number of children, many of whom may be never enrolled children. It is vital that plans are made at the ward level to begin with, for such children so that interventions are initiated in 2010-11 itself. *The Mission suggests that this be pursued vigorously with the Corporation along with closer co-ordination with the Labour Department and Child Line.*

2.4 A new challenge is on the horizon. 1330 PS have less than 20 children. The state's population growth was less than 1% p.a. during 1991-2001. PS could run out of children. *The Mission suggests that the state review this as soon as results of the 2011 census are available.*

Goal 2: Gender and Social Equity

2.5 Tamil Nadu has quite successfully bridged the gender gap in elementary education and ensured that SC enrolments at both primary and upper primary are more than their commensurate share in the population. The share of STs amongst children enrolled is marginally lower than their share of the school age population with a gap of 0.05% and 0.04 % at primary and upper primary levels respectively.

NRBCs and RBCs

2.6 NRBCs and RBCs are required for migrant children from other states and migrants within the state, though the former is more problematic. In Dindigul district, of the 3560 OoSC, 3314 have been absorbed in schools through RBCs, NRBCs, Special NRBCs and summer camps for drop outs. 21573 children in Residential Bridge Courses are reached out through the formal schools. They are taught by Education Volunteers who provide academic support and are supervised by AEEOS and Block Resource Teacher Educators (BRTEs). Street children and migrant children residing in the vicinity of the school, constitute the bulk of enrolment. Special efforts have been made to enrol working children, tribal children and those from the gypsy community. RBCs (226) are run through 177 NGOs/SHGs, which are identified and funded by SSA, through a rigorous screening process. Some of the RBCs (155) have reached out to street children (Chennai), migrant children (7 districts), children of gypsy communities (Narikuravar), child labourers, minority children (2 districts) children affected by HIV /AIDS (1 district) and tribal children (8 districts).

2.7 The RBC and NRBC children are tracked by the Education Volunteers and the BRTEs on a monthly basis. The intensive inputs and tracking are proving worthwhile as children interacted with had developed outgoing personalities and had started to excel academically, especially the girls, who had for various family circumstances dropped out. Some of the dropouts are quite bright, so they have the potential of being mainstreamed fairly soon after assessment. This initiative should continue until all out

of school children are mainstreamed and the zero dropout level is achieved. The children have to be tracked as per norms as data shows that at primary level the DR for SC and STs (dropout children) is .94 and 1.36 respectively, while at upper primary level it is 2.18 and 2.11 for SCs and STs respectively.

2.8 The cost norms for RBCs are now proving to be inadequate. These have not been revised for the past many years. A broad comparison with KGBV norms indicates that RBCs are underfunded. The Mission suggests that GoI examine the issue.

NPEGEL - Model Cluster Schools (MCSs)

2.9 937 Model Cluster Schools (as of 2006) of NPEGEL in 37 EBBs (11 districts)¹⁰ provide additional enriched academic support to girls in PS/ UPS. A cluster comprises of 3 to 4 schools with the best one among them functioning as an MCS. The 937 MCSs, of which 776 are at UPS and 161 are in PS reach out to 3.85 lakh girls. Over 47,000 girls have been facilitated skill enhancement activities in 8 districts - through yoga, karate, cycling activities and skill development - bee keeping, mushroom cultivation, computer skills, ink making, sanitary napkin making, tailoring/designing, candle making and art and craft skills. The state plans to include girls' health and life skills issues for which a new module has been developed for girls – Child to Child Health, to be used in NPEGEL clusters and in schools with SC/ ST and minority children.

KGBV

2.10 54 KGBVs are located in the same districts and blocks as NPEGEL. About 3100 girls are enrolled in 8 type I and 46 type II KGBVs, run by 35 NGOs, with financial support through SSA. The majority of girls enrolled are from the MBC/BC community (1610), followed by SCs (770), STs (684), Muslims (14) and 23 from other communities. Among the 11 districts, Cuddalore shows the highest enrolment of girls from SC Community (48.6%), while in Namakkal and Tiruvannamalai districts the enrolment of girls is 98% and 80% respectively from the STs. 267 full time teachers reside with the students in the KGBVs

2.11 Students and teachers receive academic support and supervision from the BRTEs and use regular school textbooks. They are assisted with remedial teaching and are also provided enriched learning as for the NPEGEL girls. Girls who have passed out from KGBVs have done well academically, as 95% of those who appeared for the Elementary School Leaving Certificate examination have passed and 425 were mainstreamed in formal residential schools in 2008. Students in KGBVs are from the poor and marginalised communities in the districts. In Karur, there were 5 dropout girls who were involved in domestic chores, sibling care and grazing goats. There was a tremendous sense of confidence and pride in them.

2.12 *While the interventions for skill based activities in both KGBVs and NPEGEL have provided some diversion from academics, these interventions require some serious re- thinking to include projects, theatre, sports, music and outdoor*

¹⁰ Cuddalore, Dharmapuri, Erode, Perambalur, Salem, Sivagangai, Namakkal, Thiruvannamalai, Karur, Krishnagiri and Villupuram – some of which are also special focus districts.

interventions etc. The projects can easily be linked to the lessons as mini – action research to include educational tours. Though some girls have been for exposure trips, many still require such exposure to widen their horizons and wider understanding, since they are coming from some of the most marginalised communities. NPEGEL has to be completely restructured to enable girls to become active participants rather than passive learners. The vocational element must move beyond traditional skills of sewing, knitting and soap making to also understanding how markets work, what it is willing to buy, at what price, how to get raw materials etc. The girls also need some rights based education for issues that they encounter – child labour, child marriage, dowry, health rights etc, to enable them to understand social issues and link them with education. The problem of lack of boundary walls for KGBVs persists. This can be facilitated/accessed through the district administration or through other departments as has been accomplished in some states.

2.13 Restructuring of NPEGEL should also involve revision of cost norms. NPEGEL volunteers are currently paid Rs. 1000 per month. Funds for vocational activities are meagre and this leads to adoption of low cost choices for skill training and not appropriate choices. The Mission suggests that GoI examine this issue.

Special inputs for girls

2.14 Girls' Education has been further enhanced through academic improvement inputs to those from SC/ST and Minority community, such as provision of Maths kits, particularly in 14,640 PS having SC/ST/Minority children. Girls in 1957 UPS as well as minority children in class 8 have also been provided dictionaries. Apart from this, groups of children who performed well in class 8, have been taken on educational tours. In these schools, girls have been taught the use of and production of sanitary napkins, under the life skills development initiative. The Child to Child Health module health will also be used with these girls. *In future the module could be used for all schools, which would go a long way to ensure holistic child development along with ABL and ALM. For these girls new and evolved strategies to empower them need to be taken up as for girls in KGBVs and NPEGEL clusters*

Inclusive Education for Children with Special Needs (CWSN)

2.15 Inclusive Education involves partnership with 40 NGOs. CWSN have been identified through Household Survey and Village Education Register. During 2008-2009, over 1.16 lakh children have been identified and assessed through medical camps; of which over 1.03 lakh children have been enrolled in schools. This number continues to be less than the number expected from a population of the size of the state. Special teachers (826), help schools reach out and include these children in the academic process. Some children (17,083) even receive home-based care and training.

2.16 Some children are admitted to the 412 resource centres for children at Block Resource Centres for special therapies, motor development and other exercises, where the parents accompany them. The SSA supports 5 special RBCs for 149 children in the state in Dindugal, Perambalur, Coimbatore, Cuddalore and Ramnad districts. For instance the special RBC in Dindigul is run for mentally challenge children by Mother Mary Trust, is being run exceptionally well. It was inspiring to meet the children and

see the improvements that had come about in their mental and cognitive development despite the challenges. The effort is small but commendable.

2.17 Supplementary readers in Braille have been introduced in the primary section and IED centres are fairly well equipped. An individual assessment plan is prepared for each child detailing short term and long term goals and teaching methodology. However, 826 special educators are clearly inadequate to effectively reach out to the CWSN at schools. Regular teachers have received some training on handling CWSN but are no substitute for special educators. The state is willing to do more but is constrained by the funding norms of SSA. These norms were set many years ago and need to be revisited.

VECs and community partnerships

2.18 Many VECs in Tamil Nadu have been playing an active role in the planning, implementation and support of educational interventions at school/village level. They have taken up construction, monitoring teachers and pupils' attendance, etc. Annually, 30th July is celebrated by all VECs as an Education Day during which parents and community members, elected representatives are invited to the schools to witness the learning and creative activities of children, especially girls. This has helped in creating awareness and value for girls' education through extra-curricular and cultural activities. VECs have been active in making financial and other contributions to schools.

2.19 Through 2002-2003 to 2009-2010, the community has contributed about Rs.104 crore for building construction, toilets, play material and other school needs like computer, library books, teaching learning equipment. In two of the schools visited the community had provided a PA system, water supply, sections of the boundary wall, and gifts for the children during school competitions and towards public functions at the school. In one school the community gave land and *shramdaan* for construction of the building, when it was being upgraded. Interactions with the community and Panchayat members revealed that they were pleased with the performance of children in the schools and wanted them to do better, so they felt that they must give something to the schools, which children needed. They felt that children's learning was much more visible since the introduction of ABL and they were able to see the progress of their children while the class was on. In two villages the community was proud that none of the children was out of school.

2.20 VEC training and sensitisation is well addressed. 5 members of each VEC undergo a one day training each year and the training module has been substantially revised in 2009. The module now includes an introduction to objectives and components of SSA, role on OoSC, KGBV, IED, success stories, advice on VEC resolution, explanation of ABL and ALM and sample books of accounts.

Voices for ABL

Advisor to SSA – The state government realised that cosmetic changes will not produce results. Remedial teaching inputs by a few will not change the classroom. There was feeling that transformation through systemic change is the key. We must ensure children’s engagement in learning. Earlier children never opened their mouths in the class. Now children are confident, have a level of understanding, and their concepts are much clearer.’

Joint Director, Pedagogy – The message to the teachers is “We believe in YOU”. This is the Mantra for all of us.

The community, Kasampatti Primary School– We are proud of the school, we have facilitated the water supply to the school, purchased a public address system and TV and pay the electricity bills for the school. All children in the village attend school every day. They want to go to school even on holidays. Our VEC has contributed Rs 1,47,358. Now we want a boundary wall for the school.

Ollapakkudi Upper Primary School – The community is very happy with the school development, especially the ‘colourful classrooms’. One parent said, ‘The children study very well, even a class 3 child speaks English.’

Primary School Eramanyakanpatti- One mother said, ‘Earlier we were not so involved with the school. After upgradation of the school (to upper primary) we are more involved. We are contributing money to add to the SSA funds for construction of toilets – Rs 10,000.’

In the same school, one girl when asked what she liked about the school, confidently said – ‘I like reading, working with the cards as they are colourful and have pictures. The teachers’ way of telling us is very good.’

Shamanpatti School –a parent said, ‘All the children are studying well. Now children’s achievements are good. My child in class one, can read Tamil and English, and can count up to 100.’

Gopalpatti School, a mother of a girl in the RBC said – ‘Earlier my daughter used to deseed tamarind and work as a labourer. Now we are educating our daughter and will do so till class 12 at least. Education is like gold, which will be her dowry.’

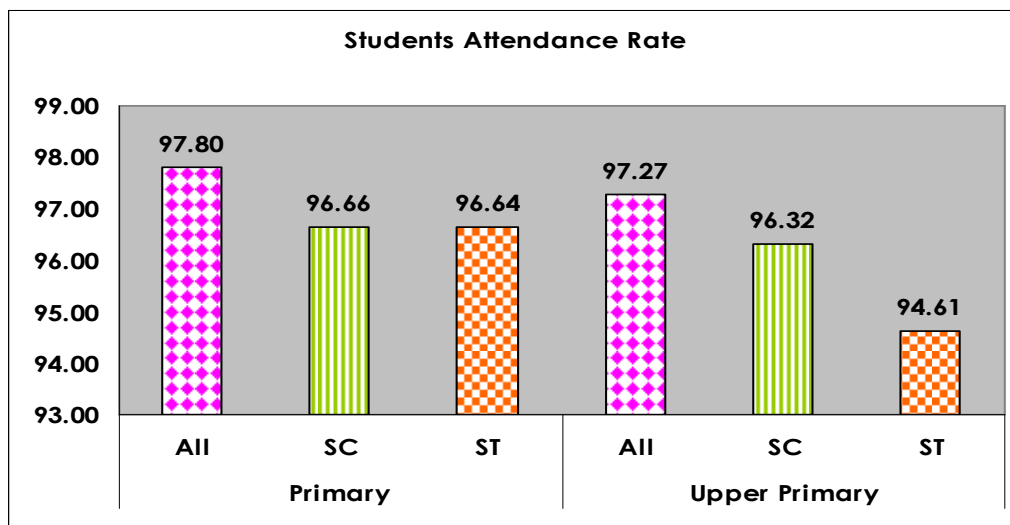
Source: Interactions and field visits, JRM, Jan 2010.

Goal 3: Attendance and Retention

2.21 The attendance rate (AR) at primary level is at 97.80%. The highest AR at 98.90 % is in Namakkal district. The AR of SC children is at 96.66%, showing a marginal gap of 1.14% between all others and SCs. In 13 districts the AR for SCs is above the state average, though Ramanathapuram has recorded the highest (98.20%) and Nilgiris has registered the lowest (95.00%). For STs the average AR is at 96.64%, indicating a marginal gap of 1.16% between all others and STs. Again the AR of STs in 16 Districts exceeds the state average. Once again Ramanathapuram has recorded the highest rate (97.90%) while Coimbatore has registered the lowest (95.40%), illustrating a gap of 2.50% between the two.

2.22 The AR at upper primary level is at 97.27%. Villupuram shows the highest (98.80%) while the lowest (92.50%) is at Thiruvarur. The rate of SC children at 96.23% shows a minor difference of less than 1% between all other categories and SCs. But 10 districts have an SC attendance rate above the state percentage. Sivagangai has recorded the highest rate (98.10) and the Nilgiris and Pudukottai have registered the lowest (95.20%). The AR for ST children is at 94.61%, with a gap of 2.66% between ST and other categories. Kancheepuram has registered the lowest

(91.10%). The reduced gaps in attendance indicate the presence of children in schools in PS and UPS though gap in attendance rates of ST children, in a few districts needs to be addressed in a focused manner, particularly for girls. Attendance rates for girls, in general are 95%.



The transition rate from class V to class 6 in 2009 -09 was 96.8 on the whole. Among SCs and STs the gap varies for boys and girls. The gap in the transition rate for ST girls is significant, which is also reflected in the gap, though minor for attendance rates of SC children. The retention rate at upper primary level has a marginal difference of 1.5 odd percent for SC and ST boys and girls.

Transition and retention at Primary Level (2008-09)

Transition – 96.8 %	Boys	Girls
SCs	98.64%	98.57 %
STs	99.41%	93.85 %
Retention – overall 98.77%		
SCs	98.90%	98.85 %
STs	98.67%	98.52 %
Retention UP level – overall 98.10		
SCs	97.84%	97.75%
STs	97.68%	97.78%

2.23 There is not much variance in the retention rates among social groups, with figures hovering between 98.90% - 98.52% for retention. Dropout rates of 1.02 and 1.88 at primary and upper primary levels respectively are fairly low at the state level. Similarly the completion rates at 97.03 and 93.04 at both levels are appreciable, through the completion rate at upper primary level is lower by 4 percentage points. The completion rates have successively moved up, while the dropout rates have steadily declined since 2006. The dropout rate for girls and boys at primary levels is 1.00 and 1.04 respectively, which is extremely marginal. However dropout rates for ST girls is 1.43 and boys 1.29, which is higher than that for SCs children at .94 %. At

upper primary level the dropout rates do escalate, being 1.88 for all children. For SC and ST children, particularly girls the dropout rates are 2.23 and 2.05 for SC and ST girls respectively. Once again these are particularly visible in the SFDs. (Source SPO 2009-10). *The Mission suggests that focused planning be undertaken to address, retention and dropout issues of SC and ST girls in these districts.*

Pupil-Teacher Ratio

2.24 By and large the PTR at primary level in Tamil Nadu is secure, though 4 districts have PTR over 30, exceeding the state average of 29.9. At UPS 10 districts have a PTR of over 33. At primary level Kanyakumari reports the highest PTR at 32.33 while Thoothukkudi recording the lowest (20.50). As for Middle schools (Primary & Upper Primary), the State-level PTR is at 33.82. Villupuram district records the highest PTR at 38 followed by Cuddalore and Vellore both over 37. At upper primary level in High schools, the PTR is 35.15, though 8 districts show the PTR over 40. Krishnagiri reports the highest PTR (48.83) while Thanjavur records the lowest at 22.60. This again illustrates the issue of special focus districts where teacher deployment may be a problem. On the whole there are 27 districts where 326 schools have PTR > 60 and at upper primary level 856 schools have a PTR > 60.

2.25 Tamil Nadu is fortunate in having a large percentage of women teachers in schools and many women functionaries at other levels. Total teachers at primary and upper primary levels are 331094, of which 253890 are women – 85%. 45323 of all teachers are SCs and 3024 are STs; again women among them being in the majority.

2.26 There are no single teacher schools at primary level, while 6000 teachers are required to be recruited at UPS level. These are expected to be in place by March 2010. Some attention needs to be paid to deployment of teachers in SFDs. The Mission observed that while there were women teachers in the schools visited, it was difficult to locate visual materials / charts and posters of eminent Tamil or other women role models in classrooms, even in the NPEGEL classrooms, though a gender training of all teachers was conducted in 2007 -08. *A gender perspective is essential even for women teachers to enable them to visualise and transfer gender sensibilities to students.*

Goal 4 : Education of Satisfactory Quality

2.27 First order indicators of education quality such as PTR, pupil classroom ratio have been favourable in the state for the past many years and have improved further each year. Dropout rates have declined steadily and are currently below 2% at both primary and upper primary. Yet a large proportion of children were not learning. ABL and ALM were introduced to meet this challenge.

Activity Based Learning

2.28 ABL has been described in considerable detail by the 7th JRM. The initial promise of a learning process which individualizes and democratizes classroom transactions has held up well since then. If anything, the last two years have witnessed further enrichment, adaptation and refinement. This has involved process improvements, exploiting space for improvisation at school level, strengthened

academic support to teachers, improvements in MIS along with its use for decision making and rigorous evaluation.

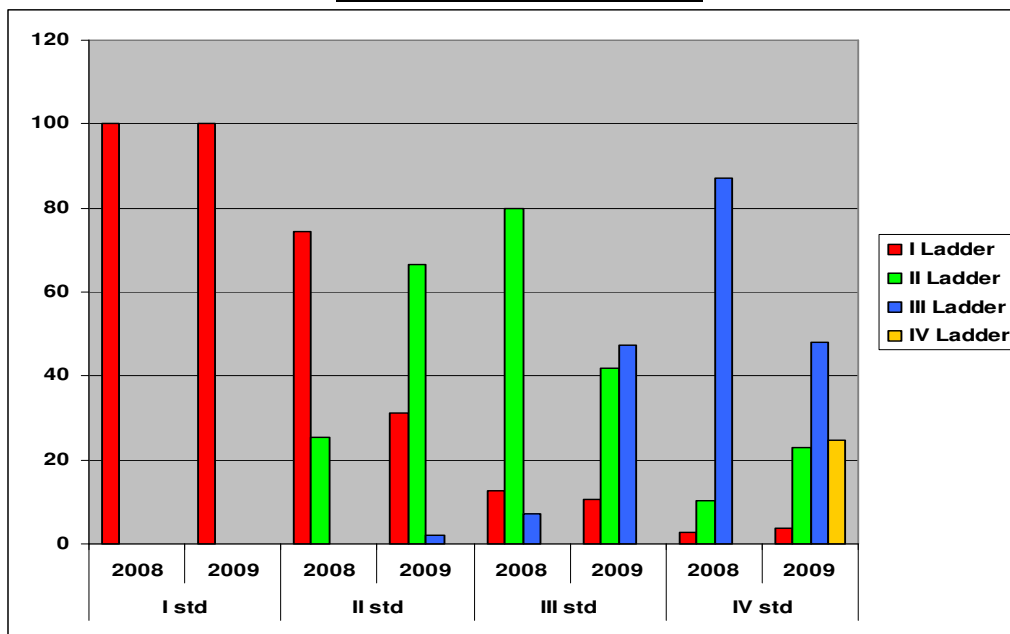
2.29 Process improvements have included introduction of whole class activities for 45 minutes each at the start and the end of the day, use of puppetry and drama (for which teachers have been trained), introduction of supplementary and graded readers, cards for higher order skills of grouping and tabulation in Class I and a homework strategy. The Mission was delighted to note the enthusiastic response of young children to the supplementary readers.

2.30 With the passage of time, the proportion of schools categorised as ‘B’ and ‘C’ has steadily fallen. Teachers have creatively added new TLMs to the considerable colour and excitement already existing in the classroom through low cost innovations of coloured drinking straws to help parents and children identify current learning levels, use of old discarded CDs to introduce new complex letters in the Tamil script, use of inexpensive holders of odds and ends to create a space which the child can call his or her own and so on.

2.31 Academic support to teachers was being provided to teachers through the BRTEs. BRTEs, which are the equivalent of CRCs elsewhere, have proved to be highly effective in rendering consistent academic inputs for ABL and ALM implementation. Additional academic support has now been provided through lecturers at DIET, whereby 2/3rd of these lecturers now exclusively engage on quality of ABL and ALM at schools. They grade schools on ABL/ALM and administer assessment tests in schools.

2.32 Performance indicators of ABL are generating a wealth of data and this is being used as an MIS to constantly review and take corrective action. A good example of this is the graph reproduced below which clearly brings out how children are faring.

Achievement levels in Maths



2.33 ABL baselines were established in mid 2007 before its state wide rollout. A study on its effectiveness was carried out in 2008, which evaluated progress made over 10 months and helped establish a mid line. This noted the following:

- Average achievement of children increased significantly (25-29%) in all three subjects – English, Maths & Tamil
- Achievement gaps within gender, location and social gaps narrowed
- Low achievers reduced by 30-40% and excellent achievers increased by 20-40%

2.34 A far more rigorous evaluation of ABL has been completed in 2009. This has involved 5% (1832 nos.) of all government and aided primary and upper primary schools, 3122 ABL classrooms, 1860 headmasters, 2918 teachers, 7500 parents and 7080 VC members. Achievement tests were conducted on more than 20,000 children. Some of the highlights include:

- A very positive response for ABL across different stakeholders with a wide spread acknowledgement that children's learning skills have vastly improved
- Over 90% of parents reported improved reading skills and self confidence of children
- Differences in performance of children belonging to different sex, community and type of school were not considerable
- There was a direct relationship between classroom processes and outcomes of children
- 80% of children who attempted the tests scored middle or high scores.

2.35 The state plans to make further improvements in 2010 and 2011. New textbooks as per the NCF will be introduced in Class I in 2010 and for other classes of primary in 2011. ABL cards for the new texts for Class I are ready and teacher training is in progress.

2.36 The success of ABL has not gone unnoticed. Tamil Nadu SSA has been deluged with demands from private schools for sharing the ABL technique with them. In just 2 districts, for which data was readily available for 2007-08, as many as 993 children moved from private schools to ABL schools. The Mission received anecdotal confirmation of this trend in every village it visited. The state has assisted Chattisgarh in recreating ABL there. This should prove to be worth watching as a possible leap-frogging solution for states which struggle with large number of para teachers or untrained teachers. The SSA team in the state is confident that ABL implementation is possible with the minimum pre requisite of a one teacher for every 25 children and a room with adequate space.

2.37 The Mission commends the state SSA team for what it has managed to achieve through ABL. This is a change which has been transformational and all encompassing. More importantly, it is replicable on scale and lays solid foundations for better outcomes at upper primary level. The concerns about organisational and institutional safeguards expressed by the last Mission have been largely addressed. *Without taking away anything from what the state has achieved, the Mission suggests that the state consider devising appropriate interventions for supporting such children who pass out of Class IV to Class V (which has simplified ALM), but are at Ladder II or III.* These children are most likely to struggle in upper primary with ALM or conventional teaching and hence, candidates for dropping out completely.

Active Learning Methodology

2.38 ALM is a pedagogical change that has been introduced from Classes V to VIII in the State. Unlike ABL it does not involve new material such as cards or learning ladders but moves away from the conventional lecture or 'chalk and talk' method. Teachers work with existing texts and ALM typically comprises of the following steps:

- a. Introduction/evocation by teacher for about 10 minutes, using a method appropriate to the lesson e.g. a TLM, an experiment, an earlier concept, a newspaper headline, a story etc.
- b. Initial understanding by the child
- c. Child reads the lesson or part of the lesson identified for the day and obtains explanation for difficult or new words from the teacher for 10-15 minutes
- d. Child represents understanding of lesson diagrammatically through a mind map (rules for mind mapping are laid out as are different options on mind mapping such as self study or study in pairs or a sequence of seven steps involving survey, questions, reading, recite, review and reflect – SQ4R for short, or diagrammatic representation)
- e. Consolidation through children discussing respective mind maps in small groups and modifying own maps
- f. Summarising of the lesson - by teacher or child or in large group or in presentation or tabulation, usually through any of the following 7 modes
 - Word web
 - Key points
 - Rows & Columns (Tabular)
 - Truths (or Facts)
 - Diagrammatic representation
 - Flow Chart
 - Time periods (as in Social Sciences)
 - Reinforcement (through recap, Q & A, experiment or written work or teacher sharing own mind map)
 - Assessment
 - Remedial

2.39 The ALM process in Class V is a guided process with the teacher guiding students on mind mapping. This is referred to as Simplified ALM. In Classes VI, VII and VIII ALM is being used primarily for Science and Social Science. It is currently not being used for English, though Source Books are in place and training has been provided and for Maths, where a slightly different pedagogy is employed. In all cases the duration of periods has been increased to 90 minutes.

2.40 While ABL focussed on competencies, as evidenced by competency ladders, ALM focuses on concepts and therefore presumes competencies. ALM strives to replace rote learning with comprehension and understanding. One could argue, that while traditional methods of teaching often encouraged short term memorisation or even mnemonics, these are now replaced with mind maps which a child can relate to much better and which enable long term retention. A lesson plan for Upper Primary

classes will therefore involve the elements listed above, with the intention of promoting long term memory retention through comprehension.

2.41 The state has adopted ALM on the basis of considerable thought and fairly detailed theoretical underpinning. Source books have been prepared to guide teachers on each chapter in the text. Even as new text books are ready to be rolled out, appropriate source books are ready and training is in progress. The Mission was deeply impressed by the fact that all students it interviewed at Upper Primary level were well conversant with the complete ALM methodology and not simply the idea of mind maps. Nevertheless, the quality of implementation varied across schools and teachers. *The Mission recommends greater hands on academic support to schools and teachers who are not yet fully conversant with this methodology. In particular, focus may be warranted on Upper Primary teachers within High Schools & HS Schools.*

2.42 ALM has not been evaluated as yet. However, during interactions, it was clear that children were carrying mind maps in their minds long after teaching for a particular lesson has ended. Yet, it does become difficult for the gains to accrue if the child is lacking in basic competencies, typically at least, Ladder III. Many children in Upper Primary today did not go through ABL in primary. They represent a group whose achievement levels as assessed by NCERT and others indicated that almost 30% of them could not even read or write Tamil fluently despite five years of primary education. *The Mission suggests development of a protocol for additional academic support for such children who continue to struggle because of inadequate competencies.*

2.43 ALM can be considerably enriched through the use of TLMs. The state has deployed 17 Mobile Science Labs which pack in a very large variety of TLMs and AV aides. These are excellent and worthy of replication. However, these are too few. Other TLMs in use at UPS are mostly bought out items. *The Mission suggests that training for UPS teachers include a sharper focus on more TLMs, particularly those which can be improvised locally as well as more imaginative use of IT as a teaching aid.*

2.44 ALM was introduced in 2007 and needs some more time for consolidation. Its success will be judged against learning outcomes. For this achievement data on baselines, midline and endline will be required. Formal baselines were not captured in 2007. However some information on learning levels is available from the MAS conducted by NCERT in 2007 at Upper Primary level for Class VII. This could be a useful proxy. *The Mission suggests that the state consider capturing midline data using the current year as a basis so that a more comprehensive evaluation is facilitated in a couple of years.*

3 Financial Management and Procurement

3.1 The availability of funds for SSA implementation has been growing steadily to as much as Rs. 890 Cr. in 2009-10 from GoI and the State. Utilisation over the past few years has ranged from 91% to 99%. State share release has been more than adequate and fund flows from GoI have been timely, with the first ad hoc instalment being released in June. Funds are further transferred to districts electronically within 15 days. Districts, in turn transfer funds electronically to most schools. Less than 10%

of schools now receive funds by way of cheques. Releases in respect of civil works are by cheques. A petty cash imprest system is in place in districts and all payments over Rs. 500 are by cheque or electronically.

3.2 Accounts at the State and district level are maintained electronically with hard copies of Bank Book and Ledgers generated through Tally. Districts continue to also maintain accounts manually. Reconciliation with bank is carried out monthly and no arrears were noticed in the districts visited. Accounts are closed at the end of each month and statements from districts are consolidated at the state level. In line with FM & P manual, grants released to schools are treated as expenditure at the time of release, UCs obtained subsequently, which are then produced before audit. In the districts visited, UCs had been obtained for all grants released during 2009-10. Advances in respect of civil works were high in 2008-09 at Rs. 227 Cr. These mostly represented additional classrooms which have since been completed. No additional classrooms have been sanctioned in 2009-10.

3.3 Each district has one accounts professional at the district level and one person each for every 4/5 blocks. The staff is trained each year with the last round of training in May 2009. In addition their performance is reviewed monthly in a meeting with the State Finance Controller.

3.4 An Internal Audit team from the State Government visits each district and the report of internal audit is reviewed by the SPD. This however occurs with a time lag. Government internal auditors are also unfamiliar with electronic maintenance of accounts. VECs receiving over Rs. 100,000 have been audited. 3422 VECs across the state were audited by 34 CA firms. In Dindigul for instance, 102 such VECs were audited by 2 CA firms. The main concerns noted by the auditors related to documentation. VEC training modules seek to address this problem through the inclusion of a model cash book, ledger and cheque issue register. 5 members of the VEC including the headmaster have been given 1 day training on VEC matters including maintenance of accounts.

3.5 The State has furnished replies to audit observations for 2007-08. These are being followed up by TSG at GoI. While asset registers are maintained at the district, physical verification of assets has not been carried out.

3.6 Most of the procurement is centralised at the state level. Standardised tender documents are used. Selected contracts have been the subject of post review by a consultant engaged by the DPs and no major issues have emerged. NGOs for running AIE centres and KGBVs are selected at the district level through a committee headed by the District Magistrate and contracts entered into at the district level as per cost norms laid out in the SSA framework.

3.7 Based on its understanding of the financial management systems in place, *the Mission suggests the following:*

- ⇒ *The State should explore options of contracting CA firms for conduct of internal audit with focus on transaction audit*
- ⇒ *Redundancy in maintenance of accounts at the district level (i.e. on Tally and manual book keeping) should be phased out*

⇒ *Implementation of a regimen for annual verification of physical assets*

4 Programme Management

4.1 Planning is one of the many strong points of SSA implementation in the state. Data captured through DISE as well as performance monitoring indicators is analysed by a dedicated team and shared with all activity co-ordinators. Data collected through the Quality Monitoring Tools of NCERT is analysed and shared each quarter. The Mission was also informed about how the state has extensively drawn upon the analyses by NCERT in its Mid Term Achievement Survey for Class III in planning for primary. This survey was conducted almost a year after the introduction of ABL and reflects significant improvements in learning achievements by the state.

4.2 Research continues to be in focus. Apart from the ABL studies mentioned earlier, the state has completed research studies on teachers' and students' absenteeism and on time on task. Two reports from well known Monitoring Institutions for the last year have also become available.

4.3 Another striking feature in the state has been the parallel reforms during the last two years, in the education sector as a whole which have helped improve elementary education. DIETs have been restructured with a much greater focus on monitoring quality and conducting assessments for ABL and ALM. Reporting formats for BRTEs have been streamlined from 121 forms to just 21 (7 monthly, 7 quarterly and 7 half yearly). The State had 4 Boards dealing with secondary education – these have been merged into one with obvious implications for elementary education. Revision of curriculum as per NCF has been completed after wide ranging consultation going right down to teachers at cluster level. New text books for Classes I and VI will be introduced in 2010-11 and for the remaining elementary classes in 2011-12.

4.4 The state has utilised partnerships with NGOs to run KGBVs, RBCs and AIE centres. These NGOs are able to provide expertise and commitment necessary to effectively deliver many of the interventions, particularly in respect of the disabled or harder to reach communities. Partnerships also include a tie up with the British Council for improving English language skills of children in elementary schools.

4.5 The Mission was particularly impressed with the public disclosure of information on release of funds to VECs as well as crucial monitoring indicators relevant to the school on school walls. In many classrooms, the sequence of steps for ALM were prominently displayed.

4.6 Staff vacancies are virtually non existent except for 6000 teachers at UP level, which are expected to be filled up by March 2010. The institutional arrangement for recruiting and integrating BRTEs has been innovative. Annex 1 explains their position in the education hierarchy. The State has 6000 BRTEs, recruited as government employees. After 6 years of service, 500 of these are transferred as teachers in High Schools and a fresh lot of 500 is recruited to continue providing academic support. *The Mission suggests that BRTEs recruited in the future spend some time in schools doing actual teaching, subsequent to their recruitment, before they begin providing academic support.*

4.7 The state has carried out an environment assessment of all government schools and the report has been shared with the Mission. The assessment identifies pollution as a problem for almost a third of schools and the fact that almost two third schools do not have any play elements. Infrastructure gaps in schools are now limited to compound walls, toilets and drinking water. While the state is striving to close this gap and the toilets we saw were clean and well maintained, though schools continue to struggle with a cultural norm of open defecation in the villages. Better convergence of water supply schemes with the toilet, making toilets disabled friendly and inculcating good habits of sanitation amongst children remain a challenge. *The Mission suggest greater attention to these aspects in planning as well as teacher training.*

4.8 Computer Aided Learning (CAL) has been introduced in a large number of schools. Partnerships with Microsoft, Intel and NIIT are in place to help teachers learn about basics of a computer, internet and MS Office Suite through a 10 day course. Interactive educational CDs for UPS have also been arranged. The state plans to carry out a study in 2010 to study effectiveness of CAL. It is however clear that the 10 day training is inadequate and the Mission did not find any teacher using the computer for lesson planning or as background preparation for ALM. Computers in schools are primarily being used for training on standard office software. *The Mission suggests that CAL be used in its true spirit of using computers to facilitate better learning rather than using it only for computer training.*

5 Conclusions

5.1 The Mission can only echo the observations of the last JRM. What the state has achieved on quality is unparalleled. Systemic change and pedagogic reform has been substantial and rapid. It has become deep rooted and enjoys cross cutting support. Yet, success usually raises expectations and brings with it new challenges. The Mission is confident that the SSA team and its counterparts in the other parts of the Department of Education with whom it enjoys an excellent working relationship will be able to meet these challenges and continue to succeed.

6 Summary of Main Recommendations

Access

- OoSC survey for Chennai be completed quickly and follow up action taken
- A review of PS and student strength in each school be done after 2011 census data becomes available

Social and gender equity and equality

- Rights based education for girls from marginalised communities and special circumstances in SFDs be integrated into education interventions for girls
- Boundary walls for KGBVs be facilitated/accessed through other government agencies
- Vocational inputs through NPEGEL and KGBVs need to move beyond stereotypes and should include market exposure

- Focused planning be undertaken to address, retention and dropout issues of girls particularly, in EBBS and SFDs
- Child to Child Health Module be extended to all schools
- A gender perspective for women teachers to enable them to visualise and transfer gender sensibilities to students and male colleagues.

Retention

- Focussed planning to address retention and dropout issues of SC and ST girls in SFDs

Quality

- State should design appropriate interventions for academic support for children who pass Class IV but lack Ladder IV competencies
- Greater hands on academic support to schools and teachers, who are not yet fully conversant with this methodology, specially Upper Primary teachers within High Schools (refer Para 2.37)
- A protocol for additional academic support for such children who continue to struggle in upper primary because of inadequate competencies
- Training to teachers on use of TLMs and computers as a teaching aide at Upper Primary
- Mid line data on achievements post ALM be captured using current year as basis

Financial Management

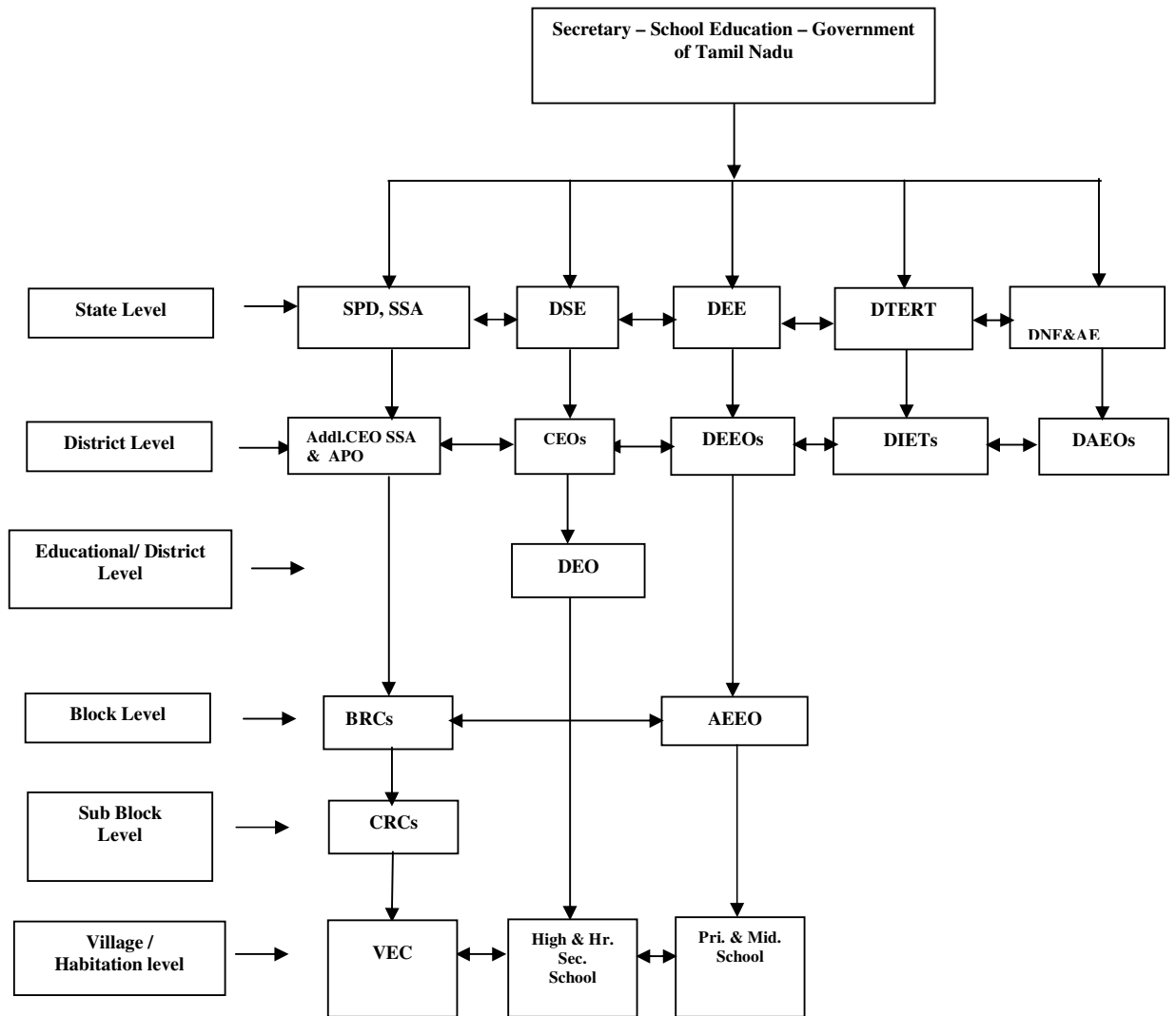
- The State should explore options of contracting CA firms for conduct of internal audit with focus on transaction audit
- Redundancy in maintenance of accounts at the district level (i.e. on Tally and manual book keeping) should be phased out
- Implementation of a regimen for periodical verification of physical assets

Programme management

- New BRTEs should spend some time in schools doing actual teaching, subsequent to their recruitment, before they begin providing academic support
- Better convergence of water supply schemes with the toilet, making toilets disabled friendly and inculcating good habits of sanitation amongst children
- CAL be used as a teaching and learning aid and not simply to teach computers

Annex 1

School Education Department in Tamil Nadu – Structure



Note: DNF&AE: Department of Non-Formal and Adult Education
DAEOs: District Adult Education Office

INDIA
SARVA SHIKSHA ABHIYAN
ELEVENTH JOINT REVIEW MISSION &
MID TERM REVIEW
January 15 – 29, 2010

TRIPURA STATE REPORT

1. Introduction

- 1.1. Tripura is a unique state with an international border exceeding the national border. Landlocked by Bangladesh from three sides and 60% area under hills & forests magnifies the attraction towards the state. No wonder that Rabindranath Tagore expressed his feelings as “...*the woodland of Tripura have sent out invitation to their floral feast through their courier of the south wind and I have come here as a friend...*”
- 1.2. Nearly 31% of the 3.7mn population¹¹ is Tribal and their rich traditions get suitably reflected in their handloom, handicrafts, folklore, festivals and of course, the cuisine. Agriculture is the major source of its economy. It is reported that nearly 60% of the population is in the BPL category. Yet, the state has a high literacy rate of 79.6% (as per 69th NSS) as compared to the national average of 65% which can be attributed to the committed education system of the state. The state’s vision of education is founded strongly on the commitment to equality and social justice. Schools run by private managements have only a limited presence. Community participation through PR institutions is well established. Panchayats, VECs, MTAs play a key role in the supervision and management of schools.
- 1.3. Sarva Shiksha Abhiyan (SSA) was launched in the state in 2001-02. Since then, SSA has established itself as the flagship program to improve the education scenario in the state.
- 1.4. Tripura was one of the states to be reviewed under the 11th Joint Review Mission (JRM) scheduled between 15th January 2010 and 29th January 2010. Mr. Jacob Tharu (GOI Nominee) and Mr. Saurabh Johri (DP Nominee) visited the state between 17th January 2010 and 22nd January 2010. Owing to the unexpected state holidays and state festivals, some items in the visit to the districts as per the original schedule got curtailed. The revised schedule is attached in Annex 3.
- 1.5. The JRM would like to extend sincere gratitude to Mr. Banamali Sinha (Principal Secretary, Education), Mr. Hiralal Chakroborty (State Project Director, SSA) and all the staff and members of SSA-Tripura at the state, district and block levels for the excellent visits, arrangements and presentations made during the JRM. We would also like to thank all the

¹¹ As per 2001 Census the population was 3.2mn

teachers, CRPs & BRPs whose cooperation and commitment, made the field visits enriching.

- 1.6. The JRM team met a range of officials from the state education department. A detailed list is attached in Annex 4.
- 1.7. The JRM was provided with detailed documentation on the progress of SSA in the State. We would like to appreciate the documentation members for the state of the attractive and comprehensive documentation done by them. Some of the reports included –
 - 1.7.1. SSA Program Tripura – Achievements made during 2001-02 to 2008-09
 - 1.7.2. Flash Statistics – Elementary Education in Tripura
 - 1.7.3. District wise list of Out of School Children (2009)
 - 1.7.4. SSA Year wise progress of Civil Works as on 31.3.2008 & 31.3.2009
 - 1.7.5. Activities of SSA in West Tripura District

2. Overview

- 2.1. 4287 (Govt, Govt. Aided, TTA-ADC managed) serve 823,648 children upto Std. XII. At the elementary level 683,367 children are served through a network of 3829 primary school/sections and 1801 upper primary schools/sections and nearly 140,000 secondary age-group children are served through a network of 770 composite schools upto higher secondary level. The teacher workforce is just over 30,000 in number.
- 2.2. Tripura Tribal Areas Autonomous Development Council (TTA-ADC) is a key agency in running about 1544 of the above schools for tribal population. The council is made of 30 elected members and is administratively headed by a Chief Executive Officer (CEO) who is an officer of the IAS. The state Tribal Welfare Department is the nodal agency for TTA-ADC.
- 2.3. A well thought alignment of SSA with the parent Directorate of School Education provides ease in operations and clarity in roles & responsibilities.
- 2.4. In 2001-02, the state reported a total of about 93,971 out-of-school children. In the household survey 2009, 3443 out-of-school children were identified (including 578, identified during Vidyalaya Cholo Abhiyan). Subsequently, 2261 were enrolled during Vidyalaya Cholo Abhiyan leaving only 1182 children mostly nomadic and children with special needs. Name-wise data of each of the out-of-school child is collected and was shared with the JRM team members.

- 2.5. The state has made notable progress in providing schooling facilities for the several thousand out of school children enrolled in recent years. Upto 2008-2009 there was 100% achievement of targets in respect of opening new primary schools (1050), new upper primary schools (150) and upgradation of Primary Schools to Upper Primary Schools (614). The construction of new primary and upper primary buildings and of additional classrooms is also at the level of 98% completion. During 2008-2009 the upgradation of 206 EGS centers into primary schools was also affected. The targeted recruitment of teachers (primary – 2524 and upper primary –1492) is also at the 100 % level. Construction of most of the new schools in the target for 2009-10 is nearing completion. Recruitment of new teachers for 2009-2010 has been partially achieved (Primary -19, Upper Primary -207) Primary School to Upper Primary school (UPS) ratio in Tripura is a favourable 2.1:1. At present there is a gap of only 113 UPS which will be proposed in AWP&B 2010-11.
- 2.6. The school buildings of which a large proportion are new (built under SSA) and related structures like toilets, kitchen sheds are of generally high quality. This also applies to the 41 BRCs and 330 CRCs.
- 2.7. The state presents a picture of the most ideal Teacher-Student ratio of 1:23 with a high ratio of 1:32 in Dhalai district (tribal and backward district) and a low of 1:19 in the state capital district of Agartala. Some of the isolated habitations and small schools also have PTR of less than 1:10
- 2.8. The availability of schools/classrooms and a very favourable PTR is a major asset. A further supporting resource is represented by the fact that all the approved BRCs/URC (41) and CRCs (332) have been opened in newly constructed buildings and staff posted (mostly retired teachers).
- 2.9. All the BRCs and CRCs are operational and a pool of 200 Master Trainers created to provide the ongoing support on site to teachers.

3. Key Issues

- 3.1. One of the most important issues cutting across various programs and sub-programs is the availability of competent and professionally trained personnel resources in this distant state to handle complex matters related to planning and implementation of interventions under SSA goals.
- 3.2. With nearly 31% tribal population, who speak a language different from the state language, and further disadvantaged by remoteness of habitation and poverty, local level adaptation is important in the planning and implementation of interventions under SSA. .
- 3.3. Development in Tripura is led by Govt. initiatives and there is very little private sector presence in the state. In the field of education there is no visible involvement of voluntary organizations such as, Corporate Social

Responsibility oriented activities, foundations and NGOs with a direct interest in education. Other states often have such additional support. Tripura is somewhat disadvantaged in this sense. The need to find additional material and personnel resources given limits to direct provision by the government is urgent. Exploring Public Private Partnerships (PPP) in ways relevant to the social and political context here could usefully be taken up.

- 3.4. Though high quality school buildings, kitchens and toilets are available, the low availability of water is a deterrent to the effective functioning of the infrastructure to provide a healthy and attractive school environment. The problem is being addressed with high commitment levels from the administration like the setting up of a Drinking Water and Sanitation Department, making anganwadis and primary schools priority targets. However, technical issues like depth of water, uneven-terrain etc. are proving to be difficulties in the effort of providing water to schools.
- 3.5. The 332 CRCs and 41 BRCs/URC are functioning with personnel and material paraphernalia. However, there is a major issue relating to the nature of transactions in these centers. It is important for the content of interactions to graduate from the level of administrative information sharing to more robust academic discourse. The development of strategies and specific plans for capacity building in these crucial resource centers does not have the priority it deserves.

4. Progress towards the Achievement of Goals

4.1. Goal 1: All children in school

4.1.1. Achievement

- 4.1.1.1. 6779 out of 7631 habitations (88%) in Tripura has been brought under the coverage of primary schooling. After the coverage of 69 more habitations in 2009-10, only 783 scattered hamlets, not eligible to open schools would be left and may get covered by opening cluster residential schools. During the period of 2001 to 2009 nearly 1050 lower primary schools have been provided within 1km radius of un-served habitations.
- 4.1.1.2. 6797 out of 7631 habitations has been brought under the Upper Primary schooling network. 764 Lower Primary Schools have been upgraded to Upper Primary Schools while 167 more such schools have been converted during the year 2009-10. With this expansion, the total coverage of Upper Primary schools has reached to 91% of the habitations. Target of one UPS within 2 km is nearly achieved.

- 4.1.1.3. Most of the schools appear to be good quality constructions with adequate space inside and outside the classrooms. Ramps, kitchens, toilets are provided in every school complex.
- 4.1.1.4. SSA-Tripura started with the goal of mainstreaming nearly 94,000 out-of-school children in 2001. The latest survey has led to a block and district wise record of 3443 children, with the name along with sex, age, never enrolled or dropout status and guardian's name for each child. Of the 3443 children, 2261 were enrolled during Vidyalaya Cholo Abhiyan in 2009 leaving a balance of 1182 out-of-school children. This is a notable achievement in realizing the goals of SSA. This would also facilitate tracking at habitation and higher levels.
- 4.1.1.5. In order to bring the large number of out-of-school children into the fold of education. The state took rapid steps in establishing AIE centres in the form of RBC, NRBC etc. 833 AIE centres covering 22,414 children were set up. Nearly 11,366 children could be mainstreamed into regular schools by 2009, and 661 AIE centres closed down in keeping with SSA goals. .

4.1.2. Concerns

- 4.1.2.1. Though the state has achieved significantly on the Goals of Access, maintaining the same level of momentum is critical.
- 4.1.2.2. AIE centres provide a more personalized experience to children from the out of school category, while a different syllabus oriented environment is experienced when they move to in regular schools. It is important that the children get suitable preparation to help them get acclimatized to the new formal school environment to avoid further dropping-out.
- 4.1.2.3. AIE centres especially RBCs are a convenient mechanism for the parents whose children were found to be out of school. Mainstreaming these children into regular day schools will require home support that may not be always feasible for the parents.
- 4.1.2.4. Some of the schools, especially in smaller hamlets, face the problem of under-utilization of infrastructure and teachers. With no real expectation of any significant growth of population, the state may think of strategies to augment the use of these beautiful buildings for a variety of programmes.
- 4.1.2.5. Though the constructions are well planned, the problem of water is evident in some schools. Water in toilets, water for cooking

MDM, water for drinking is a major issue affecting the overall functioning of the school.

- 4.1.2.6. Few schools have boundary wall provision. Non-availability of boundary walls may lead to encroachment on school land, safety issues for schools on main roads with traffic and inability to maintain gardens and playground area.

4.1.3. Recommendations

- 4.1.3.1. To the extent AIE centres are necessary as a temporary measure, their linkage with the formal schooling should be well planned to ensure continuity and quality in the educational experience in the schools the children move to.
- 4.1.3.2. To mainstream children from RBCs, the state should try and align with such schools which have a hostel facility.
- 4.1.3.3. SSA should align with Drinking Water and Sanitation department and evolve strategies to provide water facilities in the schools. Learning may also be derived from best practices in other states of the country.
- 4.1.3.4. Construction of Boundary walls should be considered by MHRD in the Annual Work Plans. Provision should also be made to develop gardens and attractive playing areas.

4.2. Goals 2: Bridging Gender & Social Gaps

4.2.1. Achievement

- 4.2.1.1. The reduction of disparities in educational provision and in achievement levels between social groups is one area in which Tripura has a commendable record. The opening of new schools and construction of new buildings has been especially oriented to increase access to formal schools in the remote and largely tribal blocks. Of the 1050 new schools 689 are managed by the TTAADC. Several programmes under SSA that directly target girl students have been initiated. Incentives such as free textbooks, school uniforms, midday meals, attendance grant are further bridging the gender and social gaps.
- 4.2.1.2. Since 2003-04, Tripura has maintained a high Gender Parity Index of over 0.90. The latest (2008-09) GPI index stands at 0.95 at the primary level and 0.96 at the Upper Primary Level.
- 4.2.1.3. The state has made commendable progress with regard to the education of girls by fully utilizing resources available through the

Kasturba Gandhi Balika Vidyalaya (KGBV), NPEGEL and Innovative Education schemes. 7 KGBVs and 7 NPEGEL programmes are in operation in all the 7 Educationally Backward Blocks and vocational training (tailoring, embroidery) is being provided in IE centers at 40 High schools. The state has provided additional funds for extending accommodation in KGBVs (Rs. 54 lakhs) and for building hostels for SC, ST, RM girls (Rs. 154 lakhs)

The mission visited a range of these centers and found the quality of buildings and of facilities to be uniformly high. The good health of all these children was striking. Educational resources such as books, TLM, computer labs were available and clearly being used. The state is taking special efforts like educational tours, bridge courses, sports & cultural events, group insurance scheme to add further value to the operations of KGBVs. Activities such as excursions, participation in Republic Day celebrations at Agartala for girls are organized to enrich the educational experiences of girls in KGBVs. It is worth noting that a National Evaluation of NPEGEL (December 2007) had commended the state's understanding of the scheme and its operation

Nearly 375 girls have benefitted till 2009 from the 7 NPEGEL centres of the state operational since 2005. The state has put in extra money and efforts in providing girls' toilets at the cost of Rs.1.21 lakh per toilet in each of the NPEGEL schools. Exposure visit within and outside the state are being organized for the girl students. Special help is available for children for the entrance tests to Jawahar Navodaya Vidyalayas apart from the vocation training set-up and other benefits under the scheme.

4.2.1.4. Tripura has a high percentage of ST (31%) population followed by SC (17%) and OBC (27%). The enrolment in Classes I-VIII for these categories is 39.62, 20.02 and 17.82 respectively. This indicates that their level of school enrolments match their population levels, even exceeding it significantly in the case of the ST category. There is a small difference favouring boys within these categories.

4.2.1.5. Inclusive Education: The state has made efforts to identify 3832 Children With Special Needs (CWSN) through 37 assessment camps (2009). Till 2008 the number of children identified was 3832, of which 3417 have been enrolled. 1561 were identified as needing aid appliances. Provision expected by March 2010 (from supplementary note of Jan20). The proportion of schools with ramps now stands at 50.73%. Efforts to provide resource teachers

and home based education are hampered by the non-availability of trained personnel. While all the teachers have received orientation, the number of teachers receiving systematic training in Special Education at recognized institutions is small. However, a beginning has been made and 284 (upto Jan, 2010) teachers intensively trained, largely from West district.

4.2.1.6. The state has also initiated need based programs to encourage education amongst girl children. These include vocational education programs, residential schools for girls, techno based “K-Yan” program, Computer Aided Learning (CAL) and interaction with NGOs like Vikramshila, Kolkata. Rs.140 Lakh has been provided by the State Department of Tribal Welfare towards the educational development of tribal girls. The state is also putting in non-conventional energy resources to use to ensure regular supply of electricity to the distant tribal habitation schools.

4.2.2. Concerns

4.2.2.1. KGBV is an important scheme providing residential support to girls dropping out after primary schooling. However, the excitement of learning triggered between classes VI to VIII needs to be sustained for higher classes. The state should evolve strategies and construct hostels in higher classes to ensure similar provisioning as under SSA.

4.2.2.2. JRM visit to one of KGBV revealed that the demand for admissions is higher than the capacity of the present KGBVs.

4.2.2.3. Enrolled CWSN need special attention from the state in the form of availability of competent teachers to handle special needs. Lack of human resources at the state and school level is a cause of concern in sustaining the enrolled children in schools. Non-availability of personnel with relevant training in the special needs area is a cause of concern.

4.2.2.4. A large number of schools have tribal children over 50%. It was observed that communication language with these children is “Kokbarak” where as the teaching content is in “Bengali”. Even teachers find themselves ineffective in communicating in the tribal language. Such a language gap may lead to the alienation of children and eventually dropping out.

4.2.3. Recommendations

- 4.2.3.1. Tripura having a high BPL & ST population needs strategic interventions in providing residential schools and hostel facilities to ensure retention of children from the poor and disadvantaged communities.
- 4.2.3.2. The state need to explore strategies with other states to handle the children with special needs. International literature on ways to handle these children may also be explored. Expert resource help may also be sought from some of the NGOs which handle such children.
- 4.2.3.3. More teachers especially in the tribal belts need to be sensitized and trained in the local language.
- 4.2.3.4. The teachers familiar with the local language may be redeployed in tribal area schools in a strategic manner.

4.3. Goal 3: All children retained in Elementary Education

4.3.1. Achievement

- 4.3.1.1. The transition rate from primary to upper primary has grown steadily and in 2008-2009 stood at 88.53%. The average repetition rate at the primary level is 4.35% and noticeably higher at 9.01% at upper primary. The retention rate at primary is 93.23% and at upper primary is 87.38 %, the corresponding dropout rates are 6.77 and 12.62. Disaggregated figures for boys, girls, SC, ST is available in the publication “Achievements of SSA Tripura – 2001-02 to 2008-09” (also Annexed) at pages 99 to 101. It is worth noting that the predominantly tribal district of Dhalai has better levels than the state average. The positive trend that has been maintained for these indices in the state is encouraging, though the shortfall at the upper primarily level needs to be taken up seriously.
- 4.3.1.2. Adequate infrastructure and standard inputs/incentives such as the mid-day meal, free textbooks, school uniform, stationary material supply, attendance grant are reaching all students. Ways in which the nature of the educational programme itself can be a factor in attracting and retaining students need to be explored.
- 4.3.1.3. The reported Transition rates from Std. V to VI show an improvement over the years 2003 to 2009. A transition rate of 77% was observed in 2003 whereas it was nearly 88% in the year 2009.

4.3.2. Concerns

- 4.3.2.1. The difference between the home language and the medium of instruction in tribal area schools was pointed in discussions with the school level teachers and CRPs, as a likely reason for low performance and eventual dropout.
- 4.3.2.2. The low economic resource of parents is a constraint in the continued schooling of many children from BPL families. Hostel accommodation and other support are provided however it reaches a small number of beneficiaries. New strategies to address this issue need to be devised.
- 4.3.2.3. Though the dropout rate of 6.77% and 12.62% may appear low but the cumulative effect of such rates on the number of out-of-school children may snow-ball into an unanticipated number. The enormous efforts put by the state to mainstream out of school children may push back the achievements.
- 4.3.2.4. Though remedial support is being propagated as a methodology by the state to handle students whose performance is low, the mission observed that the understanding of teachers towards individualized teaching seems to be limited. The CRC minute registers indicate that the topic gets discussed in meetings with HMs, however neither the CRPs nor the HMs were able to articulate discussions related to individualized teaching at a practical level.
- 4.3.2.5. The transition point of Std. V is crucial to ensure continuity in education. Successful learning in Std. VI need competency levels of the previous standards. A lower learning level in preceding classes can affect to low performance in Std. VI and may trigger drop-out.

4.3.3. Recommendations

- 4.3.3.1. A close watch on the dropout rates at the policy level and child-wise tracking at the school level is critical to ensure the achievement of the retention goals. The school should be able to sense the potential drop-outs and be able to focus their attention towards these children. Deliberations with parents, community members and the children would only ensure that they will not dropout.
- 4.3.3.2. BRPs, CRPs and teachers need significant exposure and understanding of ways to do individualized teaching. They need to appreciate the flexibility in the pace of learning. Merely putting extra hours would not help the situation. They would need to devise

methods and aids to explain the difficult concepts differently and effectively.

4.3.3.3. Further analysis and planning is required while transitioning children at Std. V and Std. VIII level. The role of the CRC becomes critical here. The CRC should be able to map the requirement of each of the feeder Primary schools and match the position with the relevant Upper Primary School. This also requires dialogue with the parents and guardians and counseling with the children to ensure continuity in their education.

4.3.3.4. It is to be noted that the state has already made significant progress in ensuring active participation of VECs and PRIs. The relationship has to be strengthened and capacity has to be developed of panchayat and VEC members to go beyond management and begin understand dimensions of quality in educational processes

4.4. Goal 4: Education of satisfactory quality

The state's vision of education is founded strongly on the commitment to equality and social justice. The high levels of parity between social groups noted under goal 3 provide the base for moving towards the goal of high quality. The state's geographical location, demography and level of economic development together present a formidable challenge in this respect.

4.4.1. Achievement

4.4.1.1. Learning levels - Students' achievement as reflected in examination performance shows that the passmark is reached by 95% of primary and 90% of upper primary students. However the number reaching the level of 60% marks is very low at around 15%. However, it is important to note that both these indices show a small but steady increase over recent years. Data from the NCERT's baseline midterm surveys shows that the results for Tripura are above the national average at both class V and class VIII levels.

Assessment of learning level as per NCERT's Baseline Achievement Survey:

Class	Language		Mathematics		Environment Science	
	National Average	State Average	National Average	State Average	National Average	State Average
III	63.12	66.85	58.25	66.58
V	60.31	61.77	48.46	52.84	52.19	56.23

4.4.1.2. Classroom transaction - The closure of schools for various reasons, limited the mission's opportunity to visit schools and to observe teaching and interact with teachers and students. Inputs from officials and from personnel of CRCs and BRCs have been the main source of information about the actual educational process in schools. Textbooks have reached all the schools and other centers that were visited, and the report that all schools have received the materials within a few weeks of school reopening is credible. The books currently in use are attractively prepared with colour printing and include elements related to activity based learning. The extent to which comprehensive revision in keeping with NCF 2005 has been incorporated could not be ascertained.

4.4.1.3. Teaching Learning Material - There has been full disbursement of grants to teachers for TLM. The mission saw a few interesting examples of aids and other resources created by teachers. TLM use is an item discussed in training programmes, but the extent to which teachers are able to use such materials extend and meaningfully support textbook content is not clear. The need for continuous assessment and individualized work is recognized by trainers and teachers. The actual process at the classroom level needs to be monitored and appropriate strategies evolved through discussions at the cluster level.

4.4.1.4. Teacher training and ongoing support - The table below indicates that the need for training programs is very large. Nearly half the teachers were untrained when recruited. Trained teachers also need to be covered in refresher courses.

Position upto 2008-09	PS	UPS
Total Teachers	18173	11830
Trained (Professionally)	9589	5949
Untrained	8584	5881

About 11,000 teachers have been enrolled in distance mode CPE and CETE courses. There is no indication of the nature and extent of the support provided to these trainees at study centers.

4.4.1.5. The mission visited 3 CRCs and 3 BRCs. One BRC visit was during a refresher course session and some interaction with trainees and trainers was possible. The interest and commitment on the part of all is unmistakable. Teachers endorse the value of training and feel they are benefiting. All these centers have well constructed buildings and all the relevant resources. There is awareness at the

state level that training content and modalities for different courses and the distance mode training provided to untrained teachers need revision. A powerful move in this direction going beyond incremental changes is needed given the challenges of quality education in the socially and geographically complex context of the state.

4.4.2. Concerns

4.4.2.1. While training programmes of various types are being conducted regularly the nature of the training remains relatively static. Training methodology also has not changed though child centered education is a part of the discussion. There is a need to review the nature of the training packages.

Distance mode training is relied on extensively to train untrained teachers. No information relating to facilities for support and supervision at contact centers is available. Training especially at the in-service level needs to be responsive to teachers' concerns arising from their experience by being more interactive than transmissive. This aspect needs to be looked into seriously.

4.4.2.2. Teachers in small schools especially in primary sections need a great deal of onsite support from the CRP. Resources for this are low and need to be strengthened. Facilities such as EDUSAT need to be more extensively and creatively used.

4.4.2.3. Due to lack of availability of human resources, SSA-Tripura engaged retired teachers as CRPs and BRPs; however from the point of view of mobility as well as alignment with new trends in education their ability to play the role of a resource person for teachers is a matter of concern.

4.4.2.4. The Reading Corner and similar resources made possible by the teachers' grant tend to be an add-on. Their role in supporting more child centered and active learning needs to be better understood and appreciated. Opportunities for sharing good practices at the cluster and block levels can be better exploited.

4.4.2.5. Students with home languages different from standard Bangla need special support in the early years. The means of providing such support through teacher orientation and materials need to be developed urgently.

4.4.2.6. There is a low level of availability of higher level educational and research institutions and NGOs to provide support for quality education. Strategies to provide more opportunities for exposure

and interaction especially for personnel in DIETs, BRCs need to be developed.

4.4.3. Recommendations

4.4.3.1. A comprehensive and in-depth review of training programmes should be taken up based in substantial measure on feedback from teachers.

4.4.3.2. Locally relevant strategies for interacting with and supporting teachers on-site as follow-up of training should be evolved through discussions at the block cluster levels. The use of information and communication technology that allows interactive transaction to implement such measures should be explored vigorously.

5. Financial Management & Procurement

JRM visited 3 BRCs and interacted with the VECs & PRIs. At 2 of the BRCs bank books, cash books and vouchers were looked randomly. Discussions were also held with BRPs and other members regarding financial management.

5.1. Achievements

5.1.1. All the schools visited display the financial information on black boards or notice boards. This ensures transparency and better governance of the VEC and school structure.

5.1.2. The state has adhered to the Financial Management & Procurement guidelines. The system is running efficiently as was evident through interactions at the school and VEC level who reported timely distribution of funds.

5.1.3. The VEC members, BRPs, handling funds at the school and block level are competent and the documentation for each financial transaction is up to date.

5.1.4. Regular Statutory and Internal Audit systems are in place. The Social Audit system by Panchayat members is also in place.

5.1.5. For the civil works, the state has ensured convergence with PWD and Rural Development departments. Items like cement, GCI sheets, steel are procured centrally from District stores of RD department. Rates of such items are centrally finalized with the approval of State Finance Department.

1.1.1. It is to be noted that the State share of SSA has been timely released.

5.2. Issues & Recommendations

- 5.2.1. The Asset registers are being maintained at the State level, however, at the BRP, school level, there is a lack in the level of understanding of the Asset register format. Stock registers are maintained at the block and cluster level and the entries are up to date. Simplified understanding of the Asset Register is required at the lower levels.
- 5.2.2. Some of the banks at the village level do not have computerization. This makes it difficult in timely updation of reports and reconciliation at the block and state level.
- 5.2.3. The state faces problems regarding recruitment of professional talent in financial management. The state is trying its best to manage with the available resources, however significant capacity building is required in financial planning and management.

6. Program Management

6.1. Achievements

- 6.1.1. The SSA and the traditional Directorate of Education of the state are well aligned. This arrangement provides strength to the functioning of the SSA. Timely release of the state financial share of SSA has been an example of this smooth functioning.
- 6.1.2. Stability at the leadership level (Principal Secretary & State Project Director) is responsible for continuity and efficient decision making in program implementation.
- 6.1.3. Role of TTA-ADC is important in the overall SSA implementation in Tripura. SSA and Directorate of School Education have recognized this fact and closely coordinate with TTA-ADC at policy level as well as program implementation.
- 6.1.4. Participation of elected representatives in school affairs is commendable. An interaction was held with a large number of panchayat representatives in Agartala who had come for an orientation on role of PRIs in SSA. Also, during the school visits the active participation of the VECs was evident.
- 6.1.5. Convergence with other departments like Drinking Water & Sanitation department, Tribal Welfare, PWD, is evident in program implementation.

6.2. Issues and Recommendations

- 6.2.1. Even with the limited expertise, the state is doing its best in effective management of SSA. However, with the help of leading management institutions and state agency like SIPARD, the department may organize

special programs at state, district and block levels in developing the management capacities of its functionaries.

6.2.2. The state may also consider organizing national level conferences on different aspects of SSA. This may encourage exchange of ideas and provide new vigour to the functioning of SSA in Tripura.

6.2.3. It is also recommended to revisit the management cost norms under SSA and build in costs for professional development using different strategies.

7. Conclusion

SSA Tripura may be regarded as an outstanding example of the right spirit of Sarva Shiksha Abhiyan – one of complementing and enabling the mainstream state education program and directorate of education. The basic commitment of the state towards school education is evident. Using SSA, Tripura has been able to adhere to most of the physical and financial targets; however it needs to graduate to the next level of thinking in implementing SSA, which includes the enhancing of the quality of education delivered through the schools, ensuring high retention and achievement levels especially for the tribal and SC population, developing professional talent to take up difficult issues in education, create an environment to facilitate academic discourse at all levels from state to school.

Tripura is now at a stage to look into issues of learning of children and professional capacity in education management to handle quality education issues. Though the state education machinery is aware/trained on “what” needs to be done, the unanswered portion is “how” it needs to be done.

8. Summary of Main Recommendations

- 8.1. Tripura having a high BPL & ST population needs strategic interventions in providing residential schools and hostel facilities to ensure retention of children from the poor and disadvantaged communities. To mainstream children from RBCs, the state should try and align with such schools which have a hostel facility.
- 8.2. To the extent AIE centres are necessary as a temporary measure, their linkage with the formal schooling should be well planned to ensure continuity and quality in the educational experience in the schools the children move to.
- 8.3. SSA should align with Drinking Water and Sanitation department and evolve strategies to provide water facilities in the schools. Learning may also be derived from best practices in other states of the country.

- 8.4. Construction of Boundary walls should be considered by MHRD in the Annual Work Plans. Provision should also be made to develop gardens and attractive playing areas.
- 8.5. The state need to explore strategies with other states to handle the children with special needs (CWSN). International literature on ways to handle these children may also be explored. Expert resource help may also be sought from some of the NGOs which handle such children.
- 8.6. A close watch on the dropout rates at the policy level and child-wise tracking at the school level is critical to ensure the achievement of the retention goals. The school should be able to sense the potential drop-outs and be able to focus their attention towards these children. Deliberations with parents, community members and the children would only ensure that they will not dropout further.
- 8.7. Further analysis and planning is required while transitioning children at Std. V. The role of the CRC becomes critical here. The CRC should be able to map the requirement of each of the feeder Primary schools and match the position with the relevant Upper Primary School. This also requires dialogue with the parents and guardians and counseling with the children to ensure continuity in their education.
- 8.8. More teachers especially in the tribal belts need to be sensitized and trained in the local language. A comprehensive and in-depth review of training programmes should be taken up based in substantial measure on feedback from teachers.
- 8.9. Locally relevant strategies for interacting with and supporting teachers on-site as follow-up of training should be evolved through discussions at the block cluster levels. The use of information and communication technology that allows interactive transaction to implement such measures should be explored vigorously.
- 8.10. BRPs, CRPs and teachers need significant exposure and understanding of ways to do individualized teaching. They need to appreciate the flexibility in the pace of learning. Merely putting extra hours would not help the situation. They would need to devise methods and aids to explain the difficult concepts differently and effectively.
- 8.11. The teachers familiar with the local language may be redeployed in tribal area schools in a strategic manner.
- 8.12. It is to be noted that the state has already made significant progress in ensuring active participation of VECs and PRIs. The relationship has to be strengthened and capacity has to be developed of panchayat and VEC

members to go beyond management and begin understand dimensions of quality in educational processes

- 8.13. Even with the limited expertise, the state is doing its best in effective management of SSA. However, with the help of leading management institutions and state agency like SIPARD, the department may organize special programs at state, district and block levels in developing the management capacities of its functionaries.
- 8.14. The state may also consider organizing national level conferences on different aspects of SSA. This may encourage exchange of ideas and provide new vigour to the functioning of SSA in Tripura.
- 8.15. It is also recommended to revisit the management cost norms under SSA and build in costs for professional development using different strategies.

Results Framework

Annex 2: Physical Progress – Additional data provided by the state on physical progress upto January, 2010

Sl. No.	Item	Target 2009-10	Achievement	Remarks
	Opening of New Primary School	69	69	Engagement letter against 207 Upper Primary Teacher and 19 Primary teachers have already been issued by the respective Block Project Coordinator by 1 st Week of January, 2010.
	Opening of New Upper Primary School	167	167	
	Recruitment of Teachers (Pry)	134	19	
	Recruitment of Teachers (U. Pry)	1301	207	List of the teachers for the rest schools have already been finalized and engagement letter will be issued by January 2010.

Progress of Civil Works upto Dec. 2009 is given below:-

	Target	Started	Completed	In Progress
New Primary School	170 (In ADC 101)nos.	145	17	128
Upper Primary School	70	42	4	38
Additional Class Room	286	189	13	176
Girls Toilet	50	31	17	14

Annex 3: Schedule of visits by 11th JRM

Annex 4: List of officials met by 11th JRM

STATE PROJECT OFFICE
SSA MISSION, TRIPURA

11th JRM

Documents and information :

1. State and District wise PAB approved budget allocations 2009-10:
(Rs. in lakh)

Level	Approved Outlay
State	139.89
West	3739.37
South	2925.29
North	1981.89
Dhalai	2386.06
Total	11172.50

2. Annual Progress on agreed indicators in terms of combined DISE data and other sources:

Results Monitoring Framework

Sl	Outcome Indicators	Target 2008-09 with source	Achievement 2008-09 with source																																																																							
Goal I: All children in School / AIE Centers																																																																										
1.	Number of children aged 6-14 years not enrolled in School/ EGS centres / AIE Centres	Number of children aged 6-14 years not enrolled in School / AIE Centres: 4101 (HHS '07)	Number of children aged 6-14 years not enrolled in School/AIE Centres: 882 (as on 31.03.09)																																																																							
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3.	Ratio of Primary to Upper primary schools	2.0	2.1 (DISE 2008-09)																																																																																																																																														
4.	Number of children with special needs (CWSN) enrolled in school or alternative system including home based education	Total CWSN: 3093 Enrolled: 2711 Remaining to be enrolled: 382 (Source: HHS' 07)	Total CWSN: 3093 Enrolled: 2773 Remaining to be enrolled: 320 (Source: Progress Report on 1.02.09)																																																																																																																																														
5.	Girls, as a share of students enrolled at Primary and Upper Primary level.	Share of girls in primary schools: 48.32% Share of girls in upper primary school: 49.04% (DISE 2007-08)	Share of girls in primary schools: 48.69% Share of girls in upper primary school: 48.99% (DISE 2008-09)																																																																																																																																														

Sl	Outcome Indicators	Target 2008-09 with source	Achievement 2008-09 with source
Goal I: All children in School / AIE Centers			
6.	Enrolment of Scheduled Castes & Schedule Tribe children, reflect their shares in 6-14 age group population in primary and upper primary schools	Share of SC children in Primary schools: 18.33% Share of SC children in Upper primary: 21.99% Share of ST children in Primary Schools: 48.21% Share of ST children in Upper primary: 31.53% (DISE 2007-08)	Share of SC children in Primary schools: 18.99% Share of SC children in Upper primary: 22.18% Share of ST children in Primary Schools: 42.97% Share of ST children in Upper primary: 32.58% (DISE 2008-09)

Sl no.	Outcome Indicators	Target 2008-09	Achievement 2008-09												
Goal -III: Universal Retention															
7.	Transition rates from Primary to upper primary	Transition rates from Primary to upper primary: <table border="1" style="margin-left: auto; margin-right: auto;"> <tr> <td>Boys</td> <td>Girls</td> <td>Total</td> </tr> <tr> <td>83.85</td> <td>84.79</td> <td>84.34</td> </tr> </table> (DISE 2007-08)	Boys	Girls	Total	83.85	84.79	84.34	Transition rates from Primary to upper primary: <table border="1" style="margin-left: auto; margin-right: auto;"> <tr> <td>Boys</td> <td>Girls</td> <td>Total</td> </tr> <tr> <td>89.46</td> <td>87.57</td> <td>88.53</td> </tr> </table> (DISE 2008-09)	Boys	Girls	Total	89.46	87.57	88.53
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8.	Retention at primary level	Retention at primary level: <table border="1" style="margin-left: auto; margin-right: auto;"> <tr> <td>Boys</td> <td>Girls</td> <td>Total</td> </tr> <tr> <td>92.35</td> <td>92.01</td> <td>92.19</td> </tr> </table> (Cohort 2007)	Boys	Girls	Total	92.35	92.01	92.19	Retention at primary level: <table border="1" style="margin-left: auto; margin-right: auto;"> <tr> <td>Boys</td> <td>Girls</td> <td>Total</td> </tr> <tr> <td>93.43</td> <td>93.01</td> <td>93.23</td> </tr> </table> (Cohort 2008)	Boys	Girls	Total	93.43	93.01	93.23
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Boys	Girls	Total													
93.43	93.01	93.23													
9.	Retention at Elementary level	Retention rate at Elementary level: (Elementary Stage is Class I to Class VIII) <table border="1" style="margin-left: auto; margin-right: auto;"> <tr> <td>Boys</td> <td>Girls</td> <td>Total</td> </tr> <tr> <td>85.26</td> <td>85.17</td> <td>85.21</td> </tr> </table> (Cohort 2007)	Boys	Girls	Total	85.26	85.17	85.21	Retention rate at Elementary level: (Elementary Stage is Class I to Class VIII) <table border="1" style="margin-left: auto; margin-right: auto;"> <tr> <td>Boys</td> <td>Girls</td> <td>Total</td> </tr> <tr> <td>87.25</td> <td>87.51</td> <td>87.38</td> </tr> </table> (Cohort 2008)	Boys	Girls	Total	87.25	87.51	87.38
Boys	Girls	Total													
85.26	85.17	85.21													
Boys	Girls	Total													
87.25	87.51	87.38													
Goal IV: Education of Satisfactory Quality															
10.	Provision of quality inputs to improve learning levels (i) Teacher Availability	(i) Pupil teacher ratio at primary level: 23.89 (ii) Pupil Teacher Ratio at upper primary: 18.52 (iii) Number of districts with PTR>60 at elementary level: Nil (DISE 2007-08)	(i) Pupil teacher ratio at primary level: 24.90 (ii) Pupil Teacher Ratio at upper primary: 19.98 (iii) Number of districts with PTR>60 at elementary level: Nil (DISE 2008-09)												
	(ii) Availability of Teaching Learning Materials	Percentage of eligible students received free text books: 100% Percentage of teachers received TLM grants: 100% Number of schools state-wise using materials other than textbooks: 1795 (e.g. workbooks/worksheets/ABL Cards/Kits/CAL/Supplementary books etc.)	Percentage of eligible students received free text books: 100% Percentage of teachers received TLM grants: 100% Number of schools state-wise using materials other than textbooks: 1795 (e.g. workbooks/worksheets/ABL Cards/Kits/CAL/Supplementary books etc.)												
11.	Process indicators on quality (i) Teacher training	Percentage of teachers received in-service training against annual target: 1. BRC & CRC level (10 days) - 32215 2. Induction trng. to new teachers (30 days)- 1106 3. Training to untrained teachers (60 days) - 2500 (Source: District Report)	Percentage of teachers received in-service training against annual target: 1. BRC & CRC Level - 18500 (57.42%) 2. Induction trng. to new teachers – 1106 (100%) 3. Training to untrained teachers - 0 (Source: District Report)												
	(ii) Teacher Support & Academic Supervision BRC/CRC operational Effectiveness of BRC/CRC in academic supervision and improving school performance:	Percentage of BRCs /CRCs are operational: 100% % of BRC/CRC identified as effective	Percentage of BRCs / CRCs are operational: 100% % of BRC/CRC identified as effective												

Sl no.	Outcome Indicators	Target 2008-09	Achievement 2008-09
		Goal –III: Universal Retention	
	(* Performance against agreed roles & functions * Extent to which task are being done. * Extent of on-site support given to schools/teachers * Content & quantum of training given to BRC/CRC * Perception of teachers/stakeholders.) [Source]	85% (Source: District Report)	85% (Source: District Report)
	(iii) Classroom Practices Change in classroom practices/ innovative methodologies in use: (* Teachers instructional time. * Student learning opportunity time. * Active student participation * Use of other materials in classrooms * No. of instructional days * No. of days teachers were assigned non teaching activities.)	State-wise number of schools reporting change in classroom practices / use of innovative methodologies 4055	State-wise number of schools reporting change in classroom practices / use of innovative methodologies 4055
	(iv) Pupil Assessment by States Pupil Assessment System in place in schools :	Status of comprehensive and continuous evaluation 4- Unit tests 1- Half Yearly Exam 1- Annual Exam	Status of comprehensive and continuous evaluation 4- Unit tests 1- Half Yearly Exam 1- Annual Exam
	(v) Attendance Rates Student Attendance	Student Attendance level at primary and at upper primary: Primary: 95% Upper Primary: 90% (Source – QMT Reports)	Student Attendance level at primary and at upper primary: Primary: 91.31% Upper Primary: 87.64% (Source – QMT Reports)
	Teacher Attendance	Teacher Attendance level at primary and upper primary: Primary: 100% Upper Primary: 100%	Teacher Attendance level at primary and upper primary: Primary: 96% Upper Primary: 89% (Source: District Report 2008-09)
12.	Accountability to the community: VEC/SEMC/local bodies role in school supervision as per State mandate:	% VEC/SDMC/local bodies reporting role in school supervision. 100%	% VEC/SDMC/local bodies reporting role in school supervision. 100%
13.	National Student achievement level outcomes Learning levels for Class III Percentage in Maths Percentage in Language (2003: NCERT National Assessment Sample Survey-BAS)	Expected Learning levels for Class III (MAS)	Math- 66.58 Language-66.85

Sl no.	Outcome Indicators	Target 2008-09	Achievement 2008-09
Goal –III: Universal Retention			
	Learning levels for class V Percentage in Maths Percentage in Language Percentage in EVS (2005: NCERT National Assessment Sample Survey – BAS)	Expected learning levels for class V (MAS)	Math: BAS- 52.71, MAS-52.84 Lang: BAS- 63.79, MAS- 61.77 EVS: BAS- 54.50, MAS-56.23
	Learning levels for Class VII/VIII Percentage / Percentage in Maths Percentage / Percentage in Language Percentage / Percentage in Science Percentage / Percentage in Social Science (2002: NCERT National Assessment Sample Survey – BAS)	Expected learning levels for class VII/VIII (MAS)	NA

4. **Six Monthly Reports from Monitoring Agencies:**
Submitted to MHRD by the Monitoring Agency i.e. the Central Tripura University.
5. **Progress made on TC fund implementation:**
Not applicable in Tripura.

**STATE: TRIPURA
SARVA SHIKSHA ABHIYAN**

**STATEMENT SHOWING COMPONENT WISE TARGET AND ACHIEVEMENT DURING THE YEAR
2009-10 (Upto December, 2009)**

(Rs. in lakhs)

Sl. No	Name of Component	Unit Cost	Target		Achievement	
			Phy.	Fin.	Phy.	Fin.
1	New School Opening					
	New Primary School		69			
	Upgraded / New Upper Primary School		167			
2	New Teacher Salary					
	Primary Teachers (Fixed) 3 months	0.05500	138	22.77		
	Upper Primary Teachers (Fixed)	0.07000	501	105.21		
	Sub Total __ Schools		0	127.98		
	Add. Teacher Against PTR					
	New Add. Teacher-Primary (Fixed)		0	0.00		
	New Add. Teacher-Up. Pry. (Fixed)	0.07000	800	336.00		
	Sub Total __ Schools		0	336.00		
	Teachers Salary (Recurring)					
	Primary Teachers (Regular)	0.10000	500	599.98	500	358.20
	Upper Teachers (Regular)	0.13000	850	1325.99	850	500.39
	Primary Teachers (Fixed)	0.05500	2024	1335.84	2024	795.13
	Upper Primary Teachers (Fixed)	0.07000	642	539.28	642	576.53
	Sub Total __ Salary for Teachers		0	3801.09		
	Sub Total __ New Teachers + Recurring		0	4265.07		2230.25
3	Teachers' Grant					
	Primary Teachers	0.00500	19348	96.75	19348	96.75
	Upper Primary Teachers	0.00500	10958	54.79	10958	54.77
	Sub Total __ Teacher's Grant		0	151.54		151.52
4	Block Resource Center					
	Salary of Resource Persons	0.05000	216	129.60	216	124.97
	Furniture Grant		0	0.00		
	Contingency Grant	0.20000	41	8.20		
	Meeting, Travelling, Allowances	0.09000	41	3.69		
	Teaching Learning Materials	0.05000	41	2.05		
	Sub Total __ Block Resource Centre		0	143.54		124.97
5	Cluster Resource Center					
	Salary of Resource Persons	0.04000	484	232.32	484	212.14
	Furniture Grant		0	0.00		

Sl. No	Name of Component	Unit Cost	Target		Achievement	
	Contingency Grant	0.03000	332	9.96		
	Meeting, Travelling, Allowances	0.03600	332	11.96		
	Teaching Learning Materials	0.01000	332	3.32		
	Sub Total __ Cluster Resource Centre		0	257.56		212.14
6	Teacher Training					
	In Service Teachers Training (Block & above level) - 10 days	0.01000	30306	303.06		
	Induction training for Newly Recruit Un-Trained Teachers - 30 days	0.03000	1439	43.17		
	Trainig to resource persons for 5 days	0.00500	200	1.00		
	Sub Total __ Teacher Training		0	347.23		
7	Intervention for Out-of-School Child					
	Residential Bridge Course Centres	0.10000	524	46.88		
	Non-Residential Bridge Course Centres	0.03000	1143	32.79		
	AIE Centre	0.03000	6365	190.95	6365	104.96
	Sub Total __ Inter. for Out-of-School		0	270.62		104.96
8	Remedial Teaching					
	Remedial Teaching for dist. With low female literacy	0.00250	5158	12.90		
	Remedial Teaching for mainstreamed children	0.00250	3778	9.45		
	Sub Total __ Remidial Teaching		0	22.35		
9	Free Text Books					
	Free Text Books (Primary)	0.00120	379830	455.78		
	Free Text Books (Upper Primary)	0.00175	166756	291.82		
	Sub Total __ Free Text Book		0	747.60		
10	Intervention for CWSN (IED)					
	Inclusive Education	0.00500	3832	19.17		
	Sub Total __ IED		0	19.17		
11	Civil Works					
	Primary School (New)	12.03000	47	591.37	47	348.04
	Upper Primary School (New)	6.48000	70	453.60	70	239.76
	Additional Classrooms	2.16000	286	617.76	286	302.40
	Separate Girls Toilet	0.60000	50	30.00	50	13.72
	Primary School (Pevious Year)	12.03000	123	1522.17	123	696.08
	Sub Total __ Civil Works		0	3214.90		1600.00
12	Teaching Learning Equipments					
	TLE-New Primary Schools	0.20000	69	13.80		
	TLE-New Upper Primary Schools	0.50000	167	83.50		
	Sub Total __ TLE		0	97.30		
13	Maintenance Grant					
	Primary School	0.05000	4055	202.75	4055	202.75

Sl. No	Name of Component	Unit Cost	Target		Achievement	
	Upper Primary School	0.10000	1792	179.20	1792	179.20
	Sub Total __ Maintenance Grant		0	381.95		381.95
14	School Grant					
	Primary School	0.05000	4141	207.05	4141	207.06
	Upper Primary School	0.07000	1836	128.52	4836	128.50
	Sub Total __ School Grant		0	335.57		335.56
15	Research & Evaluation					
	Research & Evaluation	0.00800	5977	47.82	5977	30.00
	Sub Total __ Research & Evaluation		0	47.82		30.00
16	Management & Quality					
	Management & MIS					
	Staff Salaries (Coordinator, Special Officer, Junior Engineer, Office Assistant		0	132.00		
	Salary of Programmer & Data Entry Oprtr		0	20.00		
	Expenditure on data collection		0	17.00		
	EMIS operations and maintainance		0	11.00		
	Office expense		0	22.50		
	Hiring of experts		0	7.00		
	Office eqpmnt		0	16.00		
	Stationery and consumables		0	18.00		
	Telphoe, fax ,internet, postage		0	15.00		
	POL, vehicle maint & hiring		0	34.00		
	TA/DA of functionaries		0	19.00		
	Recurring contingent		0	8.00		
	Media & news latters		0	6.50		
	Capacity building (trng workshop)		0	7.50		
	Training , oreintation programme		0	7.50		
	Miscelleneous(VEC/MTA)		0	32.00		
	Sub Total			373.00		215.47
17	Learning Enhancement Prog. (LEP)					
	LEP		0	89.04		
	Sub Total		0	89.04		
18	Innovative Activity					
	Girl's Education (Residential)		4	52.56		16.00
	Innovation Programme for SC/ST/RM girls		950	32.30		
	Computer Education		6	80.00		
	Sub Total __ Innovstive Activity		0	164.86		16.00
19	Community Training					
	Community Training	0.00060	13414	8.05		

Sl. No	Name of Component	Unit Cost	Target		Achievement	
	Sub Total __ Community Training		0	8.05		
	TOTAL OF SSA (DISTRICT)		0	10937.17		
20	State Component					
	Management		0	110.00		74.28
	REMS		0	29.89		
	Sub_Total		0	139.89		74.28
	NPEGEL					
21	Non Recurring					
	One Time Grant (TLE,Library, Sports, etc)		0	0.00		
	Model Cluster Grant (MCS) (One Time Grant)		0	0.00		
	Construction		0	0.00		
	Additional Room, Toilet, Drinking Water, Electrification		0	0.00		
	One time Grant for life skill		0	0.00		
	Sub Total		0	0.00		
	Recurring					
	For Promotion of Girls (Computer with Linux OS)		0	0.00		
	Maintenance of MCS	0.20000	7	1.40		
	Engaging of Instructor		0	0.00		
	Computer with UPS for MCS		0	0.00		
	Award to School/Teacher	0.05000	7	0.35		
	Student Evaluation, Alternative School etc.	0.20000	7	1.40		
	Educational Tour		0	0.00		
	Teacher Training on gender aspects	0.04000	7	0.28		
	Learning through open schools		7	0.44		
	Sub Total		7	3.87	7	2.06
	Additional Incentives (Uniform)					
	(For all girls)		0	0.00		
	Community Mobilisation					
	Mobilization and Management Cost		7	0.25		
	Management Cost (state level)		0	0.00		
	Sports and Extracurricular activities		0	0.00		
	Grant for Promotion of Enrolment., retention & learning		0	0.00		
	Sub Total		0	0.25		
	TOTAL_NPEGEL		0	4.12		2.06
	KGBV					
22	Non Recurring					
	Construction of Building		0	0.00		
	Boundry Wall		0	0.00		

Sl. No	Name of Component	Unit Cost	Target		Achievement	
	Boring/Handpump (minimum rates prescribed by State Drinking Water Department subject to a ceiling of Rs. 1.00 lakhs)		0	0.00		
	Electricity		0	0.00		
	Furniture/Equipment including kitchen equipment		0	0.00		
	Teaching learning material and equipment including library books		0	0.00		
	Bedding		0	0.00		
	Sub Total		0	0.00		
	Recurring Costs per annum					
	Maintenance per girl student per month @ Rs. 1000	4.50000	7	31.50	7	16.00
	Stipend for girl student per month @ Rs. 50	0.30000	7	2.10	7	
	Course books, stationery and other Educational material @ Rs. 50 per month	0.30000	7	2.10	7	1.00
	Examination fee	0.01000	7	0.07	7	
	Salaries:					
	1 Warden cum teacher	6.00000	7	42.00	7	22.66
	4 Full time teachers		0	0.00	7	
	3 Part time Teachers		0	0.00	7	
	3 Accountant		0	0.00	7	
	2 Support staff (Accountent/ Assistant, Peon chowkidar)		0	0.00	7	
	1 Head cook ank 1 Asst. cook for 50 girls and 2 asst. cooks for 100 girls		0	0.00	7	
	Vocational training/specific skill training	0.30000	7	2.10	7	0.70
	Electricity/water charges	0.36000	7	2.52	7	1.10
	Medical care/contingencies @ Rs. 750 child	0.37500	7	2.63	7	1.00
	Maintenance	0.20000	7	1.40	7	0.70
	Miscellaneous including maintenance	0.20000	7	1.40	7	0.70
	Preparatory camps	0.10000	7	0.70	7	0.40
	PTAs/school functions	0.10000	7	0.70	7	0.40
	Provision of Rent(8 months)		0	0.00	7	
	Capacity Building	0.30000	7	2.10	7	1.00
	Sub Total		7	91.32		45.66
	Total_KGBV		7	91.32		45.66
	Grand Total			11172.50		5524.82

Annex - 3

District Head Quarter	Date	Time	Place of visit
Agartala Head Quarter	17-01-2010	3.30 pm	Visit to ADC. Discussion was held with Principal Officer ADC. Also visited Khompui Academy. A brief discussion was held with the children and warden of the Hostel.
Agartala Head Quarter	18-01-2010	11.30 am	Meeting was arranged by Mr. B. Sinha, Principal Secretary. There was a discussion with SPD (Sri Hiralal Chakraborty), ASPD (Sri A. K. Reang) conversation was also held with MIS Coordinator, Ms. Nirupama Talapatra, Ms. S. Sen (IE Coordinator), Ms. Mithu Paul (Gender Coordinator), Mr. R. Purkayastha (Pedagogy Coordinator), Mr. A.C. Das (OSD), Mr. Shiladitya Bhowmik, Accounts Officer, Finance Controller (I/C), Mr. S. Bhattacharjee (Jr. Engineer), Mr. P. Das (Civil Works Coordinator), Ms. Maya Mukherjee, Principal DIET, Kakraban, Principal, DIET, Agartala, Mr. S. Sengupta, Director, SCERT, ADM, Sadar, ADM, West, Member of TBSE.
		3.30 pm	Visit to state level community leaders training at Prajna Bhawan and had a interaction with them.
West District	19-10-2010	10.00 am	Visit to construction site of Sandhi Sangha Primary School building under Maheshkhala Gaon Panchayet. Also visited East Gakulnagar Cluster Resource Centre. This was a interaction with Mr. Chowhan, CRP and other teaching and non teaching staff.
South District	20-01-2010	8.30 am	Visit to Haripur KGBV Hostel. Interaction with Chairman of VEC and Education Standing Committee. Tingharia NPEGEL Center. Interaction with the committee member and HM of the School. At 2.30 pm visited Kawamaraghat BRC. Interaction with HM, then Smt. Shipra Paul (MTA Chairperson), Sri Subir Rudra Paul, VEC Member. MDM member, Smt. Noarjahan Begam, Mr. A.K. Nath, BRP, Sri Joynal Abedin, Chairperson Development Committee and with Sri Kajal Das, MTA, MDM, Member.

			At 4.30 pm visited Gamaria CRC center and innovative education for girls. Had an interaction with CRP.
West District	21-01-2010	10.30 am	<p>Visit to Choudhuribari BRC. Interaction with BRC Coordinator, Ms. Anamika Debbarmma, and other teaching and non teaching staff. Met representative of Zilla Parishad Mr. Tapan Das and others.</p> <p>Interaction with MTA and PRI representatives. Visit to Mohanpur BRC and Narasinghar VEC and had an interaction with people representative.</p> <p>Also visited BR Ambedkar School, Nehalchandranagar and RBC at Mia Para.</p>
West District	22-01-2010	10.00 am	Visited Maklipara Dinadayal JB School and Paschim Noabadi High School.

STAFF CHART
State Office of SSA Rajya Mission, Tripura

Sl No.	Name	Designation
1	Mr. Hiralal Chakraborty– 2006	State Project Director (Directorate of School Education), Tripura
2	Mr.A.K.Reang – 2003	Additional State Project Director
3	Mr. A.C.Das	Officer on Special Duty(Administrative Officer-cum-A.S.Coordinator)
4	Mrs. Anima Biswas	Personal Assistant to ASPD
5	Mr. Ashish Chakraborty	Cashier

CONTRACTUAL STAFF OF SSA

1	Ms. Nirupama Talapatra	System Analyst-cum-Planning Coordinator
2	Mr. Rathindra Purkayastha	Pedagogy -cum-DEP Coordinator
3	Mr. Rathindra Chandra Nath	Training -cum-Community Mobilization Coordinator
4	Mrs. Mithu Paul	Gender Coordinator
5	Ms. Sushmita Sen	I.E. Coordinator
6	Mr. Parimal Das	Civil Works Co-ordinator
7	Mr. Shiladitya Bhowmik	Accounts Officer cum Finance Controller (I/C)
8	Mr. Ayan Shet	Programmer Cum CAL Co-ordinator
9	Mr. Subir Bhattacharjee	Jr. Engineer
10	Mr. Sitansu Kr. Chakraborty	Sr. Office Asst.
11	Mr. Sukhendu Das Gupta	Sr. Office Asst.
12	Ms. Pinku Bhowmik	Data Entry operator
13	Mr. Pramothesh DasGupta	Data Entry operator
14	Mr. Supratim Dey	Data Entry operator
15	Mr. Kartik Dutta	Data Entry operator
16	Mr. Saikat Chakraborty	Data Entry operator
17	Mr. Gopal Bhattacharjee	Data Entry operator
18	Mr. Abhijit Deb	Data Entry operator
19	Ms. Sumitra Dey	Data Entry operator
20	Mrs. Soma Chakraborty	Data Entry operator
21	Mrs. Soma Bhattacharjee	Data Entry operator
22	Mr. Murari Mohan Debnath	Office Asst.
23	Mr. Asit Baran Roy	Office Asst.
24	Mr. Sudhansu Narayan Chaudhury	Office Asst.
25	Mr. Bishnupada Banik	Office Asst.
26	Mr. Tapan Kr. Saha	Accountant
27	Mr. Pankaj Kr. Deb	Office Asst.
28	Mr. Nani Gopal Saha	Office Asst.
29	Mr. Goutam Nag	Office Asst.
30	Ms. Mista Rani Debbarma	Office Asst.

31	Mr. Ajoy Majumder	Office Asst.
32	Mrs. Priti Debbarma	Group'D'
33	Mr. Bikash Das	Group'D'
34	Mr. Khokan Adhikary	Photocopier Operator
35	Mr. Bhulu Bhattacharjee	Group'D'
36	Ms. Soma Bin	Group'D'
37	Ms. Puja Sinha Roy	Water Carrier cum Cleaner
38	Ms. Shila Harijon	Sweeping Assistant
39	Md. Abdul Rahim	Driver

(Regular Employee of Directorate of School Education)

1	<i>Mr. Anil Chandra Saha</i>	Group'D' Staff
2	Mrs. Rani Bala Das	Group'D' Staff
3	Mrs. Tulshi Rani Saha	Group'D' Staff
4	Mr. Bapi Ghosh	Group'D' Staff

Note:

Posts for Coordinators of Publicity, Research Evaluation and Monitoring, Planning Coordinator, Alternative Schooling Coordinator, Finance Controller have been fallen vacant for the last couple of month due resignation and opted for better job. Planning & Finance Controller have been fallen vacant due to demise of Mr. B. B Majumder. Similarly, four posts of Auditor also fallen vacant due to resignation of the concern Auditor for better job and expiry of an Auditor recently.

However, interview for the above posts have already been conducted in December, 2009 and the entire process for engagement of the said posts are in process which will be completed by January, 2010.

INDIA
SARVA SHIKSHA ABHIYAN
ELEVENTH JOINT REVIEW MISSION &
MID TERM REVIEW
January 15 – 29, 2010

WEST BENGAL STATE REPORT

1.0 Introduction

1.1 On behalf of the 11th Joint Review Mission (JRM) of the Sarva Shiksha Abhiyan (SSA), Prof. Krishna Kumar (Mission Leader) and Ms. Deepa Sankar (the World Bank) visited West Bengal from January 17-22, 2010. The Mission reviewed the progress made by the State in implementing SSA and the results with respect to the overarching goals of SSA, including access, retention, equity and quality. The team also reviewed various aspects of program management, financial management, procurement, safeguard issues. Given the distinct nature of elementary education provision in the State compared to the rest of the country, the team also tried to understand the complexity and policy issues related to it.

1.2 The Mission visited many primary / junior basic schools, upper primary schools, Shishu Shiksha Kendra (SSK), Madhyamik Shiksha Kendra (MSK), Madarsah high school, private primary and high schools, and alternative schools in Howrah, North 24 Pargana district and Kolkata. The Mission also visited a KGBV type III hostel in South 24 Pargana district and the DIET in North 24 Pargana district. In the all the districts, the Mission had the opportunity to hold elaborative discussions with the district officials of SSA, school authorities, teachers, students, parents, members of local bodies, VEC/MTA, members of District Primary Education Council and other stakeholders. At the State level, the Mission met the Minister of School Education, Principal Secretary of School Education, the State Project Director and his team, officers of the West Bengal Boards of Primary Education (WBBPE), Secondary Education (WBBSE), Paschim Banga Rajya Shishu Siksha Mission (PBRSSM), Director, SCERT, and MI team from Viswabharati University. The team also met with independent researchers working in education sector, to get a third party perspective of education sector progress in the State.

1.3 The Mission would like to put on record our gratitude to each and everyone mentioned above. The team would especially thank SPD and his team, for their assistance detailed documentation provided to us, for the time provided to us (even in times of State's official mourning period after former CM's demise), their insights and experiences.

Overview and Key issues

1.3 The progress in outcomes and in the implementation of SSA is assessed for the last six months, as well as the overall progress since the program has begun. The 7th and 9th JRM State reports have provided useful benchmark to review the program's evolvement in the State. While assessing the progress, the Mission has attempted to contextualize it in the distinct characteristics of education provision in West Bengal, deeply rooted in its historical experience. The Mission also had the privilege of learning from some of the recent studies by Civil Society Organizations, like the Pratichi Trust.

1.4 The Pratiche Trust's latest Report, comparing the picture between 2001-02 and 2008-09 writes that "(1) there have been significant improvements in the performance as well as coverage of primary education in West Bengal over the seven years; and (2) there still remain defects and inefficiencies that must overcome.... Things have moved considerably forward (often related to the reforms that have been carried out by the government involved..)" (Pratiche Trust, Dec 2009). Overall, the Mission appreciates the progress made in implementing the program and its results, efforts and decision towards initiating certain key reforms in improving the overarching goals of SSA, especially since the progress is achieved against the hurdles posed by a fragmented and complex set of institutional arrangement. Bringing these varied institutional arrangements and structures under one umbrella with a single vision and coordinated approach towards education development may benefit the State in implementing the program better. Nevertheless, the Mission urges the State to continue its excellent efforts, rather accelerate, to prepare the State to implement the Right to Education (RTE) Act.

II. Progress towards achievement of goals

Goal 1: Improving access to elementary education

2.1 Achievements: The number of out of school children (OOSC) in the State has reduced from 12,92,735 (Dec.06) to 4,56,215 (Mar. 08) and further to 2,56,379 (March 2009). According to the household Census carried out by the State SSA, this amounts to only 1.75% of the total child population in the age group of 5+ to 13+ years. The 2009 repeat survey of OOSC by SRI-IMRB shows 5.25% of the children in West Bengal in the age group of 6-14 being out of school. Murshidabad, Uttar Dinajpur and Purulia together account for a large share of these OOSC (West Bengal SSA household survey).

2.2 The West Bengal school system follows 4+4+2+2 system (4 years of primary and upper primary each and two years of secondary and higher secondary each). The State has reported that around 8 million children are attending primary classes (grade I-IV), of which 18.5% are enrolled in Shishu Shiksha Kendras (SSK) and the rest, in government or private primary schools. According to DISE report, 8.9% of these regular enrolments are in private unaided primary schools, mostly concentrated in urban areas of Kolkata and Northern districts of West Bengal. Of the 7.3 million attending upper primary grades, around 20% attend MSKs, and the rest in regular upper primary schools (composite secondary schools), out of which 2.84% are in private unaided schools. It was also reported that 242837 children were also attending various AIE centres.

2.3 At primary level, the GER is reported to be 121 and NER is 99.05. These figures are entirely based on the DISE data, which cover only regular primary schools (and not SSKs). Given that SSKs accounts for a fifth of all primary enrolments, the GER and NER figures seems to be problematic. The district wise GER (State's own estimates from DISE) ranges from 104 in Badhman to 145 in Uttar Dinajpur. If the GER and NER at primary are juxtaposed to that of upper primary (GER: 88.6 and NER: 76; and ranges from 44 in Uttar Dinajpur to 94 in Nadia), the seriousness of large number of over-age children attending primary becomes further evident.

2.4 As regards the availability of upper primary schools, the State has around 9451 upper primary schools and out of this, in more than 8000 cases, the upper

primary classes are clubbed with secondary education. The ratio of primary to upper primary schools is 5.24 as against the desirable ratio of 2:1. However, the problem is also due to the way data is represented, as the ratio of primary to upper primary sections / classrooms is 1.58.

2.5 The number of children identified as with special needs in the State is around 2 lakh, out of which 186964 are enrolled in schools and 20189 are reached through home based education. The Mission was informed about the various interventions the State SPO is undertaking in convergence with the IEDC (Inclusive Education for Disabled Children) cell.

2.6 Issues: The issues of access to both primary and upper primary in the State were distinct from the rest of the country. To list them:

- At the primary level, the main issue was the nature and status of EGS schools (here called the SSK), which enrolled a fifth of all primary school children. These SSKs were managed by the Panchayati Raj Institutions (PRIs), under the Rural Development Department. At the State level, they were under the Paschim Banga Rajya Shishu Shiksha Mission (PBRSSM). There are around 16000 SSKs catering to around 1.4 million learners, which meant an average enrolment of 92- 100 in each of these SSKs.
- Similar to SSKs, there are around 1900 Madhyamik Shiksha Kendras (MSK) for upper primary grades, which enrolled 384000 students. The average enrolments in these MSKs were more than 200 students. These MSKs were also managed by the PBRSSM, under the Rural Development Department.
- The primary education cycle in the State comprises of Grades I-IV and upper primary cycle, Grades V-VIII, while the national norms are 5 years of primary and 3 years of upper primary and the State has not yet moved to the national norms.
- Even though it may be argued that the number of primary: upper primary sections is 1.58:1, there is still an issue of upper primary schools, especially since the number of primary schools feeding into upper primary enrolments in secondary schools are many, and the physical and human infrastructure in upper primary sections are not sufficient enough to meet the needs, leading to crowded classrooms. The recent Pratiche Report notes that “If on an average, 30 students passed out from each primary school, then each upper primary school would have to admit around 170 students” (Pratiche Trust, Dec. 2009)
- Infrastructure and other facilities in schools matter for providing access in a sense beyond the geographical definition. The Student Classroom Ratio (SCR) and Pupil Teacher Ratio (PTR) at regular schools are 46 each. The average SCR at primary in the State varied between 20 in Darjiling to 64 in Uttar Dinajpur, and SCR at upper primary ranged from 26 in Kolkata to 83 in Murshidabad. While only 43% of primary schools in the State have an SCR above 40, in the case of upper primary schools, this is 74%. Around 30% of primary schools have only two or less rooms. In the case of SSKs, 60% do not have their own building.
- The age at which children enrol in grade I is 5+, as against the national norm of 6 years.

Progress / Efforts:

2.7 Status of SSK / MSK: The Mission was informed by the Principal Secretary, Education that the Department of Education, in consultation with the Department of Rural Development has taken a decision to upgrade the SSKs and MSKs into regular

primary and upper primary schools within the next two years. The State has also decided to map and attach the children attending alternative schools in urban areas to nearby government schools. While this is a major step considering the roadblocks the State had in upgrading these alternative schools to regular schools so far, it is not enough, as there is huge investments required to improve the facilities in SSKs/MSKs. In addition, 360 new primary schools are in the process of being established, which will improve access to primary education.

2.8 Expansion of Upper primary stage: Apart from upgrading the MSKs into regular upper primary schools, the State had got approval for establishing 5676 new upper primary schools (mostly by upgrading primary schools) during the period 2007-08 to 2009-10. The progress in this direction has been slow, which is a real concern; with only 1884 has been sanctioned site wise. The decision is to upgrade primary schools to upper primary schools wherever possible, since there is an issue of land availability to establish separate upper primary schools. Given the high density of population the State (almost three times that of national average), the State has also decided to revise its norm of establishing upper primary schools to one upper primary school in every 2 Km distance from habitations in rural areas and within 1 Km distance in urban areas. The State has also initiated a project of GIS mapping all schools, habitations and roads to identify gaps in provisioning of primary and upper primary schools.

2.9 Integration of elementary cycle: The State has taken a decision to keep grade V with the upper primary sections of high schools rather than integrating them with the primary stage. The State is yet to take a decision of integrating the upper primary stage with primary, rather than keeping them with secondary.

2.10 **Recommendations**

- The State needs to take steps to ensure that the new upper primary schools are functional at the earliest.
- The State needs to take an analysis of various sources of data on out of school children and may try to identify areas of gaps.
- The GIS mapping and accordingly identifying locations for primary and upper primary schooling provisions is an encouraging step. It is also important to incorporate school facilities in this mapping. Also, it is worthwhile to do, on a sample basis, an analysis of feeder primary schools and its distance to the receiving upper primary schools.
- The State should undertake a mapping of the infrastructure needs of different schools and SSKs /MSKs that will be upgraded in the next academic year by doing a school wise mapping of facilities available.
- At the policy level, the State may take steps to integrate Class 5 with the primary cycle, also to treat class 1- 8 as an integrated elementary cycle.

Goal 2. Bridging gender and social gaps

3.1 Gender gaps: The State at the outset has a better gender parity, with proportionately higher number of girls attending all levels of education. Girls constitute 49.5% of all enrolments at primary and 50.7% of all upper primary enrolments. As noted by the 9th JRM, this JRM also noted that in Madarsa schools, girls continue to form more than 2/3rds of the enrolments. However, State's estimations of transition from primary (grade IV) to upper primary (grade V) using regular school data shows that while 94% of boys transit, only 91% girls do the same. On the other hand, transition rates from grade V to grade VI (DISE Flash Statistics) shows that during the same period, girls transitioned more than the boys. NPEGEL interventions in West Bengal are being implemented in 59 Educationally Backward Blocks (EBBs) covering 11 districts. Similarly there are 64 KGBVs of model III sanctioned and operational.

3.2 Though the State has an apparent gender parity advantage, there are large number of areas where there is a need for gender related interventions to improve gender parity or to compensate for the socio-economic and cultural hurdles that in its composite nature, affects gender empowerment at school levels. The KGBV model operationalised in the State is hostel facilities attached to schools. The schools these girls attend are large, with high SCR and PTR, and hence leave little scope for the personalized attention they deserve, or the desired impact in terms of empowerment and leadership building.

3.3 Social gaps: Enrolments of SC, ST and minorities should be viewed in the context their shares in child population. SC children constitute 28% of regular primary and 27.6% of upper primary enrolments. However, in 5+ - 13+ age child population (State SSA survey), SC constitutes only 23%. Similarly, ST children accounts for 7.3% of primary and 5.33% of upper primary enrolments whereas their share in relevant child population is only 6%. Muslim children constitute 29% of the relevant age group children, but their share in enrolments in regular schools are only 27%. On the other hand, the shares of SC, ST and Muslims in the enrolments in SSKs is 30%, 12%, and 38% respectively and in MSKs, it is 30%, 10% and 37% respectively. This indicates two issues: (a) that the large proportion of over-age and under-age children (as indicated by high grossness in enrolments) attending schools have some correlation to these vulnerable groups; and (b) they access SSKs much more than the general community. The decision to upgrade SSKs / MSKs to regular schools is a right step towards bridging the differential type of access issues.

3.4 Very little is known about the transition rates / drop out and repetition rates in the State by gender and social classification.

3.5 Recommendations:

- The State should undertake an analysis of social and gender gaps issues in enrolment, repetition, drop out and transition rates combining the statistics of not only regular primary and upper primary schools, but also that of SSKs /MSKs and the Madarsa schools. This study may also try to explore the social and gender dimensions of private enrolments in the State, about which very little is known.
- The State may give special attention to the KGBV schools, by providing counselling and adolescent health related support.

Goal 3. Universal Retention

4.1 Achievements: The State reports a transition rate of 92% from the terminal grade of primary (grade IV) to the entry grade of upper primary (grade V), in regular schools. State also reports a retention level at primary at 93%. The figures may change for worse if we really take into account the enrolments in SSK/MSK, and which shows that only 40% of SSK pass outs are accommodated through MSKs.

4.2 An analysis of gross completion rate (GCR), a crude measure to understand those who complete grade V in total appropriate age population (11 years old) shows that in 2008-09, 82% of all 11 year olds complete grade V in the State. Though this is an improvement from the estimated GCR of 2007-08, it is below the estimated national average figures.

4.3 Related to the issue of retention is the issue of student attendance. According to the reports based on the Quality Monitoring Tools (QMT), student attendance in the State is in the range of 83-84% in both primary and upper primary grades. Pratiche report notes that “there is not only a higher rate of student enrolment, but also a significantly larger average attendance of enrolled students (75% both for primary schools and SSKs – up from 58 and 64% respectively in 2001-02)”.

4.4 Issues: The retention rates at primary and the transition rates needs to be understood in the larger context of school efficiency indicators. An analysis of grade to grade transition using reconstructed cohort method shows that even in regular schools, 31% of those got enrolled in grade I did not transit to grade II. Further analysis using DISE data of grade wise repetition and dropout rates in the State shows that in spite of a non-detention policy at primary level, repetition rates (both at primary and upper primary levels) in the State is the highest in the country. Reflecting this, the retention rate at primary in the State is one of the lowest (DISE Flash Statistics, NUEPA). At upper primary level, the State has the highest repetition rates in the country (15.5%), reflecting the impact of a “pass” and “fail” system. In a couple of upper primary schools the Mission visited, the School Report Card showed repetition rates as high as 30%. The internal efficiency indicators for SSK system, reconstructed using the data available from PBRSSM shows similar dismal picture.

4.5 The study undertaken by SCERT, West Bengal and E.CIL, New Delhi on the reasons of large decline in enrolments between classes I and II in West Bengal shows that the promotion rate from grade I to grade II in the State has been less than 65% in the past three years (2005, 06 and 07) and around 28-30% children take readmission in the school and continue grade I as repeaters while around 3% drop out.

4.6 **Recommendations**

- State may undertake a study of the implications of high repetition rate on the students' continuation in the system and whether repeating grades really help the student to improve their learning levels or competencies.
- There is a need to track the internal efficiency indicators of education of students who goes through the SSK /MSK route, especially whether the transition rate / repetition rate / dropout rate of those enrolled in SSK / MSK are different from that of regular schools. This is very important in the context of the decision to upgrade SSK/ MSKs into regular schools.
- The State may also need to reform their evaluation structure from a “pass” and “fail” system to one that map competency levels, so that the high repetition rates do not lead to repetition of grades, but mastering the competencies.

Goal 4. Education of Satisfactory Quality

5.1 The progress in providing education of satisfactory quality is assessed through indicators related to (a) curricular reforms; (b) teacher availability, and training; (c) availability of teaching learning materials; (d) teacher support and academic supervision; (d) classroom practices; (e) teacher attendance and accountability to community; (f) role of VEC /local bodies; and (g) student achievement levels.

5.2 **Curricular reforms:** W. Bengal has now taken certain initial steps in the direction of curricular and syllabus reforms. The visiting team was informed that new textbooks in Mathematics and English will be introduced in the coming session in Class I. These textbooks are more attractively brought out than the existing textbooks. These initial steps are to be appreciated, but systemic problems are likely to continue in the State. Curriculum related work, including the preparation and publication of textbooks, is the responsibility of the Boards of Education. The Primary Education Board looks after Classes I to V (although Class V comes under Secondary Education Board) while Classes VI to X are in the jurisdiction of the Secondary Education Board. The SCERT in the State does not carry curricular responsibilities. Integration of the different Social Sciences and the Natural Sciences at the upper primary stages has not happened in the State. The State has also not implemented the three language formula in its spirit. This is important for a State which has several linguistic groups and requires holistic curriculum for all children, including all those whose mother tongue is the official language of the State. Science textbooks are not produced by either of these two Boards as they are published by private publishers. A vast number of science textbooks, approved by the Board, are available in the market. The visiting team saw two of them and found the quality of the content as well as production quite poor. Why the Board does not produce science textbooks was discussed with the officials and they said that they would look into this.

5.3 The general picture of West Bengal suggests that while the different authorities are familiar with NCF, and although a comparative analysis of the State's syllabi and the NCERT's syllabi has been carried out, the State has yet to take concerted measures to improve its overall curriculum-design strategy.

5.4 **Teacher availability:** The PTR at primary in the State is 39.68 and at upper primary, it is 55.12. The State average for primary PTR camouflage the wide variations existing across districts, and within districts, across blocks and even at school level. 41% of primary schools and 68% of upper primary schools in the State have a PTR above 40. This is a serious concern. Nearly all the schools and classes the visiting team went to had an alarmingly high PTR. In some cases we saw classes consisting of more than 80 students.

5.5 The officials were aware of this problem and informed the Mission about the legal obstacles the State had to face in the last few years. Due to several pending court cases, recruitment of permanent teachers had not taken place during the last three years, resulting in large number of teacher vacancies and adverse PTR. The Principal Secretary, Department of Education informed the Mission that the Department has already initiated efforts to address the shortage of teachers, and is hopeful of completing the recruitment by March 2010. The recruitment of primary school teachers are at the district level, by the DPSC. To rationalize the teacher postings at primary schools, the SPO has initiated steps along with WBBPE.

5.6 Teacher training: Pre-service training capacity for both Primary and Upper Primary stages is limited (numbers of institutions to be given here), and the State is considering the option of distance education, along the lines of Bihar and the NE States. In-service training provision through BRCs (known in the State as CLRC) appears to be taking place through resource persons many of whom are retired teachers and even unemployed youth. The CLRC in W. Bengal is headed by a sub-inspector, a fact which creates some doubt about the acceptance of SSA's perspective on the academic role of BRCs. At the CRC level too, it is not evident that the State has evolved this structure for academic purposes.

5.7 Availability of teaching learning materials: The State provides free textbooks for students in Grade I-V, and free text books to upper primary students (grade VI – VIII) are provided using SSA funds. Around 88% of the eligible students received free textbooks in the academic year 2009-10, with 12% of the students not benefiting from this. The quality of text books and the process of textbook preparation needs to be viewed in the broader context of curricular reforms and the quality improvement framework the State has.

5.8 Availability of non-textual reading material through a school library seems to be very limited in the State. It seems that the State has not given adequate attention to providing educational technology equipments such as school laboratories, television, radio or computers. There were work books produced under SSA, but the State needs to look at the entire use of work books in a more holistic manner. First of all, the quality of paper, font size and attractiveness needs to be improved and the content seems to be inappropriate for the relevant age group. In the classrooms the Mission visited, these workbooks were found to be not used extensively, and a look at the work books of previous year shows that not more than five percent of the work book sheets were used in reality. It is not clear whether teachers were not finding it really complementary to the text books or lessons imparted from the text books. Under the NCF 2005, workbook content should be integrated within the text book content.

5.9 Teacher support and academic supervision: In-service training provision through BRCs (known in the State as CLRC) and academic support for teachers appear to be taking place through resource persons, many of whom are retired teachers and even unemployed youth. The CLRC in the State is headed by a sub-inspector, a fact which creates some doubt about the acceptance of SSA's perspective on the academic support role of BRCs. At the CRC level too, it is not evident that the State has evolved this structure for academic purposes. The State should focus on developing a credible BRC / CRC level structure, including infrastructure (for example, a teacher resource centre and a library at the BRC level) and defining the functions. It should also utilize the various Civil Society Groups and institutions of higher education in the State for providing orientation and training to BRC / CRC level staff.

5.10 Classroom practices: In most of the classrooms the team visited, the classroom arrangements has been more in rows and columns, and given the large class size, the students in the last row were almost 12-15 feet away, and could hardly hear the teacher, or see the blackboard. There is paucity of "hands on" experience in the classrooms, even though the schools we visited had ample land surrounding them, no attempt has been made to develop a school garden, or to use gardening as a learning resource. The teachers also did not seem to be clued into the current discussions around child-centered pedagogy.

5.11 Pupil Assessment Systems: The use of assessing children by evaluation and testing has resulted in sorting of children causing considerable repetition and failure, leading to drop out and general emphasis on rote learning in such testing.

5.12 Student learning levels: The NCERT Round 1 and Round 2 national level tests show reasonable progress in Grade III, while considerable decline in Grade VIII, and not much progress in Grade V. This also needs to be looked at in the context of State systematically “passing and failing” children, hence a sorting process. The State needs to do an indepth study of its own to examine children’s performance at Grade VIII.

5.13 Recommendations:

- The State should review the distribution of responsibilities among the different institutions handling curriculum and syllabus reforms, in order to improve coordination among these institutions. The review should focus on giving greater mandate to SCERT in keeping with the national trends and for this purpose, the SCERT should be strengthened, along with the institutions at the district level, including DIETs and the BRCs (CLRC).
- The Pratiche Report also emphasized the need for streamlining and simplifying the curricular demands, especially at the primary level. This can be done by a deeper study of the NCERT syllabus and NCF on the syllabus is based.
- We also recommend that the current practice of assigning science text books to private publishers should be reviewed.
- The State should take measures to expedite the recruitment of all required number of teachers before the academic session begin in March 2010.

6. Program Management

6.1 Financial Progress: The State has, so far, spent only Rs. 920 Crores till 30th November, 2009 (of the financial year 2009-10), whereas the outlays amount to 2164 crores. This is a serious concern, since only a few months are left in the financial year. The money spent by districts also varies. Among the various components, so far only 8% of total allocations on Learning Enhancement Programs (LEP) have been utilized. Similarly, the expenditures on TLE grants (less than 2%), NPEGEL (<20% of NPEGEL outlays), and even interventions for OOSC (11%) have been very low.

6.2 Monitoring and Evaluation: Currently, the information on enrolments, teachers, schools etc of regular primary / upper primary schools are available with SSA office, the information on the same about SSK /MSK is not available or analyzed by the SSA. The information about SSK/ MSK is maintained by PBSSM. This bifurcation of data collection and analysis hinders a holistic analysis of education sector progress. The Mission feels that the State should integrate data and analysis of information related to regular schools and SSKs /MSKs. The SCERT and DIETs seem to be undertaking good effort in research and analysis, in spite of very limited staff and capacity. The monitoring institutions like Viswabharti University seem to provide critical inputs through their MI reports, and it is heartening to see their involvement with the office on various aspects of planning and analysis. The State has also identified universities region wise to engage them in critical analysis and research, especially with the aim to promote better planning and monitoring.

6.3 Community Mobilization and Management: The community mobilization in the State is strong and well entrenched. The VECs, MTA and other community organization seems to take great interest in education. The State may put to use the resources available with the community to ensure better accountability and governance systems, and also for social audit. The community may also benefit from a training on what constitute to quality, and the country wide discussions around various components of quality.

Financial Management and Procurement: The State has two auditors for audit for the entire state. The auditors have been informed to cover all the all VEC spending more than Rs. 1 lakh. 253 CLRCs and 101 VECs have been covered in the statutory audit. The main factor impeding the timely completion of audit was lack of adequately trained personnel. No penal action was taken in case of delays. At the State level, out of 10 sanctioned strength, 3 are vacant. At the district level, the SPO reported that of the total sanctioned posts of 80, 65 are in place, but 15 are vacant. The SPO is in the process of filling these vacancies by March 2010.

6.4 Recommendations

- The State should take all efforts to expedite the process of utilizing the allocated funds, especially in LEP, interventions for OOSC, NPEGEL and other programs.

Conclusion

The Mission would like to appreciate the great efforts made by the State SSA, and some of the remarkable outcomes they have achieved. The Mission also understands the socio-political and developmental constraints in which the State SSA is operating in, and it is all the more appreciative of the State team for their commitment and perseverance with SSA goals. The observations, analysis and recommendations are made in this report with a view to facilitate the State to move in the direction of implementing the components of SSA program and achieving SSA goals.