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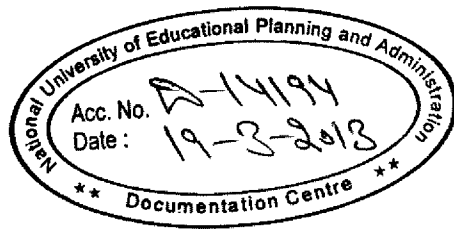
**SARVA SHIKSHA ABHIYAN**

**Fourteenth Joint Review Mission**

18<sup>th</sup> to 28<sup>th</sup> July 2011

**Aide Memoire**

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**NUEPA DC**



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# Acronyms

<b>ALIMCO</b>	Artificial Limb Manufacturing Corporation of India
<b>AWP&amp;B</b>	Annual Work Plan and Budget
<b>ATR</b>	Action Taken Report
<b>BRC</b>	Block Resource Centre
<b>CAL</b>	Computer Aided Learning
<b>CCE</b>	Comprehensive and Continuous Evaluation
<b>CTET</b>	Common Teacher Eligibility Test
<b>CTS</b>	Child Tracking Survey
<b>CRC</b>	Cluster Resource Centre
<b>CWSN</b>	Children with Special Needs
<b>DFID</b>	Department for International Development
<b>DIET</b>	District Institute of Education and Training
<b>DISE</b>	District Information System for Education
<b>DP</b>	Development Partner
<b>DoSEL</b>	Department of School Education & Literacy
<b>Ed.CIL</b>	Educational Consultants India Limited
<b>EGS</b>	Education Guarantee Scheme
<b>EMIS</b>	Educational Management and Information System
<b>EU</b>	European Union
<b>EVS</b>	Environmental Science
<b>FM&amp;P</b>	Financial Management and Procurement
<b>GER</b>	Gross Enrolment Ratio
<b>GoI</b>	Government of India
<b>GIS</b>	Geographic Information System
<b>GPS</b>	Global Positioning System
<b>IDA</b>	International Development Association
<b>IGNOU</b>	Indira Gandhi National Open University
<b>IMRB</b>	
<b>IPAI</b>	Institute of Public Auditors of India
<b>IRT</b>	Item Response Theory
<b>IT</b>	Information Technology
<b>JRM</b>	Joint Review Mission
<b>KGBV</b>	Kasturba Gandhi Balika Vidyalaya
<b>LEP</b>	Learning Enhancement Programme
<b>MCS</b>	Model Cluster School
<b>MHRD</b>	Ministry of Human Resource Development
<b>MI</b>	Monitoring Institutions
<b>MS</b>	Mahila Samakhya
<b>NCERT</b>	National Council of Educational Research & Training
<b>NCF</b>	National Curriculum Framework
<b>NCFTE</b>	National Curriculum Framework for Teacher Education
<b>NCTE</b>	National Council for Teacher Education
<b>NE</b>	North East
<b>NER</b>	Net Enrolment Ratio
<b>NGO</b>	Non- Governmental Organization
<b>NIAR</b>	National Institute of Administrative Research
<b>NIC</b>	National Informatics Centre
<b>NPE</b>	National Policy of Education
<b>NPEGEL</b>	National Program for Education of Girls' at Elementary Level
<b>NLAS</b>	National Learning Achievement Survey

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<b>NUEPA</b>	National University of Educational Planning & Administration
<b>OBC</b>	Other Backward Caste
<b>OOSC</b>	Out of School Children
<b>PAB</b>	Project Approval Board
<b>PMIS</b>	Project Management Information System
<b>PRI</b>	Panchayati Raj Institutions
<b>PTA</b>	Parent Teacher Association
<b>PTR</b>	Pupil Teacher Ratio
<b>QMT</b>	Quality Monitoring Tool
<b>RBC</b>	Residential Bridge Course
<b>RCI</b>	Rehabilitation Council of India
<b>REMS</b>	Research, Evaluation, Monitoring and Supervision
<b>RMSA</b>	Rashtriya Madhyamik Shiksha Abhiyan
<b>RMG</b>	Repair and Maintenance Grant
<b>RTE</b>	Right to Education
<b>SC</b>	Scheduled Caste
<b>SCERT</b>	State Council for Educational Research and Training
<b>SMC</b>	School Management Committee
<b>SES</b>	Selected Educational Statistics
<b>SFD</b>	Special Focus Districts
<b>SFG</b>	Special Focus Groups
<b>SIEMAT</b>	State Institute for Educational Management and Training
<b>SMC</b>	School Management Committee
<b>SPO</b>	State Project Office
<b>SSA</b>	Sarva Shiksha Abhiyan
<b>SSHE</b>	School Sanitation and Hygiene Education
<b>ST</b>	Scheduled Tribe
<b>TCF</b>	Technical Cooperation Fund
<b>TLE</b>	Teacher Learning Equipment
<b>TLM</b>	Teaching Learning Material
<b>TOR</b>	Terms of Reference
<b>TSC</b>	Total Sanitation Campaign
<b>TSG</b>	Technical Support Group
<b>UAM</b>	Universal Active Mathematics
<b>UC</b>	Utilization Certificate
<b>UEE</b>	Universal Elementary Education
<b>UPS</b>	Upper Primary School
<b>UT</b>	Union Territory
<b>VEC</b>	Village Education Committee
<b>VER</b>	Village Education Register
<b>WSDP</b>	Whole School Development Plan

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**INDIA**  
**SARVA SIKSHA ABHIYAN (SSA)**  
**14<sup>th</sup> JOINT REVIEW MISSION**  
**(July 18 - 28, 2011)**

**Aide Memoire**

## Introduction

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1.1 *Sarva Shiksha Abhiyan* (SSA) is a comprehensive and integrated flagship programme of the Government of India (GoI), implemented in partnership with state governments aimed at providing relevant and meaningful education to all children in the age group of 6-14 years age in the country in a mission mode. 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 This Mission is the Fourteenth JRM of SSA and was held from 18<sup>th</sup> to 28<sup>th</sup> July 2011. The Terms of Reference (ToR) for the Mission and details of the Mission composition are attached at Appendix 1. This is a desk review, held in New Delhi, with extensive discussions and presentations made by Ministry of Human Resource Development (MHRD), Technical Support Group (TSG), State SSAs and Non-Governmental Organizations (NGO) involved in supporting SSA programme implementation.

1.4 The Right of Children to Free and Compulsory Education (RTE) Act, 2009, which represents the consequential legislation envisaged under Article 21-A has come into force with effect from 1<sup>st</sup> April 2010. SSA has been designated as the vehicle to realize RTE provisions. Accordingly, SSA norms have been revised to harmonize with RTE provisions. This review in way reflects the progress in policies, interventions and outcomes after the first year of RTE.

1.5 The Mission would like to put on record its deep appreciation of the support received from the Department of School Education and Literacy (DoSEL), MHRD, the TSG, national institutions, the teams from different states and NGOs participated, made presentations and enriched the JRM discussions.

## *Mission Objectives*

1.6 The JRMs are conducted with an objective of reviewing the progress in the implementation of SSA (and RTE) with respect to SSA Goals, especially the interventions and its results in terms of agreed indicators, and to discuss follow-up action. The JRMs also reviews the actions taken upon the recommendations made by previous JRMs. The quantitative indicators that show the progress towards the SSA Goals is reported and summarized in the Results Framework (Appendix 3). This mission tried to assess the programme implementation in the light of the revised norms of SSA in the context of RTE provisions. While the major focus of discussions have been around quality related issues, this JRM also tried to address the persisting challenges in access and equity, as they might impinge on the progress of quality related interventions.

1.7 As in the previous JRM Aide Memoires, this report is also organized in seven sections. In section I, an overview is provided. In section 2, progress in results and programmes related to Goal 1 (Access) is taken up. Section 3 reviews the progress in Goal 2 (Bridging gender and social gaps) and section 4, Goal 3 (Retention and Attendance). Section 5 deliberates various activities related to Goal 4 (Quality). Section 6 reviews Programme Management and section 7, Financial Management and Procurement. In each of the section, the Mission appraises the progress and achievements, and challenges, and section wise broader recommendations. The progress achieved in terms of outcome and output indicators and activities are reviewed, and the recommendations are highlighted. Part II provides a detailed goal wise review of the achievements, concerns and recommendations.

## Overview and Key Issues

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1.8 The 14<sup>th</sup> JRM has noted the process of transition from SSA to RTE, both in the discourse of policy and in the steps taken over the period of review in nearly all the States. MHRD's attempt to provide guidance and leadership through the report of the SSA-RTE harmonization committee's report is appreciated. As this report emphasizes, attention has to be paid during this mature phase of SSA to the task of institutionalizing SSA structures by integrating them in the system in a manner that the system itself gets reformed. This is especially true of the structures developed under SSA for financial efficiency and transparency, supervision and academic guidance, and community participation.

1.9 Progress towards achieving the first goal of SSA has remained consistent, and it is specially notable in the context of the upper primary stage of elementary education. Access is being reconceptualized under RTE under the norm of 'neighbourhood'—a term the States are now in the process of defining according to their diverse geographical and social conditions. The use of GIS to capture local specificities in order to make realistic and responsive planning is a positive development, especially in the context of NE States. Realistic estimation of the number of out-of-school children is another important challenge of Goal 1. In this respect, JRM appreciates the survey carried out by Rajasthan. The findings of this survey need to be seen as a significant improvement of data quality and systemic integrity. Both these qualities deserve reflection and emulation by other States.

1.10 Goal 2 has enabled SSA to unleash and mobilize several fresh resources of systemic and social energy. The remarkable progress made in closing the gender gap in the primary school years has been maintained even as different States are applying diverse strategies to meet the challenges posed by this goal at the upper primary stage. Evidently, the school's preparedness to retain children through adolescence requires capacity building in infrastructure, curriculum planning, teacher training and



dialogue with the community. Some of these issues have been valiantly taken up in the KGBV scheme which has expanded remarkably rapidly across the country. It is now necessary to institutionalize this innovative scheme by placing its teachers on a par with others and by recognizing the implications of increased enrolment, the demand for quality and upward linkages. If the Rajasthan survey is to be seen as a general indicator, Goal 2 is likely to remain a challenge, and therefore, schemes like KGBV and NPGEL will remain relevant in the foreseeable future.

1.11 Equity-related concerns of SSA have brought about substantial improvement in the participation and classroom experience of children belonging to SC, ST and minority groups. The publicity campaign through national television mooted by MHRD shows it is fully aware of the need to combat discriminatory practices in the classroom and the school ethos. However, the achievement survey carried out by NCERT through an improved research methodology shows that under-achievement is common among children belonging to SC, ST and minority groups. Apparently, efforts to enable these children to reach their full potential require a deeper preparation in terms of curriculum planning (*and not merely in terms of textbook revision*) and teacher training.

1.12 Significant progress has been made under SSA for the identification of CWSN children. Increase in the total coverage of CWSN children and the appointment of resource teachers is also appreciated. Sensitization of SMCs in certain States requires attention, especially with a view to ensuring better monitoring of the quality of infrastructure meant to serve CWSN children. Integration of CWSN-related concerns, knowledge and skills in teacher training, especially in-service training, also needs urgent attention. Gender gap in the CWSN category needs to be addressed in several States.

1.13 Curricular reform is a major aspect of Goal 4, and it is evident that NCF 2005 has brought about significant cohesion in this sphere of policy. State after State is claiming that its curricular policies and initiatives are in accordance with NCF, yet the 14th JRM feels skeptical of the progress made in this context. The overarching agenda of NCF was to establish that textbooks are merely a tool, that learning during childhood involves a much larger initiative and range of skills in the teacher than the ability to cover the textbooks in the given time. This larger conceptualization of curriculum has been further clarified by RTE, specifically in its stipulation about CCE and the prohibition of corporal punishment.

1.14 Teacher education is another major dimension of Goal 4. The JRM records its appreciation of the efforts MHRD has made to assess the scale of the challenge involved in teacher recruitment, deployment, and training, both pre-service and in-service. The launch of an eligibility test is a welcome step in the direction of improvement in teacher quality, and so is the preparation of a new D.Ed. curriculum in accordance with NCFTE 2010. Recognition of specialized CWSN teachers on a par with other teachers, and the deployment of such teachers for optimum utilization is a positive development. However, these initial steps will require substantial follow-up work in supporting the efforts of different States, particularly those located in the Hindi belt and the North-East where the shortage of trained teachers is likely to be felt most acutely over the coming years when RTE implementation intensifies. Multiplicity of qualifications and salary grades, scarcity of qualified teacher educators, the implications of using distance education technology for teacher training, and the use of sub-district level structures for academic guidance and in-service education of teachers deserve to be studied as meticulously as the Chattopadhyaya Commission had studied the challenges of this sector in the early 1980s. It may be necessary to undertake a formal exercise to revisit this milestone report and to update it for the current phase.

1.15 The role of research and its modality continue to be an area of concern in SSA. Three types of research activities can be distinguished: specific studies commissioned under SSA; the work of designated monitoring institutions; and large-scale achievement surveys. In the context of the first type of studies, important data and debates have been generated in the context of enrolment, retention and equity-

related concerns. The need to triangulate the data gathered from such work with other sources has remained as strong as the need interpret the findings in order to establish their insights as a basis for policy and planning. These are also the concerns JRM wishes to emphasize in the context of the remaining two kinds of research activities. While we welcome the work of monitoring institutions, we would like to see more evidence of the use to which the insights gathered from such work have been put in different States. Given the importance of TSG's role in information gathering and mobilization, there is a need to strengthen TSG institutionally. As regards NCERT's achievement surveys, though a new, more contemporary methodology has now been accepted, there is a clear need for development of a coherent long term strategy detailing how NAS will be used to monitor system performance over time and inform remedial action for quality enhancement through strengthened 'feedback loops' which inform stakeholders of strengths and areas for improvement e.g. in teacher education, curriculum and assessment reforms. The power of national assessment data will increase with successive assessments, it is therefore essential that long term financing and human resource provision is included within this plan.

1.16 The JRM notes with satisfaction the launch of Whole School Development Plan. The discussions and planning currently underway to promote this idea will hopefully curb the widespread tendency to add extra rooms or other facilities in a sporadic manner. Considering the clear vision RTE has given for elementary school infrastructure, it will be useful to expeditiously implement the WSDP in a few select districts so that SMCs can visit and obtain an idea of the role that a well-conceived school building can play in children's education. The spirit of the 'whole school' model can now be applied to evolve new designs for the BRC/CRC infrastructure as these institutions play a crucial role in orienting teachers. The Mission welcomes MHRD's attempt to facilitate repair and maintenance of existing school buildings under the new framework for the implementation of SSA.

1.17 This JRM appreciates the increase it has noted in the capacity of States for improving efficiency and transparency in financial expenditure. This capacity will naturally require further enhancement, given the increase in the outlay and expenditure. States need to stagger the expenditure made on the planned interventions so that each aspect of SSA receives attention throughout the financial year. The Mission appreciates the progress made in making Internal audit an essential component of SSA implementation, but we feel that it should be used for improving governance, and not merely as a required routine.

## ***Key Recommendations***

(Provided Separately)

## Progress towards the achievement of Goals

2.1 The fiscal year 2010-11 has seen a number of developments that have tremendous impact on the way in which SSA has been implemented. Article 21-A and RTE Act is operative with effect from April 1, 2010. The Central RTE rules were notified on April 5, 2010 and the model RTE Rules were circulated to States. Subsequent to this, SSA framework, norms for planning interventions and Centre: States fund sharing pattern has been revised. So far, 20 States have notified RTE Rules. Several initiatives were taken at the State level to support the RTE Act at State level. The significant ones are: (a) 31 States have issued notifications prohibiting corporal punishment and mental harassment; (b) 25 States have issued notifications prohibiting screening for admission and capitation fees; (c) 31 States have issued notifications prohibiting expulsion and detention; (d) 30 States have issued notification banning Board examinations till completion of elementary education; (e) 27 States have notified academic authority under RTE Act; and (f) 17 States have constituted SCPCR/REPA.

2.2 Another significant step that has implications for SSA is taken by National Council for Teacher Education (NCTE) by notifying Teacher Qualifications under section 23 of the RTE Act. As per this, new teacher appointments need to be made on the basis of a Teacher Eligibility Test (TET) as per the NCTE guidelines. The first Common Teacher Eligibility Test (CTET) was conducted by CBSE on June 26, 2011, across 1178 centres across 84 cities in India and 2 abroad, wherein 2.94 lakh candidates were enrolled.

2.3 These bold policy initiatives are commendable and are expected to change the elementary education in the country in the coming years. To translate the intended goals into results on the field require appropriate interventions, for which adequate resources is to be provided and capacity is to be built. The Government's commitment of Rs.2.31 lakh crore for RTE-SSA over the next five years ensures resources. In order to build capacity, several programmes have been organized / supported by Technical Support Group (TSG) of MHRD. There have been workshops held at States level to build awareness on Rights perspective of the functionaries.

2.4 The Mission reviewed the progress against the four goals based on the 2009-10 DISE data. The Mission understands that the 2010-11 data is being compiled. The 2010-11 data is important as it uses the revised DISE format (2010-11 DISE data is already available for 27 states/UTs) that has taken into account the RTE provisions. The efforts made to improve accuracy in data collection are appreciated. The repeat independent survey to estimate of out of school children (OoSC) is scheduled for 2012 and the previous one was in 2009. As the 12<sup>th</sup> and 13<sup>th</sup> JRM Aide Memoires had reported progress based on the 2009-10 DISE data, this mission reviewed progress in various interventions.

## Goal 1: All Children in School

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2.5 The Mission appreciates the efforts that most States have made in achieving its access-related goals, reducing out of school children and increasing enrolments into schools. This is being achieved through the opening of new schools, construction of additional classrooms, hiring of new teachers, upgrading of EGS centers to schools, and primary schools to upper primary schools and through special interventions aimed at urban, SC/ ST/ Muslim/ girls and CWSN.

2.6 The TSG has organized a series of awareness workshops at the district level (in the states of Bihar, Chattisgarh, Jharkhand, UP, West Bengal) on RTE. Similar workshops are being planned for other states (AP, MP, Maharashtra and Rajasthan). At present, the States are relooking at the issue in a broader framework provided by RTE. The RTE moves away from viewing access as a set of stand-alone interventions dealing merely with physical availability of school and infrastructure. It encourages the States to look at access as children's participation in learning by addressing social, economical and linguistic barriers in addition to barriers arising out of physical distance, topography and infrastructure. States therefore need to encompass curriculum, including hidden curriculum, pedagogy and assessment in their understanding of access and ensure that this understanding percolates to the grassroots level to enrich the provision of planning, implementation and monitoring.

2.7 There has been considerable progress in enrolling out of school children (OoSC) to schools over the years. The estimates of OoSC from SRI-IMRB sample survey 2009 has been reported and discussed in the previous JRMs. There has been some issue in capturing all the OoSC through the Village Education Surveys / Village Education Registers (VER), resulting in a mismatch in the number of OoSC reported by IMRB survey and the VERs. In order to get a real estimate of the number and nature of OoSC, several states have initiated detailed child tracking mechanisms. States like Chattisgarh, Gujarat, MP and Orissa and Rajasthan have developed Online Child Tracking System (CTS) for tracking OoSC. The data compiled through CTS in some of these States have revealed that there are in fact more OoSC children than believed or estimated using VER. For example, Rajasthan's child tracking survey in 2010 revealed that 1.2 million children were still out of school (compared to IMRB estimation of 1million OoSC in 2009 and VER estimates of nearly 0.2 million). This brings home the fact that there might be many more OoSC in other states and the agenda of access is yet unfinished.

2.8 The District Information System for Education (DISE) 2009-10 data reveals that around 187 million children were attending elementary grades in the country, which is an increase from 168 million in 2005-06. *Age appropriate enrollments* in both primary and upper primary continue to reflect the improvements resulting from a reduction in OoSC. However, age appropriate enrolment of children remains a concern. While it is understandable that the persistent grossness in enrollment will continue at primary level it is a concern that a large proportion of the OoSC in the 6-11 years are "never enrolled". In contrast, in the 11-14 years age group, proportionately more OoSC are drop outs. This means children entering late are dropping out and therefore we need to tailor our strategies to address the issue.

2.9 There are also issues in the nature of enrolment statistics provided by DISE. For example, DISE reports a GER of less than 90% at primary level for States like Kerala and Goa, which traditionally are viewed as States with universal enrolments, whereas it reports more than 100% GER in all other States. This is also due to the estimation of GER without taking into account the relevant age group population in States and incomplete coverage of private (unrecognized) school enrolments. It was noted by the Mission that in more than 23 States, age at entry so far has been 5 years plus (less than 6 years). While RTE now specifies 6 years as the age at entry, different states have adopted different periods for moving towards that age for entry. *MHRD should attempt to develop a consensus among states for entry age being 6+*

years as it has serious educational implications. Therefore, the NUEPA analysis of GERs and NERs should be made more nuanced by factoring in these aspects. Hence the Mission urges NUEPA / TSG to consult with all States about the appropriate age group and number of children to estimate realistic GER and NER. With RTE mandating private schools to reserve 25% of its seats for children from weaker and disadvantaged sections, it is important that the data on private schools be analyzed using DISE data.

2.10 In order to improve physical access to schools, SSA since its inception, has sanctioned 198907 primary schools and 171749 upper primary sanctioned up to 2010-11. 91% of sanctioned primary schools and 88% of upper primary schools are operational, with major backlogs in Bihar, UP WB and Rajasthan. In the current year (2011-12), taking in to account the RTE needs, additional 3,994 primary schools and 1,670 upper primary schools have been sanctioned. It is noteworthy that 0.13 million EGS centers have been upgraded into regular schools. In the context of RTE norms, more than 70% of the government schools and more than 85% of private schools comply with at least 5 out of 9 physical facilities.

2.11 A number of strategies have been adopted by the states to ensure enrollment for hard to reach children. These include opening neighbourhood schools, relaxation of norms, hostel facility for primary and upper primary schools, increasing number of seats in tribal schools, transport and escort facility. Some states have carried out geo-spatial mapping of schools with the help of global positioning system (GPS) for determining habitations unserved by schools. These include Andhra Pradesh, Gujarat West Bengal and Manipur. The 12<sup>th</sup> mission's request for making available the data on the coverage and reach of special initiatives to improve access has not yet been met. Only 20 states have defined neighbourhood schools under state RTE rules. MHRD's stipulation that no new schools will be sanctioned to states till they also follow suit is appreciable.

2.12 As of now there are 3995 EGS centres, covering 91,619 children with Andhra Pradesh having the bulk 2688, and a few North Eastern states. The Mission would urge these states to upgrade these centers with urgency. Residential schools have been sanctioned for sparsely populated school-less habitations and for children without adult protection.

2.13 In the case of upper primary, the concern is about the 11 states following 7 year of elementary cycle. Now eight states have decided to move towards eight year elementary cycle. The concern here is not only about physical transfer of grade VIII from secondary to elementary, but ensuring curricular and subject balance in grades V and VIII.

### *Concerns*

2.14 The findings of CTS conducted in several States, including Rajasthan of which a presentation was made to the Mission, have turned the notion of last mile to be covered for OoSC on its head. It is a *considerable* last mile that the states have to cover before all children will be in school and learning. The timeframe mandated for establishment of neighborhood schools and provision of school infrastructure is less than 18 months away. The states have the daunting task of estimating the *actual* number of OOSC and the opening of new schools following neighbourhood norms.

2.15 To percolate the holistic concept of "access" as visualised by RTE, a number of workshops and meetings have been conducted. There is a need to deepen the understanding of RTE from the grassroots to the state level. It is a challenge for states to devise targeted strategies to bring back to school children belonging to excluded groups like migrants, urban poor, Muslims, SC and ST, in particular. Other related issues that need attention include development of special materials for these children and recruitment and training of teachers to address the issues of learning.

2.16 There are appreciable efforts being made by some states to provide academic support to OoSC and drop out children after admitting them to schools. In some states teaching-learning activities are conducted at Special Training centres. The students are placed in their age appropriate classes after a minimum period of 3 months and maximum of 2 years depending on their age and readiness. The teachers and schools should be prepared to organize these special trainings wherever the number of such OoSC happens to be small. Teachers and schools should also be prepared to welcome and integrate children who enter after receiving such training outside the school. This has implication for in-service teacher training. All the states have mapped out of school children but the migration pattern with its implication on number of children (including their language specific needs) will be required for them to be referred to special training centers. The states also need to quantify children who although in school are not learning and make provision for them.

2.17 Though it is appreciable that states have started providing special training for newly enrolled children, there is a need to have clear direction and strategy. The states need a framework within which to work out their strategy for running STC. The experiences from NGOs and other institutions need to be adapted such as *Katha* for urban schools, and CARE for rural schools.

### *Recommendations*

2.18 The JRM recommends that the MHRD should assign the task of developing a Concept Note on Special Training that will outline the vision, approach and most effective strategies to address the learning needs of OoSC and dropouts from school in the age group of 6-14 years. The Concept Note should be informed by an analysis of various approaches that have demonstrated results. (for example, the 11 month bridge course used by CARE India for their *Udaan* project and the adapted versions in the KGBVs in four states, the one developed by NCERT and other effective bridge/accelerated learning courses in the country). The graded curriculum (with clear learning objectives for each study unit) needs to be designed thoughtfully keeping in mind the varying age groups (and their existing knowledge) as well as the short period of time available to cover the multi-grade level skills and concepts. The Concept Note could provide pointers to alternative models. It would help if the Concept Note is made available to the states before their strategies are crystallized.

2.19 All states to carry out CTS as done by Rajasthan and other states adapting the methodology (electoral units) and with special emphasis on urban areas. This will provide near actual numbers of OOSC that need to be in school including those that have dropped out.

## Goal 2: Bridging gender and Social Gaps

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### ***Bridging the gender gap***

3.1 The concerted efforts in promoting girls education have certainly enabled improved participation of girls in elementary education. As reported in previous JRMs, the DISE data indicates a steady progress towards gender parity. The impact of multiple and diverse strategies implemented by the states is evident in the steady increase in enrolment rates. Similarly, there is a steady decline in the drop- out rate. The statistics do indicate progress, and that is to be appreciated.

3.2 The mandate of implementing RTE has shown several states taking up the issue of OoSC with rigour. The recent CTS in Rajasthan indicate that the proportion of girls among never enrolled is significantly larger. This questions the hypothesis with which many states have been working in recent years that the gender is no more a challenge when it comes to access and participation.

### ***Kasturba Gandhi Balika Vidyalayas (KGBVs)***

3.3 As previous Missions, it is acknowledged that the implementation of KGBV and NPEGEL have contributed significantly in increasing participation of girls in elementary education. Considered a flagship programme, presently 3013 KGBVs are covering about 2.8 lakh girls in the country (30% are SC, 25% are ST, 26% OBC, 10% Muslim and 8% BPL). It is evident from the success of the KGBV that significant efforts at different levels, particularly at state level have gone in making them operative. With the initial basics of infrastructure and systems in place, it is an opportune time to review and evolve the scheme towards becoming a quality residential schooling program for marginalized girls. The need is to enhance efficiency and quality and address some of the emerging challenges. The issues are highlighted below:

3.4 *Reconciliation and Harmonization of the Three Models:* There are 2150 KGBVs in the model I, 128 in model II, and 735 in model III. It is understood that a number of KGBVs in Model II are now expanding their enrolments from 50 to 100, thereby becoming eligible to evolve into Model I. There is a need to guide this process as it has implications on infrastructure, management and norm entitlement. Government permission and financial allocation, infrastructure development and teacher recruitment need to precede the additional enrolment.

3.5 *Infrastructure Related:* The current infrastructure available in KGBVs needs to be studied for emerging requirements and repair. One of the issues pointed out was the requirement of residential space for teachers in the KGBV. It is understood that as of now there is no provision for a separate room /space for the residential teachers pressurizing them to share the limited space available for students. It is recommended that the issue be looked into and the basic requirements of residential teacher be identified and planned for on a priority basis. So also there is a need to track maintenance and hygiene requirements at different KGBVs.

3.6 *Teacher Related:* The teachers in KGBV have been pivotal in its success. These teachers assume significant responsibilities of teaching, caring and mentoring the girls as well as undertaking duties related to KGBVs management and administration. There is an urgent need to integrate KGBV teachers into the regular state cadre with similar salary scales and added incentives for working in residential schools. Karnataka has already implemented this and other states could learn from this experience., It is also observed that KGBV teachers feel a sense of isolation from their peers as they are not as closely linked to the Cluster Resource Centre (CRC) and Block Resource Centre (BRC) set up. For professional growth it is essential that they be closely linked to their peers in the system.



3.7 *Learning and Pedagogy*: It has been observed that large number of girls enrolling in KGBV does not have the requisite competencies of entering grade 6<sup>th</sup>. It is essential, particularly in light of RTE that a well conceptualized program designed to achieve 'age and grade' appropriate learning be integral to KGBV. It needs to be reiterated at this point that NPE envisaged education to be transformative in its purpose building self confidence girls and addressing the inequalities in society. Inclusion of men and boys was seen as integral to these efforts. Both RTE and SSA are committed to this perspective, if KGBV has to truly emerge as an initiative that addresses the issue of gender then it will have to integrate into its curriculum learning experiences that develop amongst girls the capacity to reflect on self and society, build diverse skills and competencies and redefine their identity. The need also is to address and inform some of the social barriers entrenched in the community on issue of gender.

3.8 Towards this, experiences of SSA Uttar Pradesh (UP), Gujarat, Orissa and Bihar with CARE and *Mahila Samakhya* (MS)'s experience in Andhra Pradesh (AP), Bihar and UP be considered as comprehensive models that successfully intertwine the issue of quality education and gender. CARE brings in a holistic approach that comprises of - a well conceptualized accelerated learning component that has the potential of sound approach to facilitating age and grade appropriate learning, of a transformative social learning curriculum, of quality learning experiences that are based on overt and hidden learning curriculum that is integrated into the residential learning situation. *Mahila Samakhya* in AP too has successfully interwoven issue of gender and learning in their curriculum and targeted activities like life skill curriculum, sports, vocational inputs.

3.9 *Community Engagement and Systemic Support*: It is essential that the community be engaged in the sensitive issue of girl's education and empowerment. The community needs to be part of the transformation process where they are assuming dual role one of supporting the girls and the education system and two of transforming themselves by addressing some of the entrenched attitudes and social norms. Towards this the *Mahila Samakhya* approach of involving Women Groups /*Sanghas* at different levels - school, cluster, block and district ensures that the community and system are linked in a meaningful partnership for girls' education addressing issues in a comprehensive way.

3.10 On the other hand SSA UP's initiative to develop a dedicated State Resource Centre (SRC), with stakeholders, for supporting academic needs of the KGBV and of institutionalizing the practice of multi-stakeholder review missions that periodically identify the strengths and challenges in the state KGBVs are examples of systemic initiative to support, monitor and evolve the KGBV's in the state.

### ***Recommendations:***

3.11 The states need to review the emerging infrastructure and maintenance needs in the KGBVs and provision for these. The states also need to review the teacher cadre of KGBV taking steps towards placing its teachers at par with regular teachers in the state; given the residential nature of the job it will be necessary to provide appropriate incentives to these teachers. The KGBV teachers should be qualified and trained to become teachers for residential schools. It is recommended that this issue be followed up with states with an obligation for necessary action or a process.

3.12 The learning from the comprehensive approach of CARE and *Mahila smakhya* could be used as exemplars. To widen the scope of the KGBVs so that they address both the issue of girls' participation as well as underlying gender related issues that affect the status of women. Activities around widening the scope could include, commissioning of a research study to understand the current practices in the area of quality and equity, and developing the state plans with well articulated milestones and indicators. This could be a collaborative exercise between MHRD and states with MHRD taking the lead.

3.13 Given the success of the programme, MHRD could consider expanding KGBV Models 1 and 2. It also recommended that more KGBVs could be opened in blocks where there are already KGBV schools, but the number of out-of-school girls is more.

3.14 The issue of poor participation on Muslim girls in KGBV needs to be understood. A study commissioned in this area would be helpful in understanding the problem. This should be followed by a concept note or a strategy paper to enable higher participation of Muslim girls in the KGBV.

### ***National Programme for Education of Girls in Elementary Education (NPEGEL)***

3.15 There are 40,623 Model Cluster Schools (MCS) operational under the NPEGEL. The state reports show that a number of activities are carried out in MCS across the states. It is observed from the reports that these activities range from providing training on select vocational skills, developing and implementing a life skill curriculum, giving awards to exemplary schools and students, providing ECCE facilities, organizing exposure visits, annual convention of girls, or health camps, providing karate and yoga training. In many cases *Meena Manch* and its activities have been integral to activities undertaken by the MCS under the NPEGEL scheme. It is evident and appreciable that most of these activities are designed to provide diverse learning opportunities to girls.

3.16 The Mission observes that although well conceptualized and well implemented it may be an opportune time to reflect on whether these activities aggregate to defining the school as Model Cluster School or address the gender issue. It is understood that the mandate of MCS was to demonstrate a model of gender responsive schools where interventions for quality and equity came together. In light of RTE and NCF mandates, it would be logical to see MCS emerge as models of RTE compliant schools, especially from the perspective of gender and equity.

#### ***Recommendation:***

3.17 It is recommended that the current activities of MCS be reviewed for impact on education, empowerment and community transformation indicators. Based on the study, lessons from good practices, RTE guidelines and other information from the field of education and gender studies a strategy for NPEGEL Model Schools are collaboratively worked out. The strategy needs to highlight the interface of quality and equity, possibly with indicators.

### ***Social Gaps: Scheduled Caste, Scheduled Tribe, Muslim Minority***

3.18 Significant progress has been reported in including the SC, ST and Muslim children in the fold of schooling during the last few years or so. Although various data sources present varying incidences of change, the change is positive in most cases. For instance, a comparison of the numbers of the OoSC as brought out by IMRB survey in 2005 and 2009 showed that though the share of SC, ST and Muslim children remained higher in the total number of OoSC as compared to their proportionate share in total population, the proportion of OoSC registered a decline in all these groups. Out of total estimated 6-14 year old children in respective groups, the share of OoSC declined from 8.2% in 2005 to 5.96% in 2009 among the SCs and from 9.54% to 5.6% among the STs. The decline was less steep for Muslim children; 7.67% of children remained out of school in 2009 as against 9.97% of the total estimated age group population in 2005. Nevertheless, the fact that they continue to occupy relatively greater proportions among the OoSCs poses a serious challenge.

3.19 The disproportionate representation of these social groups does not stop at non-enrolment and drop out. They are also over-represented among those who attend schools irregularly and usually have lower learning levels than others. National Learning Achievement Survey (NLAS) for class V students undertaken by NCERT in 2010 following a more sophisticated method using Item Response Theory (IRT) revealed that SC and ST continue to perform poorly in all subjects: language, mathematics and EVS. Even when the overall gender disparities are slowly decreasing, the educational status of SC, ST and Muslim girls as compared to their other counterparts continue to remain precarious. They also constitute majority of those migrating families who are forced to migrate due to livelihood demands with usually a negative impact on the children's education.

3.20 SSA has tried to address these through various interventions. Some of them are general such as opening schools, providing basic infrastructure and teachers, and in-kind transfers (textbooks, midday meal, uniform, etc.) and some are more specific and targeted such as having various kinds of innovative schooling strategies with an objective of mainstreaming them into formal schools, provisions for special opportunities for learning (e.g., bridge courses, seasonal hostels and other such centres) and exposure such as science *mela*, visits, etc. and training of teachers on such issues. In varying degree these appear to have played a role in enhancing the participation of SC, ST or Muslim children though it is difficult to ascertain the extent of impact. *Also, all these interventions need to be reviewed and if necessary re-conceptualised in the context of the RTE norms and intentions.*

3.21 In case of SCs, Bihar has initiated a special strategy known as *Utthan* for the most marginalised (*Mahadalits*) where a community member, mostly from within the community, is especially prepared for providing escort, counseling, parental support and extra academic support to children in order to sustain their interest, attendance and learning, and therefore ensure their retention in schools. The intervention has shown encouraging results. However, it is young and needs further nurturing and support in order to demonstrate sustained change. *The state needs to evolve this strategy further to make the school itself a more equal and responsive institution by training teachers through appropriate means including reflective and introspective methods. This would facilitate the gradual phasing out of external volunteers. The MHRD also needs to appreciate that such interventions require longer time frame to be able to bring in any sustainable gain and support the exercise of transforming schools into more responsive institutions.*

3.22 In the context of tribals, language has been a special concern and a number of states have reported undertaking work on materials that would facilitate teaching through tribal languages or multi lingual teaching in early years. The impact of such interventions is not clear and it would probably require some more time to see the results. However, it is important to point out that language is both an identity and a leaning issue. While it is important to look for technical solutions that would facilitate teaching and learning, it is also crucial for teachers and other education functionaries to develop a perspective that allows a positive and respectful attitude towards all non-mainstream languages and knowledge. In this case, the issue goes beyond tribals alone; SCs and Muslims also often face discrimination in this respect. This requires a shift in training approaches, which would be discussed in detail in the next section on quality. *The study on discrimination (or social inclusion) needs to be expedited with a definite time frame to be able to provide specific and meaningful insights on these issues and inform strategies.*

3.23 The major SSA intervention for Muslim children in most states has been in the form of support to *madrasas*. The support comes in the form of strengthening of teacher training, resources for various activities such as exposure visits, sports, science camps, etc. While this is a welcome step and it is believed that these interventions would have led to improvement in quality and participation. A large number of Muslim children attend regular formal schools and in many cases face discrimination in various forms, as indicated by many small studies from various parts of the country. The states need to take cognizance of the fact while developing their approach for an inclusive school. The teachers in

particular and the education system in general need to develop mechanisms to ensure that schools remain secular institutions with a deep respect for diversity and other such Constitutional values.

### ***Recommendations***

3.24 States need to review their strategies towards SC, ST and Muslims in order to move away from piecemeal to a comprehensive approach. A comprehensive approach here mainly refers to addressing all issues simultaneously: community related issues (constraints faced in attendance, parental perceptions, community perceptions about diversity and quality), and teacher and school related issues (Inclusive schooling processes, respectful behaviour, reflection of their language and knowledge in materials and processes, etc.). Towards this, the MHRD and TSG could initiate a study that analyses cases of good approaches using the NCF as the basis and provides conceptual as well as practical frameworks for such planning, implementation and monitoring and reporting within six months from now.

3.25 Irregular attendance needs to be viewed as a very different and far more complex challenge than access and enrolment. Community mobilisation efforts need to undergo a qualitative shift taking RTE norms into consideration whereby communities are also empowered on issues related to discrimination, rights, corporal punishment, and abuse to impact their notions. In this context, the SMC training needs to be very different from the usual practice for VEC training seen in the past and the SDP need to be conceptualized comprehensively. The MHRD and TSG could develop a model SMC and SDP training guidelines to facilitate the process within next six months.

3.26 Teacher training approaches need to undergo a change whereby equity issues are viewed as essential elements for improving quality. The framework and elements of the newly developed D. Ed. Course for the NCTE (being discussed in the quality section) should be used to inform other pre-service and in-service courses as well.

### ***Children with Special Needs (CWSN)***

3.27 Keeping with the spirit of RTE, SSA has made significant progress in identification of Children with Special Needs (CWSN), appointment of resource teachers, special training's for school preparedness of CWSN, home based education, and mainstreaming of CWSN into regular schools. The coverage of CWSN has increased from 91.39% in 2009-10 to 95.33% for identified CWSN in 2010-11 through home based education, special training or enrolments in schools. Of this, 87.4% has been enrolled in schools. It is noteworthy that 18029 Resource Teachers (as compared to 10014 in 2009-10) and 25463 volunteers/care-givers appointed mainly for severe – profound CWSN in 2010-11.

3.28 The most significant achievement, following the recommendations of the 13<sup>th</sup> JRM is the 80% increase in the appointment of Resource Teachers and Special Education teachers/volunteers throughout the country. SSA has worked in close collaboration with Rehabilitation Council of India (RCI) to relax the qualification norms for resource teachers, which facilitated appointment of a large number of resource teachers. A remarkable initiative has been that NCTE norms now allow professionals with D.Ed and B.Ed in Special Education to be appointed as regular teachers after they undergo a 6 month course in elementary education recognized by NCTE. To enhance the capacity of resource teachers, a module for multi-category training has been developed in consultation with civil society organizations and experts. Efforts have been made to strengthen BRCs so that RCI recognized programmes could be transacted through the BRC. In 2010-11, 251 BRC have been sanctioned for RCI approval, specifically in those districts where there are no RCI recognized programmes.

3.29 Well equipped and barrier free Resource rooms at block level are another good initiative. A notable feature of this programme has been an increased and sustainable school-community linkage by actively involving parents and the community in the educational process of their CWSN. A number of states are running school preparedness “special trainings” in various residential and non-residential forms. An agreement has been signed at the National level between the SSA and Artificial Limb Manufacturing Corporation of India (ALIMCO), a public sector undertaking under the Ministry of Social Justice and Empowerment (MoSJ&E), which would bear 60 % of the cost of assistive devices with the remaining 40 % being borne by the state SSA Societies. Several states like Haryana, HP and UP have also collaborated with NGOs like Red Cross and District Disability Rehabilitation Centers.

3.30 However, there are also some areas of concern. Despite repeated recommendations by previous JRMs, sensitization of SMC’s has not uniformly taken place across all states. Limited efforts have been made towards involvement of communities and parents of CWSN in preparation of inclusive school development plans. There appears to be no clear strategy for involvement and sensitization of SMC’s and community members on the inclusive education agenda.

3.31 Poor quality of ramps in many places has been reported both by MHRD and the Monitoring Institutes. Mapping of the provisions of barrier free facilities with the number of CWSN per school is not being carried out in a planned systematic manner. Lack of integration of CWSN issues into other interventions like curriculum development, teacher training, CCE, school library materials, is also a concern. Gender gaps in favour of boys amongst CWSN persist in enrolment, provision of home based education and special trainings across all the states

### ***Recommendations***

3.32 Although guidelines have been developed at national level for parent/ SMC sensitization on CWSN issues, States would need to evolve a more comprehensive strategy and a plan of action to involve SMCs and parents more effectively on issues related to CWSN. Greater involvement of SMCs in monitoring of civil works, specifically pertaining to construction of ramps and other barrier- free facilities in schools should be ensured.

3.33 Monitoring of inclusive teaching and classroom processes needs to be developed in partnership with civil society organizations at the National and State levels.

3.34 Development of a road map for integration of CWSN issues in all in-service training for teachers, students’ assessment, textbooks, TLMs and other reading and learning enhancement interventions as well as in SMC training should be made essential.

3.35 Monitoring on a regular basis of special trainings/ bridge courses being conducted both by the States and through NGO’s should be carried out. This should include an assessment of the quality of: teaching/ interaction; learning materials; CWSN participation, and progress for age appropriate enrollment and mainstreaming into regular school.

3.36 Gender gaps in school enrollment of CWSN need to be addressed through focused strategies aimed at inclusion of girls receiving special training, and being mainstreamed into regular schools. It is recommended that KGBVs should encourage and promote enrollment of CWSN girls. Regular monitoring should be undertaken to ensure inclusion of CWSN girls in KGBVs.

## ***Urban deprived and other marginalised children***

3.37 The SRI/IMRB survey for 2009 shows a reduction in the proportion of OoSC among the total estimated population of 6-13 years in urban areas from 4.34 % in 2005 to 3.18% in 2009. The 2009 survey also indicates that the proportion of OoSC living in slums is slightly higher at 3.74%. Based on successful experiences of some NGOs working in urban areas, SSA in some states have adopted interventions that have proved effective in urban contexts. This includes such as making provisions for drop in centres, hostels, organising specific activities such as special camps and escorts, and so on.

3.38 While this is appreciable, the Mission will like to draw the attention towards some special character of urban areas that draw a large number of migrants from various parts of the country due to livelihood opportunities. This poses a serious challenge in terms of language. RTE ensure the use of mother tongue as a medium of instruction to the extent possible. *While it may be difficult to ensure the use of mother tongue in such multilingual situations, it would be important to take note of this fact and orient teachers to deal such situations sensitively and competently.*

3.39 The presence of work opportunities for children, both boys and girls, in urban areas poses a serious challenge, especially in the RTE context. Parents facing economic hardships are easily attracted to these and community engagement exercises need to address this issue seriously. Also important is the fact that certain factors play a more important role in urban areas as compared to rural areas, i.e., the presence of toilets in the school is important in urban areas, especially those coming from slums. *The states have developed metro city plans separately and it is indeed a welcome step. There is now a need to ensure that these plans are implemented well taking specific needs of respective metros into consideration.* Delhi with a high proportion of slum population needs to take this on an urgent basis.

3.40 Children in areas of prolonged conflict and strife, children with HIV & AIDS and several other such groups form the most marginalised group of children. Except a few isolated interventions, strategies that comprehensively address the issue of these groups are not noticeable. Globally literature on some of these groups show, well conceptualized and responsive strategies that go beyond education interventions are needed to enable children from these groups participate and gain from schooling. Whereas there could be a range of access and learning related strategies that are available to the state teams, there may be a need to understand other interventions and incorporate these into the plan. Some of these interventions could be related to psycho-social care, counselling, de-addiction therapy, health support, supplementary nutrition. Issues of child health, protection and psychological well being need to be integral to the intervention. It is utmost essential that with these special groups the lens of intervention be that of understanding and supporting the child in a holistic manner.

### ***Recommendations:***

3.41 SMC training and SDP development process in urban areas should be different from rural areas, as the issues surrounding them are very distinct. The MHRD and TSG could consider developing separate model guidelines for this purpose.

3.42 The States need to identify some of the most marginalized groups in the state and undertake a study to understand their situation in a comprehensive manner. In particular there is a need to understand the situation of children who have experienced or are growing up experiencing prolonged violence closely. The impact of this on child's emotions and personality is traumatic, deep and lasting, this needs to be understood. This understanding should be followed by a development of a context specific plan that responds to the need of the child in a holistic manner. Such children need schooling that includes counselling and other forms of support going beyond regular educational processes. States and Districts facing conflict situations need to keep this in mind while developing their plans. The plan should map

other departments and stakeholders whose help may be needed while working with these special groups. Example: Health department, Department of Social and Family welfare, Police, Psychologists, De-addiction groups, Child Protection groups. It is advised that MHRD mobilizes institutions (like NIMHANS) and professionals who could support states in this effort.

3.43 The practice of using SSA innovation funds for most of the interventions related to SC, ST, Muslims, urban deprived and other marginalised groups is a little puzzling. There should be separate allocations for such purposes and the innovation funds be allowed to be used for real innovations.

## Goal 3: All Children Retained in education system

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4.1 While SSA aims to provide eight years of quality education to all children in the age group of 6-14 years and there has been tremendous improvement in retaining children in school, dropout remains a huge concern. Drop outs constitute a large chunk of children out of school in the older age group (11-14 years), and at upper primary level. DISE statistics shows marginal improvements in overall annual dropout rates from 10.6% in 2004-05 to 9% in 2009-10. However, there is a concern over the fluctuating rates of annual dropout rates. Cohort dropout rate shows that 24% of students who enter grade I drop out before completing grade V in 2008-09 (SES). Estimated retention rate at primary in 2009-10 is only 74%. At upper primary level, retention rate is still worse. In states that follow a 7 year elementary cycle, retention upto grade VII is more than 72% while in states where the elementary cycle is of 8 years, the retention till grade VIII is low (47%). It has to be noted that the majority districts in this category are from UP, Bihar and other educationally backward states.

4.2 Transition rates from primary to upper primary is also concern in UP and Bihar compared to other states. This shows that some of the historically educationally disadvantaged states have, in spite of progress, still need to get their act together to retain children in school and ensuring their completion of 8 years of elementary cycle. However, this does not mean that the issue is solved in other states. The issue will be much more severe if one looks at the way different states have been defining 'dropout'. For example, in Rajasthan, no child is considered as dropped out unless the child is absent from school continuously for more than 45 days whereas in Kerala, children who are absent for two weeks consecutively is considered as dropout. One has to keep in mind that if around 9% of those who enrolled dropout annually, the total number of OoSC cannot be as low as often estimated by states.

4.3 Related to the issue of dropout and retention is the issue of student attendance / absenteeism. As cautioned in a previous JRM, there are two types of student absenteeism – chronic and sporadic. While sporadic absenteeism does not affect student retention, chronic absenteeism has its impact on retention and potential dropout. Studies commissioned by MHRD shows that on an average only 68% of students attend school regularly at primary level and 75.5% at the upper primary level. There is a huge loss of student time (32%) in school and hence on learning. While average attendance in schools is more than 90% in Kerala and HP, it is well below 80% at the primary level in Hindi heartland. The studies also reveal that SC, ST and Muslim children and girls are at disadvantage. The key reasons cited could be broadly classified into school related factors (dysfunctional schools, irrelevant teaching learning etc) and those related to socio-economic barriers (such as migration, ill health, discrimination within schools and classrooms and social distance.

4.4 MHRD has identified 126 districts (using DISE data) as districts with low retention rate at primary (less than 60%) and notified them as Special Focus Districts (SFD). However, it is not clear what specific actions will be taken by MHRD or states to improve retention rates in these states. One of the

issues in planning for retention and transition is the concrete logical chain which links inputs to processes and outputs and finally outcomes.

### ***Recommendation***

4.5 The Mission recommends that MHRD should create a consensus among states on the definition of 'dropout'.

## **Goal 4: Education of Satisfactory Quality**

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5.1 Quality is at the centre of SSA discourse now as it encompasses not only quality outcomes, but also quality of inputs and processes. In the past few years, MHRD's efforts to envision quality in a much more comprehensive manner has facilitated States to articulate quality in several different, yet interlinked aspects: (a) Learning processes and learning outcomes, Continuous Learning Assessment Systems; (b) Comprehensive Quality Vision and Framework which harmonizes curriculum, textbooks, TLMs, teacher training and assessment systems; (c) Minimum Enabling Conditions; (d) Curriculum and textbook renewal, and integration of TLMs and LEP with core learning activities; (e) Enhancing Teacher Effectiveness (In-service, Training of Untrained Teachers, Pre-Service); (f) Academic Support and Monitoring Systems; and (g) Community and Civil Society Partnerships.

### ***Comprehensive Quality Vision and Framework harmonizing curriculum, textbooks, TLMs, teacher training and assessment systems***

5.2 It is heartening to see that every state has presented a "State vision of Quality" in the overall program implementation reports. MHRD reported that in continuation of four regional workshops held in 2009-10 aimed at bringing key decision makers on board for deeper understanding by developing a shared vision on core and enabling components of quality in 2010-11, four more regional workshops were held to (i) undertake situation analysis for quality elementary education for each state; (ii) develop a menu of approaches for change with respect to critical outcomes needed for desired change; (iii) develop quality plan for each state; (iv) develop convergence strategies among SSA and other critical bodies responsible for elementary education, and (v) develop implementation strategies of the quality plan. The Mission appreciates that this is indeed a step in the right direction.

5.3 Minimum enabling conditions to facilitate the implementation of such plans refer to both physical infrastructure and human resources required at school levels facilitating teaching learning processes. While physical infrastructure is being discussed elsewhere (whole school approach), this section later discusses the issue of teacher availability.

### ***Recommendation***

5.4 The mission recommends that the MHRD undertakes a review of (a) state vision documents to see whether these really harmonize curriculum, textbooks, TLMs, teacher training and assessment systems, and whether they are consistent with NCF recommendations; (b) the situation analysis to see whether States have been able to review the education quality in a comprehensive way and (c) the implementation strategies to see whether those are contextualized and realistic, and aimed at achieving the results. At the level of states, the State Implementation Societies may review whether these strategies



and implementation strategies have addressed the equity issues within quality and whether the district and sub-district functionaries are trained adequately to assimilate and implement it.

### ***Curriculum and textbook renewal, and integration of TLMs and LEP with core learning activities***

5.5 14 States have revised their elementary curriculum based on NCF 2005, and 9 States are in the process of revising curriculum. However, there is no information available on the quality of this revision exercise. West Bengal and Punjab are the two States that have not initiated the process of curriculum reforms. West Bengal reported (Overall Program Implementation Report of the State) that they have requested NCERT to undertake an evaluation of the present curriculum, syllabus and textbooks at primary level. The report is silent about curriculum reforms at upper primary level. Punjab has reported that Punjab School Education Board is carrying out the curricular reforms. *The Mission would urge the states of Punjab and West Bengal to initiate the process of curriculum renewal at elementary level immediately. NCERT is also urged to provide all the necessary support. The Mission also feels that it is important to involve SCERTs in this process.* The two States should aim to finalize their new curriculum based on NCF 2005 latest by July 2012.

5.6 Of the 14 States that have revised curriculum, only 8 States have revised textbooks. The 6 states are in the process of revising textbooks should do it at the earliest. The Mission has some concerns about some states that use textbooks of either NCERT or of neighboring states. The purpose of NCF is to make education more contextual and experiential. Unless state-specific elements are not incorporated into the textbooks, these goals could be compromised to some extent. The Mission would like to suggest these states (such as Jharkhand, Assam, Arunachal Pradesh, etc) review the NCERT text books and adapt those by including state specific elements.

5.7 The Mission has noted the tendency to view the implementation of NCF 2005 in terms of textbook revision. Two points to be noted in this respect. One is that NCF demands re-conceptualization of the traditional idea of a text book; hence, a mere 'revision' of existing books is hardly sufficient. New textbooks should give evidence of an approach which permits and encourages children to use their experiences and activities to engage with concepts. The second point is that learning must go beyond the textbook, which means that teachers must use their imagination and skill to use resources other than textbooks. The ideas covered in NCF for curricular reforms are spelt out in the 21 National Focus Group papers published by NCERT as support documents. So far, there is no evidence whether the States have procured these documents and whether they have taken any steps to familiarise their institutions and experts with these documents. It's important that the 21 National Focus Group papers are seen as an integral part of the NCF as they elaborate the notions and provide examples realizing the principles of the NCF. These position papers also provide pointers for implementing a number of RTE provisions.

### ***Recommendation***

5.8 The 12<sup>th</sup> JRM had recommended that either NCERT reconstitute its Curriculum Group or MHRD finds an alternative mechanism which focuses on capacity building of and technical assistance to states for revision of curricula, syllabi and textbooks in alignment with NCF 2005. Considering that NCERT has not reconstituted any such group, the MHRD may form a group that includes experts in the area, especially from among those who have been part of either NCF or this exercise in states that have made significant progress in curricular areas including reputed departments of education in universities. The need for such a group is even more relevant now as there should be some mechanism to review not only

for preparing but also for reviewing the new curricula, syllabi and textbooks to ensure that they have incorporated the NCF 2005 in its true spirit.

### ***Learning Enhancement Programs (LEP) and Classroom Practices***

5.9 Over the years, ideas like remedial teaching, rapid reading programmes, parallel systems of LEP have emerged in SSA discourse. We are of the view that this is a minimalist approach that undermines the approaches promoted by RTE and NCF. There is a need to have a comprehensive review with the goal of establishing a more holistic view of learning that is inclusive enough to enable every child to reach his/her full potential. The Mission takes note of the fact that some of the evaluations shared with the Mission indicate that such approaches do not have the desired impact on learning outcomes (NCERT evaluation of Adhar program in HP).

5.10 The quality of any education system is only as good as the learning outcomes of children studying in it. The core indicator of quality education is that children in every grade are able to acquire the grade level competencies and skills before they move up to the next grade. The onus is on the system and more so on teachers to ensure this for the children they teach. Given the complexity underlying the situation (of addressing the learning needs of children with different ability levels) the strategies should be designed and implemented bearing in mind sensitivities of social stigma associated with grouping of children. Achieving learning objectives should be the primary focus of the teacher and all classroom activities should be designed and implemented to achieve the specific learning objective. Grouping of children with different ability levels in the classroom maybe considered to encourage peer learning. The CCE feedback to teachers on student performance should be used to address individual and group needs (included in their action plans). Display of grade and subject wise learning objectives in the school premises will benefit students, community, teachers and academic support persons for smoother monitoring of learning progress.

5.11 Over the last few years, SSA has effectively promoted new pedagogic methods for the teaching of reading in early grades. NCF's emphasis on reading as a foundational cognitive skill and the reflection of 'reading for meaning' approach in the new textbooks of NCERT has helped in challenging entrenched mechanistic pedagogies of reading. SSA has also successfully mobilised resources for the creation and maintenance of school libraries. Book procurement procedures have shown radical improvement (as demonstrated by the Haryana experience shared with the JRM). In this context, NCERT provided significant leadership with SSA funds for early reading programmes and libraries. To give autonomy and visibility to this neglected curricular area, NCERT had given the status of a full-fledged department to its SSA-funded early reading and school libraries project. For unknown reasons, this departmental status was withdrawn last year; leading to serious hampering of the academic leadership this unit was providing to the States in teacher training, book selection and advocacy. As the presentation of a major NGO, namely, Room to Read, during the present JRM's meeting amply demonstrated and clearly pleaded, *there is an urgent need for academic planning and leadership in this sensitive area. The JRM recommends that the MHRD should formally ask NCERT to restore the full status of a department to its Early Literacy and Libraries programme in order to enable it to function as a national resource centre.*

## ***Continuous and Comprehensive Evaluation (CCE)***

5.12 A large number of the states have initiated a transformed approach in their classroom-based student assessment system by introducing the CCE. While this is a progressive change there are a few concerns that should be addressed before the implementation (with partial adoption of the real principles of CCE) takes on a regimented nature. The Mission has noted that most of the states have replaced the earlier half-yearly and annual exams with more number of formative and summative tests. The term 'continuous' has been interpreted as constant testing and the term 'comprehensive' has been interpreted as multiplicity of tools. This negates the actual purpose of CCE. There has not been much evidence from states except some pilot projects in a couple of states sharing about how the student feedback from the various evaluation methods has generated action plans for teachers to address weak skill and concept areas. Continuous evaluation is not meant to over test the children but for the teacher to get regular feedback in order to continuously improve her/his instruction. Some states have developed a variety of tools to measure performance, but are using them more as activities with limited understanding of how evaluation is an integral part of the activities and the variety of tools are means to assess the holistic (comprehensive) development of the child.

5.13 *Source books on assessment already published for primary grades (and under progress at the upper primary level) by NCERT have been disseminated. The states should now ensure that these are further disseminated and used to develop and implement their CCE strategy.*

### ***Recommendations***

5.14 The Mission recommends a deeper review of the CCE strategies in its early implementation to ensure that the approach is true to the objectives of CCE. The Mission also recommends that states should share evidence of the use of student feedback by teachers in developing their action plans to address the areas where performance is below expected standards. This sharing in the public domain will inculcate the culture of teachers owning the responsibility for improving student performance. This requires a significant skill enhancement of teachers.

5.15 Here are some suggestions to initiate the CCE approach as well as to review and refine the approach being already initiated in other states:

5.15.1 Exposure visits (for SCERTs, DIETs, teacher educators and academic support personnel, and teachers) to NGOs and states implementing high quality CCE (like Rajasthan) for perspective building and observing the use of the underlying principles of the CCE Framework

5.15.2 Manuals for teachers to support design of formative and summative evaluations and formats for teacher action plans to improve/modify classroom instruction based on student CCE feedback.

5.15.3 Regular support to teachers and supervision of CCE implementation in the classroom by BRCs, CRCs. Feedback from the Teacher Action Plans and summative (end of term) assessments should be used for developing refresher training plans by DIETs and SCERTs.

### ***Teacher Recruitment, Availability, Education and Effectiveness***

5.16 Given the fact that quality depends crucially on teachers, the Mission appreciates the decision and steps taken by MHRD to moot a national eligibility test for teacher recruitment and to create a framework of teacher qualifications. RTE has established the unitary nature of elementary education, and it is a positive development that several states which were earlier following a 7-year cycle are now moving towards an 8-year cycle. This process should be speeded up and expert guidance through appropriate

institutions should be made available to these states in transition to facilitate the process. The establishment of an 8-year cycle also implies the development of a teacher-qualification framework which does not perpetuate the entrenched hiatus between the status of primary and upper primary-level teachers. This is a complex issue, considering that the upper primary stage requires subject-specific teachers. However, this requirement does not necessarily imply a division based on status and salary between the two stages. If the division persists, it would only perpetuate the tendency among primary teachers to aspire for the salary and status associated with the post-primary stages.

5.17 Over the last two decades, several states have appointed contractual/para teachers. This tendency is now abating, but the problem of mainstreaming such teachers persists. In UP, Classes I and II are assigned to such teachers as a matter of policy. This is unfortunate because children of Classes I and II require the best possible academic and emotional support. In Madhya Pradesh, there are no para-teachers as such, as they have all been absorbed in a new cadre that the state has created. This cadre is soon going to replace the old cadre of teachers which the state had declared to be a 'dying cadre' several years ago. Through this trajectory of policy evolution, MP has, in effect, significantly lowered the financial status of its teachers, compared to the neighbouring states of UP and Rajasthan. Bihar is now moving in the direction of MP. The JRM feels deeply concerned about the developments in these two states as the quality dimension of SSA/RTE depends on the teacher's job remaining attractive to the talented young men and women. The Mission is aware that under RTE provisions, it is the state's prerogative to determine the salary of a teacher. Therefore, the Mission would urge states *to evolve a salary scale at par with best practices in the country to attract the best talent to this profession. The Mission recommends that the MHRD should refer to the Chhattopadhyaya Commission and prepare a guideline for recruitment of teachers at elementary level in a manner that it encourages highly qualified men and women to become teachers at this level.*

5.18 Teacher redeployment from surplus to underserved schools should be a priority task for state governments. All states should develop digital databases and GIS to map schools and available teachers in order to redeploy teachers. The Karnataka model that has been in use now more than a decade could provide a model that can be adapted to suit the state specific needs.

5.19 The pressing need to recruit more than 14 lakh teachers (to fill 5 lakh new posts and 9 lakh vacant posts) over the next two years and train the existing untrained teachers calls for high quality innovative, accelerated yet easy to deliver pre-service teacher education solutions. The JRM appreciates the development of new D. Ed. curriculum for teacher education which provides a comprehensive framework taking note of the NCF and focusing on a comprehensive perspective building in addition to the development of skills. It also views equity as an in-built aspect of quality.

5.20 The JRM has noted that distance education is a necessary mode for overcoming the shortage of pre-service training capacity in states with huge backlog of untrained teachers and a large number of vacancies to fulfill RTE norms. *The applicability of distance education for pre-service training needs careful review.* If there is no alternative in certain states, any distance education model for teacher training should include substantial face-to-face learning. *It would be important to select the medium for different components of the course between face-to-face and other modes. Face to face opportunities are necessary for perspective building. The elements of the newly developed D. Ed. Curriculum for NCTE should inform all such courses.*

5.21 *In order to augment the pre service teacher education courses and their delivery, DIETs need to be strengthened and colleges and universities mobilised to cooperate with SSA.* Such a collaborative effort (i.e. involving higher education and school education) will be in accordance with the recommendations Kothari Commission had given more than 50 years ago. In states like UP, teacher training courses like B.Ed. exist within liberal undergraduate colleges in nearly all districts. But even in

the case of ordinary colleges, science laboratories and other facilities can be utilised to supplement the training programmes undertaken through distance means.

### **Recommendations**

5.22 The Mission recommends that UP review the policy of placing low-paid, low qualified teachers in classes I and II.

5.23 The Mission recommends that the states using distance mode for pre-service teacher training must consider a combination of face to face and distance approaches, and must use the new D.Ed. curriculum to inform their course. States should engage with higher education institutes like local undergraduate colleges and universities for their facilities and resources, and NGOs, to supplement the efforts of SCERTs and DIETs to increase the outreach for training. The Mission recommends that the school education bureau in the MHRD should evolve a collaborative strategy with the higher education bureau in this respect.

5.24 The limited impact of in-service teacher training in the past is also partially explained by lack of focus on perspective building aspects in the training designs, especially in the context of promoting equity as an essential element of quality. It is recommended that MHRD prepares a guide based on review some of the training courses and modules from universities and NGOs known for their comprehensive and integral approach to quality and equity (B.EL. Ed course of Delhi University, D.ED course developed for NCTE, CARE India's approaches, Digantar, Bodh, etc) to provide conceptual and practical frameworks for development of such training programmes to states.

5.25 The mission recommends that SSA maintain forward linkages with RMSA. The quality of teachers for elementary level depends on the quality of secondary education, as the minimum qualification for primary teachers is higher secondary (12<sup>th</sup> class pass). It is, therefore, critical to strengthen the continuum between SSA and RMSA. Enhanced focus on improving completion rates at the secondary level will further improve the outcomes of SSA as it will result in multiplying the number of employable secondary graduates to fill the elementary level teachers.

### **Academic Support and Monitoring Systems**

5.26 BRCs/URCs and CRCs had been envisaged to provide academic support to schools on a continuous basis through teacher training, monthly meetings for academic consultations and networking. At present, there are 6637 BRCs and 70863 CRCs "functional", though the effectiveness and impact of these organizations vary.

5.27 The study conducted by TISS and NCERT in 2010 to look at the effectiveness of these academic support institutions corroborated the findings of several other studies and anecdotal evidences on the sub-optimal nature of their functionality and impact. In order to address these issues, MHRD appointed a Committee to prepare a set of operational guidelines that may support the States to strengthen the resource centres. The Committee prepared a draft report after studying existing practices in different States, and review of materials pertaining to academic support institutions, administrative and governance structures of various States, and aide memoires of the previous JRMs and reports of NGOs working in the field. The draft report presented to the Mission is based on a comprehensive analysis and covers various concerns raised by previous JRMs. The draft report has provided various options to address this issue of overlaps, work-load, competencies, and synergies with other levels. The main message is that rather than trying to do everything, if the CRCs could focus on one aspect and work well, that could act as trigger to reform the whole system. *The Mission would like to suggest MHRD and State governments to take*

*appropriate note of this BRC / CRC committee draft report. This report should be discussed at state level for its efficacy of the approaches outlined. In this context, it would be important for states to make the choices based on a sound analysis of their own strengths and needs, and not go for the easiest option.*

5.28 Recently, SSA has made provisions for six resource persons for subject training and two resources persons for Special education at each BRC. Provisions are also made for MIS and Accounts personnel at BRC and this provides BRC faculty with greater time for providing academic support.

5.29 This initiative would help in the institutionalization of BRC and CRC structure. This has been recommended by the Bordia Committee. Great care has to be taken to ensure that these BRC/CRC coordinators selected should be of great caliber taking the respective roles into account. However, caution has to be exercised when these positions are filled by teachers so that these positions are treated as visiting jobs in order to ensure that schools do not suffer due to moving away of good teachers.

### ***National Achievement Survey results***

5.30 The Mission was presented with the methodology and findings of the NAS for Grade 5 conducted by NCERT in 2010-11. International student assessment experts have built the capacity to design and analyse tools using the Item Response Theory (IRT) for use in large scale learning assessments. It is an appreciable move and a major achievement for the NCERT to be using international standard practices to conduct and analyse the National Achievement Surveys. The use of NAS to diagnose system performance and inform remedial action in areas such as teacher education, curriculum reform and assessment design should not be underestimated. The power of NAS data grows with successive assessments which highlights changes in student learning performance over time. Thereby indicating the success or otherwise of interventions to enhance learning performance. The value of such information is however not in its collection but in its proper *analysis and use*. NCERT's proposals to work along with the states to analyse the state reports should be welcomed.. However, it is important to note that the earlier Classical Test Theory and now IRT are only methods and processes for carrying out researches and should not be taken as ends in themselves. Greater efforts to improve the dissemination and use of NAS including publishing of results on the internet are required if the full utility of this information is to be secured. The mission has made a few observations on the draft report presented.

### ***Recommendations***

5.31 The mission recommends that the present report be reviewed and revised before its dissemination to states by an expert committee with expertise in education as well as statistical analyses, especially in the context of IRT, and representatives from states.

5.32 The mission also recommends the development of a strategic plan for NAS at both national and state levels as well as its long term resourcing. In addition, the formation of a NAS website is recommended, which regularly reports on NAS progress and on which successive findings of NAS rounds are summarized as key findings.

# Programme Management

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## ***Data and Monitoring Information System***

6.1 At the program level, the monitoring and supervision mechanism of SSA is quite comprehensive. The salient features of monitoring and supervision mechanism include: (a) regular, periodic reviews of the program at various levels; (b) detailed data collection and analysis; and (c) involvement of monitoring institutions to provide independent review of the program implementation.

6.2 The regular reviews include quarterly monitoring with program coordinators, six monthly meeting with education secretaries and SPDs, periodic State visits by MHRD and TSG and appraisal of AWP&B. Data related monitoring involves school based EMIS, project monitoring information system, child tracking surveys etc.

6.3 District Information System for Education (DISE), as commended in all previous JRMs, is a comprehensive computerized EMIS along with the web enabled school report cards for 1.3 million schools. One of the strengths of the system is its in house solution exchange with 900 MIS coordinators at State, district and block level. *However, how this 5% sample check is done and how it is informing the corrections has never been clarified to the Mission. It is recommended that a clarification statement and evidence be presented to the 15<sup>th</sup> JRM.* DISE data for 2010-11 is available for only 27 States at this time. It is a matter of concern that a State like UP, in spite of its UP BEP and DPEP experiences, have not really managed to set up a proper and systematic collection of DISE data. This has resulted in abnormal trends in enrolments. *The Mission would urge NUEPA and TSG take necessary steps to ensure that the DISE data from all States are collected in time and the yearly updating of monitoring indicators are done regularly.*

6.4 The village /ward education surveys/ censuses used to collect information on every child in the village, which used to be compiled in the Village Education Register (VER) earlier. However, that system seems to be on the decline. Or there seems to be a problem in updating the data. This is especially true when information about drop outs is not updated and the new eligible child data is not considered. This has resulted in underestimation of children out of school, and thus planning for these children. The independent out of school children survey carried out by IMRB in 2009 had also raised questions about the way in which OoSC data being collected, since IMRB estimates were way above that provided by village surveys. Fortunately, many states have woken up to this issue and have started Child Tracking Survey (CTS). The Mission appreciates these states who have come up with the more accurate, honest figures of OoSC children these states have come up with. Now the challenge is how states are analyzing the data and how they are going to build strategies of enrolling them. Many states seem to lack capacity to analyze the data in a meaningful way. *The Mission would like to suggest TSG to devise a framework for analyzing the entire data and train States in the methodology.*

6.5 One of the major initiatives started as a pilot by Ministry is the “Adhaar enabled” child wise data base. The tool developed by MHRD/TSG for this is very comprehensive. For the first time in India, this tool will facilitate linking some household data with school level indicators for all children. Since the tool also plans to collect data on the grade in which the child was in previous year, it will also give a figure about how many first standard children ever had a pre-school experience. The Mission congratulates MHRD/ TSG for this bold initiative. *The Mission would suggest that MHRD / TSG again develop a framework for analyzing the data with the help of an expert group.* The Mission feels that the Adhaar

enabled DISE tools is in convergence with the information collected for VER, and hence triangulation at various levels are now possible and should be tried, at least at the pilot stage.

6.6 The Monitoring Institutions provide useful insights periodically about what exactly was seen in the field. This information is used for not only monitoring and subsequent planning and implementation, but also for AWP&B appraisals. 6.10 QMT is apparently not being used by most states for monitoring quality. One of the major reasons for the failure of QMTs is its size, the descriptive nature of data collection and thus deriving any meaningful insights. The data collection tool should touch upon issues which are really relevant for qualitative processes rather than on every aspect of schools. *The Mission is of the view that states should be encouraged to develop their own simple techniques of monitoring quality (including sample achievement survey) with support of experts drawn from universities/ NGOs.*

### **Recommendations**

6.7 The Mission recommends NUEPA / TSG facilitate states that are still compiling the DISE 2010-11 data to expedite the process so that national updates of results framework indicators are available in the next three months. This will be necessary to enable the data collection for 2011-12 in September.

6.8 The Mission recommends that TSG develop a framework and methodology for analyzing the data collected through (i) CTS by different states and, (ii) “adhaar enabled” DISE pilot project. The Mission would like to also suggest that TSG may devise a framework for training of state MIS functionaries in this methodology.

6.9 This JRM also would like to recommend that the MHRD /TSG to carry out a national level thematic analysis of the data collected by MIs to see how things have progressed over the years in different States / districts. The Mission also suggests that MHRD /TSG carry out a similar analysis of various research studies carried out by states / DIETs etc in order to understand the trends and implications better. A compilation of abstracts does not help in developing such an understanding.

6.10 The Mission recommends that MHRD/TSG facilitate states to develop their own “quality monitoring tool” using simple techniques of monitoring quality (including sample achievement survey). For this, support from experts drawn from universities/ NGOs may be sought. To start with, this may be taken up in states that are willing to initiate such a process.

### **Research and Evaluation**

6.11 The 12<sup>th</sup> JRM had recommended on the compilation of abstracts of studies carried out by States, using DIETs, SCERTs and other independent research agencies that the *“rich source of information be made publicly available, by requiring States to make studies available on their websites, categorized by type of study. Moreover, universities, research institutions and researchers could be invited to conduct meta-analysis of these studies with a view to both consolidate the findings as well as analyze overall research methodology and analytical rigor”*. This Mission would like to reiterate this.

6.12 The draft reports of the four evaluation studies of quality programs carried out by NCERT and the corresponding SCERTs under the TC funds was shared with the Mission. The NCERT Learning Assessment in Grade V Study using IRT was also shared with the Mission. The Mission recognizes the critical role of research and evaluation and acknowledges the importance of the TC Fund in building capacity. The Mission also acknowledges that the NCERT has started the process of strengthening SCERTs in some states in programme evaluations.



## ***Recommendation***

6.13 The Mission recommends further attention to:

6.13.1 Knowledge management which entails ensuring important findings are presented in an easily accessible manner, disseminated widely (including the website) and that a searchable database is created for the storage and retrieval of documents.

6.13.2 That clear protocols are developed which inform the peer review of impact evaluations- ensuring engagement with stakeholders while protecting the independence of the evaluation.

## ***Institutional Development and Capacity Building***

6.14 The SPOs and DPOs play an important role in efficient implementation of SSA interventions and in ensuring progress in SSA goals. While the experience of the staff in SPOs and DPOs contribute to the enhanced programme implementation, their huge turnover is a concern. *This JRM would like to urge all States to ensure that the SPDs tenure is at least 3-4 years to ensure continuity in programme planning and implementation.* Similarly, any staff vacancies – whether with respect to financial management or in specific experts required to guide the programme, should be immediately filled.

6.15 The institutions at state level – SCERTs, SIEMATs and at district level – DIETs – are expected to provide the necessary academic support to the programme. However, often the staff vacancies and their capacities is an issue. The Mission recognizes that this is a major constraint for SSA.

6.16 SSA programme is supported at national level by a group of high caliber professionals in the Technical Support Group (TSG). Given the importance of TSG's role in information gathering and mobilization as well as in implementation and monitoring support, there is a need to strengthen TSG institutionally. The strength of TSG needs to be enhanced to address the magnitude of work. Also, professional development of TSG needs to be taken up on a priority basis.

## ***Convergence with Other Departments***

6.17 As always recognized, elementary education is influenced by interventions in other departments and SSA interventions also have profound impact on the programmes designed by other departments / ministries. Elementary education's backward linkages to pre-school education or early childhood development and education as imparted by the ICDS programme of Ministry of Women and Child Development (MWCD) is very crucial when one considers school readiness of children who get enrolled in grade I, or even many underage children attend schools instead of pre-schools. SSA will have impact on the number of elementary graduates who would seek admission to secondary education and hence *Rashtriya Madhyamik Shiksha Abhiyan (RMSA)*. Convergence with Total Sanitation Campaign and Drinking Water programmes has been promoted under SSA to ensure better provision of infrastructure in schools. School management and oversight of civil works, teacher and student attendance etc is much more feasible at village level, and SMC- Panchayati Raj Institution (PRI) linkages need to be promoted. Considering these linkages of the programme to several other programmes, MHRD may map out a strategy to converge and compliment with other programme and periodically inform the concerned departments about SSA needs. Convergence of date is required for more coordinated planning and monitoring of implemented. In this context, in order to create a seamless education database which will capture important data such as transition rates essential for RMSA and the potential expansion of RtE to junior secondary level, it is recommended that NUEPA moves towards integration of DISE and SEMIS data.

## Computer Aided Learning

6.18 Computer Aided Learning (CAL) was initiated in SSA as an innovation for facilitating learning at upper primary levels. Accordingly, every district was given annually an amount not exceeding Rs.50 Lakhs to implement CAL. Several states implemented this programme by outsourcing the work to some outside agency, with little involvement of teachers in the development of software nor teachers being trained to use them for teaching learning purpose. Unfortunately, there has been so far no evidence of its functioning, efficacy or impact on learning of children. A study carried out by Gurusurthy Kasinathan, which was presented to the Mission compared the ICT @ school education programmes in Kerala and Karnataka and demonstrated the advantage of developing comprehensive and systematic in-house capacities anchored around the role of school teachers (the Kerala ICT/ CAL model) over the “outsourcing” model where private vendors were paid to run the programme. *One of the take away lessons from the study is that any education programme needs to be embedded in the regular classroom teaching learning programme and needs to involve teachers rather than creating a parallel sector.*

## School Infrastructure

6.19 **Progress of School Infrastructure:** As regards SSA related civil works, it is appreciated that States have geared up for RTE compliance and supplementary budgets have been passed. MHRD estimates the classroom requirement of 5,13,500 as on 1/4/2011 to exist due to RTE compliance and an appropriately large sized school infrastructure plan has been approved this year. Some broad statistics regarding RTE compliance are as follows:

Percentage of Classrooms sanctioned out of those required under RTE – 74%
Percentage of Classrooms built out of those required under RTE – 56%
Boys toilets (incl. Common toilets as built previously) present in 85% of schools
Girls toilets present in 59% schools
Ramps present in 47% schools
Drinking Water Facility present in 93% schools
Playgrounds present in 51% schools
Boundary Walls present in 51% schools
Kitchen Shed Present in 43% schools
<i>(Source: MHRD, as per latest available DISE data presented to the JRM, Classroom Data is updated by TSG as on 1<sup>st</sup> April 2011)</i>

6.20 States like Andhra, Arunachal, Rajasthan, Gujrat, UP & Kerala are doing well, but states like Bihar, Meghalaya, J& K & West Bengal & Manipur need to catch up. Building a large no. of schools has brought down the Average national SCR to 32 which is laudable. But Facilities like Girl’s toilets, Ramps, Playgrounds are still to be provided to half the no. of schools and need quickening of pace.

6.21 **Quality Indicators in School Design and Environment:** School Designs must work for both attracting and retaining the child through their form, shapes, colors, green areas and its overall physical environment. As queried by the 10<sup>th</sup> JRM, the question is on how the present pool of designs in different regions and climates are responding to the educational needs of that area? In light of this, the Whole School Development Plan (WSDP) is a laudable initiative in looking at schools infrastructure holistically. The SSA framework for implementation also rightly directs usage of some DPEP district pilot projects and publications as useful design resources.

6.22 Implementing WSDP all over the country is going to be a challenge and must include adequate levels of information sharing and training. *Training workshops for the designated facilitators at all levels must include the methodology of working with the SMC to create effective and inclusive School Development Plans (SDP's).* In creating SDP based school visions, appropriate facilitators are required to help the community realize a clear physical vision of their ideas. *To facilitate this, adequate number of architects and engineers must be available as in-house or an empanelled people in each state with at least one architect being available in the district office to help facilitate individual school exercises and for sketching clear physical outcomes. The mission also recommends the exemplar SDP's to be quickly executed and showcased in all districts of the country so that SMC's can visit and use these as a local ready reference. This SDP creation exercise should have flexibility to target the complete school environment and avoid becoming just a compilation of standard elements.*

6.23 Besides Schools, the designs of larger facilities like the new and augmented KGBV's needs a relook. These larger buildings are important for the entire SSA mission and must be designed creatively to facilitate fully rounded thinking. Presentations to the JRM exemplified maintenance issues and space cramming as common issues in the KGBV's. *Therefore, the mission recommends creating a fresh vision for a residential school exemplifies an environment which is comprehensively child friendly and is maintained as such. It must also include good teacher's accommodation to attract and retain teachers to KGBV and a full day accessible library. In regular schools, besides emphasis on the classrooms, Activity rooms, libraries and resource rooms for CWSN also need detailed design interventions like those presented to the JRM from Maharashtra and by NGO partners. Broad physical descriptions (with flexibility) for elements like Libraries need to be developed so that their implementation in schools can be unambiguous.*

#### **Land issues & Compliance with RTE**

6.24 One of the severe challenges facing SSA and RTE compliances for school physical infrastructure is the limited availability of land. A no. of states including Bihar and Jharkhand are facing a land crunch. This concern also exists with many urban schools. In certain cases, the state has had to purchase land to ensure access for certain areas. Similarly, many schools i.e. up to half the total numbers are lacking playgrounds. *Here, the mission recommends looking actively for additional land from the community, at sharing of playgrounds of surrounding schools, or campuses of higher educational institutions, or surrounding but secure open lands / parks wherever feasible.*

6.25 *In light of land constraints, possibilities of vertical expansion are now essential and this can be made mandatory for school architectural design and structural design.* Normally, older building foundations which have provision for additional floors are not trusted by future builders due to lack of documentation etc. *Making it mandatory might provide the requisite degree of assurance to convey the aspect of already strengthened foundations to future engineers who build above previously built construction. This data of strengthened foundations for additional floors can also be added to Asset Registers / DISE Data forms*

6.26 **Supervision Structure:** Construction Supervision and Support forms an essential component for effective civil works delivery. States like Gujrat, Rajasthan and Orissa have adequate engineering supervision structures while others like Haryana are in the process of developing one. Lack of such a structure due to either non sanctioned posts or those lying vacant is a common problem. For example, in Bihar. Arunachal, Nagaland, Meghalaya, Punjab, Kerala and others face absence of field level support due to absence of Block Level Engineers. In Kerala and Uttarakhand, work is handled through state engineering departments leading to SSA work being put on low priority. In certain places contract engineers have been hired to fill the gaps but do not have adequate powers to ensure timely completion and quality. In West Bengal, the engineers are leaving the SSA program in preference for NREGA and

other programs, where they might get a permanent posting. Another example is situations in M.P., West Bengal, Jharkhand and others where approx. 1/3<sup>rd</sup> of the Block Engineering posts are lying vacant and this no. is higher in certain other states.

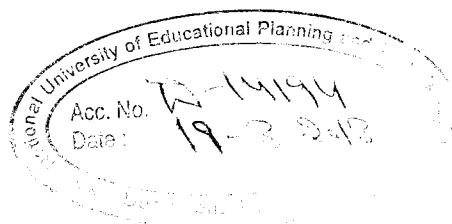
6.27 *There is a requirement of fill these gaps at the earliest at all levels and also to sanction more posts, especially in states where basic school construction completion is far from over and also to make up on RTE compliances. Adequate no. of architects and engineers must be available at the district level for WSDP implementation. Regular recruitment for permanent posts is important to create and retain an institutional memory in the system. Secondly, the states should have a plan for redeployment of engineers according to changing workloads.*

6.28 **Building Materials and technologies:** Various Climatic and geological contexts demand a certain type of construction. This might be based on locally available materials, rainfall or snowfall pattern, climatic comfort parameters et al. Building related codes like the Energy Conservation Building Code are also asking for compliance from buildings with relation to various climatic contexts. These must be appreciated on a wider scale. Despite Local materials being available, in many places the construction has been standardized into the ubiquitous Brick-RCC structure despite not offering the best quality in terms of materials and skill availability. *There is a body of alternative materials promoted by various building related organizations which have been tried out for pilot projects, but their usage needs to be up-scaled to make them viable. Since the SMC's are now going to be the vehicles of construction, it is important to empower them with methods, materials and practices that they are familiar with. Utilizing these methods in the WSDP exemplar projects might provide fresh energy to this approach.*

6.29 **GIS and Data Collection with respect to Infrastructure:** Various states are collecting information based on Infrastructure including drawing layout plans, environmental assessment of schools & developing Asset Registers. Alternatively DISE Data pertaining to infrastructure is being collected and Certain GIS databases are being used to help analyze access requirements to school, as presented in West Bengal's and Manipur's presentation. Certain constraints like over-simplification of measuring aerial paths rather than measuring actual ground walking distances remain. But vast potential exists in this data creation as an aid to effective decision making. *This includes putting all infrastructure data fields on the GIS Map which would enable creating region specific strategies for provisions of school infrastructure. Although currently "offline", but fairly detailed work has been conducted by the Infrastrucutre Survey of Maharashtra in this area. Decisions which can be taken for civil works could include aspects like making choices for foundation types, for Groundwater recharge possibilities, design for High Rainfall areas and many others as more and more data layers are put in into the system.*

6.30 **Repairs, Maintenance & Services:** In the new Framework for Implementation of SSA, Repair estimates can be prepared for 60% of the classroom /school cost and upto 150 crores every year for the entire SSA program. This will help provide flexibility for possible large-scale repairs that might crop up. But for a total "Demolition + Replacement" possibility, the concern was its misuse, which has been handled by the need for getting an accredited engineer to certify whether the building is unfit for occupation.

6.31 The National Evaluation of Civil works again showcases that though toilets are available in most schools, water facility is lacking in a major number. *This must be addressed through innovative technologies like Force lift pumps and usage of low water technologies wherever possible. Finally, now that a major percentage of schools have been built, it would be important to retain and upgrade the state engineering teams to implement the repair and maintenance strategy together with a full provision of boundary walls/fencing, toilets, drinking water facilities appropriate to the student population existing in each school.*



## ***Recommendations***

6.32 Implementing the WSDP effectively is a significant challenge. Training workshops for the designated facilitators of Whole School Development (WSDP) program must include detailed methodology and tailor-made exercises to help them engage the SMC effectively. At least one architect must be available at the district office to help facilitate individual school exercises and for sketching clear physical outcomes from the SMC wish list. Exemplar School Development Plans (SDP's) must be quickly executed in all districts of the country so that SMC's can use these as a local ready reference.

6.33 Creating a fresh vision for a KGBV residential school exemplifying an environment which is comprehensively child friendly and is maintained as such. Include good teacher's accommodation to attract and retain teachers to KGBV schools.

6.34 For elements like libraries, which are mandated under RTE, broad physical descriptions (with flexibility) need to be developed so that their implementation in schools can be unambiguous.

6.35 In case of lack of land in many schools for playgrounds, the mission recommends looking actively for additional land from the community, at sharing of playgrounds of surrounding schools, or campuses of higher educational institutions, or surrounding secure open lands / parks wherever feasible.

6.36 In light of land constraints, possibilities of vertical expansion of the school are now essential and this can be made mandatory for school architectural design and structural design. Making it mandatory might provide the requisite degree of assurance to convey the aspect of already strengthened foundations to future engineers who build above previously built construction. This data of strengthened foundations for additional floors can also be added to Asset Registers / DISE Data forms

6.37 Adequate no. of engineers and architects must be available at all levels for the execution of the physical infrastructure construction program. Many existing vacant posts must be filled up and other posts must be sanctioned as per requirements and norms to ensure timely completion and quality of work. Secondly, the states should also have a plan for redeployment of engineers according to changing workloads.

6.38 Lack of Water is a crucial issue related to toilet usage and it must be addressed through innovative technologies like Force lift pumps and usage of low water technologies wherever possible.

6.39 A range of data related to school infrastructure should be overlapped with the current GIS Mapping exercises which would enable creating region specific strategies for school infrastructure. Possible Decision making help from this includes aspects like making choices for foundation types, for Groundwater recharge possibilities, design for High Rainfall areas and many others as more and more data layers are put in into the system.

# Financial Management and Procurement

## Supporting exponential increase in Program outlays

7.1 The SSA Program size has increased significantly in the last one year. As per recent FMR data expenditure in FY 2010 – 11 is Rs. 31,958 crores. This is a 50% increase over the last year's expenditure which is a result among other things of the Right to Education (RTE) Act 2009; further the approved AWPB for FY 2011 – 12 is Rs. 60,149 crores (even a bigger increase over the previous year). This increase needs to be supported with the commensurate increase in FM capacity both in terms of quality as well as quantity (i.e. staff at district and block levels). MHRD and the states are aware of the need for adequate monitoring and support to ensure a reasonable quality of expenditure and commensurate program outputs. Various inputs on staffing, training, internal/ external audit need to continue and be enhanced significantly.

## Expenditure

7.2 SSA expenditure has shown an increase and the FMR data presents that close to Rs 32,000 Crores has been spent in FY 2010 – 11. State—wise data is presented below.

Sarva Shiksha Abhiyan Summary Budget Analysis (Entire Program) (2010-2011) (Rs. in lakhs)								
S. No.	Name of State	AWP&B	Opening Balance	Releases by GOI	Releases by States	13th Finance Commission	Reported Expenditure	Estimated AWP&B for next Financial Year
1	A & N Island	1358.90	432.88	357.78	347.84		885.55	2431.48
2	Andhra Pradesh	226437.06	4305.27	81000.00	63508.72		132231.62	437640.92
3	Arunachal Pradesh	24558.28	1100.90	20403.54	135.00		21241.68	44349.81
4	Assam	114297.84	10411.33	64954.35	12609.00		85550.20	155583.51
5	Bihar	653826.16	139696.05	204789.63	148012.42		335490.81	1112343.66
6	Chandigarh	4000.85	741.10	1093.20	1392.41		2705.23	4801.17
7	Chattisgarh	211469.62	16580.69	73563.00	39241.00	13600.00	131748.23	269455.48
8	Dadar & Nagar Haveli	1367.92	296.06	413.78	397.00		699.48	2116.89
9	Daman & Diu	662.39	99.36	168.26	136.40		374.81	736.70
10	Delhi	10160.43	1650.98	3552.71	2134.99		4659.29	20601.66
11	Goa	2060.56	379.59	671.27	594.30		1459.10	2859.20
12	Gujarat	101548.89	18695.47	44065.01	26868.50		82624.54	186373.98
13	Haryana	82979.59	13240.90	32786.11	25400.00		63340.47	119767.39
14	Himachal Pradesh	25481.59	2671.??	13786.66	8546.00		21840.37	30261.66

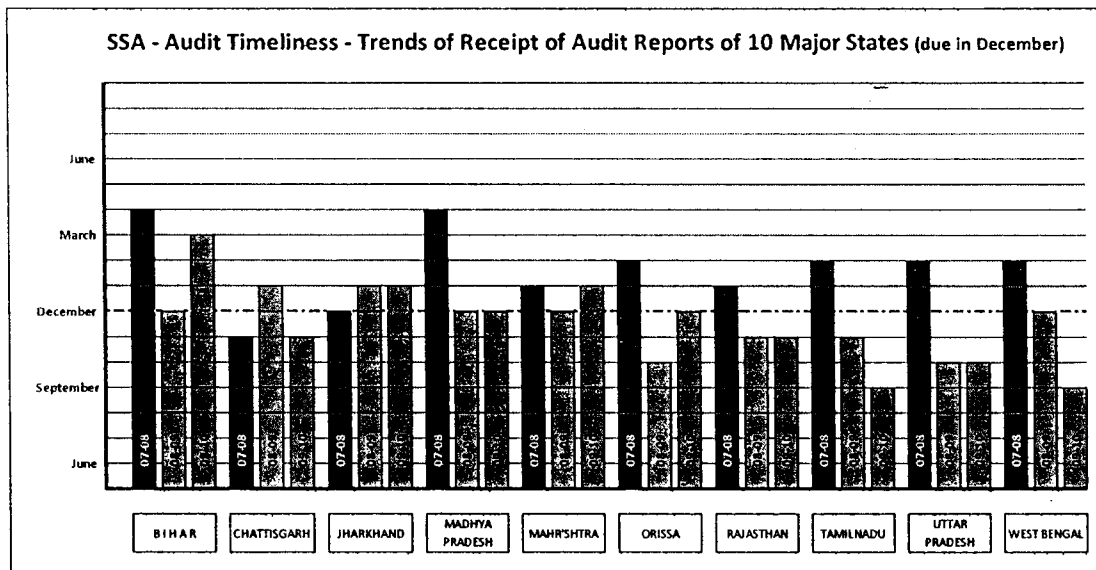
15	Jammu & Kashmir	106599.66	4333.44	40348.78	53914.00		64000.95	145130.85
16	Jharkhand	200013.65	36600.28	89562.26	49064.00	22300.00	158455.34	180039.60
17	Karnataka	151190.84	20135.23	66903.00	43140.72	10400.00	114457.93	145870.65
18	Kerala	43218.61	1179.00	19660.73	13083.92		26017.01	47636.49
19	Lakshadweep	451.86	77.08	127.39	173.64		292.63	491.57
20	Madhya Pradesh	399439.39	29374.63	176783.00	120169.25	32000.00	300010.32	444736.04
21	Maharashtra	210846.82	11402.33	85537	46058.45		137871.73	287057.89
22	Manipur	15970.86	510.72	13258.28	600.00	300.00	10021.03	29505.77
23	Meghalaya	30585.15	4568.47	18540.90	503.22		20050.05	45795.44
24	Mizoram	11671.76	333.30	10115.31	800.00		9073.47	20003.42
25	Nagaland	22641.45	646.68	8636.43	1232.25		10371.08	25031.11
26	Orissa	194366.01	24689.24	73177.85	52977.82	17000.00	146508.08	220016.83
27	Pondichery	1509.09	294.56	485.38	548.18		1296.02	2005.57
28	Punjab	68895.38	4715.43	39612.74	12183.15		55942.97	105195.58
29	Rajasthan	309976.58	24558.00	146182.29	114813.00		265793.62	367546.44
30	Sikkim	5705.06	605.81	4469.19	361.67		4009.88	7068.07
31	Tamil Nadu	147941.36	7052.63	69068.57	36748.46	11100.00	119480.84	189141.47
32	Tripura	20122.00	698.00	17121.48	1288.20		14313.02	22479.80
33	Uttar Pradesh	679464.55	61210.32	310462.88	160000.00		511392.25	778199.28
34	Uttarakhand	50181.28	3503.47	25793.95	14653.11	3100.00	37029.57	60505.54
35	West Bengal	436595.85	26254.77	174703.17	94908.38	35500.00	302972.08	498056.63
	<b>Total</b>	<b>4567597.29</b>	<b>473045.24</b>	<b>1932155.88</b>	<b>1146545.00</b>	<b>145300.00</b>	<b>3194211.25</b>	<b>6010837.55</b>
	<b>National Component</b>	<b>2512.82</b>	<b>681.99</b>	<b>1293.35</b>	<b>0.00</b>	<b>0.00</b>	<b>1607.25</b>	<b>4106.70</b>
	<b>Grand Total</b>	<b>4570110.11</b>	<b>473727.23</b>	<b>1933449.23</b>	<b>1146545.00</b>	<b>145300.00</b>	<b>3195818.50</b>	<b>6014944.25</b>

7.3 The reported expenditure for FY 2009 -10 was Rs 21,307 crores. For the current year (2010 – 11) the reported expenditure (including the National Component) is Rs. 31,958 crores; this is a 50% increase within one year. As reported by minutes of the Finance Controllers' meeting, there is shortfall in release of State share by the States/UTs of A & N Islands (Rs. 398.76 lakhs), Andhra Pradesh (15504.84 lakhs), Arunachal Pradesh (Rs. 5175.26 lakhs), Delhi (Rs. 215.60 lakhs), Manipur (246.69 lakhs), Meghalaya (881.97 lakhs), Mizoram (Rs. 208.06 lakhs), Punjab (9156.68 lakhs), Sikkim (111.32 lakhs), TamilNadu (453.88 lakhs), Tripura (948.00 lakhs), U.P. (112.68 lakhs), Uttarakhand (Rs. 836.27 lakhs) and W.B. (3515.23 lakhs).

7.4 FMR v/s Audit – It is important to watch quality of the FMR data and variation when the same is audited. For the past year 2009 – 10 a comparison was carried out between the expenditure as reported by the June 2010 FMR and the audited expenditure. The variation is quiet significant in the following cases and needs to be looked into for the underlying systemic issues.







The base data for above is date of audit report or date of the covering letter issued by the state; whichever is later.

### *Recommendation*

7.7 Receipt of all audit reports were on time. Regular monitoring of the audit process for the large spending states to ensure audit process completed within the stipulated time.

### **Audit Observations**

7.8 All SSA Audit Reports are made available on the Program website i.e. ssa.nic.in. Review of the audit reports show that in some of the large states similar and serious audit observations are recurring from year to year and the systemic reasons behind the same are not being addressed. These are the key indicators that the various capacity building/ monitoring initiatives are only being marginally effective and therefore more needs to be done (mostly by the states concerned).

7.9 Missing information – The following data is missing from the Audited Financial Statements (a) Audit reports for Karnataka and Tripura do not include a utilization certificate; (b) Balance Sheet in not attached in case of Nagaland and West Bengal (KGBV only).

### *Recommendation*

7.10 Certain states like Bihar, West Bengal, Chattisgarh, Punjab (10-11) etc. need to prepare state specific FM improvement plan with the clear objective of reduction in recurring and serious audit observations. MHRD should monitor the FM improvement plan plans for the large spending states/ UTs with significant or serious audit observations (5 – 7 states)

### **FM Staffing**

7.11 Staffing positions in major spending SSA states has remained the same and the district level vacancy status ranges from 24% in West Bengal to 66% in Rajasthan. This is as per the indicative norms as laid down in the FMP Manual which require that four staff be posted in each district. There is a gap between the sanctioned posts and the indicative norms as well. This status has been reviewed by several JRMs and it is noticed that 8% reduction in vacancy in last 6 months; in the past six months the state of

Madhya Pradesh has hired an additional 56 staff. With the SSA expenditure having gone up to Rs. 32,000 crores this is a serious cause for concern since the DPOs are an important expenditure making/ monitoring location.

SSA JRM January 2011 - Analysis of FM Staffing at District Level*							
	FMPM Norms (district)	Sanctioned	Posted	posted against norms	Gaps against norms	vacancy against sanctioned	Vacancy %
State	a	b	c	d	e=100%	f=b-c	g=f/b
Bihar	148	152	74	74	50%	78	51%
Jharkhand	96	71	51	45	47%	20	28%
Karnataka	120	60	53	67	56%	7	12%
MP	200	150	146	54	27%	4	3%
Rajasthan	128	64	44	84	66%	20	31%
UP	284	176	108	176	62%	68	39%
West Bengal	80	80	61	19	24%	19	24%
Chhattisgarh	72	54	36	36	50%	18	33%
Total	1128	807	573	555	49%	234	29%

\*as per minutes of 29<sup>th</sup> Quarterly Review Meeting of FM Controllers, May 2011

7.12 However initiative to hire staff at Block level in several states need to be recognized; these are Assam (144), Bihar (264), Chattisgarh (73), Gujarat (216), Jharkhand (159), and Maharashtra (285). In comparison some of the states where Block level accounts staffing is Nil are Andhra Pradesh (expenditure Rs. 1,322 crores); Jammu & Kashmir (expenditure Rs. 640 crores); Karnataka (expenditure Rs. 1,145 crores); Orissa (expenditure Rs. 2,200 crores); Uttar Pradesh (expenditure Rs. 5,114 crores); and West Bengal (expenditure Rs. 4,969 crores).

### Recommendation

7.13 Firm action against states that are unable to hire district/ block level accounts staff within a certain timeframe.

### Accounting Software

7.14 The mission noted significant progress on implementation of financial accounting software (FAS) in most of the SSA states. This is an encouraging sign. However sometimes implementation of FAS may be partial in terms of geographical coverage e.g. though the presentation indicated full coverage, the state of Madhya Pradesh indicated that the software was operational in two districts only. In this context the JRM asks for the following details from each of the states – *name of the software; number of the districts it is fully operational in (for at least 3 months); the number of districts that have discontinued manual record keeping; and the number of districts where the data generated by the FAS is the basis for audit.* This data was to be made available to this (July 2011) JRM; this additional information may be documented as part of the next finance controllers' meeting.

### Recommendation

7.15 100% implementation of FAS in the top ten spending SSA States (by the January 2012 JRM).

## **Strategic use of Internal Audit in SSA**

7.16 The effectiveness of internal audit was reviewed by the 14th JRM in light of TSG's presentation on financial management, the revised FM&P Manual (2010 edition), the IPAI reports for 12 states and the minutes of the quarterly Finance Controllers meetings. The JRM considered the need for upgrading the quality of internal oversight and governance through strategic use of internal audit in SSA in view of significant increase in outlay. JRM was pleased to note that 13 states are having concurrent audit and audit is in progress in 19 states and revised FM&P Manual was implemented from 01-04-2010. However three states had no internal audit.

7.17 The IPAI reports indicated that (a) internal audit wings were inadequately staffed; (b) were checking mostly routine transactions and accounting records in district and sub district level; (c) coverage of auditable units was insignificant; and (d) audit staff was engaged in other responsibilities in several states (e) in some cases, the district units did not always provide records to the internal audit and (f) the internal auditors' reports are not placed before the Executive Committees. The heads of internal audit wings/cells report to the Finance Controllers and their independence is therefore limited. From the available records it was not evident if a review committee consisting of SPD, head of financial management group and accounts officer in the SPO was set up in each state to review the internal audit reports.

7.18 In view of these factors, JRM considered that internal audit wings in SSA States did not have the required independence, staff support and strategic orientation for providing effective internal oversight service to the SPDs. However, FM&P Manual (2010 edition) and related guidelines can encourage strategic use of internal audit for improving governance as following.

7.19 Internal audit should prepare an annual audit plan to focus on review of priority operations, internal controls and risk management in the high expenditure and priority areas (for example, SPD office, teachers' salaries, civil works, procurement, recruitment, unadjusted advances and BRC/CRC expenditure). The implementation of the approved audit plan should be annually reported to the Executive Committee through the SPD. The staffing level for internal Audit should be revised as necessary to meet these objectives. The head of the Internal Audit should report directly to the SPD (instead of through the Finance Controller) to ensure independence of internal auditor.

7.20 Oversight and monitoring of internal audit from the Ministry can be upgraded with dedicated resources in TSG for internal audit and the format of the quarterly report of FM can provide for specifics of internal audit coverage as per the annual audit plan.

### ***Recommendation***

7.21 Ministry should encourage strengthening strategic use of internal audit in the SSAs by ensuring the independence of auditors, revision of FM&P Manual (and related guidelines/ circulars), provision for annual audit plan to mainly cover internal control and risk management in priority and strategic areas, review the staff support of internal audit to meet the new responsibilities and strengthening GOI oversight for internal audit with dedicated resources in the Ministry. Monitoring of FM for SSA.

7.22 JRM noted that significantly increased outlay and release of SSA funds in 2010-2011 compared to the previous year needs strengthened capacity for financial management. Progress has been made in that direction and monitoring mechanisms (monthly and quarterly FMRs, quarterly review meeting of the Finance controllers, IPAI studies, reports of the statutory auditors etc) are in place. GOI and the SPDs are aware of the need of better monitoring of FM capacity. JRM reviewed the scope of improving the quality of monitoring of FM at the GOI and SPD levels.

7.23 The internal reviews by GOI are mainly based on the monthly and quarterly FMRs and the quality gaps in financial management cannot be easily assessed. For example, accelerated expenditure figures may include funds released as advance but booked as expenditure. The increase in number of states having internal audit does not indicate the gaps in audit scope and coverage. The unspent funds do not indicate the interventions which remained inadequately funded and its reasons. JRM recommends that, the existing indicators should be expanded with qualitative information to improve monitoring the FM in SSA. A few illustrative areas for quality input for indicators are suggested below:

Funds Flow	Funds released in the first two quarters should indicate which interventions were funded. This may bring out if only salary and administrative costs were funded in the early part of the year. Expanded indicators can help in assessing the reason for low achievement of the goals and the extent of overspend in the closing months.
Unadjusted advances	The gross figures of advances should be expanded with a breakdown of advances sanctioned from SPD office and other advances and age analysis.. These information will indicate where more priority action is required and need of attention to old advances.
Unspent funds	Information on unspent funds should indicate intervention wise details of against approved AWP&B. This will reveal if any priority interventions were not funded adequately. The PAB can review the reliability of estimates in the light of these information.
AWPB	Draft AWP&B should include a statement of risks in budgetary management.

### Recommendation

7.24 The FMRs (especially in the part II of the quarterly reports) should provide additional quality related inputs with the statistical information for the indicators of FM checks mentioned in Para 103 of the MFM&P.

## Procurement

7.25 The Mission had reviewed the action taken reported on the recommendations of 13th JRM and notes that significant progress has been achieved on many fronts. The Procurement Monitoring system presented by the TSG promises to be a major breakthrough in SSA on details about contracts valued above Rs 10 lakhs. The Mission recommended linking the reporting software to the procurement plans prepared by states, so that the tool will be integrated with the project implementation and can be used for progress monitoring of procurement by SPDs. In order to ensure all states and districts are following the procedures and methods prescribed in SSA FM&P Manual, the MIS software may also include provisions for (i) a confirmation that FM&P suggested procedures are followed and (ii) clearly categorize the procurement method followed. Mission recommends a smaller focused meeting of the software with procurement experts and practitioners in SSA for further improvements before the same is rolled out.

7.26 Consistency in application of the FM &P Procedures by all participating procurement entities at district and state level remains the major challenge in project implementation, as evidenced from the

preliminary findings of the Procurement Post review carried out by DPs in four states. Mission noted that MHRD had written specifically to states in this regard and a special session is planned in the forthcoming Financial Controllers meeting in August. There is a need to re-emphasize this aspect and also devise actions to be taken in case of repeated non-compliance with this requirement.

7.27 The Mission also noted that the results of actions being taken at present by MHRD on text book printing, etc. would be available only in the next mission which also has filed level review. The forthcoming mission needs to focus on roll out of procurement MIS and improvements in textbook printing specifications, bidding etc. that MHRD aims to support states in the coming months.

## Annex 1: Terms of Reference

### Fourteenth Joint Review Mission of SSA (July, 2011) Terms of Reference (TOR)

#### I. Introduction

1.1 Sarva Shiksha Abhiyan (SSA) is a flagship programme of the Government of India, implemented in partnership with State Governments for universalizing elementary education (UEE) in India. SSA aims at providing relevant education to all children in the 6-14 year age group. The Right of Children to Free and Compulsory Education (RTE) Act, 2009, which represents the consequential legislation envisaged under Article 21-A has come into force with effect from 1<sup>st</sup> April 2010. SSA norms have been revised to correspond with the provisions of the RTE Act.

1.2 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 Union (EU). The programme provides for monitoring mechanisms including provision for bi-annual Review Missions in the months of January and July each year. The January Mission undertakes State visits, while the July Mission is a desk review. Thirteen Review Missions have so far been held.

1.3 The Fourteenth Joint Review Mission (JRM) of Sarva Shiksha Abhiyan, is scheduled from 18<sup>th</sup> to 28<sup>th</sup> July, 2011. This will be a desk review, will be held in Delhi and will cover all aspects of program implementation and progress and all States will be participating in the desk review. The Mission will be led by Government of India (GoI).

#### 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.

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 carry out a comprehensive review of information received regarding:

- Annual work plan and budget approvals and fund releases to the States/UTs for FY 2011-12;
- Overall progress of the program objectives over the years and progress on agreed indicators included in the Results Framework;
- FMRs for 2010-11, audited accounts for 2009-10 and GoI budget allocations for SSA for 2011-12;
- Status of implementation of safeguard policies both social and environmental.
- Six monthly reports from monitoring agencies which are expected to provide more qualitative information and
- Progress made on TC fund implementation.

### 3. Mission Plan

3.1 The Mission would comprise 12 members – six members nominated by Government of India and six by the Development Partners. Mission members familiar with the SSA programme would be selected.

3.2 Four thematic discussions would be organized as part of the Mission, in which GOI, State SPDs, National resource institutions and Monitoring Institutes will participate.

3.3 GoI will provide the leadership and coordination of the JRM. The organization of meetings and deliberations in Delhi for this JRM will be the responsibility of European Union (EU).

### 4. Time Frame

The JRM would take place from *July 18<sup>th</sup> (Monday) to July 28<sup>th</sup> (Thursday), 2011*. The schedule is as follows:

Date	Time/ Activity	
18 <sup>th</sup> July' 11 (Mon)	10:00 to 05:30 pm	a. Overview of SSA activities: Key developments and initiatives b. Thematic Discussion on Social Access, Retention and Equity c. Mission work including analysis of documents by Mission team
19 <sup>th</sup> July' 11 (Tues)	10:00 to 05:30 pm	Thematic Discussion on Social Access and Equity (Contd.)
20 <sup>th</sup> July' 11 (Wed)	10:00 to 05:30 pm	a. Thematic Discussion on Social Access and Equity (Contd.) b. Thematic Discussion on Quality
21 <sup>st</sup> July' 11 (Thurs)	10:00 to 05:30 pm	a. Thematic Discussion on Quality (Contd.) b. Thematic Discussion on Civil Works c. Thematic Discussion on Management and Monitoring.
22 <sup>nd</sup> July' 11 (Fri)	10:00 to 05:30 pm	Thematic Discussion on Management and Monitoring (Thematic discussion on FM and Procurement Research and evaluation
23 <sup>rd</sup> to 25 <sup>th</sup> July' 11 (Sat-Mon)	10:00 to 05:30 pm	Writing of Report / Aide Memoire.
26 <sup>th</sup> July' 11 (Tues)	Pre-wrap up meeting	
27 <sup>th</sup> July' 11 (Wed)	Reflections on Aide-Memoire and finalization of Report	
28 <sup>th</sup> July' 11 (Thurs)	Wrap up / Report presentation to GOI	

### 5. Documents and Information required

Information to be provided by GOI:

- State and district wise PAB approved budget allocations, 2011-12
- Overall Programme Implementation Report of States as per standard format in *Annexure 1*.
- FMRs pertaining to the half yearly period ending 31/3/2011.
- Six monthly reports from Monitoring Institutions.
- Progress made on TC fund implementation.
- Annual progress on agreed indicators included in the Results Framework as per *Annexure 2*.
- IPAI Review Reports, if available
- Reports of researches completed
- Action Taken Report on recommendation of 13<sup>th</sup> JRM.

The documents will be given to Mission members one week prior to the Mission.

Annexure – 1

**OVERALL PROGRAMME IMPLEMENTATION REPORT OF STATES**

1. State and District wise outlay and expenditure, 2010-11.
2. Provision and Release of State share – 2010-11.
3. Component wise physical and financial progress against AWP&B 2010-11.
4. **Status of the Programme Implementation:**
  - i. Access**
    - a. Status of served and un-served habitations.
    - b. Number of habitations where providing a school is considered unviable and strategy to ensure access for the children of these habitations to school.
    - c. Number of schools (primary and upper primary) sanctioned and opened under SSA and total number of government and private schools (recognized and un-recognized) in the state.
    - d. Quality of access -
      - Number of districts with classroom gap of more than 3000.
      - Number of schools in need of additional classrooms.
      - Number of schools with surplus classrooms,
      - Number of schools with separate toilets for boys and girls, drinking water facilities, ramp with handrails, boundary wall/fencing and playground.
      - Number of schools in need of major repairs.
    - e. Number of residential schools and hostels (other than KGBV), sanctioned enrolment strength and present enrolment.
    - f. Number of schools without adequate number of toilets and toilets for girls; drinking water facilities;
  - ii. Coverage of Out-of-School Children**
    - a. Number of out of school children identified – Gender, Social Category, Age Group (6-10 & 11 to 14 year) and Rural – urban wise (latest information from Village Education Register data)
    - b. Number of out of school children enrolled and covered in the schools during last one year.
    - c. Number of migrant children and those covered under seasonal hostels/residential centres and worksite schools.
    - d. State's strategies for the survey and identification of the urban deprived children including street and homeless children, children without adult protection etc. and the special training interventions operationalized for the coverage of these children; also the number of children covered through these strategies.
    - e. Status of EGS centres
  - iii. Retention**
    - a. Pupil Teacher Ratio (and number of schools & districts with PTR above the RTE norm of 30:1 at primary and 35:1 at upper primary) & status of teacher recruitment & redeployment.
    - b. Student Classroom Ratio
    - c. Provision of additional teachers
    - d. Context-specific measures including sensitization of teachers, parents and community and removal of socio-psychological barriers in the education of girls and from disadvantaged groups.



- e. Initiatives and interventions to remove discrimination against SC & ST children in the school environment.
- f. Tracking and readmission of drop-out.
- g. Availability of free Text books and TLMs
- h. Monitoring of Teacher & Student Attendance (including compilation of information from MI reports).

**iv. Bridging Social and Gender Gaps**

- a. Operationalization and functioning of KGBVs.
- b. Initiatives in NPEGEL blocks.
  - Use of Innovation funds (ECCE, Girls Education, SC/ST Education, Urban Deprived and Minority); and the number of children in the target groups covered through the programs.
  - Trends in bridging the gaps in enrolment attendance retention and learning achievement of girls SC, ST and Muslim children.
  - Teacher Sensitization towards existing social and gender discrimination
  - Identification of and interventions for CWSN.

**v. Strategies for Community Mobilization**

- a. Training of Community Members and Initiatives to mobilize SFGs
- b. Convergence of PRI institutions with VEC/PTA/SDMC (description of also how funds, and functionaries are converged).
- c. Instance of community initiatives for the development of school.

**vi. Quality Interventions**

- a. State's Vision of Quality
- b. Status of Curriculum reforms
- c. Quality of Textbooks and status of textbook renewal process
- d. Status of Learning Enhancement Programme (number of children covered through these programs)
- e. Analysis of Learning Achievement results
- f. Research and Evaluation Studies
- g. Teacher Effectiveness
  - Status of Teacher Training (In-Service, Induction and Untrained teachers)
  - Teacher Performance Tracking (ADEPTS, Pupil assessment systems)
  - Use of innovative technologies like CAL etc.
- h. Academic Support & Monitoring Systems
  - Strengthening of Resource Groups
  - Effectiveness of BRC/CRCs
  - Mechanisms for analysis of Quality Monitoring Tools

**vii. Programme Management**

- a. Management Information System
  - Collection, collation and dissemination of DISE, household survey data and its usage

- b. Functioning of SPO and DPOs
  - Status of staffing at state, district, block and cluster levels.
  - Degree of decentralization, Delegation of powers, Functional autonomy
  
- c. Convergence with mainstream education structures
  
- d. Financial Management Procedures
  - Status of implementation of FM&P Manual
  - Status of audit reports for 2010-11
  - Status of accounts staffing/ training
  - Functioning of internal audit system

## **Annex 2: List of Participants**

### **Government of India Nominees**

Prof. Krishna Kumar (Mission Leader)

Dr. Jyotsna Jha

Dr. Geeta Menon

Mr. Deependra Prasad

Mr. Pranab Mukhopadhyay

### **World Bank**

Ms. Deepa Sankar

Ms. Saori Inaizumi

### **DFID**

Ms. Sabina Bindra Bairnes

Ms. Sangeeta Dey

### **European Union**

Ms. Shagun Malhotra

## Annex: Monitoring Results Framework

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
<b>Goal I : All children in School / EGS centers / Alternative and Innovative Education Centers</b>								
1	Number of children aged 6-14 years not enrolled in School	8.1 million children estimated to be out of school (Independent sample study by SRI-IMRB, 2009)	Reduction in the number of OOSC by at least 1.5 million	2.87 million (PMIS based on household survey)	Annual PMIS Report disaggregated by States.  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	Household Data and updated village and ward register  Independent Sample study instruments	States and districts  Independent agency	<ul style="list-style-type: none"> <li>▪ Reduced from 32 million (Census 2001) to 8.1 million (Survey 2009)</li> <li>▪ Declined from 28.5% (2001) to 4.2% (2009)</li> <li>▪ Total number of OOSC was 2,7mill between 2010-11 and it increased to 3.2 mill between 2011-12.</li> <li>▪ Highest # of OOSC in UP (2.8 M), Bihar (1.3 M), Rajasthan (1 M), West Bengal (0.7 M), Orissa (0.4 M)</li> <li>▪ Highest # of OOSC measured between 2011-12 is Rajasthan (1.2M), Bihar (0.4M), Jharkhand (0.2M), West Bengal (0.2M), and UP (0.2M)</li> <li>▪ Highest reduction in OOSC between 2005 and 2009 registered among ST and Muslims</li> </ul>
2	Number of children enrolled in schools	134.1 million at primary stage (DISE 2007-08)  50.9 million at upper primary stage (DISE 2007-08)  6.48 million in EGS/AIE	Increase in enrolments to commensurate with the decline in OOSC	131.7 million (DISE: 2009-10)  54 million (DISE 2009-10)	Annual DISE Report disaggregated by States, gender, SC, ST and Muslim.	DISE	NUEPA	<p>DISE 2009-10 is Provisional data. State wise disaggregation is needed to see where the enrolment is stabilized or standardized to the relevant age population</p> <p>Upper primary enrolments are larger than what is reported in DISE as many States where Grade VIII is</p>

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
		(PMIS)						with Secondary has not reported it.
3	Number of States with PS:UPS >2.5:1	15 (DISE 2007-08)	Reduce the number to 12	9 states	Annual DISE data	DISE	NUEPA	<ul style="list-style-type: none"> <li>Need to re-look at the indicator as the number of sections in entry grade of upper primary to be sufficient to accommodate all primary graduates;</li> <li>Ideally, the ratio of primary: Upper primary enrolment should be 5:3 or 63% primary and 37% upper primary (reflecting the number of grades, and with mild reduction in subsequent grades). However, currently, it is 5:2 or 71% in primary 29% in upper primary</li> </ul>
4	Number of children with special needs (CWSN) enrolled in school/ alternative system including home based edu.	2.5 million (2008-09: PMIS Report from Inclusive Education for Disabled Unit)	Increase/ maintain enrolment to commensurate with the CWSN identified	2.78 million (2009-10: PMIS form IE unit)	Annual PMIS Report on IE	PIMIS for IE	States and Districts	Identification of CWSN has improved from 2.6 million in 2007-08 to 3 million by 2009-10, of which 91% are covered by education now
5.	Decline in the shortage of number of classrooms	3,00,494 additional classrooms required (11 <sup>th</sup> Plan estimates - 2009)	Cumulative Additional classrooms targeted till 2009-10 is 1105797	Cumulative Additional Classrooms completed till March 2010 is 916946 (69793 between December 2009 and March 2010)	Annual PMIS Report on civil works disaggregated by States	PMIS Reports from civil works unit	States & Districts	<ul style="list-style-type: none"> <li>Increase of 3.9 Lakh classrooms reported in DISE between 2007-08 and 2009-10, of which 1.16 lakh is between 2008-09 and 2009-10 (estimated using number of schools multiplied by average no of classrooms)</li> <li>1.72 lakh new additional classrooms in 2010-11 sanctioned</li> <li>In the context of RTE which prescribes one</li> </ul>

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
								classroom per teacher, and a PTR of 30:1 instead of 40:1, the estimations of shortfall in classrooms is going to increase • States which have the highest student-classroom ratio in all schools are: • Bihar (96 (2008-09), 89 (2009-2010)), Jharkhand (54 (2008-09), 47 (2009-10)) West Bengal (47 (2008-09), 42 (2009-10)) • These states need more classrooms.
<b>Goal II : Bridging gender and social category gaps</b>								
6	Girls, as a share of students enrolled at Primary and Upper Primary level	Share of girls in primary schools is 48.22% (Share of girls in population of 6-10 is 47.90%)	Share of girls in primary school reflects their share in population	48.38% in 2008-09 & 48.44% in 2009-10	Annual DISE Report disaggregated by States	DISE	NUEPA	<ul style="list-style-type: none"> <li>Gender parity index at primary is 0.94 in 2009-10</li> <li>Gender parity index at upper primary is 0.92</li> <li>Girls' share in total OOSC is still larger than their share in population</li> </ul>
		Share of girls in upper primary schools is 46.99% (Share of girls in population of 11-13 is 47.40%)	Share of girls in primary school reflects their share in population	47.58% in 2008-09 and 48.04% in 2009-10				
7	Enrolments 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 is 19.17% (Share of SC in population of 6-10 is 17.60%)	Share of SC children in primary reflects their share in population	19.98%	Annual DISE Report disaggregated by gender and by States	DISE	NUEPA	<ul style="list-style-type: none"> <li>As in the case of girls, share of SC and ST in total OOSC still continues to be more than their share in population</li> <li>Higher shares SC and ST in enrolments reflect more on the issue of proportionately more over and under age</li> </ul>
		Share of SC children in Upper Primary Schools is 20.08% (Share of SC in population of 11-13 is 17.10%)	Share of SC children in upper primary reflects their share in population	19.14%				

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
		Share of ST children in Primary Schools is 11.60% (Share of ST in populn of 6-10 is 9.34%)	Share of ST childn in primary reflects their share in pop	11.55%				population from these groups attending primary and upper primary grades compared to other social groups <ul style="list-style-type: none"> <li>Decline in the shares of SC and ST in enrolments from 2007-08 shares shows improving age appropriate enrolments in these groups</li> </ul>
		Share of ST children In upper Primary Schools is 9.23% (Share of ST in population of 11-13 is 8.56%)	Share of ST children in upper primary reflects their share in population	9.45%				
<b>Goal III: Universal Retention</b>								
8	Transition Rates from primary to upper primary	81.13% (DISE 2007-08)	Improve it to at least 82%	83.04%	Annual DISE Report disaggregated by States, gender, SC, ST and Muslims	DISE	NUEPA	<ul style="list-style-type: none"> <li>Better transition rates among girls- 83% compared to boys (82.6%)</li> <li>Average Annual drop out rate at primary level is 9% (9.3% among boys and 8.8% among girls)</li> <li>Retention rate for boys is 73.5% compared to 75.24% for girls</li> <li>114 low retention districts notified as SFDs for 2010-11</li> </ul>
9	Retention at Primary level	73.7% (DISE 2007-08)		74.92%				
10	Retention at Elementary Level	38.37% (For States where Elementary Stage is Class I - VIII) 56.35% (For States where Elementary Stage is Class I-VII)	Improve it to at least 40% Improve it to at least 52%	44.36% 71.48%				
11	Gross Completion Ratio <sup>1</sup>	Primary level: 90.23% (DISE 2007-08) Upper Primary level: 58% (2007-08)		Primary level: 97.6% (DISE 2009-10) Up primary: 59% (2008-09)	Annual DISE Report disaggregated by States, gender, SC, ST and Muslims	DISE	NUEPA	Need further analysis using various sources like NSS Compared to 2007-08, Gross Completion Ratio of 2009-10 decreased increased by 7%,
12	Improvement in %	86.75% (DISE 2007-		9151% (Pry)	Annual DISE Report	DISE	NUEPA	<ul style="list-style-type: none"> <li>More than the</li> </ul>

<sup>1</sup> Gross Completion Rate is defined as the number of children who attended / completed Grade V / VIII as a proportion of the child population in the relevant age group (11 years for primary and 14 years for upper primary)

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
	schools with drinking water facility	08)		92.6%(All) (DISE 09-10)	disaggregated by States			availability of facilities, the functionality of the facilities and their use is more important.
13	Improvement in the % of schools with common toilets	62.67% (DISE 2007-08)		54.14%(Pry) 54.31%(All) (DISE 09-10)	Annual DISE Report disaggregated by States	DISE	NUEPA	<ul style="list-style-type: none"> <li>Only 63.95% (2009-10) of all schools have functional common toilet</li> </ul>
14	Improvement in the % of schools with separate toilets for girls	Primary level: 40% (DISE 2007-08)  Upper primary level: 60% (DISE 2007-08)		Primary level: 50.99%  58.82%(All) (DISE 09-10)	Annual DISE Report disaggregated by States	DISE	NUEPA	<ul style="list-style-type: none"> <li>Only 74.64% schools have functioning girls' toilet</li> </ul>
<b>Goal IV: Education of Satisfactory Quality</b>								
<b>15 Provision of quality inputs to improve learning levels</b>								
(i)	Teacher Availability	Pupil Teacher Ratio at Primary Level is 34:1 and at Upper Primary level is 31:1	Maintain PTR below 40:1	PTR at primary: 33:1 PTR at U Pry: 33:1	Annual DISE Report disaggregated by States	DISE	NUEPA	<ul style="list-style-type: none"> <li>Till December 2009, 10.30 lakh teachers recruited (out of 12.8 lakh sanctioned)</li> <li>high vacancies exist in Bihar (100696), MP (18696), WB (45614) Rajasthan (21013) and UP (26736)</li> <li>1.3 lakh new teachers sanctioned for 2010-11</li> <li>Of this, 59,000 teachers for primary schools</li> <li>36,000 for UPS (24,000 Maths &amp; Science teachers).</li> <li>The sanctions posts are mostly in WB (46362), UP (25765), Bihar (12413), Assam (10118).</li> <li>In the context of RTE, with revised PTR norms, the "shortfall" is going to increase</li> </ul>
		States with average PTR > 40 at Primary level is 4	Reduce the states with high average PTR >40 to 3	Number of States with PTR>40 is now 3				
		States with average PTR > 40 at Upper Primary level is 4	Reduce the states with high average PTR >40 to 3	Number of States with PTR>40 continues to be 4				
		Districts with PTR>40 are 151 at elementary level		Number of districts with PTR>40 is now only 130				
		Shortfall of number of Teachers (Baseline - 3.2 lakh teachers; PIMS 2009-10)						
ii	Availability of Teaching Learning Materials	98% of eligible students received free text books	All eligible students to receive free text	99% (Quarterly Progress Report, 2010)	Annual PMIS Reports disaggregated by	Program MIS	States and Districts	



S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
			books in time		States Sample District Reports - six monthly			
		93% of teachers received TLM grant (PMIS 2008-09)	Improve the proportion of teachers receiving TLM grant to at least more than 95%	95% (Quarterly Progress Report, 2010)	Annual QMT Report disaggregated by States Annual PMIS Reports disaggregated by States	QMT Report Program MIS	NCERT State and districts	
		Percent of schools using material in addition to textbooks such as workbooks / worksheets (Baseline :AWP&B 2010-11)		75 to 100% in 27 states/UTs and 50 to 75% in 8 states/UTs	Sample District Report - six monthly	Mis Sample District Report	MI	
16	<b>Process Indicators on Quality</b>							
i	<b>Training</b>							
(a)	Teachers	78% Teachers received in-service training against annual target	Improve this to 80%	86%	Annual PMIS Reports disaggregated by States	Program MIS	States and Districts	States with <80% targets of in-service training were UP, Bihar, J&K, Jharkhand, West Bengal etc Target for 2010-11 is to provide in-service training to 3.95 million teachers
(b)	Administrators	Training of Educational Administrators from State to Block level			Annual PMIS Reports disaggregated by States	Program MIS	States and Districts	
(c)	Community training	Development of training Modules focusing on School Development Plan		1. The TSG, MHRD is planning to organize a National level training cum workshop for the State level resource persons on effective	Annual PMIS Reports disaggregated by States	Program MIS	States and Districts	

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
				preparation of school development plans. 2. The no. of training days has been increased from 2-6 and most of the States are planning to train the community leaders/ SMC members on formulation of School development plan.				
		Number of VEC/SMC/PTA members trained (4 million) (2008-09 : PMIS)		3837353 % Achievement 80.44%				
(ii)	Teacher Support & Academic Supervision	BRCs undertaking residential teacher training on monthly basis		99% BRC and 99% CRC are functional As per study conducted by TSG-the finding reveals that the mean number of visit made by BRCC ranged from as high as Himachal Pradesh as 11.9 to as low as 0.3 in Mizoram	Annual PMIS Reports disaggregated by States	Program MIS	States and Districts	
		Number of school visits undertaken by BRC/BRPs during previous year (Baseline as per State plan)		Average no. of visit per school by BRCs Assam-3.2, Haryana-3.1, Himachal-11.9, J&K-3.8, Jharkhand-3.9, Karnataka-0.8, Kerala-2.6, MadhyaPradesh-2.6, Mizoram-0.3, Orissa-6.5, Punjab-4.5,	Sample District Report - six monthly	Mis Sample District Report	MI	

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
				Rajasthan-2.2, U.P.-3.3, West Bengal-11.4				
		Number of school visits undertaken by CRC / CRP during previous year		Average no. of visit per school by CRCs Assam-18.2, Haryana-6.3, HP-6.6, J&K-5.2, Jharkhand-12.8, Karnataka-5.7, Kerala-0.8, MP- 17.3, Mizoram-6.0, Orissa-13.3, Punjab-3.2, Rajasthan-12.1, U.P.-7.7, West Bengal-19.3	Sample District Report - six monthly	MIs Sample District Report	MI	
		96% CRC and 100% BRC are functional.		99% BRC and 99% CRC are functional	QMT /PMIS - Annual Independent study in 2011-12 on effectiveness of BRC/ CRC in academic support, extent on- site support Quantum of training given by BRC/CRC	QMT Report/PMIS  Independent sample study commissioned by GOI for select major States	NCERT/ States and District	
iii	Classroom processes	Time-on-Task study undertaken in 2007-08 in selected major States on time spent in classrooms on teaching/learning activities		Eight states proposed to conduct the time-on-task study during 2010-11 the related training program will be conducted in Aug 2010	Independent study in 2011-12 in select states on time spent in classrooms on teaching/ learning activities	Independent sample study commissioned by GOI for select major States	Department of SE&L, GoI	
iv	Students Learning Assessment	Number of States Moving to Continuous and Comprehensive Evaluation (CCE)	50% States to move to CCE	22 States/UT have initiated efforts towards CCE, 5 states/ UTs plan to undertake initiatives 8 states/UTs have	Annual PMIS Reports disaggregated by States	PMIS program	States and Districts	

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
				not taken any concrete initiatives				
V	Attendance Rates							
a	Student	<p>Student Attendance at primary and upper primary</p> <p>Sample study (Baseline from 2009-10 Study) - to be available by July 2010</p>	Improvement in student attendance by 2 percent point from baseline	<p>Students attendance between</p> <p>96% to 100% :6 States</p> <p>91% to 95%: 6 States</p> <p>86% to 90%: 8 States</p> <p>80% to 85%: 3 States</p> <p>&lt; 80%: 6 States</p> <p>No information for 9 states/UTs as per QMT</p>	<p>Annual QMT Reports disaggregated by States</p> <p>Sample District Report - six monthly</p> <p>Independent Sample Study on student attendance to be repeated in 2009-10 &amp; then in 2011-12</p>	<p>QMT Reports</p> <p>MIs Sample District Report</p> <p>Independent Sample Study commissioned by GOI.</p>	<p>NCERT</p> <p>Department of SE&amp;L, GoI</p>	
b	Teacher	<p>Teacher Attendance at primary and at upper primary</p> <p>(Baseline from 2009-10 Study) - To be available by July 2010</p>	Increase in Teacher Attendance to 85% at both primary and upper primary level	As per study conducted by TSG- for teacher average attendance rate was 81.7% and 80.5% respectively in primary and upper primary levels; Latest data not available	<p>Annual PMIS Reports disaggregated by States</p> <p>Independent Sample Study on teacher attendance to be repeated in 2009-10 &amp; then in 2011-12</p>	<p>Program MIS</p> <p>Independent sample study commissioned by GOI.</p>	<p>States and Districts</p> <p>Department of SE&amp;L, GoI</p>	

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
17	<b>Accountability to the Community</b>							
i	SMCs to have 3/4 members from parents and at least 50% members would be women (Baseline: AWP&B 2011-12)				Sample District Report - six monthly	MIs Sample District Report	MI	
ii	% of SMCs prepared School Development Plans (Baseline as per AWP&B 2011-12)				Sample District Report - six monthly	MIs Sample District Report	MI	
18	<b>National student achievement level outcomes</b>							
	Learning levels for class III							
	Learning levels for class V		Round III for Class V in 2009-10	Round III has been conducted and administered; data analysis underway; Report to be ready by January 2011				Round III using the revised sampling methodology, test items and IRT methodology Round III was conducted from nov 2010-Mar 2011 with a sample of 1,22,543 students, and 10,851 teachers from 6,602 schools across 27 States and 4 Union Territories. The subjects-based assessment was conducted for languages, math, and environmental studies.

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
								The results show that for each subject, outcomes in high scoring and low scoring had a big difference and lowest and highest achieving students also had a big range. However, the score between girls and boys had no significant difference for each subject.
	Learning levels for class VII / VIII							

**ACTION TAKEN REPORT ON THE RECOMMENDATIONS OF 13<sup>th</sup> JOINT REVIEW MISSION**

**Key Recommendations to Address the Four Goals of SSA,  
Programme Management and Fiduciary Issues**

Recommendation	Action Taken
<b>Goal 1 - All Children in School</b>	
<p>1. MHRD and States (and if wherever there is a capacity, at district level also) should bring out: (a) a dissemination plan to increase awareness about RTE provisions and the harmonization made to SSA norms; and (b) a staff development plan (for staff at various levels), including leadership training to strategise capacity building of staff in order to facilitate better implementation of SSA.</p>	<p>MHRD conducted four workshops wherein orientation has been given on RTE Act, the RTE harmonised Framework of Implementation of SSA and the resultant shift in planning and implementation. The workshops were facilitated by MHRD and TSG wherein approximately 800 district and state level officials and functionaries (predominantly district level) from six states, namely, Uttar Pradesh, Bihar, Jharkhand, Chhattisgarh, West Bengal and Orissa, have participated. The feedback from these workshops is very encouraging and in the next round MHRD is planning to hold similar workshops for Andhra Pradesh, Madhya Pradesh, Maharashtra and Rajasthan. States are being encouraged to undertake similar programmes for all the education officials and functionaries.</p> <p><b>A. National Level</b> The following activities were undertaken in 2010-11 to launch awareness campaign on the RTE Act.</p> <p><b>1 Electronic Media-</b> Doordarshan, Lok Sabha TV and private channels telecast five new TV spots on RTE Act prepared with support from UNICEF. In addition, the existing TV spots namely Meena, Roll Call and School Chale Hum continued to be telecast. The importance of RTE was also covered under the Bharat Nirman Campaign. Doordarshan (national) has telecasted 7 episodes under ‘Uddan’ series during 2010-11 on KGBVs (2 episodes), Community Mobilisation, ABL (2 episodes), ECCE and WSDP. Publicity through All India radio and its various regional stations with 22 FM stations was also undertaken.</p> <p><b>2 Print Media-</b> Advertisements were published in National and regional dailies on Teachers’ Day (5.9.2010), Children’s Day (14.11.2010) for wider awareness among general public.</p> <p><b>3.</b> MHRD tableau on RTE participated in the Republic Day Parade for 2011.</p> <p><b>B. State/UT level media plans:</b> As per annual work plan and budget of 2010-11, a total budget of Rs 32.28 crores was approved by the PAB for implementation of media and public awareness activities for all State/UTs. A variety of activities such as enrolment drives, awareness generation through Kala Jathas, Nukad nataks, Street Plays, children’s fairs, participation in community fairs, cultural programme, etc. were carried out in States/UTs under SSA. Campaigns and mobilization initiatives</p>

Recommendation	Action Taken
	<p>have also been organized focusing on specific issues like enrolment, retention, education of girl child and other disadvantaged group. Campaign to mobilize the special groups like girl child (mothers also), SC/ST/OBCs, tribal and other disadvantaged groups to ensure their participation in the primary schools or alternative centers. Along with these campaigns, specific activities like Maa-beti Melas, Mahila Sammelans, Kishori Melas, Rang Melas, Prabhat pheris etc. were conducted to ensure increased enrolment and reduce drop out in 2010-11.</p> <p><b>C. District level awareness and community mobilization plans:</b> As per the revised norms the amount of district level management cost up to 0.5% is required to be utilized for community mobilization and public awareness through the various campaigns. The States / UTs are required to submit detailed action plan for approval under the management cost. A total budget of Rs 55.74 crores were sanctioned under this intervention in 2010-11. As per the observation of AWP&amp;B-2011-12 this intervention has played an important role to disseminate the message of RTE Act among the general public and stakeholders. For the current year (2011-12) PAB has approved Rs 125.55 crore under this intervention.</p>
<b>Goal 2 – Bridging Gender and Social Gaps</b>	
<ul style="list-style-type: none"> <li>Differentiated strategies related to the specificity of the State and its context need to be developed and reflected in AWP&amp;B to ensure impact.</li> </ul>	<p>In order to develop strong conceptual understanding on related issues pertaining to gender and equity with quality MHRD/TSG has organised two workshops for States having pockets with low transition and retention rates in the month of <b>July, 2010 and February, 2011</b>. The focus of these workshops was on building a deeper understanding of SSA functionaries (Gender Coordinators especially) on issues contributing to exclusion of the disadvantaged, arising from the entrenched hierarchal structure, prevalent stereotype and the challenges faced by these sections outside and inside the schooling space. States were oriented to move from incentives and provision based approach to a rights and entitlements approach in consonance with the RTE Act. States were asked to assess the needs of the excluded and the marginalised groups and communities, and address these needs through contextualised strategies. States were made familiar with innovative thinking approach and dialogue to identify holistic, multi-pronged and viable strategies to address issues of gender, equity exclusion cutting across the different SSA Goals. Similarly, a five day national level workshop was also organised from 22<sup>nd</sup> to 26<sup>th</sup> September, 2010 to address the issue of gender, caste and social inclusion, with an emphasis on community mobilization for School Development Plan (SDP). The workshop focused on creating and understanding amongst the community about the factors that prohibit the participation of girls in mainstream education and then to develop appropriate strategies under SDP to create a conducive environment for their better enrolment and retention. A series of workshops have also been planned for 2011-12 which would take stock of the impact of the workshops held during 2010-11 and also carry out a need assessment for further capacity building in the area based on the experience of the states.</p> <p>An innovation fund for equity of Rs 50.00 lakhs per district per annum is provided for development of context specific interventions over and above the mainstream interventions to address the problem of</p>



Recommendation	Action Taken
<ul style="list-style-type: none"> <li>Exchange of effective practices and convergence of learning among schemes focusing on girls issues at school, cluster and block levels within the State or with other States.</li> </ul>	<p>exclusion of girls and children belonging to marginalized communities and disadvantaged groups. States and UTs in their AWP&amp;B put forth varied strategies / interventions to address the context specific exclusions.</p> <ul style="list-style-type: none"> <li>The Quarterly Workshops as also Education Secretaries Conferences conducted by SSA/MHRD provide a forum for exchange of effective practices and convergence of learning among schemes focusing on girls issues at school, cluster and block levels within the State or with other States. Further, States themselves organised inter State exposure visits for Block, District and State level SSA functionaries to understand innovative practices of different States. For example, Jharkhand, Bihar, Rajasthan, etc. have organised inter State exposure visits for field functionaries to get an idea of different practices adopted by different States. States like Andhra Pradesh, Madhya Pradesh, Jharkhand, and Uttar Pradesh have developed Module on Gender and Health related issues in convergence with UNICEF under Balika Chetna Programme to develop an understanding on conceptual and cross-cutting issues affecting girl's participation in mainstream education processes. These modules also helped girls' address adolescent health, personality and leadership qualities, communications skill, decision making, self confidence and negotiation skills, child rights, human rights etc.</li> <li>Sports training has been organised by Assam at Panchyat level for the holistic development of the girl child, which aims at removing gender discrimination of gender by giving training on volleyball, football, etc. – games which were traditionally played by boys.</li> <li>In Bihar, along with Hunar programme, the Sabla (Judo- Karate) has been launched in middle schools across the State to increase self confidence and imbibe in them a sense of self worth. Similarly other States are focusing on girls issues at different levels.</li> </ul>
<ul style="list-style-type: none"> <li>Set up monitoring and accountability mechanisms of gender and social exclusion at different levels, notably regarding School Management Committees (SMC) composition, SMC and Local Authorities (PRI) capacity building and sensitization, under the RTE.</li> </ul>	<p>It is universally accepted that the issues of gender and social exclusion require careful monitoring. Therefore monitoring and accountability mechanism is being evolved and strengthened at different levels in light of RTE. In this regard a number of states have notified their rules to implement RTE Act in which constitution of School Management Committees (SMCs) have been defined. The RTE act stipulates that ¼ members of the SMCs would be parents of which 50% should be women (mothers). The women in the SMCs need to function effectively to be able to address and monitor issues regarding gender and social exclusion and to include them in school development plans. States like MP, UP, Rajasthan, Uttarakhand etc have initiated the process of orienting SMCs/HMs/Teachers and other grass root level functionaries on provisions in the Act and their roles and responsibilities as prescribed by the State Government.</p> <p>SSA provides for training/ capacity building for members of the SMCs and the local authority members as well. To strengthen capacity at these levels, SSA has revised the norms for training of community leaders for ensuring adequate community participation, particularly in light of the RTE Act. Community leaders training are one of the most important strategies for developing skills and capacities in managing the school development activities in an effective manner. The members are generally</p>

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	<p>oriented in the area of Planning, Monitoring and Implementation strategies of different SSA interventions.</p> <p>In this regard, MHRD and TSG have already initiated action to orient the district level SSA functionaries through a series of workshops in the states of UP, Bihar, Jharkhand, Chattisgarh, West Bengal and Orissa in the month of June – July, 2011.</p>
<ul style="list-style-type: none"> <li>To strengthen KGBVs autonomy of financial and personnel management is recommended. A cadre of residential teachers and training programme management and pedagogic requirements of a residential school, its challenges and opportunities needs to be undertaken.</li> </ul>	<p>In meetings and conferences regularly organized for the State Education Secretaries and SSA SPDs, it has been repeatedly suggested that the amount of Rs 40,000/- which is given to a KGBV in the form of contingency should directly be transferred in the account of the KGBV for taking effective care of the issues relating to personnel management. To monitor this states are advised to constitute a committee at the district level for the purpose of advocacy and monitoring. Keeping in mind the pedagogic requirements of a residential school during the Project Approval Board(PAB) meetings the states are constantly advised to evolve a system, under which the KGBV teachers are trained on management and pedagogic requirements of a residential school to meet out the requirements of the girls coming from diverse backgrounds. States are also advised to develop well thought pedagogical design for overall development of the girls in the KGBVs. As the girls in KGBVs need personalized attention, introduction of life skill education (including various dimension of personality development for addressing various socio-cultural situation that these young girls may face during their day to day life. e.g. how to negotiate with family viz a viz existing patriarchal values), empowerment and leadership building activities are also undertaken in all KGBVs.</p>
<ul style="list-style-type: none"> <li>Efforts to address specific issues on discrimination and exclusion (and their social and historical causes) within the schooling system are welcomed and the results of ongoing studies on the subject should be shared in the next JRM.</li> </ul>	<p>MHRD has commissioned a study on inclusion and exclusion of students in the primary and upper primary schools. The study will explore inclusion/exclusion dimensions of discrimination within the schools in rural areas and explore relationships between teachers, students, parents and the community.</p> <p>The study would be conducted by NGOs in six states namely Andhra Pradesh, Assam, Bihar, Odisha, Madhya Pradesh and Rajasthan. Work on the study has started. It is expected to be completed within 8 months from the date of commencement.</p> <p>As per the scheduled activities proposed for the 14<sup>th</sup> JRM the following presentations on Gender are relevant :</p> <ol style="list-style-type: none"> <li>1. Special Training in NPEGEL areas by Mahila Samakhya, Andhra Pradesh</li> <li>2. The Udaan Project Implementation in UP, Bihar and Orissa as well as the support given to KGBVs in UP.</li> </ol>
<ul style="list-style-type: none"> <li>States who are reviewing their curriculum and textbooks in the light of NCF 2005, should in particular pay attention to ensure that discrimination of any type is eliminated from the content of textbooks and other learning materials and indigenous</li> </ul>	<p>States are advised continuously to improve/ change curriculum according to NCF-05. They are also advised to constitute a core group ( normally named as State Resource Group) for this purpose, this group involved curriculum team SCERT, pedagogy section of SSA, Teachers, experts from civil societies &amp; universities department of education.</p>

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<p>knowledge is included.</p>	<p>Representatives of this group oriented through various workshops organised by Pedagogy Unit &amp; Gender Unit Of TSG.</p> <p>During AWP&amp;B states are particularly advised to –</p> <ul style="list-style-type: none"> <li>• Pay special attention on the issue of discrimination while developing their syllabus &amp; textbooks</li> <li>• State are also advised to review their text books and syllabus to assess that up to what extent their curriculum, syllabus and text book correspond with the NCF-2005 principles.</li> </ul>
<ul style="list-style-type: none"> <li>• Teacher training should ensure that teachers are sensitized on the issue of overt and covert in-school discriminatory practices that have adverse effects on children belonging to disadvantaged groups.</li> </ul>	<p>States are advised in the planning an appraisal process for the AWP&amp;B, and also during district workshops referred to above to develop a team of resource persons (including the six persons at BRC, one at CRC, some senior teachers, teacher trainers at district DIET and experts from civil societies). States are also advised to ensure that Master Trainers are oriented on gender and caste disparities as cross cutting issues so that in-service teacher training addresses all forms of discrimination. States are also advised to rework their in-service training plan/ module for addressing the issue of discrimination.</p>
<ul style="list-style-type: none"> <li>• Community mobilisation should be strengthened to build better connections with the community. Focused intervention for caste groups and with interesting methodology should also be taken up, with particular attention on remedial classes.</li> </ul>	<p>States have begun constituting SMCs as per the RTE mandate. SMCs are being strengthened through appropriate training interventions.</p>
<ul style="list-style-type: none"> <li>• Further work needs to be done to take forward the recommendations of the Sachhar Committee Report to address the issue of Muslim children's education, and States should include regular reporting of progress made. The effects of the interventions for minority students need to be tracked separately to assess impact on attendance and achievement both.</li> </ul>	<p>MHRD has commissioned a study to 'Assess facilities available for primary and upper primary education in Muslim predominant areas'. The study will cover 28 such districts spread over 13 states with the objective to assess schooling facilities available and their utilization. The study will be coordinated by Jamia Millia University. Work on the study has started.</p> <p>SSA has broadly followed the recommendations of Sachar Committee Report to address the education of Muslim children. 88 districts with 20% and above Muslim population have been identified as Special Focus Districts. More than 15% outlay under the SSA is provided to these Minority concentrated districts to meet infrastructure gaps for schools, classrooms, teachers and providing access by opening new schools and KGBVs. Every quarter the progress is monitored at national level based on the PAB approvals to these districts.</p>
<ul style="list-style-type: none"> <li>• The Metro city plans for the urban deprived need to be completed and operationalised and the progress made should be reported in the next JRM. The use of the Innovation fund for addressing emerging urban areas should be promoted.</li> </ul>	<p>All the 35 metros (Census 2001) have submitted their city plans either as a separate plan or as supplement to the district AWP&amp;B. These plans have focussed on the issues affecting urban deprived children and have formulated interventions to address these issues. The recently held round of workshops has along with other themes focused on capacity building in planning and implementing</p>

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	specific and need based interventions in urban areas. Optimum use of resources through convergence as well as efficient utilisation of Innovation funds formed part of the discussion.
<ul style="list-style-type: none"> <li>• Training of teachers and other professionals not only to identify CWSN but also to ensure their capacity to monitor regularly and continuously the children once mainstreamed in regular schools. In that context, it is suggested to co-ordinate with the Rehabilitation Council of India (RCI) and NCTE to plan and organize teacher education to better respond to inclusive education needs.</li> </ul>	<p>SSA is working in close coordination with RCI. The RCI has relaxed the qualification of resource teachers, so that more such teachers could be appointed to enhance academic support to CWSN. Besides, RCI has also accepted our proposal to recognize the well equipped BRCs as it is accredited study centres to conduct training programmes for the teachers and community members. For a more responsive teacher education towards IE, a teacher training module with more focus on lesson planning, subject specific teaching, and individualised educational planning is being developed with the help of IE experts. To enhance the capacity of the Resource Teachers to provide onsite support to the children in schools, a module for multi-category training for RTs has been developed in consultation with the civil society organizations and experts and 18 day residential training programmes for Master Trainers is being organized at regional level covering all the states.</p>
<ul style="list-style-type: none"> <li>• SMC members could also be sensitized on the CWSN issues and involvement of NGOs in IE programme should be further promoted.</li> </ul>	<p>A module to sensitize SMCs to the CWSN issues and involvement of NGOs is being developed with the help of IGNOU. States have been asked to incorporate the CWSN related issues in the training modules for the SMC members.</p>
<ul style="list-style-type: none"> <li>• Mainstreaming CWSN children in the school settings with adequate support.</li> </ul>	<p>This is being done gradually. To monitor regularly and continuously the CWSN once mainstreamed in regular schools, RCI has relaxed the qualification of resource teachers so that more such teachers could be appointed to enhance academic support to CWSN. The multi- category training of RTs is also being undertaken to make optimal use of the expertise available with the RTs. Volunteers are also being appointed under SSA for the same purpose and are their capacities are being built through training to ensure adequate support to CWSN once they are mainstreamed in schools.</p> <p>The focus of IE would now have to shift to systemic reforms. Inclusion of CWSN cannot be seen as additional support provided to these children. A paradigm shift towards ensuring making system inclusive to respond to the needs of all children is the focus of IE in 2011-12. In this context the key areas of focus for IE are strengthening schools to cater to the diverse needs of all kinds of CWSN, infrastructure development, manpower development, material support to CWSN and providing a continuum of support services to CWSN to ensure full inclusion.</p>
<ul style="list-style-type: none"> <li>• For effective planning a trans-disciplinary District Resource Group is necessary. This requires an intrinsic part of the pedagogy unit, where many of these principles of enabling children to become independent in the different domains need to be absorbed by mainstream classroom practices.</li> </ul>	<p>States are providing support for 8 resource person (including 2 RPs for Special education for CWSN) at each BRC. This will supported by a district level team. The district level team supplemented by District Resource Group. This mechanism creates a good pool of a trans-disciplinary District Resource Group. It was expected that this pool not only work with teachers but also work for integrated planning</p>

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<ul style="list-style-type: none"> <li>Inclusive design principles for developing and renovating existing schools (classrooms and toilets) need to be carefully thought through by the states in convergence with their whole school development planning. A prototype of a barrier free toilet (boys and girls) be developed and provided for by the states.</li> </ul>	<p>The whole school approach has adopted inclusive design principles. A prototype of a barrier free toilet has already been circulated to the States.</p> <p>The document/manual on 'School Sanitation and Hygiene Education' developed by DDWS in consultation with MHRD and UNICEF provides detailed engineering drawings (plan, layout and section drawings) and estimates for 16 different basic toilet designs which include CWSN toilet which can to 40B + 40G with scope for future expansion of the toilet unit.</p>
<b>Goal 3 – All Children Retained in Elementary Education</b>	
<ul style="list-style-type: none"> <li>States should analyse the available data to identify the risk factors associated with those who drop out, including acquisition of skills and competencies, so as to address the risk factors directly in order to enhance retention.</li> </ul>	<p>Meetings with the officials of State and district level, where districts are identified as SFDs with high drop out rate have been conducted in June- July 2011. In these meetings data has been analysed to ascertain the exact causes of drop out and consequently the remedial action to be taken has been discussed and suggested.</p>
<b>Goal 4 – Education of Satisfactory Quality</b>	
<ul style="list-style-type: none"> <li>The quality of illustrations and design needs further attention and improvement in general. The Mission feels that States should consider spending more in the short run to acquire higher quality and longer-lasting books, in order to enhance the learning for children and save money on re-printing costs. There are resources available through SSA for these additional costs if States can demonstrate need. The Mission was happy to find that text books in Jharkhand State are all laminated lending to their quality and longevity. With higher quality books and a system of book sharing this could significantly reduce the unit cost of textbook provision.</li> </ul>	<p>Need for improvement in the quality of textbooks has been discussed with the States in the PAB meeting and also in the National level workshops on quality. The revised SSA Framework for Implementation places a lot of emphasis on textbook production reform encompassing the layout and design, quality of text and cover paper, printing, binding etc. and acknowledges that it has significant implications for quality. It provides for top-up grant for improvement in the quality of textbooks within the per child ceiling of Rs.150 per child at primary level and Rs.250 per child at upper primary level.</p>
<ul style="list-style-type: none"> <li>The relevance of available learning materials to the imparting of the curriculum needs to be made explicit to all teachers via teacher guides and training. It should be clear to the teacher where and how new learning materials should be deployed to further enhance the learning experience. The importance of display of children's work needs to be emphasised and included in all trainings. Provision of facilities for display of children's work and wall news papers need to be included in the overall planning for quality.</li> </ul>	<p>States are advised to develop their LEP materials in light of larger objectives stated under curriculum and syllabus and design their in-service teacher training programme to enable the teachers to use the supplementary materials effectively and as an integral part of the teaching learning process.</p> <p>MHRD has initiated the process of orientation of district level functionaries through workshops on the issue of education of equitable quality and one of the themes which are emphasized is ensuring the active involvement of the children in the classroom processes.</p> <p>The importance of display of children's work is recognized and it is included in Whole school development plan.</p>
<ul style="list-style-type: none"> <li>The absence of storage space needs to be addressed; States can use the guidelines already issued. Guidelines for appropriate classroom furniture need to be developed urgently and designs</li> </ul>	<p>SSA norms have been revised to provide for a headmaster cum store room in every school. One time grant for setting up libraries has also been sanctioned for the schools. SSA norms also provide for providing furniture in upper primary schools and it has been discussed with the states to have furniture</p>

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and materials guidelines sent out to states.	which facilitate an activity based teaching learning process.
<ul style="list-style-type: none"> <li>SSA authorities review the degree to which existing norms allow for innovation.</li> </ul>	SSA norms have been revised to provide greater flexibility to the districts in taking up innovative projects.
<ul style="list-style-type: none"> <li>Central authorities provide more comprehensive guidance based on existing international experience on the introduction of computers into schools.</li> </ul>	Noted
<ul style="list-style-type: none"> <li>Build computer 'literacy' amongst teachers as a precursor to introducing computers into schools by equipping DIETs and BRCs along with appropriate support materials and training. Where possible the power of ICT could be massively enhanced by including broadband internet connection.</li> </ul>	The creation of a post of MIS coordinator at BRC level will help in creating greater computer literacy among teachers. TSG is also planning to conduct a series of workshops for exchange of good quality ICT materials in near future in collaboration with NCERT.
<ul style="list-style-type: none"> <li>It is necessary to explicit link curriculum goals to computer based activities and content are compliant with the NCF 2005 and that can be completed by the student. This requires appropriate teacher training that facilitates integration of the CAL programme with curricular requirements.</li> </ul>	Noted
<ul style="list-style-type: none"> <li>SSA may get the CAL programme reviewed to examine its alignment with NCF 2005 provisions and credo.</li> </ul>	TSG has collected some of the ICT materials and started its analysis so that CAL programme may be reviewed in the light of these data.
<ul style="list-style-type: none"> <li>In-service training should be designed and organized in such a fashion that each training builds upon the previous one.</li> </ul>	The issue was discussed during Orientation of District level functionaries for six states. Similar workshops are planned to be held for the functionaries of other states too. What has been emphasized is that the states should prepare a menu of training programmes as per the varied needs of the teachers and should not a organize training on the basis of one module for everyone.
<ul style="list-style-type: none"> <li>Development of a core resource group of the teachers themselves to undertake training of other teachers at district and sub-district levels.</li> </ul>	Most of the states are deputing their senior teacher for development of resource pool at block and cluster levels. States have also taken initiative to create resource groups following a rigorous selection process. Revised SSA framework provides for ten day Resource Persons training to build the capacity of the Resource Persons.
<ul style="list-style-type: none"> <li>CRCs be freed from non-academic tasks so that they can provide on-site support to teachers</li> </ul>	A committee was constituted to suggest indicative guidelines for enhancing the effectiveness of BRCs and CRCs. The committee's report has been received and is being shared with the states.
<ul style="list-style-type: none"> <li>CRCs need further training on providing effective support to schools, in terms of school visits, visit reports, follow up mechanisms etc.</li> </ul>	The committee mentioned above has gone into these aspects of the functioning of the BRCs and CRCs.
<ul style="list-style-type: none"> <li>Equipping BRCs and CRCs with teacher libraries and TLMs and other support mechanisms for enhancing the quality of academic programmes Targeting and modality</li> </ul>	SSA norms have been revised to provide for enhanced grants to the BRCs and CRCs for procurement of TLMs and reference materials  Indicative guideline for BRC/CRC has been developed by MHRD
<ul style="list-style-type: none"> <li>Better targeting of training is required to respond to needs as identified by teachers or to remediate learning areas which</li> </ul>	As mentioned above improving the quality of in-service training of teachers has been given due importance and states have developed detailed action plans in tune with the vision of quality developed

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assessment indicates are poorly understood.	in the regional workshops held last year.
<ul style="list-style-type: none"> <li>A transformation of training approaches used by teacher instructors is needed so that it more closely models the pedagogy expected to be demonstrated by teachers in the classrooms (i.e. teacher educators should be able to practice what they preach).</li> </ul>	As mentioned above.
<ul style="list-style-type: none"> <li>The importance of school leadership training and mentoring warrants greater attention with targeted programmes for existing and aspiring school leaders.</li> </ul>	Greater emphasis has been placed on Head teachers training in the annual plans and States are advised to develop specialized training for head teachers for 10 days.
<ul style="list-style-type: none"> <li>The design of sample surveys of learning outcomes needs to be rationalized. As stated by the 12th JRM, a variety of learning assessment studies should be considered.</li> </ul>	NCERT is continuously improving the design of sample surveys of learning outcomes. States have also have undertaken assessment surveys.
<ul style="list-style-type: none"> <li>The emphasis in all results presentations should be on variation within states along several dimensions and not on the rank ordering of states by average scores.</li> </ul>	NCERT has been already started sharing the reports.
<ul style="list-style-type: none"> <li>Relevant and meaningful designs for instruments that cover co-scholastic attributes of students should be developed and trialled at the school level. These should build on the process indicators already developed in various states. Survey designs that are feasible should be proposed and discussed at various levels.</li> </ul>	Matter is being attending to.
<ul style="list-style-type: none"> <li>Training of teachers and teacher educators in preparation of test items and other diagnostic tools appropriate for moving to the CCE mode through a transition that is gradual but effective.</li> </ul>	A workshop on CCE had been conducted by TSG. States have developed the detailed plan of action for rolling out CCE in the schools. Pilot projects have been undertaken in Bihar and Rajasthan to develop an effective model of CCE.
<ul style="list-style-type: none"> <li>Programmes for teachers and teacher educators on awareness of the distinction between generic principles of CCE and flexible local practices and techniques of testing.</li> </ul>	As mentioned above.
<i>Programme Management</i>	
<ul style="list-style-type: none"> <li>To ensure smooth functioning of the SSA programme at various levels: (a) making the job conditions and remunerations attractive enough to get the better quality people in the State; (b) ensuring a minimum tenure to all the resource persons/ experts and functional staff; and (c) providing training not only in the functional area, but also in terms of leadership and team functioning.</li> </ul>	Project management has been analysed intensively during the recently held plan appraisal exercise. The appraisal teams in their reports have made observations on management structure, staffing and capacity building. The issue has also been discussed in detail during the meetings of the PAB wherein emphasis has been laid on strengthening project management, enhance manpower, improve work conditions and remunerations as well as capacity building.
<ul style="list-style-type: none"> <li>In order to improve the data collection at school/ cluster / block levels, the Mission recommends that the States devise a strategy to: (a) identify the most important data that needs to be</li> </ul>	A calendar of MIS activities have been prepared and shared with the States to ensure that none of the activities related to MIS is missed at any level.

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<p>collected regularly and rationalize the number of information to be collected (even in DISE); (b) train staff to analyse data meaningfully at various levels; (c) devise a strategy to disseminate the analysis; and (d) use the data effectively for planning purpose.</p>	<p>The MHRD conducted capacity building workshops with District and State level programme functionaries for six major states viz. Uttar Pradesh, Bihar, Jharkhand, Chhattisgarh, West Bengal and Orissa. During the workshop the State and District specific data and its analysis was discussed with the participants. It was emphasized that the data should be shared at all levels including community in form of Jan-Vaachan (Public reading of DISE data). Various inconsistencies in the existing data were shared with the participants and capacities were built to analyze the same at local level. The implications of data were also discussed with the participants at greater length. The States and Districts were also requested to organize similar workshops at their level.</p> <p>It has also been decided to introduce changes in the data collection exercise under DISE to make it more user friendly, less cumbersome and Aadhaar friendly. The revised Data Capture Formats (DCF) have been developed and are being piloted in 14 districts of seven states in 2011-12.</p> <p>The issue of improved data management, analysis and use has been critically analysed during appraisal of AWP&amp;Bs and discussed at length during PAB meetings. The recently held workshops with district and state level officials and functionaries have focussed on this issue. Data analysis, its interpretation, interlink among various data and education indicators and effective use of data for planning, all these important themes have been discussed with participants during the workshops. TGS is continuously working with states and districts besides NUEPA to improve capacity on data analysis and its use in planning.</p>
<ul style="list-style-type: none"> <li>Researches should be encouraged, but should also be provided with clear guidelines and training on methodology. It is also recommended that there is a meta-study of the research conducted so far to identify those findings which have a solid evidence base and which can inform policy and good practice so that this can be disseminated more widely.</li> </ul>	<p>Capacity Building workshop on Research Methodology was held for North Eastern States in May 2011 for SSA functionaries. It was attended by about 45 participants from five states – Manipur, Tripura, Sikkim, Assam and Meghalaya. The focus of the programme was on Research Methodology with particular reference to Achievement Survey.</p> <p>The following research reports published in the year 2010-11 were disseminated to educational institutions and State Project offices.</p> <ol style="list-style-type: none"> <li>Study of effectiveness of BRCs and CRCs in providing academic support and supervision to elementary schools</li> <li>Study of Reasons of Large Decline in Enrolment Between classes I and II</li> <li>Study of Deployment and Professional Competence of Para teachers in primary and upper primary schools</li> <li>Study of Teachers' &amp; Students' Time-on-Task in schools</li> </ol> <p>The studies conducted so far have been on different topics covering different aspects of SSA. Hence no meta-study on findings that support each other could be undertaken.</p>



Recommendation	Action Taken
<ul style="list-style-type: none"> <li>State/ districts/sub-district functionaries are trained about using inputs in such plans and activities that result in outputs and outcomes.</li> </ul>	<p>The workshops on capacity building held recently for officials and functionaries of six state (District and state level) have discussed it in great details. More state are to be covered through these programmes i a couple of months. The states have been advised to use the momentum for training of sub district level officials and functionaries.</p>
<ul style="list-style-type: none"> <li>The SSA programme needs to give more attention to enhancing participation of community members, particularly in whole school development. This attention would range from a focus on the formation of the SMCs in schools, SMC training on RTE, access to funding and the management of VEC/SMC accounts to innovative mechanisms and practices that are ensuring or promoting community partnerships in the monitoring and management of programs for girls, minorities, urban slums and CWSNs.</li> </ul>	<p>All States/UTs have started to constitute the SMCs in every school as per the section 21 of RTE Act. However, the structure and size of SMCs varies from State to State. Community based monitoring in specific issues like enrolment, retention, education of girl child and other disadvantage groups, utilization of various grants and construction is important and helps to ensure attainment of the programme objectives. These community level structures play a key role in micro-planning, especially preparation of School Development Plans (SDP). Under SSA the Annual Work Plan and Budget is prepared by participatory planning process through these communities and they take into account the local needs and specificity.</p> <p>For initiating the Preparation School development plan at school level National Workshop cum Hands-on Training on School Development Plan (SDP) was conducted in Bodhgaya (Bihar) from 22<sup>nd</sup> to 26<sup>th</sup> September, 2010. This workshop was conducted by MHRD in collaboration with Bihar State Education Council (BEPC) and Bharat Gyan Vigyan Samitee (BGVS)</p>
<ul style="list-style-type: none"> <li>States should be encouraged to use part of the Innovation Funds to enable NGO/CSOs and SMCs to establish new partnerships in order to meet the specific needs of different communities.</li> </ul>	<p>The revised framework of Implementation advocates for this approach shift. Revision in the existing norm pertaining to innovations is under active consideration to make it more child centric and school based and to delegate planning and resource utilisation so as to facilitate initiative and partnerships.</p>
<ul style="list-style-type: none"> <li>The States and the GOI need to document the best practices in SMC functioning and share it with all SMCs and, further, that proactive means are found to facilitate schools/districts to support and disseminate best practice. This documentation would include: lessons learnt with regard to community mobilization (including training and delivery), participation (including the roles of the Panchayat and the PRIs relationship with the VEC/SMC), and management (composition and ability to handle the work/monitoring roles as envisaged in RTE including critically matters pertaining to the management of the school grants).</li> </ul>	<p>All states /UTs regularly undertake documentation of successful / best practices under SSA interventions. The States and UTs have been requested to specifically undertake documentation of best practices in the SMC functioning during the recently concluded appraisal for AWP&amp;B 2011-12.</p>
<ul style="list-style-type: none"> <li>Utilize existing playgrounds or cultural facilities shared across multiple schools. In addition, land of other educational bodies like teacher's colleges can become a land and sports/cultural facility resource for local schools.</li> </ul>	<p>The RTE-SSA framework clearly mentions that outdoor space is important for overall child development provided it is sensitively developed. This may contain school garden (e.g. kitchen garden/ herbal garden), tree groves, places of mutual interactions, sports and play spaces, etc. The school playground shall be maintained through community mobilization, community shramdan or community contribution or through convergence as is being done already. It is to be mentioned here that the existing facilities available in secondary/ higher secondary and other institutions and public grounds are</p>

Recommendation	Action Taken															
<ul style="list-style-type: none"> <li>Provision for transport being provided to enable student access despite larger traveling distances.</li> </ul>	<p>being utilised regularly.</p> <p>PAB has sanctioned an amount of Rs. 1426.65 to provide transport and Escort facilities to 48,130 children. Category wise detail is given below in the table.</p> <table border="1" data-bbox="1066 243 1877 401"> <thead> <tr> <th>Category</th> <th>Phy</th> <th>Fin</th> </tr> </thead> <tbody> <tr> <td>Remote areas where school is unviable</td> <td>27835</td> <td>835.05</td> </tr> <tr> <td>Urban Deprived Children</td> <td>794</td> <td>23.82</td> </tr> <tr> <td>Transport for CWSN</td> <td>19102</td> <td>563.79</td> </tr> <tr> <td>Escort for CWSN</td> <td>399</td> <td>3.99</td> </tr> </tbody> </table>	Category	Phy	Fin	Remote areas where school is unviable	27835	835.05	Urban Deprived Children	794	23.82	Transport for CWSN	19102	563.79	Escort for CWSN	399	3.99
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<ul style="list-style-type: none"> <li>Ensure any new building has the capacity for vertical expansion as necessary in the future, i.e. foundation strength, planning for a connecting passage for classrooms on the upper floor, and an appropriate space for the staircase. This will help accommodate additional students without need to demolish and rebuild. Possibility for vertical expansion would add a certain amount to the unit cost which may require States to adjust their Schedule of Rates accordingly. Most importantly, a mechanism which effectively conveys the inbuild scope for vertical expansion into the future with a reasonable degree of assurance is important.</li> </ul>	<p>The states are now well aware of scarcity of land and consciously taking steps for vertically expansion. The State like Bihar are already expanding vertically of existing building. State like Haryana is already designing all building with double storey foundation. States are engaging instructions like CBRI and other for designing school infrastructure. States like, Bihar, Gujarat and Maharashtra have engaged architects in their design cell. MHRD have already issued instructions to all states for engaging/ empanelling architects, structural engineers for designing whole school / composite school. TSG is also propagating states for designing foundation required for double/triple story and to check the foundation design before taking up any multi story construction for the existing structures.</p>															
<ul style="list-style-type: none"> <li>Simpler policy and procedures for taking down old and dilapidated construction are needed to help rejuvenate campuses if buildings are beyond major repair.</li> </ul>	<p>As per para 6.4.8 of revised framework for implementation region specific as well as site specific strategies for schools may be developed, depending on climate, locally available construction, materials and skills. In para 6.5.3 mentions that retrofitting of the existing buildings may be provided to improve hazard resistance, thermal comfort better light and ventilation for renovation/ retrofitting of existing building and to take measure for dilapidated buildings.</p>															
<ul style="list-style-type: none"> <li>GIS based physical mapping of schools needs to be linked with other child tracking systems to rationalize the need for new schools and expansion of existing schools. Flexible methods of space sharing and vertical expansion must be developed for effective utilization of the existing resource.</li> </ul>	<p>Several states have started working in this direction. States such as Gujarat, Andhra Pradesh and West Bengal have linked their GIS based physical mapping with DISE data and other indicators such as out of school children, incidence of migration etc. This linkage is aimed at facilitating the formulation of School Development Plan and enabling future requirements like ACR, expansion of the campus, water and toilet facilities teachers etc. Some other states like Jharkhand, Manipur, Assam and Maharashtra have also undertaken the GIS mapping of the schools and habitations.</p>															
<ul style="list-style-type: none"> <li>Allocate some funds for innovation in civil works for developing attractive built forms, using improved or alternative building materials &amp; providing spaces for cultural activity like stages and open air amphitheatres.</li> </ul>	<p>33% of total budget is earmarked for implementation of SSA civil works and priority is given for construction of school buildings, classrooms, toilets and drinking water. The unit cost for various items of work included in SSA civil work is prepared by the state based on state/ district schedule of rate and notified. Using attractive built forms, using alternative building materials etc can be included their design &amp; unit cost can be worked out by the states As per para b.4.8 of revised framework for implementation region specific as well as site specific strategies for schools may be developed,</p>															

Recommendation	Action Taken
	depending on climate, locally available construction, materials and skills. Depending on the availability of funds and coverage other items are taken up under SSA. States have also been instructed to go for convergence for carrying out other items of work which are not covered under priority and norms of SSA.
<ul style="list-style-type: none"> <li>Promote the effective usage and visibility of teaching learning materials through appropriately sized and inbuilt storage and display areas within the classroom.</li> </ul>	<p>As per para 6.5.2 of revised framework for implementation due to various innovations in pedagogy, either due to NCF-2005 or Activity Based Learning or LEP, there may be requirement for adaptation of existing learning spaces – classrooms, head teacher room, corridors, libraries, play spaces, outdoor spaces, terraces, amenities, etc. towards quality in learning. In light of the above, it is important to systematically identify the nature of adaptations and find the most cost effective method to achieve it.</p> <p>The draft manual and guidelines for Whole School Development Plan, being prepared MHRD, mentions about the improving and provisioning of storage and furniture in a classroom. This will give a clear idea about the size and inbuilt storage facilities to be provided within the classrooms.</p>
<ul style="list-style-type: none"> <li>Ensure all weather classrooms to make them comfortable and usable throughout the year through provision for insulation, energy efficient lights and fans and by ensuring adequate daylighting</li> </ul>	Revised SSA framework provides for the developing region specific as well as site specific strategies for schools, depending on climate, locally available construction, materials and skills. It also mentions that retrofitting of the existing buildings may be provided to improve hazard resistance, thermal comfort better light and ventilation.
<ul style="list-style-type: none"> <li>Service provisions like drinking water and toilets, although present in most schools needs to be upscaled as per no. of students enrolled and made both operational and hygienic</li> </ul>	The norms for construction of toilets given by DDWS in their D.O. Ir.No.W11042/8/2003-CRSP(pt) dt. 6.5.2009 has been circulated to all states/UTs by MHRD vide Ir. No. 25-2/2007-EE16 dt 18-5-2009. The guideline mentions that construction should be in multiple of units depending on the strength of the school, on whether the students are allowed to go urinals during classes, on whether schools have staggered brakes, space available in the premises, expected growth in enrolment and other regional conditions. States are given the flexibility to define their own norm within this range depending on existing state norms and the other factors mentioned above. School wise requirement of toilet units should be worked out based on these factors.
<ul style="list-style-type: none"> <li>School physical mapping to include making comprehensive organized school campuses, training of the staff carrying our data collection, enabling future inputs like additional classrooms, appropriate sloped Ramps, Plinth connectivity of various rooms &amp; Staircases into a Whole school plan for future development.</li> </ul>	The states have been requested to prepare school layout plan/map giving all the details of existing infrastructure and other facilities available and are being reviewed in every quarterly review meeting. The layout plan would be utilized by the state/UTs for planning future infrastructure to the school and for whole school development plan.
<b>Financial Management</b>	
	<p>General:</p> <p>The recommendations of the 13<sup>th</sup> JRM relating to financial management and procurement were discussed in detail with the State Finance Controllers during the 28<sup>th</sup> Quarterly Review meeting of State Finance Controllers held on 3<sup>rd</sup> - 4<sup>th</sup> February 2011 at Gandhinagar, Gujarat. A presentation on the key recommendations of the 13<sup>th</sup> JRM on financial management and procurement was made to the</p>

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	<p>participants urging them to take follow up action. The highlights and the copy of the presentation are included in the Minutes of the 28<sup>th</sup> Quarterly Review Meeting of State Finance Controllers. The Aide Memoire of the 13<sup>th</sup> Joint Review Mission was uploaded on MHRD's website.</p> <p>In MHRD's letter No. 15/10/2004-SSA (PR) dated 11<sup>th</sup> April 2011 from Additional Secretary (SE&amp;L), the State Project Directors have been urged to take immediate action on the 13<sup>th</sup> JRM's recommendations on financial management and procurement issues.</p>																																																																																																																																												
<ul style="list-style-type: none"> <li>District Level FM staffing: District level FM staffing is a cause for concern since the staffing for certain key states has been low and stagnant for over a year. From the current vacancy status of 54% for select 8 states the vacancy should be constantly monitored and states should be required to submit an action plan in this regard. The action plans should at a minimum reduce vacancies by 10% till July 2011 and by 25% in January 2012. .</li> </ul>	<p>Enhancing District Level staffing for Financial Management:</p> <p>The status of finance and accounts staff is very closely monitored during the quarterly review meetings of State Finance Controllers. A comparative status of finance and accounts staff as on 30<sup>th</sup> September 2010 and 31<sup>st</sup> March 2011 at the district level in respect of the following 10 major States is given below:</p> <p style="text-align: center;"><b>District wise Position of Finance and Accounts Staff</b></p> <table border="1" data-bbox="1041 582 2049 1085"> <thead> <tr> <th rowspan="2">S. No.</th> <th rowspan="2">State</th> <th colspan="4">Staff position at district level as on 30.09.2010</th> <th colspan="4">Staff position at district level as on 31.03.2011</th> <th rowspan="2">Decrease / Increase in %age of vacant post</th> </tr> <tr> <th>Sanctioned</th> <th>Posted</th> <th>Vacant</th> <th>%age of vacant post</th> <th>Sanctioned</th> <th>Posted</th> <th>Vacant</th> <th>%age of vacant post</th> </tr> </thead> <tbody> <tr> <td>1</td> <td>Andhra Pradesh</td> <td>92</td> <td>92</td> <td>0</td> <td>0.00</td> <td>92</td> <td>92</td> <td>0</td> <td>0.00</td> <td>0.00</td> </tr> <tr> <td>2</td> <td>Bihar</td> <td>148</td> <td>67</td> <td>81</td> <td>54.73</td> <td>152</td> <td>74</td> <td>78</td> <td>51.32</td> <td>3.41</td> </tr> <tr> <td>3</td> <td>Chhattisgarh</td> <td>54</td> <td>18</td> <td>36</td> <td>66.67</td> <td>54</td> <td>36</td> <td>18</td> <td>33.33</td> <td>33.33</td> </tr> <tr> <td>4</td> <td>Jharkhand</td> <td>71</td> <td>53</td> <td>18</td> <td>25.35</td> <td>71</td> <td>51</td> <td>20</td> <td>28.17</td> <td>-2.82</td> </tr> <tr> <td>5</td> <td>MP*</td> <td>100</td> <td>87</td> <td>13</td> <td>13.00</td> <td>100</td> <td>87</td> <td>13</td> <td>13.00</td> <td>0.00</td> </tr> <tr> <td>6</td> <td>Maharashtra</td> <td>99</td> <td>83</td> <td>16</td> <td>16.16</td> <td>99</td> <td>83</td> <td>16</td> <td>16.16</td> <td>0.00</td> </tr> <tr> <td>7</td> <td>Orissa</td> <td>93</td> <td>72</td> <td>21</td> <td>22.58</td> <td>93</td> <td>73</td> <td>20</td> <td>21.51</td> <td>1.08</td> </tr> <tr> <td>8</td> <td>Rajasthan</td> <td>64</td> <td>44</td> <td>20</td> <td>31.25</td> <td>64</td> <td>44</td> <td>20</td> <td>31.25</td> <td>0.00</td> </tr> <tr> <td>9</td> <td>Uttar Pradesh</td> <td>176</td> <td>117</td> <td>59</td> <td>33.52</td> <td>176</td> <td>108</td> <td>68</td> <td>38.64</td> <td>-5.11</td> </tr> <tr> <td>10</td> <td>West Bengal</td> <td>80</td> <td>19</td> <td>61</td> <td>76.25</td> <td>80</td> <td>61</td> <td>19</td> <td>23.75</td> <td>52.50</td> </tr> <tr> <td></td> <td>Total</td> <td>977</td> <td>652</td> <td>325</td> <td>33.27</td> <td>981</td> <td>709</td> <td>272</td> <td>27.73</td> <td>5.54</td> </tr> </tbody> </table> <p>* In M.P., the earlier district level Finance and Accounts staff included Block level staff also which has now been bifurcated.</p> <p>It would be seen from the above table that except in the case of Jharkhand and Uttar Pradesh, the staff position at district level has improved. The overall improvement for the above States works out to 5.54% till March 2011. The States have taken initiatives to fill the vacant posts and it is expected that</p>	S. No.	State	Staff position at district level as on 30.09.2010				Staff position at district level as on 31.03.2011				Decrease / Increase in %age of vacant post	Sanctioned	Posted	Vacant	%age of vacant post	Sanctioned	Posted	Vacant	%age of vacant post	1	Andhra Pradesh	92	92	0	0.00	92	92	0	0.00	0.00	2	Bihar	148	67	81	54.73	152	74	78	51.32	3.41	3	Chhattisgarh	54	18	36	66.67	54	36	18	33.33	33.33	4	Jharkhand	71	53	18	25.35	71	51	20	28.17	-2.82	5	MP*	100	87	13	13.00	100	87	13	13.00	0.00	6	Maharashtra	99	83	16	16.16	99	83	16	16.16	0.00	7	Orissa	93	72	21	22.58	93	73	20	21.51	1.08	8	Rajasthan	64	44	20	31.25	64	44	20	31.25	0.00	9	Uttar Pradesh	176	117	59	33.52	176	108	68	38.64	-5.11	10	West Bengal	80	19	61	76.25	80	61	19	23.75	52.50		Total	977	652	325	33.27	981	709	272	27.73	5.54
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Recommendation	Action Taken
	<p>the position would improve by 31<sup>st</sup> July 2011.</p> <p>In MHRD's letter dated 15<sup>th</sup> June, 2011 from Additional Secretary (SE&amp;L) addressed to all State Education Secretaries, the need for filling up staff vacancies at different levels for continuous and effective monitoring of programme implementation at all levels was emphasised.</p>
<ul style="list-style-type: none"> <li>A preliminary report on the implementation of accounting software in States should be given during the July 2011 JRM and all ten states brought on board by January 2012 JRM.</li> </ul>	<p>Implementation of accounting software:</p> <p>Out of 35 States/ UTs, accounting software is presently implemented at State Project Office and District Project Office in 29 States/ UTs. Accounting software is implemented in all the 10 major States. The same has not been implemented in the following 6 States/UTs:</p> <ol style="list-style-type: none"> <li>1. Andaman &amp; Nicobar Islands</li> <li>2. Lakshadweep</li> <li>3. Meghalaya</li> <li>4. Mizoram</li> <li>5. Nagaland</li> <li>6. Tripura</li> </ol> <p>The adoption of computerised accounting software at SPO &amp; DPO was included in the revised FM Action Plan for 2010-11 for strengthening the financial management system. Since the posts of Accountants, MIS Co-ordinators and Data Entry Operators are sanctioned at Block level, all States/ UTs have been urged to extend this facility to the Block level as well.</p> <p>The status of implementation of accounting software is being reviewed in the quarterly review meetings of State Finance Controllers and the States/ UTs have been urged to implement the same early. Some of the States/ UTs have taken action to implement the same and it is expected that the position would improve by July 2011.</p>
<ul style="list-style-type: none"> <li>GoI to seek clarifications from SSA MP for not following the SSA FM&amp;P requirements and take decisions whether the claims for procurement since the amendment to FM&amp;P Manual will be permissible for reimbursement. GoI may also issue further clarifications on applicability of the procedure to all agencies involved in procurement in states.</li> </ul>	<p>Mandatory application of procurement procedures of SSA FM&amp;P Manual:</p> <p>The issue relating to non following the SSA FM&amp;P requirements on procurement was discussed in the 162<sup>nd</sup> Project Approval Board meeting held on 4<sup>th</sup> April, 2011 while considering the Annual Work Plan and Budget of SSA, Madhya Pradesh for 2011-12 and the State Project Director had explained that the State is following the provisions of the Manual on FM&amp;P for all procurements under SSA as could be seen from Para 6 (xii) of the PAB Minutes of SSA Madhya Pradesh.</p> <p>The issue of strictly following procurement procedures and level of procurement prescribed in Chapter IX of the Manual on FM&amp;P was included in the revised FM Action Plan for 2010-11. All States/ UTs have been urged that it is mandatory to follow the procurement procedure prescribed in the Manual for all the procurement under SSA in terms of Para 111.1 of the Manual on FM&amp;P.</p>

Recommendation	Action Taken
<ul style="list-style-type: none"> <li>The Mission feels it is time to carry out a critical review of the procurement planning and monitoring process and how this get integrated to project management process. GoI and TSG need to orient the state teams on the usefulness of the plans and its role in project monitoring. It is recommended that periodic review require states to link the physical and financial progress details to procurement plan progress.</li> </ul>	<p>Integration of procurement plan with project management process: States/ UTs have been urged to link physical and financial progress details to procurement plan progress on a quarterly basis. The States have been oriented during the quarterly review meetings of State Finance Controllers on the usefulness of the plans and its role in project monitoring. Periodical review on the linking of physical and financial progress to procurement plan progress would be carried out during the visits of States.</p>
<ul style="list-style-type: none"> <li>GOI shall expedite the development process and start piloting the procurement MIS in at least 3-4 states by the next JRM.</li> </ul>	<p>Procurement MIS: GoI has since developed a procurement MIS to monitor the progress of procurement. The same would be rolled out to the States shortly.</p>
<ul style="list-style-type: none"> <li>GoI to commission a group of text book developers, printing technologists and procurement experts to review and develop a model specifications for paper, printing qualities and binding requirements for text books to be procured under SSA.</li> </ul>	<p>Procurement of textbooks and quality aspects: GoI is in the process of developing model specifications for paper, printing qualities and binding requirements for text books to be procured under SSA. The same would be rolled out to the States shortly.</p>
<ul style="list-style-type: none"> <li>States to undertake pre-Delivery and post-Delivery Inspection of text books.</li> </ul>	<p>Reform in text books delivery: States/ UTs have been urged to undertake pre-delivery and post-delivery inspection of text books on the lines recommended by the 13<sup>th</sup> JRM. Most of the States have confirmed that they are undertaking such pre-delivery and post-delivery inspections of text books.</p>

