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**7<sup>th</sup> Joint Review Mission of Sarva Shiksha Abhiyan (SSA) &  
26<sup>th</sup> Joint Review Mission of District Primary Education Programme (DPEP)  
Government of India  
21<sup>st</sup> January to 5<sup>th</sup> February, 2008**

**Aide Memoire**

**SARVA SHIKSHA ABHIYAN**  
**Seventh Joint Review Mission, 21<sup>st</sup> January to 5<sup>th</sup> February 2008**  
**Aide-Memoire**

## **1. Introduction**

1.1 *Sarva Shiksha Abhiyan* (SSA) is a comprehensive and integrated flagship programme of the Government of India (GoI), to attain Universal Elementary Education (UEE) in the country in a mission mode. Launched in partnership with the State Governments, SSA aims to provide useful and relevant education to all children in the age group of 6-14 years by 2010. 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 Commission (EC). As per the Agreements, the GoI and Development Partners (DP) carry out a Joint Review Mission (JRM) twice a year. The main objective of the JRM is to review progress in the implementation of the programme with respect to SSA's Goals and to discuss follow-up actions in the light of the Terms of Reference (TOR) agreed upon for each JRM.

1.3 The first JRM was held from January - February 2005. This Mission is the Seventh JRM of SSA and was held from 21<sup>st</sup> January to 5<sup>th</sup> February 2008. This JRM was combined with the 26<sup>th</sup> JRM of DPEP. The Terms of Reference (ToR) for the Mission and details of the Mission composition are attached at Appendix 1. This Review is based on a study of available documents and discussions with National and State level functionaries and observations from field visits in eleven States.

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

## **Mission Objectives**

1.5 The main objective of the JRM is to review progress in the implementation of the programme with respect to SSA Goals and agreed indicators, and to discuss follow-up action, including capacity issues. Progress towards the SSA Goals is reported and summarized in the Results Framework attached at Appendix 2. The purpose of the Seventh JRM was to look at processes being adopted to achieve the development

objectives of SSA, particularly in respect of quality, and to review State and district specific strategies being adopted that underpin the impact of the programme.

1.6 The 7<sup>th</sup> JRM for SSA visited 27 districts of eleven States, viz., Assam, Bihar, Chhattisgarh, Haryana, Jammu and Kashmir, Maharashtra, Meghalaya, Orissa, Rajasthan, Tamil Nadu and West Bengal. The Mission members visiting Orissa and Rajasthan, also covered one district of DPEP. The Mission comprised twenty six members, with 13 members, including Mission Leader, from the Government of India, 6 members from the World Bank, 6 members from DFID (one of these was deputed from the EC's places on the Mission) and 1 member from the E.C. The seventh JRM for SSA has provided State reports for each of the eleven States visited (attached at Appendix 3) and one overall report, this Ade Memoire.

## **2. Overview of progress**

2.1 The country is getting on track to achieve the first of the three SSA Goals and some States are close to full achievement already – see the State Results Framework attached at Appendix 2 of this Report. The fund flow constraints that affected the programme in some of the larger States in the previous years have been largely overcome and planning and management systems are generally functioning well at all levels of implementation in most States. Further progress has been made in expanding access to all groups and habitations, in recruiting teachers and in delivering infrastructural improvements. School and teacher grants are being made available to a greater extent and textbooks (funded entirely by the State Government in Tamil Nadu and partially in some States for all students in Government and aided elementary schools) and other learning materials are being delivered to most schools in a timely manner. Progress on community participation continues to be positive, indicating the enthusiasm and high demand for access to quality education throughout the country, and gradually bringing benefits in terms of accountability and efficiency of resource use. With full enrolment of children aged 6 to 14 years in sight in many States, the key challenges now are to bring the last seven million or so out-of-school children into the system, to reduce dropout, particularly among girls, SC, ST and Minorities at the Upper Primary level, improve attendance, fill the remaining teacher vacancies, expand access at the upper primary level, to further empower the VECs, to eliminate all remaining infrastructure gaps and to improve the quality of education, which remains a major area of concern.

2.2 Given that the Programme has been going on for more than 7 years, the Mission is concerned to note that some States are still struggling with the basic inputs required to achieve universal access and equity. These basic inputs include the recruitment of additional teachers, the construction of new schools and additional classrooms, carrying out household surveys to identify out of school children and developing and implementing strategies to get all the children into school. Special efforts are required in these struggling States – particularly, Assam, Bihar, Meghalaya, Orissa and West Bengal. The Mission suggests that these States continue to receive more intensive support and monitoring from Gol representatives at the highest level.

2.3 The Mission has observed that several States (Bihar, Assam, West Bengal, Rajasthan, Maharashtra) are taking ad hoc measures in elementary education and SSA is not being mainstreamed. A particular concern in this regard is the BRC/CRC structure. The mainstreaming of SSA within the general education administration of the States is increasingly urgent.

2.4 With the progress that has been made in so many States the challenge in SSA is increasingly one of addressing pockets of educational disadvantage. A block level focus should concentrate on the more critical areas of the programme, such as eliminating gender disparity, bridging the gap for minorities, ST and SC, increased transition to upper primary, reducing dropouts in upper primary, delivering effective remedial teaching, improving the coverage and effectiveness of teacher training and skill up-gradation, building core competencies, quality evaluation etc. With a notable exception, Tamil Nadu, all the other States visited by the Mission have a lot of ground to cover in these areas and GoI's support is needed. Particular attention needs to be given to building the capability of institutions at the State, District and Block levels – this will require these institutions to have constant interactions with Central Institutions as necessary. There is a need for greater convergence of related central schemes, such as Teacher Education, ICDS and Total Sanitation at all levels

2.5 There are still some issues in respect of the flow of funds. The delay in releasing the States' shares of funds during 2007-08 has been problematic, for example in Maharashtra the shortfall was to the tune of Rs.55.38 crores during 2007-08.

2.6 SSA provides for the flexibility of funding and States and districts should take more advantage of this. MHRD should also provide more information to States so that AWP&Bs can be developed with this flexibility in mind.

2.7 The Mission noted the role being played by the 42 Monitoring Institutions (MI) and appreciated the reports from these that were provided. The quality of these reports is variable and the Mission suggests that MHRD and the States review the extent to which the MIs are useful to them.

2.8 Given the current momentum towards quality improvement, SSA can encourage this further by incentivising performance in terms of value addition at all levels: States, Districts, Sub-districts and schools.

2.9 The Mission got a strong sense that one State in particular is on the move with regard to quality improvement. In Tamil Nadu, the introduction of Activity Based Learning (ABL) in all the primary schools and the Active Learning Methodology (ALM) in all the upper primary schools of the State has clearly stimulated and excited officials, teachers, students and parents in an unprecedented way. The teaching and learning process in all of the State's 37,486 elementary schools has been transformed through the introduction of ABL and ALM and the Mission was greatly impressed with the way the intervention is being carried out and the speed with which change is taking place. While it is still early days, Tamil Nadu's experience with ABL/ALM to date suggests that a holistic, comprehensive and systemic approach to quality improvement is feasible within



the context of SSA. There is now a model of system-wide quality reform in place in Tamil Nadu that other States can look at and consider. In the light of Tamil Nadu's experience, all States should give thought to how they might develop a comprehensive model of quality elementary education that responds to the problem of unsatisfactory learning levels. The development of these models should be given the highest priority.

### **3. Follow up of action taken on the recommendations of the sixth JRM**

3.1 The detailed report of progress against the recommendations of the 6<sup>th</sup> JRM are given in Appendix 4. Overall, the recommendations have been given due attention as reported by MHRD and seen in the visits to the states. The center –state sharing pattern has been amended to 65: 35 for the first two years and 50:50 in the last year of the XIth plan, thus relieving the anxiety of the states. Recommendations regarding improving learning levels through classroom based training with a focus on setting /acquiring of acceptable standards for teachers and continuous, comprehensive assessment of children are getting addressed through state initiatives described in the main aide memoire; however these are long term, process based initiatives which would need continued attention and nurturance. The recommendation regarding streamlining data collection for the states and reducing overload has been addressed through making DISE the only school based data source and encouraging states to do 5percent sample checks to ensure quality. The efforts to enhance the participation of Muslim children have been given a boost with 18 percent of the total allocation for SSA for 2007-08 targeted to the Muslim concentrated districts. Recommendations regarding improvement in financial management and procurement procedures related mainly to internal audit, training of sub district /VEC level structures and web banking have been addressed to a significant extent by MHRD as reported in Appendix 4 and are reviewed in the main aide memoire.

### **4. Progress towards the Achievement of SSA Goals**

4.1 Progress in the implementation of the programme with respect to the four SSA Goals is assessed against a set of agreed indicators. The status of these indicators is reported in the attached Results Framework (Appendix 2). This section of the Report summarizes the JRM's discussion of the status of the Results Framework with GoI, the States and district representatives and sets out recommended follow-up action, including future plans, financial allocations and capacity issues. The section is organised in accordance with the four Goals.

#### ***Goal 1 – All children in school***

4.2 As compared to 2006, the total number of children out of school has interestingly, increased marginally, from 70 lacs to 75 lacs across the country. This increase may be attributed to more efficient identification through comprehensive house hold surveys, for example West Bengal, Assam, Haryana, Orissa etc. Other States such as Rajasthan, Jammu & Kashmir and Chattisgarh also need to carry out a comprehensive household survey, for more exact estimates, especially in the context of migratory communities. According to the analysis by MHRD, 36 districts have 30% of the out of school children

in the whole country of which 23 districts are in Bihar, 9 in West Bengal and 1 each in Assam, Chhattisgarh, Haryana and Orissa.

4.3 Correspondingly, enrolments at the elementary stage have increased from 17.3 crores (2005-06) to 18.15 crores (2006-07), which is commendable. At the primary stage, enrolments have increased from 12.9 crores to 13.4 crores (regular and EGS/AIE enrolments). At the upper primary stage, it has increased from 4.37 crores to 4.75 crores. In some states, however, there is a consistent decline in enrolments across regular and EGS/AIE centres, for example, in Chhattisgarh. A matter of concern noted was the inadequate identification of the urban out of school children in Assam, Bihar and Maharashtra.

4.4 The mission appreciates the diversified strategies adopted by the states within the AIE, to reach the most difficult to reach groups. These include back to school program (Meghalaya), bridge centre, apna/angana vidyalaya, (Bihar), alternative schools and EGS schools (West Bengal), residential bridge courses (Bihar). However, customized strategies with block level micro planning efforts are needed for the still hardest to reach, such as the urban poor, migrant children, tribals, minorities and older girls. Given the interstate migration, inter state task forces could be formed to develop appropriate strategies and work out accreditation issues. Orissa is a good example in this regard. In Bihar, the provision of pre-school education has facilitated the enrolment of children of the right age to regular schools.

4.5 The accommodation facilities for the residential bridge courses were often not adequate and these arrangements need a careful review, especially in Jammu and Kashmir. Further, the issues of quality of teachers, poor teacher compensation, and systematic teacher training teacher support and improving learning outcomes remain a challenge in many states (West Bengal, Rajasthan, Chhattisgarh, Haryana) across the different alternative strategies adopted by them, considering the high demands of their tasks.

4.6 In most states, the requisite support for mainstreaming of out of school children appeared as a concern. Bihar presented a good example in providing follow-up support for one year to the mainstreamed children from its AIE centres in border districts.

4.7 Regarding physical access, the various state reports and other data provided do reflect that it has been largely achieved for the majority of the habitations across the country. By 2006, about 98% of habitations have been covered at the primary school level, and 86% at the upper primary level. As per 2006-07 data, about 71% of schools have a permanent structure and, within this, about 73% of classrooms were reported to be in good condition. While this may not be uniform across states, it is a significant improvement since the commencement of programme.

**4.8 Recommendation : There should be well articulated and focused strategies in all states based on habitation level micro-planning for the remaining OOSC (6-14 years), particularly the urban deprived, migrants, SC, ST, minorities, CWSN and older children.**

*Education of Children With Special Needs (CWSN)*

4.9 The JRM acknowledges the major gains achieved in the enrolment of CWSN across almost all states visited. Overall, 82% of the identified CWSN are in school. The increase of 8% in the enrolment of CWSN against an increase in identification of 9% over the previous year is commendable. Identification of CWSN has improved, however, their numbers in each state are generally below the figure which the standard distribution of 1.8-2.0 percent of the population with special needs would indicate, suggesting more efforts are needed in this regard. The basic principle of ensuring education of all CWSN under a “zero rejection” policy seems to be understood at all levels and efforts are being undertaken to put this policy into action, although given the many challenges this will take time to fully implement. Many CWSN are receiving aids and appliances. Children with extreme disabilities are receiving special education through collaborating NGOs and/or home-based services.

4.10 Design provisions for CWSN in Civil works in the schools are largely ramps. There has been significant progress on making barrier free ramps in the school environment. From 502415 ramps in 2006 it had increased by 11% to 557735 in 2007. The data however, does not reflect the quality as well as its effectiveness in making the entire school barrier free. Many schools may have different blocks that are not connected together. A ramp to a single block may provide limited accessibility. In hilly regions, a ramp may be constructed after ascertaining the need. Ramps to toilets, and toilet and drinking water designs for CWSN have not been reported so far and this remains an area of concern. Most of the provisions still address the orthopedically challenged children. Use of specialised hardware fittings for CWSN or special treatment of classroom for different types of CWSN is not reported. Special minor adaptation of classrooms for different CWSN should be taken.

4.11 Staffing and training of teachers for CWSN remains the biggest challenge. Special Education Resource Teachers have been hired in many states but not in the required quantities. Many are specialists in only one area of disability and need capacity-building to respond to a wider range of special needs. Emoluments and travel allowances paid to teachers may be examined to ensure they are sufficient to attract and retain qualified people. Most teachers have undergone 1-day awareness training, only a small number of teachers have completed the 5-day training and less than 1% have completed the comprehensive 90-day training.

4.12 Many states visited by the JRM have used SSA funding to develop fruitful partnerships with NGOs with experience and capacity in educating CWSN. In some cases these NGOs provide special education to CWSN outside of the school environment, in specially designed centres, in others they train and support mobile special educators who work with CWSN attending regular schools.

## **Goal 2 – Bridging gender and social gaps**

### *Gender/Girls' education*

4.13 Across states, SC, ST, and muslim minorities' share in the out of school child population is more than their share in the population, which is a continuing matter of concern and may be addressed specifically. The Share of girls in enrolment seems to have increased at the primary level. It stands highest at 50% in Meghalaya (which is a matri-lineal society) and lowest at 46.5% in Rajasthan. At upper primary the share of girls in enrolment as compared to their share in population is improving, except in Rajasthan which would need more intensive efforts.

4.14 Intensive community mobilization may be required in pockets of the country where the gender gap at the upper primary level remains very high (for example: Mewat in Haryana, and the Meo communities in Alwar of Rajasthan). Efforts to involve women's groups are visible in states like West Bengal; but these are limited in other states such as Rajasthan and Haryana.

4.15 Under NPEGEL, in almost all states, additional classrooms are being constructed in the Model Cluster Schools. In Rajasthan and Bihar sports facilities, library materials, cycles etc. have been provided for girls and some sort of vocational skills training has been initiated across all states. Bihar, Orissa, Chattisgarh, Maharashtra and Assam reported having undertaken *Meena Manch*, an activity for the empowerment of adolescent girls. A short gender training for teachers and remedial teaching for girls has been conducted in a few States. While these initiatives are commendable, the gender aspect needs to be more fully integrated into the regular in-service teacher training. The focus of this component should be on providing space for the girls to express themselves, develop life skills relevant to their empowerment (that are not stereotypical) and enhance their mobility and the ability for negotiation and decision making.

4.16 To facilitate education of girls from deprived sections, at the national level, 2,180 KGBVs were sanctioned and 1,724 have been operationalised till date. These reach out to 1.23 lakh girls of which 29.6% are SC, 29.4% ST, 24.2% OBC, 5.38% are muslims and 11.28% BPL. The KGBVs are still in the process of relocating from rented premises to their own buildings. This process needs to be expedited. The JRM appreciated the quality of the newly constructed KGBV facilities, except in Jammu and Kashmir where they do not have adequate water and sanitation facilities. Given the issue of safety and security there seems to be an unmet demand for provision of a boundary wall for KGBVs. Grievance redressal mechanisms need to be instituted across KGBVs so that girls could communicate their problems confidentially and be dealt with sensitively.

4.17 Female teachers – as per DISE 2006-07, the overall percentage of female teachers is 41%. Of the 11 states visited some of these have less than 50% female teachers ( West Bengal – 29.78; Rajasthan – 28.41, Chattisgarh – 31.72, Orissa – 33.61, Maharashtra – 42.1, Jammu and Kashmir – 43.14, Haryana – 44.74), an increase in female teachers in

Bihar from 27.91 to 40% in 2006-07 seems to have had an impact on enrolment and retention of girls. Rajasthan continues to have a much lower proportion of female teachers and has not been able to meet its PAB commitment to have 50% female teachers among its new recruits.

4.18 Innovations for girls' education need to be more imaginatively conceived. Some good practices seen by the Mission were provision of cycles, conducting life skill programs for both boys and girls in pockets where the gender gap remained high. In some states (Rajasthan, West Bengal) the collaboration with the Total Sanitation Campaign to meet the need for girls' toilets is commendable.

#### *SC and ST children*

4.19 The share of the SC in enrolments has increased at the elementary level from 18.64% in 2005-06 to 19.87% in 2006-07. However, in upper primary, it is still a concern, specially in the states of Rajasthan, Bihar and Haryana. The overall share of ST enrolment has increased from 9.02% in 2005-06 to 10.69 % in 2006-07. Amongst the states visited a high coverage of ST population was seen in Meghalaya and Chhattisgarh. Most states have exceeded their population share targets, but the fact that the SC, ST and Muslim children are still over-represented in the OOSC population indicates that this is due to high GER.

4.20 Free textbooks are provided to all SC, ST and girl children. Further, some states have provided additional incentives such as uniforms, scholarships, learning material (stationary and school bags) etc. Other initiatives include MLE programme in monolingual schools in ST dominant areas, development of TLM in 10-12 languages, for example, in states like Orissa and Chhattisgarh. Learning centres initiated for the SC children in Bihar need to be up scaled in SC pockets with high out of school children. Residential Bridge Courses, tent schools, pre-fabricated school structures, *Gyan Jyoti* Schools with single teachers in tribal hamlets are commendable efforts. Appropriate need specific strategies are needed in border districts and areas having multi-lingual pockets. Though a few states have undertaken teacher training for sensitization towards SC/ST children, this area is key to the retention and performance of children in school and needs to be ensured.

#### *Minorities*

4.21 The data of Muslim children is now being collated by the DISE. As per DISE, lower Muslim participation in schools as compared to their population shares is an issue in Bihar, Delhi, Gujarat, Jharkhand, Rajasthan, Uttar Pradesh, Haryana, Uttarakhand. Strategies for reaching Muslim children in these states may be reviewed. The effort to involve madrasas and maktabas in minority education is appreciated. This is the first year of such data collection and will require further development to ensure an accurate picture of Muslim enrolments. TLM Grant and free textbooks to all girls in these centres are being provided.

### *Urban poor*

4.22 GOI has taken steps to identify and address the issues of urban poor across the states. It has identified 35 cities million plus in 15 states. 19 million plus cities have 62 URCs. These newly established URCs have increased costs in recognition of the larger number of teachers being served. It has also sanctioned new primary and upper primary schools but the states are still grappling with issue of land availability. Comprehensive household surveys and special drive for OOS children and working children in urban metropolises be emphasized in this context.

**4.23 Recommendation :** In view of the increasing diversity (linguistic, cultural, social and special needs) in elementary classrooms, appropriate sensitivity to and understanding of different children's needs and backgrounds should be inculcated in teachers so that they are better able to facilitate inclusive education. This important aspect of a teachers' performance should be addressed through a range of interventions, including in-service training programmes, communications via different media and other channels and guidance materials, such as handbooks. The BRC/CRC/HTs should be responsible for monitoring the outcomes of teacher training and development in this area using performance standards as per ADEPTS.

### *Goal 3 – All children retained in elementary education*

#### *Retention and Transition*

4.24 Retention rates, nationally as per DISE data is now 70.6% in 2006-07. With the exception of Tamil Nadu and Maharashtra (where Retention Rates are 99 and 88 percent respectively), in other states visited, retaining children in schools continues to be a major challenge, specially in Bihar, J & K, Meghalaya and West Bengal. Rajasthan, Orissa, and even Maharashtra face severe challenge in retaining children at the upper primary stage.

4.25 The transition rate at the national level is 83.72% as per DISE (2006-07) which is commendable. However, around 30 percent of children who enter primary school do not transit to the upper primary stage. This is largely due to the non-availability of upper primary residential/ non residential schooling facilities. The Mission notes that the ratio of primary to upper primary schools is particularly unfavourable in West Bengal, Assam and Meghalaya, closely followed by Bihar and Orissa. Strategies for easy accessibility of schools with teacher provision as per norms of SSA need to be pursued with much more rigour in these States.

#### *Data Issues in Retention:*

4.26 States have devised different systems to track individual child progress towards enrolment, retention and completion indicators. Most states with the exception of Rajasthan and J&K, conduct household surveys that are updated regularly. The Mission

found an overflow of data in most states but there is ambiguity in data definition, analysis and estimation. Data use with analysis was found present in states like Tamil Nadu and Maharashtra but was limited in most other states especially in Assam, J&K, Rajasthan, Orissa, and West Bengal. Household data, which can provide valuable information on drop out children should be used more effectively.

**4.27 Recommendation : The estimation of dropouts at all levels continues to be an area requiring further analysis and clarity. This analysis should then feed into revised strategies and monitor-able actions for reducing dropouts.**

#### *Goal 4 – Education of satisfactory quality*

4.28 The Mission observed a clear movement towards quality improving activities with focus on ensuring basic learning levels. In response to concerns about unsatisfactory learning levels, many States have taken up various programmes aimed at improving quality – these include improving pupil: teacher ratio, teacher training, textbooks, TLM, monitoring learning more effectively and remedial teaching. However, the quality framework under SSA advocates a holistic and comprehensive approach and in the eleven states visited by the Mission, Tamil Nadu, Maharashtra and West Bengal, have attempted this.

#### *Pupil-Teacher Ratio*

4.29 The States have appointed 832,000 teachers against the target of 1,134,000 sanctioned additional teacher posts. Urgent attention is needed for Six States - Bihar, West Bengal, Rajasthan, Jharkhand, Orissa and Uttar Pradesh. These States have to recruit more than 15,000 teachers under SSA. The Pupil-Teacher Ratio (PTR) has come down at primary to 41 and upper primary to 29, which is commendable. However, the mission notes with concern that there are still four States with above national average PTR, namely, Bihar (73); Uttar Pradesh (60) Jharkhand (53); and West Bengal (47). States are still reporting single teacher schools (6 percent in Maharashtra; over 2000 schools in Bihar and Rajasthan). The national and State mean averages mask significant disparities at district and block levels and States are required to seriously review their teacher deployments and take appropriate actions to ensure a more equitable distribution across schools. There is also a need to review the availability of subject specialists at the upper primary levels, especially mathematics and science. The Mission notes that Gol has a plan to ensure that each upper primary school has at least one teacher for each of mathematics and science.

4.30 Most northern states visited have moved towards appointment of large number of academically qualified but untrained teachers both for primary and upper primary levels. Most of these are now on permanent terms but get less remuneration than the regular teachers (see Table below). While some states are supporting teachers' professional upgradation through distance courses, others are yet to formulate a supportive alternative strategy. A comprehensive teacher cadre management approach could be taken up.

**Table: Comparison of Para Teacher Emoluments by State ( Rupees Per Month)**

	WB	AP	Bihar	Chhattisgarh	Gujarat	J&K	Jharkhand	MP	Maharashtra	Rajasthan	UP	Uttarakhand
Primary	1500	1500	5000	3900	2500	4500	3000	3500	3000	2000	3000	6000

Source: Deployment and Professional Competency of Para Teachers, NCAER, November 2007.

### *Availability of Textbooks and TLM*

4.31 Across the States free textbooks (of variable quality) to target groups are being made available and there are no issues raised regarding timely distribution. This is indeed a singular achievement. In addition, a number of States are providing exercise and workbooks (Meghalaya, Chhattisgarh and Maharashtra). In most cases, quality in terms of content has improved and become more child friendly. There is a case to improve production quality and content that is contextual (eg. Meghalaya). For upper primary, there is a need to have effective guidebooks for teachers which address both content and pedagogical issues in a user friendly format.

4.32 TLM grants, while reaching teachers in most cases, are not being used imaginatively and in most states not evident in the classrooms. There is need for teacher training to include use of lesson-based TLMs and actual demonstration of classroom organization and seating arrangements. The ADEPTS initiative does include this but it is important for teachers and supervisors to see TLMs not in isolation, but as a part of, and based on, their lesson planning. Some good examples include the Tamil Nadu ABL approach and *Bidya Jyoti* training in Assam.

### *In-service teacher training*

4.33 All states report variable coverage of teachers with the 20 days' inservice training. In some, a major part is in a DIET or BRC and a shorter phase of follow up training. In many states newly recruited teachers, this provision serves as induction training for teachers. At the upper primary stage there is an effort towards content upgradation of teachers for science and mathematics teaching. The mission highlights that the quality of training in most cases is a serious issue, with persistence of lecture dominated methods of training and little focus on reflection and skill development. There is also lack of adequate need-based training for individual teachers, inadequate financing norms for residential training at block level and above and need for a more holistic training framework with continuous support through BRCs/CRCs in schools.

### *Changes in classroom processes*

4.34 Some states have initiated steps to improve the quality of classroom processes. These include the ABL and ALM in Tamil Nadu, ILIP in West Bengal, Active Schools in Maharashtra, among others. In addition setting up of child friendly learning corners, pictorial dictionary for grades 3 and 4, mobile libraries etc have been introduced in a number of other States. West Bengal's Integrated Learning Improvement Program (ILIP) emphasizes activity-based, small-group learning, competency-based workbooks and increased community monitoring of student learning. In April 2007, Maharashtra issued a Government Resolution (GR) for the implementation of an all-round quality



improvement program. An exhaustive assessment tool has been developed to rank schools according to student learning, teacher personality and community participation parameters. While each of these has merit in itself and can contribute to better learning, the concern is with the fragmented nature of planning for quality improvement which does not add up to a systemic improvement in classroom practice. Largely rote and repetitive modes of teaching methods appear to be persisting at both primary and upper primary level in many States. Limited evidence is reported of peer learning, cooperative learning, group arrangements etc.

4.35 The Mission is impressed with the two major quality improving initiatives that have been scaled up in Tamil Nadu: the activity based learning (ABL) for the primary stage and the active learning methodology (ALM) for the upper primary stage (see the State Report at Appendix 3 for details). These have adopted a holistic approach that could provide lessons for other States. In the light of Tamil Nadu experience, the mission **suggests** the adoption by all States of a contexts specific and comprehensive approach to quality improvement that takes into account multi-grade situations, provides a coherent curricular structure and framework for TLM and emphasizes a teaching and learning process that both individualizes and democratizes classroom transactions with active learning in well organised groups and incorporates assessment and evaluation of learning milestones and teacher performance. Such an approach may actually obviate the need for separate remedial measures.

#### *BRCs/CRCs*

4.36 District and sub-district organizations that have been put in place by States have varying degrees of capacity. All States visited, with the exception of Tamil Nadu, report BRC/CRCs involvement in data gathering and administrative tasks rather than academic onsite support to the schools.

4.37 Tamil Nadu stands out in having ensured that CRCs (known as BRTEs) are focused on academic support to schools. 6,000 BRTEs have been recruited through a competitive process in Tamil Nadu and effectively trained to deliver the ABL training with follow-up in each school. The BRTEs have been relieved of data gathering burdens so that this vital cadre of resource persons can concentrate on providing onsite support and guidance to teachers. BRTEs' visits to schools last the entire day and are carried out once or twice per month for each school. The work of the BRTE is further augmented by the visits of Assistant Elementary Education Officers (AEEOs).

4.38 **Distance Education and Computer Aided Learning (CAL):** Provision of computers is made through the Innovation component, NPEGEL and TLE grant, and teachers are being trained on the use of computers. Considering the great demand for computer teaching in schools (parents in Bihar were withdrawing children to put them into private schools where CAL was available) and the planned increases in allocations to CAL (Rs 50 lakhs per district), the mission suggests attention is given to clearly articulating the objectives of this program and expected educational gains. However, it is important to ensure curriculum based, state specific content and capacity building of teachers and students across States. Chhattisgarh has a variety of CAL programmes

undertaken through PPP modalities, Radio Program for English and Touch Screen programme that together provide multi-dimensionality to students' learning and effectively break the monotony of classroom teaching. In addition, States need to provide for the operation and maintenance of these computers. Haryana's and Tamil Nadu's efforts at efficient utilization of EDUSAT have been mentioned by the Mission. In most schools, it is being used to supplement classroom teaching of students. EDUSAT was also used quite effectively for training teachers in completing DISE formats correctly.

### *Student Attendance Rates*

4.39 MHRD has completed an independent national sample survey on student attendance. The survey has reported a weighted average of student attendance for primary education of 68.5% of those enrolled. The weighted average of student attendance for upper primary education is better at 74.4%. The survey shows that there are wide variations in student attendance at the primary level across States. While the States are maintaining their own figures for student attendance and in most cases they are reporting higher rates than the Survey is showing. There is a need for independent tracking of students attendance and improving the attendance of students. It is noticeable that girls' attendance is higher than boys at both levels. With regard to the attendance rates of the focus groups, it is noticeable that Muslim children are attending more regularly than the average and much more than SC and ST children.

**Table: Students' Attendance at Primary Level (Based on Headcount)**

Attendance Rate (%)	States
Above 90	Kerala, Himachal Pradesh
76-90	Uttarakhand, Assam, Haryana, Punjab, Karnataka, Maharashtra Tamil Nadu, Gujarat, Jammu and Kashmir
66-75	Andhra Pradesh, Chhattisgarh, Orissa, Delhi, Madhya Pradesh, West Bengal
65 or less	Uttar Pradesh (57.4), Bihar (42), Rajasthan (62.7)

4.40 The survey also shows that there are wide variations in student attendance at the upper primary level across States as indicated in the table below.

**Table: Students' Attendance at Upper Primary Level (Based on Headcount)**

Attendance Rate (%)	States
Above 90	Kerala, Himachal Pradesh
76-90	Andhra Pradesh, Uttarakhand, Assam, Haryana, Punjab, Karnataka, Maharashtra Tamil Nadu, Gujarat, Jammu and Kashmir, Rajasthan
66-75	Chhattisgarh, Orissa, Madhya Pradesh, West Bengal
65 or less	Uttar Pradesh (60.5), Bihar (36.8)

### *Teacher Attendance*

4.41 Teacher attendance is evidently improving across the states as indicated by the MHRD study and triangulated with other sources in some states through QMT and other state level studies. (Eg MRSI data from Maharashtra).. In some states (eg.Chhattisgarh) VECs are monitoring teacher attendance while in others schools are maintaining attendance registers or teachers' daily diaries and head teachers have authority to impose minor penalties on absentee teachers. In most states however, teacher accountability is still a significant issue which is key to the success of all other interventions and needs immediate attention.

### *VECs/SMDCs/local bodies' roles in school supervision:*

4.42 Across the states, communities are involved in different ways for quality improvement in schools. It has generally been felt that VECs/SDMCs need to be made active partners in school improvement and quality initiatives rather than just civil works. Assam has evolved a variety of ways to ensure community involvement in school management and ownership of the schools. The School Management Committees (SMCs) formed in each school are fairly representative, with special involvement of Mother's Groups. In Tamil Nadu, the Mission noted the actions taken in this regard and was pleased to see several cases in the districts visited where the Panchayat had combined with the VEC to improve the school. The potential benefits of greater coordination between the programme and the Gram Sabha, Gram Panchayat, Taluk Panchayat and Zila Panchayat are significant. In West Bengal, however, the Mission noticed a lack of teacher accountability. Community involvement would help resolve this issue which would enhance teacher time spent on tasks assigned.

### *Learning Levels and Assessment Practices*

4.43 While it is pleasing to note that in most States practically all the 6-14 year old children, including those from special focus groups, are enrolled and that many of these are regularly attending and completing elementary education, the challenge of providing quality education remains. The Mid Term Study (MAS) of learning achievement of Class V students carried out by NCERT shows that a large proportion of the children included in the survey were not demonstrating basic learning levels in Language, Maths and Environmental Science. While there has been some progress between the Baseline study (BAS) carried out by NCERT in 2001/02 and the MAS completed in 2006/07, a significant challenge remains to improve overall learning levels.

4.44 Classroom assessment practices also register some improvement over previous years, with more states reporting some kind of classroom based assessment in place. While in most cases this continues to be in the traditional mode of periodic examinations, in some states CCE is being piloted or up-scaled in the form of monthly assessment combined with mid term and end term assessment and reporting of progress to parents. However, the extent to which these assessments are part of the 'teaching-learning cycle' and followed up with remediation measures is not apparent and needs to be institutionalised. In West Bengal three quarterly evaluations are conducted of each

student, which identifies needs for remedial interventions. At the upper primary level, there are eight unit tests and one final evaluation. In addition, an external Diagnostic Achievement Test (DAT) is administered by the West Bengal Board of Primary Education to all students at the end of Class II and III. This has increased awareness of parents and teachers of the importance of acquisition of key cognitive skills in the early grades, increased school accountability, and helped to identify areas for remedial intervention.

4.45 Most states have introduced specific initiatives aimed at remediation or classroom enrichment. These include reading enhancement initiatives, the ADEPTS school plans' initiative, extra coaching classes with help of senior teachers, radio based lessons in English etc. While the remediation initiatives are to varying extents demonstrating impact on learning levels, these can at best be short term 'quick fixes' and it would be important to get remedial teaching institutionalised as an integral part of the classroom teaching – learning, which perhaps is getting addressed to some extent in the ADEPTS initiative and more completely in the Tamil Nadu initiative, as a self corrective feature

4.46 The focus of the remediation initiatives is at present at the primary stage to ensure basic skills, and rightly so; this, however, will need to be upgraded to the upper primary stage to smoothen the transition from primary to upper primary.

#### *Technical Cooperation Fund*

4.47 The Mission reviewed progress with the Technical Cooperation Fund (TCF). The TCF under SSA will support and facilitate strengthening of capacities at the National level and through it, at the State levels in the specific areas of (i) Learning Assessment Systems and (ii) Evaluation of quality initiatives. It is envisaged that supported by the TCF NCERT will conduct, in collaboration with State institutions, universities and other social science institutions, some exemplar evaluations on quality initiatives in select States. The Mission noted the final Terms of Reference (ToR) for the TCF and the next steps for selecting and contracting a Technical Services Agency (TSA) capable of facilitating capacity building of NCERT and, through it, the States in the specific areas identified. The TCF Steering Committee chaired by the Director, NCERT has been formed. The next steps for the TCF include the formation of an Evaluation Panel to oversee the tendering process; the completion of the tendering process; and the appointment of a TSA by not later than the end of May 2008.

#### *Quality of Physical Learning Environments*

4.48 The Mission reviewed the quality of physical learning environment in schools to assess the availability or otherwise of child-friendly conditions in the indoor and outdoor environments in schools. JRM noticed that in Tamil Nadu and to some extent in Maharashtra, classrooms and school designs were made with understanding of classroom processes and advocated pedagogy. In Tamil Nadu, the Mission found especially designed child accessible storage, learning corners and display spaces in classrooms and availability of low height desks and chalk boards for children to allow for ABL. States

*should provide classroom design, provisions for storage, display, chalkboards and furniture suitable to their specific advocated pedagogy.*

4.49 The current focus of civil works in states is largely towards constructing buildings with limited integration with other functional areas. E.g. this was evident in Assam, Haryana, Orissa and J&K. *There is a need for integrated planning between different functional areas.*

#### **4.50 Recommendations :**

**4.50.1 All states should be requested by MHRD to develop holistic and comprehensive models for improving quality which integrate different programme components such as curriculum, TLM, training, assessment, pedagogy, enabling environment including learning spaces and remedial teaching in ways that adequately address the specific causes of low learning levels in their contexts.**

**4.50.2 MHRD and States should ensure that sub-district institutions are adequately staffed, trained, resourced and monitored to deliver their responsibilities effectively, i.e. :**

- (i) BRCs/CRCs focused on academic support to schools and quality monitoring**
- (ii) VECs focused on teacher and school quality monitoring**

### **5. Financial Management and Procurement**

#### *Flow of Funds*

5.1 Releases of funds during the current year (2007-08) have been reasonable, although the JRM observed certain delays in releases from GoI and states to the SISs in almost all states visited. Some releases were delayed due to late receipt and approval of AWP&Bs and slow completion of pre-release formalities by the States, while many states waited for release of funds by GoI before they would release their funds. In general, mechanisms for funds flow were found to be adequate with widespread use of electronic banking channels (exception of Meghalaya) to the district level (and to sub-district level in Rajasthan and Orissa). Releases to districts were usually within a reasonable time period, although with considerable variability (15-60 days). Most delays occur between the districts and schools. Often, this is because information regarding utilization of prior advances of funds is not forthcoming. Fund utilization up to December 2007 in some states (Bihar, Assam, J&K, West Bengal) has been quite low relative to the approved AWP&B.

5.2 On a more positive note, the JRM notes the adequate and timely release of first installment of funds by Government of Bihar during 2007-08 and expects that the remaining portion of funds will be similarly released in time. In Chhattisgarh, the JRM noticed receipt of 100 percent of funds earmarked for 2007-08 by January 2008, and 78 percent utilization. Rajasthan has received 78 percent of approved funds for 2007-08 up

to December 2007, which is also good. However, in Maharashtra, there was a delay in release of state funds during 2007-08, equivalent to Rs. 55.38 crores. Such delays are a cause for concern and should be cleared within a prescribed time limit.

### *Accounting*

5.3 There are deficiencies in accounts maintenance in many states, particularly at the district and sub-district levels. Several important accounting records are not being maintained at District, CRC and VEC/school levels, such as stock registers, assets register, advances register. Bank reconciliation was found to be pending in many CRCs/BRCs. Uniform account heads as prescribed in the manual are not being followed in West Bengal. In many states, books of accounts are still maintained at decentralized levels on cash basis/single entry system (West Bengal), although some are now doing this via double-entry (Tamil Nadu, Rajasthan, Bihar, Chhattisgarh). The preparation of monthly bank reconciliation statements, trial balances, recording and adjustment of advances, collection of Utilization Certificates (U/Cs), require considerable improvement. Large amounts of money are sometimes under suspense accounts and under advance to staff (Orissa, Maharashtra). The pending U/Cs and their amount, and the unutilized advances, often cannot be ascertained for want of details and poor record keeping.

5.4 At the sub-district level in particular, there are still too many accounting position vacancies, and many staff are neither well qualified nor well trained in basic financial management (many are former teachers). This impairs financial management at sub-district and school levels, and reduces possibilities for enhancing basic FM training at the VEC/school level. Some states (Haryana) have posted qualified accounts clerks at BRCs; this helps but they need SSA specific training. Short trainings of one or two days on financial and accounting matters are not sufficient, particularly given turnover of personnel at lower levels. The JRM notes GoI has recommended 5 days of training for accounting staff. In districts where staff capacity is a perennial problem (e.g. backward districts), norms relating to salaries/ types of people to be hired may not be appropriate to attract and retain qualified staff.

5.5 Accounting software is in use in many states but utility is variable. In Rajasthan software is in use at district level but still does not form the basis for reporting. In Chhattisgarh software is in use only at the state level.

### *Disclosure of Information and Transparency*

5.6 In many (but not all) of the states visited, schools had posted in a public manner the various grants provided to schools under SSA (TLM, school grant, maintenance grant), although this information was not always up to date. The importance of this practice needs to be reaffirmed in MHRD communications with SPDs, and via the periodic meetings between SPDs and District officers.

### *Supervision/ Capacity Building by MHRD*

5.7 Quarterly review meetings of Finance Controllers of States held by the MHRD continue to be a regular avenue for monitoring the financial management aspects of the program. These are held in rotation at various states and include (a) field visits, review and analysis of the FM related findings; (b) sharing good practices among states; and (c) review of aspects relating to bank reconciliation, staffings, training etc.

### *Internal Audit*

5.8 States are strengthening their internal audit procedures and capacities, although more needs to be done in this area. In some states (Orissa, Chhattisgarh, Meghalaya), several Chartered Accountant firms with specific sets of districts allotted to them have been empanelled to undertake audits on a quarterly basis. In other states (West Bengal, Haryana), internal auditors have been hired “in-house”, but the magnitude of their job suggests additional auditors need be recruited. In other states (Rajasthan), adequate internal audit arrangements have not been set up. Internal auditors have generally been told their responsibilities include oversight of compliance with procurement procedures, but have not received specific procurement checklists from the SPO<sup>1</sup>. In Maharashtra, the appointment of a team of internal auditors from external chartered accountants is for a period of three years. Finally, the JRM observed that follow up on internal audit reports remains deficient. For example, in Maharashtra, 98 percent of 460 observations in 2004-05 and 95 percent of 524 observations in 2005-06 are still outstanding.

### *External Audit*

5.9 External auditors have been hired in all states visited by the JRM for 2006-07, although their reports are overdue in several states (Tamil Nadu, Jammu & Kashmir). In most cases, selection used standard terms of reference provided in the FMP. For 2007-08, several states (e.g. Rajasthan) have initiated recruitment of external auditors, using the list of five firms as per the approved list of the C&AG and terms of reference distributed by MHRD which include one-third of schools incurring expenditures of more than Rs. 100,000.

5.10 External audits for 2006-07 in several of the states visited by the JRM pointed to serious financial irregularities. These included evidence of misappropriation of funds (West Bengal), payments made without supporting vouchers, procurement irregularities (Chhattisgarh), excess payments, non-availability of Utilization Certificates (Meghalaya), misutilization of TLM grants (Bihar), non-adherence to FMP guidelines and use of SSA funds for other educational activities (Haryana). The JRM discussed these reports with the relevant State Project Directors, who assured that these cases are being investigated and necessary corrective actions are being taken. GoI is monitoring this effort.

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<sup>1</sup> In fairness, this checklist was only recently distributed by MHRD in November 2007.

*Audit by Institute of Public Auditors of India (IPAI)*

5.11 The Institute of Public Auditors of India (IPAI) in their various Study Reports have brought out measures to be taken for improvement in Financial Management especially in the field of fund flows, fund utilization, state of accounts, achievements on different interventions etc. apart from an overall appraisal on implementation of the programme. Many states, but far from all, have taken measures to improve the working of the programme based on these observations.

*Procurement*

5.12 Some states have formally adopted the procurement procedures included in the SSA Financial Management and Procurement (FMP) Manual, while others use state procurement guidelines (and thresholds). The FMP Manual was available at the state level, but not in all the districts visited by the JRM (West Bengal and Meghalaya) and only occasionally at sub-district levels (Chhattisgarh, Tamil Nadu). A VEC Manual, drawing from relevant features from the FMP Manual has been developed (and translated into local languages in several states, such as Tamil Nadu, West Bengal, Haryana), although it was not seen in schools in West Bengal, Orissa and Maharashtra. There appears to be a need to redistribute it to all VECs and to conduct additional training of VEC members.<sup>2</sup> \*

5.13 Preparation of procurement plans was observed in some states (e.g. Rajasthan, Assam, Tamil Nadu, Haryana, Orissa, Meghalaya) but was found to be late and/or incomplete in others (West Bengal, Maharashtra). The JRM confirmed that some states and districts have begun to post their open tender invitations on the state project website (or on the website of external agencies tasked with procurement), although MHRD's November 2007 circular to this effect needs to be distributed to all agencies and districts along with monitoring by the State Project Office. In addition, internal auditors are required to review procurement processes, but in most cases have not received the procurement checklist sent to the State Project Offices by MHRD in November 2007.

5.14 In several states the JRM inquired about price negotiations for any open tender contracts and found no such cases (exception being Meghalaya), despite the allowance for this under exceptional circumstances according to Central Vigilance Commission (CVC) guidelines. However, it was observed that certain outsourced agencies, such as School Education Boards (West Bengal), Directorates of Supplies and Disposals and central government computer procurement agencies (Haryana) do negotiate with bidders.

5.15 At the state and district levels, the JRM examined the files for several open tender contracts (e.g. textbooks, printing of workbooks, purchase of computers), and confirmed

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<sup>2</sup> This is particularly important in the case of West Bengal which is reconstituting its VECs in 2008.  
\* **Note** : Compliance with FMP guidelines by agencies outside of the Department of Education needs to be checked by the State Project Offices. Standard bid documents are rarely used (This is to be confirmed from the Bank's procurement unit).



that written price quotations were requested and received, appropriately evaluated and awarded by the authorized officials, and subsequently awarded. Record-keeping was not optimal but all the necessary information and approvals by the procurement committee could be located. Some districts have used independent verification (e.g. Rajasthan) prior to release of payments, with deductions made in case of short/defective supply. At the VEC level, the JRM confirmed that written price quotations for provision of supplies to construct classrooms were received and reviewed by a majority of VEC members, with the award to the lowest bidder confirmed by a majority of VEC members.

#### 5.16 Suggestions regarding Financial Management and Procurement

- (i) Some states are releasing their funds ahead of GoI releases to ensure liquidity early in the fiscal year; other states which have experienced liquidity problems (e.g. West Bengal) could consider this;
- (ii) In states where it is lacking, the FMP Manual should be re-distributed to all District and sub-District project officers (in local languages if available), to ensure awareness and compliance of fiduciary arrangements, along with all MHRD circulars regarding FMP. 2008-09 AWP&Bs should include additional training in FMP guidelines and procedures for key FM staff, particularly at the district and sub-district levels;
- (iii) In states where it is lacking, the VEC Manual should be re-printed and re-distributed (in local languages, where available) to all VECs, and with additional training of headmaster and VEC members in its use, particularly with regards to proper record of receipts and expenditures, and documentation of all civil works-related actions;
- (iv) States should be required to have accounting software running at least till the district level, and to use this as the basis for reporting to SPO/ MHRD.
- (v) District/sub-district need to intensify their oversight of VECs to ensure submission of Utilization Certificates (for civil works, TLM, school and maintenance grants), as per periodicity specified in the FMP Manual, and improve record-keeping so as to monitor which VECs have outstanding unsubmitted U/Cs and intervene as needed. Similarly, District Project Offices need to emphasize to sub-district levels the importance of rapid collection of U/Cs to properly justify expenditures, which mobilize subsequent allotments of funds from MHRD. To support this process, all district and sub-district FM positions need to be filled as quickly as possible;
- (vi) States should emulate MHRD in terms of disclosure of information in general and financial management related information in particular. The following data should be disclosed on state SSA websites: Annual Work Plans; procurement plan; periodic reports concerning fund releases, receipts and expenditures; audit reports, etc. Some states have initiated this, but MHRD needs to increase its monitoring of this, particularly in light of the RTI. Similarly, all schools need to display on a permanent, updated basis information regarding school funds received from SSA and how they were utilized;

- (vii) MHRD should agree to a time-bound plan with remaining states to ensure adequate Internal Audit arrangements. MHRD and State Project Directors need to move more quickly to investigate external auditor observations, and to take corrective actions where needed (this also needs increased oversight by development partners). All external audit reports should be posted on state and MHRD SSA websites. States which have not taken action on IPAI observations need to do so as soon as possible, and MHRD should monitor this process;

## **5.17 Recommendations :**

**5.17.1 Districts and sub-districts need to intensify their oversight of VECs to ensure submission of Utilization Certificates (U/Cs) and improve record keeping, so as to monitor which VECs have unsubmitted U/Cs and intervene as needed. Similarly, DPOs need to emphasize to sub-district levels the importance of rapid collection of U/Cs to justify advances/expenditures. To support this process all vacant positions at District/Sub district levels need to be filled as quickly as possible and staff provided with requisite training.**

**5.17.2 The recommendations and findings of State level external audits and internal audits should be followed up in a more systematic and rigorous fashion. In States where internal audits are still to be established, MHRD should set deadlines for this to be expedited as soon as possible.**

## **6. Programme management**

### *Planning and Management*

6.1 Over the years of implementation of SSA, States have built considerable capacity for generating disaggregated and differentiated data on all aspects of elementary education - particularly on outcomes (enrolment, equity, retention and transition, disaggregated by gender and social categories, available at all levels – districts, blocks and villages), outputs (provision of schools, teachers and other infrastructure) and inputs (funds). At state and district levels, the information on the above-indicators is provided through 19 tables as prescribed by the Manual for Planning and Appraisal for preparing the AWP&Bs. These data, useful not only for planning, but for management and monitoring as well emerges from three different sources: (a) household child surveys; (b) District Information System for Education (DISE) and (c) Project Management and Information Systems (PMIS).

6.2 Rajasthan, J&K and Chhattisgarh are yet to have comprehensive household data on out of school children while a number of them have extensive household data for mapping out of school children, and in fact some have progressed further to estimate specific categories like children of migrant workers and urban poor. EMIS is used by all states to report data at appropriate levels. DISE data appears to be used as a tool to plan for inputs for the preparation of work plan and budget. However, across all the States, the mission members have reported the need to promote greater analysis and interpretation of

data, especially at local levels, to bridge gaps, undertake remedial action, ensure outcomes and address accountability. While data is disaggregated for girls, SCs and STs, over the course of the last few years, SSA has supported interventions to address the needs of specific target groups such as minorities, children of migrant workers and children with special needs – it would be good for states to track and analyse statistics with regard to category-wise drop out and transition rates. In addition, the urban component of SSA needs special attention. There is also a greater need for triangulation of data emerging from **different** data sources.

6.3 For States that have developed adequate capacity in terms of planning and management, it appears that block-level attention and support is crucial for addressing remaining gaps and variances in educational development.. This concerns inputs such as teacher deployment, classrooms, upper primary schools, and outputs such as rates for dropout, retention, transition and learning levels. For states that still have some distance to go in assuring basic provisioning for elementary education, planning and provisioning needs to consider the scale of remaining interventions and speed of execution required to record requisite progress. While there has been an increase in use of data for planning, there is as yet no universal approach to use information to closely monitor districts, blocks and schools that need most attention or require additional support.

6.4 At state levels, there is a need for senior program managers to increase effective use of data for local analysis and formulation of context specific interventions as SSA provides for such targeted initiatives to be implemented.

#### *Ensuring convergence and synergy with other departments*

6.5 With implementation of supportive interventions to education through SSA, there has been an encouraging trend in increasing cooperation and participation of other departments and schemes. More specifically, the convergence with the Total Sanitation Campaign for the provision of toilets in schools, with the Bharat Nirman Scheme for providing drinking water facilities, with the Tribal Welfare Department and with Madrasa Boards for the education of tribals and minorities is leading to positive synergy. In recent years collaboration has improved across agencies to identify and enroll CWSN children, and much work has gone into supporting children that have a range of disabilities – hearing impairment, visual impairment, orthopaedic deficiencies, mental retardation, learning disabilities and so on. While there is very commendable work going on in most states in creating a cadre of mobile teachers to help enroll these children, the integration of such children in regular schools requires additional support than can be provided by regular in-school teachers, even if they are trained to deal with children with special needs. States would be well advised to begin exploring ways in which to pool resources in this area through coordination with the Ministry of Social Welfare and Special Schools run by NGOs. With the merger of KGBV with SSA, it needs to be emphasized to States that all inputs such as teacher training, teacher and school grants are also extended to the KGBVs.

### *Strengthening of State, district and sub-district institutions and capacities*

6.6 Bihar, Rajasthan, West Bengal and Tamil Nadu identified the sustainability of SIEMAT as an issue: Bihar is looking to phase out SIEMAT, Rajasthan is exploring options of their potential merger, West Bengal does not intend to start a SIEMAT and Tamil Nadu intends to contract out most of the functions of SIEMAT. With growing emphasis on quality enhancement, quality monitoring and supervision, and remedial interventions, it is crucial for States to consider appropriate professional resources in a sustainable institutional framework to provide leadership and guidance to state-wide quality improvements and monitoring.

6.7 Creation of additional capacities and human resources at block and cluster levels have been by far the most important augmentation provided in recent years, in addition to teachers. These block and cluster resource centres are to provide the key quality link to schools, academic processes and student learning. Across all states visited by JRM (exception Tamil Nadu), there is a consensus that block and cluster resource persons are presently unable to provide adequate support for qualitative improvement and more effective teaching-learning processes, and are caught up mostly with administrative functions. Many states have substantial vacancies at BRC and CRC levels, while others (e.g. Rajasthan) are not recruiting people to these posts for fear they will lose funding for these positions when SSA ends. States are filling positions in these institutions in a number of ways, eg., Maharashtra through deputation, West Bengal by hiring unemployed youth as Resource Teachers. It is crucial to clarify the future vision for these cadres of professional staff, and to discuss with States the selection of appropriate people for these important decentralized functions which are crucial to move the quality agenda forward. It would be important to give attention to the professional development of BRC and CRCs themselves so that they are able to provide the requisite academic and pedagogic support to schools and teachers. It may be worthwhile to review the 'time on relevant task' by CRCs and BRCs as well, as a reflective process at the state level which explores how their roles can be enriched and they can perform those roles. The example of Tamil Nadu shows that effective academic leadership by field level supervisors is crucial for the effective absorption of pedagogical renewal processes and teaching learning improvements at the school level.

### *Monitoring*

6.8 Monitoring of the implementation of SSA interventions is being done in all the States at national, state, district and sub district levels. At the national level 42 independent research organizations appointed by the GOI monitor its progress in States on half yearly basis. The revised terms of reference and regular reviews by the GOI have resulted in a more systematic, comprehensive and reliable monitoring of SSA activities. 75 percent districts of the country have so far been covered by MIs. Monitoring is in progress in the remaining 25 percent districts. Besides reporting to the GOI, MIs are also maintaining liaison with SPOs and providing them with independent feedback. For example, the Mission noted with appreciation the close coordination and cooperation that exists between MIs and SPOs in Tamil Nadu and Haryana. At the national level NCERT's Quality Monitoring Formats provide crucial information about quality related

interventions like teacher training, TLM, textbooks, learning achievement, curriculum revision, etc. SPOs are able to track the progress on SSA interventions through QPRs and FMRs gathered from districts regularly. In Assam NCERT's QMT has been fully assimilated into the format for Monthly Report on 'Selected Indicators developed by the State's Academic Core Group.

6.9 DISE data is being captured in the States and published regularly by NUEPA. Capacity building for more accurate and timely reporting of this data has been done at the school and higher levels. For example, in Haryana EDUSAT was effectively used to train teachers on completing DISE formats which has resulted in significant improvement in reporting of this data at the school level. The analysis of DISE data at the national level and formulation of EDIs has appreciably helped in presenting a more elaborate view of the progress being made in elementary education in the country.

6.10 Academic monitoring is also done at the district and cluster levels. In some states Academic Core Groups have been formed at the district, block, and cluster levels who conduct regular field visits for academic monitoring and support to the schools and teachers. However, in many cases the monitoring exercise is still confined to data collection and its upward reporting. Monitoring not only needs to lead to more informed planning rather, it should also result in improvement in learning achievements. District and sub-district functionaries therefore need more capacity building. They also need to be provided ample space in the schedule of their responsibilities for better monitoring and academic support at their levels.

6.11 The local community is participating through VECs and MTAs in supervising the activities and performance of the schools, teachers and students. It is heartening to note that in some States supervision is slowly extending beyond the confines of routine checking of physical conditions obtained in schools. The States need to focus their attention on stimulating and empowering the community to supervise quality dimension of teaching and learning as well.

6.12 In relation to systems of student assessment and quality monitoring, while Assam has integrated the NCERT Quality Monitoring Tool with the State quality monitoring formats, in Maharashtra, the Mission observed duplication in formats of quality tracking tools, and the State level comprehensive quality monitoring tool included as many as 22 formats, in addition to the NCERT tool. In such instances, greater rationalization would be in order.

#### *Systems for quality monitoring and student assessment*

6.13 With many states ensuring that children are predominantly in school, the focus on quality and student assessment is evident. The mission notes that a Source Book on pupil assessment at primary level has been developed by NCERT based on the NCF 2005, providing for contextual assessment systems using constructivist and child centred assessment focussing on the different developmental dimensions of the child personality. Source book will be distributed to the states in July 2008. States also have their own pupil achievement tracking systems, which are being monitored by TSG. While the idea is not to

centrally standardize student assessments or quality monitoring, it is suggested to look into appropriate harmonization and rationalization of collection of data on student learning and quality monitoring in a way that is not too demanding on teachers and cluster resource persons and provides diagnostic data for ongoing remediation and quality improvement.

6.14 It is suggested to ensure that State level quality monitoring systems harmonize with, or are at least do not duplicate Quality Monitoring Tools developed by NCERT.

#### *Research and Evaluation*

6.15 States have taken up research and evaluation studies either through independent agencies or through SCERTs, SIEMATs and DIETs. Action research has also been conducted through DIETs and ABRCs. Research activity is gradually picking up. MIs and other independent organisations are being engaged for this purpose. In Haryana most of these studies this year were conducted through the MI. In Tamil Nadu, Haryana and Rajasthan research and evaluation studies have been taken up in the areas of teacher absenteeism, student attendance, cohort studies, organizational behavior, classroom processes, academic achievement, etc. In Assam evaluation of interventions targeted at bringing children to school and their mainstreaming was done and in West Bengal focus was on studying transition pattern and efficiency of NRBCs and EGS centres. Research activities in most States have yet to go a long way both quantitatively as well as qualitatively. Most States still need considerable strengthening of capacity for this component at State and sub state levels.

#### *6.16 Suggestions*

- (i) More studies should be conducted on evaluation of classroom processes of quality interventions on classroom processes, learning achievement and on bridging the gaps in achievement across gender and social groups.
- (ii) Conclusions and recommendations of evaluation studies should continue to be shared with States, and at the national level sharing of best practices (as illuminated by these evaluations) should be pro-actively facilitated.
- (iii) Findings of the completed studies should be reflected in future planning and organization of these interventions.
- (iv) In states that still have large unmet needs like Bihar, Orissa, West Bengal, (West Bengal already has comprehensive block-specific strategies) the support from national level could be to help devise strategies designed for scale and speed in moving towards outcome goals.
- (v) The mission reiterates the importance of block and cluster level academic support structures for quality improvement, which is now a central goal in SSA and suggests that due attention be paid to the recruitment of qualified personnel, their professional development and monitoring of the effectiveness of their time on actual academic support tasks at the school level.

### *Civil works*

6.17 There has been substantial progress in providing civil works since project inception. However, with over 33 percent of SSA budgetary allocation for civil works and a gap of 4.81 lakh classrooms still to be covered, this functional area continues to need adequate attention in both quantitative and qualitative aspects.

### *Progress on Infrastructure provision*

6.18 The cumulative progress reported on various components of civil works up to 30<sup>th</sup> September 2007 is summarized as follows:

<b>Civil Work Component</b>	<b>Cumulative target up to 2007-08</b>	<b>In progress</b>	<b>Completed numbers</b>	<b>% complete</b>	<b>% in progress/ complete</b>
<b>BRC</b>	3052	425	2448	80.21%	94%
<b>CRC</b>	26587	5396	18281	68.76%	89%
<b>Primary School</b>	138337	21636	86133	62.26%	78%
<b>Upper Primary School</b>	72433	15696	47097	65.02%	87%
<b>Additional classrooms</b>	812279	190331	522913	64.38%	88%
<b>Drinking water</b>	188832	19528	152845	80.94%	91%
<b>Toilets</b>	242118	21500	195566	80.77%	90%

6.19 The above picture is overwhelming if completed and in progress works are taken together since SSA has already covered a very large number of civil works across the country. The provision of toilets and drinking water against sanctioned targets has been good. However, of the sanctioned targets, especially on the primary schools, upper primary schools and additional classrooms, the total cumulative completion rate is only 62-65 percent. States, UTs are required to gear up their Civil Works machinery to accelerate pace of implementation, especially Bihar, MP, West Bengal, Orissa and J&K. MHRD has appraised that in year 2006-07 the states and UTs put together reported construction of 2.89 lakh classrooms in one year. They are optimistic to maintain this pace to cover the gap by 2010 with present implementation capacity. The projected gap of 4.81 lakh classrooms presently affects SSA goals of 'access' as well as 'retention' in some states. The states need to note this and take adequate measures urgently.

### **Improving quality of civil works through better planning, design and capacity development.**

#### *Planning and design*

**6.20 Developing Master plans for each school:** Holistic vision of a school is important for a school to grow in a planned manner. Presently, this is not clearly visible across most states. Impressions of JRM from Assam, West Bengal, Orissa, Haryana, Rajasthan, Jammu & Kashmir reiterate this. As a result, a school may witness haphazard

development. This not only decreases the efficiency of the spaces available, it has already resulted in a chaotic school environment in several cases across states. This physical master plan cannot be in isolation from the educational master plan of a school and this interlink needs strengthening. *The States will need to develop systems that build the capacity at the village level to prepare school level educational and physical master plans encompassing vision of the school. It will be important that it captures the future prospect of a LPS to be converted to UPS. Comprehensive guidelines by states in this regard may be made*

**6.21 Child Friendly Elements (CFE) and Building as Learning Aid (BaLA) intervention:** Concept of Building as Learning Aid (BaLA) for creating CFEs that was disseminated through earlier SSA JIRMs has been reported to be implemented in states like Assam, Chhattisgarh, Tamil Nadu. While the quality from Assam and Chhattisgarh may need improvement, it is worth noting that it has moved substantially in making holistic learning environments in schools across some other State (not visited by JRM). Significance of BaLA is to be noted from the perspective of activity based learning since it supports it in holistically. *Good practices on BaLA in schools from other SSA states may be shared. This may need specific capacity building of stakeholders, specifically pedagogy and civil works personnel at state and district level.*

**6.22 Linkage with Total Sanitation Campaign for rationalization of toilet design with respect to enrolment:** As the enrolment in schools and demand for girls toilet increasing (as reported from Assam, West Bengal, Rajasthan, Haryana and J&K) it is evident that *there is need for closer coordination for ensuring water in schools, toilets in accordance with enrolment and closer linkage with DDWS in schools (day as well as residential schools).*

**6.23 Addressing the issues in developing urban schools and schools where no or limited land is available:** Urban schools offer a unique challenge due to high enrolment, less space. It was reported from Bihar (urban as well as rural) and Assam (urban only) that availability of land is a problem, while schools are already overcrowded. In many instances, most of the earlier structures are not multi storey and the existing buildings are not designed to take another floor, hence to optimise space, most new ACRs in urban areas are designed to take multiple floors by states. This is an acceptable and pragmatic approach. *However, in such a scenario, the remaining open space should be assessed and if there is no open space, some space on the ground floor may be left for play activities, while classroom built on upper floors.*

### **Capacity building in civil works**

**6.24 In-house Civil Works team at all level with SSA:** On civil works, it is being realized across states that making schools is indeed a specialized work that involves:

- (i) Techno-social role to work with communities
- (ii) Child friendliness in design and construction work

As a result several states now have full time in-house civil works team of engineers at state, district and block level. This has also resulted in good quality work on school sites. The examples are Rajasthan, Tamil Nadu, and Assam. In cases where the civil work at



ground level is still being handled by the regular line departments, the quality of supervision and monitoring as well as understanding of child friendliness is inferior. The examples of this are Chhattisgarh. *It is suggested that SSA society in each state / union territory takes measures to appoint in-house civil works unit at the State as well as District and Block level in order to ensure good quality implementation of civil work.*

**6.25 Developing good design capability in SSA:** Many of the above mentioned issues also indicate that good school design capability at state level needs to be developed in many states. This is important to respond to region specific needs within a state. *This cannot be engineering driven and will need architectural inputs as well. This may require architectural inputs from local architects or capacity development of existing civil works professionals (DPEs/JEs/TRPs), especially on:*

- a. *Using child friendly hardware fittings*
- b. *Making good chalkboards*
- c. *Orienting building for proper light and ventilation*
- d. *Ensuring all essential classroom provisions are made at the time of completion*
- e. *Adapting building elements for better natural light and ventilation and noise insulation.*
- f. *Development of outdoor play and learning space (rural as well as urban situations)*

*Other suggestions include:*

- (i) *Exposure visits to other SSA states*
- (ii) *Recognition of innovation in work*

**6.26 Recommendation :** In States that are furthest behind in respect of infrastructure, particularly Upper Primary (i.e. Assam, Bihar, Meghalaya, Madhya Pradesh, Orissa, Uttar Pradesh and West Bengal), the following steps should be taken:

- (i) **increase level of effort of GOI and States to resolve outstanding issues related to technical design, land (Bihar), State policy commitments (Assam and West Bengal), capacity (Orissa);**
- (ii) **create an in-house civil works team at all levels (State, District, Sub-District);**
- (iii) **provide sufficient financial & human resources for these teams;**
- (iv) **improve planning and fund flow to facilitate accelerated pace of civil works programme;**
- (v) **continuing third party evaluation of civil works.**

## **7. Conclusion**

7.1 The JRM was successful and achieved all of its objectives. Overall, the elementary education sub-sector is continuing to move in the right direction. The priorities are appropriate and are becoming more central to annual work plans and budgets (AWP&B) and the JRM has focused on the right kinds of issues; in particular, focusing on the remaining OOSC, those that are most disadvantaged, upper primary

education and improving quality. A key recommendation of the Mission is the development in all States of contexts specific and comprehensive models of quality education. Improved quality should be a core element of the strategy for bringing children to school and retaining them for 8 years in all States.

## **8. Summary of main recommendations:**

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

### ***Goal 1 – All children in school***

8.2 There should be well articulated and focused strategies in all states based on habitation level micro-planning for the remaining OOSC (6-14 years), particularly the urban deprived, migrants, SC, ST, minorities, CWSN and older children.

### ***Goal 2 – Bridging gender and social gaps***

8.3 In view of the increasing diversity (linguistic, cultural, social and special needs) in elementary classrooms, appropriate sensitivity to and understanding of different children's needs and backgrounds should be inculcated in teachers so that they are better able to facilitate inclusive education. This important aspect of a teachers' performance should be addressed through a range of interventions, including in-service training programmes, communications via different media and other channels and guidance materials, such as handbooks. The BRC/CRC/HTs should be responsible for monitoring the outcomes of teacher training and development in this area using performance standards as per ADEPTS.

### ***Goal 3 – All children retained in elementary education***

8.4 The estimation of dropouts at all levels continues to be an area requiring further analysis and clarity. This analysis should then feed into revised strategies and monitorable actions for reducing dropouts.

### ***Goal 4 – Education of satisfactory quality***

8.5 All states should be requested by MHRD to develop holistic and comprehensive models for improving quality which integrate different programme components such as curriculum, TLM, training, assessment, pedagogy, enabling environment including learning spaces and remedial teaching in ways that adequately address the specific causes of low learning levels in their contexts.

8.6 MHRD and States should ensure that sub-district institutions are adequately staffed, trained, resourced and monitored to deliver their responsibilities effectively, i.e. :

- (iii) BRCs/CRCs focused on academic support to schools and quality monitoring

- (iv) VECs focused on teacher and school quality monitoring

### ***Financial Management and Procurement***

8.7 Districts and sub-districts need to intensify their oversight of VECs to ensure submission of Utilization Certificates (U/Cs) and improve record keeping, so as to monitor which VECs have unsubmitted U/Cs and intervene as needed. Similarly, DPOs need to emphasize to sub-district levels the importance of rapid collection of U/Cs to justify advances/expenditures. To support this process all vacant positions at District/Sub district levels need to be filled as quickly as possible and staff provided with requisite training.

8.8 The recommendations and findings of State level external audits and internal audits should be followed up in a more systematic and rigorous fashion. In States where internal audits are still to be established, MHRD should set deadlines for this to be expedited as soon as possible.

### ***Programme management***

8.9 In States that are furthest behind in respect of infrastructure, particularly Upper Primary (i.e. Assam, Bihar, Meghalaya, Madhya Pradesh, Orissa, Uttar Pradesh and West Bengal), the following steps should taken:

- (vi) increase level of effort of GOI and States to resolve outstanding issues related to technical design, land (Bihar), State policy commitments (Assam and West Bengal), capacity (Orissa);
- (vii) create an in-house civil works team at all levels (State, District, Sub-District);
- (viii) provide sufficient financial & human resources for these teams;
- (ix) improve planning and fund flow to facilitate accelerated pace of civil works programme;
- (x) continuing third party evaluation of civil works.

### **Appendices :**

**Appendix 1 JRM Terms of Reference, Schedule and Mission Membership**

**Appendix 2 Results Framework**

**Appendix 3 Action Taken Reports on the recommendation of the 6<sup>th</sup> JRM**

**Appendix 4 State Reports**

**Appendix 5 Some key Data referred to by the Mission**

**Seventh Joint Review Mission for Sarva Shiksha Abhiyan**

**Terms of Reference**

**1. Introduction**

1.1 Sarva Shiksha Abhiyan (SSA) is a flagship programme of Government of India, to attain Universal Elementary Education (UEE) in the country in a mission mode. Launched in partnership with the State Governments, SSA aims to provide useful and relevant education to all children in the age group of 6-14 age by 2010. It is an initiative to universalize and improve the quality of education through decentralized and context specific planning and a process-based, time-bound implementation strategy. Its goal is consistent with the Constitution (86<sup>th</sup> Amendment Act 2002), making elementary education a fundamental right of every child and with the Millennium Development Goal (MDG) of universalizing primary education by 2015.

1.2 The objectives of the programme are as follows:

- (i) All children in school, Education Guarantee Centre, Alternate School, 'Back-to-School' camp by 2005.
- (ii) Focus on elementary education of satisfactory quality with emphasis on education for life.
- (iii) Bridge all gender and social category gaps at primary level by 2007 and at elementary education level by 2010.
- (iv) Universal retention by 2010.

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

1.4 The seventh Joint Review Mission (JRM) of Sarva Shiksha Abhiyan is scheduled from 21<sup>st</sup> January to 5<sup>th</sup> February, 2008.

**2. Mission Objectives and guiding principles**

2.1 The main objective of the Joint Review Mission is to review progress in the implementation of the programme with respect to programme objectives and to discuss follow-up action, including capacity issues.

2.2 The guiding principles 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 strengthen implementation capacities.

2.3 The Mission will:

- (i) Review progress in.
  - (a) overall implementation including access and equity and quality.
  - (b) financial management, procurement and safeguard issues.
- (ii) Look at processes being adopted to achieve the objectives of Sarva Shiksha Abhiyan.
- (iii) Examine issues related to State and District implementation capacity.
- (iv) Recommend any studies to be undertaken in the following six months.
- (v) Review TC Fund implementation.

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

- (i) Progress against sanctioned interventions.
- (ii) Status of out of school children – implementation of strategies towards bringing children back to school.
- (iii) Progress from the baseline with regard to gender and social groups – identification of districts, clusters and communities needing more focused intervention.
- (iv) Quality of education including learning levels of students, time on task by teachers and instructional quality, status of teacher recruitment and training and teacher and student absenteeism.
- (v) Programme management: issues of staffing, monitoring capacity building; adherence to financial management & procurement procedures; timeliness and volume of fund releases (both from the State and GOI) and utilization; environmental and site selection issues in school construction.
- (vi) Measures taken to improve quality and usage of DISE data.

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

- (i) Progress against procurement plans for 2006-07.
- (ii) Post review of a few contracts
- (iii) Discussion with States on IPAI reports (if relevant)
- (iv) Status of annual statutory audit reports 2006-07 and compliance of 2005-06 audit reports.
- (v) Review of accounts staffing / training.

2.6 The seventh JRM for SSA will make recommendations centred around the following issues drawn on the States visited:

- (i) Assessment of progress towards SSA goals, in particular improvement in quality of education and expansion of upper primary education.
- (ii) Assessment of programme management and implementation arrangements (including financing & procurement).
- (iii) An assessment of State, district and sub-district monitoring systems in place.
- (iv) Specific districts and states requiring focused attention and targeting during the project.
- (v) Focal areas requiring attention / emphasis

2.7 The seventh Review Mission for SSA will provide State reports on each State visited and one overall report.

### 3. MISSION PLAN

3.1 The Mission would comprise of twenty two members. Members would be chosen in such a way that expertise would be available for all the major functional areas. In addition, there will be four specialist members on financial management and procurement. The Mission would visit **eleven** States viz. Bihar, Chhattisgarh, Haryana, Jammu & Kashmir, Tamil Nadu, Maharashtra, Rajasthan, West Bengal, Assam, Orissa and Meghalaya. Each State team will comprise 2 members and four States Teams will have an additional member each on financial management and procurement. The SSA JRM will be run concurrently with the JRM for DPEP in Orissa and Rajasthan. There will be separate TOR for the DPEP JRM and the Mission Members visiting these States shall submit a separate report for the DPEP programme.

3.2 The agency-wise composition would be as follows:

GOI: 13 members including Mission Leader and two financial management and procurement specialist.

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

DFID: 5 members including one financial management and procurement specialist

EC: 2 members.

3.3 Each State Team would submit a draft State Report on the State visited by them and obtain feedback on the same during a State level wrap-up, before departure from the State. However, in respect of Rajasthan and Orissa the Team will also submit a separate State Report in respect of DPEP programme and obtain feedback for the same from the State before departure from the State.

3.4 A core team of ten members will be responsible for compiling the final report of the Review Mission on SSA.

#### 4. TIME FRAME

The Review Mission would take place between 21<sup>st</sup> January – 5<sup>th</sup> February 2008 as follows:

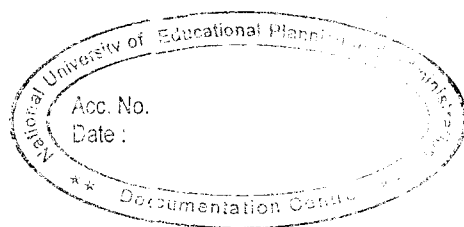
DATE	Activity
21 <sup>st</sup> January, 08 (Mon) 9.30 A.M.	⇒ Briefing by Government of India (Programme schedule enclosed)
22 <sup>nd</sup> January, 08 (Tuesday)	⇒ Internal discussions, preparation for field visits and Departure for States
23 <sup>rd</sup> January, 2008 (Wed)	⇒ State level discussions and briefings
24 <sup>th</sup> – 27 <sup>th</sup> January, 08 (Thurs – Sun)	⇒ Visit to District 1 & 2
28 <sup>th</sup> January, 08 (Mon)	⇒ State Report writing
29 <sup>th</sup> January, 08 (Tue)	⇒ Start wrap-up. Wrap-up at State level with draft State Report to be presented to the State. ( A fax or email copy be sent to Department of School Education & Literacy, Government of India)
30 <sup>th</sup> January, 08 (Wed) (Forenoon)	⇒ Arrival Delhi
30 <sup>th</sup> January, 08 (Wed) 1.00 p.m. (Afternoon)	⇒ Meeting with MHRD Officials to discuss State Reports
31 <sup>st</sup> January, 08 (Thurs) (Forenoon) 10.00 a.m.	⇒ Meeting of all Members with Mission Departure of members other than core group in the evening
31 <sup>st</sup> January, 08 (Thurs) (Afternoon)	⇒ Report writing by Corre Group
1 <sup>st</sup> February - 3 <sup>rd</sup> February, 08 (Fri – Sun)	⇒ Report writing by Corre Group (Contd) ⇒ Discussion with MHRD and NCERT regarding TC Fund
4 <sup>th</sup> February, 08 (Mon) 10.00 a.m.	⇒ Pre-wrap up – with MIHRD officials
4 <sup>th</sup> February, 08 (Mon) (Afternoon)	⇒ Reflections and finalization of report – afternoon
5 <sup>th</sup> February, 2008 (Tues) 10.00 a.m.	⇒ Wrap-up (Programme schedule enclosed),

#### 5. Documents and information required

- (i) State and district wise PAB approved budget allocations-2007-08
- (ii) Information on Release of funds to states – 2007-08.
- (iii) Report on concurrent Financial Review by IPAI (if applicable).
- (iv) FMRs (September, 2007)
- (v) Status of Audit Reports 2006-07 and compliance reports of audit State-wise for 2005-06.
- (vi) Overall Programme Implementation Report of States (10 States) as per standard format in Annexure 1(a).
- (vii) Action Taken on Recommendations of sixth Review Mission of SSA.
- (viii) Copies of research studies completed.

- (ix) State Specific Progress against the Results Monitoring Indicators. Information to be provided in the formats provided in Annexure 2(a) to 2(d).
- (x) Details of progress in infrastructure provisions as per Annexure 3(a).

Government of India will make available the above documents by 14<sup>th</sup> January, 2008 to the JRM.





**Overall Programme Implementation Report of States**

- State and District wise outlay and expenditure– 2007-08.
- Provision and Release of State share – 2007-08.
- Progress against SSA goals / and development outcomes..
- Category wise physical and financial progress against AWPB 2007-08 for the State
- Progress on functional areas (descriptive)
  - Civil works
  - Planning
  - EGS/AIE
    - i. Community mobilization
      - Formation of VECs/ PTAs/ MTAs.
      - Training of community members.
  - Girls education
  - Interventions for socially disadvantaged groups including minority, SC/ST
  - Children with Special Needs
  - Pedagogical Renewal
    - Teacher recruitment.
    - Teacher training.
    - Classroom transactions.
    - Pupil evaluation systems.
    - Academic monitoring by BRC/CRC/DIET/SCERT
  - Research and Evaluation
  - Management Information System
    - DISE data
    - Household data on out-of school children
    - Use of data
  - Capacity building of staff in position
  - Institutional Development
    - Coordination with mainstream education department.
    - Role of SCERT/SIEMAT/Textbook Board in SSA implementation
    - Capacity of BRC/CRC's.
    - Coordination with Panchayati Raj Structures
    - Functioning of SPO /DPO's – degree of decentralizations; delegation of powers; functional autonomy.

**Financial & Procurement Procedure**

- Status on implementation of FMP Manual.
- Progress against procurement plan for 2007-08.
- Status of audit reports.
- Status of accounts staffing / training.

Field Visit of the Joint Review Mission of SSA – January, 2008 – A Framework

Planning and Monitoring Process

- Process of preparing AWP&Bs..
- Activity-wise bifurcation of Targets and Achievements
- System of monitoring of AWP&B.

Institutions at state/district/sub-district levels like SCERT,DIET,BRC,CRC

- Process of Orientation/Training//Interactions of these institutions for resource support in quality of education.
- Monitoring systems to assess role of BRCs and CRCs.
- Mechanisms and steps taken for redressal of problems/issues in this respect.

Community and PRI Involvement

- Linkage between PRIs and school level management bodies.
- Impact on school environment including change in attendance, out of school children's scenario and girls' education.

**Teachers**

- Progress on recruitment of teachers
- Training of teachers (in-service., new recruits, untrained teachers)
- Teachers accountability

Classroom transactions

- Availability and utilization of TLMs
- Availability of Textbooks and related learning materials
- Teaching, learning and evaluation process

Management

- Approved manpower structure, at various levels like state, district, sub-district, etc. and the same in place.
- Capacity building activities - within States and with GOI assistance.
- Practices adopted for improved fund flows and internal audit systems
- **Monitoring systems adopted by SPO and DPOs to review Sarva Shiksha Abhiyan implementation**
- **Studies and evaluations conducted by State.**

## **Mission Members**

### **Government of India**

Shri S.C. Tripathi, **Mission Leader**

Dr. Minati Panda

Dr. Mohd. Akhtar Siddiqui

Ms. Kokila Gulati

Aloka Guha

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Shri P.G.K. Nair

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Shri K.K. Vashishtha

Dr. Manju Narula

### **World Bank**

Ms. Venita Kaul

Ms. Reema Nayyar

Shri Nalin Jena

Shri Tanuj Mathur

Shri Samuel Carlson

Ms. Deepa Sankar

### **DFID**

Shri Michael Ward

Ms. Arundhuti Roy Choudhury

Shri Pankaj Jain

Mr. Utpal Dekka

Mr. LS Nagarajan

Shri Jyoti Sanker Tewari

### **EC**

Ms. Shanti Jagannathan

**Results Monitoring**

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks		
<b>GOAL 1: All Children in School/ EGS Centres / Alternative and Innovative Education Centres</b>									
1	Number of children aged 6-14 years not enrolled in school/EGS/ AIE				Household Survey, SSA		<ul style="list-style-type: none"> <li>Overall number of OOSC <i>increased</i> slightly from 2005-06 to 2006-07</li> <li>Age group covered differed slightly between states (For eg. Assam used to collect data for 5-14 yrs, Bihar for 6-14 yrs and so hand).</li> <li>MHRD has carried out detailed analysis of the existing data for concentration of OOSC by districts and blocks.</li> <li>According to the analysis by MHRD, 36 districts have 30% of OSSC of the country, 23 of which are in Bihar, 9 in West Bengal &amp; one each in Assam, Chhattisgarh, Haryana &amp; Orissa (all the states were visited by 7<sup>th</sup> JRM).</li> <li>Of the 523 blocks in these 36 districts, 30% account for 56% of OOSC</li> </ul>		
	National	7.0 m	7.5 m						<ul style="list-style-type: none"> <li>The no. of OOSC for 6-14 age groups <i>increased</i>, as the number of children covered in the survey also <i>increased</i>.</li> <li>Urban data not complete, as the SSA's house-to-house survey could not cover the whole of Kamrup metro district.</li> <li>Out of the 23 SSA districts, 2 districts - Dhubri and Nagaon had more than 30,000 OOSC. Another 7 districts had more than 20,000 OOSC. Thus, except for five districts, all the districts had more than 10000 OOSC.</li> <li>Of the total children out of school identified, 67% were children never enrolled and the rest 33% were children who had dropped out from school system.</li> </ul>
	Assam	3,75,820	3,95,161						<ul style="list-style-type: none"> <li>OOSC reduced by almost half.</li> <li>Overall, there has been a reduction in out-of-school children in the age group of 6-14 from 3.4 million in 2003-04 to 1.2 million in 2007.</li> <li>11 districts with &gt;50000 OOSC</li> <li>3 districts – Gaya, Nawada and Banka registered an <i>increase</i> in OOSC from previous year.</li> </ul>
	Bihar	23,15,362	12,97,362						<ul style="list-style-type: none"> <li>1.24 lakhs was the baseline number of OOSC at the start of the school year; subsequently, due to a change in the methodology (treating children absent for 6 months as out of school), the number is now about 1.69 lakhs.</li> <li>Decline from 2004-05 estimations of OOSC</li> </ul>
	Chhattisgarh	346,216 (2004-05)	123,632						<ul style="list-style-type: none"> <li>The no of OOSC "identified" has <i>increased</i> by 62%</li> <li>Decline in OOSC by 3.4%</li> </ul>
	Haryana	201808	333066						<ul style="list-style-type: none"> <li>The data excludes OOSC in Mumbai City, and hence, perhaps there is some underestimation.</li> <li>More than 3/4<sup>th</sup> of the OOSC is declined</li> </ul>
	J&K	112396	108560						<ul style="list-style-type: none"> <li>About 2.62 lakh girls, 2.05 lakh ST children and about 1.05 lakh SC children are still out of school.</li> </ul>
	Maharashtra		1,17,077						<ul style="list-style-type: none"> <li>OOSC data incomplete; Special surveys need to be conducted to identify children out of school from migratory families and children at sites such madrassas and brick kilns etc</li> </ul>
	Meghalaya	1,49,942	37,234						<ul style="list-style-type: none"> <li>There are relatively few out of school children (OOSC) in Tamil Nadu; barely 2% of 6-14</li> </ul>
	Orissa	10,422	14,092						
	Rajasthan	2,11,848	1,64,023						
	Tamil Nadu	1,69,166	1,11,989	1,03,261					

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
	West Bengal	9,11,006	1,292,735				<ul style="list-style-type: none"> <li>year olds are not enrolled.</li> <li>West Bengal undertook a comprehensive Household Survey in December 2006, which revealed a 42 percent <i>increase</i> in recognized out-of-school children</li> <li>Since that time, 750,569 (58 percent) of those out-of-school children have been enrolled, leaving 492,390 children yet to be enrolled</li> </ul>
<b>2</b>	<b>Number of children enrolled in schools</b>						
A	<b>Primary (Grade I-V) National</b>	124615546	131853637		District Information System for Education (DISE)	Increase in enrolment to reflect decline in OOSC	<ul style="list-style-type: none"> <li>Enrolments an underestimation as many private schools, KVs are not covered by DISE</li> <li>National level GER at Primary has increased from 104% (2005-06) to 111% (2006-07)</li> <li>National level NER at Primary has increased from 84% to 93% during the same period.</li> </ul>
	Assam	3188565	4195241				<ul style="list-style-type: none"> <li>The primary stage of education in Assam consists of Gr.I-IV.</li> <li>The enrolment provided here is for Gr.I-V (as per DISE)</li> <li>GER increased from 97% (2005-06) to 130% (2006-07) as per DISE. This needs to be examined since the number of children enrolled increased only by around 2%.</li> <li>NER at primary was 89% (DISE) in 2005-06, but as per state estimates, now it is more than 90%</li> </ul>
	Bihar	11233588	12551689				<ul style="list-style-type: none"> <li>As per House hold Survey, 2006, approximately 17963024 children are currently enrolled in some form of educational institution at the elementary level.</li> <li>GER increased from 92% (2005-06) to 105% (2006-07) - a 12% increase in enrolment</li> <li>NUEPA estimates using DISE of state's NER at primary is 99%. This is not possible in a state which still has large number of OOSC. Either the definition or the population groups used should be examined and NER should be corrected.</li> </ul>
	Chhattisgarh	3410558	3074250				<ul style="list-style-type: none"> <li>A decline in actual enrolment by 10% from 2005-06 to 2006-07. Need to explain whether this decline is because of the omission of enrolments in some specific schools or those covered in the previous year.</li> <li>GER decreased from 131% (2005-06) to 119% (2006-07) – There is a need to examine whether this is because of the improving age-appropriate enrolments reducing “grossness”</li> <li>Triangulation with the number of children in the school system as per the OOSC would be help to clarify the differences.</li> </ul>
	Haryana	1442315	1685906				<ul style="list-style-type: none"> <li>GER has increased from 58% (2005-06) to 68.2% (2006-07) – the low GER is due to the large number of students enrolled in private unrecognized schools which are not covered by DISE.</li> <li>Still, improvement in GER and NER (from 38% to 54% during 2005-06 – 2006-07 period) is a sign of more children from vulnerable background entering schools, and improvements in age appropriate grade attendance.</li> </ul>
	J&K	1038360	1072411				<ul style="list-style-type: none"> <li>Increase in enrolment of children by 3.3%</li> <li>GER increased from 94% (2005-06) to 98% (2006-07) and NER from 76% to 81%.</li> </ul>
	Maharashtra	9926924	10249224				<ul style="list-style-type: none"> <li>Increase in enrolment by 3.2%</li> <li>GER increased from 97% (2005-06) to 101% (2006-07) and NER is 84% in 2006-07.</li> </ul>
	Meghalaya	361204	440575				<ul style="list-style-type: none"> <li>GER increased from 133% (205-06) to 169% (2006-07) – this huge “grossness” need to be verified by household survey data of the total number of children in the state, since this is due to the undercounting of children in Census 2001</li> </ul>
	Orissa	4616412	3722154	4123000			<ul style="list-style-type: none"> <li>The primary stage of education in Orissa consists of Gr.I-IV.</li> </ul>

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
							<ul style="list-style-type: none"> <li>The enrolment data provided for 2005-06 &amp; 06-07 is for Gr.I-V (as per DISE)</li> <li>As per the State report, the primary enrolment in the state increased from 42.82 lakhs (2005-06) to 44.85 lakhs (06-07), an increase of 4.74% over the previous year. However, DISE gives a different picture.</li> <li>As per DISE, GER declined from 117% (2005-06) to 96% (2006-07) and NER from 94% to 72% during the same period: Here, it is doubtful whether the decline is due to the population figures or enrolment figures – since in one year correction of “grossness” upto 20 percentage points is not realistic.</li> </ul>
	Rajasthan	8746946	9151462	8775032			<ul style="list-style-type: none"> <li>Fluctuating enrolments as per reports from DISE, with the state compiled data for 2007-08 showing decline from 2006-07</li> <li>State’s explanation for the decline between 06-07 &amp; 07-08: 06-07 data had included pre-primary enrolment as part of Gr. I enrolment. Now this is being corrected.</li> <li>GER increased from 113% (2005-06) to 119% (2006-07) and NER from 82% to 85%.</li> </ul>
	Tamil Nadu	6186218	6156235	623687			<ul style="list-style-type: none"> <li>GER getting corrected – from 119% (2005-06) to 118% (2006-07).</li> <li>GER decline is not considered as “decline”, but rather “correction” because the NER is getting better – from 94% to 97% during the same period.</li> </ul>
	West Bengal	9005975	9516554				<ul style="list-style-type: none"> <li>The primary stage of education in West Bengal consists of Gr.I-IV.</li> <li>The enrolment data provided for 2005-06 &amp; 06-07 is for Gr.I-V (as per DISE)</li> <li>GER improved from 104% (2005-06) to 113% (2006-07) and NER improved slightly from 83% to 84.5% during the same period.</li> </ul>
B	Upper Primary (G. VI-VII/ VIII) National	43667786	47489180		District Information System for Education (DISE)	Increase in enrolment to reflect decline in OOSC	<ul style="list-style-type: none"> <li>Nation-wide, an increase of at least 8.8% in U.Pry (recognized) enrolment from 2005-06 to 2006-07</li> <li>Overall GER improves from 59% (2005-06) to 65% (2006-07).</li> <li>This could be an under-estimation since the overall number of children counted as denominator is 11-14 years age group (4 years cohort), while the upper primary grade consists of only 3 grades in the case of some states while it is only 2 grades for some other states, assuming that even in these states, primary is taken for I-V grades.</li> </ul>
	Assam	763697	1227470				<ul style="list-style-type: none"> <li>The U. Pry section in Assam consisted of only Gr V-VII. 2007-08 DISE has collected data for Grade VIII also.</li> <li>The data here is for Gr.VI-VII as reported in DISE, (since Gr. V is considered with primary) which shows an increase of 61% from 2005-06 to 2006-07.</li> <li>However, the U.Pry enrolment (Gr.V-VII) as per SPO has increased from 1.28 m to 1.55 m.</li> <li>GER at U.Pry is under-estimation (increase over prev. year → 21%)</li> <li>NER of 50% under-estimation since the enrolments do not include Gr.VIII and population considered as denominator is two age cohorts more.</li> </ul>
	Bihar	2163453	2568858				<ul style="list-style-type: none"> <li>An increase by 19% between 2005-06 and 2006-07, as per DISE data.</li> <li>GER increased from 30% to 36% during the same period. Low GER, while more and more 11-14 years are getting enrolled reflects the large “grossness” in primary GER, thus, the new entrants from the older age groups also being enrolled in primary grades.</li> </ul>
	Chhattisgarh	1396952	1120972				<ul style="list-style-type: none"> <li>Decline of U.Pry enrolment numbers by 20% and GER from 91% (2005-06) to 73% (2006-07). Very low NER also.</li> <li>This needs further investigations for reasons or check data anomalies.</li> </ul>
	Haryana	642062	806103				<ul style="list-style-type: none"> <li>Increase in U.Pry enrolment by 26% between 2005-06 &amp; 2006-07</li> </ul>

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
							<ul style="list-style-type: none"> <li>GER increased from 41% to 52% during the same period, while NER increase is from 20% to 37%. The age group considered and grades taken may not be matching. Need further analysis.</li> <li>Large enrolments in private sector not counted, and hence the enrolment figures could be an underestimation.</li> </ul>
	J&K	528777	556519				<ul style="list-style-type: none"> <li>Increase in enrolment by around 5% between 2005-06 and 2006-07.</li> <li>GER increased from 72% to 77% during the same period.</li> </ul>
	Maharashtra	5031763	5093401				<ul style="list-style-type: none"> <li>Enrolments increased only marginally – by 1% during 2005-06 to 2006-07</li> <li>Urban enrolments probably an underestimation due to lack of data from private sector.</li> </ul>
	Meghalaya	72320	98940				<ul style="list-style-type: none"> <li>Increase in enrolment by 36% from 2005-06 to 2006-07</li> <li>GER increased from 43% to 59% during the same period.</li> </ul>
	Orissa	1225781	1205673	1768000			<ul style="list-style-type: none"> <li>Fluctuating data- decline by 1.6% during 2005-06 to 2006-07, but the latest DISE data compiled at state level (state compiled, non-verified DISE data) shows an improvement of 47% in 2007-08 over 2006-07 – which require checking of data</li> <li>GER remained more or less same during 2005-06 to 2006-07. Grade VIII enrolments perhaps not included as it is not part of elementary in the state.</li> </ul>
	Rajasthan	2930530	3310769	3429800			<ul style="list-style-type: none"> <li>Enrolments increased by 13% during 2005-06 to 2006-07 and further 4% increase from 2006-07 to 2007-08 (data is available from State compiled, non-verified DISE)</li> </ul>
	Tamil Nadu	3568479	3620354	3719066			<ul style="list-style-type: none"> <li>Increase in enrolments by 1.5% during 2005-06 to 2006-07, and further 3% increase during 2006-07 to 2007-08 (data from State compiled, non-verified DISE)</li> <li>High GER (110%) and NER (83%) at U.Pry in 2006-07 – an improvement from 2005-07</li> </ul>
	West Bengal	3586358	3825938				<ul style="list-style-type: none"> <li>U. Pry stage is upto Grade VII. Does not include Gr.VIII data</li> <li>7% increase in enrolments from 2005-06 to 2006-07. GER increased from 66% to 71%</li> </ul>
c	EGS/AIE: National	4.0 m	2.4 m		Project Monitoring Information System (PMIS)	Yearly targets, but no targets for project end except to upgrade EGS to schools and mainstream all children to regular school children	<ul style="list-style-type: none"> <li>Targets under EGS reducing since the states have been upgrading the existing EGS (93168 EGS upgraded so far) and children are getting mainstreamed in to regular schools</li> <li>Coverage through AIE increasing as the focus is now on the challenge of reaching the “hardest to reach”</li> </ul>
	Assam	449533	611688				<ul style="list-style-type: none"> <li>Upgradation of EGS to regular schools is a major state level policy issue</li> <li>Enrolments in EGS increased by 37%</li> <li>Enrolments in EGS accounted for 19% of all primary enrolments in the state</li> <li>State have started “HTR” centres to target the hardest to reach groups</li> </ul>
	Bihar	1420846	748678				<ul style="list-style-type: none"> <li>Around 11,671 AIE centres and 300 RBCs are running across the state.</li> <li>Nearly 277208 (56%) students have been mainstreamed through these centers</li> </ul>
	Chhattisgarh	56441	12618				<ul style="list-style-type: none"> <li>Decline in EGS/AIE enrolment by 3/4<sup>th</sup>, reflecting more than the trends in the the decline in Primary levels, so no idea whether the decline is because of mainstreaming or real decline.</li> <li>A serious issue, since the state has not reached the population growth stabilization stage.</li> <li>Need to look at all levels of data on enrolments</li> </ul>
	Haryana	227350	62949				<ul style="list-style-type: none"> <li>AIE centres mostly cater to the vulnerable groups like migrant labor children, child labor, minorities etc.</li> <li>Decline in enrolments in EGS/AIE by 72%, which is probably compensated by 18% increase in primary enrolments. or is now counted as part of the “increased” number of OOSC identified.</li> </ul>

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
	J&K	198543	214174				<ul style="list-style-type: none"> <li>Increase by 8% from 2005-06 to 2006-07.</li> <li>17% of all primary (recognized) enrolments in EGS/AIE</li> </ul>
	Maharashtra	356990	302088				<ul style="list-style-type: none"> <li>Decline in EGS/AIE enrolment by 15% - would be interesting to check whether the 3.2% increase in primary school enrolments reflect these changes in EGS/AIE enrolments, especially to see whether it is due to mainstreaming of EGS/AIE children</li> </ul>
	Meghalaya	96956	77,880				<ul style="list-style-type: none"> <li>20% decline in enrolments in EGS/AIE; but the grossness and the increase in grossness in primary enrolments perhaps compensate for the decline. Data triangulation could inform.</li> </ul>
	Orissa	493114	396794				<ul style="list-style-type: none"> <li>Enrolments declined by 20%, however, during the same period, primary enrolments are also showing a decline. Data issues to be addressed here.</li> </ul>
	Rajasthan	1096560	93971				<ul style="list-style-type: none"> <li>Decline by almost half. Fluctuating primary enrolments.</li> <li>Similar case as that of Orissa and need further data clarity.</li> </ul>
	Tamil Nadu	97296	84326				<ul style="list-style-type: none"> <li>Enrolments in EGS/AIE decline by 13%; Similar trends as that of primary enrolments.</li> <li>But this could be more of a reflection of population growth stabilization/ decline in TN</li> </ul>
	West Bengal	1547687	1,70,731				<ul style="list-style-type: none"> <li>EGS at the primary level under the name Shishu Shiksha Kendra (SSK), now 1,488,107 in comparison to 12 lakh in 2006.</li> <li>At the upper primary level, a similar model of alternative schooling is also offered by P&amp;RDD, Madhyamik Shiksha Karmasuchi (MSK), which reaches more than 285,000 learners through 1,752 permanent centers.</li> <li>Tremendous decline in EGS/AIE enrolment, in spite of identifying more OOSC, and the achievement in terms of getting 58% of them enrolled.</li> </ul>
3	<b>Ratio of Primary to Up. Pry Schools: National</b>	2.6	2.5				<ul style="list-style-type: none"> <li>Some states have upper primary along with secondary schools, which is often not considered/ covered.</li> <li>The need for upper primary may be even higher since the EGS/AIE are not considered as primary schools, and hence the number of institutions providing primary is under counted.</li> </ul>
	Assam	3.2	2.6				<ul style="list-style-type: none"> <li>State has huge number of EGS centres, and as such if they are counted / upgraded to primary, the ratio might get still worsened</li> </ul>
	Bihar	3.2	2.9	3.6			<ul style="list-style-type: none"> <li>More primary schools are started/EGS centres upgraded, but proportionately upper primary schools are not started</li> </ul>
	Chhattisgarh	2.5	2.2	2.1			<ul style="list-style-type: none"> <li>Ratios within the desirable norms</li> </ul>
	Haryana	2.1	1.9				<ul style="list-style-type: none"> <li>Ratio has improved to the desirable norm</li> </ul>
	J&K	2.4	2.3				<ul style="list-style-type: none"> <li>Ratio is improving</li> </ul>
	Maharashtra	1.8	1.6				<ul style="list-style-type: none"> <li>Ratio is well within the desirable norm</li> </ul>
	Meghalaya	3.7	3.5	1.28			<ul style="list-style-type: none"> <li>During the current year, tremendous improvement with more upper primary schools started</li> </ul>
	Orissa	2.7	2.7	1.2			<ul style="list-style-type: none"> <li>Improvement in ratios, now within desirable levels</li> </ul>
	Rajasthan	2.6	2.4				<ul style="list-style-type: none"> <li>Ratio need to improve with opening up of more upper primary sections</li> </ul>
	Tamil Nadu	2.7	2.4				<ul style="list-style-type: none"> <li>Ratio above 2</li> </ul>
	West Bengal	5.3	5.4				<ul style="list-style-type: none"> <li>High ratio – means the state has lesser facilities for upper primary stage</li> </ul>
4	<b>Number of CWSN enrolled in school / EGS/AIE including home based education</b>						<ul style="list-style-type: none"> <li>Increase in enrolment by 8%, in comparison to 9% improvement in identified population</li> <li>82% of all the identified CWSN enrolled in schools/EGS/AIE.</li> </ul>
	<b>National</b>		1997777	2158034	PMIS	CWSN enrolled as	



	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
	Assam	42006	70167			proportion of identified should improve	<ul style="list-style-type: none"> <li>The increase of almost 67% seems to be result of better identification of CWSN</li> </ul>
	Bihar	97296	106351	247894			<ul style="list-style-type: none"> <li>More than 100% increase in enrolments of CWSN</li> <li>As per survey-cum-identification report of 2006-07 the total no. of CWSN between the age group of 6-14 years is category wise is 2,47,894. Out of which 1,53,636 CWSN were enrolled in schools</li> </ul>
	Chhattisgarh		19655	25645			<ul style="list-style-type: none"> <li>30% increase in the number of CWSN enrolled, and a trend positive, in contrast to the negative trends in general enrolment improvements in the state</li> <li>The progress in identifying children with special needs has been slow.</li> </ul>
	Haryana		22547	29197			<ul style="list-style-type: none"> <li>22933 out of 29197 CWSN are in school (79%)</li> </ul>
	J&K	23080	23664				<ul style="list-style-type: none"> <li>Enrolments of CWSN increased by only around 600</li> </ul>
	Maharashtra		359021				<ul style="list-style-type: none"> <li></li> </ul>
	Meghalaya		3978				<ul style="list-style-type: none"> <li></li> </ul>
	Orissa		80676				<ul style="list-style-type: none"> <li></li> </ul>
	Rajasthan	177087	249466	261106			<ul style="list-style-type: none"> <li>47% improvement in the enrolments of CWSN, more than the improvements in general enrolments</li> </ul>
	Tamil Nadu	71738	118019	116339			<ul style="list-style-type: none"> <li>62% improvement between 2005-06 and 2007-08</li> </ul>
	West Bengal	96695	116623	163342	<ul style="list-style-type: none"> <li>Overall, out of 191,444 CWSN identified, 163,342 (85 percent) have been enrolled in schools, or alternative systems including home-based care.</li> <li>69% improvement in enrolments from 2005-06 to 2007-08</li> </ul>		

## GOAL 2: Bridging Gender and Social Category Gaps

5	<b>Girls, as share of students enrolled</b>				DISE		<ul style="list-style-type: none"> <li>Targets here show the percentage share of girls in total child population in 6-10 years and 11-13 years age groups for primary and upper primary, projected from 2001 Census for the year 2006 by RGI.</li> <li>In general, girls' share in OOSC is more – a factor that won't be captured by school enrolment shares since the shares in schools will be affected by proportionately more <u>average girls compared to boys</u></li> </ul>
	<b>Primary: National</b>	47.79	48.09			48.27	<ul style="list-style-type: none"> <li>Overall parity is almost reached at primary level</li> </ul>
	Assam	49.37	49.29			49.17	<ul style="list-style-type: none"> <li>Girls' share is reflecting their share in population</li> </ul>
	Bihar	44.36	45.89			48.48	<ul style="list-style-type: none"> <li>51% of OOSC in 6-10 age group are girls (HH survey, SSA), whereas their share in population is only 48%.</li> <li>Girls' share in enrolment in primary sections are improving, but would need some time to reach the level as that in population</li> </ul>
	Chhattisgarh	48.61	48.88			49.55	<ul style="list-style-type: none"> <li>Girls' share in population is almost half, but in enrolments, they need to improve</li> </ul>
	Haryana	47.36	47.31			45.57	<ul style="list-style-type: none"> <li>Girls' share in population is only 46%, but their share in enrolment is already 47%. a peculiar fact for states like Haryana, where the data is mostly from govt schools, and the gender disparity is also in terms of more girl children coming to govt schools, thus increasing their share in enrolments</li> </ul>
	J&K	45.95	46.15			48.29	<ul style="list-style-type: none"> <li>Girls' share in enrolments increasing, but it takes time to reach the population shares</li> </ul>
	Maharashtra	47.48	47.31			48.11	<ul style="list-style-type: none"> <li>Girls' share showed slight decline, and yet par with pop. Shares. probably because the data does not take in to account children enrolled in EGS/AIE, which have a higher share of girls.</li> </ul>

	Indicators	2005-06	2006-07	2007-08	of data	Target	Analysis/Explanations/Remarks	
	Meghalaya	50.44	50.35			48.96	• Girls constitute larger share of enrolments, reflecting the social status	
	Orissa	48.17	47.64			48.73	• Girls' share in both OOSC and in enrolments is getting better to reflect their shares in population	
	Rajasthan	46.79	46.78			47.66	• Girls' share is getting better and close to population shares	
	Tamil Nadu	48.28	48.39			48.55	• Girls' share is almost reflecting their share in population in the state	
	West Bengal	49.55	49.30			49.27	• Girls' share in primary almost reflecting their share in population in the state	
	<b>Upper Primary: National</b>	45.80	46.51			47.78	• Girls' shares in upper primary are improving towards their share in population	
	Assam	48.82	49.40			48.76	• Girls's share is better than their share in population – either due to more over-aged girls at upper primary compared to boys, or other factors, which need to be explored	
	Bihar	38.87	41.66			47.44	• Girls form 49.5% of all OOSC among 11-14 age group in the state (HH survey, SSA) • Girls's share in upper primary in the state is low. Need more efforts and time to reach parity	
	Chhattisgarh	46.09	47.29			49.15	• Girls' share in UPry improving and could reach the pop shares in a few years time	
	Haryana	48.14	48.18			45.5	• Girls' share in UPry enrolment is more than that in pop. Same explanation as in primary	
	J&K	44.71	44.81			48.53	• Girls' share in enrolment lower than that of pop and primary level.	
	Maharashtra	46.80	47.07			47.59	• Girls' share in UPry enrolment is almost reflecting their share in population	
	Meghalaya	52.03	52.44			48.75	• Girls' share is more, explanations of primary shares applies here too	
	Orissa	46.17	46.39			48.95	• Girls' share in enrolment less than their share in pop. Need few years to catch up	
	Rajasthan	38.20	39.88			47.26	• Girls' share in enrolment way below compared to population shares. Would require concrete efforts and time to catch up	
	Tamil Nadu	48.05	48.14			48.72	• Girls' share is now almost reflecting their shares in population	
	West Bengal	48.97	49.56			48.67	• Girls' share is now reflecting their share in population, rather more, due to various reasons.	
<b>6a</b>	<b>Enrolments of SC children reflect their share in 6-14 age group population:</b>							
	<b>Elementary: National</b>	<b>18.64</b>	<b>19.87</b>		<b>DISE</b>	<b>16.20</b>	• At elementary level, the share of SC in enrolment is more than their population shares. There could be two explanations: (a) Proportionately more over age children among SC attending school, thus inflating their shares; and (b) data in DISE reflect more government school data (many private schools not covered) which has a higher share of children from vulnerable groups like SC • Share of SC in OOSC is proportionately more than their shares in population:	
	Assam	10.53	9.9			6.90	• SC's share in enrolment reflect their share in pop, rater exceeds	
	Bihar	15.4	16.9			15.70	• SC's share in enrolment now reflecting their share in population • However, as per the HH Survey (SSA), 32% of OOSC are from SC group in the state.	
	Chhattisgarh	14.04	14.93			11.60	• SC's share in enrolment more than their population shares	
	Haryana	31.39	30.50			19.30	• SC's share is much more than their population shares, an issue of over representation of SC in the enrolments because private (unrecognized schools) not covered	
	J&K	9.52	9.37			7.6	• SC's share in enrolment is reflecting their population shares	
	Maharashtra	14.37	14.27			10.20	• SC's share in enrolment reflects their population shares plus. proportionately larger grossness	

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
	Meghalaya	1.05	1.29			0.50	<ul style="list-style-type: none"> <li>• SC constitute a small proportion of population and their coverage is not an issue now</li> </ul>
	Orissa	20.04	21.54			16.50	<ul style="list-style-type: none"> <li>• Proportionately more SC in schools compared to population and other groups, an issue of grossness</li> <li>• However, SC forms almost 20% of OOSC between 6-14 years age group</li> </ul>
	Rajasthan	19.53	19.27			17.20	<ul style="list-style-type: none"> <li>• SC's share in enrolments reflect their shares in population</li> </ul>
	Tamil Nadu	24.81	24.65			19.0	<ul style="list-style-type: none"> <li>• SC's share in enrolments comparatively more than their population shares</li> </ul>
	West Bengal	27.67	26.7			23.00	<ul style="list-style-type: none"> <li>• Same as in many other states</li> </ul>
	<b>Primary: National</b>					<b>16.20</b>	•
	Assam	10.5	9.9		State Reports for JRM	6.90	<ul style="list-style-type: none"> <li>• Assam's House-to House survey shows a larger proportion of SC in total child population and hence Cenus 2001 data used in DISE may be an under estimation of the population shares.</li> </ul>
	Bihar					15.70	<ul style="list-style-type: none"> <li>• 33% of OOSC in 6-10 age group are from SC group (HH Survey, SSA)</li> </ul>
	Chhattisgarh		15.21			11.60	<ul style="list-style-type: none"> <li>• 15% of OOSC in 6-10 age group are from SC group (HH Survey, SSA)</li> <li>• Share in primary enrolments better than that in upper primary in the state</li> </ul>
	Haryana		23.96			19.30	<ul style="list-style-type: none"> <li>• Share of SC in enrolments more than their shares in population, and more compared to upper primary</li> </ul>
	J&K					7.6	•
	Maharashtra		12.94			10.20	•
	Meghalaya		0.97			0.50	•
	Orissa		12.46			16.50	<ul style="list-style-type: none"> <li>• 19% of OOSC in the 6-10 years age group are SC in the state, much more than their shares in population</li> </ul>
	Rajasthan		19.92			17.20	•
	Tamil Nadu		24.62			19.0	•
	West Bengal		28.81			23.00	•
	<b>Up. Primary: National</b>						<b>16.20</b>
	Assam	9.5	10.2		State Reports for JRM	6.90	•
	Bihar					15.70	<ul style="list-style-type: none"> <li>• 30% of OOSC in 11-14 age group are from SC group (HH Survey, SSA)</li> </ul>
	Chhattisgarh		14.89			11.60	<ul style="list-style-type: none"> <li>• 15% of OOSC in 6-10 age group are from SC group (HH Survey, SSA)</li> </ul>
	Haryana		21.87			19.30	•
	J&K					7.6	•
	Maharashtra		11.74			10.20	•
	Meghalaya		2.0			0.50	•
	Orissa		4.63			16.50	<ul style="list-style-type: none"> <li>• 20% of OOSC in the 11-14 age group in the state are SC (HH Survey, SSA)</li> </ul>
	Rajasthan		17.43			17.20	•
	Tamil Nadu		24.7			19.0	•
	West Bengal		26.64			23.00	•

	indicators	2003-04	2006-07	2007-08	of data	Target	Analysis/Explanations/Remarks
6b	<b>Enrolments of ST children reflect their share in 6-14 age group population:</b>						
	<b>Elementary: National</b>	9.02	10.69			8.20	<ul style="list-style-type: none"> <li>Overall, the share of ST in total enrolment is reflecting more than their shares in population. Here again, the reason could be as explained in the case SC, (a) (a) Proportionately more over age children among ST attending school, thus inflating their shares; and (b) data in DISE reflect more government school data (many private schools not covered) which has a higher share of children from vulnerable groups like ST</li> <li>ST shares in OOSC is generally more than their population shares compared to other social groups</li> </ul>
	Assam	16.00	14.98			12.4	<ul style="list-style-type: none"> <li>ST share in enrolments are better than their shares in population</li> </ul>
	Bihar	1.28	1.69			0.9	<ul style="list-style-type: none"> <li>ST constitute less than 1% of population, but in enrolments they constitute 1.7%</li> </ul>
	Chhattisgarh	32.62	32.23			31.8	<ul style="list-style-type: none"> <li>ST share in enrolments are reflecting their share in population</li> <li>But ST still constitute 43% of all OOSC in 6-14 age group in the state</li> </ul>
	Haryana	0.50	0.57			0.0	<ul style="list-style-type: none"> <li>ST population is negligible in the state</li> </ul>
	J&K	12.93	13.06			10.9	<ul style="list-style-type: none"> <li>ST share in enrolments more than their shares in population</li> </ul>
	Maharashtra	10.89	10.94			8.90	<ul style="list-style-type: none"> <li>ST shares in enrolments are better than their population shares</li> </ul>
	Meghalaya	92.89	92.42			85.90	<ul style="list-style-type: none"> <li>ST share in enrolment reflecting the population shares in a largely tribal state</li> </ul>
	Orissa	24.46	23.13			22.10	<ul style="list-style-type: none"> <li>ST share in enrolments more than their population shares, but declining trends reflect corrections in grossness among ST due to overage enrolments</li> </ul>
	Rajasthan	14.77	14.62			12.60	<ul style="list-style-type: none"> <li>ST share in enrolments more than their population shares, slightly getting corrected</li> </ul>
	Tamil Nadu	1.81	2.09			1.00	<ul style="list-style-type: none"> <li>ST constitute a small proportion of population</li> </ul>
	West Bengal	6.15	6.20			5.50	<ul style="list-style-type: none"> <li>ST enrolments are reflecting their shares in population plus the grossness due to various factors</li> </ul>
	<b>Primary: National</b>					8.20	<ul style="list-style-type: none"> <li></li> </ul>
	Assam	14.5	14.1			12.4	<ul style="list-style-type: none"> <li></li> </ul>
	Bihar					0.9	<ul style="list-style-type: none"> <li></li> </ul>
	Chhattisgarh		32.77			31.8	<ul style="list-style-type: none"> <li></li> </ul>
	Haryana					0.0	<ul style="list-style-type: none"> <li></li> </ul>
	J&K					10.9	<ul style="list-style-type: none"> <li></li> </ul>
	Maharashtra		13.13			8.90	<ul style="list-style-type: none"> <li></li> </ul>
	Meghalaya		93.18			85.90	<ul style="list-style-type: none"> <li></li> </ul>
	Orissa		14.31			22.10	<ul style="list-style-type: none"> <li></li> </ul>
	Rajasthan		15.35			12.60	<ul style="list-style-type: none"> <li></li> </ul>
	Tamil Nadu		2.13			1.00	<ul style="list-style-type: none"> <li></li> </ul>
	West Bengal		7.27			5.50	<ul style="list-style-type: none"> <li></li> </ul>
	<b>Upper Primary: National</b>					8.20	<ul style="list-style-type: none"> <li></li> </ul>
	Assam	13.8	16.5			12.4	<ul style="list-style-type: none"> <li></li> </ul>
	Bihar					0.9	<ul style="list-style-type: none"> <li></li> </ul>

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
	Chhattisgarh		27.29			31.8	•
	Haryana					0.0	•
	J&K					10.9	•
	Maharashtra		8.56			8.90	•
	Meghalaya		91.0			85.90	•
	Orissa		3.59			22.10	•
	Rajasthan		12.59			12.60	•
	Tamil Nadu		2.02			1.00	•
	West Bengal		5.23			5.50	•
6c	<b>Enrolment of Muslim children to reflect their share in 6-14 age group population:</b>						<ul style="list-style-type: none"> <li>• Taking the estimates from SRI/IMRB survey as the baseline, there seems to be a reduction in the OOSC among muslims from 2.2 million to 1.3 million.</li> </ul>
	<b>Primary: National</b>		<b>9.39</b>			<b>13.43</b>	<ul style="list-style-type: none"> <li>• Share of Muslims in primary enrolment is less than their shares in population</li> <li>• The muslim enrolments in Madrassas/ Maqtabas in some states are not counted under the regular school survey and hence undermine their shares slightly</li> </ul>
	Assam		30.42			30.92	<ul style="list-style-type: none"> <li>• Share of Muslims in primary enrolment is almost reflecting their shares in population. The figures would be more corrected if the EGS data is considered which operates in Muslim dominated areas.</li> <li>• Muslim constitute 42% of OOSC as per the House-to-House Survey of SSA where their share in population is 35%</li> </ul>
	Bihar		8.95			16.53	<ul style="list-style-type: none"> <li>• Half of the Muslims seems to be out of the school system, as their enrolment shares are almost half of their population shares. The huge difference also could be due to the definition of data. There is a need to further check the data</li> </ul>
	Chhattisgarh		0.56			1.97	<ul style="list-style-type: none"> <li>• Minorities such as Muslim constitute less than 2% of population. Their enrolment shares are even less – 1/4<sup>th</sup> of their population shares</li> </ul>
	Haryana		0.55			5.78	<ul style="list-style-type: none"> <li>• Less than 1% in enrolment whereas almost 6% in population. In states like Bihar and Haryana, the Household survey data could be used to explore whether Muslims' share in this is proportionately more than their populations shares</li> </ul>
	J&K		62.52			66.97	<ul style="list-style-type: none"> <li>• A predominantly Muslim state. However, the enrolments reflect the OCSC in the state</li> </ul>
	Maharashtra		7.94			10.60	<ul style="list-style-type: none"> <li>• Muslims share in enrolments are less than their shares in population</li> </ul>
	Meghalaya		0.04			4.28	<ul style="list-style-type: none"> <li>• Muslims' share in enrolments are less than their shares in population</li> </ul>
	Orissa		0.03			2.07	<ul style="list-style-type: none"> <li>• Muslims' share in enrolments are less than their shares in population</li> </ul>
	Rajasthan		2.3			8.47	<ul style="list-style-type: none"> <li>• Muslims' share in enrolments is less than their shares in population, and it seems there is some data or definition problem. Need to look at the household data on OOSC and muslims shares in that</li> </ul>
	Tamil Nadu		3.82			5.56	<ul style="list-style-type: none"> <li>• Even in an educationally advanced state, Muslim share in enrolments are less than their population shares</li> </ul>
	West Bengal		27.92			25.25	<ul style="list-style-type: none"> <li>• Muslim share in enrolments is better than shares in population. The only state in the above list to have the distinction. Need to see if this is because of any focus on the community or due to under estimation of population shares, due to various reasons</li> </ul>
	<b>Upper Primary:</b>		<b>7.52</b>			<b>13.43</b>	<ul style="list-style-type: none"> <li>• Muslims' participation in upper primary in general is less than the general participation rates</li> <li>• Muslim shares in upper primary enrolments is less than their own shares in primary</li> </ul>

	indicators	2005-06	2006-07	2007-08	of data	target	Analysis/ explanations/ comments
	<b>National</b>						
	Assam		17.39			30.92	• Share of Muslims in upper primary is less than their population shares and that at primary.
	Bihar		6.60			16.53	• Same issues as that of primary shares for Muslims
	Chhattisgarh		0.84			1.97	• Same explanation as for primary enrolments
	Haryana		0.41			5.78	• See the explanations in Primary for the lower enrolment shares of muslims
	J&K		60.55			66.97	• Shares of muslim in upper primary enrolment less than that at primary
	Maharashtra		5.83			10.60	• Shares of muslim in upper primary enrolment less than primary and half as much as population shares
	Meghalaya		0.02			4.28	• Negligible shares in enrolment. Population shares and enrolment shares need examination
	Orissa		0.02			2.07	• Negligible shares in enrolment
	Rajasthan		1.38			8.47	• Enrolment shares re 1/8 <sup>th</sup> of population shares. Need examination of data
	Tamil Nadu		3.95			5.56	• Muslims in enrolment are less than their share in population
	West Bengal		19.63			25.25	• Unlike in primary where the shares of Muslims were more than their population shares, in upper primary, Muslim shares is less than their shares in population. One reason for this contrasting picture could be the fact that among muslims, grossness due to overage enrolments is large, and hence within the same age group, more are attending primary grades. Also, the dropout rates probably is more among them.

**GOAL 3: Universal Retention**

7	<b>Transition rates from Primary to Upper Primary: National</b>		83.72				<ul style="list-style-type: none"> <li>• Transition rates reflect the number of children who pass the terminal year of primary and move to the first grade of upper primary</li> <li>• In DISE, the grades considered is generally Grade V and Grade VI</li> <li>• However, in several states, the primary terminal grade is Grade IV (eg, Assam, West Bengal) while in many other states, this is Grade V.</li> <li>• In states where the primary ends at Grade IV, the drop out from stage to stage happens after Grade IV rather than Grade V, and hence Grade V to VI transition may be an underestimation</li> <li>• Overall, the transition rates from Primary to Upper Primary (from Gr.V to Gr. VI) is increasing every year, from 74% in 2003-04 to 83.36% in 2005-06 and 83.72% in 2006-07.</li> </ul>
	Assam		111.96				<ul style="list-style-type: none"> <li>• Assam's state SPO's own estimation of transition rates, after adjusting for repeaters at the new entry grade at upper primary is 81% for 2005-06 to 2006-07, which is an improvement from 2004-05 to 2005-06, after adjusting for common schools and school data newly captured in the second year</li> <li>• Assam state SPO's estimation of transition rates are estimated for the transition from Grade IV to Grade V (repeaters in Grade V omitted)</li> </ul>
	Bihar		67.11				<ul style="list-style-type: none"> <li>• Low transition rates indicate large drop outs and repetition rates between Grade V to Gr VI (1/3<sup>rd</sup> of the students from Grade IV either drop out or repeat the grade)</li> <li>• State's own estimation of transition from primary to upper primary for the latest year stands at 70%</li> </ul>
	Chhattisgarh		72.11				<ul style="list-style-type: none"> <li>• Comparatively better transition rates, but still 18% of children either drop out or has to repeat in between primary and upper primary.</li> <li>• State reported transition rate at primary is 94% for 2006-07, which has increased to 95% in 2007-08.</li> </ul>

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
	Haryana		95.07				<ul style="list-style-type: none"> <li>High transition rates in the state, but further improvements in methodology of estimations could be introduced to make data more realistic.</li> <li>State's own estimation of transition rates is 92%</li> </ul>
	J&K		97.48				<ul style="list-style-type: none"> <li>High transition rates in the state, same suggestions for data improvement</li> </ul>
	Maharashtra		93.83				<ul style="list-style-type: none"> <li>High transition rates. Again, definition and estimation need further clarification</li> <li>State report also states 94% transition rates from Gr.IV to Gr.V</li> </ul>
	Meghalaya		100.45				<ul style="list-style-type: none"> <li>High transition rates, which is good.</li> <li>State's own report of transition from primary to upper primary is only 91%. In this context, NUEPA estimates needs to be checked</li> <li>However, more than 100% transition is not a statistically correct estimation for education sector, since children cannot join Grade VI without completing Grade V. Probably the DISE data include repeaters data, and perhaps children who were earlier in schools unrecognized and EGS/IE joining regular schools counted from Grade VI only</li> </ul>
	Orissa		87.95				•
	Rajasthan		84.71				<ul style="list-style-type: none"> <li>High transition rates; state's own estimation of transition rate is as high as 90%</li> </ul>
	Tamil Nadu		97.30				•
	West Bengal		88.28				•
8	<b>Retention rates at Primary Level: National</b>		70.26			<b>DISE</b>	<ul style="list-style-type: none"> <li>Around 30% children do not reach primary stage terminal grade without repeating or dropping out.</li> <li>Since estimates for the same is not available for the previous year, it is not clear whether there has been any improvements in the cohorts joined every year after the introduction of SSA</li> <li>With the decline in average drop out rates at primary (from 11% in 2003-04 to 8.6% in 2005-06), the retention rates are expected to improve in the coming years.</li> </ul>
	Assam		71.87				<ul style="list-style-type: none"> <li>Retention rates better than national average</li> <li>28% of children do not reach the terminal year of primary without repeating or in between dropping out in the state (in 4 years' time)</li> </ul>
	Bihar		44.16				<ul style="list-style-type: none"> <li>More than half of the children who get enrolled in primary do not reach Grade V without repetition or dropping out. This means average years to produce a primary school graduate is more than the five years of primary grade in the state.</li> <li>State's own estimation of retention at primary levels is 83.42%</li> </ul>
	Chhattisgarh		69.35				<ul style="list-style-type: none"> <li>Retention at primary is more or less similar to national picture</li> <li>State reported retention rate at primary is 90% for 2006-07, which has increased to 92% in 2007-08.</li> </ul>
	Haryana		83.66				<ul style="list-style-type: none"> <li>Better retention rates in the state</li> <li>State's own estimates of retention at primary is 97%</li> </ul>
	J&K						•
	Maharashtra		83.98				<ul style="list-style-type: none"> <li>Better retention rates</li> <li>State's own report says 88% retention at primary level for the state</li> <li>Girls' retention rate is slightly better than that of boys</li> </ul>
	Meghalaya		57.11				<ul style="list-style-type: none"> <li>Very poor retention rates. However, state's own reporting of retention at primary is at 97%</li> <li>Data could be checked to see whether the estimations are reflecting accurate picture</li> </ul>

	Indicators	2005-06	2006-07	2007-08	of data	Target	Analysis/Explanations/Remarks
	Orissa		71.74				<ul style="list-style-type: none"> <li>The state situation is quite similar to national picture</li> </ul>
	Rajasthan		50.14				<ul style="list-style-type: none"> <li>Half of the children drop out or repeat before reaching Grade V. No data to compare the progress or trends</li> <li>State's own estimation of retention at primary level is 75%</li> </ul>
	Tamil Nadu		93.67				<ul style="list-style-type: none"> <li>High transition rates.</li> </ul>
	West Bengal		61.39				<ul style="list-style-type: none"> <li>Transition rates need improvements</li> <li>State's own estimation of retention at primary level is 84%</li> </ul>
9	<b>Retention rates at Upper Primary Level: National</b>						<ul style="list-style-type: none"> <li>National level estimations using cohort data are not available</li> </ul>
	Assam		65.85				•
	Bihar		46.52				•
	Chhattisgarh		88.12				<ul style="list-style-type: none"> <li>State reported retention rate at primary is 88% for 2006-07, which has increased to 90% in 2007-08.</li> </ul>
	Haryana						•
	J&K						•
	Maharashtra		79.25				•
	Meghalaya		87.24				•
	Orissa		85.71				•
	Rajasthan		65.29				•
	Tamil Nadu		98.25				•
	West Bengal		53.22				•

#### GOAL 4: Education of Satisfactory Quality

10	<i>Provision of quality inputs to improve learning levels</i>						
10a.	<b>PTR: Primary National</b>	38	36			<b>DISE</b>	<ul style="list-style-type: none"> <li>PTR is well within the national norms for primary</li> <li>However, the issue is not merely the PTR, but their distribution within the country</li> <li>Around 12% schools in the country are still single teacher schools</li> <li>PTR ranges from 8 to 80, need teacher rationalization</li> </ul>
	Assam	29	28				<ul style="list-style-type: none"> <li>High PTRs, which is expected to improve now with the recruitment of more than 2 lakh new teachers in the state.</li> </ul>
	Bihar	68	65				•
	Chhattisgarh	31	29				•
	Haryana	44	36				•
	J&K	18	16				•
	Maharashtra	33	27				•
	Meghalaya	18	19				•
	Orissa	36	32				<ul style="list-style-type: none"> <li>Better PTRs. Additional teachers appointed (18849)</li> </ul>
	Rajasthan	34	32				<ul style="list-style-type: none"> <li>PTR is fine. Expected to improve further with the appointment of 58673 new teachers</li> </ul>
	Tamil Nadu	31	31				•



	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
	West Bengal	48	45				<ul style="list-style-type: none"> <li>• PTR above the desirable norm; this could become more serious if the PTRs of EGS/alternative schools are incorporated; PTR improvements since new teachers are appointed</li> </ul>
	<b>PTR: U.Pry National</b>	34	32				•
	Assam	17	19				•
	Bihar	70	67				•
	Chhattisgarh	27	21				•
	Haryana	28	28				•
	J&K	19	17				•
	Maharashtra	36	31				•
	Meghalaya	16	17				•
	Orissa	38	39				•
	Rajasthan	31	29				•
	Tamil Nadu	29	26				•
	West Bengal	65	62				•
	<b>Dists with PTR&gt;60: National</b>						<ul style="list-style-type: none"> <li>• 17% primary schools in the country have PTR&gt;60; 6% of them have PTR&gt;100</li> </ul>
	Assam						<ul style="list-style-type: none"> <li>• 27% of primary schools have PTR&gt;60 &amp; 5.5% have PTR&gt;100</li> </ul>
	Bihar	1	1				<ul style="list-style-type: none"> <li>• 69% of primary schools have PTR&gt;60 &amp; 16.4% have PTR&gt;100; with the recruitment of teachers, the magnitude of this problem has probably declined.</li> </ul>
	Chhattisgarh		23				<ul style="list-style-type: none"> <li>• In the state, only 9% of primary schools had PTR&gt;60 &amp; only 2% had PTR&gt;100</li> </ul>
	Haryana		0				<ul style="list-style-type: none"> <li>• In 9% primary schools PTR was above 60, but of this 5.5% had PTR&gt;100</li> </ul>
	J&K		0				<ul style="list-style-type: none"> <li>• Only around 2% schools had high PTR problem, with PTR&gt;60</li> </ul>
	Maharashtra						<ul style="list-style-type: none"> <li>• Around 7% primary schools still had PTR&gt;60</li> </ul>
	Meghalaya						<ul style="list-style-type: none"> <li>• Around 6% primary schools had PTR&gt;60</li> </ul>
	Orissa						<ul style="list-style-type: none"> <li>• 7.6% primary schools had PTR&gt;60, and around 3.24%, PTR&gt;100</li> </ul>
	Rajasthan						<ul style="list-style-type: none"> <li>• Schools with PTR&gt;60 declined from 20% (2005-06) to 6% (2006-07)</li> </ul>
	Tamil Nadu						<ul style="list-style-type: none"> <li>• 3% of Schools in the state had PTR&gt;60</li> </ul>
	West Bengal		All districts				<ul style="list-style-type: none"> <li>• 26.5% of the schools in the state had PTR&gt;60</li> </ul>
10b	<b>Availability of TLM: National</b>						<ul style="list-style-type: none"> <li>• Teachers provided TLM grants worth 500Rs</li> <li>• 27289 schools are covered under CAL</li> </ul>
	Assam						•
	Bihar						<ul style="list-style-type: none"> <li>• Percentage of eligible students received free text books : 64% (2006-07)</li> <li>• Percentage of teachers received TLM grants : 67% (2006-07)</li> </ul>
	Haryana						<ul style="list-style-type: none"> <li>• Percentage of eligible students receive free text books :94% (2006-07)</li> <li>• Percentage of teachers received TLM grants: 86% (2006-07)</li> <li>• Number of schools state-wise using materials other than textbooks: 13581</li> </ul>
	Maharashtra						<ul style="list-style-type: none"> <li>• Percentage of eligible students receive free text books : 109% (Source : Education Officer (Pri). All Districts)</li> </ul>

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
							<ul style="list-style-type: none"> <li>Percentage of teachers received TLM grants : 95.20% (Source : Expenditure report December-2007)</li> <li>Number of schools state-wise using materials other than textbooks : 1) Mathematical Kit are provided in 230 schools, 2) In upscaling of PEEP Teaching Learning Material (Cards) have been made available to 12 districts covering 17,516 primary schools, 3) Work books are distributed in 5,600 local bodies schools.</li> </ul>
	Meghalaya		•				<ul style="list-style-type: none"> <li>Percentage of eligible students receiving text books: 100%</li> <li>Percentage of eligible teachers receiving TLM grants: 100%</li> <li>Number of schools state-wise using materials other than textbooks : 132</li> </ul>
	Orissa		•				<ul style="list-style-type: none"> <li>Workbooks and ABL have been provided to all the schools.</li> <li>CAL has been provided to 600 schools covering 24 districts.</li> <li>Class -I &amp; II children of 1048 schools supplied LCR materials and supplementary readers developed in collaboration with UNICEF</li> <li>Supplementary reading materials developed by 'Going To School' supplied to all Govt. Schools.</li> </ul>
	West Bengal		•				<ul style="list-style-type: none"> <li>Percentage of eligible students receive free text books : 18% (Nov 07)</li> <li>Percentage of teachers received TLM grants : 25.26% (Nov 07)</li> <li>SSUU:- All primary schools in West Bengal using workbooks/work sheets/learning cards/chakra chart/mind mapping card/flash card etc.</li> <li>SLIP+ (PBSSM with UNICEF):- 988 primary schools using math kits / supplementary reading materials in SLIP+ programme which runs in 4 districts i.e Coochbehar, Jalpaiguri, Murshidabad, and Purulia by PBSSM in collaboration with UNICEF.</li> <li>By PBSSM from SSA Fund :- 598 Upper Primary Schools covering class - VI - VIII using Computer Aided Learning (CAL) programme under SSA.</li> </ul>
	Rajasthan		•				<ul style="list-style-type: none"> <li>%of eligible students receive free text books 100 % source( 2006-07 DISE )</li> <li>% of teachers received TLM grants : 90 % source (2006-07 DPC)</li> <li>Number of schools state wise Using materials other than Text books : 79325</li> </ul>
<b>11</b>	<b>Process Indicators on Quality</b>						
11a	<b>Teacher training</b>		87%	41%			<ul style="list-style-type: none"> <li>Overall targets was to train 3405615 in 2006-07</li> <li>Targets for 2007-08 is 3573735 (achievement upto Sept 07 is 41%)</li> <li>Less than 40% in Assam, Bihar, J&amp;K, Maharashtra, NE states, TN, West Bengal among the visited states</li> <li>Percentage of teachers received in-service training against annual target in Bihar (state PMIS) : <b>44%</b></li> <li>Chhattisgarh: Percentage of teachers received in-service training against annual target : 86%</li> <li>Haryana: Percentage of teachers received in-service training against annual target : 87%</li> <li>Maharashtra: Percentage of teachers received in-service training against annual target : 40.32 (Source : Expenditure report December-2007)</li> <li>Meghalaya: Percentage of teachers received in-service training against annual target : 62%</li> <li>Orissa: Percentage of teachers received in-service training against annual target: <b>(89.12%)</b> (Source : OPEPA)</li> <li>Rajasthan: % of teachers received in service training against annual targets : 89.08% source (</li> </ul>

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
							2006-07 DPC)
11b	Teacher support & academic supervision						•
11c	Classroom practices						•
	<b>Number of instructional days:</b>						•
	Assam			Around 200 days (including 20 days for mid-term and year end examinations)			<ul style="list-style-type: none"> <li>• State initially reported more than 260 days as instructional days</li> <li>• After verifying the school calendar, it came down to 224 days</li> <li>• After verifying the school academic functioning days, it further came down to 200 days.</li> <li>• Need clear definition as to what is an "instructional day"</li> </ul>
	Bihar						•
	Chhattisgarh			220 days			<ul style="list-style-type: none"> <li>• This is as reported by the state.</li> <li>• State reported no. of days teachers were assigned non teaching activities. <b>5 to 15 days</b></li> </ul>
	Haryana			233 days			<ul style="list-style-type: none"> <li>• This is state reported days.</li> <li>• State reported that approximately around 20 days teachers were engaged in non-teaching activities</li> <li>• Not verified whether it has taken into account the number of days schools had other activities.</li> </ul>
	Orissa			210 days			<ul style="list-style-type: none"> <li>• This is state reported days, not verified</li> <li>• Number of days teachers are assigned non-teaching work: 12-15 days (state report for JRM)</li> </ul>
	West Bengal			248 days			<ul style="list-style-type: none"> <li>• 248 is the number of workings days prescribed by the Education Department, Govt. of West Bengal.</li> <li>• State reports that the No. of days teachers were assigned non teaching activities: Primary - 30 days, Upper Primary - 43 days including MP/HS examination.</li> </ul>
	Rajasthan			241 days			•
11d	Pupil Assessment systems						<ul style="list-style-type: none"> <li>• CCE in many states</li> <li>• Chhattisgarh: 13 times assessment of children- 10 monthly unit test/Quarterly/half yearly/ annual exam</li> <li>• Rajasthan: Pupil assessment system in place in schools : Three periodical tests,; Half Yearly Exam, Annual Exam, Qlty. Assurance Test</li> <li>• Quality improvement programs in 23 states <ul style="list-style-type: none"> <li>• ABL &amp; ALM in TN</li> <li>• LATS, L to R in Orissa</li> <li>• Read C. in Chattisgarh</li> <li>• LAP, LGP in Rajasthan</li> <li>• SSUU in West Bengal</li> <li>• Bidya Jyoti in Assam</li> </ul> </li> </ul>
	<b>Attendance rates</b>						
	Teachers – Primary: National			81.7%		Independent Study commissioned by MHRD	•
	Assam			78.2%			<ul style="list-style-type: none"> <li>• Assam uses data from Monthly Monitoring Progress Report (that incorporates QMT of NCERT) data for monitoring teacher and student attendance quarterly at state level</li> </ul>
	Bihar			75.8%			<ul style="list-style-type: none"> <li>• A Report on 5% Sample Check of DISE 2006-07 estimates teacher attendance to be of 85.7% at primary level</li> </ul>

Outcome indicators	2005-06	2006-07	2007-08	of data	Target	Analysis/Explanations/Remarks
Chhattisgarh			75.2%			<ul style="list-style-type: none"> <li>• A study on teacher absenteeism is going on in the state</li> </ul>
Haryana			86.9%			<ul style="list-style-type: none"> <li>• As per the state reports, teacher attendance at primary is 90%</li> </ul>
J&K			80.8%			<ul style="list-style-type: none"> <li>•</li> </ul>
Maharashtra			87.8%			<ul style="list-style-type: none"> <li>• State has commissioned a study on Teacher Absenteeism which is assigned to SCERT, Pune</li> </ul>
Orissa			87.3%			<ul style="list-style-type: none"> <li>• Teacher Attendance level at primary and upper primary: <b>75%</b> Source : NCDS (Monitoring Institution)</li> </ul>
Rajasthan			81.2%			<ul style="list-style-type: none"> <li>• As per state's QMF, teacher attendance is 94%</li> </ul>
TN			86.6%			<ul style="list-style-type: none"> <li>• State's own estimation of Teacher attendance at primary is 92%</li> <li>• State admits that there could be an over –estimation here</li> </ul>
West Bengal			96.3%			<ul style="list-style-type: none"> <li>•</li> </ul>
<b>Teachers – Upper Primary: National</b>			80.8%			<ul style="list-style-type: none"> <li>•</li> </ul>
Assam			52.4%			<ul style="list-style-type: none"> <li>• Assam uses data from Monthly Monitoring Progress Report (that incorporates QMT of NCERT) data for monitoring teacher and student attendance quarterly at state level</li> </ul>
Bihar			74.9%			<ul style="list-style-type: none"> <li>• A Report on 5% Sample Check of DISE 2006-07 estimates teacher attendance to be of 88% at upper primary level</li> </ul>
Chhattisgarh			73.5%			<ul style="list-style-type: none"> <li>• A study on teacher absenteeism is going on in the state</li> </ul>
Haryana			91.9%			<ul style="list-style-type: none"> <li>• As per the state reports, teacher attendance at upper primary is 90%</li> </ul>
J&K			83.1%			<ul style="list-style-type: none"> <li>•</li> </ul>
Maharashtra			87.1%			<ul style="list-style-type: none"> <li>• State has commissioned a study on Teacher Absenteeism which is assigned to SCERT, Pune</li> </ul>
Orissa			86.6%			<ul style="list-style-type: none"> <li>• Teacher Attendance level at primary and upper primary: <b>75%</b> Source : NCDS (Monitoring Institution)</li> </ul>
Rajasthan			79.8%			<ul style="list-style-type: none"> <li>• As per state's QMF, teacher attendance is 94%</li> </ul>
TN			89.6%			<ul style="list-style-type: none"> <li>• State's own estimation of teacher attendance at upper primary is 91%</li> <li>• State admits that there could be an over –estimation here</li> </ul>
West Bengal			98.1%			<ul style="list-style-type: none"> <li>•</li> </ul>
<b>Students: Primary: National</b>			68.5%			<ul style="list-style-type: none"> <li>• Student attendance poorer than teacher attendance</li> </ul>
Assam			81.4%			<ul style="list-style-type: none"> <li>•</li> </ul>
Bihar			42%			<ul style="list-style-type: none"> <li>• A Report on 5% Sample Check of DISE 2006-07 estimates student attendance at primary level to be 55.9%</li> </ul>
Chhattisgarh			67.7%			<ul style="list-style-type: none"> <li>•</li> </ul>
Haryana			81.5%			<ul style="list-style-type: none"> <li>• As per the state reports, student attendance stands at 97%</li> </ul>
J&K			79.5%			<ul style="list-style-type: none"> <li>•</li> </ul>
Maharashtra			89.0%			<ul style="list-style-type: none"> <li>• Student Attendance level at primary and at upper primary: <b>95.54</b> (Source : NCERT Quality Monitoring Tool)</li> </ul>
Orissa			66.8%			<ul style="list-style-type: none"> <li>• Student Attendance level at primary and at upper primary: <b>85.86%</b> (Source :OPEPA)</li> </ul>
Rajasthan			62.7%			<ul style="list-style-type: none"> <li>• Student attendance is 68% as per state's QMT: Boys attend slightly better than girls</li> </ul>
TN			88.35			<ul style="list-style-type: none"> <li>• State's own assessment of student attendance is 98%</li> </ul>

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
							<ul style="list-style-type: none"> <li>State admits that there could be an over –estimation here</li> </ul>
	West Bengal			74.2%			<ul style="list-style-type: none"> <li></li> </ul>
	<b>Students: Upper Primary: National</b>						
	Assam			84.5%			<ul style="list-style-type: none"> <li></li> </ul>
	Bihar			36.8%			<ul style="list-style-type: none"> <li>A Report on 5% Sample Check of DISE 2006-07 estimates student attendance at primary level to be 55%</li> </ul>
	Chhattisgarh			75%			<ul style="list-style-type: none"> <li></li> </ul>
	Haryana			85%			<ul style="list-style-type: none"> <li>As per the state reports, student attendance stands at 97%</li> </ul>
	J&K			75.7%			<ul style="list-style-type: none"> <li></li> </ul>
	Maharashtra			89%			<ul style="list-style-type: none"> <li>Student Attendance level at primary and at upper primary: <b>95.54 (Source : NCERT Quality Monitoring Tool)</b></li> </ul>
	Orissa			69%			<ul style="list-style-type: none"> <li>Student Attendance level at primary and at upper primary: <b>85.86% (Source :OPEPA)</b></li> </ul>
	Rajasthan			78.9%			<ul style="list-style-type: none"> <li>Student attendance is 68% as per state's QMT</li> </ul>
	TN			87.8%			<ul style="list-style-type: none"> <li>State's own assessment of student attendance at upper primary is 97% State admits that there could be an over –estimation here</li> </ul>
	West Bengal			70.2%			<ul style="list-style-type: none"> <li></li> </ul>
13	<b>National Student Achievement level outcomes</b>						
	<b>Grade V</b>						
	India: Mean achievement	51.89 (BAS)		53.65 (MAS)			<ul style="list-style-type: none"> <li>Mean difference is 1.76 (improvement)</li> </ul>
	Assam	44.03		47.25			<ul style="list-style-type: none"> <li>Mean difference is an improvement by 3.22 points</li> </ul>
	Chhattisgarh	43.73		45.31			<ul style="list-style-type: none"> <li>Mean difference is 1.58</li> </ul>
	Haryana	55.66		51.12			<ul style="list-style-type: none"> <li>Mean difference is -4.54 – a decline in mean achievements</li> </ul>
	J&K	41.01		47.77			<ul style="list-style-type: none"> <li>Mean difference 6.76</li> </ul>
	Orissa	52.57		53.63			<ul style="list-style-type: none"> <li>Mean difference is only 1.06</li> </ul>
	Rajasthan	53.6		52.49			<ul style="list-style-type: none"> <li>Mean difference of -1.11 (decline in mean achievement levels)</li> </ul>
	TN	65.16		56.55			<ul style="list-style-type: none"> <li>Mean difference of -8.61 (decline in mean achievement levels)</li> </ul>
	West Bengal	63.14		63.4			<ul style="list-style-type: none"> <li>Mean difference of 0.26 improvement</li> </ul>

**Seventh Joint Review Mission of Sarva Shiksha Abhiyan to be held during 21<sup>st</sup> January, 2008 to 5<sup>th</sup> February, 2008-Action Taken Report on the recommendations of 6<sup>th</sup> RM and follow up action thereon.**

**NATIONAL LEVEL**

Sl. No.	Recommendation	Action Taken/Comments
1.	The funding pattern for SSA has been changed in the first year of 11 <sup>th</sup> Five Year Plan from 75:25 to 50:50. The issue whether states will be able to provide their increased share from the last year has to be resolve by MHRD.	Funding pattern has been amended to increase the state share in tapering ratio. Starting from 65 : 35 in first 2 years it becomes 50 : 50 in the last year of the XIth Plan period.
2.	State should articulate a long term plan for improvement in quality of learning, including a training agenda for all the teachers focusing on improving classroom processes and children's learning.	Improvement in quality of learning in elementary Schools is a priority agenda under SSA. States have been asked to include a detailed plan for education quality improvement in their AWP&B for 2008-09, which should include, inter alia, outcome oriented teacher training & strengthening of institutions for decentralized academic support under SSA, viz, the Block Resource Centres and Cluster Resource Centres.
3.	All states set standards of knowledge and skill in subject matter that teachers are expected to acquire. States should also provide intensive in-service training to help teachers acquire skills and knowledge.	<p>1. Performance standards for teachers and teacher educators have been developed by MHRD in collaboration with UNICEF, NCERT, and other academic bodies through a series of regional consultations and field visits. 15 states have designed state specific performance standards that cover cognitive, organizational, infrastructural and social domains.</p> <p>2. Several states including MP, UP, Chhattisgarh, Orissa, J &amp; K, etc. have designed teacher-training programmes on these performance standards and have oriented teachers for their effective operationalisation. In service teacher training, covering both subject content and pedagogy, is to be provided to 35.73 lakhs teachers in 2007-08</p>
4.	Create simplified and clearly measurable learning goals which the teacher can continuously assess and report to the parent in an understandable manner. A continuous evaluation including periodic assessment of the children based on these goals should be conducted.	NCERT is working to evolve simple, measurable learning goals across different subject areas in grade III that would be amenable to continuous assessment by the teachers. Most States have reported the use of continuous and comprehensive evaluation as part of learning assessment practices within classrooms. Each state/ UT develops report Cards reflecting the learning achievement of students in each class and these are shared with parents.
5.	Steps be taken to reduce unnecessary data collection	The system of multi-layered data collection from States/UTs on Elementary

Sl. No.	Recommendation	Action Taken/Comments
	and burdensome form-filling by determining the minimum amount of data required and its frequency. DISE data is taken as the national annual official education statistics and a study be carried out on the correspondence between findings from DISE data and from the 5% cross-check of DISE.	Education has been replaced by DISE data collected annually in the prescribed Data Capture Formats (DCFs). GoI has written to States/UTs emphasizing that efforts should be made to ensure consistency checks and correction of errors at the district level, which should, inter-alia include the following:- (i) Validation of data with help of CRC, BRC coordinators for complete coverage of all recognized schools including private aided and unaided schools. (ii) Generation of consistency check for every cluster and blocks. (iii) 5% random sample checking in each district through independent mechanism.
6.	MHRD's study of teacher absence should seek to discover the factors behind teacher absence and suggest concrete steps that will be taken to reduce absence rates.	Factors responsible for low attendance rate of teachers emerging from Teachers Absence study in UP, MP, and AP, are: 1. <i>Inadequate physical facilities in school.</i> 2. Insufficient monitoring of teacher's attendance by School Management Committees, Village Education Committees, Parent Teacher Associations ( in MP and UP). 3. Commuting time from home to school (AP & UP) 4. Higher qualification- among teachers with B.Ed. degree absence rate was higher (AP) 5. Lower attendance rate regular teachers compared to para-teachers  Reasons of teacher absence given by VEC, CRC, BEO etc: 1. Health related problems, Sickness (AP, MP) 2. Family problems of teachers (UP)
7.	A study be conducted to assess the status of efforts to involve the mainstream education department structures in SSA planning and implementation processes.	During appraisal of Annual Work Plan & Budget, the factual position on this is ascertained. In majority of the States there is integration of mainstream Education Department and SSA. In the remaining States, efforts are on to integrate both.
8.	Increased participation of Muslims in mainstream education necessarily requires more inclusive and focused interventions.	Under SSA, education of muslim children is being ensured through focused provisioning in 88 districts with substantial muslim population. 18% (Rs. 3799 crores) of the total allocation under SSA for 2007-08 were approved for these muslim concentration districts. 8309 recognized madrasas are being supported under SSA. 4867 unrecognized makhtabs have also been taken up under EGS/AIE.  Interventions for Muslim Girls (i) Free Textbooks to Girls: • Free textbooks are provided to all Muslim girls from classes I – VIII. • Urdu textbooks are provided for urdu medium schools & for urdu as

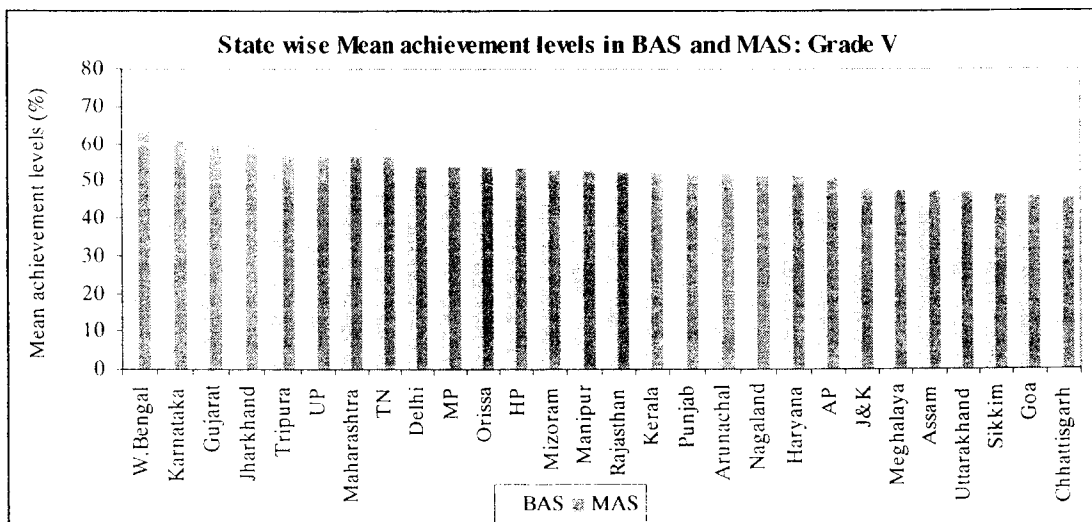
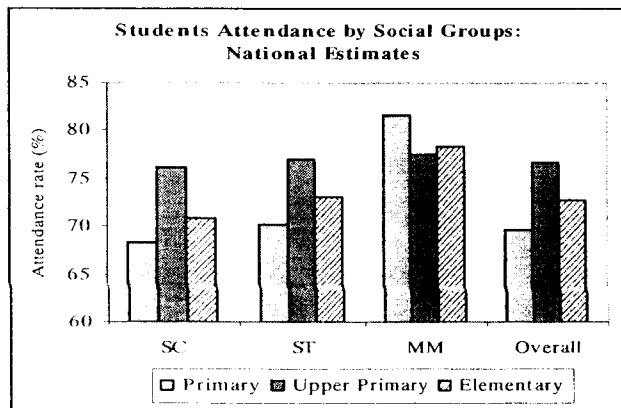
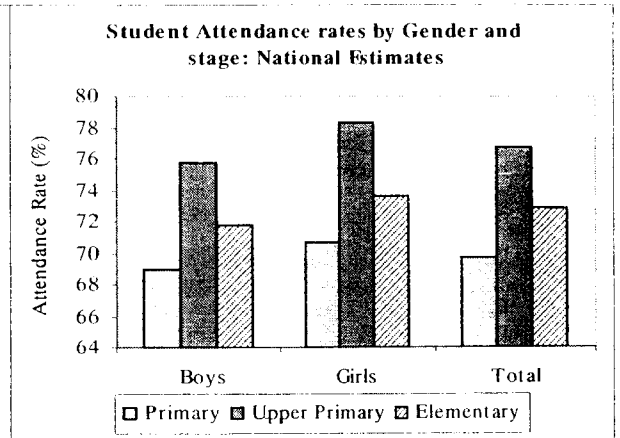
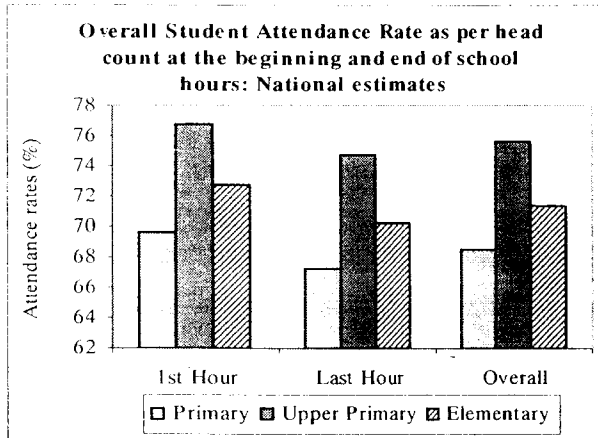
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		<p>a subject, as part of the free textbook assistance under SSA.</p> <p>(ii) Kasturba Gandhi Balika Vidhyalayas (KGBV)</p> <ul style="list-style-type: none"> <li>• Out of the 2180 Kasturba Gandhi Balika Vidhyalayas i.e. residential schools for girls at upper primary level, where a minimum of 75% seats are for minority, SC, ST and OBC girls.</li> <li>• 270 KGBV schools have been sanctioned in blocks with substantial muslim population, upto 31.3.2007.</li> <li>• 23% of the girls enrolled are muslims in these 270 KGBVs situated in minority concentrated blocks.</li> <li>• Provision has been made to provide an option for a section to provide instructions in Urdu medium in KGBV in minority blocks.</li> </ul> <p>(iii) School for Girls in Muslim Minority Concentrated Districts:</p> <ul style="list-style-type: none"> <li>• States have been advised to open girls schools for muslim minority concentrated districts as per the need and State policy.</li> </ul>
9.	Internal audits need to be strengthened based on clues from statutory audit reports. Training to be provided at all levels specially to sub-district/VEC level. The states should also be encouraged to switch to web banking to make the funds flow more transparent and quick.	<p><b>a) Internal Audit</b></p> <p>The status of internal audit in States/UTs is regularly obtained during the quarterly review meetings of State Finance Controllers. As reported by the States/UTs, internal audit is being conducted in 27 States/UTs of Andaman &amp; Nicobar Island, Arunachal Pradesh, Andhra Pradesh, Assam, Bihar, Chandigarh, Chhattisgarh, Gujarat, Haryana, J&amp;K, Himachal Pradesh, Jharkhand, Kerala, Karnataka, Madhya Pradesh, Maharashtra, Mizoram, Meghalaya, Orissa, Punjab, Rajasthan, Uttar Pradesh, Uttarakhand, Tripura, Sikkim, Tamil Nadu and West Bengal. The internal audit is being conducted in these States/UTs either by in-house Internal Audit Cell or Chartered Accountant Firms.</p> <p>While the information on the status of internal audit is awaited from 4 UTs of Dadar &amp; Nagar Haveli, Daman &amp; Diu, Lakshadweep and Puducherry, the same has not yet been started in 4 States/UTs of Delhi, Goa, Manipur and Nagaland.</p> <p>MHRD vide letter No. 15/5/2003-SSA (PR) dated 17<sup>th</sup> September 2007 (copy enclosed) has already issued instructions to all States/UTs to strengthen internal audit on the basis of observations raised by statutory auditors, Institute of Public Auditors of India (IPAI) and Joint Review Missions. This is followed by another letter from MHRD bearing No. FM/SSA/2006-07/48 dated 1-10-2007 (copy enclosed).</p>



Sl. No.	Recommendation	Action Taken/Comments
		<p><b>(b) Training at sub-district / VEC level</b></p> <p>The status of imparting training to accounts staff at all levels is being regularly monitored through the quarterly review meetings of the State Finance Controllers. As reported by the State Finance Controllers, training to Accounts and Internal Audit Staff is being imparted regularly in 26 States/UTs of Arunachal Pradesh, Andhra Pradesh, Assam, Bihar, Chandigarh, Chhattisgarh, Goa, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Kerala, Karnataka, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Mizoram, Orissa, Punjab, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand, and West Bengal.</p> <p>While the information on the status of imparting training to Accounts Staff is awaited from 4 UTs of Dadar &amp; Nagar Haveli, Daman &amp; Diu, Lakshadweep and Puducherry, training has not yet been imparted in 5 States/UTs of Andaman &amp; Nicobar Islands, Delhi, J&amp; K, Nagaland, and Sikkim.</p> <p>MHRD vide letter No. 15/5/2003-SSA (PR) dated 13<sup>th</sup> April 2007 has requested all States/UTs to impart minimum 5 days mandatory orientation training to accounts and audit staff every year. This is followed by another letter of MHRD bearing No. 15/5/2003-SSA (PR) dated 17<sup>th</sup> September 2007 under which all States/UTs have been impressed upon the need for imparting 5 days mandatory training in a year to the accounts and internal audit staff. It was also suggested that a Chartered Accountant may be hired for 5 days in a year to impart training to accounts staff to provide more focus on accounting aspects including maintenance of double entry system of cash book. The accounts staff so trained will subsequently impart training on accounting to staff maintaining accounts at sub-district level units.</p> <p><b>(c) Web-banking</b></p> <p>Government of India's share of funds under SSA/NPEGEL/KGBV is being remitted to State Implementing Society by electronic transfer through Government of India's accredited bank. However, in places where branches of the accredited bank are not available, remittance of funds is being made through other nationalized/scheduled bank by Real Time Gross Settlement (RTGS) system, if such facility exists so that the funds could be remitted without any delay.</p>

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		<p>Similarly, States/UTs are releasing funds by electronic transfer, wherever, such facilities exist. Currently, 27 States/UTs are releasing funds by electronic transfer upto district level. 5 States of Andhra Pradesh, Karnataka, Orissa, Tamil Nadu and Uttar Pradesh are releasing funds by electronic transfer upto sub-district level.</p> <p>In order to facilitate States/UTs to affect transfer of funds electronically at various levels, MHRD has issued Amendment No. 4 to Para 89.5 of the Manual on Financial Management and Procurement to follow electronic transfer method mandatorily for remittance of funds from State to district and district to sub-district level based on the availability of facilities.</p> <p>The progress of electronic transfer of funds will be monitored regularly in the quarterly review meeting of State Finance Controllers.</p>

Some key Data referred to by the Mission



**INDIA**  
**SARVA SHIKSHA ABHIYAN**  
**SEVENTH JOINT REVIEW MISSION<sup>1</sup>**  
**January 21 – February 5, 2008**

**ASSAM STATE REPORT**

**Introduction**

Assam, the gateway to the North-East part of India, is home to around 2.7% of Indian children. Around 64% of all adults and 56% of females in the state were literate as per the 2001 Census. The state earlier had 23 districts, but with bifurcation of many districts, the number of districts has gone upto 27 now. However, the education districts have remained as earlier. The state, unique in its policies towards provision of elementary education, had benefited from the DPEP intervention which was launched in 1995, and now under SSA, the outcomes are showing positive trends.

The provision of elementary education in the state has its own unique characteristics. Primary and Upper Primary sections cover Grades 1-IV and Grade V-VII respectively. The effort to amalgamate Grade VIII to elementary education for some provisions under SSA (such as text books) is a recent one. The school types vary from “Provincialised” government schools to EGS/AIE under SSA, venture schools, Tea Garden schools and private schools. The complexity also comes in the form of composite schools, char area schools etc. SSA activities are covered in one form or most of these schools, except in the pure, unaided private schools, mostly located in urban areas.

**2. Report on achieving development objectives**

The progress towards outcome goals was positive in general in the state. The number of children enrolled in school increased and the gender and social gaps are now effectively bridged and there have been systematic efforts towards improving quality of education and retaining children in school.

**2.1 Outcomes with respect to Goal 1: All Children in School/ EGS Centres / Alternative and Innovative Education Centres**

- i. **Number of children out of school:** As on 2007, the total number of children out-of-school/EGS/AIE in the age group of 6-14 years is 3,88,830 which is slightly more than the number of out-of-school children identified in the previous year, 3,75,820, through the house-to-house survey, mainly due to better coverage of child population under the survey. However, the yearly updating of the house-to-house survey this year did not cover some urban areas in Kamrup Metro city in Kamrup district,, and hence there is a need to capture these left out groups to get a clear picture on the total number of OOSC in the urban areas of the state. Out of the 23 SSA districts, 2 districts - Dhubri and Nagaon had more than 30,000 OOSC. Another 7 districts had more than 20,000 OOSC. Thus, except for five districts, all the districts had more than 10000 OOSC. Within districts, out of school

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<sup>1</sup> The VII JRM to SSA Assam comprised of Deepa Sankar, Education Economist, (World Bank) and Kabir Vajpeyi, Principal Architect, Vinyās, Centre for Architectural Research & Design (GoI). They visited SSA SPO, districts of Kamrup and Darrang during 23<sup>rd</sup> -29<sup>th</sup> January 2008. The JRM would like to thank every one at the SSA State Project office, SSA District Project offices at Kamrup and Darrang, Deputy Commissioner Darrang, staff at the BRC, staff present at schools visited, for their time and effort in sharing their views, arranging difficult logistics on sites, generating data at short notice and other arrangements.

children are concentrated in certain blocks. For example, in Darrang district, of the total number of out of school children, almost half of the children are concentrated in Dalgaon block. Of the total children out of school, 67% were children never enrolled and the rest 33% were children who had dropped out from school system. Karimganj, which had around 10% children out of school, 2/3rds of the OOSC were dropouts.

- ii. **Number of children enrolled in School/EGS/AIE:** As per the house-to-house survey, 5 million children in the age group of 6-14 were enrolled in school/EGS/AIE in 2006-07. However, as per the school survey (DISE), there were only 4.2 million children attending elementary grades in Assam. One of the reasons for this underestimation was the grades (I-VII) covered under elementary in the state and hence the age groups mostly in the elementary stages of schools (5-12 years). EGS/ AIE accounted for around 12.13% of all the elementary enrolment (within primary grades, the share of EGS / AIE is as high as 18.87%). The prevalence of EGS was more in districts like Darrang, Sonitpur etc. Venture schools account for around 7% of the total enrolments. However, private sector account for around 2.3%, though this could be slightly higher since the urban areas have many private schools that have not provided information.
- iii. **GER and NER:** While the Flash Statistics (NUEPA) provides GER and NER estimated using national norms of Elementary grades (I-VIII) and number of children in the age group to have been attending these grades (6-14 age group), the estimations made by the state SSA is more appropriate as it reflects the state's pattern of elementary grades (I-VII) and age groups appropriate to that (5-12 years). As per the state estimates, the GER at primary stands at 97.3%, while the NER is 92.7%. Similarly, the GER and NER at upper primary level in the state was 98.4% and 92% respectively.

## 2.2. Outcomes with respect to Goal 2: Bridging Gender and Social Gaps

- iv. **Enrolment and Out-of-school by Gender:** The sex ratio of the state reflects the national average of 932 females for every 1000 male populations. Girls' share in child population stood at 48.8% as per the Census 2001 projections in the state. Of the total out of school children identified in 2007, 48.2% were girls while in total students enrolled in primary schools, 49.6% and in upper primary, 49.6% were girls. Clearly, gender parity has reached 0.97 in primary and 0.98 in upper primary compared to 0.96 and 0.95 two years ago. In fact, the NER for boys and girls are the same for the state.
- v. **Enrolment and Out-of-school by Social Groups:** Of the total OOSC, 11.7% were SC, 15.7% were ST. As per the house-to-house survey data of Assam, SC and ST accounted for around 11.6% and 15.6% of the total child population in the age group of 6-14 years. As per that, the share of SC and ST is a mere reflection of their share in the population. However, the DISE projections from Census 2001 reports that the share of SC and ST in population in the state is 6.9% and 12.4% respectively. On the other hand, the shares of SC and ST in total enrolments in primary grades have been 10.2% and 14.1%, and in upper primary, 10.7% and 15.6% respectively. Data maintained at the SPO is inclusive of Data for EGS/AIE and venture schools and hence provide more complete picture.
- vi. **Enrolments and Out-of-school of Muslims:** As per the house-to-house survey of the state, 34% (as against the projections from Census 2001, according to which the figures are slightly less at 31%) of the 6-14 years children in the state are muslims, while the share of the community in total OOSC is around 41.7%. The state MIS analysis of DISE shows that the enrolments of Muslim children have increased between 2005-06 to 2006-07, as their share in total enrolments increased from 27% to 31% at primary and from 13.8% to 16.5% at upper primary.
- vii. **Enrolments of Children with Special Needs:** CWSN accounted for 10.5% of the total OOSC. This constitute 38% of all CWSN identified in the state. The number of CWSN

enrolled in either schools or supported elsewhere, including home care increased from 42000 in 2005-06 to 70000 in 2006-07, an improvement by 67% during the two years.

### 2.3. Outcomes with respect to Goal 3: Universal Retention

- viii. **Transition rates from Primary to Upper Primary:** Transition from Primary to Upper Primary in the state was higher than the national average of 83.72% (DISE Flash Statistics). The NUEPA analysis of DISE takes into consideration transition from Grade V to Grade VI, while the state MIS prepares transition rates from Grade IV to Grade V, which is more stage appropriate for the state. As far as progress concerned, in 2005-06, the transition rates were 78% which improved to 81% in 2006-07. The good thing about data maintained by SPO is that it covers all children – including those in EGS/AIE, and hence *the fear of loosing out the information about those enrolled in these institutions and thus over-estimating the progress don't hold good.*
- ix. **Retention rates at Primary and Upper Primary:** The retention rate at primary was 72% in 2006-07 (for the cohort who entered grade I in 2003-04), and that at upper primary level was 66%. Since for the previous years, there is no comparable cohort wise data on various parameters to estimate the retention rates, it is not possible to assess the progress here.

### 2.4. Outcomes with respect to Goal 4: Elementary education of satisfactory quality

- x. **Students' Learning Outcomes:** The preliminary findings of Grade V Midterm Assessment Survey (MAS) results have been brought out by NCERT recently. As per this, the average learning levels of Assam improved slightly from 44.03 during BAS (2002) to 47.25 in MAS (2007), a mean difference of 3.22. The students of Assam registered maximum improvements in Mathematics (an improvement by 4.61 percentage points). However, among the 34 states/UT in the country which participated in the MAS, only 7 states/UTs had a score poorer than that of Assam. *This is a matter of serious concern.* The JRM team interacted with students, and wherever possible, tried to see whether children could do tasks for their grades. The children could perform the tasks quite successfully in most of the cases.
- xi. **Student and Teacher Attendance:** The Independent study commissioned by MHRD in 2007 shows that in Assam, 79% of primary teachers and 52% of upper primary teachers were present in the school on a random visit. On the other hand, the Monthly Report on Selected Indicators (MRSI) data collected by state (which incorporates the Quality Monitoring Tools developed by NCERT) shows that 97% of primary and upper primary teachers attended school regularly (during April-June, 2007). Similarly, the independent study showed that 81% of primary students and 84% of upper primary students attended school regularly in Assam, while the MRSI indicated that the average student attendance in both LP and UP schools were around 61-62%. *There is a need to clarify these disparities in results by comparing both data and methodology.*
- xii. **Teacher availability:** The overall PTRs are well within the desirable range both at primary and at Upper primary levels. However, there is one district where the PTR in primary is quite above these limits (Dhubri). Within districts there PTRs across sub-districts vary. For example in Darrang district, the Dalgaon block has a PTR in primary above 80, while in Sipajhar block, it is below 20. Also, while on around 4000 schools had PTR above 60 in 2005-06, the number has increased to around 8000 in 2006-07 (including EGS). Among the schools visited, many LP schools in Kamrup rural area had a PTR below 20, the PTRs in some of the EGS centres visited in Darrang and Upper Primary schools in Kamrup urban were above 40. *Teacher rationalization is a major issue in the state.*
- xiii. **Improvements in classroom processes:** During school visits, it was found that in some schools, the workbooks of previous year could not be fully completed while in other

schools, these were fully utilised. The teachers were provided with a lesson plan, which the teachers seemed to use in their daily lesson planning.

### **3. Progress on Programme Implementation by components**

#### **3.1. Targeting the Hardest to Reach**

- i. Progress in the provision, especially through EGS:* There are 30499 government “provincialised” schools providing primary education in the state. In addition, there are another 5287 venture schools and 5870 EGS centres complementing the government provision of primary education. Similarly, there are 12470 government / aided private schools providing upper primary education. In upper primary, there are around 844 venture schools. However, the number of private schools is still undercounted in the DISE, thus underestimating the overall provision of schooling in the state. The state has one of the highest programs of EGS in the country, with more than 5800 EGS providing education to 4 lakh children, mostly from the poorest and vulnerable sections of the society. Still, there are around 6780 habitations without a primary school/EGS centre within 1.5 km distance. At the same time, there were only 1213 habitations without access to an upper primary school within the 3 km distance, as per the state norm. The state has not planned opening of any school/EGS in recent times. Also, *EGS upgradation is a major issue in the state.* The EGS schools at present are quite crowded, with an average enrolment of around 70 children, but with limited facilities, such as lack of a proper structure, number of teachers and the limited scope for expanding to include upper primary sections, inspite of increasing demand generated by the EGS passed children. Through the visit it emerges that most EGS are situated in areas that have minority population – it could be tribal or muslim. *Hence upgrading EGS is also an equity issue, and the State needs to take this important issue urgently in the right earnest if there is a serious commitment towards SSA.*
- ii. AIE/Hard to Reach Centres:* AIE centres such as Sajogi Siksha Kendras (SSK) and Residential bridge courses provided education in a flexible mode to more than 1.8 lakh children hitherto were OOSC. The program could reach out to the most difficult groups such as children who accompany mothers to jails, or who were in the destitute homes. HTR centres alone covered more than 30000 children in urban areas. A brick kiln owner reiterated his commitment for education and that reported that he and his manager also occasionally take classes at the SSK centre in the kiln compound. At another centre a young SSK teacher had made a very good weatherproof structure to house the centre and was found using TLMs. Taking into consideration the visible need for hygiene component in education the SPO has reported that they are moving towards integrating the hygiene component across all categories of school in time to come.

#### **3.2. Interventions to improve Girls' Education :**

The KGBV scheme is being implemented in 15 EBBs (with an average enrolment of 50 students) spread across 8 districts in the state. At present there are around 733 girls from varied backgrounds- SC, ST, and OBC- benefiting from The JRM team had the opportunity to visit the one in Bergaon in Darrang district. These innovative programs are attracting support from organizations that generally prefer to keep away from the mainstream structures – such as the centre in Darrang attracting support from Bodo Tribal Council, Bodo Sahitya Sabha (BSS) and Assam Bodo Students Union (ABSU). Discussions were held in which focus on story telling, literary activities to promote Bodo and other languages, could be taken up more rigorously by the BSS. ABSU reported monitoring of schools and teacher's presence in schools by its volunteers in the schools of the area. This was a good example of partnership by local NGOs coming together in education. Similarly, the Assam Mahila Samata Society has been

implementing NPEGEL schemes in 6 EBBs under and MoU with SSA. UNICEF has supported activities such as running bridge courses, training in self defence, educational trips, celebration of the Girl Child day on 24 September, life skills education, skill training (handpump, gas stove, cycle repair being some of the skills), conduct of talent search examination and annual cluster day. The program in Bhergaon provided various life skills training and self-reliance skills to the girls, which the team had an opportunity to visit. Girls also receive free text books from SSA. Meena Campaign that has been taken up in the riverine areas, tea gardens and ex-tea garden areas and that there are nearly 3000 Meena Clubs in the process of being formed. The Meena Campaign in the Tea Garden area is supported by UNICEF, and it was observed during the visit that it was picking up.

### **3.3. Interventions to improve SC and ST children**

15 districts of the state have been identified as Special Focus District (SFD) on the basis of the large presence to socially disadvantaged groups such as SC/ST and minority. Most of the construction activities and funds towards that is being utilized in these SFDs.

### **3.4. Interventions to improve education of CWSN**

Most of the schools visited by the team have ramps with railings and proper slopes. However, no wheel chair bound child was found, even though children with other special needs were found in the schools – hearing impairment, slow learning, etc. In one urban school a visually impaired teacher was newly recruited to teach Assamese. A thorough check of how a child with slow learning capability was supported by SSA, in a surprise visit to a rural school revealed that the village volunteer first discovered the child, reported it to the block level resource teacher, who in turn performed more detailed investigation and discussed with parents, and finally discussed with the school head teacher to take appropriate measures. The Head Teacher then made sure that there is peer group support, and personally took additional care and communicated his affection to the child. The improvement in child's performance was visible in the academic records of the child and in some informal activities during school hours. Some TLMs for such children was demonstrated at SPO and also at DPO Darrang.

### **3.5. Community Mobilization / Role of PRIs**

Assam's SSA program has evolved a variety of people's community to involve them in school management and to ensure ownership from them. The School Management Committees (SMCs) formed in each school had a 14 member's body with a mandate for two years. The SMC includes the President, Member secretary, parents (both male and female), non-parents, village headman, a donor member from the locality and Presidents of the VEC and Mother Groups (special invitee members). In every revenue village, Village Education Committee's were formed. All mothers of the school catchments' area formed the Mother's Groups. The mothers' groups were found to be very active and interested. The state SSA reported the VEC, SMCs, Mother Groups were actively involved with the survey and its authentication. It was reported that the VECs had adopted the resolutions on OOSC last year and nominated the village volunteer for conducting the House-to-House Education Survey in the habitation. After survey, the survey findings of the village and habitations were shared in a general meeting of the VECs, SMCs and other community. The compiled data of the survey of the habitation have authenticated by the Gaon Burha. However, during the interactions with Mothers' groups, they reported it as a job of cluster resource persons. A total of 10129 people from various community based committees were trained by SSA. The mother's group members reported that even if some of them had not had the opportunity to participate in these trainings, their colleagues who attended these passed on the lessons to them and hence they were in general aware of the training content and its usage.



Regular presence of these MTA members in and around school most of the days is also assuring in a subtle way quality of teaching, regular presence of teachers, quality of food being served and performance of children, even when the mother may not be literate. It was also reported by both MTA members and teachers that when a teacher is absent (and the information is given in advance) even an MTA member volunteers to be in the school as an arrangement. Some of these MTA members are also working like an SHG, and make complementary provisions to school related matters. For example, in two of the schools visited, MTG reported formation of SHGs and pooling money to provide uniforms to upper primary children.

### **3.6. Teacher Training:**

The teachers of the state got a variety of menu of training this year. This included training to conduct the pilot phase of Reading enhancement program and expansion, implementation in all blocks in collaboration with the NGO Pratham, regular in-service training to improve pedagogical methods, including training on science and mathematics teaching for Upper primary grades, training teachers for mainstreaming Bidyajyoti intervention in the state in collaboration with UNICEF etc. 2654 teachers from upper primary schools have undergone 6 months correspondence program of IGNOU between July-Dec 2007. The training of all teachers and teachers of Bidya Jyoti schools had different inputs of training. State has commenced teacher training programmes along the lines of the BJ teacher trainings following the decision to upscale BJ as Nabapadakhyp to all primary schools in the State. Various teachers were also trained to facilitate the development of English textbooks for ka-shreni (pre-primary) and Class 1. Moreover, in schools where ADEPTS (Advancement of Educational Performances through Teacher Support) is initiated, the teachers were trained to carry out the program with the help of UNICEF.

Most of the teachers met in the schools reported that they engage in student centric teaching methods, and this they were able to do after going through the Bidya Jyoti training. The changes the teachers felt in their own behaviour, as per our interactions with the teachers met, as a result of various training were (a) use of workbooks, (b) use of group activities, and (c) periodic classroom evaluations.

**The teachers in the Composite Schools are not benefiting from the SSA:** The teachers in the composite schools are not benefiting from the SSA teachers training due to a notification from the State government in the year 2005-06. As a result, even teachers teaching the upper primary sections of the secondary or higher secondary schools are not getting the advantage of various pedagogical initiatives being taken in the state under SSA. It must be realised that it is only in the benefit of the State that such enabling conditions are created so that the entire educational system in the state may benefit to the extent possible from the provisions of SSA rather than the other way round. *The state government may withdraw this notification and allow the teachers upto class VIII of the Composite high/ higher secondary schools to benefit from teacher's training and other pedagogical support under SSA.*

### **3.7. Sub-district academic support Structures**

The sub-district structures to support schools/teachers in academic matters more effectively and meaningful, the District/Block Academic Core Groups (DACG and BACG) were formed in all districts in 2002 by a Government notification. The Cluster Resource Centre Coordinators (CRCC)s form the next link in the chain. This structure also connects with regular education department as follows:

At District level:

- The District Elementary Education Officer is the District Mission Co-ordinator for SSA.
- The Principal, DIET is the Chairman of District Academic Core Group for SSA.

At Block Level:

- The Block Elementary Education Officer is the Block Mission Co-ordinator for SSA.
- The Sr. Most School Inspector of the Block is the Associate Block Resource centre Co-ordinator (Administrative) of SSA.
- One Sr. Lecturer, DIET is the Chairman of District Academic Core Group for SSA.

The Director Elementary Education reported that the mainstreaming of SSA with regular Education Department has largely happened except at few levels like that of Deputy Inspectors of schools. The systems, capacities and skills developed will be effectively used and carried on even after SSA programme period.

### 3.8. Incentives to children

All children in the state are provided with free text books from Grade 1- Grade VIII. Earlier this was not available to Grade VIII students. But this year onwards, the state has introduced it in Grade VIII. While SSA provides for free text books for SC/ST/girl children, the state complements the scheme by providing for the free textbook supply to general category male students, thus ensuring every one gets free text books. In 500 upper primary schools, CAL has been introduced and the programs were made in three languages – Assamese, Bodo and Bangali. The workbooks provided to children upto Grade IV keep children interested in doing work on their own. This was established in a study commissioned by SPO during DPEP time by Kaul, Gupta and Mallik along with DIET faculty members in 2002.

### 3.11. Remedial Teaching

The schools in the state seem to have evolved a culture of remedial teaching, especially at the beginning of the academic year. For example, during the JRM's visit to schools, it was found that teachers were mostly engaging children in revisions and remedial teaching, since the academic year for the state has just begun.

### 3.12. Assessment Based Learning Improvement Efforts:

The state has introduced a system of Continuous and Comprehensive Evaluation (CCE) in all the schools in 2003. School based monthly evaluations of all subjects were carried out quite regularly. The JRM team could see all these evaluation registers and papers in the classrooms, and both teachers and parents reported that the results were shared with parents through a progress report and during the meetings of the Mother groups/ SMCs. The Mid-Term and Year-end assessments complimented the CCEs in classrooms.

### 3.13. Infrastructure provisions

Total cumulative work status upto 2007-08 is as follows:

S.no.	Category	Cumulative Target upto 2007-08:	Cumulative Completed / Achieved	Percent completed	Gap as per projection on 31.03.07
1.	<ul style="list-style-type: none"> <li>• Additional classrooms (ACR)</li> <li>• New school building (NSB) for building-less schools and totally dilapidated</li> </ul>	29825 ACR  11 70 PS+5962 UPS (all NSB)			22771 with 2006-07 target + 10170 from reduced target of 2007-08. Total gap stands at 32941 ACRs

	structures for PS+UPS • Total ACR + NSB	36957 (ACR+NSB)	27512	74.44%	
2.	Toilet construction	2452	2400	98%	19667
3.	Drinking water construction	788	765	97%	5233

### 3.13.1 Additional classrooms (ACR) + New school building (NSB) for building less schools and totally dilapidated structures

There was a considerable backlog of civil work at the beginning of 2007-08. The progress on implementation against the sanctioned targets for making classrooms and schools was very slow with an overall average about 50%. It is noticed that the only exception was Jorhat district where the NCB + ACR completion was about 66% where as in Golaghat and Nagaon it was abysmally low at 44%. Also by the end of 2006-07, about 18994 ACRs sanctioned in previous years were not even started. As a result the PAB did not sanction any new work in 2007-08 and sanctioned a reduced the target (keeping in view the previous backlog and the un-started work) by 10170 classrooms to sanction spill-over work of only 8824 ACRs from the 2006-07 targets. However, due to rains the actual work on ground could only start in Nov-Dec 2007. The state has reported that by 15<sup>th</sup> March 2008, nearly for 90% ACR with pending civil work under spill-over from previous years (before 2006-07) will be completed and from the 8824 reduced targets of ACRs (spill over from 2006-07 sanctioned for 2007-08) about 5000 works have already started and will be issued the II instalment within this financial year. *The timely completion of all pending works in civil works needs close attention and intensive monitoring, since there is still a huge unfulfilled gap (about 32941ACRs) as is evident from the table above. The state needs to augment its implementation capacity towards this.*

### 3.13.2 Toilets and drinking water

The present targets for providing toilets and drinking water facilities have been largely fulfilled. The field visits also confirmed this. However, it may be noted there is still a large gap to be covered, that is substantially more than present targets (see table above). *These have to be integrally planned with school while also taking into account other facilities.*

## 3.14 Quality of Infrastructure provision

**3.14.1 Location of schools with respect to habitation** Most schools visited were located in the middle of habitation, with a good approach road making them secure, safe and accessible to most children.

**3.14.2 Quality of new construction as compared to previous construction** In most of the ACR sites visited, the SMC and the school community were satisfied with quality of construction and described it as superior to any other work. Quality of bricks, cement, sand, steel and CGI sheets used was high. The quality of basic workmanship was from satisfactory to good. The quality of workmanship related to provisions of chalkboards, hardware fittings, etc. was from poor to satisfactory. In some case even Building as Learning Aid (BaLA) elements were made, but the quality was average to poor. In most cases the ramps were made with proper slope and a railing was provided. However the prescribed design for railing needs to confirm to the recommendations followed nationally. Plinth protection was missing in the design and construction.

**3.14.3 Quality of classroom environment: Physiological aspects:** In many cases the rooms were made with little consideration to natural light, ventilation and noise. This resulted in

windows opening into another building or wall or dark painted wall and shutter surfaces. As a result these classrooms were dark and dingy and not inspiring for learning.

**3.14.4 Floors:** Typically the new floors are made of concrete. However, no panel division was visible which might lead to surface cracks in future. *The concrete floor needs to be made with proper panel divisions.* Concrete is not thermally insulative and may not provide children with a conformable seating, especially on the floor during winter months. *Provision of thermally insulative mats may be useful to make this comfortable. Efforts may be made to use some thing that can be locally produced.*

**3.14.5 Sound and Noise:** Long halls / classrooms with several classes running simultaneously disturb each other due to sound and noise. This is due to partitioning with bamboo mat screens that are only partially partitioning the two classrooms spaces. The children sitting in the rear may be at the double disadvantage due to distance from the teacher and close proximity of noise from the next nearby class. However, the flexible partition screens allow the classes to be combined (when teachers are not available for teaching work) or when there are more number of children. *It is suggested to undertake utilization of sound insulative bamboo based partition systems that can be locally fabricated by local crafts men and put in the classrooms. Use of bamboo-crete board may also be considered.*

**3.14.6 Chalkboards:** The location and size of chalkboard was not based on any particular consideration. As a result, in many cases it is located incorrectly allowing glare or was situated such that it cannot be very effectively used (between two windows, or between two projecting almirahs). The size of portable chalk boards was invariably very small. *The surface of newly built chalk board needs special attention. Skills towards making good quality chalk boards that are long lasting and avoid any surface cracks need to be developed at cluster level. Use of chicken wire mesh and addition of cement pigments in top coats is recommended. A guideline of size of portable chalkboard may be issued so that whenever schools buy it, its is of adequate size.*

**3.14.7 Classroom furniture:** The furniture being provided in the classroom is fixed desk and bench type. This is mostly sourced through the Education department. It may be noted here that across the country and elsewhere such designs are not recommended since they do not promote activity based learning, peer group based learning. However, the classroom seating arrangement on furniture seems to be positively affected due to Bidya Jyoti programme running in atleast two schools visited (one each in Kamrup and Darrang). In Kamrup the bench-desk arrangement was taken to the sides and the rear of the classroom with central space being used for activities. In Darrang two desks were combined with children on both facing each other to form a group and this was located in front of a window for good natural light on the work area. The Dept of Education is providing fixed furniture that is not conducive to the pedagogy that is suggested – group learning, activity based teaching-learning. *In future there is a need for better co-ordination between the GOA and SSA where the furniture in the BJ schools lend themselves to activity based learning. SPO can conduct a study to develop a suitable design. In the coming year since SSA will also support the furniture in schools, these designs may be made ready so that they can be provided through SSA / convergence as the case may be. These can also be produced locally rather than centrally although the design may be centrally provided. This will also have bearing on the classroom shape and size.*

**3.14.8 Use of TLMs, their display and storage:** The TLMs are in variably hung high on the walls – not on a child accessible height. TLMs provided under Bidya Jyoti were not effectively used in all cases. Only in case of an RBC in Darrang the TLMs were not only in large numbers but also at child accessible height. In one urban school, many TLMs were painted on the wall and there were baskets of TLMs kept in each classroom. The TLMs were made by the teachers

and consisted of working models of agricultural implements, weavers tools using local bamboo and cane crafts. Another Head Teacher in a rural school had initiated the local village craftsman to come to the school and teach children bamboo and cane crafts. *Both such attempts are commendable and may be shared and taken up in other schools.* However, there is little or no child accessible space for storage of TLMs in most existing schools. Many Bidya Jyoti schools have received a dismantable rack but it was still not installed in most cases. Only in new ACRs, storage shelves have been provided. *New ACRs must review the provisions and design of display and storage provisions and simple design ideas may be provided to utilize the school grant to make such provisions in existing schools also.*

### 3.14.9 The following quality issues were noted:

1. **Effective use of savings in construction:** In most cases, the SMCs and SSA civil work has effectively used any saving from the ACR construction in school environment development. Instances of developing a school library (shutters), security grills, additional urinals, staircases, etc. were noticed. *This is a welcome step since it eventually enhances the school's learning environment.*
2. **Critical classroom provisions need attention:** Many of the critical provisions for the classrooms are neither estimated nor provided for. Pinup boards, one lockable storage, child friendly hardware fitting, hooks for hanging charts, etc. *A checklist of these provisions be finalised in consultation with teacher training / pedagogy unit, then the items to be included in the estimate and provided in construction. The completion certificate can be issued only after such provisions are finally made and verified by the HT.*
3. **Child friendly elements missing in school environment.** None of the child-friendly provisions inside or outside the school environment are estimated. Hence they are made out of any saving or personal effort. *If BaLA components are to be made, the next AWP may consider including the cost of such elements in the cost of new ACR / NSB with revised costs and propose (as many states like Karnataka, Gujarat and Himachal Pradesh have done in the past).*
4. **Capacity towards child friendliness to be developed:** There is a lack of proper understanding of child friendliness in design and construction of infrastructure. This may reflect in choice and location of hardware and plumbing fitting. *This capacity needs to be built in.*
5. **Capacity for planning towards better light and ventilation to be developed:** There is little understanding of planning for good light, ventilation and low noise (especially in urban areas). *This capacity needs to be built in with DPE's, JE's and TRP's*
6. **Designing for natural and man-made hazards / disasters like earthquake, fire etc.:** While most of designs have been verified by the SPO, it will be *important* to thoroughly also check if they confirm to the region –specific disaster proneness. *Guidelines in this regard are also issued by MHRD in classroom design and through periodic review meetings and national workshops. Additionally, technical guidelines and drills are available from the National Disaster Mitigation Authority and their website.*

## 3.15 Infrastructure gap

**3.15.1 Classrooms:** The table given in section 3.13 gives the extent of gap in infrastructure. It may also be noted that due to the problem in reporting even large single rooms as one classroom even though they are large enough to serve as two or more classrooms has an implication in projecting the infrastructure gap of classrooms in the state. Unless a proper guideline to partition them (even if flexible partition is provided) with a formula to determine how much space to be calculated as one classroom is made, the infrastructure gap cannot give a correct picture. *This*

*requires preparation of guidelines, its communication to field level staff (including those collecting the DISE data) which needs to be undertaken on the priority.*

**3.15.2 EGS to Primary school conversion is urgently needed:** EGS waiting to be converted to Primary schools: The delay in converting the much needed EGS to PS is a serious impediment in achieving the goals of equity and quality under SSA. Most of EGS are reported to be areas where there are no other providers of education and the two EGS centres visited in two districts revealed that they were overcrowded and were located in areas of minority communities (Tribal area in Kamrup district and Muslim populated area in Darrang district). By denying the conversion from EGS the two major goals of SSA are being compromised. *The State needs to urgently finalise and put into action the policy for EGS to be upgraded as Primary or upper primary schools as per need. Necessary inputs and ground work in this regard may be provided by SSA in a proactive manner to facilitate the process.*

**3.15.3 Rationalisation of teachers for equitable PTR:** *The large disparity of PTR across the state is needs to be addressed at the State level.* It was informed by the Commissioner Elementary Education that the State Government has already moved in this direction and is in advance stage and this shall be implemented in next few months.

## **4. Program Management and Institutional Capacity**

### **4.1. Research and Evaluation**

In the year 2006-07, six major research studies were conducted by the state SSA. These were mainly evaluations of interventions targeted at bringing children into school or mainstreaming them, such as the EGS/AIE programs. Some of them throw interesting findings such as: (a) Convergence with pre-school program has had a positive impact on enrolment and retention rates in primary grades; (b) the retention rates from AIE were as high as 90%; (c) average attendance rate of students in EGS is around 78%; etc. Now with the achievement of access related goals, the increased focus is on quality issues in the state and hence the focus of R&E in the state is also around the same issues. The state plans to undertake scientific research and evaluation studies, and have already initiated 11 research studies, involving research/educational/institutions/individuals, particularly faculties of Universities and other institutions. The proposed research for the current year covers varied areas such as Teacher assessment of competencies and Performances, drop out rates and reasons, effectiveness of various hard to reach interventions, effectiveness of various committees, role of ECCE, issues related to teacher absence etc. *While this is a great initiative, it will be a good idea to form a Multi-disciplinary technical Advisory Group to guide these studies, with experts in these areas, both within the state and outside the state consulted.*

### **4.2. Supervision and Monitoring**

**4.2.1 Academic Supervision and Monitoring** It was reported that the Academic Core Group members at the State/district/block level regularly visits the fields. The Quality Monitoring Tool (QMT) developed by NCERT is fully assimilated into the Monthly Report on Selected Indicators format. The supervisory mechanism through decentralised systems in physical activities such as civil works involved SMCs and parents, the academic supervisory mechanisms need further articulation. Monitoring the outcomes and progress at grass root levels need further attention. Data was collected, as in any other state, more for reporting upwards than using it for a much informed planning and monitoring purpose. The Independent Monitoring institutions were fully involved in the process of monitoring implementation of SSA.

**4.2.2 Integrated Vision of Elementary Education:** Under SSA, an integrated vision of elementary education needs to be implemented through coordinated approach for different functional areas. There are several instances where the articulation and implementation of any integrated vision is not clearly visible. *Presently for coordinated implementation at the ground level for achieving the 'Quality' goal of SSA, this integrated vision*

1. *needs to be articulated,*
2. *shared with the stakeholders,*
3. *supported with policy initiatives,*
4. *the capacity of the stakeholders within SSA be augmented and developed*
5. *Outcomes to be closely monitored rather than mere reporting of inputs and outputs.*

**4.2.3 Strengthening of Civil works team at SPO:** With the huge task of qualitative improvement in infrastructure, the SPO will need to take up range of initiatives. *For this, there is an urgent need for a full time State Project Engineer and a team that can take up the various challenges in civil works and provide guidance and leadership to the District and Block level teams.*

### **4.3. Capacity Building**

**4.3.1 Strengthening programme delivery at Cluster level:** In the overall programme implementation, from the State, district, block level and cluster finally the entire delivery to the school level happens through the CRC. In this chain, for the effective outcome at the school and classroom level, CRC is the most critical entity. However, it has been reported by various stakeholders and found that in many cases, this is also the weakest link due to the following:

1. Poor selection of CRCs
2. Incompetent CRCs supposed to plan, monitor and provide academic support, motivation and vigour, community mobilization
3. Vacant posts
4. Low accountability

At the sub-district level, other than the CRC there is no other entity that helps in community mobilization, other than the CRC, who may not be best competent person for the job. *In light of the above, this critical link be strengthened through better selection, replacement with respectable and more competent personnel, capacity building towards roles designated, inducing accountability, ensuring high motivation, providing additional support structures at this level and fulfilling vacant posts.*

**4.3.2 Improving capacity towards use of data for Monitoring and Planning:** The level of integrated planning that is ideally required is not visible at the SPO as well as Districts visited. Presently most of the data is being collected for reporting with little critical analysis towards its effective use. Basically, data is collected both from house to house survey as well as school based data to analyse progress of outcomes. However, there are no efforts at the national level to triangulate data the same is reflected in State level also. Some of the modifications made in the definitions and methodology of estimating outcome indicators has not reached State level and the purpose of such analysis needs to be understood at the State and further down.

Similarly for planning, the following data is incorrectly interpreted and used:

1. Data on teachers
2. Data on number of school rooms

This has a direct bearing on planning and apparent figures of PTRs and infrastructure gap. E.g., all the long classroom halls that are temporarily partitioned are reported as one classroom, whereas they can physically house even two or three classrooms depending on the effective length. Thus, the actual infrastructure gap may be less than what is presently projected. Similarly, there were several sites visited where the LPS and UPS share the same /adjoining school site, but are obviously classified as two different schools. This may give an impression that there are enough schools serving the habitations, but a careful analysis reveals that there are several totally educationally un-served habitations. *There is a strong need for the district and state level planning teams to first understand the need for collecting data, its analysis and its effective application in subsequent planning and monitoring. Capacity building including methodology of constructing EDI in a manner relevant to the State in this regard needs to be addressed. Inputs on this from NUEPA are urgently needed here.*

**4.3.3 Deputation coming to an end for Trained SSA staff:** Many SSA personnel at the State and District level are drawn from the regular Govt departments on deputation. It was reported that nearly 3000 such personnel will complete the deputation of 5 years to SSA in next few months. A large number of this may be at the CRC level. Thus, the trained professional capacity with the programme will be reduced by that much. This could be a serious impediment in programme implementation. *It is recommended that this change-over be done in a phased manner such there is a transition period and the best personnel are retained for the maximum duration within SSA while only others go back to their parent department initially. Screening towards this may begin now.*

**4.3.4 Investing in developing Civil Works professionals for better schools:** Presently, the civil works units work in little isolation from other units at the State and the district level. This is evident in the NSB and ACR designs being developed and implemented since they do not consciously reflect the pedagogy or classroom practices in the following:

1. Classroom shape and size
2. Child friendliness (in environment as well as in hardware fittings)
3. Provisions in the classroom (storage, display, chalkboards, etc.) and their location
4. Natural lighting and ventilation.

It seems there has not been any capacity building or orientation of the Civil works professionals (DPEs, JE's and TRP's) towards developing a comprehensive understanding in the above. Secondly, there is no incentive in the system to provide timely supervision support at the site on works since for remote as well as accessible site there is a fixed monthly Travel Allowance to the supervising engineer. As a result of both the above, at several sites it was found that the quality or provision in the physical environment made is less than satisfactory due non-availability of timely supervision. *This needs to be addressed through investment in the following:*

1. *Periodic capacity building of DPEs, JEs, TRPs on:*
  - a. *Making child-friendly classrooms and outdoors*
  - b. *Using child friendly hardware fittings*
  - c. *Making good chalkboards*
  - d. *Orienting building for proper light and ventilation*
  - e. *Ensuring all essential classroom provisions are made at the time of completion*
  - f. *Adapting building elements for better natural light and ventilation and noise insulation.*
2. *Sharing workshops*
3. *Exposure visits to other SSA states*
4. *Recognition of innovation in work*
5. *Rationalization of Travel allowance for site visits.*



## 4.4. Institutional Development

**4.4.1 Master plans for schools :** Holistic vision of a school is important for a school to grow in a planned manner. Presently this is not clearly visible. As a result, a school may witness haphazard development. The classrooms may be made through different schemes in different times, the ICDS centre through another, the toilets and drinking water points through yet another. This not only decreases the efficiency of the spaces available, it has already resulted in a chaotic school environment in several cases. Even the document where SMCs are supposed to prioritise the intervention in school development and maintenance grant, it was not taken seriously as seen on some sites. However, effort in preparing whole school plans have been reported from Jorhat district. A document on school mapping has also been prepared by the Civil works unit that can be reviewed and used for preparing master plans. These can also be shared with other units to develop an integrated approach. *The State will need to develop systems that build the capacity at the village level to prepare school level master plans encompassing vision of the school. It will be important that it captures the future prospect of a LPS to be converted to UPS. A comprehensive guideline in this regard may be made and the various stakeholders trained to effectively use it. Finally, a copy of the master plan must remain with the school and any agency intending to undertake any development work would need to refer to it.*

**4.4.2 Designing for regional diversity:** The diversity of geo-climatic, socio-cultural-educational nature demands diversity in school and classroom designs. Designs in hill regions, char areas of different types, plain presently do not fully respond to diversity adequately. A basic design typology is simply modified with a uniform cost across the state. With habitation and the unit for planning under SSA, this diversity must be addressed sensitively with several design options that address the above mentioned diversity. Thus, good school design capability at state level needs to be developed – to respond to region specific needs within a state. *Developing region-specific designs cannot be totally engineering driven and will need architectural inputs. The state will need to develop system that takes into account region specific needs (E.g. no. of children, PTR, pedagogy practiced, building materials and skills available locally, climatological response, etc.), diversity of site types (E.g. composite school site, linear site, odd shaped site, site on slope, site on plain, etc.). Cost of design type will have to conform to the current Schedule of rates applicable in that region (e.g. Char area design may have different unit cost, hill area may have another, but both will be based on respective applicable Schedule of rates for items used), but it may not be same for all design types. Guidelines and manuals along with capacity building programme to effective use and implement them in the field need to be undertaken. The process in direction may begin from the forthcoming AWP&B itself.*

**4.4.3 Diversity in classrooms:** As SSA reaches and brings in the OoSC and dropouts back into the elementary school education, the classrooms of future are likely to witness much higher heterogeneity, diversity in terms of age, learning levels, culture, religions and castes, language, understanding, etc. This is already happening. In Assam this diversity may be much more than other states since the social diversity is also high. Are schools under SSA prepared for this challenge? *This requires inputs at the level of understanding this diversity, its complexities and then respond in a comprehensive way through pedagogy, capacity building of teachers in classroom practices towards this diversity, making school and classroom designs that allows this diversity to be accommodated and efficiently addressed. This will require various functional areas to work very closely at all levels.*

For example, if the data shows that this diversity can be moderated in early classes (I and II), the classroom practices may need a different approach – small group and large group activities. This will require a different type of classroom and furniture design –that allows both type of group

activities. Thus, with input from MIS, the textbooks may need some new attention. Subsequently the various functional areas like Teachers Training, Gender, IED will need to respond along with Civil works for designs that cater to this need.

**4.4.4 Issues in developing Urban schools:** Urban schools offer a unique challenge due to high enrolment, less space and a different approach to ownership by the community. Most of the earlier structures are not multi storey and the existing buildings are not designed to take another floor. In such a scenario, the remaining open space, that is so crucial for play activities, is usually taken up for adding ACRs. Most new ACRs in urban areas are designed to take multiple floors. In some cases even more than one school may be sharing a common site. This offers a new challenge of ownership as well as an opportunity to optimise the resources. *In light of the above the following needs attention:*

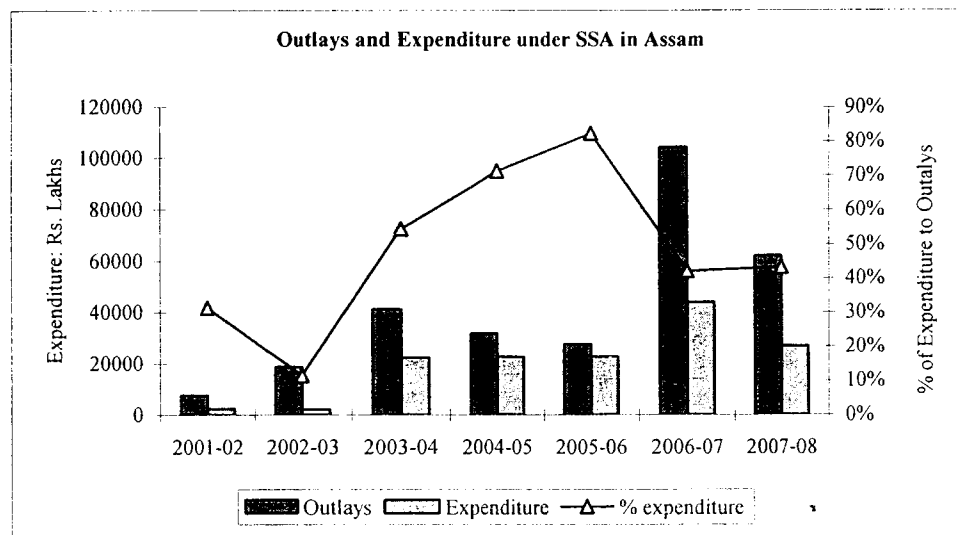
- *Specific urban strategies for schools to accommodate large number of children in restricted space – e.g. double shift school.*
- *Leave the space on the ground for play activities – from security and safety perspective. The multi storey structure may be made on stilts on upper floors, leaving space on ground for play activities.*
- *The designs and estimates to be site specific.*

#### 4.5. Financial Management and Procurement

The state financial management and procurement systems were well followed. The manuals basically followed the SSA manuals, and were translated in local languages. These manuals were made available to all SMCs. During the school visits, the authorities showed competencies in FM&P matters. The UCs were available for our review, and in DPEP districts, the institutional memory seems to be helping them track the progress over years.

### 5. Financial Progress

The overall AWP&B of the state have been on the decline till 2005-06, with the expenditures remaining more or less the same, resulting in higher expenditure shares in total outlays. However, in 2006-07, the outlays increased almost four folds from previous year, but the spending increased only by 2 times. As a result, the expenditures shares went down, to almost 42%, and were 55.5% as a share of overall funds made available to the state. This meant that the rest 45% of the funds remained unutilised for various reasons. This year, the state was allocated only around 60% of the previous year’s outlays, and the state has already spent 47% of the outlays by December 2007. See the graph below.



However, the most important thing to note in this context is the changes in the shares of Centre and the state of Assam in total SSA outlays. Following the pattern of the sharing of funds between Centre and North-East states in implementing Centrally Sponsored Schemes such as SSA, the state need to provide only 10% of the total outlays/expenditures unlike in the 10<sup>th</sup> Plan period, during which the state of Assam was expected to provide 25%. This is a golden opportunity for the state to reap the benefits of increased allocations, and hence, there is a need for State government at large to modify the enabling policy framework to suit SSA needs.

## **Recommendations and follow-up actions**

### ***Policy initiatives***

1. Given the criticality of Assam in developing and supporting education structures in the entire north eastern region, the state should at the earliest finalise a comprehensive school development policy frame work. Particularly, this should be evolved with respect to Upper Primary schools, in the context of progress registered at the primary level and also the increasing attention given to the expansion of upper primary schools at the national level. This will also include EGS to be upgraded as Primary or upper primary schools as per need.
2. The complement the school development framework, the state may come up with a comprehensive teacher's professional development plan which integrates the issues of teacher rationalisation also.
3. To consolidate the effectiveness of various interventions aimed at improving quality of education classroom learning outcomes, the state would require to come-up with quality related strategy.
4. In order to address issues of schooling of urban children, the state may develop strategic urban plans and initiatives.

### ***Data analysis and use***

5. There is a strong need for the district and state level planning teams to first understand the need for collecting data, its analysis and its effective application in subsequent planning and monitoring. Capacity building including methodology of constructing EDI in a manner relevant to the State in this regard needs to be addressed. Inputs on this from NUEPA are urgently needed here.

### ***Capacity building***

6. The critical link of CRC to be strengthened through better selection, replacement with respectable and more competent personnel, capacity building towards roles designated, inducing accountability, ensuring high motivation, providing additional support structures at this level and fulfilling vacant posts.
7. Capacity of civil works staff to be addressed through the following:
  - a. Periodic capacity building of DPES, JEs, TRPs
  - b. Sharing workshops
  - c. Exposure visits to other SSA states
  - d. Recognition of innovation in work
  - e. Rationalization of Travel allowance for site visits.

### ***Integrated planning***

8. For coordinated implementation at the ground level for achieving the 'Quality' goal of SSA, an integrated vision
  - a. needs to be articulated,
  - b. shared with the stakeholders,

- c. supported with policy initiatives,
  - d. the capacity of the stakeholders within SSA be augmented and developed
  - e. Outcomes to be closely monitored rather than mere reporting of inputs and outputs.
9. Develop whole school level master plans. The State will need to develop systems that build the capacity at the village level to prepare school level master plans encompassing vision of the school. It will be important that it captures the future prospect of a LPS to be converted to UPS. A comprehensive guideline in this regard may be made and the various stakeholders trained to effectively use it. Finally, a copy of the master plan must remain with the school and any agency intending to undertake any development work would need to refer to it.

### **Civil works**

10. The timely completion of all pending works in civil works needs close attention and intensive monitoring, since there is still a huge unfulfilled gap. The state needs to augment its implementation capacity towards this.
11. Toilet and drinking water facilities have to be integrally planned with school while also taking into account other facilities.
12. Data on classrooms that takes into account their size to be thoroughly reviewed and new projections of infrastructure gaps be made.
13. School provisions need to be fine tuned improved for efficiency:
- a. The concrete floor needs to be made with proper panel divisions.
  - b. Provision of thermally insulative mats may be useful to make the seating on floor comfortable. Efforts may be made to use some thing that can be locally produced.
  - c. It is suggested to undertake utilization of sound insulative bamboo based partition systems that can be locally fabricated by local crafts men and put in the classrooms. Use of bamboo-crete board may also be considered.
  - d. The surface of newly built chalk board needs special attention. Skills towards making good quality chalk boards that are long lasting and avoid any surface cracks need to be developed at cluster level. Use of chicken wire mesh and addition of cement pigments in top coats is recommended. A guideline of size of portable chalkboard may be issued so that whenever schools buy it, its is of adequate size.
14. In future there is a need for better co-ordination between the GOA and SSA where the furniture in the BJ schools lend themselves to activity based learning. SPO can conduct a study to develop a suitable design and share with stakeholders.
15. Developing region specific designs. This cannot be totally engineering driven and will need architectural inputs. The state will need to develop system that takes into account region specific needs, diversity of site types. Cost of design type will have to confirm to the current Schedule of rates applicable in that region, but it may not uniform for all design types. Guidelines and manuals along with capacity building programme to effective use and implement them in the field need to be undertaken. The process in direction may begin from the forthcoming AWP&B itself.
16. For new ACRs review of the provisions and design of display and storage provisions and simple design ideas may be provided to utilize the school grant to make such provisions in existing schools also.

### **Challenges for future**

17. Addressing diversity in classrooms: This requires inputs at the level of understanding the diversity, its complexities and then responds in a comprehensive way through pedagogy,

capacity building of teachers in classroom practices towards this diversity, making school and classroom designs that allows this diversity to be accommodated and efficiently addressed. This will require various functional areas to work very closely at all levels.

18. Addressing the urban areas: In light of the above the following needs attention:
  - a. Specific urban strategies for schools to accommodate large number of children in restricted space – e.g. double shift school.
  - b. Leave the space on the ground for play activities – from security and safety perspective. The multi storey structure may be made on stilts on upper floors, leaving space on ground for play activities.
  - c. The designs and estimates to be site specific.

### **General**

19. It is recommended that to cope with large scale return of trained staff on deputation, this change-over be done in a phased manner such there is a transition period and the best personnel are retained for the maximum duration within SSA while only others go back to their parent department initially. Screening towards this may begin now.
20. Strengthening of Civil works team at SPO: There is an urgent need for a full time State Project Engineer and a team that can take up the various challenges in civil works and provide guidance and leadership to the District and Block level teams.

## Annexure 1

### Glossary of terms used

- a. *LP school*: Lower primary schools, with Ka-Shreni and Class I to IV
- b. *UP school*: Upper Primary Schools having Class V to VII
- c. *Composite schools*: Schools with upper primary and secondary / higher secondary classes.
- d. *Ka-Shreni* : Pre-primary sections or Early child care Education centre
- e. *Provincialised/Government schools*: Schools initially started by private trusts/ community which was taken over by the Government and now run by Government.
- f. *Private school*: School set up by individual or society or trust operating by collecting fees and other dues from students.
- g. *Venture school*: school established by community with permission from Government but not recognized as government schools, at the same time, receive benefits from SSA in the form of free text books, school maintenance grant, TLM grant etc. There is a rule by which earlier the government of Assam had taken over Venture schools or provincialised these schools.
- h. *Tea-Garden /Ex-Tea Garden schools*: Schools in Tea Garden area or ex-tea garden area where by the Labor laws of Assam, Tea Garden authorities are entitled to provide education to children in the area.
- i. *Char area*: It is a river island specially dominated population from Minority community.
- j. *Tea garden area*: The areas confined by the Tea Garden authority.
- k. *Ex-tea garden area*: The areas populated by the communities of Tea Garden but not jurisdiction of Tea Garden authority.

### **School education structure in Assam (from pre-primary / ECCE to higher secondary education) with different types of schools served under Govt.**

The Education Structure under Govt. of Assam:

- Pre-Primary Schools: Ka-Shreni in each Lower primary Schools
- Primary Schools: Lower Primary Schools, Junior Basic Schools
- Middle Schools: Upper primary School. Middle Vernicular School, Senior basic School
- Secondary Schools: High Schools
- Higher Secondary Schools: Higher secondary Schools, Junior Colleges

**ANNEXURE 2**  
**Results frame work**

s.no.	Outcome indicators	Previously recorded Academic year (2005-06 in case of DISE) <sup>2</sup>	Recently recorded completed Academic year (2006-07 in case of DISE)	The current on-going year (2007-08 for PMIS, House-to-House Survey)	Target specified as per Results' framework (at every year or by the end of the 2012)	Remarks
<b>GOAL 1: All Children in School/ EGS Centres / Alternative and Innovative Education Centres</b>						
1	Number of children aged 6-14 years not enrolled in school/EGS/AIE (House to House survey)	6,49,330 (11.5% of child population)	4,29,875 (7.4% of child population)	3,95,161 (7.2% of child population)		<ul style="list-style-type: none"> <li>The OOSC data for 2005-06 and 2006-07 is for the age group 5-14 years whereas the data for 2007-08 is for the age group 6-14 years.</li> <li>Within district, out of school children are concentrated in certain blocks. For example, in Darrang district, of the total number of out of school children, almost half of the children are concentrated in Dalgaon block.</li> <li>Of the total children out of school, 67% were children never enrolled and the rest 33% were children who had dropped out from school system. Karimganj, which had around 10% children out of school, 2/3rds of the OOSC were dropouts.</li> </ul>
2	Number of children enrolled in schools Primary	4.3 million  2578104	4.8 million  2629301		Increase in enrolment to reflect decline in OOSC.	<ul style="list-style-type: none"> <li>As per the house-to-house survey, 4.3 million children in the age group of 5-14 were enrolled in school/EGS/AIE in 2006-07. However, as per the</li> </ul>

<sup>2</sup> In Assam the DISE data collected for 2007-08 is being compiled at the District level now, hence, the latest information on school based indicators is for the year 2006-07. 2005-06 data is provided for comparison of progress.

s.no.	Outcome indicators	Previously recorded Academic year (2005-06 in case of DISE) <sup>2</sup>	Recently recorded completed Academic year (2006-07 in case of DISE)	The current on-going year (2007-08 for PMIS, House-to-House Survey)	Target specified as per Results' framework (at every year or by the end of the 2012)	Remarks
	Upper Primary EGS/AIE	1282082 449533	1550963 611688			school survey (DISE), there were 5 million children attending elementary grades in Assam. <ul style="list-style-type: none"> <li>At primary, the increase is by 2%, in U. pry, increase in enrolment is by 21%, and in EGS/AIE, 36.7%.</li> </ul>
3	Ratio of Primary to Upper Primary Schools	3.2	3.6			<ul style="list-style-type: none"> <li>A mapping of school location, including composite schools and venture schools will be useful to see where these ratios are a serious problem, especially in the context of EGS/venture schools.</li> </ul>
4	Number of CWSN enrolled in school or alternative system including home based education	42006	70167	76,727 (out of the identified 94,560 CWSN)	CWSN enrolled as proportion of identified should improve	<ul style="list-style-type: none"> <li>The increase of almost 67% seems to be result of better identification of children.</li> </ul>
<b>GOAL 2: Bridging Gender and Social Category Gaps</b>						
5	Girls, as share of students enrolled Primary Upper Primary EGS/AIE	49.3% 48.6%	49.6% 49.6% 48.7%		Girls constitute 48.1% of the 6-14 years age group as per house to house survey	<ul style="list-style-type: none"> <li>Girls' share in OOSC in 2007-08 reflect their share in population, hence the girls attending school in the specific age group also reflect their share in population</li> </ul>
6a	Enrolments of SC children	10.5% (DISE,	9.9% (DISE,		Share of SC children in 6-14	<ul style="list-style-type: none"> <li>There seems to be some disparity in the share of SC/ST/Muslim etc estimated from Census 2001 and</li> </ul>



s.no.	Outcome indicators	Previously recorded Academic year (2005-06 in case of DISE) <sup>2</sup>	Recently recorded completed Academic year (2006-07 in case of DISE)	The current on-going year (2007-08 for PMIS, House-to-House Survey)	Target specified as per Results' framework (at every year or by the end of the 2012)	Remarks
	reflect their share in 6-14 age group population: Elementary Primary Upper Primary	NUEPA)  9.5% 11.3%	NUEPA)  10.2% 10.7%		age group is 11.67% as per house-to-house survey (2007) & 6.9% as per Census 2001 projections by DISE	those from house-to-house survey. It will be a good idea to see not only the shares of these groups in enrolments, but in OOSC, using House-to-House Survey, to see whether they have any parity. <ul style="list-style-type: none"> <li>• While Muslim form 34% of the child population as per the House-to-House survey, they form 42% of all OOSC</li> <li>• Meena Clubs have been organized in the Char areas which is mostly inhabited by Muslims. This will further increase the enrolment and also reduce drop out in those areas.</li> <li>• The OOSC by these groups were concentrated in specific locations.</li> </ul>
6b	Enrolments of ST children reflect their share in 6-14 age group population: Elementary Primary Upper Primary	16% (DISE, NUEPA)  14.5% 13.8%	14.98%% (DISE, NUEPA)  14.1% 16.5%		Share of ST children in 6-14 age group is 15.6% as per house-to-house survey (2007) & 12.4% as per Census 2001 projections by DISE	
6c	Enrolment of Muslim children to reflect their share in 6-14 age group population:				Share of Muslim children in 6-14 age group is 34.2% as per house-to-house survey (2007) &	

s.no.	Outcome indicators	Previously recorded Academic year (2005-06 in case of DISE) <sup>2</sup>	Recently recorded completed Academic year (2006-07 in case of DISE)	The current on-going year (2007-08 for PMIS, House-to-House Survey)	Target specified as per Results' framework (at every year or by the end of the 2012)	Remarks
	Primary Upper Primary	27% 13.8%	31% 16.5%		31% as per Census 2001 projections by DISE	
<b>GOAL 3: Universal Retention</b>						
7	Transition rates from Primary to Upper Primary	78%	80.58%			<ul style="list-style-type: none"> <li>Indicators need to be further disaggregated by gender and social groups</li> <li>For estimating transition and retention rates schools common to consecutive years to be used.</li> <li>At state level, there is a need to cover class VIII under upper primary.</li> <li>At state and district level, completion rates could be estimated taking into account number of students attended class VII exam and those passed.</li> </ul>
8	Retention rates at Primary Level		72%			
9	Retention rates at Upper Primary Level		65.85%			
<b>GOAL 4: Education of Satisfactory Quality</b>						
10 .	<b>Provision of quality inputs to improve learning levels</b>					
10a.	Teacher availability: (PTR)	Primary: 30.2 U.Pry: 38.2 No. of districts with PTR>60: 1 PTR>40: 6 No. of schools with	Primary: 29.9 U.Pry: 22.3 No. of districts with PTR>60: 1 PTR>40: 7 No. of schools with PTR>60:		40:1	<ul style="list-style-type: none"> <li>As of today, the PTR across district varies from 8 to 80.</li> <li>The Govt. has already initiated the process of teacher's deployment/ retention.</li> </ul>

s.no.	Outcome indicators	Previously recorded Academic year (2005-06 in case of DISE) <sup>2</sup>	Recently recorded completed Academic year (2006-07 in case of DISE)	The current on-going year (2007-08 for PMIS, House-to-House Survey)	Target specified as per 'Results' framework (at every year or by the end of the 2012)	Remarks
		PTR>60: 4068	7924			
10b	Availability of TLM		<ul style="list-style-type: none"> <li>Percentage of children provided free text books by SSA: 62.3%</li> <li>% of teachers receiving TLM grant: 100%</li> <li>Number of schools using materials other than text books: 28643 (LP) (eg. Workbooks/worksheets)</li> <li>CAL: 500 (UP)</li> </ul>			<ul style="list-style-type: none"> <li>The rest, the general boys category are provided free text books by the state budgets</li> <li>All children enrolled in government schools, EGS, AIE, and Venture schools are covered under the free text book scheme.</li> <li>Workbooks are provided to all children in primary grades in the above said schools.</li> </ul>
<b>11</b>	<b><i>Process Indicators on Quality</i></b>					
11a	Teacher training					•
11b	Teacher support & academic supervision					<ul style="list-style-type: none"> <li>The BACG , DACGs have been found an efficient model for the purpose, which is comprised of all stake holding deptts/ organisation</li> </ul>
11c	Classroom practices		Number of instructional days: Around 200			<ul style="list-style-type: none"> <li>While the state initially reported more than 260 days (Total days in an year minus the number of days of official holidays), the school calendar revealed 224 instructional days. However, on verification of school functional days, it turned out to be around 200 days, of which 20 days were for mid – term and annual exams, around 5-10 days were for sports and</li> </ul>

s.no.	Outcome indicators	Previously recorded Academic year (2005-06 in case of DISE) <sup>2</sup>	Recently recorded completed Academic year (2006-07 in case of DISE)	The current on-going year (2007-08 for PMIS, House-to-House Survey)	Target specified as per Results' framework (at every year or by the end of the 2012)	Remarks
						cultural activities.
11d	Pupil Assessment systems  Term end evaluations in 2004 for LP:  Term end evaluations in 2004 for UP:	Pupil Assessments systems on regular basis in the classrooms are in place; A Grade: 18% B Grade: 30% C Grade: 52%  A Grade: 17% B Grade: 35% C Grade: 48%  Bidya jyoti program in pilot stage	Pupil Assessments systems on regular basis in the classrooms are in place; A Grade: 24% B Grade: 61% C Grade: 14%  A Grade: 17% B Grade: 57% C Grade: 26%  Bidya jyoti interventions expanded to			<ul style="list-style-type: none"> <li>•</li> <li>• Student assessment systems are in place and is functioning.</li> <li>• Need to undertake analysis of data at district and block level, and disaggregated by gender and social groups</li> <li>•</li> </ul>

s.no.	Outcome indicators	Previously recorded Academic year (2005-06 in case of DISE) <sup>2</sup>	Recently recorded completed Academic year (2006-07 in case of DISE)	The current on-going year (2007-08 for PMIS, House-to-House Survey)	Target specified as per Results' framework (at every year or by the end of the 2012)	Remarks
			all schools			
	Bidyajyoti schools	A Grade: 24% B Grade: 39% C Grade: 37%	A Grade: 46% B Grade: 32% C Grade: 12%			<ul style="list-style-type: none"> <li>• Bidya jyoti schools already had a better baseline.</li> <li>• While Bidya Jyoti schools increase the % of students with A grade more than non-Bidya Jyoti schools, the proportion of children with C grade have got tremendously reduced in Non-Bidya Jyoti schools.</li> <li>• Will be interesting to see how Non-Bidya Jyoti schools improved so much at the bottom level compared to the higher levels in Bidya jyoti schools</li> <li>• Now that Bidya jyoti is spread to all schools, it will be interesting to see how Bidya jyoti is improving learning outcomes in different types of schools</li> </ul>
	Non-Bidyajyoti schools	A Grade: 18% B Grade: 30% C Grade: 52%	A Grade: 24% B Grade: 61% C Grade: 14%			
11e	Attendance rates		Primary: 79% U.Pry: 52.4% (MHRD study)			<ul style="list-style-type: none"> <li>• During 1<sup>st</sup> quarter (April – June, 2007), the teacher's attendance was 96.65% (Primary) &amp; 96.47% (Upper Primary) and Pupil's attendance was 61.17% (primary) and 61.5% (Upper primary)</li> </ul>
	Teachers		Primary: 81.4% U.Pry: 84.5% (MHRD study)			
	Students					
12	Accountability to community					•
13	National Student	Grade V:	Grade V:			• Improvements by 3.22 points overall

s.no.	Outcome indicators	Previously recorded Academic year (2005-06 in case of DISE) <sup>2</sup>	Recently recorded completed Academic year (2006-07 in case of DISE)	The current on-going year (2007-08 for PMIS, House-to-House Survey)	Target specified as per Results' framework (at every year or by the end of the 2012)	Remarks
/	Achievement level outcomes	BAS: 44.03 Language: 49.16 (SD: 12.61) Maths: 40.03 (SD: 16.84) EVS: 42.9 (SD: 18.32)	MAS: 47.25 Language: 51.9 (SD: 13.21) Maths: 44.64% (SD: 19.4) EVS: 45.21 (SD: 17.07)			<ul style="list-style-type: none"> <li>• Improvements by 2.74 points in Language</li> <li>• Improvements by 4.61 points in Maths</li> <li>• Improvements by 2.31 points in EVS</li> </ul>

### **Annexure 3**

#### **Schedule for JRM State field visit**

##### **23<sup>rd</sup> Jan 2008**

*Meetings with SSA SPO team and logistical planning*

1. Meeting with SPD Shri Avinash Joshi and briefing
2. Presentation by SPO team and discussion
3. Meeting with State functional heads on various issues (four rounds of meetings)
4. Meeting with Director Education
5. Logistical planning for district field visit days
6. Logistical planning with SSA District Kamrup team for field visit

##### **24<sup>th</sup> Jan 2008**

*Field visit day for District Kamrup day 1*

1. Visit to Rampur BRC (planning for visit to schools)
2. Visit to Madhapara school (Vidya Jyoti school)
3. Visit to 31 no. Dahali L.P. school (Vidya Jyoti school)
4. Visit to Palashbari Town Girls L.P. school (char area)
5. Visit to 86. no. Kokjhar L.P. school
6. Visit to AIE school in Manpur block at Choudhary Brick Industry site
7. Visit to *Amar Parthasali* EGS centre at Thengapara
8. Visit to Mirzapur L.P. school (adjoining a venture school)
9. Visit to District SSA office and meeting with functional heads

##### **25<sup>th</sup> Jan 2008**

*Field visit day for District Darrang day 1*

10. Meeting and planning for visit to schools in district.
11. Visit to Doulguri L.P. school
12. Visit to Jhakuapara L.P. school
13. Visit to Jhakuapara Junior Basic school
14. Visit to Pub Bandia *Amar Parthasali* EGS + Community U.P. school
15. Visit to AIE SSK at village Niz Nagajani
16. Meeting with District SSA Team for day-2 schedule.

##### **26<sup>th</sup> Jan 2008**

17. Data analysis and reporting work
18. Meeting with Commissioner Education, Govt. of Assam and SPD SSA.

##### **27<sup>th</sup> Jan 2008**

*Field visit day for District Darrang day 2*

19. Visit to Hard reach Children centre at Darrang Jail
20. Meeting with DC, Darrang Shri Dhruva Jyoti Hazarika
21. Meeting with District SSA officials at Mangaldai
22. Visit to KGBV at Bhergaon (Bodo Territorial Council area)
23. Visit to NPGEL programme by Assam Mahila Samata Society
24. Visit to EGS and Meena Manch at Bhergaon Tea Garden Estate
25. Visit KGBV new building site (with Composite school near by) at Bhergaon
26. Visit to Residential Bridge Course Asha Deep at Daulgaon
27. Wrap-up meeting with SSA Darrang team at DEO office at Mangaldai

##### **28<sup>th</sup> Jan 2008**

*Field visit day for District Kamrup day 2 (urban areas)*

28. Visit to HTR at State Home for Women (for adolescent girls and destitute women)
29. Visit to Assam Engineering College campus L.P. school and M.E. School
30. Visit to HTR at Snehalaya Orphanage
31. Visit to Malegaon Junior Basic School (Multilevel school)
32. Visit to Balabhadra Ugha M.E. Venture School
33. Visit Vidhyapith L.P. and M.E school
34. Visit Cambridge Public School
35. Visit to Haripriya Vidyapith L.P. school
36. Visit to Japorigog Middle school (Proventialized)
37. Visit to Prasanna Vidyapith L.P. School along with meeting with President of Assam State Primary Teacher's Association
38. Meeting with State Project Engineer on Civil Work issues
39. Meeting with MIS on data issues
40. Dinner with SSA Assam SPO team
41. Report writing

##### **29<sup>th</sup> Jan 2008**

*Report writing day + wrap-up with SSA Assam*

42. Report writing
43. Meeting with the Chief Secretary, Government of Assam
44. Wrap-up with SSA Assam at State Project Office

**SARVA SHIKSHA ABHIYAN**  
**SEVENTH JOINT REVIEW MISSION**  
**BIHAR STATE REPORT**

*(January 21 – February 5, 2008)*

On behalf of the 7th Joint Review Mission of *Sarva Shiksha Abhiyan* Dr. Shabnam Sinha (GOI) and Ms. Arundhuti Roy Choudhary (DFID) visited Bihar from January 23<sup>rd</sup> to 28<sup>th</sup> 2007 to review the progress in terms of implementation of the programme as per programme objectives set out by the GOI and the development partners. This included process related indicators besides the quantitative dimensions. The team is thankful to the State Project Director, Mr. Rajesh Bhushan and his team, the Principal Secretary, Human Resource Development Department Mr. Anjani Kumar Singh, the District Magistrates of Vaishali and Bhojpur, and the DSEs and the district level officers interacted with. The team visited the district of Vaishali, Patna (Urban and Rural) and Bhojpur.

The team would like to make a special mention of the fact that the State has made a sincere attempt to implement the specific recommendations of the 6th JRM. Interaction with the State teams and other stakeholders reflected the political commitment of the State the efforts put in jointly State and district teams and the extremely positive and enabling atmosphere for educational reforms. Some innovative and meaningful programmes have been taken up by the State government to supplement the SSA efforts substantively. Free School Dress for VI –VIII Girls, free text-book for all Minority children from class I-VIII (girls are already covered through SSA), exposure visits for school children, development of Sports facilities in schools, *Gyan-Jyoti* project for development of skill of older age girls and *Mukhya Mantri Balika* Cycle Yojna for IX-X girls have been taken up. However, it is important that the large-scale expansion in teacher recruitment, enhanced infrastructure in terms of school places made available and the special initiatives to address out of school children, are consolidated to sustain the gains made, with a long-term perspective. Developments in the area of CWSN are really appreciable and a palpable concern and sensitivity to this issue especially in Bhojpur district is worth mentioning at the outset.

## ***I. ACCESS:***

### **1.1 Planning Process**

A bottom up and decentralized planning process has been initiated through School elementary education plan, block education plan, and feeding into DWPS. For data analysis and dissemination Block information centers have been set up through PP partnership. To obtain reliable data base House Hold Survey was done in September 2006 by every district.



## 1.2 Physical Access :

### New Schools and Additional class rooms

Bihar consists of 37 educational districts and 536 blocks, 495 of which are educationally backward blocks. It has a total of 85229 habitations of which 78,961 (93%) are served with Primary school and 70088 (82%) with upper primary schools. A total number of 6,268 (7 %) (2869 eligible for PS and 3,399 not eligible), habitations remains unserved with Primary schools and 15141 (18%) upper primary. In this financial year 2753 primary and 3722 upper primary (up gradation) school has been sanctioned. The process for opening/upgrading of schools is on.

As of now 15548 new primary schools have been opened and 6928 primary schools have been upgraded into upper primary school. Further, 36751 Additional Classroom (ACR), 2130 school building for building less school (BLS) and 14 new primary school building (NSB) have been completed and 49818 ACR, 634 BLS and 3428 NSB are under construction.

The existing gap in required new school building is 5454 (33%). The Student Classroom ratio for Bihar has reduced, but it continues to be high (reduced from 90: 1 in 2004 to 72 : 1 in 2006-07). The ratio of upper primary and primary as of now is 3.7:1 To reach the 2: 1 ratio of primary to upper primary there is a need for 10132 more upper primary, out of which upgradation of 3722 upper primary school have been sanctioned in 2007-08.

### 1.3 Out-of-school children:

The total number of out of school children currently are 21,19584, constituting 10.9% of the estimated population. The IMRB Rport, 2005, puts the number at about 31 lacs. Out of this, 1540813 constituting **8% of the estimated population** are never enrolled children and 5,78771 dropout children. This mission was also informed by the state that 11 district have more than 50,000 out of school children. However, as per GoI records, there are 23 such districts .The majority of out of school children are concentrated in Begusarai, E.Champaran, Gaya, Katihar, Khagaria, Madhepura, Madhubani, Nawada, Patna, Samastipur and West Champaran. The state has initiated a well designed strategy to cover all out of school children, called *Sankalp*, which is being implemented in 17 districts. By December 2008 it will be expanded to cover all districts. The mission, however, recommends regular evaluation of the strategy and regular tracking of the out-of-school children.

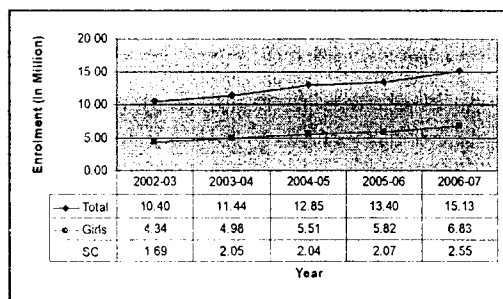
To ensure the involvement of community and PRI members in the coverage of all out of school children the State has started the *Mukhya Mantri Samagra Shiksha Puraskar Yojna*. To cover the older age group of never enrolled and drop out children and children of hardest to reach categories through RBCs support from M.V.Foundation, Pratham and UNICEF has been taken. One person as district coordinator in each Sankalp Districts has been provided by the M.V. Foundation. To cover the *Musahar* Children one *Musahar* youth has been given the responsibility to one *Musahar* habitation to bring all children of

that habitation in school. Convergence with Rural Development and Social Security Dept. has also been initiated. Though there is no clear cut Strategy for the Urban Deprived children but initiative like ward volunteers has been started in each ward of Patna Urban area in collaboration with M.V. Foundation. However, the State still needs a well articulated and long term strategy for older out-of-school, urban poor children, migrant and child labour. The Mission had an occasion to interact with the DSE and his team in Patna. It was felt that a serious effort would be needed to address the challenging issue of out of school children, minorities and the urban deprived in Patna. This will also help step up expenditures in Patna, which at the moment is very low. Moreover, the new initiatives are still limited and getting implement in small pockets. A good up-scaling plan is required to ensure quality universal coverage.

The gender differential among out-of-school children is 764936 boys as compared to 775877 girls. In other words, the gender gap is gradually coming close to being addressed. However, the social group gaps continue to remain an issue. A large number of out-of-school children belong to Scheduled Castes and Muslims boys and girls constituting about 13 percent each as compared to 8 percent total. The share of SC child population is about 19% (HHS, 2006), ST about 1% and Minority is about 15.72% as per census,2001.

#### **1.4 Enrolment:**

As per House hold Survey, 2006, approximately 17963024 children are currently enrolled in some form of educational institution at the elementary level. The percentage of girls enrolment is 91% as compared to 93% boys. SC and minority enrolments are 86.55% and 86.83% respectively. The DISE data for 2006 indicates that 15129127 (78%) are enrolled in government and Govt. aided school at Elementary level. The enrolment of girls is 683077 (77%) at elementary level. SC enrolment is 2549071 (69%) of their population. The ST enrollment is 189988 (80%). Muslim enrollment, which is just begun to be tracked, is reported to be about 1293083 (40%) of their child population of 3222228. In order words, the gap in enrolment of SC and Muslim child population is very high. The State will need to urgently address these issues, in both Educationally Backward Blocks (EBBs) and clusters in blocks which are not identified as EBBs. A more disaggregated analysis and strategy would be required, for approaching the different groups within SC, backward classes and minorities. The state informed that it is looking into it.



The enrolment of girls is 683077 (77%) at elementary level. SC enrolment is 2549071 (69%) of their population. The ST enrollment is 189988 (80%). Muslim enrollment, which is just begun to be tracked, is reported to be about 1293083 (40%) of their child population of 3222228. In order words, the gap in enrolment of SC and Muslim child population is very high. The State will need to urgently address these issues, in both Educationally Backward Blocks (EBBs) and clusters in blocks which are not identified as EBBs. A more disaggregated analysis and strategy would be required, for approaching the different groups within SC, backward classes and minorities. The state informed that it is looking into it.

#### **1.4 Alternate Innovative Education (AIE Centers)**

Bihar is consciously using AIE centers, bridge courses, etc to bring out-of-school children within the education net. AIE Centres have also been opened in habitation, tolas, mohallas, and villages, where there is no government school within one kilometer where at least 20 children of school going age are out-of-school. The responsibilities for

opening of AIE centers have been given to NGOs and VSSs. Around 11,671 AIE centres (742 Vidyalaya Chalo Kendras, 2,435 Apna/Angna Vidyalaya; 5,001 Prayas Kendras, 1,597 centres through NGOs and 1,896 others) and 300 RBCs are running across the state. 472637 learners (293508 Girls) are enrolled in AIE centers. Of which 24% are SC/ST, 34% minorities, 39% OBC and 3% general. In other words the AIE are dominated by children of socially excluded groups. What is appreciated that many of these centers are linked with mainstream schools. Nearly 277208 (56%) students have been mainstreamed through these centers. As part of a strategy to address the educational needs of the minority community 1118 maktabs and madrassa have also been brought under the formal system strengthened and 1483 AIE centres are operational in Maqtabs and Madarsa either through NGOs or VSSs and 68,756 children are covered.

The mission noted that although a large number of AIE centers have been started in the different blocks and good attempts is being made to mainstream them, there is a need to draw up a long term plan to avoid these children falling out from the education system. Now, a one-year tracking is undertaken by NGOs. But giving their disadvantages there is a need for longer monitoring and support to ensure that all children complete the full cycle of elementary school. Also, there is a need to urgently implement the Mid day meal scheme in the non-residential and outside the main school AIE centers. The mission visited Residential Bridge Center (RBC) for Boys in Vaishali and girls in Bhojpur. In both places, the facilities provided to these children, belonging to extremely disadvantage situation is bare minimum, supplemented by help provided by UNICEF and community donations. The State articulated a need for the norms to be reviewed, particularly from the point of equity in resource allocation. The limit of Rs.6, 800 per child per year is inadequate.

### **1.5. Dropout and Retention:**

Although more children are coming to school, the dropout rate does not seem to have decreased commensurately. Hence there is a continuous pool of out-of-school children that needs to be identified, appropriate interventions planned and subsequently tracked.

A child tracking cohort study conducted by the state show that the dropout rate in Bihar continues to remain high touching 37 percent in 2005 at the elementary level for 1998 cohort while it is less at the primary level in 2005 at 30 percent for 2001 cohort. The gender-gap with respect to dropout at the primary level is approximately 3 percentage points (29 percent among boys and 32 percent among girls). In the incoming year a more social disaggregated analysis of dropout rates is required. The SPO recognized this as a major problem as the children who drop out turn into child and migrant labourers.

State presentation shows that as per DISE 2006, the drop out rates for primary (I-V) and upper primary (VI-VIII) are 17.61 and 13.42. The Promotion and Repetition rates for both the levels are 71.18, 83.01 and 11.21, 3.87 respectively. Transition rates of SC and girls from primary to upper primary is 67% and 71% respectively while overall is 70%. Minority children have begun to be tracked only from this year.

## 1.6 Student and Teachers Attendance

As per a study undertaken by the state the attendance rate of student is about 55.8 at elementary level (55.9% at primary and 55% at upper primary level). The report also reveals that the attendance of girls, SC and ST are almost similar i.e. 53.3, 52.8 and 53.1 respectively, which is still low. The teacher attendance is about 84.8 as per the same report.

## 2. EQUITY:

### 2.1 Girls' education

The mission notes a significant increase in GER of girls. Presently girls comprise 92% of the enrolment at the primary level and 91 at the elementary level. However, there is a social group variation in GER for instance SC girl's forms 6.36 % and 5.52 % Muslim girls. Also, there is considerable inter-district variation in the gender gap in enrolment. 31 districts show lower gender gaps in enrolment, the gap is slightly high in districts like Samsatipur, Supaoul, Madhubani, Katihar, Khagria and East Champaran. At the upper primary level, the percentage of girls continues to be an issue of major concern. Girls of over age are also a concern. Given that the gender parity of SC and Muslim girls is still high the mission recommends more specific and focused strategies for the girls of these groups. Programme such as *Nari Gunjan* for *Mushar* girls needs to be provided consistent support and up scaled.

The earlier mission noted that gender interventions appear to be isolated and not incorporated into an overall strategy for addressing girls' education. However, now there seems to be more consistency and serious attempts have been made to evolve a more holistic strategy for girls' education including empowerment, literacy, legal literacy and self defense. The Gender coordinator informed us that earlier the entire gender programme was one off and events based. Now clear follow-ups of each activity are undertaken. Also there is close monitoring of impact of each activity by the cluster Coordinators. To encourage empowerment the initiatives, through state funding has been undertaken such as provide girls with bicycles, uniforms to all girls and opening of their bank accounts, etc. Also, through Bihar state funding a programme called *Gyan Jyoti* for vocational training of girls in the boarder area districts. The programme at the moment is focusing on 50,000 girls.

The mission saw very strong and vibrant *Meena Manch* (forums for encouraging the empowerment of adolescent girls). In total there are 12456 *Meena Manch* across the state. They are present in most of the districts, except Banka, Jamui, Katihar, Siwan. The state hopes to target all upper primary. The girls are actively engaged in enrolling out of school children, changing parents attitudes towards girls education, change traditional practices such as early marriage, improve learning achievements by providing learning support, etc. Meena theater is yet another form of mobilizing girls. In total 1628 theater groups have been trained and are active in the districts of Behusarai, Gopalgunj, Bhagalpur, Jahanabad, Madhibani, Patna, Samastipur, Vaishali.

District, block and cluster level coordinators, have been selected, trained and core groups established. These coordinators have a critical role in quality implementation of NPEGEL and all attempts should be made to sustain them.

The presence of more number of female teachers, especially in backward areas, has contributed to increase access and retention of girls. As of now 40 % are female teachers. As per DISE data 2006-7 there were about 13,460 schools without female teachers. However, the situation has considerably changed due to 50% reservation given to female teachers in recent recruitment drive in 2006-7, which will get reflected in the coming year DISE data.

**2.2 National Program for the Education of Girls at the Elementary Level (NPEGEL):** Bihar is one of the primary states for NPEGEL interventions with 495 educationally backward blocks. 462 blocks and 3566 clusters within these blocks have been selected to commence work. So far at the cluster level 3002 Sanyogikas have been selected and trained and 3053 cluster core groups formed, at the block level 379 gender coordinators selected and trained, at the district level 37 coordinators selected and trained. Activities such as Karate training, cycle training, vocational skill like sanitary Napkin production, etc., is undertaken.

**2.3 Kasturba Gandhi Balika Vidyalaya (KGBV):** So far 350 KGBV schools have been sanctioned in the state and of these 222 are currently operational. The State has adopted the third model under KGBV (hostel with an existing school). Of these 61 have been opened under MS 91 through NGOs and 64 through VSS. 14545 children (SC-6805, ST-699, OBC-4022, Minority – 2517, BPL-502) have been enrolled and enrollment is expected to increase as the school year progresses. These centers need to be monitored closely to ensure that quality is not compromised due to fast track expansion. The state articulated the need to enhance the funds allocated for KGBV with 100 girls. Shortage of funds is most felt in terms of providing adequate bedding facilities (pillow, mattresses, folding cots) and Kitchen utensils, among other components.

The mission noted several interventions targeting the needs of adolescent girls. *Kishori Kendras* (adolescent centers) being run under the Primary Education Enhancement Program (PEEP) and the *Angana Vidyalas*. The *Kishori Kendras* are targeting adolescent Muslim girls was clearly incorporating many gender specific interventions The mission notes that greater synergy between MS and SSA needs to be built such as participation in common activities, training programmes, sharing meeting. This will help mutual learning and sharing of good practices. Also more focused and long term strategies to address issues of SC and Minority girls needs to be designed.

#### **2.4 SC/ST Children Education.**

Scrutiny of data related to enrolment of SC children indicates that they are still lagging behind their counterparts in terms of school participation. Data reflects that the enrollment gap between SC children and others has increased from 1% in 2002 to 9% in

2006. This is an issue of major concern. A larger proportion of SC children (13 percent) are out-of-school and larger proportions of SC children are enrolled in AIE centers. Further, the share of enrolment of SC drops from 18% in primary level to 13% in upper primary level.

Recognising the increasing social gap, the state is in the process of evolving more focused strategies to address the issue of SC girls and boys. It is also making efforts to reach the most deprived groups within SCs. In collaboration with UNCEF, initiatives to map and identify *āalit tolas* and children was undertaken in 2006. Special programme to address the issue of *Musahar* girls and boys have been implemented. Acknowledging, that teachers from the same community is critical, volunteers for the *Musahar* communities have been engaged not only to enroll but also ensure learning achievement, attendance and transitions. With the recent recruitment drive the number of SC teachers has improved. The percentage of SC teachers is about 14% in 2006-7 (there is a gap in women SC teachers). These efforts are over and above SC/ST children getting free text books in SSA.

Sensitization training modules for teachers and educational functionaries for the enrollment and the training needs of students from disadvantage communities are in place. However, the impact of this training in classrooms is unclear. The mission recommends a study to understand the impact of teachers training in the class room practices and their behavior towards, girls, children of socially disadvantaged groups, children with special needs, handling ling of diverse and multi-grade situations. This will also help improve the quality of trainings. The mission also recommends expansion of engagement with NGOs particularly working with socially disadvantaged groups.

## **2.5 Minority (Muslims) Education**

Along with SC children, the percentage of Muslim out- of-school children is very high. Around 13% of Muslim children are reported to be out of school. The mission noted that most educationally backward district such as Purnea, Kishanganj, Katihar, Gaya, Sitamarhi are the Muslim dominated. Bihar has evolved specific strategies to address the issue by collaborating with *Mardarsa/ Maktabs*. Attempts are being made to strengthen the capacities of *Mardarsa/ Maktabs*, through teacher training, TLM, particularly through Imarat-E- Sharia. The Mission visited some of these centers in Pulwari (with a large Muslim population), in the Patna district. The centers were found to be over crowded, dingy with little modern education facilities. The mission was informed that the area has been allocated five formal schools, but they are yet to be built. The mission recommends greater momentum in opening formal schools in Muslim dominated areas To encourage inclusion of Muslim children, the State has decided to also provide free text book (Urdu) to Muslims boys (girls are already being provided under SSA).The state recognizes the need for a more disaggregated analysis of the Muslim community in order to reach the most socially disadvantage groups within them. The Mission also recommends greater involvement of community members and NGOs working with minorities in its drive to enroll, mainstream and retain Muslim children in the formal schooling system.

## **2.7 Children with Special Needs.**

Clear efforts were visible to enroll and address issues of special needs children in the different districts visited. The mission specially notes the efforts in the Bhojpur district in terms of opening Residential Bridge centers and resource center for inclusive education. The mission also had the opportunity to observe home based children being integrated with formal school systems. As per survey-cum-identification report of 2006-07 the total no. of CWSN between the age group of 6-14 years is category wise is 2,47, 894. Out of which 1,53,636 CWSN were enrolled in schools.

In total 71212 CWSN were provided Aids & Appliances up to the year 2006-07. Assessment camp for Orthopedically Handicapped and Hearing Impaired during the year 2007-08 is completed with the help of ALIMCO, Kanpur & State Level Rehabilitation Professionals. 14,600 CWSN have been assessed who will be provided Aids and Appliances according to their need. Resource Centres have been established in the district of Gaya, Bhojpur, Sitamarhi, Muzaffarpur, Supaul & Saran where diagnostic & therapeutic management is done for types of CWSN with the help of Resource Teachers. Year Mould Laboratory has been established in the district of E. Champaran, Saran, Sitamarhi, Muazaffarpur & Lakhasaria where trained professionals are available for preparation of Ear Mould for the Hearing Impaired. Up till now 254 no. of resource teachers have been recruited who are functional are different districts. A total of 21225 (32%) school have ramps. The State has a clear and well defined system of addressing the needs of CWSN children, which is appreciated.

## **3. Civil Works**

The progress in Civil Works in absolute numbers as well as in percentage points has improved since the last JRM. The state has reported completion of 23 % of Additional Class rooms and processes are on to complete 75 % more by 31st March, 2008. Up to 2005-06, 84.2% had been completed cumulatively and up to 2007-08, 42% had been completed cumulatively (out of 87,627 sanctioned, 36751 were completed). In 2006-07, funds for Civil Works were provided by PAB for 50% of the total sanctioned due to non-completion of previous work.

The 15000 new primary schools' target for the year includes the EGS centre upgradation and 3428 buildings have been taken up for the same. Out of the sanctioned 15000 new school buildings, 3532 have been provided TLE grants. This is an area of concern and the state may like to address the need for providing a proper school place to the children who are there in the upgraded EGS centers to regular schools. As of now, many of the upgraded EGS centres run out of *panchayat bhawans* and other community owned structures. This is an issue that needs to be addressed immediately. The State expressed that while efforts are being taken up to get land for NSBs, the State would like to avail of more funds for ACRs, to meet the need for school places, this year. The remaining numbers of the sanctioned NSB of 10094 would be taken up in 2008-09, along with ACRs.

Toilets have been completed in 92% of the targeted numbers and balance would be completed by March 31st, 2008. 74% (1808) Model Cluster School buildings have been completed and 21% are in progress (as per 2005-06 data. 144 BRCs (142 in progress) and 1232 CRCs (233 in progress) have been constructed against the 288 and 1475 sanctioned respectively. Out of the 229 KGBVs sanctioned, 115 have been completed and the financial progress under this head, has been Rs 688.13 lacs as against the sanction of Rs 4160 lacs. The State may like to expedite implementation to hasten meaningful utilization of funds by 31st March, 2008. The target of New School buildings, however is still an area of concern. Out of the 10094 approved physical units, only 14 could be completed and 3428 were in progress. Out of the target 0.1% has been completed and 34% are in progress.

The Mission was happy to note that the upgradation of Civil Works and targets completion have been taken up seriously at State level, especially for New School Buildings, though the gains are still not perceptible. The State appeal to the public for land donation for the Primary Schools has been published in the News Papers and efforts have been taken up to request the In-charge Ministers of 20 Point Programme of all districts to call special meetings for obtaining the Land for N.S.B. construction in the districts. The community leaders are also being approached for land donation. The District Magistrates of all the districts have been asked by the Chief Secretary of the state to conduct monthly review meeting of Circle Officers (C.Os.) for identification and transfer of Govt. In places where Government land is not available, the District Officers have been asked to send proposals for land acquisition for construction of New School Buildings (N.S.B.). The Mission appreciates the efforts and hopes that this would have led to quantitative gains before the 8th JRM visits the state. However, the mission would like to recommend a more detail micro level planning to ensure that no eligible habitation remains unserved.

The JRM team visited Vaishali interacted with District Magistrate, Vaishali. It was noted serious efforts were being taken to address the issue of shortage of land. In Vaishali itself out of the targeted 203 school building land have been acquired for 105 school places through effective coordination between the district administration the Circle Officer elective representative and community leaders. The school under construction provision of additional boundary wall which is made available through state funds. Efforts have been initiated to collocate educational institution like NPEGEL, KGBV since with formal primary schools.

#### **4. Community Mobilisation:**

Community Mobilization efforts for SSA specially for enrolment of the girl child SC/ST and minorities has been stepped up with the enrolment drive of the Chief Minister. The state organized a *Bihar Ki Betiyan, Kishori Mahotsav* March, 2007 for enrolment of girls. The VSS Act - 2002 has been revised and a new Act *Bihar Prarambhik Vidyalaya Shiksha Samiti Act- 2007* has been constituted with specific guidelines on the responsibility of parents as VSS members. It also tackles the issue of convergence of efforts with PRI representatives. Training of community members on a one day orientation (*Abhiyan* Module), two day training of community leaders (*Pahal*) and half yearly block level orientation (*Samvad*) has been undertaken. However, there were



variations in the VSS capacities in different places. More attentions need to be given to VSS training in terms of its quality, especially for the women of the VSSs.

## **5. Early Childhood Education (ECE)**

The State has reflected a special concern and sensitively towards pre-school education. 4905 *Bal Vargs* are running in school premises and about 255327 children are enrolled in these centre. 14872 children have been mainstreamed as per the state tracking system. The ECE quarterly magazine *Muskan* has been distributed to all centres. Interaction with ECE *Didis* revealed enthusiastic response to the ECE initiatives. However the need to provide more training/orientation to the *Bal-Varg* workers on the pedagogical and developmental aspects of pre school education is a felt need. As enough funds are not available through the ECE Innovation component, the state may like to supplement it through another relevant head in its next AWP&B exercise.

## **6. QUALITY IMPROVEMENT AND PEDAGOGICAL RENEWAL:**

### **6.1 Teacher Recruitment and Training in Bihar**

Altogether, 3,62,833 teachers' post were sanctioned upto 2006-07, out of which 3,17,007 teachers are in position after recruitment of about 2.10 Lac teachers during last three years. Out of the sanctioned positions of 178752 (GOB) and 184081 (SSA), 362833 (Total), 317007 teachers (SSA and GOB included) are in position. Vacancies exist to the tune of 45826, (GOB- 19011) and (SSA- 26815). 35,965 more teachers' posts have been sanctioned during 2007-08. As such about 81,791 teachers' posts are still vacant. Recruitment against vacant posts of teachers is expected to be taken and reportedly would be completed by 31<sup>st</sup> March, 2008. The Mission was assured that this would be taken up in full seriousness and all teachers would be in position by March. The progress in teacher recruitment has been good, and the tempo needs to be maintained to have all teachers in place.

### **6.2 Teachers' Training**

Out of total teachers in position about 1,22,566 are untrained. The State is presently providing pre-service training to 32,416 newly recruited teachers through distance mode, in collaboration with IGNOU, which is expected to train 40,000 teachers each year. Going by that the backlog would not be covered even in six years. A properly fleshed out strategy in terms of the numbers to be covered and the modality of staggering them is needed. The State mentioned that it was exploring alternative strategies and a faster methodology to cover these numbers through the Nalanda Open University which had applied to NCTE to take up two years' pre-service course for the teachers. The area remains a grim concern. Newer partners could be involved in the process to hasten it.

Induction training of 30 days has been imparted to about 47,049 (53%) newly recruited teachers against target of 88680. 20 days In-service training (which includes 10 days Ujala-I & II training and 5 days (Subject Specific training) has been imparted to 58,352

(31%) teachers against target of 188416 teachers. The state would need to take up teacher training with greater vigour. The JRM team had occasion to witness the Induction training going on at a BRC. While the training was interactive and participative, it was very traditional. There is a need to revisit the training methodology and make it more futuristic and state of the art. Use of audio-video materials and computer based multi-media content should be utilized to clarify hard spots of the subject areas. This is more critical as a lot of teachers would be going into teaching at the upper primary levels, and clarification of curricular areas would be crucial.

As the state has introduced English in Class I, it is important that teachers are equipped to handle the subject effectively. The JRM could see an English training in progress and it was felt that the spoken communication would need substantial enhancement. Phonetic imperfections and the hesitance in using English for communication in teachers needs to be addressed. The state informed that some funds had been sanctioned for setting up of English Labs at the SCERT level, which could not be taken up. The Mission recommends that it may be taken up expeditiously and set up mechanisms for effective linkages at the DIET levels also. As per the district plans and progress in training, it is felt that a lot more emphasis needs to be provided at the upper primary level training and transaction of Ujaja III.

### **6.3 Institutional Structures:**

#### *State level:*

*SCERT:* The SCERT now has a new full time dedicated Director, and he informed that 90% vacancies were filled in. However, there was need for upgradation of their capacities effectively in pedagogical renewal issues as well as in the subject/functional areas. He reported about the non-academic atmosphere in the premises of the SCERT due to presence of anti-social elements. The state may like to solve this problem to provide a conducive atmosphere for the academic institution. The State Institute of Educational Technology (SIET), that is non-functional has substantially been merged (especially the staff) with the SCERT.

*SIEMAT:* The SIEMAT was established under DPEP, in 1997 and has been running with SSA funding till 2006-07. However, as per GOI norms, the state has been advised by the PAB to sustain it with state funds. The state has decided that all the assets and liabilities of SIEMAT would be merged with the state and SIEMAT would not be sustained as a separate independent entity.

*Bihar State Textbook Corporation:* The State Textbook Corporation has been effectively taking up textbook production for SSA. A new initiative of class wise and subject wise colour codes for packaging and transporting textbooks at the school level has been taken up, which is appreciable. It is hoped that this move will effectively address the issue of text books not reaching all children in time.

#### *District Level:*

It was found by the Mission that effective coordination was evident between the District Magistrate of Bhojpur and Vaishali with the concerned DSEs. As such, programme

progress and sensitivity to critical areas like girls education, CWSN, and Out of school children was evident. Orientation of other district officials on core areas of SSA would lead to good results.

***Sub district level Structures:***

The state reported that regular trainings of BRC and CRC personnel were organized. BEEOs also had been trained through SIEMAT in phased manner on its role and responsibility undertaking. It was reported that there was a plan to make a pool of resource persons at the BRC and CRC levels, with BRG and CRG for school tracking etc. A grading system was prepared to grade school on some functional parameters like enrolment, retention, achievement, sanitation aspects etc. The Mission however felt that there was a need to make the role of CRCs more meaningful through a lot of field interaction. Onsite support was often found missing and the interaction with practicing teachers was limited to the Reflection meetings once a month. It would be more useful if more on-site support is taken up by CRCCS.

**Classroom Processes:**

Classrooms visited were found to be vibrant and participative. Teachers were active and facilitating the process of learning through activities, songs etc. However, use of more need based and contextual TLMs would be required to concretize the teaching and consolidating the gains in real terms for enhanced achievement levels in children. Very little evidence of TLM use was found in the classrooms visited. Class room interaction was traditional and use of more aids would make it interesting and engaging.

School Cabinet constituted with the children has shown great enthusiasm and participation of the children in school teaching learning processes

**Tracking of Social Group Disaggregated Achievement Levels:**

The state had not been a part of the Midterm Achievement Survey conducted by the NCERT. It is important that the state participate in national surveys and also initiates social group disaggregated achievement surveys by reputed research institutions located in the state. Efforts have been taken to track achievement through the *Sankalp* programme, in a decentralized manner, but consolidation of data would be very useful.

A survey of achievement levels by an independent agency, is recommended, as the state was not covered in the national survey.

***NCERT Monitoring Tools:***

The JRM could not find evidence of the NCERT Monitoring tools being filled in systematically in the districts visited. The state needs to take this issue up at the district and sub-district levels. This would also be useful for generating bottom up information flow and a general understanding about the achievement levels block wise, district wise.

**Computer Aided Learning:**

The state has taken up CAL through BEP interventions as well as through Public Private Partnership efforts, sporadically. There is no evidence of a long-term plan for taking up CAL on a sustained basis. Interaction with the VSS members at the sub-district levels

revealed that there was a great demand for computer teaching in school, as in spite of best efforts of VSSs, parents were withdrawing children to put them into private schools, where CAL was available. The content provided for CAL in existing centers is of **Head Start** programme of Madhya Pradesh, which is not sufficiently in synchronization with the state syllabi.

The JRM recommends that the state may like to have a long-term integrated plan for providing IT infrastructure, state specific content and training of teachers on IT skills to transact curriculum based CAL materials. This would help the state keep pace with new developments in the country and at the global level.

## **7. FINANCE, ACCOUNTS AND AUDIT**

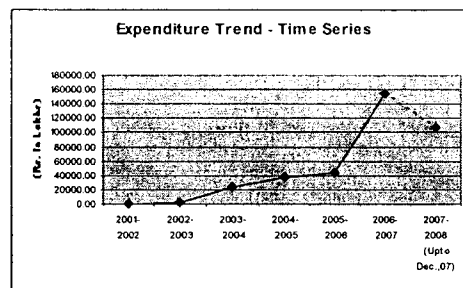
The state reported that there is electronic transfer of efforts fund from state to District Level Offices and the receipt of grant are accounted for on a cash basis. Separate bank account for SSA NPEGEL, KGBV and other programmes funded by the state government are maintained. The state has reported that interest earned from the banks is treated as part of grant from funding partners and the interest utilize for implementation of activities in AWP&B for subsequent year. Utilization certificate is submitted for the amount charged as income and expenditure accounts. Double entry system of accounting on accrual basis is taken up and complete switch up to computerized accounting system from next financial year is expected.

Internal audit for 2006-07 and statutory audit has been completed for 2006-07. Performance audit in 9 selected districts have been conducted by C&AG. Financial audit by A.G. is in progress. Audit by IPAI was conducted by GOI and report sent to the GOI. The audit of VSS account by C.A. firms has been taken up. Regarding progress against procurement plan for the year 07-08, the state reported that there is no substantial procurement at state level except for the text books from Bihar State Text Book Publishing Corporation. The procurement plan for district and sub-district level is being finalized. Regarding post review of contracts, it was informed that the procurement of training modules for value exceeding Rs. 5 lacs would be reviewed and records maintained at the State level.

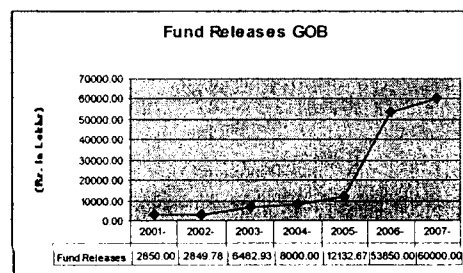
While the compliance report the compliance and ATR of IPAI report has been sent to GOI recovery of misutilization of TLM grant at Muzaffarpur for Rs. 21.53 lacs has to be made from the State share. The State has expressed its reservation on this issue. Statutory auditor's report and compliance report have been placed before Executive Committee. A panel of C.As has been constituted to help district assess their progress and to effectively monitor accounts. Extensive training of the accounts personnel as Life Skills and Yoga Training have been given to reduce stress level and enhance productivity. Residential training programmes of Accounts personnel on accounting issues have been taken up and a manual to help them in their functions has been prepared. Hindi and English Version of Financial Management and Procurement Manual have circulated to all districts.

## 8. FINANCIAL PROGRESS

The AWP&B 2007-08 has approved a total sum of Rs. 333929.74 lakhs (including SSA, NPEGEL and KGBV). As against this funds released were 134940.59 by GOI and 61585.40 by GOB totaling to Rs. 196525.99 l. As against funds releases the total expenditure has been 108688.56 lacs (till Dec., 2007). The expenditure therefore is 33.45% against AWP&B approval and 55% against total fund releases. The budget for the AIE component was Rs 14705 lacs and out of tat , the State has been able to spend only Rs 2412 lacs only, based on 34 district reports, which is about 19% of the AWPB releases. After data from other districts, it may at best go up to 20%. This is an area of concern. The state may like to address this issue in all seriousness. It has committed to enhancing expenditure levels to the tune of about 180000.00 Lakhs by March, 2008.



The Mission would like to appreciate the fact that the GOB share release has been in time and the State has reported that the State release was in excess of Rs. 7995.67 lacs as per agreed levels. The State share release shows an encouraging trend as revealed in the graph above. However, the Mission would like to reiterate that the remaining portions of the AWPB fund release might be appropriately disbursed, especially in teacher training and civil works.



### Recommendations:

- Greater vigour in expenditures in Civil Works, especially in the construction of New School Buildings, through building on the efforts made to meet problem of land shortage
- Social gap between the general and SC and minority children in enrolment, attendance, retention and transition needs to urgently addressed and out of school especially the urban deprived need focused strategic interventions, especially in Patna.
- Classroom and school processes are made more needs based to ensure learning achievements of all children, particularly socially disadvantaged girls and boys.

Qualitative and quantitative enhancement in teacher training backlog, both pre-service and in-service, which need to be completed in 2007-08. Tracking of social group disaggregated achievement levels of children needs to be taken up either by a State research agency or State monitoring agency as the state did not participate in the NCERT Achievement Survey.

- Computer Aided Learning programme in schools to be taken up in an integrated fashion, to provide curriculum based content to children and training to teachers to use them to effectively supplement class room teaching

**Key Educational Indicators**

<b>Number of Habitations</b>	85229
<b>Number of Schools</b>	70523
<b>Number of Primary Schools</b>	49598
<b>Number of Upper Primary Schools</b>	17307
<b>Number of EGS</b>	0
<b>Number of Alternative Schools</b>	11671

	<b>Male</b>	<b>Female</b>	<b>Total</b>
<b>Child Population</b>	10593084	8910753	19503837
<b>Gross Enrolment Rates</b>	93	91	92
<b>Dropout Rate (Primary)</b>	29	32	30
<b>Never enrolled children</b>	764936	775877	1540813
<b>6-10</b>	492794	508770	1001564
<b>11-14</b>	272142	267107	539249
<b>Dropout children</b>	-----	-----	5,78771
<b>Total Out-of-School Children</b>	-----	-----	21,19584

**INDIA**  
**SARVA SHIKSHA ABHIYAN**  
**SEVENTH JOINT REVIEW MISSION**  
**January 21 – February 5, 2008**

**CHHATTISGARH STATE REPORT**

**I. Introduction**

1. A Joint Review Mission team consisting of Minati Panda (Govt. of India, GOI) and Reema Nayar (World Bank, WB) visited Chhattisgarh from January 22 to 29, 2008 to review progress in the implementation of Sarva Shiksha Abhiyan, the flagship program of GOI.
2. The team had discussions with Secretary (Education), Secretary (Tribal Welfare department), Director, Textbook Bureau, Mission Director, officials from State, District and Block level project and education offices, faculty of SCERT and SIEMAT, and with DIET, BRCs, CRCs and CACs, VECs, village and block level panchayats, head teachers, teachers, children, parents and community members from two districts, Raipur and Dhamtari. The team would like to thank all officials for the extensive discussions and particularly the State Mission for the courtesy, cooperation and hospitality extended, and for the detailed documents prepared for the JRM team.
3. The team focused on the following main issues: progress against sanctioned interventions, progress against SSA goals for access, equity and quality, program management issues (including financial management, procurement, environmental and civil works, and monitoring and evaluation. This aide-memoire is based both on documents provided to the team, but also on the extensive discussions and particularly those in the field. It summarizes the team's findings in each of these areas and concludes with suggested recommendations for consideration. Annexes 1-4 include further monitoring information.

**II. Progress against Sanctioned Interventions**

4. The following table shows the overall AWPB budget (including GOI allocation) and its utilization for 2005-06, 2006-07 and 2007-08 (until December 2008). Utilization rates have been high (around 90% of funds available). The state contribution is slightly higher in nominal terms compared to last year, although the total budget for 2007-08 is lower than last year. The final installment has been received during the first week of January. This is the first year that the SSA was provided 100% of sanctioned outlay. Annex 1 provides expenditure against allocations for the past two years.

Table 1: SSA and NPEGEL Budget and Expenditure as of December 2007 (Rs. Lakhs)

Year	Opening Balance	Approved Budget	GOI share	State Share	Total Recd.	Interest	Available Fund	Expenditure as of Dec 31, 2007
2005-06	3253	55068	29184	10397	39581	735	43569	42747
2006-07	823	82132	51182	16057	67234	870	68932	64342
2007-08	4591	76444	26192	16192	42383	870	47844	41294

5. The following summarizes progress against the PAB approvals for Chhattisgarh in 2007-08:
- 399 new primary (PS) were approved of which 341 were on the basis of State govt. order of April 2006 with redefined norms for new primary schools in tribal areas (Gyan Jyoti schools). All schools are open as of July 2007
  - All 446 of the upper primary schools (UPSs) approved on the basis of the norm of 1 UPS:2PS have been opened as of July 2007.
  - 1647 of the sanctioned total of 2605 new teachers' posts have been filled. The remaining posts (about 33% of PS posts and 58% of UPS posts) are being filled based on new recruitment policy and state order, and are expected to be filled in April 2008 (see section on quality below).
  - The total expenditure on civil works is Rs. 10,608.733 lakhs, which is 42.7% of the total approved amount of Rs. 24,846.5 lakhs (for fresh civil works as well as spillover activities from 2005-06). In addition to the new schools, these include 4245 ACRs, and 218 CRC buildings. Most civil works are either in progress (76% of schools and ACRs and 83% of CRC buildings) or started as of December 2007. Approximately 10% have not yet been started.
  - The program for the provision of 48 pre-fabricated bamboo structures for schools in naxal affected blocks of Dantewada district in collaboration with the National Bamboo Mission is underway and all schools have been started.
  - Of the 123,632 OOSC, 52080 (out of 82590 targeted) are covered through AIE scheme (Annex 2)
  - 86% of the target for the provision of 20 days in-service teacher training to 105,274 teachers has been achieved, with the rest expected to be completed by March 2008.
  - The 8363 untrained teachers for which 60 days training was approved are being registered in D.Ed. correspondence courses.
  - Rs. 218.6 lakhs has been spent against Rs. 600 lakhs sanctioned for TLE grants for new schools.
  - School grants were provided to 29,414 of the sanctioned 31,701 PS and 11,596 of the sanctioned 12,894 UPS and teacher grants to 104,026 of the sanctioned 113,637 teachers.
  - All SC/ST boys and all girls received free textbooks in June and July 2007.
  - Rs. 74.3 lakhs were spent against the approved Rs. 192.6 lakhs (primarily on Equipment, Health check ups and assessments, barrier free access, DIET and SCERT, and training of anganwadi workers), reaching 5945 of the targeted 32100 disabled children.
  - Steady progress has been made on implementing sanctioned allocations of Rs. 735.15 lac for innovations, especially on computer aided learning, teacher training and provision of radio, science and math clubs etc. for SC/ST children, provision of night shelters and evening schools and dormitories for tribal and migrant children.
  - About 8.5% of the Rs. 624.33 lakhs sanctioned for State and District level activities has been used or committed. A few studies are presently being commissioned.
  - Rs. 482 lakhs against the total approval for NPEGEL (including spillover) of Rs. 1313.4 lakhs has been spent
  - All approved KGBVs (84) are functional with a total enrollment of 6895 girls. Rs. 1560 of the approved Rs. 2034 lakhs has been spent. Rs 631 lakhs was received by the state on 31.3.07 against civil works, for which spillover was not asked for; this has been requested for



recently from GoI, so that full sanctioned amount for recurring expenditure is available this year.

### **III. Progress against Development Objectives and Strategies**

#### Goal 1 – Reducing Out of School Children (OOSC)

6. The state has made considerable progress on increasing access, and primary net enrollments have reached 98%. DISE data show lower enrollment rates at upper primary (GER of 73%), although data collected for the AWPB shows gross access at about 95% at upper primary.

7. Out of 1.24 lakhs OOSC, 52082 children are brought to the school through NRBC, RBC, Gyan Jyoti Schools, Night Shelters and special EGS type schools (annex 2). Six out of 16 Night shelters/evening schools proposed in the AWPBs are operational. The mission members visited 2 Night Shelters in Raipur that catered to the child laborers who were mostly OBCs and SCs. The teachers though were not trained in multigrade teaching, provided bridge courses to these children so they can appear for examination at class 5 and 8 levels. In both the schools, Jan Bhagidari Committee (VEC) has provided one extra help for teaching these children.

8. The team understands that 1.24 lakhs was the baseline number of OOSC at the start of the school year; subsequently, due to a change in the methodology (treating children absent for 6 months as out of school), the number is now about 1.69 lakhs.

#### Goal 2 – Reducing gender and social disparities

9. *Education of SC/ST Children:* Special enrolment drive for SC-ST children were undertaken in the 9 SFD districts (out of 16) that included door to door survey by external agencies in order to identify and bring all the out of school children in SC/ST areas to school. The mission team visited the ashram shalas for primary and middle levels that cater to ST children from flood prone areas and from families under the poverty line. These children were found to be performing well in the examination and other co-curricular activities and were well settled in the school. These children were mostly from the areas which get cut off from the other areas including schools during the rainy season. The team is of the view that this mode of provision is a sound option, particularly in remote and difficult terrains.

10. For children in Naxal areas whose families moved to the temporary arrangements on the main roads, access is being provided through RBCs (for example in Dantewara & Bijapur districts for 35679 children), tent schools (in Dantewara Salwa Judum relief camps), pre-fabricated school structures with the help of National Bamboo Mission, India, and Gyan Jyoti Schools with single teachers in tribal hamlets where there are at least 10 tribal children in the age group of 6-11yrs. For the children of migratory parents, 24 dormitories were proposed, and all are now operational.

11. The team visited dormitories that were catering to children of migrant families, many of which are below the poverty line and from SC/ST families. SSA is at present providing residential support from December to March. The team was informed that parents migrated for over six months beginning late in the calendar year and returning only in June the following year. The dormitories appear to be contributing to increased retention of children in schools.

Consideration could be given to (i) delayed start in the academic calendar, say till September, to enable children to spend 2-3 summer months with their parents; (ii) in the short run, extension of provision of dormitories for at least a six month period; (iii) in the medium term the state may consider provision of a few residential schools for these children.

12. *Gender*: The gender parity index is 0.96 and 0.90 for primary and upper primary respectively (DISE). 1424 Model Cluster Schools (MCS) and 84 KGBVs are functional. Almost all schools are implementing Meena Manch program and MCS have Mahila Shalas to provide vocational training to middle school girls. All schools have Meena Kits including CDs.

13. *Minorities*: The team was unable to visit Madarsa schools or meet with members of the Madarsa Board. On the basis of discussions in the state, it appears that all recognized Madarsa schools receive school maintenance and TLM grants as do SSA schools. The team understands that coordination with the Madarsa Board could be strengthened especially in the areas of teacher training and textbook development and efforts are on to do this. DIETs have taken up the training of Madarsa Teachers. The state understands the need to carry out a needs assessment study to chalk out plans for improving the access and quality in collaboration with Madaras. The Chhattisgarh Madarsa Board has been recently assigned the study for situation analysis of Madaras, but there appears to be challenges with completing this. The state also understands the need for the SCERT to have regular meetings with the functionaries of the Madarsa Board to facilitate quality education in Madarsa schools.

14. *Inclusive Education (IED for CWSN)*: The progress in identifying children with special needs has been slow. The teachers need more intensive training for identifying and mainstreaming these children. Three out of about fifteen schools visited have identified one CWSN student each who have now all had a medical examination by Government doctors. These have worked more as certification mechanisms rather than assessment tools. Though schools provided some aids like wheel chair to one child, most teachers had not had any specialized training to work with these children. They used their common sense knowledge for dealing with these children. Some teachers had received brief exposure to IED as part of their one day teacher training program at CRC level, but this was found to be inadequate to handle the special needs of these children. However the team was informed that a 3 day orientation on IED was done for 1500 teachers so far this year, although these teachers were selected randomly from schools. The IED program is gearing up slowly. The state is collaborating with different external agencies to identify, to provide technical assistance and to create mechanisms for regular support. Studies are being commissioned to support this process with the intention of developing a model that could be scaled up to sustain the program. Chhattisgarh may also wish to identify and sponsor teachers for the 90 days training imparted by RCI recognized institutes (as is being done in other states).

15. Few children (with multiple disabilities) have been identified for home based training by a special teacher. Seventy Five mobile teachers have been sanctioned out of which 16 are appointed to provide home based education to these children. The team visited three such children in a village and observed the interaction between the special teacher and the children and had a discussion on what more could be done for each child with the teacher, BRCC and state level functionary. The children's file had one doctor's report that had incorrect detection of problems. While commending the state for initiating such Herculean tasks, the team recommends that each child in this category be assessed by competent professionals including neurosurgeon for any surgical and psychological helps. It was also felt that the special teacher needs further

intensive training and assessment tools for handling such diverse cases alone. Limited capacity to address IED issues as a whole at state, district and the sub-district levels is recognized at mission directorate. As mentioned above the consultancy support being sought from expert organizations to help address this to some extent.

### Goal 3 – Universal Retention

16. DISE data show that the primary retention rate of 69% for Chhattisgarh is close to the national average (70%) in 2006/07. The average drop out rate of 10.48% in primary (based on the reconstructed cohort method), however, is higher than the national average of 8.6% in 2005-06, and appears to have increased in recent years. The transition rate from primary to upper primary, at 72% in 2006/07 was substantially lower than the national average of 84%.

17. It should be noted that there are differences between the DISE statistics for Chhattisgarh and an alternate data collected for the past 2-3 years to inform the AWPB process<sup>1</sup> in these statistics. This is due both to methodological differences (in calculating retention rates for example) and coverage of the schools. Transition and retention rates based on the alternate state data are higher, and also show small improvements in 2007-08 over 2006/07. In particular, these data show that progress has been made against Chhattisgarh's PAB commitment of reducing drop-out, although the target of 5% has not been met for primary: primary drop-out is reported to have fallen from 10.04% to 8% and 11.88% to 7% over the past year.

18. *Strategies to reduce student absenteeism and dropout.* Student absenteeism is a serious issue, although the absenteeism rate has fallen slightly from 39.5% to about 32.3% between 2002 and 2006/07. The JRM team noticed a number of permanently absent children in almost all classes of all schools visited. Most VECs and teachers are aware of this problem but express difficulties with convincing parents to send their children. Non-attendance may also reflect the specific problems of poverty and migration, which are being addressed to some extent by strategies such as night shelters, ashram shalas for tribal children, migratory dormitories, etc.

19. Non-attendance if not addressed, could contribute to drop-out and undermine efforts to date to reduce drop-out. The mission was unable to find progress against the PAB commitment to set up a regular system for monitoring students' attendance. A new order has recently been issued – to enable four attempts at the 5<sup>th</sup> grade examination which is expected to reduce failure rates from 5<sup>th</sup> grade, and to increase completion and transition. SCERT is also doing a pilot project to reduce absenteeism, which will be scaled up if found useful.

### Goals 4 – Education of Satisfactory Quality

20. Quality of education is low, as in other states in India. Mean achievement scores were very low in the 2006/07 Class V Mid-Term Achievement Survey, with mathematics performance being particularly poor. On the positive side, the MAS reports a marginal increase in mean scores in Chhattisgarh, as in a majority of other states in India, over the baseline in 2002/03. This is encouraging, as with the inclusion of many first generation learners, average achievements could reasonably have expected to fall initially. Since the MAS survey was carried out, a

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<sup>1</sup> For the 2 prior years, the DISE data did not get adequate priority and were typically not available in time for the AWPB. An alternate data source was therefore collected for this purpose, which apparently has wider coverage (including un-recognized schools).

number of promising initiatives have been introduced, including the Read Chattisgarh, Read India Program, initiation of school-based planning under ADEPTs standards. Outstanding challenges for improving quality are discussed below, as are some of the promising recent and ongoing initiatives to address these challenges.

21. *Teachers' recruitment, accountability, pedagogy and time on task.* As reported earlier, teacher shortages persist. Although average pupil-teacher ratios appear respectable and better than the SSA norms, many primary and upper primary classrooms do not have teachers. In some cases, Village Education Committees (VECs, known as Jan Bhagidari Committees) have provided teachers; however field visits confirmed shortages in several schools. Although the PAB commitment to eliminate the backlog in teacher recruitment by the start of the 2007-08 academic year was not met; the state is confident of elimination of this backlog before the 2008-09 academic year. New recruitment rules were introduced in December 2007 replacing the previous mode of selection based on class 12 exam results and interviews with selection based on higher basic minimum qualifications (as per NCTE guidelines) and performance in an examination administered by a professional body. Vacancies were advertised by appointing authorities (the Block Panchayat for PS and UPS teachers) who will be provided merit lists for their blocks.

22. Shiksha karmis now constitute over 70% of the total teaching force in the state and is the only cadre into which recruitment now takes place. Shikshaks (state government appointed regular teachers) are no longer recruited. Shiksha karmis are no longer recruited on contract basis but are permanent employees. They perform the same functions as shikshaks. The basic salary structure of shiksha karmis and shikshaks are very similar. Although shiksha karmis do not get comparable dearness allowances, health and pension benefits, these issues are being addressed.

23. It is likely that the predominance of local recruitment (through shiksha karmis) has contributed to the observed improvements in teacher absenteeism. Teacher absenteeism in primary is reported to have fallen but is still high: from 30.6% in 2002 to about 24.75% in 2006/07<sup>2</sup>. The PAB commitment to commission and complete a study of teacher absenteeism by January 2008 is now expected to be met by March. The study is being carried out by SCERT. With regard to the PAB commitment to develop a system for recording teacher attendance at the state level, schools maintain registers where teachers sign in attendance and the registers are apparently verified for release of salary. Most VECs seemed aware of their role to monitor teacher absence, and some confirmed that salary payments (not made by VECs but directly by block panchayats) were –in principle – conditional on teacher attendance (consistent with PAB condition on the same). In addition, head teachers have been delegated the authority to impose minor penalty on absentee teachers. A circular was issued in September to clarify the PRI role in this area; the extent to which this is practiced could not be ascertained.

24. Most VECs, however, reported relatively low predominance of the phenomenon of teacher absenteeism. This suggests causes for the still high absenteeism may include mandatory days for other duties (e.g. election duties and voter registration) or training, or lack of clarity by VECs, CRCs, CACs, etc. on standards/goals for teacher presence in classrooms. In an important recent initiative, the state has issued a circular to reduce the involvement of teachers in non-teaching tasks. Careful monitoring of teacher absence and of the causes, further sensitization and training to BRCs, CRCs, CACs, VECs and teachers on standards for teacher absence and on possible

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<sup>2</sup> Pratham's ASER reports show a fall in average teacher attendance in upper primary between 2005 and 2007.

strategies to address this locally (e.g. substitute teachers, addressing transportation constraints if any, etc) and continued efforts to reduce demands that take teachers out of the schools during the academic year may be beneficial.

25. Rote and repetition predominates as a method of teaching, despite reports from all teachers, cluster and block coordinators that they have been exposed to new methods of teaching. This being said, there appear to be a few excellent teachers and head-teachers that seem to focus on learning targets for children, and use flexible approaches to ensuring that *all* students learn, thus using more child-centered pedagogical processes. In almost no classroom, however, did the JRM team observe classroom arrangements that differ from the traditional one that favors a lecture mode (with all students sitting in rows facing the teacher) rather than a more interactive mode (children sitting in groups). In virtually no classroom did the team observe peer learning among children. Although all teachers had received teaching and learning grants and either developed or purchased teaching and learning materials with their teacher grants, there were very few examples of creative use of these. The team felt that these materials should not become an objective in themselves, but that “activity based learning” needs to be translated into effective practice.

26. Peer learning was conspicuously absent in multi-grade classrooms where the opportunities are greatest. In most classrooms with multiple grades, children from different grades were clustered according to their grade level. The teacher assigns work to one level while he/she focuses on the other. In addition to not exploiting peer learning opportunities, such an approach led to limited time for active learning by a large section of the class. While some training on multi-grade issues has apparently been provided, this does not appear to have contributed to any changes in classroom practices. The team was informed that a promising multi-grade pilot (similar to Rishi Valley/Tamil Nadu) is being piloted in selected schools of Gurur block of Durg district, with a plan for phased up scaling. It could be very useful to build in an evaluation of the pilot to assess its effectiveness and to inform the next steps for scaling up.

27. Several of the better teachers reported regular classroom assessment to assess skills of children. However, the mission’s observation was that in most cases they were part of the requirement of monthly tests. Only a few good teachers seem to use it as a regular practice to identify areas and students that needed further attention, and to provide remedial coaching. Although not remedial coaching, extra “coaching classes” with the help of nearby subject expert teachers from higher classes particularly targeted to children from disadvantaged social backgrounds, has been introduced. The Read Chhattisgarh, Read India program (discussed below) has introduced the concept of remediation, but it is unclear to what extent this will institutionalize the practice of continuous assessment and remediation.

28. Systematic interaction of teachers with parents on children’s learning and areas of strengths and weakness is virtually absent. The benefits of regular interaction had not even been thought of by the majority of teachers. Many of the parents from disadvantaged rural backgrounds had never visited the child’s classroom to observe. Discussions with parents revealed that despite hardships and other demands on their time, parents would be willing to visit the school (say after each quarterly examination) to discuss their child’s progress. Another simple strategy to

strengthen the role of parents and communities could be to share the teacher training modules with them<sup>3</sup>.

29. Many of the challenges above are captured in the ADEPTs standards – which emphasize appropriate use of classroom facilities, group and peer learning, appropriate use of blackboards and teaching and learning materials, continuous classroom assessment, achievement of basic learning standards, regular student and teacher attendance, flexible seating arrangements for children, remedial teaching, cooperative learning, interactive radio programs, etc. Detailed guidelines for the use of ADEPTs standards in the preparation of School Improvement Plans (SIPs) have been developed and the training is being provided. Funds are proposed to be provided to schools to develop school improvement plans with communities. Quarterly review meetings on progress in implementing this component are to be accompanied by discussions on the standards and regular monitoring by all levels, including the community. ADEPTs standards will be adjusted every year and used for updating SIPs. This is a promising initiative, which – if implemented well – could have far reaching impact.

30. Although not yet completed, the team was informed that work had begun on the PAB commitment to re-examine and redesign teacher accountability systems and mechanisms. An European Commission project is supporting the services of the Xavier Labor Relations Institute (XLRI) to prepare a review and suggested recommendations for the redesign of a Human Resources Management (HRM) Study for the Health and Education departments, and is expected to include teachers. The report is due around May 2008. The team was unable to assess to what extent the study will focus on the specific PAB requirements to design a system in which discernable and measured improvements in learning outcomes of children, improved pedagogical practices which also address the diverse needs of the children (including girls, children from disadvantaged backgrounds, etc.). It was also unclear to what extent the study would focus on the additional requirement that the new system reward teachers who conduct regular remedial teaching with weaker achievement levels. The team was informed that a circular was issued in June 2007 to all VECs to clarify their role in monitoring teacher attendance and as reported above, some VECs appear to be familiar with this role. There does not appear to have been any circular or sensitization of VECs/communities/parents, in their role in assessing parental satisfaction with learning levels of children, parent-teacher interaction and frequency of meets, sharing of child's report card with parents, etc.

31. *Teacher training and academic support.* Training and academic support are provided primarily through CACs, and to a lesser extent through BRCs. DIETs train master trainers. The majority of the teachers receive the in-service training; however the team has concerns with the quality of training and academic support provided. First, SCERT and DIET faculty and teachers do not appear to have sufficient appreciation of the child-centered pedagogy embodied in the NCF2005 and position paper. Though programs like SCERT training packages, Meena Manch, Read Chhattisgarh Read India, CAL etc. share a common epistemic ground, the DIET faculty, the teacher trainers and BRCCs, CACCs and CRCCs at the sub-district levels do not seem to have understood this fully. The team observed the teacher training program at DIET and BRC and felt that the teacher trainer still subscribe to behaviorist paradigm and emphasize chalk and talk method. There was ad hocism in understanding of child centered activity based pedagogy.

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<sup>3</sup> The team understands that some practice of social audits are carried out at regular intervals with public assessment of teachers' performance exists; this was not witnessed during the visit, although was noted in a previous JRM.

Although outside the ambit of SSA, there is a dire need to develop the capacity of DIET faculty, especially in the area of learning, textbook and pedagogical issues in line with the NCF 2005.

32. Second, there is still at least five days training that is provided during the academic session. This contributes to loss of teaching time in the classroom. Third, there is no induction training at present, although there is 60 days for untrained teachers. On the positive side, the team was informed that starting from this year, there has been a paradigm shift in the mode of training with the encouragement of school based training, qualified resource persons, follow up field visits to examine effectiveness of training, and a focus to organize most training during summer vacations.

33. In-service training is more successful when the foundation through pre-service training is strong. The priority so far has been on in-service training but to sustain quality improvements (although this is outside the ambit of SSA) the pre-service teacher training program needs to be reviewed in the light of the current thrust.

34. *Textbooks and Reading Materials.* Textbooks are provided to SC/ST boys and all girls, and many school libraries are being stocked by books either through community support or through the Room to Read program, supported by an NGO. However, the team has some observations on the quality of textbooks. Though the textbooks are revised following series of consultation and debating at state level by SCERT, but, participation of the Textbook Bureau and the Printer seemed to be minimal in this process. The quality of paper as well as printing though has improved compared to earlier books; it is still not up to the mark. Many of the illustrations and maps are fudged. Some of the lessons/pages appear very crowded because of poor space management and unimaginative pictures. It is therefore suggested that before the manuscript is sent to the press, it should be first approved by a professional/textbook consultant. A checklist could be developed against which the final output is judged and accepted.

35. So far the content of the textbooks is concerned, there are improvements. The state needs to now open up various channels for getting feedbacks on the textbooks. It may commission one or two studies by outside teams of experts including action research by the teachers for classroom observation and also for reviewing the textbooks keeping in view the specific needs of children in Chhattisgarh.

36. *Specific Issues for Tribal Children:* Mother tongue issue remains critical in, at least, 9 districts (Bastar, Dantewada, Kanker, Sarguja etc.) where speakers of languages like Sadri, Gondi, Halbi, Sargujia still live in the hill terrains and have very little access to Chhattisgarhi and almost no access to Hindi which is generally the medium of instruction. Their knowledge of other tongues is clearly not adequate to carry out any academic-scholastic activities. Small scale pilot experiments are on in 10 schools each in the nine dialects to try out mother tongue based MLE education that employs a new teaching methodology. An external agency called "Datamation" is commissioned the task of evaluating the learning processes in these experimental schools vis-à-vis few Hindi medium schools in the same localities. Based on the findings, the state may decide to further debate on the relevance of MLE approaches and the quality of MLE materials and pedagogic practices, and, subsequently, scale up the mother tongue based MLE education in schools where children at the entry level clearly speak a language different from both Chhattisgarhi and Hindi. The state has to carefully work on transition issues like early exit, late exit as no one model will meet the requirements of all the children. The state

may take such decisions at sub-district levels and should not aim at having a universal approach on this. The state also needs to have a clear policy/understanding on medium of instruction in early years of schooling for non-tribal areas where children speak variants of Chhattisgarhi and have some familiarity with Hindi language, but not enough to use Hindi as a medium of instruction in class I and II.

37. *Quality interventions:* Various programs like Computer Aided Learning (CAL) supported by APF, Radio Program for English teaching designed by EDC, Touch Screen and Head Start programs, together provided multi-dimensionality to students' learning. These programs serve an important role in reinforcing concepts learning in the classroom. The team during its visit observed one radio program for English learning for class I & II children. As the teacher was not very good in English language proficiency, the interactive radio program actually helped her in teaching few relevant words and basic communication skills in English to these children. As most of the class I & II teachers were not found to have good English language proficiency, the mission team, therefore, had the opinion that the interactive radio programs fill in the gaps in language teaching. Beside this, the mission felt that the programs like CAL, Head Start and Touch Screen help both the students as well as teachers benefitted optimally in conceptual understanding and also could break the monotony of classroom teaching. It would be beneficial if internet facility is provided to schools with any one these programs.

38. The "Read Chhattisgarh, Read India" program is being implemented in all primary schools in the state, after having been piloted in one district last year. The team observed this program that includes baseline, mid-term and end-term assessments accompanied by remedial coaching in many of the schools visited. Virtually, all teachers and schools reported that this program had facilitated substantial improvements in basic reading and numeracy skills. It will be important that the practice of classroom assessment and remedial teaching introduced by this program is sustained even after its completion.

#### **IV. Programme Management Issues**

39. *Staffing and Capacity of SPO and DPO:* The state has area experts for Pedagogy, Gender and Tribal Education, AIE and also planning. Attention also needs to be paid to constant renewal of skills of these staff once appointed. Some DPOs do not have adequate full staffing in these areas. There is a need to review the staffing and the particularly the expertise of staff responsible for Pedagogy, Tribal Education and Inclusive Education, consistent with the shift in focus in the program to quality with equity.

##### *Financial Management.*

40. Fund flow: The state's share until December 31, 2007 was 38% (Table 1) and for the full FY08 is expected to be exactly 35% as per the requirements. Electronic transfer from GOI to the State in FY08 took place in two installments, with the first installment at the beginning of May (as per the new arrangement for ad hoc transfer in April as of 2007/08), and the remaining on January 2, 2008. Fund transfer to districts was also done through electronic channels in multiple tranches, with largest volume of funds distributed in the first two installments in July and August. Fund transfer to lower levels is done through account transfer (checks). Funds for civil works are transferred to the implementing agency in three installments with the final installment of 10% contingent on appropriate certification. Funds to schools (school maintenance grants,



TLE funds, teacher grants, and school grants) are provided to schools in a single installment. Funds for BRC maintenance, transportation of textbooks, training etc. are forwarded to BRCs.

41. Accounting and Reporting: Reporting from district to state takes place on the basis of monthly and quarterly formats and from state to GOI through the monthly reporting (MMRs), quarterly reporting of physical and financial progress against AWPB (PMIS). Reports are used to verify utilization for releases.

42. Double entry accounting is used at block, district and state levels. Records maintained at state level include BRS, ledger, journal, advance register, audit objection register, Bank draft/check issue and receipt registers, stock and vehicle registers, etc. Similar records are maintained at district and block levels. Most schools maintain cash books and pass books, and stock registers, although updating of the stock registers appears to be uneven. Block and school levels also maintain utilization certificates. Computerization of accounts is absent at district and lower levels. The PMIS and accounting manual are available electronically at the state level, and telesoftware (electronic accounting for double entry) is being used only for state level expenditures.

43. Bank reconciliation statements (BRS) are prepared on a monthly basis at the state level. At the district level this is prepared at least yearly, but often half yearly or more frequently depending on need. At block level this is prepared once. The FMP manual (translated into Hindi) is available down till the block level. At village levels a VEC manual in Hindi was available at most schools. However, utilization and familiarity with the VEC manual is uneven.

44. External/Internal Audit: There is no internal audit function and chartered accountants have been used until 2006/7 for internal audit. Since last year, internal audit has been extended to CRC level. Multiple firms were used. In 2007/08 internal audit is being done through Director Treasury and Accounts for all districts and KGBV. At the school level there are only internal checks for utilization.

45. The statutory (external) audit for 2006/07 has been completed (Audit report and UC) which went to GOI prior to release of second installment from GOI. Only one firm was used for the entire audit for NPGEL and SSA and one for KGBV. Fees are as per statutory rates since MP (2000) as per decision of SSA Executive Committee. The appointment of the auditor was completed by May 2007 and completed more or less with the agreed time frame of 3 months. Standard TORs as per the FMP manual are being followed. Auditors certify expenditures based on UCs.

46. The IPAI report raised issues, primarily relating to procurement irregularities in two districts. Disciplinary action is being taken against the responsible official in one district and a departmental inquiry has been proposed in the other.

47. The CAG's audit (through Accountant General) has been done for the first time in the current financial year.

48. Staffing capacity is adequate at state level. All districts have two positions (APC Finance and Accountant); however at present there are 5 APC posts and 4 accountant posts vacant. Four districts (Dantewara, Dhamtari, Kanker, and Sarguja) are missing both personnel. APCs are

typically ex-teachers, and not accounts staff by training. In most blocks, the BRCs themselves (also former teachers) handle accounts. All APCs finance and accountants from all 16 districts and all 146 BRCs received two days training in January on financial management and procurement. The training was provided by resource people from Directorate Treasury, CA firm and the Finance Controller.

49. As per the PAB condition, VECs are responsible for handling expenditures for teachers grant, maintenance, grants, school grants etc. The team was able to confirm that this was taking place in all schools. VECs approved the plans for utilization of these funds and maintained records. To enhance village level transparency, all schools display the names of VEC members and funds received. Not all schools, however display expenditure information adequately and could benefit from sample formats/additional guidance.

### *Procurement*

50. As discussed above, the FMP manual has been rolled out till block level and VEC manual below that. However, awareness and utilization especially at sub-district levels needs to be monitored and strengthened. An EC decision in 2003 states that DPEP procedures would be adopted here. Since the issue of the FMP manual, however, state government procedures have been in use (without any formal EC decision). Despite its use since issuance, the formal EC approval of FMP manual was in the first quarter of 2006. State level confirmed the use of FMP manual on issues like procurement plan, methods of procurement, negotiations, etc., although it appeared to the team that this information, and guidance on the differences between the procurement procedures in the FMP manual and those normally used for government procurement had not been adequately disseminated. Procurement above Rs. 50,000 takes place by open tender and below this, but above Rs. 5000, by limited tender (quotations).

51. The finance controller handles procurement at the state level. At the district level, the district accounts officer is responsible for handling procurement. Procurement monitoring, particularly at sub-district levels does not really exist and needs to be strengthened. As discussed above, procurement training was provided to BRC and higher level staff handling procurement as part of FM training. VEC manuals contain guidance on procurement procedures, but as discussed above, the awareness of this manual at this level is low. However, procurement by limited tender is followed in the schools visited by the mission, for purchases above Rs. 5000; quotations were filed and available at the few schools where a random check was carried out. Additional training at this level could be beneficial.

52. Awareness of requirements to post notices for invitation of tenders or expressions of interest on state website, for maintaining and training accounting staff on procurement, forwarding procurement audit checklists to auditors, systematically maintaining details on contracts issued at all levels, preparing procurement plans, submitting to GOI and on state website exists at state level but could benefit from strengthening at lower levels (in cases where these are relevant).

53. *Civil works and environmental issues.* Implementing agencies for civil works are predominantly the gram panchayats in the majority of cases. The PAB commitment to complete all civil works by June 2007 was not met, apparently due to the high demand from multiple sectors compared to local capacity. To address this, however, an agreement has now been

reached at the state level on the inclusion of education civil works as a priority sector in the Chief Minister's Five Point program with progress reviewed by Chief Secretary.

54. A synthesis report (dated December 2007) on the National Evaluation of Civil Works Under SSA, which covers Chhattisgarh, was provided to the JRM team in New Delhi. This synthesis report did not seem to have yet reached the SPO or RES; however, an October detailed report had been received to which responses had been provided by the SPO in late December. It is unclear whether these responses were considered at the time of finalizing the synthesis report, as some of the issues raised are being addressed (e.g. ramps, third party construction supervision). The issues raised included (i) the need for detailed mapping of school infrastructure for all catchments to improve planning; (ii) the need to provide move away from a uniform costing system to one that allows variation for example for remote schools and difficult soil types; (iii) the need to strengthen the SPO through the provision of a full technical team that could prepare cost estimates and also the district and block level technical team to enable more intensive supervision; (iii) Intensive third party monitoring for day to day inspection; (iv) provision of material testing including simple testing techniques at site; (v) Structural shortcomings including improper disaster resistance, provision of plinth protection works, improper design of ramps, lack of rain spouts or drainage pipes; (vi) inadequate communication and transportation between administrative and technical teams at state level; and (vii) formats for construction instructions to village sarpanch/head master to monitor materials use at various levels; (viii) reporting of alterations/deviations; and (ix) planning for future expansion; (x) additional facilities (including boundary walls, drinking water and sanitation facility; (xi) inadequate and uniform maintenance grant.

55. School visits and discussions with community members suggested generally satisfactory quality. Most schools are introducing the BALA concept. Some schools with greater community participation had better environments, boundary walls, development of school complex, etc. However, the JRM team had serious concerns with the provision of toilet facilities in schools. These are still lacking in several schools. Where they are provided, their design and inadequate maintenance reduces their utility and raises concerns on health and sanitation. Although the TSC is providing toilets to schools with priority, consideration needs to be given to ensuring the quality of provision and to providing running water facilities in toilets.

## **V. Monitoring, Evaluation and Research**

56. *DISE, Household Census.* After two years of limited priority accorded to DISE, this past year has seen timely implementation of DISE and renewed efforts to improve its quality. The majority of vacancies for programmers and data entry operators at district levels have been filled. Training was provided, with the assistance of NUEPA to all district staff. All districts are preparing comparative trend reports – for the first time at the state level. The EMIS in charge at the SPO is carrying out cross-validation of data between DISE and AWPB data, a good practice.

57. Five percent sample checks were carried out in three districts last year and are planned for an additional three districts for this year. There is a tendency to request agencies to do these checks without cost; agencies should be selected based on technical qualifications for checks and analysis.

58. The EMIS section has commissioned the electronic entry of household survey data centrally for the entire state at Raipur district for the first time with a plan to provide accessibility in a dynamic user friendly manner and village report cards will be posted on the net.

59. *Quality Monitoring* needs considerable strengthening. As discussed above, continuous classroom assessment is still not systematically being used to identify and strengthen skills that are not adequately acquired or children requiring additional attention. The NCERT Quality Monitoring Tools are being dutifully filled in by teachers and cluster and block resource people, but do not really appear to be used for feedback and improvement. The emphasis seems to be primarily on student grades and less on pedagogical processes. The fact that the training provided does not translate to changes in classroom processes also suggests the need to strengthen monitoring by CACs and BRCs. Raipur district has introduced a system of school grading: a points system is used to compute a school grade based on performance of all students in the school in the grade 5 or grade 8 Board examinations. School grades are posted at the school. However, this does not appear to be practiced in all districts (e.g. Dhamtari). Moreover, awareness of the grading system by parents is low in many communities.

60. Unlike some other states, Chhattisgarh has not yet developed a standardized pupil assessment system that can provide uniform achievement against learning goals for the state, or enable it to examine learning levels of various districts, or obtain feedback about interventions that improve learning. However, the team was informed that a baseline assessment survey for the state was being carried out by SCERT as a requirement for the European Commission project in all grades 1-8, and that repeater surveys were planned. The model being used was similar to the NCERT achievement surveys. Carrying out well designed assessment surveys is a highly technical area which requires adequate capacity to be meaningful. The state may benefit from GOI initiatives in this regard.

61. *Research studies.* The research program to support SSA is weak. Although there are several good ideas for research, the JRM team was unable to identify any research carried out either by a research firm, or NCERT that has been completed and provided feedback for the state. On the other hand, an innovative practice is the provision of research topics to Masters Students; many of these theses are complete and have provided useful insights.

62. Seven studies are now being commissioned on relevant issues by the SPO and another five are being done by SCERT. The JRM team felt that there was lack of clarity on methodology on several of the studies that are to be carried out by SCERT. At lower levels, such as DIETs, the capacity is also limited.

63. A well developed and implemented research program can play an important role in supporting SSA goals. The JRM team was of the view that there is considerable need to strengthen the research component of SSA. Although outside the ambit of SSA, capacity of SCERT and DIETs to do research needs to be strengthened; in this regard partnerships with reputed international and national research institutes could be beneficial. Their libraries are stocked with old and outdated books and need improvement. Even newly purchased books tend to be sub-standard.

## VI. Recommendations.

Chhattisgarh has made excellent progress on access and equity. The energy and drive of the new Mission Director was apparent to the team throughout the field visits. The JRM team found that some messages on quality and the need to ensure basic skills have begun to filter down to schools, but a much greater focus driven by the state on quality is now needed. Discussions at the state, district and sub-district levels revealed the absence of a coherent strategy to improve quality; in part due to the still incomplete agenda on teacher hiring and civil works. With the mission to improve access and equity largely a success, the same focus, stakeholder mobilization, planning and budgeting now directed to quality and retention. The following are some of the recommendations for consideration:

### A. Quality with equity

- Suggested steps to address *student absenteeism* include regular and rigorous monitoring and understanding of causes as per PAB commitment with priority. Improvements in quality and ensuring that the pedagogy caters to all children will also contribute to increased motivation, and possibly attendance.
- Careful design of a strategy for the use of residential schooling for tribal children, including at primary level, particularly in remote and difficult terrains and children of migrants, as an essential component to any strategy for quality with equity.
- In the 9 SFDs, carefully designed mother tongue based MLE initiatives could be piloted, evaluated and considered for scaling up particularly in blocks where children speak languages other than Hindi and Chhattisgarhi.
- *Teachers* are central to improving quality and particular focus needs to now be given to teacher quality issues. These could include:
  - Review and design of teacher accountability systems, including to link confirmation, increments and promotions contingent on performance and skills upgrading.
  - Although outside the remit of SSA, improve the quality of in-service training through strengthening the capacity of the DIET faculty who prepare teacher trainers. This could be done through sustained interaction/twinning with reputed professional groups beyond the existing state network. There is also a need to link training with specific teacher competencies.
  - There is need to review in-service programs and to introduce a system of quality assurance. With regard to content, B.El.Ed programs developed by the Central Institute of Education, Delhi University, could serve as a useful model.
- SCERT, Textbook Bureau and the Printer need to develop a set of norms against which the textbooks should be evaluated once before these are sent to the press and once the proof comes out of the press. One outside textbook professional may be involved in this process.
- Mobilization of communities and parents in support of improved classroom instruction and learning.

### B. Programme Management.

- Financial management and procurement should continue to be strengthened through: (i) addressing with urgency the vacancies in existing districts; (ii) focused attention to ensure rigorous implementation of FMP guidelines in the FMP manual; (iii) robust monitoring and training at all levels, with a particular focus on sub-district levels; (iv) strengthened coverage of external audit at decentralized levels; (v) commission a study to evaluate effectiveness of

capacity building initiatives; (vi) enhanced disclosure of contract opportunities, contract award decisions; (vii) strengthened contract documentation.

- Civil works: It is suggested that discussions of the independent evaluations take place between GOI, state and independent evaluators to discuss appropriate follow up. Consideration needs to be given to providing clean and usable toilet facilities with running water provision.

### C. Monitoring, Evaluation and Research

- There is need to strengthen *quality monitoring* including through a focus on well defined indicators of good pedagogy and classroom instructions. Standardized testing can also play an important role and the state may want to work with NCERT to receive the needed capacity building from the Technical Cooperation (TC) Fund made available by DfID to strengthen the state assessment system being developed and to ensure that it provides useful feedback on quality.
- There is a need to beef up the research program carried out by the SPO, and to obtain research services through procurement from the best qualified firms. The capacity of SCERT in research needs to be strengthened, perhaps through such collaborative research with reputed research agencies. One specific possibility is to requesting capacity building in the evaluation of important pilot initiatives to improve quality (such as such as the multi-grade pilot, MLE pilot, introduction of school improvement planning), through the TC Fund.

Annex 1: SSA Chhattisgarh Budget and Expenditure 2005-06 and 2006-07.

Table 1: Chhattisgarh Budget and Expenditure 2006-07

		State		% Exp.
		Budget	Expenditure	
<b>Opening Balance</b>				
	<b>Opening Balance</b>	0.000	<b>822.903</b>	
	<b>TOTAL Receipts</b>	<b>0.000</b>	<b>68932.048</b>	
	<b>Application (Expenditure)</b>			
(a)	Teacher Salary	24355.528	18990.627	77.97
(b)	BRC	601.670	335.970	55.84
(c)	CRC	95.436	95.330	99.89
(d)	Civil Work	36838.156	31331.176	85.05
(e)	EGS/AIE	1540.259	1060.126	68.83
(f)	Free Text Book	4477.109	2665.932	59.55
(g)	Innovation	787.568	417.049	52.95
(h)	IED	321.422	158.693	49.37
(l)	Maintenance Grant	1611.350	1431.735	88.85
(j)	Management Cost	2274.351	1169.064	51.40
(k)	Research & Evaluation	627.942	225.203	35.86
(l)	School Grant	817.420	797.250	97.53
(m)	Teacher Grant	585.265	508.965	86.96
(n)	TLE	2182.100	1844.640	84.54
(o)	Teacher Training	2643.390	1879.119	71.09
(p)	Community Mobilisation	95.429	71.139	74.55
(q)	SIEMAT	0.000	0.000	
(r)	State Component	536.310	488.989	91.18
(s)	NPEGEL	1740.960	810.251	46.54
<b>(t)</b>	<b>Others</b>		<b>0.000</b>	
			60.241	
	<b>TOTAL</b>	<b>82131.664</b>	<b>64341.498</b>	<b>78.34</b>
	<b>Closing Balance</b>		<b>4590.550</b>	

**Table 2: Chhattisgarh Budget and Expenditure 2007-08**

		State Total		% Exp.
	<b>Opening Balance</b>		3253.04	
	<b>TOTAL Receipts</b>		<b>43569.45</b>	
Component		Approved	Exp.	
(a)	Teacher Salary	15388.29	9710.79	63
(b)	BRC	445.43	263.57	59
(c)	CRC	128.43	127.09	99
(d)	Civil Work	21001.92	18897.89	90
(e)	EGS/AIE	1689.56	348.64	21
(f)	Free Text Book	4213.26	4158.49	99
(g)	Innovation	963.94	706.40	73
(h)	IED	316.35	123.94	39
(I)	Maintenance Grant	1609.65	1428.54	89
(j)	Management Cost	975.44	618.24	63
(k)	Research & Evaluation	492.21	274.94	56
(l)	School Grant	758.96	737.64	97
(m)	Teacher Grant	574.54	475.65	83
(n)	TLE	2337.75	1812.05	78
(o)	Teacher Training	2193.00	1391.24	63
(p)	Community Trg	93.11	47.31	51
(q)	SIEMAT	0.00	0.00	
(r)	State Component	547.47	341.12	62
(s)	NPEGEL	1338.71	1123.50	84
	<b>TOTAL</b>	<b>55068.02</b>	<b>42746.54</b>	<b>78</b>
	<b>Closing Balance</b>		<b>822.90</b>	



**Annex 2: Status of the interventions approved for Out of School Children**

S. No.	Intervention	Number of	Achievement
1	Strengthening of Maktabas and Madrasas	2750	
2.	NRBC (primary)	3722	1593
3.	NRBC (upper primary)	2475	1050
4.	RBC in Dantewada district	21198	21198
5.	RBC in Mahasamund district	64	64
6.	Special EGS type school in Dantewada district (primary)	13260	13260
7.	Special EGS type school in Dantewada district (upper primary)	788	788
8.	Residential camps	15813	14127
9.	15 night shelters in urban areas (costing from innovation component)	378	All are running at capacity
10.	Dormitory for migrant children (costing from innovation component, for 15 existing and 8 new dormitories)	846	All are running at capacity
11.	24 dormitories for tribal children (costing from innovation component)	621	All are running at capacity
12.	Evening Schools (costing from innovation component)	80	All are running at capacity
13.	Mainstreaming through mobilization in new and existing primary and upper primary schools (costing from management component)	61637	
		<b>123632</b>	

### Annex 3: Results Monitoring

S.No.	Outcome Indicators	Baseline with source (2006-07)		2007-08	
	Goal I : All children in School / EGS centres / Alternative and Innovative Education Centers		Target Value	Current Status	Comments
1.	Number of children aged 6-14 years not enrolled in School/ EGS centres / AIE Centres		123632 OOSC	52080 children have been enrolled under AIE against the target 57320.	A total of 82590 have been covered through different strategies for OOSC. Remaining uncovered belong to Dantewada, Bastar, Korba, Kawardha, Kanker districts either due to Naxalite activities or difficult geographical areas with low population density.
2.	Number of children enrolled in schools	Primary level : 3074250 Upper primary level : 1120972 (2006-07-DISE) EGS/AIE : 123	4318854	4277812	same as above
3.	Ratio of Primary to Upper primary schools	(2006-07 : DISE) 2.2	2.1 (2006-07: AWP)	2.33 (2007-08: AWP)	during 2007-08 no. of PS started is more than no. of UPS started
4.	Number of children with special needs (CWSN) enrolled in school or alternative system including home based education	19655	25645	30423 (2007-08: AWP)	

S.No.	Outcome Indicators	Baseline with source (2006-07)		2007-08	
	Goal 2 : Bridging gender and social category gaps		Target Value	Current Status	Comments
5.	Girls, as a share of students enrolled at Primary and Upper Primary level.	Share of girls in primary schools : 48.89 Share of girls in upper primary school :47.28 (2006-07: AWP)	48.8 47.28 (2007-08: AWP)	48.8 47.28 (2007-08: AWP)	
6.	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 :14.93 Share of SC children in Upper primary :14.89 Share of ST children in Primary Schools :32.27 Share of ST children in Upper primary :27.29 (2006-07: AWP)	Share of SC children in Primary schools :15.21 Share of SC children in Upper primary :14.89 Share of ST children in Primary Schools :32.77 Share of ST children in Upper primary :27.29 (2007-08: AWP)	15.21 14.89 32.77 27.29 (2007-08: AWP)	

S.No.	Outcome Indicators	Baseline with source (2006-07)		2007-08 .	
	<b>Goal III: Universal Retention</b>		<b>Target Value</b>	<b>Current Status</b>	<b>Comments</b>
7.	Transition rates from Primary to upper primary	Transition rates from Primary to upper primary :93.76 (2006-07: AWP)  Transition rates from Primary to upper primary :69.35 (2006-07: DISE )	95%  (2007-08: AWP)	95%  (2007-08: AWP)	Baseline and Targets in past year were set on the basis of alternate data collected prior to AWP due to delays in DISE.
8.	Retention at primary level	Retention at primary level :89.95  Retention at upper primary level : 88.12 (2006-07: AWP)  Retention at primary level :69.12  Retention at primary level : (2006-07: DISE )	95%  93%  (2007-08: AWP)	92%  93%  (2007-08: AWP)	Same as above
9.	Retention at Elementary level	Retention rate at Elementary level : (If Elementary Stage is Class I to Class VIII) 89.34 (2006-07: AWP)  Retention rate at Elementary level :  (If Elementary Cycle is Class I to Class VII)	92.46%  (2007-08: AWP)	92.46%  (2007-08: AWP)	

S.No.	Outcome Indicators	Baseline with source (2006-07)		2007-08	
	Goal IV Education of Satisfactory Quality		Target Value	Current Status	Comments
10.	Provision of quality inputs to improve learning levels  (i) Teacher Availability	(i) Pupil teacher ratio at primary level : 38.19  (ii) Pupil Teacher Ratio at upper primary : 25.9  (iii) Number of districts with PTR>60 at elementary level:None  (2006-07: DISE)	34%  24%  (2007-08: AWP)	40%  27%  (2007-08: AWP)	After the appointment of teachers in the month of April 2008, the target will be achieved.
	(ii) Availability of Teaching Learning Materials	Percentage of eligible students receive free text books : 100  (Source)  Percentage of teachers received TLM grants : 91.5%  (Source)  Number of schools state-wise using materials other than textbooks :  (e.g. workbooks/worksheets/ABL Cards/Kits/CAL/Supplementary books etc.)	2296584  959117	2296584  959117	All students of target group have been given FTB in the month of June and July 2007
11.	Process indicators on quality  (i) Teacher training	Percentage of teachers received in-service training against annual target :  (Source)	Twenty days of in-service teacher training was sanctioned for 105274 teachers.	86% of the target has been achieved(district progress reports)	complete by March 2008

11	(ii) Teacher Support & Academic Supervision	<p>Percentage of BRCs/CRCs are operational : 100 (Source)</p> <p>Effectiveness of BRC/CRC in academic supervision and improving school performance :</p> <ul style="list-style-type: none"> <li>* Performance against agreed roles &amp; functions <i>Performing as per instruction</i></li> <li>* Extent to which task are being done <i>Almost all the tasks are done</i></li> <li>* Extent of on-site support given to schools/teachers <b>Regular on-site support through CACs/ Supportive Teachers</b></li> <li>* Content &amp; quantum of training given to BRC/CRC <b>BRCC/ CRC were the RPs for different training</b></li> <li>* Perception of teachers/stakeholders. <b>Almost clear</b></li> </ul> <p>[General Observation]</p>	<p>100%</p> <p><i>Performing as per instruction</i></p> <p><i>Almost all the given tasks are done</i></p>	<p>Mission comments: Measurable indicators of effectiveness need to be developed for this indicator to be meaningful</p>
	(iii) Classroom Practices	<p>Change in classroom practices/ innovative methodologies in use :</p> <ul style="list-style-type: none"> <li>* Teachers instructional time. <b>Minimum 4-5 hours a day</b></li> <li>* Student learning opportunity time. <b>Minimum 4-5 hours a day</b></li> </ul>	<p>Change in classroom practices/ innovative methodologies in use :</p> <ul style="list-style-type: none"> <li>* Teachers instructional time. <b>Minimum 4-5 hours a day</b></li> <li>* Student learning opportunity time. <b>Minimum 4-5 hours a day</b></li> </ul>	<p>Mission Comments: Data is from State. Measurable indicators and instruments need to be developed for this to be meaningful. Mission observations on classroom practices from field visits are in the report.</p>

		<p>* Active student participation <b>Active</b></p> <p>* Use of other materials in classrooms <b>Regular</b></p> <p>* No. of instructional days <b>220 days</b></p> <p>* No. of days teachers were assigned non teaching activities.) <b>5 to 15 days</b></p>	<p>* Active student participation <b>Active</b></p> <p>* Use of other materials in classrooms <b>Regular</b></p> <p>* No. of instructional days <b>220 days</b></p> <p>* No. of days teachers were assigned non teaching activities.) <b>5 to 15 days</b></p>	
	(iv) Pupil Assessment by States	Pupil Assessment System in place in schools : 13 times assessment of children- 10 monthly unit test/Quarterly/half yearly/ annual exam	Reforms in evaluation pattern. Stress-free evaluation. Evaluation is the focus of this year's training	
	(v) Attendance Rates	Student Attendance level at primary and at upper primary: 32.3%	Regular monitoring of schools with a focus to improve student's attendance	Mission entered baseline data based on national study. This information does not appear to be available with state.
	Student Attendance	(Source) National Study in 20 states		
	Teacher Attendance	Teacher Attendance level at primary and upper primary: 24.75%	A study on teacher absenteeism is going on	Mission entered baseline data based on national study. This information does not appear to be available with state.
	Teacher Attendance	(Source) National Study in 20 states		
12.	Accountability to the community	VEC/SDMC/local bodies role in school supervision as per State mandate:	Community support in enrolment, retention & school management	
			School improvement plan with the support of community	
13.	National Student achievement level outcomes	Learning levels for Class III	NA	Data on available BAS (three grades) and MAS (grade 5) achievements at national level were not fully available with state – which suggests need for much greater disseminations, and workshops from national level when results are available. Data were entered by mission to the extent
		Percentage in Maths 41.96% s.d. 26.12		
		Percentage in Language 50.69% s.d. 23.52		
		(2003: NCERT National Assessment Sample Survey-BAS)		

				possible.
		<p>Learning levels for class V</p> <p>Percentage in Maths mean 38.36% s.d. 17.26</p> <p>Percentage in Language mean 49.69% s.d. 16.08</p> <p>Percentage in EVS mean 43.15% s.d. 16.08</p> <p>(2005: NCERT National Assessment Sample Survey – BAS)</p>	<p>Percentage in Maths mean 39.18% s.d. 21.60</p> <p>Percentage in Language mean 50.3% s.d. 19.79</p> <p>Percentage in EVS mean 46.44% s.d. 22.83</p> <p>(2005: NCERT National Assessment Sample Survey – BAS)</p>	Same as above
		<p>Learning levels for Class VII/VIII</p> <p>Percentage / Percentage in Maths 28.96%</p> <p>Percentage / Percentage in Language 43.24%</p> <p>Percentage / Percentage in Science 35.04%</p> <p>Percentage / Percentage in Social Science 39.66%</p> <p>(2002: NCERT National Assessment Sample Survey – BAS)</p>	N.A.	Same as above



**Annex 4: Monitoring Indicators****Infrastructure Provisioning**

State / Union Territory:

Unit	Category	Cumulative up to 2007-08		
		No. Sanctioned	No. Completed	% of completion
State Total	Component			
	Classroom construction	12226	7507	61.40
	Opening of primary schools	9267	9071	97.88
	Opening of upper primary schools	7096	6764	95.32
	Appointment of teachers	53391	47282	85.42
	Provision of drinking water facilities	2228	1963	88.11
	Girls toilet	3073	3070	99.90
	Enrollment in EGS/AIE	57320	51707	90.21

**INDIA**  
**SARVA SIKSHA ABHIYAN (SSA)**  
**7<sup>th</sup> JOINT REVIEW MISSION**  
**STATE REPORT: HARYANA**  
**(January 23-29, 2007)**

**1.0 Introduction**

1.1 On behalf of the 7<sup>th</sup> Joint Review Mission (JRM) of the Sarva Siksha Abhiyan (SSA), Dr. Mohd. Akhtar Siddiqui (GoI) and Pankaj Jain (DFID) visited the State of Haryana from 23<sup>rd</sup> to 29<sup>th</sup> January 2007. The guiding principle was 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 strengthen implementation capacities. The Mission sought to review progress in overall implementation including access, equity and quality, financial management, procurement and safeguard issues, look at processes being adopted to achieve the objectives of Sarva Shiksha Abhiyan, examine issues related to State and District implementation capacity and recommend any studies to be undertaken in the following six months.

1.2 At the State level, discussions were held with the State Project Director and his team as well as the Director, Elementary Education. We also met with the Director SCERT, and the Officer i/c SIEMT. The team visited the districts of Kurukshetra and Hisar as well as a KGBV in district Jind and had the opportunity of seeing some additional civil works and VEC training progress in district Panchkula. In the districts, the team interacted with the Deputy Commissioner and Additional Deputy Commissioner (in charge SSA) of both the districts, the District Project Officers and their teams, and visited several schools, AIE centres, vocational, NPEGEL, and IED centres, DIETs and Bachpanshalas (ECCE centres). The team also met with VEC office bearers and members, Panchayat members as well as parents of children at various schools.

1.3 The team members wish to place on record their appreciation for the support and extensive documentation provided by the State Project Director and his team including the Planning Consultant and Gender Coordinator and thank the SPD and his team, the Director of Elementary Education as well as all the officers and the staff at the district level who gave us their time, shared views and knowledge with us and for their overall assistance and their hospitality.

**2.0 Overview**

2.1 Haryana has 20 districts, 119 blocks, 1487 clusters and 14131 schools with 44.21 lakh children (2006-07). The State has been making significant improvements in PTRs, teachers' and student attendance along with major investments in infrastructure and MDM.

### **3.0 Overall Implementation**

#### **Access**

3.1 Haryana is reaching near saturation levels on access. GERs are up (96% at PS, 94% at UP) and OoSC are down to 1.25 lakhs with the bulk attributable to Mewat. There are 1.9 PS for every UP school. On average, there is a PS within 1.08 kms and a UP school within 1.36 kms of every habitation. (An exception is Morni block in Panchkula, where the terrain is hilly a child has to travel 6-7 kms for a UPS). NERs have improved (77% at PS, 72% at UP).

3.2 Improvements on access have been made possible through extensive community mobilization and working through VECs, PTAs and MTAs. This is ensuring that no children are left behind in the village. Our conversations with VECs and other community leaders confirm the commitment of the community in making this a reality. This is being supplemented by a better school environment. Infrastructure improvements at school levels have resulted in adequate classrooms (average 27 students to a class), girls' toilets ( 92.2 %), drinking water (92%), back up power in many schools (through community contributions), kitchen sheds, EDUSAT facilities etc. The role of the community in strengthening physical facilities has been remarkable. MDM is working reasonably well and the team had occasion to examine records and assess its performance in all the schools visited.

3.3 Other initiatives by the State have served to incentivise enrolment and retention. These include cycles for girls, uniforms, school bags, stipends for attendance etc. all of which are over and above free textbooks provided under SSA, now proposed to cover all children. It was encouraging to note the efforts put in by the state to provide uniform woolens to children in AIE centres through philanthropic efforts. MDM at AIE centres has been particularly helpful. The hardest to reach children remain the children in Mewat as well as those of migrant labour including workers at brick kilns. Principal strategy for such children (other than those in Mewat) revolves around AIE centres.

#### **Equity**

3.4 Though Haryana has an adverse sex ratio( 861), progress in enrolment of girls has been noteworthy with a GPI of 0.9 and girls are 48% of the class at PS and 49.5% at UP level. Given the socio cultural context of Haryana, this is no mean achievement particularly when all girls schools are few. The provision of cycles, NPEGEL centres, financial incentives for keeping the girl in school and partnerships with VECs, PTAs/MTAs have combined to bring about this very significant and far reaching change. Some of the AIE centres which have older girls have thoughtfully incorporated vocational training and are working well as vocational centres with dedicated EVs. In addition to literacy skills, these girls are being trained in sewing and embroidery skills with material provided by the centre. These children are later mainstreamed.

3.5 KGBVs are taking off very well, breaking new ground, since residential girls schools have hitherto been few and far in between. The community is enthusiastic, including SCs and minority parents. Existing KGBVs are unable to meet demands for admissions. Out of 9 KGBVs in the State, 6 are in Mewat alone with 177 Muslim girls out of 309 enrolled. Many more KGBVs are needed, though GoI's conditionalities on transfer of land to Government is proving to be a hurdle. At existing KGBVs, currently approved infrastructure will prove grossly inadequate even for the admissions expected this year. There is also a case for greater flexibility for spending in respect of spillover funds. Ironically success in enrolments and retention at UP level is leading to greater challenges beyond Class VIII, with parents favouring girls only schools at secondary levels. Cycles have played a big role in getting these girls to UPS, beyond this, the challenges are different and require appropriate and innovative approaches.

3.6 Other interventions which have worked in promoting girls education have been the ECCE centres (Bachpanshalas – 773 nos.) and NPEGEL centres (3260). However since reward and compensation structures across these centres and AIE centres are not harmonized, it is becoming difficult to sustain them. NPEGEL centres also need more flexibility in expenditure within overall ceilings. 1000 more NPEGEL centres are planned in 89 non NPEGEL blocks. These require infrastructure and guidance.

3.7 As against a 19.5% share in the population, SC enrolment in schools as per DISE is over 30%. (As per the SPDs office current figures are 34%). Support from the State in terms of uniform, shoes, stationary, school bags and stipends has been liberal. The State also provides cycles to SC boys from its own resources. While high enrolments of girls and SCs are cause for celebration, it is also sobering to note that in the State, boys from general category are more likely to be found in private schools, to which a premium is attached.

3.8 Minorities outside Mewat (Muslims) and Sirsa (Sikhs, Muslims) are microscopic in rural areas. They need more attention, particularly Muslims and SC Sikhs, where being a minority combines with poor economic status and lack of awareness leading to neglect of education. A good example is the 70-100 Muslim families in Dayal Singh Colony near Hansi in Hisar. Mewat presents a bigger challenge being one of the districts with over 50,000 OoSC. It is interesting to note that Mewat has the highest allocation of resources but the lowest spend. Out of 400 madrasa in Mewat, 103 have been supported as AIE centres through NGOs.

3.9 Migrant labour is being targeted through AIE centres. There is some support available from local donors/ communities for improving provisioning for students at such centres. These centres rely on NGOs and their track record in terms of running these centres and mainstreaming children has been mixed. The State is tightening up its systems in this respect. There are 400 brick kilns in Jhajhar district having 10,000 children of migratory labour. 5000 of these are going to be enrolled in AIE centres (Bhatta schools) by February. Since many children at AIE centres in rural areas belong to migrant labour, it has been suggested that summer hostels to keep children in when parents go in for seasonal migration could be helpful. This needs to be explored further.

3.10 The process of mainstreaming of AIE children needs further attention. There is currently no tracking system for such children once they enter regular schools. Significant capacity constraints amongst on the NGO side are limiting options on RBCs/NRBCs for such children. Remedial teaching for mainstreamed children is an idea worth exploring. The State is also exploring options on working with alternatives such as destitute centres, Red Cross Society, District Welfare Society etc.

3.11 The State has made very good progress on working with CWSN (22933 out of 29197 CWSN are in school). IED centres are generally well equipped and staffed. Arrangements for transport to bring children to school and take them back are in place. State level games for CWSN are organized regularly. Home based training is also being provided to most of the eligible children. A standard design for ramps forms part of the VEC manual. Despite ramps in many locations, schools are not yet barrier free. Ramps are of variable quality, with inadequate thought to gradient, accessibility as well as placement and provisioning of railings. To be fair, many of the ramps have been built by other agencies such as for elections, by panchayats etc. in respect of which SSA has little recourse. Toilets are not disabled friendly as yet. The standard drawing for toilets in the VEC manual needs to be revisited as per the manual provided by the Chief Commissioner for Persons with Disabilities. It is understood that the State has plans to begin with CWSN friendly toilets in IED model schools.

3.12 Despite visible success, some areas of improvement emerge. Convergence with other support providers such as doctors, physiotherapists, Child Welfare and Social Welfare Department beyond the first phase of identification remains poor. There are severe constraints on availability of specialist doctors, clinical psychologists and physiotherapists across the State. A camp approach therefore seems to be the only workable approach. Special teachers generally come with previous training on one type of disability and do not feel equally confident about dealing with another disability. They need greater exposure and more training opportunities. CWSN are being supplied with some equipment and artificial limbs. In Panipat, all the 1062 CWSN in need of artificial limbs will get the same by March this year through an NGO. Elsewhere, audiometric and speech therapy equipment along with Braille and low vision kits could be usefully added. The special teachers are also currently not involved with the academic performance of such children. Transition rates and assessment tests do not currently provide disaggregated data for such children.

#### **4.0 Outcomes on Transition, Retention and Assessments**

4.1 As noted earlier, retention strategies adopted in Haryana, particularly for girls and SCs are working. Dropout rates are falling (down from 4.36 in 2005-06 to 2.24 in 2006-07 at UP level) and in the schools visited by the team, drop outs were primarily happening due to migration to another school.

4.2 Transition rates are high. (90.78%) This has been accompanied by a change in students' assessments systems. Haryana has introduced a semester system in schools

from 2006-07 and students of Classes VI - VIII are therefore tested for each semester and not for the whole year. Tests for the first semester have been restructured as objective type examinations while those for the second semester are normal examinations. This does give a somewhat incomplete picture of learning levels and it is understood that the State is currently considering a change.

4.3 Sample assessments at Class II, IV and VI have been separately carried out by the SPO. Time series data is not yet available. Interaction with students in various classes at all the schools visited revealed that levels in Hindi and English were adequate to average, in mathematics and science they were average to poor and in social studies these were very poor. Parents and higher level teachers also complain of poor student abilities in different subjects particularly in science, mathematics and language. Overall it was also clear that assessments are not yet being used as a tool for improving teaching - learning.

## 5.0 Quality

5.1 Among the various determinants of quality, PTRs have improved over the years (42:1 in 2004-05 to 37:1 in 2006-07 at PS, 21.4:1 in 2004-05 to 17:1 in 2006-07 at UP level). This is despite a stay by the High Court on teachers' recruitment since 2006. There are vacancies but 'guest' teachers have helped to get around this problem. (Haryana currently has 7814 Guest Teachers. They are paid Rs 295 per day. It also has 5112 Guest Masters paid Rs. 70/- per period ) DISE data does not capture guest teachers. Multi grade classes are a reality in 30-35% of PS. An additional complication is that in many cases, it is children of Class I and Nursery who sit together.

5.2 TLM grants have been provided to each teacher. Their utilisation remains inadequate and unsupervised. Teaching aids were mostly unimaginative and the stock response on expenditure was spending on charts. This points to a drawback in the current course content of teachers training. Head teachers and VECs also need to be sensitized towards monitoring use of this grant.

5.3 Teachers are currently required to attend 20 days training each year in 3 spells of 7, 8 and 5 days. This training through Master Trainers is for the most part not effective. Training content is repetitive and unimaginatively designed, has no inputs on developing or using TLMs and relies exclusively on lectures as pedagogy. Flexibility in adaptation of SCERT developed modules at district levels would be useful. Multi grade teaching is not part of training though a significant number of PS have multi grade students. Tamil Nadu, Karnataka, Andhra Pradesh and Uttarakhand have developed training material on this which could be used. Workbooks are planned to be introduced but training has not taken cognizance of this development. What is needed is decentralized assessment of training needs, planning, scheduling and customization of modules, workshop and exercise/projects based pedagogy, use of better qualified MTs (preferably from other blocks), introduction to workbooks. Given capacity constraints at SCERT and DIETs, the State could consider alternative approaches to teachers training. Experiences of States such as Tamil Nadu could be shared. It has also been suggested that training each teacher every

year is perhaps no longer necessary. The State could examine whether more focused training given every alternate year could serve the purpose.

5.4 Options on residential teacher training need to be explored. Training, as it is currently structured, is becoming an issue leading to resentment and not a tool for learning and skill enhancement. Trainings are being scheduled during vacations and there is no incentive for either getting trained or improving performance as a result of training. Being selected as a KRP/ MT is seen as a nuisance at best and as a punishment at worst. Incentive rates have not been revised over many years.

5.5 The team sensed an urgency in the State to fix teachers training, the weakest link in the program in the State. A major revamp is warranted. The State is however handicapped by the thoroughly inadequate ceiling of Rs. 70 per day, which must cover a huge array of costs. (See Annex 1 for details)

5.6 Attempts have been made to carry out teachers training through EDUSAT (operational in 8800 out of 9070 PS, of which 1250 were taken through training). This represents an improvement over traditional methods of teacher training. The scope for interaction with Resource Persons does however need to improve. In most schools, it is being used to supplement classroom teaching of students. EDUSAT was also used quite effectively for training teachers in completing DISE formats correctly.

5.7 DISE reports improving levels of teacher's attendance in the State and less time being spent on non teaching activities. Daily diaries for teachers have been introduced by the State. The team's assessment was that teachers availability in the classroom is increasingly becoming contingent on guest teachers.

5.8 Text books were generally available in time during 2007-08, except for delays in those for optional subjects. The system of distribution is streamlined and working well. All the students with whom the team interacted had their complement of textbooks in the first month of the session except in the case of optionals as stated above. Local arrangements had been made by schools through last years' students etc. to meet this shortfall.

5.9 The purpose or intent of remedial teaching has not percolated to teachers and schools. There is no definite system for identifying children requiring remedial teaching. Remedial teaching has been converted into extra revisionary classes for all children. Improvements are possible. Work on other aspects of the teacher student transaction could help.

5.10 BRCs and CRCs are struggling to cope with alarming levels of vacancies. In 1487 clusters, there are 563 ABRCs in place. The cadre of ABRCs is marked by high turnover as it is a cadre essentially of deputationists and is often viewed as a dumping ground. There are also question marks over the status of ABRCs post SSA. CRCs were in general, handling 2-3 clusters, in one instance, as many as 7 clusters were assigned to 1 ABRC. This has a direct impact on quality of monitoring and academic support as their

role became quite limited. Only headmasters and at best one teacher from a school attend monthly CRC meetings.

5.11 CAL remains confined to supply of hardware and basic / OS software. Non availability of regular power supply in most schools is a major problem. Teachers are in place with little idea of what to do. The State is yet to roll out a curriculum and has taken up work on this. GoI could take the lead on experience sharing of initiatives which have worked elsewhere.

## **6.0 Financial Management and Procurement**

6.1 Electronic transfer of funds from State to all districts except Mewat is in place. Transfers to sub district level are by cheque/ draft with concomitant delays of 15-30 days. Financial reports are prepared and reviewed on a monthly basis. Districts prepare BRS each month. The F M & P manual and its amendments are available at the district. Section Officer and Accountant at the district level have attended training workshops at State level. UCs upto 2005-06 have been received for all grants and are still being received for 2006-07, particularly from VECs.

6.2 An external auditor was appointed for three years wef 2006-07. Audit of procurement processes is part of the job. The auditor is reported to have certified expenditure based on UCs and audited statements have been given to districts. Audit of districts has been carried out at the State capital. This has a tangible impact on the quality of audit. Internal audit is carried out at the SPO and at 16 districts by government staff.

6.3 Each DPO is expected to have a Section Officer, an Accountant and an Accounts clerk at the district level and an Accounts Clerk at the BRC level. In practice there are vacancies at all levels. Kurukshetra has only an Accounts Clerk with a Section Officer from DPC Karnal holding additional charge. Accounts Clerks are not trained and this needs to be taken up urgently. District management costs need better monitoring and control.

6.4 The State has a procurement plan which was shared with the team. While the FM & P manual is generally available, procurement in the State in 2007-08 is mostly assigned to the State Directorate of Supply and Disposals for all supplies exceeding Rs. 5 lakhs. For 2007-08, the Directorate of Supply and Disposals has determined/ in the process of determining rate contracts and approved suppliers to whom orders have been/ are being placed by DPOs. This includes procurements for cycles, TLE, sports kit and physiotherapy items. Computers are similarly assigned to HARTRON, the electronic corporation of Government and orders on rate contract are placed by the SPO. For text books (classes I –V), DPOs place orders and advances with the Directorate of Printing and Stationary while for Classes VI-VIII orders are placed by DPOs with the School Education Board which procures these books. Meena kits under NPEGEL are procured from UNICEF. As outsourced agencies, the Directorate of Supplies and Disposals, HARTRON and the School Education Board follow their own procedures. Negotiations with bidders are part of the process. It was also confirmed that the Directorate of Supplies



and Disposals places procurement tenders on its website. Districts place a large amount as advances with these agencies and an annual reconciliation is usually effected.

6.5 Tenders for BRC and KGBVs are by the SPO. Tender information is put up on the website and the team was informed that there are no negotiations with bidders. At the decentralized level, the team was told that purchases only upto Rs. 500 are permissible without quotation and limited tender is permissible between Rs. 500 and Rs. 50,000.

6.6 The procurement procedure for 2005-06 and 2006-07 was substantially different. The State Khadi & Village Industries Board, and the Ambala Co-operative Store were designated as approved suppliers. Rates and quality were thereafter fixed by a committee at the suppliers' level at the district which reportedly also had representatives of the departments of finance, industry and SSA. The approved supplier/ committee would in turn interface with vendors, approving samples and rates. Orders were thereafter placed by the districts with these approved suppliers.

6.7 The State has informed that it has initiated action in respect of Mewat on SSA procurements and release of funds to NGOs. Complaints were also received by the SPO from DPOs in respect of rates and quality of materials supplied through the Ambala Co-operative Store. All purchases from approved suppliers have been disallowed from 2007-08.

## **7.0 Civil Works**

7.1 A large number of classrooms, girls' toilets and ramps have been built under SSA. Quality of construction has generally been good with the design providing for large verandahs outside classrooms.

7.2 Classroom construction is based on DPEP designs. These lack earthquake safeguards. Even the limited safeguards provided in the drawings have been surprisingly omitted in the estimates. Thus there is no plinth beam, no tie beams on all sides and no RCC columns. No ventilators have been provided and only wooden window shutters have been provided in classrooms. If these are open, they allow for very hot summer winds or very cold winter draughts. If they are closed, there is no light in the room. Innovative solutions involving PVC sheets/ fibre sheets have been tried elsewhere in the State and need to be explored. The issue of disabled friendly toilets and standard ramps has been highlighted earlier. In addition, there is an urgent need to supplement the complement of staff dealing with civil works at the district level in case new sanctions issue at current levels. Currently, there are some vacancies at the level of SDOs and JEs, which need to be filled on priority.

7.3. KGBV building designs need a serious relook. Dormitories and their windows are not designed for double level beds, there are no ventilators, no space is provided for books, or study inside the dormitories, grills are weak and already damaged, windows are fragile, kitchens are without ventilators or chimneys, classroom block has no toilets and external boundary walls are far too low and a security risk. GoI support of Rs. 20 lakhs has been at unrealistic levels and does not cover crucial components such as access

pathways or boundary walls. The JRM was informed that GoI has now raised this support to Rs. 37.5 lakhs.

## **8.0 Processes related to Planning, Monitoring and Evaluation**

8.1 Planning for SSA at the State level is a multi disciplinary exercise involving a variety of stakeholders. It also involves considerable liaison with other agencies such as SCERT (under the Department of Secondary Education) and SIEMT. The SPO has been able to successfully ensure convergence with programmes such as TSC. At the district level this exercise is less integrated. Finance and civil works personnel are not part of the district planning team.

8.2 While there is no sector plan for the elementary education sector as a whole, there is ongoing collaboration and dialogue between SSA and the Directorate of Elementary Education at various levels. These include work around policy making, upgradation of schools, teachers' recruitment, major repairs etc. For 2008-09, the State Elementary Education Department expects a budget of ~ Rs. 1500 Cr. (Rs. 390 Cr – Plan, Rs. 1100 Cr. – Non Plan) and the SSA a budget of about Rs. 350 Cr. Convergence is better on account of individual initiatives. Over a medium to long term, SSA itself needs to become part of the core activity of the Department itself.

8.3 The State has engaged Chartered Accountants for monitoring at the school level. They essentially validate DISE data and provide some additional data on infrastructure etc. relevant to the State. This expenditure of Rs. 500 per school could be better utilized. The State currently lacks a robust monitoring system which begins with making student assessments, tracks disaggregated data and initiates remedial action. Technical assistance could be useful in this. Role of BRCs and CRCs in effecting monitoring is marginal.

8.4 The SPO has exercised prudence in expenditure, particularly in areas where capacity building is taking time. There are also savings where recruitments could not take place. The State is now working on filling other critical gaps in schools in terms of maths labs, science activity centres, reading corners, basic games, fitness corners in schools, printing of workbooks which would be a key teaching – learning aid and some balance work on infrastructure provisioning.

## **9.0 Implementation Capacity and Pedagogy**

9.1 There are severe capacity constraints at district and sub district levels on supervision, academic support, financial management and civil works. The primary reason is the large number of vacancies. Given the centrality of teachers training to quality, reporting structures of SCERT and the SPO need to be aligned. SIEMT is grossly understaffed and could benefit from technical assistance on research design and execution.

9.2 SSA implementation is getting affected by the reducing leeway in virements/ reappropriations across components. All such proposals require approval from Delhi,

adversely affecting response time. Retention of quality staff is becoming a challenge since salaries have not been revised by the State since long. For some reason, no maintenance expenditure is currently permissible on BRC, CRC and KGBV buildings.

9.3 Classroom pedagogy is teacher and text book dominated without much student participation. Teaching aids also do not encourage this process as they are unimaginative, readymade, routinised and not improving student interest. Training sessions on this aspect are essential.

## **10.0 Research**

10.1 This year six research studies have been completed in collaboration with SIEMT and SCERT. Details are at Annex 2. Another in house study has been conducted on achievement levels of students in Classes 2, 4 and 6. Kurukshetra University is conducting a study on school mapping. SIEMT is also studying teachers' absence and students' attendance in PS and UP schools. Studies on impact of teachers' training programmes need to be taken up in order to help improve inservice teacher education programmes. Involvement of NGOs in research, monitoring and evaluation is limited and not much encouraged. Some NGOs were engaged to complete the child census for all districts which is now complete and verification is in progress. At the district level, DIETs are also conducting district wise studies on MDM and its impact on enrolment, retention, quality of education and girls education. In each district, ABRCs are required to undertake at least 20 action researches this year.

## **11.0 Summary of Recommendations**

The State has made steady and significant progress on most parameters of access, equity, retention and transition. To sustain these gains, the JRM suggests the following:

- Planning for education in the State must be comprehensive, integrated & participatory
- Access and infrastructure are near saturation, focus must shift to learning achievements & quality
- Open new KGBVs, improve their infrastructure
- Minority communities, specially Muslims in Mewat, need extra attention
- AIE children need remedial teaching & tracking post mainstreaming
- CWSN civil works have taken place but need to address gaps and quality
- Academic needs of CWSN need attention through better tracking and remedial teaching
- Pupil assessments must be used as a tool for teaching-learning improvements
- Teachers' training needs major revamp
- Sensitisation of teachers needed on remedial teaching
- ABRC vacancies need to be filled up urgently
- Robust monitoring system involving BRCs & ABRCs must be developed
- Civil works lack earthquake safeguards, windows need innovative solutions
- Classroom pedagogy needs to move beyond text books and the teacher

## Annex 1

### Costs required to be met out of Teachers training expenses of Rs. 70 per day

1. Stationary to the participant @ Rs. 10 per day per participant
2. Refreshment @ Rs. 8 per day per participant
3. Honorarium to resource persons/ master trainers @ Rs. 200 per day
4. Honorarium to course co-ordinator/ Principal @ Rs. 200
5. Remuneration to Assistant @ Rs. 50 per day
6. Remuneration to Class IV for cleanliness @ Rs. 30 per day
7. Remuneration to Class IV for serving tea & water @ Rs. 30 per day
8. TA/DA for program monitoring @ Rs 250-300 per day per monitoring person
9. TLM and photocopying charges @ Rs. 2 per day per participant
10. Training needs assessment of participants
11. Module preparation and printing

**Research studies for SSA Haryana completed in 2007-08**

Sr. No.	Name of the Study	Investigator	Status
1.	Study on modality of providing cooked meal in primary schools & its effect on teachers' learning, learning time of teachers and pupils (Haryana)	SIEMT Bhiwani	Completed
2.	To study the distribution, quality & utility of cycles for the education of girls	SIEMT Bhiwani	Completed
3.	A comparative study of Rohtak and Fatehabad districts on DISE data	SIEMT Bhiwani	Completed
4.	A study on impact of NPEGEL on girls' education in Haryana	SIEMT Bhiwani	Completed
5.	A study on drop out rate in upper primary schools in districts Rewari and Karnal	SCERT Gurgaon	Completed
6.	Achievement level tests of students of Classes II, IV and VI conducted in the year 2006-07	In house	Completed

**Results Monitoring**

Annexure 2(a)

S.No.	Outcome Indicators	Baseline with source (2006-07)	Target Value
			2007-08
<b>Goal I : All children in School / EGS centres / Alternative and Innovative Education Centers</b>			
1.	Number of children aged 6-14 years not enrolled in School/ EGS centres / AIE Centres	201808	333066
2.	Number of children enrolled in schools	Primary level : 2507095 Upper primary level : 1468913 (2006-07-DISE)  EGS/AIE : 227350	1424171 683020  187525
3.	Ratio of Primary to Upper primary schools	(2006-07 : DISE)	1:1.99
4.	Number of children with special needs (CWSN) enrolled in school or alternative system including home based education	22547	29197

S.No.	Outcome Indicators	Baseline with source (2006-07)	Target Value
			2007-08
<b>Goal 2 : Bridging gender and social category gaps</b>			
5.	Girls, as a share of students enrolled at Primary and Upper Primary level.	Share of girls in primary schools : 45.27 Share of girls in upper primary school : 45.23 (2006-07: DISE)	47.9 49.46
6.	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 : 23.96 Share of SC children in Upper primary : 21.87 Share of ST children in Primary Schools : Share of ST children in Upper primary : (2006-07: DISE)	37.32 31.34

S.No.	Outcome Indicators	Baseline with source (2006-07)	Target Value
			2007-08
<b>Goal III: Universal Retention</b>			
7.	Transition rates from Primary to upper primary	Transition rates from Primary to upper primary : 92.42 (2006-07: DISE)	90.78
8.	Retention at primary level	Retention at primary level : 98.63 (2006-07: DISE)	98.52
9.	Retention at Elementary level	Retention rate at Elementary level : 97.13 (If Elementary Stage is Class I to Class VIII)  (2006-07: DISE)  Retention rate at Elementary level : (If Elementary Cycle is Class I to Class VII)  (2006-07: DISE)	98.14



S.No.	Outcome Indicators	Baseline with source (2006-07)	Target Value
		2007-08	
<b>Goal IV Education of Satisfactory Quality</b>			
10.	Provision of quality inputs to improve learning levels		
	(i) Teacher Availability	(i) Pupil teacher ratio at primary level : 37 (ii) Pupil Teacher Ratio at upper primary : 17 (iii) Number of districts with PTR>60 at elementary : Nil (2006-07: DISE)	36 17 Nil
	(ii) Availability of Teaching Learning Materials	Percentage of eligible students receive free text books : 94 (Source)  Percentage of teachers received TLM grants : 86 (Source)  Number of schools state-wise using materials other than textbooks : 13581 (e.g. workbooks/worksheets/ABL Cards/Kits/CAL/Supplementary books etc.)	93.50  94.31  14131
11.	Process indicators on quality		
	(i) Teacher training	Percentage of teachers received in-service training against annual target : 87 (Source)	88.43
	(ii) Teacher Support & Academic Supervision	Percentage of BRCs/CRCs are operational : 100 (Source)  Effectiveness of BRC/CRC in academic supervision and improving school performance : (* Performance against agreed roles & functions * Extent to which task are being done. * Extent of on-site support given to schools/teachers * Content & quantum of training given to BRC/CRC * Perception of teachers/stakeholders.) [Source]	100
	(iii) Classroom Practices	Change in classroom practices/ innovative methodologies in use : (* Teachers instructional time. ~ 233 days * Student learning opportunity time. ~ 233 days	~ 220 days ~ 220 days

S.No.	Outcome Indicators	Baseline with source (2006-07)	Target Value
			2007-08
		* Active student participation 100%	100%
		* Use of other materials in classrooms	
		* No. of instructional days ~ 233 days	~ 230 days
		* No. of days teachers were assigned non teaching activities.) ~ 20 days	~ 10 days
	(iv) Pupil Assessment by States	Pupil Assessment System in place in schools :	
	(v) Attendance Rates		
	Student Attendance	Student Attendance level at primary and at upper primary: (Source) 96.3	98
	Teacher Attendance	Teacher Attendance level at primary and upper primary: (Source) 89.9	90.08
12.	Accountability to the community	VEC/SEMC/local bodies role in school supervision as per State mandate:	
13.	National Student achievement level outcomes	Learning levels for Class III N.A. Percentage in Maths Percentage in Language (2003: NCERT National Assessment Sample Survey-BAS)	N.A.
		Learning levels for class V Percentage in Maths 53.33 Percentage in Language 60.45 Percentage in EVS 53.21 (2005: NCERT National Assessment Sample Survey – BAS)	N.A. 53.33 60.45 53.21
		Learning levels for Class VII/VIII N.A. Percentage / Percentage in Maths Percentage / Percentage in Language Percentage / Percentage in Science Percentage / Percentage in Social Science (2002: NCERT National Assessment Sample Survey – BAS)	N.A.

**Monitoring Indicators**  
-  
**Infrastructure Provisioning**

State / Union Territory:      -

Unit	Category	Cumulative up to 2007-08		
		No. sanctioned	No. completed	% of completion
State Total	Classroom constructions	12377	9847	79.56
	Opening of new primary schools	864	732	84.72
	Opening of new upper primary schools	1142	595	52.10
	Appointment of teachers	7874	7736	98.25
	Provision of drinking water facilities	4363	4334	99.34
	Girls toilet	8990	6231	69.31
	Enrolment in EGS/AS	340516	250474	73.56

**INDIA**  
**SARVA SHIKSHA ABHIYAN**  
**SEVENTH JOINT REVIEW MISSION**  
**January 21 – February 5, 2008**

**JAMMU AND KASHMIR STATE REPORT**

**1. Introduction**

- 1.1 On behalf of the 7<sup>th</sup> **Joint Review Mission (JRM)** of the **Sarva Shiksha Abhiyan (SSA)**, Professor K.K. Vashishtha (Government of India) and Mr. Utpal Deka (DFID) visited Jammu & Kashmir from 23<sup>rd</sup> to 29<sup>th</sup> January 2008 to review progress as per the Terms of Reference (ToRs). The ToRs include the review of progress with regards to the following:
- Assessment of progress towards SSA goals, in particular improvement in quality of education and expansion of upper primary education.
  - Assessment of Programme management and implementation arrangements (including financing & procurement).
  - An assessment of State, district and sub-district monitoring systems in place.
  - Specific districts and states requiring focused attention and targeting during the project.
  - Focal areas requiring attention / emphasis.
- 1.2 The state level discussions were held with the State Project Director (SPD) and his team. Besides this discussions were also held with Education Secretary of the State on various aspects and concerns of the state with respect to the SSA implementation for achieving the *goals of equity and quality*.
- 1.3 During the field visits to the districts of Jammu and Udhampur, interactions were held with district level officers e.g. Chief Education Officer (CEO), District Pedagogy Coordinators, Zonal Education Officers (ZEO), Principal of SIE – Jammu and Principal & faculty of DIET - Jammu, Zonal & Cluster Resource Persons (ZRPs & CRPs).
- 1.4 The team visited elementary education schools (primary, middle, and secondary) both in city and rural areas. One school implementing '*Read J&K*' Programme was visited besides observing a large number of class room transactions in schools and sharing of experiences with the concerned teachers in presence of CRPs, ZRPs, ZEOs and the CEO.
- 1.5 The team also visited one Kasturba Gandhi Balika Vidyalaya (KGBV) in Udhampur district.
- 1.6 The mission members would like to express their appreciation to one and all who shared their time, extended cooperation and hospitality during the visit, especially, the State Project Director and the State Pedagogy Coordinator, CEO-Udhampur and District Pedagogy Coordinator (Jammu) who accompanied the team. Their candid participation and ability to provide the required information requested greatly facilitated the tasks of the mission.

## **2. Overview**

The State of Jammu and Kashmir joined Sarva Shiksha Abhiyan a little late in 2003 owing to its circumstances particularly disturbance due to militancy and typical topography having sparsely populated habitations. It is encouraging to note that the commitment to the objectives of the SSA is visible at both the levels, the government and people at large. There are variations in implementation in the three regions namely, Jammu, Kashmir and Ladakh which have distinct characteristics in terrain and life style of people. The schooling facilities have expanded quite visibility. The innovative scheme of Rehbar-E-Taleem (ReT) has enabled schools/EGS centre to function. While enrolment, retention and completion rate appear to be satisfactory, the quality of learning is a real challenge before the State.

The State has two State Institutes of Education (SIE) and 14 District Institute of Education & Training (DIETs) which work in collaboration with SSA. Teacher training is organized on regular basis, but its impact is not that visible owing to weak monitoring and follow ups.

The State is devoting its energies to reduce gender gap and attending to the educational advancement of SCs, STs and minorities. Recent endeavors for improving reading and in numeracy skills is worth appreciating. Remedial teaching sessions are also organized, but all these require very close monitoring to have the desired results. The State has significant accomplishments in respect of civil works by involving VECs. However VEC/PTAs need to be further encouraged to provide positive feedback and support to the school system.

The EMIS appears to be badly disorganized. The State Government's effort in developing profiles of schools in J&K (2007) covering 17000 government schools in respect of enrolment, staff in position, infrastructure and teaching learning material is worth appreciating. The State may, however, do much better if its EMIS is strengthened, roles and responsibilities of all personnel are clearly specified, their capacities are augmented and they are motivated to devote towards achieving the goals of Sarva Shiksha Abhiyan leading to Quality Elementary Education for All.

## **3. School Environment**

- 3.1 The SPD, CEOs, ZEOs and the teachers in the districts visited seem to appreciate the need for maintaining proper school environment both inside the classroom and outside. A good number of schools visited in this area have well-ventilated classrooms and campus. However, proper provision of drinking water facility as well as toilet facilities are generally missing in almost all the schools visited.
- 3.2 It is learnt that the Education Department, Govt of J&K has a provision of '10% Rural Sanitation Convergence Scheme under Block Development Officers'. Though a beginning has been made in a quality improvement process, the implementation of these initiatives is yet to take ground. The team observed that the seating arrangements vary in schools; in many cases children were sitting on the bare floors whereas in many schools, plastic chairs / wooden chairs have been purchased for class I – IV students with SSA funding/ other Government funding. The State and the district bodies have to constantly monitor and carry out follow up activities to ensure that quality learning takes place in every school.

#### 4. Civil Works

- 4.1 All works are carried out under guidance of executive engineers (total 4 nos.) and the district resource persons (civil works) who are attached to each district office. There is a junior engineer attached to each individual cluster (currently total 89 out of 119 clusters) who are responsible for construction guidance and timely quality supervision. These are part of an exclusive engineering wing of the program that facilitates SPD in effective implementation of civil works. Executive Engineers office have developed standard typical designs for the building works irrespective of site conditions for 1/2/3/4 room school buildings which includes primary school, middle school, additional class room, ZRC and CRC. Thus there is reasonable technical support to ensure a reasonable standard of civil works. Each Village Education Council (VECs) is responsible for negotiation of prices, ensuring quality with material suppliers. As regards to the ZRC and CRC, the construction is generally carried out by agencies nominated by the State Government.
- 4.2 An encouraging feature in the state (particularly in Jammu & Udhampur Districts) is the contribution of VECs for civil works in the schools including additional classrooms. The VECs are actively involved in procurement & supervision of construction and seems to have good knowledge of procedures and funds received. This was very much evident in the SSA districts visited by the mission. However, the training received by the VEC members in some of the places visited by the mission members looks not sufficient in order to be able to undertake the fairly ambitious civil works program of SSA.
- 4.3 The physical progress of the civil work is monitored monthly at the ZEO's level and the progress report is compiled and sent to CEO's / SPD's office.
- 4.4 Over all Progress of Civil Works (as on 26th January 2008):
- 76 nos. BRC buildings have been completed and 29 are in progress against the state target of 116 nos.
  - 407 nos. CRC buildings have been completed and 184 nos. are in progress against the state target of 611 nos.
  - 1695 nos. primary school buildings have been completed and 1788 nos. are in progress against the total target of 6266 nos. excluding 195 nos. primary schools constructed against the target for drinking water and toilet facility.
  - 195 nos. upper primary school buildings have been completed and 430 nos. are in progress against the state target of 665 nos.
  - 2680 nos. ACR buildings have been completed and 2609 nos. are in progress against the target of 5572 nos.
- 4.5 It is learnt that the reason for the slow progress in the civil works is due to the absence of effective VECs in most of the clusters. The VECs have been reconstituted (Govt. Order Dated 18/12/2007) to speed up the process of implementation. Moreover, the working season in the winter zones of the state of J&K is limited due to extreme weather conditions. No work takes place in almost ten districts from December to March due to prolonged winter.

## **5. Financial Management and Procurement Manual**

- 5.1 Timely availability of funds with the SPD and their quick transfer at lower levels down to the VEC are the key factors in implementing any approved Programme and achieve its targets. The amount of funds being requisitioned for SSA project in the state has marginally gone up and its provision by both, the GoI and Govt. of J&K has accordingly been enhanced over the last 2-3 years. This had necessitated a more fund flow mechanism up to the lowest level of authority for maximum utilization of these funds. The old SSA funds transfer system in J&K is gradually replaced by efficient electronic transfer mechanism up to the zonal levels. In the current fund flow system, the SPD hands over a single cheque and lists of amounts and district wise bank accounts (maintained at the level of CEO's) of J&K Bank. The SIEs (2 nos.) / DIETs (14 nos.) / Directorate of School Education (2 nos.) have their accounts in J&K Bank branches and the approved amount is transferred electronically to their respective accounts within a maximum of 15 days timeframe.
- 5.2 The process of transfer of funds adopted at the level of CEOs is a replication of the one adopted at the SPD level. The ZEO directly remit the funds from their accounts to the accounts of ZRC / CRC and the VECs through electronic transfer or credit advice through banking channel. In majority of the cases the transfer does not take more then 7-10 days time.
- 5.3 In the year 2005-2006 and 2006-2007 the expenditure on SSA interventions in J&K was Rs. 13630.23 lacs and Rs. 19908.09 lacs, respectively. In the current financial year, until 31<sup>st</sup> December 2007 a sum of Rs. 7140.60 lacs have been spent against the total out lay of 31655.69 lacs.
- 5.4 It is learnt that during 2007-08, a provision of Rs. 6200 Lacs has been kept in the state plan as state share. The provision is subject to revision against the releases from the GOI. However, as on date state has released Rs. 3200 Lacs for SSA.

## **6. Financial Management System**

- 6.1 Financial Management & Procurement Manual circulated by the MHRD has been formally adopted by the J&K Government and is implemented by the SPD in all the 14 districts along with supplementary uses of Society Rules. Manual for VECs has also been translated to Urdu though English Manual is widely used. The lean finance cell at the SPD's office is responsible for maintaining the MIS as per the FMP manual. However, it is felt that training of the finance personnel is not adequate for timely / effectively implementing the process of MIS. At district / sub-district level, DRGs / ZRPs are currently looking after the accounts work in consultation with the accounts staff at district / sub-district level. DRGs / ZRPs are generally from teaching background and are not educationally qualified to maintain the accounts within the framework of FMP. The training provided to them on financial and accounting matters seemed insufficient.
- 6.2 State Government's efforts towards streamlining the audit reports are appreciated. The Audit Report and Annual Report of SSA for the year 2005-2006 has been sent to MHRD. Audit Report for the year 2006-07 is under progress with CA and it is indicated that the same shall be submitted by 31<sup>st</sup> January 2008.

## 7. Enrolment, Retention And Completion

### 7.1 Achievement

- Slight increase in enrolment in elementary education as compared to the preceding years is encouraging and signifies the state government's initiatives.
- No new primary school was opened during 2006-07 and 2007-08. During 2006-07, **148** primary schools were upgraded to upper primary schools. Further the State plans to upgrade **711** primary schools in near future.
- There were **108560** out of school children, out of which **20702** children have been provided educational opportunity through Non-Residential Bridge Courses (NRBC). Further as the State follows no detention policy at primary stage and very soft criteria at upper primary level, the transition rate of **94.23** percent is reported. The state government's efforts for organizing summer camps covering 19000 children at elementary stage is commendable. So far as data pertaining to levels of achievement of children is concerned, the State does not have a mechanism in place at present.
- The gender gap appears to be closed as against **930476** boy's enrolled, there were **804837** girls amounting to **46.62%**. Gender disparities still persist in rural areas and among disadvantaged communities. Contribution of EGS centres in this effort is appreciated.
- **National Programme for Education of Girls at elementary level (NPEGEL)** - The State has about **302** Model Cluster Schools (MCS) in operation. Further **261** MCS have also been sanctioned during 2007-08 which are yet to be operationalised. There are **13** Kasturba Gandhi Balika Vidyalays (KGBVs) functioning at present and **37** new KGBVs have been sanctioned during 2007-08 which are in the process of operationalisation.
- The ST children's enrolment is **14.08%** of total population (**244409**) against ST Child population of **15.22%** which also shows almost universal coverage. State government is conscious of 2.2% dropouts among ST children. The State has indicated universal coverage of SC children compared with their share of total child population (**93.7%**)
- The State has covered **66%** of children with special needs (CWSN) as there were **23689** CWSN enrolments against a total population of **35653**.
- Gross Enrolment Ratio (GER) and Net Enrolment Ratio (NER) for primary and upper primary levels is under:

	GER	NER
Primary Level	90.61%	74.83%
Upper Primary Level	84.4%	61.98%
- It is heartening to note that the State has started pre-primary classes in all the primary schools of the State. The enrolment in pre-primary classes has crossed 1.19 lacs.



- Under computer aided learning (CAL) 126 centers have been established in all the Districts of the State. The state has accomplished training of 350 teachers in 'A' level course in this regard.
- State has organized training programme for teachers in First Aid in collaboration with Red Cross society of India which is likely to be useful in schools located in very remote areas.

## **7.2 Concerns**

- While gender gaps approaching its close, focused attention on the Programme of NPEGEL and KGBV is a matter of concern. It is to be noted that all KGBVs are being run in rented buildings with inadequate facilities of girls toilets etc. The mission visited one KGBV at Gordy block in Udhampur District which housed 76 girls. The initiative was worth appreciating. The ReTs were given twenty days training initially, who appeared to be enthusiastic. However, their low salary as against their duties in residential setup was mentioned to the mission.
- Efficiency of CAL needs to be studied.
- The provision of toilets for girls was a matter of grave concern. Also the construction of KGBV building was the immediate need. Second concern was the capacity building of teachers besides their low salary. The areas for capacity building were pedagogy, vocational education, life skills education, physical education besides provision of materials for library and games/sports.
- In view of the peculiar topography the ceiling of Rs. 15 Lakhs for construction of KGBV was reported to be inadequate in the state.

## **7.3 Suggestions**

- The vacant posts of teachers/ReTS need to be filled up on priority bases. Increased community participation, particularly those like retired teachers and others be sought to meet out the needs of the school and children. The task pertaining to construction of KGBV buildings and capacity building of teachers be assigned top priority.
- The State does not seem to have an established system of ascertaining learning levels of children. May be children with weak foundation get promoted to next class posing a threat to Quality Education for All. Mechanisms for ascertaining learning levels of children on periodical basis be put in place.
- The EMIS data in the State appears to be in its infancy. 5% DISE data varsity check through independent agency should be strengthened.
- SPO must strengthen and streamline EMIS so as to have dependable data for monitoring purposes.

- Clear cut strategies need to be formulated in respect of out of school children (OOSC), girls belonging to rural and disadvantages sections of society and the remaining OOSC from SC and ST population.
- A system of ascertaining the benefits derived out of remedial teaching exercise should be put in place.
- Cohort studies be initiated. Annual cohort study could be made a regular feature.
- State should follow up the CWSN children with regard to their mainstreaming.
- The NCERT Quality Monitoring Formats be operationalised as indicated in the following paras.

## 8. Learning And Quality

### 8.1 Achievements

- The State has a very comfortable teacher pupil ratio of 1:16 (DISE : 2006-07). The quality of learning cannot be ascertained only on the basis of pass percentage as the State follows the non-detention policy up to primary level coupled with very soft criteria at elementary level, thus showing the transition rate of 97.64% (DISE : 2006-07). State Government is taking stringent measures to check teacher absenteeism. Average student attendance rate at elementary stage is 74.2%. Student absenteeism is also not a major issue excepting for seasonal and weather based circumstances. **Yet the issue of quality of learning among children occupies the centre stage which needs to be assigned top priority henceforth.**
- It is encouraging to note that the State has expressed its keenness in Institutionalizing Quality Monitoring Formats and have taken certain steps in that direction, especially, the capacity building of all functionaries throughout the State. The outcomes of these efforts are yet to unfold.
- By and large structure necessary for monitoring Quality Dimensions viz. SIEs, DIETs, ZRCs, CRCs, Schools, EGS centers are in place. Personnel are in position or are in the process of being deployed.
- The state has constituted a State Resource Group (SRG) for research. It has recommended some research projects which are yet to be undertaken. Preliminary report of one study has so far been received.

### 8.2 Concerns

- There is no clear cut delineation of the job profile of the personnel vis-à-vis quality concerns.
- An exercise of capacity building has taken place, which requires serious reinforcement.

- The key personal at district and sub district level i.e. DRG, ZRP,CRP are engaged in tasks other than pertaining to management of quality viz. regular and meaningful visits to schools, analysis of information, sharing of experiences (particularly quality related) and need assessment for further training and follow-up activities.
- Teacher training in school practices (classroom process, use of TLM, evaluation and remediation) was noticed to be conspicuously missing.
- States efforts towards organizing remedial teaching are worth appreciating, however, the State should ensure that its outcomes are properly monitored.
- The Role of DIETs and SIEs in enhancing quality of elementary education requires further strengthening.
- The component of Research appears to be a weak link.
- It appears that instability in the tenure of key personnel proves detrimental in achieving the goals of SSA.

### **8.3 Suggestions**

- An exercise for scrutinizing professional competencies of DRPs, ZRPs and CRPs be under taken. Redeployment may be done on the basis of competence and commitment. Their role may delineated vis-à-vis quality management and monitoring . Chief Education Officers (CEOs) and Zonal Education Officers (ZEOs) must ensure that the DRPs, ZRPs and CRPs involve in academic and professional activities so that quality of education is improved.
- Another round of capacity building to bring home the procedures and practices essential for quality assurance is the need of the hour.
- Teacher training has to be need based (through analysis of information at zonal level) and needs to be followed up systematically. May be some modules of teacher training be thoroughly revised and updated. Regular inflow of information, sharing of experiences and on site guidance should get prominent place in the system.
- Establishment of SIEMAT may be assigned priority.
- Coordination between education departments and SSA is reasonably good. Inter-linkage between SIEs and DIETS with SSA functionaries may be further strengthened.
- Systematic efforts be made to provide training in action research / research methodology to SIE and DIET personnel and about action research methodology to DRPs, ZRPs, CRPs and teachers.

## 9. Next Steps

- It is recommended that as a matter of urgency role of functionaries of DRPs, ZRPs and CRPs be clearly delineated vis-à-vis quality dimensions under SSA. Redeployment exercise may be under taken with clear instructions to CEOs and ZEOs.
- EMIS needs immediate revamping with state.
- Comprehensive arrangements for coordination and convergence between various implementing agencies should be worked out so as to ensure essential facilities like toilet, drinking water to all children.
- The SPO office is understaffed with respect to various components e.g. Pedagogy, Research, Evaluation & Monitoring and IED. Professionally competent persons in adequate numbers be assigned tasks so that a holistic quality improvement programme can be run successfully.
- Proper strategies for need based teacher training, on site guidance and follow up be evolved and enforced.
- A two pronged approach of commissioning the research projects and generating a research climate in the State would be desirable. Need for well designed research studies focused on quality issues is underlined. The group may be strengthened and state's capacities built up.
- System for Financial Management and MIS need to be further streamlined as per the SSA Guidelines for better and effective data and information flow management.
- Comprehensive training for VECs educating them the essence of eco-friendly and ecological building construction processes need to be ascertained.
- The State should ensure earthquake resistant designs for construction of infrastructure through fool proof implementation mechanisms.
- The state has switched over to English as medium of instruction. With a view to effect smooth transition, capacity building of teachers and review of text books at primary stage may be assigned priority.

**SARVA SHIKSHA ABHIYAN (SSA)  
SEVENTH JOINT REVIEW MISSION**

**MAHARASHTRA STATE REPORT  
(23-29 JANUARY 2008)**

**I. INTRODUCTION**

The Seventh Joint Review Mission team comprising of Mr S. C. Tripathi<sup>1</sup> (GOI), Mr P.G.K. Nair (GOI) and Ms Shanti Jagannathan (European Commission) visited Maharashtra between 23 and 29<sup>th</sup> January 2008 to review progress against program interventions and towards overall goals and objectives of SSA.

The Mission benefited from extensive discussions with State Project Director, Mr Narendra Kawde, Head of the Quality Cell, Mr Abhayankar, State Project Controller, Mrs Smita Kakan, and all the thematic heads in charge of various components of the program. The Mission members visited Latur and Jalna districts and were able to interact with the Education Officers and their teams, a number of teachers, children, Cluster and Block resource persons, parents and VEC and Panchayat members. The Mission visited primary and upper primary schools, Vasti Shala, MPEGS, a Kasturba Gandhi Baalika Vidyalaya and a special camp for pre-school preparation for children with Special Needs. At the beginning of the mission, a visit to a specially organized TLM exhibition was also arranged. During a wrap up meeting, the Mission benefited from the views of the State Principal Secretary, Education, Mrs Sharvari Gokhale and discussions.

The team would like to thank representatives of MPSP and the two districts for spending a lot of time with the Mission, answering queries and for organizing excellent field visits, and the State Government for the kind hospitality and open sharing.

The latest available State level data on key SSA indicators are captured in Annex 1. The DISE data for 2007-08 collected up to September 2007 has not yet been compiled so the figures relate mostly to 2006-07 data.

During the field visits, the mission observed many positive changes in the schooling scenario, such as hexagonal classrooms with plenty of air and light, child friendly learning corners, surfeit of teaching learning materials, girls' toilets, school gardens which included medicinal plants and fruit trees, play area for children in the school complex (admittedly the team probably saw the best of schools!) evidence of community contribution to school development, school compounds, discussions on quality issues at the local level, apparently close interaction with VEC members and the Panchayat representatives, teachers being aware of different learning levels amongst children and

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<sup>1</sup> Mr Tripathi visited the State briefly in the beginning of the Mission before going on to cover Rajasthan State; the other two members carried out the full mission and prepared this aide memoire.

the need for remediation. In Latur, the residential program for children with IED appeared to be an excellent example of a pilot experiment to bring about school readiness of these children. The special teachers need to be commended for their intensive work with these children. In Jalna, the KGBV showed that a residential program for ensuring upper primary schooling of girls can take the educational aspirations considerably further as many now wanted to go on to high school education. Many girls from this KGBV had excelled in sports and gone on to taluka and district level events.

## **II. Out of school children**

The state has been steadily reducing the number of out of school children. The December 2006 household survey revealed 1,17,077 out of school children (excluding Mumbai city). Current estimates after the 2007 enrollments in regular and alternative schools, is 22709 children.

The rate of decrease in out of school children has been faster in the general category than in the SC/ST category of children. Not much difference between out of school boys and girls is observed.

The State has used a variety of alternative schooling strategies to enroll out of school children – MPEGS, Vastishala, Rajiv Gandhi Sandhi Shala, bridge courses and supportive seasonal hostels for children of migrants. Nashik, Nanded, Nandurbar, Thane, Pune, Parbhani, Akola and Buldhana are districts that account for a predominant share of out of school children. *With the State on the last mile to assure full enrolment, more differentiated and tailor made strategies for children of migrant labour, urban poor, tribals and minorities would be in order.* In addition, tracking closely the mainstreaming of children from these different alternative schooling facilities (that run for 2 or 3 years) into mainstream schools, particularly with a view to ensure that children who do not manage to be mainstreamed at the end of the period do not drop out of the schooling system is important for the success of these strategies. The mission noted the State's intention to develop an urban component in the 2008-09 Plan. It is important to complete surveys in urban locations, particularly Mumbai city and to identify resource agencies and innovative strategies in this area. To secure retention of newly enrolled hard-to-reach children, it is crucial for the state to put in place an approved policy for the upgradation of alternative centres into regular schools. The Principal Secretary informed the team that such a policy is under discussion and consideration and that the State is consulting other state governments for an inventory of approaches taken so far.

## **III. Equity and Inclusion**

The share of girls in enrolment at both primary and upper primary levels is close to half (47.32 for primary and 47.20 for upper primary). The NPEGEL programme is in implementation in 36 blocks and 20 slums with infrastructure and training support. Last year, the State has introduced a program called 'Meena Munch' to support the enrolment and retention of upper primary girls. In the coming year, training and material support to all the districts are foreseen. During summer 2007, 10352 never enrolled and drop out

girls were enrolled by Meena members. *It is suggested that continued focus on identified blocks for intensive inputs for girls are continued.*

The implementation of KGBV in two places is mired in writ petitions filed against the selection of NGOs. 20 of the 36 sanctioned KGBVs are yet to be operationalized. MPSP informed the mission that quotations have been invited from NGOs and the selection process will be completed shortly. *It is advisable to review the current status of out of school girls and to fine tune the KGBV strategy taking into account current realities and needs before operationalizing the remaining units.*

Considerable progress has been made in increasing enrolment of SC and ST children. However, drop out is a matter of serious concern for tribal children (at 24.95% for primary and 42.38 at upper primary). The State has introduced a Tribal Policy for education from July 2007 and has appointed tribal coordinators in the tribal districts. *It is suggested that the State focuses on priority blocks for Tribal education on the lines of priority blocks for girls' education.*

Impressive progress is noted in bringing an increasing number of children with special needs into the education stream. During the district visits, the mission witnessed heart-warming efforts to provide support to children with special needs. Close cooperation with the medical department for identification of needs, corrective surgeries and supplies of special aids and the deployment of special mobile teachers and appliances have contributed to inclusive education. Latur is one of the districts implementing a pilot residential training program for IED children. The mission suggests that the State considers potential cooperation with special schools run by the Social Welfare department and NGOs to enrich the special education inputs to these children, even as they enroll in regular schools. This might be important as regular teachers, even if trained for educating children with special needs, may not be able to fully address individual needs of these children in making progress in education. The Mission notes that of the 2793 special mobile teachers sanctioned for IED, only 850 are currently in position, and the remuneration is considered too low. Less than 50% of the budget sanctioned for IED in 2007-08 was expended until December 2007. In Latur district, the Mission was informed that there are a number of NGO institutions – 8 for Hearing Impaired, 13 for children with Mental Retardation, 10 for Visually Impaired children and 1 school run for the blind by the Government. *The state and district authorities would do well to ensure convergent and mutually reinforcing support to the holistic education and development for IED (like for drinking water and toilets).*

#### **IV. Infrastructure provision**

There is visible progress in the expansion and quality of school infrastructure. New schools and classrooms that the mission saw during the field visits in the two districts had incorporated child friendly features. The civil works and facilities enhancement has progressed beyond provision of school classrooms to including girls' toilets, drinking water, kitchen sheds, construction of play facilities in the school compound and school

gardens. These additional features have been secured through coordination with the Total Sanitation Program for toilets, Bharat-Nirman for drinking water and mid day meal program for kitchen sheds. There is need to complete the targets for constructing new schools. Although sanctioned toilets and drinking water in 2007-08 are aimed at covering all schools, progress in completing the targets is slow, with less than 50% of girls' toilets reported completed and 66% of drinking water completed. Of the 11592 civil works that remained incomplete in March 2007, the State completed 7312 upto December 2007. The remaining are projected to be completed by March 2008.

Although the state average of primary-upper primary schools shows a comfortable 1.58, there are district variations. 6 districts have quite adverse ratios – Nandurbar (5.88), Dhule (4.67), Jalgaon (2.06), Wardha (2.26), Raigad (2.52) and Ahmednagar (3.50). Priority to these districts is warranted.

## **V. Drop out and Transition**

The drop out rates in Maharashtra decreased from 15 to 12.33 for Primary and from 26 to 20.75 for Upper Primary between 2002 and 2006. Dhule, Hingoli, Nandurbar and Parbhani have primary drop outs of over 20% and Hingoli, Nandurbar and Thane have upper primary drop outs of over 40%. There is no gender difference in drop outs, except in the case of SC girls who have a higher drop out than SC boys. The most worrying figures are to do with STs at upper primary level, with over 50% ST girls on average dropping out. In Aurangabad, Kolhapur and Raigad, over 70% of girls are dropping out at upper primary level. These figures clearly call for specific initiatives to tackle such untenably high drop out rates. While category wise data does not exist, it is obvious from existing information that drop outs among children of migrant workers are quite high. Of the 1.7 lakh children identified as children of migrant workers, over 1.2 lakh children migrate for more than 6 months, calling for a sustainable strategy to help these children continue their studies. While the State has come a long way in implementing Seasonal Hostels and on-location schools, a sharper policy towards migrant children is suggested. While earlier NGOs ran seasonal hostels for migrating children, from this year on, only VECs have been allowed to run these hostels. It is suggested that comparative strengths of NGOs continue to be tapped in this difficult area of providing education to a highly mobile population, where children tend to be found in particularly fragile conditions. An intensive monitoring process and reinforced inputs and provisions for such children and parents may be necessary to make a success of such new strategies.

The State reported some issues in effectively tracking drop out rates taking into account data for repeaters in Class V which might skew the picture of transition rates. In 2006-07, transition rate in the state (class 5 enrolment in 2006-07 versus class 4 enrolment in 2005-06) is reported at a state average of 93.94. An accurate picture in this regard is likely to emerge with the implementation of a Child tracking system. The State has prepared terms of reference and invited applications from agencies to undertake a comprehensive child tracking system of out of school and in-school children. It is



advised that the State may wish to create a core group or a task force to pilot test such an effort and secure its technical robustness prior to implementing it full scale.

## **VI. Teachers and teacher training**

The total number of teachers in Maharashtra in all categories are 487668 in 2006-07: the proportion of female teachers declined to 42% from 48% in the previous year.

The national study of student and teacher attendance shows 89% student attendance at both primary and upper primary level and 87% teacher attendance at primary and upper primary levels. However, other than empowering VECs to monitor teacher attendance, there is as yet no systematic recording of teacher attendance or teacher time on task by the State. (this is expected to be taken care of by the new quality monitoring initiative- while teacher attendance may be recorded, there is as yet no formulation of an approach to track teacher time on task.

Despite the state's no single teacher school policy, 6.1% schools in 2006-07 were single teacher schools. Of the 35 districts, 11 have single teacher schools higher than the state average of 6.1%. 5 districts – Nandurabar, Gadchiroli, Thane, Raigad and Sindhudurg - have more than 10% schools that are single teacher pointing to the need for addressing teacher deployment. While average teacher pupil ratios in all districts except Nashik is as per norm, block level analysis, including the prevalence of multi-grade situations will help to ensure teacher presence is adequate for effective teaching. Priority to KGBV and tribal blocks for providing female teachers is desirable (proportion of female teachers in tribal districts is well below average and in 11 districts, the proportion of female teachers is less than one-third).

KGBV teachers need to be covered in the training programs (currently only textbooks are provided in these centres) and coordination with tribal department for training of their teachers, would strengthen teacher development. While Head Master training is being provided to all graded head masters, the state could consider extending the same training to those teachers that are de-facto performing the functions of a head teacher and to the teachers of single teacher schools.

The achievement of the state's targets in teacher training appears to be always low in terms of reported figures. For the past few years, the state prepares a budget for teacher training based on an estimate to training 100% teachers (as per GOI' suggested approach). However, the State has a declared policy that each year only 50% of teachers will be trained each year. The remaining funds for teacher training are used, with the approval of GOI, for other quality inputs. In order to be consistent, it might be better to project the right picture regarding number of teachers for training.

There have been a number of research studies on teacher training by the SCERT. However, most of these studies, their findings and recommendations are to do with the teachers themselves and the process of teacher training. It might be useful to review the

impact of teacher training on instructional quality and process in schools and on student learning. Given that there is now a substantial amount of teaching learning aids that have been prepared and the supply of self-learning cards by which teaching is supported in the 'active' schools in Latur and in 'gammat shalas' in Jalna, the state may wish to consider evaluating the effectiveness of these aids in contributing to grade specific competencies and also whether they are designed to help children at different levels of learning. Sporadic interactions in classrooms revealed that there was considerable variation in, for instance, children ability to read – some read very fluently and some had a lot of difficulties in the same class and grade. The mission found that in general teachers were quite aware of the issues concerning learning (for eg, in more than one instance, the teacher pointed to a child who is apparently a slow learner!); it would be useful for Cluster and Block resource persons to follow up on whether these differential needs are being met.

## **VII. Financial Management**

The State's share released has been consistently lower than the approved sharing pattern during 2001-02 to 2007-08 except in 2003-04 and 2006-07. There was an accumulated shortfall of Rs.5538.49 lakhs upto 2007-08 with reference to Govt. of India releases. The implementation of SSA has not been affected for lack of funds mostly due to availability of huge unutilized funds and resultant closing cash balances. Against the approved outlays of Rs.89523.47 for 2007-08, release of State funds upto December 2007 was only Rs.7450.36 lakhs, or 32.62 % of the state share of Rs.22,836.03 lakhs. Delays in release of State Share and further delays in receipt by the Maharashtra Prathamik Shikshan Parishad (MPSP) after issue of release of orders were noticed. During 2005-06, the last installment of state share of Rs.4668.02 was released by State Govt. on 24.05.2006 and actually received by MPSP on 21.06.2006 i.e in. 2006-07. Delays in release to District Project Officers beyond the prescribed 15 days and sometimes even during the last working days of the Financial were noticed in 2004-05 and 2005-06. Delays continue in 2006-07 and 2007-08 and reasons need to be analysed for remedial action.

Advances awaiting adjustments at the end of 2006-07 amounted to Rs. 264.77 Crores against the annual expenditure budget of Rs. 1015.50 Crores. Yearwise breakup of these outstanding balances were not available. Reasons for these outstandings require to be analysed and action for early settlement taken.

In terms of Budgets and Actuals, while there was almost near total achievement in financial terms under interventions like Maintenance Grant, Innovative activities, school grant, etc., financial achievements in respect of interventions like new school building, teachers salary (new ) etc. were poor. The reasons attributed by the MPSP for the poor achievements were non-commencement of certain civil works etc.

Delays ranging from one month to four months were noticed in certification of Annual Accounts, their approval by Executive Committee and submission to Govt. of India during 2004-05, to 2006-07. The Annual Accounts for 2006-07 though submitted to

Govt. of India on 21.01.2008 is yet to be approved by Executive Committee. Delays occurred due to late receipt of certified accounts for Statutory Auditors / Lead Auditors.

The Annual accounts of MPSP showed existence of huge cash balances at the close of all Financial Years from 2003-04 to 2006-07 representing unutilised funds on different interventions at State, District, Block and Village levels. Such cash balances varied from Rs.34.60 Crores at the end of 2003-04 to Rs.243.06 Crores at the end of 2006-07. Timely release of funds coupled with adequate planning in meeting the programmes within the targeted times can bring down such balances. Though Bank Reconciliations at both State and District levels are being carried out, such reconciliation at Block / Village level are not that regular though this showed considerable improvement.

Procurement Plans during 2006-07 and 2007-08 have not been prepared and submitted alongwith respective AWPBs but later. The Procurement do not contain plans for procurements of items like Office equipment, Computers, Office Furniture etc. A Full time Purchase Officer is appointed under Sarva Shiksha Abhiyan. However, most of the purchases except Computers are made at VEC and District levels.

Maharashtra Prathamik Shikshan Parishad is following the provisions in the Manual of Financial Management and Procurement published by the Ministry of Human Resource Development. A vernacular version of the manual has also been brought out for use at District/Block/Village levels. The Executive Committee of the MPSP has decided that the State Govt. rules for procurement of materials/components in SSA, as well as provisions in the Manual of Financial Management and Procurement should be followed. The village/School Education has to decide the fast way of procurement in certain cases. Most of the purchases, like TLM, Teacher Grants, School Grants, Repair Grants were made at village.

Computers and accessories worth Rs.18.54 Crores were procured in the year 2003-04 to 2006-07, using Rate Contract at State level and supplied directly to designated schools. Though the warranty period of computers procured in 2003-04 have expired service contracts for maintenance have not yet been finalized. Follow-up action to ascertain achievements on computer education is required.

Internal Auditors for each district are being appointed separately at State level / Division wise for a period of 3 years on the basis of tenders floated. Internal Audits for the period upto 30/09/2007 have been completed and Reports submitted. Out of 460/524 audit observations raised for the period upto 2004-05 / 2005-06, 451 and 496 are still outstanding for want of compliances.

### **VIII. Quality and Learning levels**

In national assessments of student learning, the state of Maharashtra figures somewhere in the middle group. The NCERT learning assessment of Class V (mid term study) revealed that students in Maharashtra scored between 50-60% in EVS, 40-50% in Maths,

60-70% in Language, with the combined figure of scores being 50-60%. The State is currently in the process of finalizing the tools for MAS.

The mission observed visible focus on attention to quality issues both state and district levels. Maharashtra has implemented a number of quality improvement measures. The UNICEF-supported Primary Education Enhancement Programme (PEEP) would be upscaled to 12 districts in the State for activity based teaching learning processes. A number of initiatives and support are underway to improve student learning and quality of education. Activity based teaching learning is being implemented in a number of schools. In the two districts visited, the Active School initiative and Gammat Shala initiative were being implemented. The State has distributed free student workbooks to all schools and this workbook is also used as a means to link communities to the learning process as the parent is requested to sign the practice work carried out by the child in the workbook. Child friendly learning environments have been created with learning corners and a wide range of teaching learning materials. For upper primary classes science related materials have been provided, keeping in mind the syllabus. Rs 38 crores has been set aside for the current year for remedial education. This has included teacher training, distribution of handbooks to teachers and workbooks to all children. Pictorial dictionary, prepared by the Text Book Bureau of the government of Maharashtra is being provided to students of Class III and IV, with focus on girls and SC/ST students from Class III. A mobile library has been planned in 409 CRCs that will circulate to the cluster schools, with a selection of 119 books. Remedial teaching in schools is provided in a 61-day crash format, which is monitored closely, after which remediation by teachers is more on an 'as and when required' basis. It is suggested that ongoing remedial teaching is also monitored by the block and cluster resource people to track the results.

In April 2007, the State issued one of the longest-ever Government Resolution (GR) for the implementation of an all-round quality improvement program. An exhaustive and extensive assessment tool has been developed to rank schools according to student learning, teacher personality and community participation parameters. This tool assesses the holistic development of the child, including physical and emotional development. It includes testing children against MLL, remedial teaching, skill development and preparing children for competitive exams (the mission found extensive focus on helping children to prepare for the class IV and VII scholarship exams. There appears to be a fair amount of duplication in quality tracking tools and formats – SCERT format, SSA Quality Monitoring Tool format and format developed by the Quality Control Cell of the MPSP (the last one itself has about 22 formats that need to be filled by teachers and the three items of student learning assessment, teacher assessment and community assessment is in addition to the 6 annual assessments of children (4 tests and 2 exams). The mission would like to strongly suggest that these are harmonized and rationalized in a way that data collection is not cumbersome and progress in student learning can be tracked more comprehensively. Formative assessments to improve TL would also be useful. In view of litigations in the past for the 3 R program, which was then discontinued, it may be wise to undertake some stakeholder consultations prior to formalizing the tools.

## IX. Recommendations

- ❖ Increasing the targeted nature of strategies for out of school children, particularly for children of migrants, urban poor and tribals. The mission suggests that the State begins discussions for potential synergetic action with the department of social welfare and NGO institutions for the education of children with special needs. An inherent part of consolidating access of hard to reach children would be to formalize a policy towards upgrading EGS and Vastishalas into regular schools, which is pending. There have been litigations in court over this issue and as a result the Cabinet has not yet approved such a policy. The State could explore concurrent options and other formulations based on other state experiences to resolve this matter expeditiously. It is also important to ensure, in the meanwhile, that children that do not manage to be mainstreamed from alternative education facilities to regular schools at the end of 2 or 3 years as the duration may be do not drop back out of school.
- ❖ In terms of planning and management, it now appears that block-level attention and support is crucial for addressing both remaining deprivation and addressing variances in educational development – this has to with inputs in the form of teacher deployment, classrooms, upper primary schools (where district averages look quite good, but with considerable block variations) or with addressing drop out rates, retention, transition and learning levels.
- ❖ It is suggested that the State fine tunes the strategies of KGBV and urgently addresses constraints that come in the way of their rapid operationalization. Given the ongoing litigations, it would be good to sharpen strategies and increase coordination with the Tribal Department to tackle the tribal districts and blocks that present tough challenges and address the very high drop out rates for upper primary girls in tribal districts.
- ❖ Detailed and timely preparation of annual procurement plans at State / District levels showing mode and schedule of procurement require to be submitted to Govt. of India alongwith Annual Work Plan & Budget for approval. Cases requiring deviations from these plans to be reported subsequently.
- ❖ Training on double entry book keeping is required to be given to accounts staff from Village to State level as staff especially working at lower formations are not adequately conversant on these matters.
- ❖ The mission suggests that collection and reporting of data under the new comprehensive quality improvement and quality monitoring is reviewed towards harmonizing and rationalizing student assessment systems and to link student assessments to improving instructional process and quality interventions. It is recommended that a consolidated strategy is finalized after sharing with key stakeholders, particularly teachers to ensure its acceptability, and its continuation for a certain period of time. Once initiated they should be sustained and not changed from year to year.
- ❖ It is recommended to review the strategy of supply of computers under various heads to schools and to provide the requisite educational material and maintenance provisions.

**Maharashtra  
Results Monitoring**

**Annexure 2(a)**

S.No.	Outcome Indicators	Baseline with source (2006-07)	Target Value 2007-08
<b>Goal I : All children in School / EGS centres / Alternative and Innovative Education Centers</b>			
1.	Number of children aged 6-14 years not enrolled in School/ EGS centres / AIE Centres	1,17,077 (Source : HHS held on December-2006)	22,709
2.	Number of children enrolled in schools	(2002-03) Primary level : 87,92,127 Upper primary level : 81,64,512 (2002-03-Statistic Edu. Dept. )  EGS/AIE : 36,563 (Source : Information Collected from Dist.	(2006-07) Primary level : 8322318 Upper primary level : 6998804 (2006-07 DISE)  24,114
3.	Ratio of Primary to Upper primary schools	1.58 (2002-03 Statistic Edu. Dept )	1.58 (2006-07 DISE)
4.	Number of children with special needs (CWSN) enrolled in school or alternative system including home based education	(2006-07) Identified CWSN – 4,02,192 Enrolled - 3,59,111 Home Base - 8,132 Pre School Education - 15403	(2007 – 08) Identified CWSN – 4,36,510 Enrolled - Not available Home Base - 9,936 Pre School Education - 33,226

S.No.	Outcome Indicators	Baseline with source (2002-03)	Target Value (2006-07)
<b>Goal 2 : Bridging gender and social category gaps</b>			
5.	Girls, as a share of students enrolled at Primary and Upper Primary level.	Share of girls in primary schools : <b>47.74</b>  Share of girls in upper primary school : <b>46.88</b> (2002-03-Statistic Edu. Dept. )	Share of girls in primary schools : <b>47.32</b>  Share of girls in upper primary school : <b>47.20</b> (2006-07 DISE )
6.	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 : <b>14.9</b>  Share of SC children in Upper primary : <b>14.91</b>  Share of ST children in Primary Schools : <b>11.80</b>  Share of ST children in Upper primary : <b>8.41</b> (2002-03-Statistic Edu. Dept. )	Share of SC children in Primary schools : <b>12.94</b>  Share of SC children in Upper primary : <b>11.74</b>  Share of ST children in Primary Schools : <b>13.13</b>  Share of ST children in Upper primary : <b>8.56</b> (2006-07 DISE )

S.No.	Outcome Indicators	Baseline with source (2002-03)	Target Value (2006-07)
<b>Goal III: Universal Retention</b>			
7.	Transition rates from Primary to upper primary	Transition rates from Primary to upper primary : <b>101.79</b> (2002-03-Statistic Edu. Dept. )	<b>93.94</b> (2006-07: DISE)
8.	Retention at primary level	Retention at primary level : <b>85</b> (2002-03-Statistic Edu. Dept. )	<b>87.67</b> (2006-07: DISE)
9.	Retention at Elementary level	Retention rate at Upper Primary level : <b>76</b> (If Elementary Stage is Class I to Class VII)  (2002-03-Statistic Edu. Dept. )	<b>79.25</b> (2006-07: DISE)



S.No.	Outcome Indicators	Baseline with source	Target Value
<b>Goal IV Education of Satisfactory Quality</b>			
10.	Provision of quality inputs to improve learning levels	<b>(2002-03)</b>	<b>(2006-07)</b>
	(i) Teacher Availability	(i) Pupil teacher ratio at primary level : 34.71 (ii) Pupil Teacher Ratio at upper primary : 28.71 (iii) Number of districts with PTR>60 at elementary level: <b>NIL</b> (2002-03-Statistic Edu. Dept. )	31.97 31.23 Nil (2006-07 DISE)
	(ii) Availability of Teaching Learning Materials	Percentage of eligible students receive free text books : 87.39% (Source : Expenditure Report for March 2007)  Percentage of teachers received TLM grants : 93.18% (Source : Expenditure report March-2007)  Number of schools state-wise using materials other than textbooks : <b>ABL Cards, Worbooks</b> (e.g. workbooks/worksheets/ABL Cards/Kits/CAL/Supplementary books etc.)	109% (Source : Education Officer (Pri), All Districts)  95.20% (Source : Expenditure report December-2007)  1) Mathematical Kit are provided in 230 schools, 2) In upscaling of PEEP Teaching Learning Material (Cards) have been made available to 12 districts covering 17,516 primary schools, 3) Work books are distributed in 5,600 local bodies schools.
11.	Process indicators on quality		<b>(2006-07)</b>
	(i) Teacher training	<b>1. As per the Govt. of Maharashtra's Policy decision 50% of the teachers are to be trained in a year.</b> <b>2. 50% of the budget is used in teacher training activities and 50% is used for implementing quality improvement schemes.</b> <b>(2005-06)</b>  Percentage of teachers received in-service training against annual target : 60.27% (10% teachers are trained under other activities ) (Source : Expenditure report March-2006)	46.97%  (Source : Expenditure report March-2007)
	(ii) Teacher Support & Academic Supervision	Percentage of BRCs/CRCs are operational : <b>BRC -100%, CRC-94%</b> (Source – Information collected from district)  Effectiveness of BRC/CRC in academic supervision and improving	<b>BRC -100%, CRC-100%</b> (Source – Information collected from district)  Resource Persons are appointed as per norms –

S.No.	Outcome Indicators	Baseline with source	Target Value																
		school performance : (* Performance against agreed roles & functions * Extent to which task are being done. * Extent of on-site support given to schools/teachers * Content & quantum of training given to BRC/CRC * Perception of teachers/stakeholders.) [Source]	<ul style="list-style-type: none"> <li>- Prepared Booklet of guidelines for orientation of BRC/URC, CRC personnel (on roles &amp; responsibilities, management etc.).</li> <li>- Orientation Programme for Cluster Heads have been arranged at SCERT, Pune.</li> <li>- Development of TLM, SLM &amp; Model lesson at BRC / CRC level.</li> <li>- Conduction of need based training programme at the BRC, CRC level.</li> </ul>																
	(iii) Classroom Practices	Change in classroom practices/ innovative methodologies in use : → Teachers instructional time. 6 hrs. * Student learning opportunity time - 90%  * Active student participation →  * Use of other materials in classrooms → * No. of instructional days – 200 to 210 days. * No. of days teachers were assigned non teaching activities.) 120	<ul style="list-style-type: none"> <li>- Learning by doing self study provision, problem solving method, project method.</li> <li>- It is minimized and most of the time is under for participatory peer learning.</li> </ul> Study cards, Theme boards, peer grouping and Co learning, reading corners TLM, SLM, Queese Puzzle, interactive walls																
	(iv) Pupil Assessment by States	Pupil Assessment System in place in schools : <b>Information attached in Pedagogy renewal</b>																	
	(v) Attendance Rates																		
	Student Attendance	Student Attendance level at primary and at upper primary: <b>95.54 (Source : NCERT Quality Monitoring Tool – March, 07)</b>																	
	Teacher Attendance	Teacher Attendance level at primary and upper primary: <b>(Source ; World Bank Report 2004) 85%</b>	<b>Study on Teacher Absenteeism is assigned to SCERT, Pune</b>																
12.	Accountability to the community	VEC/SEMC/local bodies role in school supervision as per State mandate: → <b>Community Mobilization Training as under :</b> <table border="1" style="margin-left: auto; margin-right: auto;"> <thead> <tr> <th>Year</th> <th>Target</th> <th>Achievement</th> <th>%</th> </tr> </thead> <tbody> <tr> <td>2005-06</td> <td>344583</td> <td>179933</td> <td>52.22</td> </tr> <tr> <td>2006-07</td> <td>320294</td> <td>223372</td> <td>69.73</td> </tr> <tr> <td>2007-08 (upto Dec.07)</td> <td>40062</td> <td>200000</td> <td>49.92</td> </tr> </tbody> </table>	Year	Target	Achievement	%	2005-06	344583	179933	52.22	2006-07	320294	223372	69.73	2007-08 (upto Dec.07)	40062	200000	49.92	<ol style="list-style-type: none"> <li>1. To monitor administrative work &amp; daily attendance of the teachers.</li> <li>2. To ensure enrolment of CWSN children who have completed 5 years age.</li> <li>3. To create atmosphere in order to make enrolment of all the children age group 6 to 14.</li> <li>4. To ensure SC/ST students to get their benefits of the scheme.</li> <li>5. To supervise Mid Day Meal Scheme.</li> <li>6. To check attendance register of the Schools.</li> <li>7. To supervise construction work in the schools.</li> </ol>
Year	Target	Achievement	%																
2005-06	344583	179933	52.22																
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S.No.	Outcome Indicators	Baseline with source	- Target Value
			8. To supervise minor & special repairs of the schools. 9. VEC will make all –our efforts for successful implementation of SSA and will use its powers to ensure the success.
13.	National Student achievement level outcomes	Learning levels for Class III ----- Percentage in Maths ----- <b>57.77%</b> Percentage in Language ----- <b>2.33%</b> (2003: NCERT National Assessment Sample Survey-BAS)	
		Learning levels for class V Percentage in Maths – <b>44.32</b> Percentage in Language - <b>62.12</b> Percentage in EVS - <b>52.82</b> (2005: NCERT National Assessment Sample Survey – BAS)	
		Learning levels for Class VII/VIII Percentage / Percentage in Maths --- Percentage / Percentage in Language --- Percentage / Percentage in Science --- Percentage / Percentage in Social Science --- (2002: NCERT National Assessment Sample Survey – BAS)	

**Monitoring Indicators**  
**Infrastructure Provisioning**

State / Union Territory:

Unit	Category	Cumulative up to 2007-08		
		No. sanctioned	No. completed	% of completion
State Total	Classroom constructions	47547	40212	84.57
	Opening of new primary schools	1304	590	45.25
	Opening of new upper primary schools	773	285	36.87
	Appointment of teachers	1236	1236	100.00
	Provision of drinking water facilities	7505	4504	60.01
	Girls toilet	18	--	

Enrollment in EGS / AS		
Scheme	No. of Centres	Beneficiaries
EGS	8,665	1,79,626
AIE	7,537	91,557
<b>Total</b>	<b>16,202</b>	<b>2,71,183</b>

**INDIA**  
**SARVA SHIKSHA ABHIYAN**  
**SEVENTH JOINT REVIEW MISSION**  
**January 21 – February 5, 2008**

**MEGHALAYA STATE REPORT**

**1. Introduction**

On behalf of the Seventh Joint Review Mission (JRM) of the Sarva Shiksha Abhiyan (SSA) Manju Narula (GOI) and Venita Kaul (WB) visited Meghalaya from January 23 to January 28, 2007 to review project implementation, as per the development objectives of the project viz.(a) reduction in number of out of school children and increase in enrolment;(b)narrowing of gender and social equity gaps and (c)improvement in quality of elementary education and learning levels of children. In the context of these objectives, the Mission focused specifically on the terms of reference for the JRM which were to (a) review progress in overall implementation, including processes and outcomes related to access, equity and quality (b) review financial management, procurement and safeguard issues and (c) examine issues related to state and district implementation capacity. This was the first JRM visit to the state since SSA was initiated.

The Mission, in the course of its visit to Meghalaya, interacted with Commissioner and Secretary Education, the State Project Director (SPD) and the Director DERT. The Mission visited two districts, East Khasi Hills and Jaintia Hills to observe project implementation at the district level. While in the district, the Mission interacted with the Deputy Commissioner (Jaintia Hills), the District Project Managers and their teams, BRCs and CRCs and members of Village Education Committees/School Management Committees. Unfortunately, due to winter vacations in the state, the Mission was unable to visit any functioning school or observe any project activity, except for a teacher training program in East Khasi Hills district. This was a major limitation. The Mission visited the District Institutes of Education in both districts and interacted with the Principal (in Jaintia Hills only) and the faculty in both DIETs. In addition, the Mission visited eight school construction sites, two centers for computer aided learning and an 'urban learning center cum kiosk' run by an NGO, which were all supported by SSA. The conclusions of the JRM were shared in a meeting chaired by the Commissioner and Secretary Education, Government of Meghalaya on January 28, 2008. The Mission would like to place on record its deep appreciation of the cooperation and courtesy extended to it by the State Project Director and his team and the District officials throughout this visit.

**2. Overall progress**

The Elementary Education profile of Meghalaya is reflected fairly distinctly in the DISE analysis for computing the Educational Development Index, in terms of access, infrastructure, teacher provision and outcomes. In terms of the Access index at the primary level, the state holds the distinction of being first among all 35 states. But for Teachers' index the rank reduces to 20th and for infrastructure, and outcomes it further reduces to rank 32 among the 35 states and UTs! In a small deviation from the primary profile, for upper primary stage the Access Index is also an issue, with the state ranking 30<sup>th</sup>, on infrastructure 32<sup>nd</sup>, on teachers 18<sup>th</sup> and on outcomes 27<sup>th</sup>.(DISE,2006-07).This clearly describes the overall status of elementary education in the state and indicates the need to now move beyond just access to addressing quality issues.

### 3. Access, Equity and Quality

*Access and Enrollment:* The most significant impact of SSA since inception of the program has been on the increase in the number of schools, particularly at the upper primary stage, with the result that the ratio between lower and upper primary schools has improved from 1:4.3 (2001-02) to 1:2.8 (2007-08), thus gradually moving towards the national target of 1:2.5. (Refer Annex 1 for details). The number of out of school children has reduced from 1.43 lakhs in 2001-02 to around 28,000 (2007-08). Correspondingly, enrolments have increased significantly at both lower (60.1%) and upper primary levels (134%), primarily due to enrollment drives and expanded access and to some extent 'back to school camps'. In addition, with scattered habitations and difficult terrain, 1464 EGS centers have facilitated enrollment of 67514 children.

The state had, in its AWPB (2007-08), committed to achieving zero out-of school children by 2007-08. The numbers have come down from 1.09 lakhs to 37,000 which is commendable. The SPD acknowledged that, in hindsight, this was an unrealistic and ambitious commitment which was made on the basis of the significant achievements of the previous years. It did not take into account the fact that the numbers remaining would be the 'hardest to reach'. These out of school children include both never enrolled and drop outs. Although drop out rate has decreased from 51.76 % for lower primary and 20.84% for upper primary (2001-02) to 22.54 % and 7.89% respectively in 2007-08, the commitment made of reaching the target of 10 percent for lower primary is still very distant. The causes of dropout mentioned were poverty, sibling care, cattle grazing, household chores etc. The SPO has commissioned NEHU to carry out a study on reasons for drop outs with a view to inform further planning. To address the issue of sibling care, the state's initiative to locate 424 ECCE centers set up in the project in school premises needs to be endorsed since this practice is known to facilitate participation of older siblings in schooling. This should be further expanded, in convergence with the ICDS. While the efforts to further enhance access will continue, the state needs to also reflect on and develop a well planned and differentiated strategy for ensuring more need-based and context-specific interventions for these hardest to reach out-of-school children, who come from a diverse range of age groups and backgrounds and who need to be not only facilitated but also motivated to come to school regularly. At present the state does not have any bridge programs other than a few Back to school camps. The Mission reviewed the curriculum developed for these camps and discussed it with the DIET faculty as well. There was agreement that it was essentially a condensed version of the syllabus and did not adequately reflect the kind of approach that would be required to not only attract the children to school but also retain them. In this context, it may be useful for the state team to visit some other states, in consultation with MHRD, that have implemented this program more successfully.

*Equity:* The social equity dimension differs considerably from other states in the country, since Meghalaya follows a matrilineal system of society and is almost 95 percent tribal. The share of girls in primary schools is overall 50.35 % and in upper primary schools it is 52.53%. Share of ST children in primary is 93.18% and in upper primary 91 %.(2006-07). The SC population is very minimal in the state, (0.5%).(DISE, 2006-07). The equity issues relate more with rural poverty, children from minorities' communities and children with special needs. Some rural girls of school going age are not able to go to school as they are engaged in sibling care. To facilitate these girls, as also from the perspective of developing school readiness in children, the project has established 424 ECCE centers in habitations not covered by ICDS. In addition, one KGBV has been set up in West Garo district which accommodates 60 tribal girls from deprived families. The Mission was not able to visit the KGBV due to long distance and security concerns. However the NPEGEL and KGBV schemes have subsequently been withdrawn from the state since it was de-notified from the list of educationally backward blocks.

The total Muslim population in the state is 4.28 percent. The education of Muslim children, especially girls, is a concern in West Garo Hills which has a substantial Muslim population. This is largely due to low literacy levels and socio economic and cultural factors. For boys too, more importance is given to religious teaching. The state is now proposing to set up Learning Centers for these out of school girls under SSA. The special feature of these centers is proposed to be inclusion of Life Skills and vocational education to attract the girls and retain them in the system. Possibilities of providing residential facility to these girls may also be explored due to concerns of security.

The state is working towards inclusion of children with special needs in the mainstream education. The project has helped identify 8572 children with special needs through community awareness and several camps organized with the help of DDRCs and departments of health and social welfare and Special schools, wherever available. Out of these, 5110 children have been enrolled in regular schools (SPO,2008). Two resource teachers are now proposed to be appointed in every district. Since the Mission was not able to see any schools in action, it is not possible to comment on the extent and quality of inclusion.

*Quality:* The Mission's review of the quality component was severely constrained due to its inability to visit schools and observe actual classroom situations and other project activities due to vacations, other than one training program of teachers in a BRC. The review is thus based entirely on these limited observations, on interactions with stakeholders at different levels and findings of studies conducted by the DIETs.

Teachers and Teacher Training: One of the most significant issues in the state in the context of quality of education is the large percentage of untrained teachers in the system. The state is cognizant of this problem and has been able to reduce the percentage of untrained teachers from 85.8 % in 2002 to 51.04% (46% in lower primary and 56% in upper primary) in 2007.(AWPB, 2007-08). Untrained teachers are generally believed by all stakeholders to have a negative impact on the quality of class room teaching. The problem continues due to the current state policy of teacher recruitment wherein, to improve pupil teacher ratio, untrained persons are recruited on the basis of only their academic qualifications. These teachers are not on contract basis but on open ended terms and get a monthly salary of Rs. 1500, which has recently been enhanced to Rs 3000/- One of the reasons for taking untrained teachers is the limited intake capacity presently of the teacher training institutions. The state is now addressing the issue through a fast track comprehensive teacher training strategy. The state has taken advantage of the CPE distance program of IGNOU to clear the backlog in three years. Most BRC s and DIETs have been designated as study centers for this program. A total of 2574 lower primary and upper primary teachers have been deputed at state cost to undergo this distance course. The overall feedback on the quality of the program is good especially in terms of its content, though its disadvantage is the limited practice teaching due to the distance mode. In addition, the state is sponsoring in service teachers for the two year diploma course of the DIET and placing substitute teachers in their position. This must be a significant strain on the state budget.

The state is taking some initiatives to work towards ensuring availability of good quality teachers. The state has now introduced a State Eligibility Test for selection of teachers which looks at both subject knowledge and teaching aptitude and includes an interview as well. In view of both the costs involved for the state in ensuring training for the current lot of in-service teachers and the established importance of pre-service training, the state is now also proposing to make pre-service professional qualification compulsory for selection as teachers and making appropriate provision

in the DIETs to have a quota for pre service candidates, which at present are catering only to the 'in service' untrained teachers.

With regard to short term in-service training, the state has been utilising the SSA provision of 20 days' training for all teachers. Under SSA in all, 8675 teachers have been provided training. The Mission was informed that the short term training is conducted for 15 days in the DIET/BRC and followed by 5 days in the BRC closer to the schools, after teachers have had some practice of the new learning in their schools. This seems to be a good approach to enable teachers to internalize the training more effectively. DIET Jaintia Hills evidently had a more need-based approach, where the initial days were devoted to developing communication skills and confidence in the teachers which was necessary since they were found to be very inhibited. The Mission had the opportunity to observe a training program in a BRC in East Khasi Hills which 65 teachers were attending, which seemed a large group. Interaction with these teachers also reflected an overall lack of confidence and communication skills in them; the training content, however, was entirely subject based with limited space and time for interactive methods of training and development of communication skills. The districts visited had evidently prepared their own training content and modules which suggests that there may be considerable variation from district to district in training modules, as also possibilities of duplication of work. This reflects perhaps a fragmented approach to in service training which the SPO may like to review. While district specificity is important, it is recommended that at the state level an overall in service training framework be developed, in consultation with the DIETs and DPMs, which should rest on some common objectives, principles and priorities which districts would need to follow given the status of teachers, while allowing for some component of local needs. The in-service training and BRC/CRC support is currently also focusing on strengthening mathematics and science teaching in the schools, which according to the Secretary and many stakeholders at present is weak

Textbooks and Curriculum: With 98% of the population of Meghalaya being tribal, almost all children are getting the benefit of free textbooks and three exercise books in the state up to the primary level. The SPO raised the issue of costs of textbooks. Since the prescribed set for each grade is beyond the SSA norms, only the main textbooks are being provided free while parents buy the others on their own. The mission had the opportunity to review the list of textbooks prescribed by the Meghalaya Board of School Education (MBOSE) and found the number of books to be too many especially at the primary level. While the NCF prescribes only a Language and Mathematics text cum workbook for grades 1 and 2 and an additional Environmental Studies textbook for grades 3-5, the MBOSE list includes 8 books for grades 1 and 2, 9 books for grade 3 and 29 books for grade 5. The Mission recommends that, in consultation with MBOSE, this list be reviewed and prioritized. This would not only solve the issue of costs but also reduce the curriculum burden on the child.

The Mission reviewed the quality of the textbooks. The main subject textbooks prescribed are mostly from established private publishers in Delhi and are very child friendly, in terms of the pedagogical approach adopted by them. While the workbooks are very good and largely context neutral, the course books are contextually not always relevant, even though the series is meant for Meghalaya. In view of this observation, it is recommended that the state should utilize the opportunity provided by SSA to enlist the help of these authors in developing local capacity in textbook writing and developing, so as to provide more relevant and contextual textbooks to children. Previously, the districts were procuring the textbooks on their own which was found to be not cost effective. Since this year the textbook procurement is being done centrally. But the logistics of timely supply to the schools through the Districts/ BRCs is an issue which the SPO may need to address on priority.



TLM/TLE: The teachers' grant is sent to the VEC/SMC account from the district to be made available to the teachers. Evidently, the SMC is involved in the decision with the teacher on how it is to be used. Interaction with teachers during training and an evaluation study by DIET both indicate that the teachers' grants are not regularly reaching the teachers, in all cases. The study, (which is only for Jaintia Hills district and may not be generalisable) indicates erratic use of the TLM in classrooms. These are matters of concern and need to be monitored closely by the SPO.

Assessment system: At present the schools follow a traditional pattern of periodic examination, with some children getting detained even in grade 1. The repetition rate at primary stage is 5.04 % and for upper primary 6.3 percent (DISE; 2006-07). The DIET at Jaintia Hills has initiated a pilot study on continuous, comprehensive assessment in primary grades which includes a system of remedial teaching. This has been developed with guidance from Loreto House, Calcutta and is under trial in 30 schools. It is now proposed to upscale this initiative. The Mission recommends that the pilot study be evaluated first, before scaling up in the state.

Learning Levels: In terms of learning levels, the DISE data indicates the pass percentage at primary stage to be 86.8 for boys and 87.6 for girls. At upper primary stage, the corresponding values are 85.3 % for boys and 86.2 % for girls which look reasonably good. However, the percentage of boys scoring above 60 percent is only 21 percent at primary and 20.9% at upper primary stage. Similarly, for girls the percentage scoring above 60 percent is 22.9 for primary and 21.3 for upper primary. Further, the NCERT Mid term survey for Grade 5 ranks Meghalaya only between 26 to 30<sup>th</sup> Rank among all states. These results, triangulated from different sources, indicate the need for the SPO to focus in the coming year on a system of continuous academic support to schools, improvement of classroom processes and provision of remedial teaching for children. The state has tried out the Quality Monitoring Tools of NCERT and is of the view that these need to be simplified to make them usable at the field level.

#### **4. Civil works**

School infrastructure was a weak area in the state and SSA has made a significant dent towards its improvement, particularly at the upper primary stage in the form of upgradation. To date, 1337 new lower primary schools have been opened and 1223 lower primary upgraded to upper primary level (SPO, 2008). In terms of construction of schools and classrooms, 331 new lower primary schools were completed against a target of 598. The remaining are in progress. For upper primary stage, 331 schools were planned and these are all still under construction. In addition, 2405 additional classrooms for primary and upper primary were planned of which 575 have been completed and the remaining are in progress. The delay in completion, according to the SPO, is largely due to the initial pace of civil works being very slow in the absence of any assigned staff. It has now picked up with the appointment of civil works coordinators in each district. The mission had the opportunity to visit eight school sites of which one was a new upper primary school and seven were additional classrooms for upgradation. In almost all cases, the School Management Committee Secretary was available and the committee's involvement in construction was very evident. In many cases the SMC had constructed the room/school with additional contribution from their side. In some cases these were aided schools. Where SMC was more active, the quality of construction appeared to be better. It was consistently mentioned to the Mission that the construction norms for SSA were inadequate for the hilly terrain typical of the state. As a result, in a few cases the rooms constructed were found to be very small with poor ventilation. In most sites cost of construction was displayed on the walls, but in English. The District Collector of Jaintia Hills informed the Mission that they are encouraging display of

information on SSA inputs so as to facilitate a Social Audit later in the year. In Meghalaya, there are no land issues according to the SPO as all land is donated voluntarily for the schools.

With regard to drinking water facilities, SSA has sanctioned grant to 2863 out of 8610 schools (primary and upper primary) for drinking water facilities. 2632 schools have already been covered in convergence with PHE Department. 2515 schools (29.2 percent), still remain to be covered. These are largely in areas where water source is a problem and rain water harvesting and other methods may need to be employed. Regarding availability of toilets, 4649 (53.9%) are reported to be still without toilets. Of the schools with toilet facility, only 8.76 percent have girls' toilets. This can be a major deterrent in terms of attendance for girls. In many cases toilet may not be usable due to non availability of water. This provision therefore needs to be planned in conjunction with water availability. Ramps are also reported to be constructed in new schools. According to DISE (2006-07) 3.18 % schools now have ramps.

## **5. Institutional Capacity**

Department of Educational Research and Training (DERT) is responsible for the development of curriculum and syllabus and teacher training and Meghalaya Board of School Education (MBOSE) prescription of textbooks. Each district has a full fledged DIET. The two DIETs visited were more or less fully staffed, though in one case the faculty was highly under utilized. The DIET in Jaintia Hills, under the leadership of its dynamic Principal, was found to be a very vibrant institution with the faculty involving itself not only in training but also in research and development of curricula and training modules, especially for the EGS centers. DIETS like these could play a much more supportive role for the SSA program.

In addition, the SSA has contributed to setting up of 39 BRCs and 437 CRCs at the sub district level. The SPO sees these as "centers of academic learning which would provide direction to the pedagogical renewal process in response to the emerging needs of the time" (SPO: Project document, 2008). The Mission had an opportunity to meet with some CRC coordinators in both districts at the BRCs. These were active and enthusiastic young people who did not have any experience of teaching and who were serving more as coordinators for the SMCs/VECs and collecting information, rather than providing academic support to the schools. Evidently they had neither been selected nor trained keeping the envisaged role in mind. Institutionally there seemed to be insignificant linkage with the DIETs, other than getting DIET faculty to train the teachers. In view of the key role these sub district level institutions can play in quality improvement and pedagogical reform, the mission strongly recommends that due priority be given by the SPO to ensure proper selection and training of the CRC coordinators so that they have the capability to play this role effectively. While the BRC coordinators are experienced, it is not clear to what extent they have been prepared for this role of providing academic support. In this context, linkages with DIETs may also be strengthened by assigning the DIET faculty a mentoring and monitoring role, as is being done in some other states and thus creating a chain of academic support to the schools. This may require training /orientation of the DIET faculty also in the SSA program priorities. It is recommended that this approach may be piloted in Jaintia DIET which showed both capability and willingness to take on this responsibility. The DIETs/BRCs/CRCs may also need to be facilitated in terms of mobility allowance etc. The Mission would like to emphasize that in addition to teachers, training and capacity building of all functionaries from state to sub district level be given due attention.

At the community level, the state has presently both School Management Committees and Village Education committees. The SMCs have been in position for many years now. The need for VECs

was felt in implementing SSA since the SMCs are specific to each school whereas SSA required a committee that would oversee the village as a unit, which may include more than one school, EGS etc. The SMCs are responsible for school construction and are believed to have not only build schools/classrooms with less cost as compared to the works' department, but also with better quality. In many cases they have also contributed further to meet shortfall in construction costs to avoid any compromise on quality. The VECs/SMC/s role beyond construction of schools and disbursement of TLMs is not yet visible or reported.

## **6. Financial Management and Procurement**

*Funds Flow and Banking:* The funds once received by the state, are transferred according to SPO within 15 days to the districts. However, the information shared with the Mission indicates that in the last few years the transfer to the district has been after a span of two months this was explained by the SPO to be due to systems not being adequately in place in the districts in the initial years of the project. This issue may need to be addressed by the SPO. The transfer from District to VEC/ school takes even longer, according to the SPO, largely because of pre conditions of payment like receipt of UCs etc. Electronic transfer of funds is as yet not possible since the Banking system is not sophisticated in the state. Cheque system is used at all levels. At the village level, the Bank branches are small with limited holding capacity (not more than Rs. 1 lakh at a time). This affects the disbursements. At the VEC level payments are all made in cash.

*Accounting and Reporting:* The districts submit financial reports on given formats every quarter to the SPO. Double entry system is maintained till district and BRC levels. Expenditure heads given in the Manual are reported to be followed. Bank reconciliation statements are prepared on both monthly and annual basis by the state and every District/financial unit. Some cases of non compliance were, however, reported in the audit report. According to the SPO, this is being closely monitored by the state.

The FMP Manual has been made available at all levels, except to the VECs. For the VECs, a simplified version has just been printed in English and will be translated and supplied to them. The Mission was shown some utilization certificates submitted by the Secretary of SMCs/VECs. According to the districts 50 percent of the funds for school construction are transferred to the VECs/SMCs as first installment only after an MOU is signed with them in which they commit to making the building according to specifications. The second installment is released after the construction has reached sill level for which photographic evidence and utilization certificate of the first installment are provided. Once these are submitted, technical survey is done by the DPO and based on that the fund is released. The Mission recommended that the technical report which is currently a part of the internal correspondence file should be attached as a certificate with the case file. Financial information/Accounts are computerized up to the district level while VECs/SMCs are expected to maintain passbooks and records of their expenditures.

*External /Internal Audit:* Auditors are appointed latest by May/June through inviting EOIs from CAG empanelled auditors. In the last financial year three auditors were appointed with one Lead auditor for all the 7 districts. The target date given to them to submit their report is end September. Standard TORs from the Manual are used for the audit. Auditors certify expenditures based on UCs. Audit observations have been made by them regarding non availability of UCs, in some cases. To address this lapse, districts have been asked to maintain centralized registers and monitor receipt of UCs. The Mission was shown these being maintained as hard copies but not being tracked on the computer against releases and expenditures. For the purpose of internal audit, a CA firm has been outsourced, which is expected to cover audit of all financial entities in

three years time. The Mission was told by the SPD that audit observations are discussed in the review meetings and rectification suggested.

*Procurement:* State Procedures are followed for procurement since the thresholds given in the Manual are according to the SPO too high. As per state rules, Rs. 40,000 is the threshold below which no tendering is required. The decision to use state procedures is taken by the State Mission Director at his level. There is no procurement at the sub district level. At the district level previously textbooks/computers were procured but now this process has been centralized. Computers are now procured from DGS at the all India rate. The state has prepared the Procurement plan and this has been sent to MHRD for posting on web site. However, the Procurement plan is not used internally for monitoring purposes. All district accountants have been given practical training with their books etc. for five days including procurement aspects. The SPO informed the Mission that they maintain all details of procurement/contracts and provided evidence of maintaining files containing all step wise details of procurement contracts. The VECs/SMCs are responsible for civil works and TLE for which they do not necessarily follow local shopping procedures. Display of information on expenditure at the village level was seen in most schools visited, although no break up was provided. In one district the Mission was shown a computer kiosk set up for public use with touch screen facility, which had some information available on SSA which could be downloaded easily.

*Staffing:* The sanctioned staff is largely in place in the SPO as well as in the district offices. Staff at the district level includes a programmer cum analyst and a data entry operator in the MIS cell, senior accountant and accountant in the Financial Management unit; civil works coordinator (Engineering graduate) at sub divisional and district level; IED /ECCE coordinator; community mobiliser/ EGS coordinator and one planning coordinator. The same positions are in place at the SPO level. In addition, a state consultant is provided in the MIS cell. In the Financial Management Cell a consultant and Finance and Account officer are in position and there is an additional pedagogy and teacher training coordinator. Most of the staff at both state and district levels are on contract basis which is a matter of concern since it leads to high turnover and the limited experience is not always conducive for the leadership role envisaged for them.

## **7. Project Management**

The Mission had the opportunity of meeting the state team including the coordinators of the different functional areas and their counterparts in the Jaintia hills district office. The State Project Director has recently taken over and the team under him is energetic and enthusiastic. The SPO has initiated the Annual planning process and given deadlines to districts to submit their plans which they expect to compile and submit to GOI by March 13. The SPO is expected to conduct monthly reviews with the districts, but this has been somewhat irregular in the last few months. The SPO will need to strengthen its monitoring role as also provide greater leadership in the functional areas, if the program has to move at a faster pace towards quality improvement. This will also involve differential approach to districts as per their status, with the two less progressive districts for example, getting more of both hands holding and monitoring. The state teams and district teams will need to visit the field more frequently and provide direct support and guidance. Capacity building of the state team with exposure to other states' initiatives will, in this context, be useful

## **8. Financial data**

In this FY the first installment of GOI funds were released to the state in two parts with the second transfer only on November 2, 2007 in view of the pending decision regarding center state

share. The state has spent to date about 80% of the funds released including the state share. However, this 80.3 percent 'expenditure' includes a combination of actual expenditure and transfer of funds to the districts. The state needs to monitor the district to sub district level transfers more systematically to be able to report a more accurate status.

*Expenditure report summary*

(Rs in lakhs)

Unspent Balance as on 1-4-07	GOI Installment (13.10.07)	GOI revised Installment (22.11.07)	State Share	Total Amount Available	Expenditure Up to 31.12.07	Expenditure %
2737.39	392.93	1966.7	1243.14	6340.16	5095.31	80.37

**9. Recommendations**

1. In view of the fact that Meghalaya has not had the benefit of DPEP experience, the MHRD may facilitate exposure visits for the state and district teams to other well performing states in different functional areas, as a priority.
2. The SPO may develop a systematic and focused strategy/plan for monitoring and providing technical support to the districts on a regular basis and share this with the next mission.
3. The SPO may develop a framework in consultation with DIETs and DPMs for in- service training and resource support to teachers through BRC/CRC.
4. Given the state's concerns regarding the constraints imposed by the current unit cost for civil works, the state may explore differential unit costs for different areas within the state, based on topographical and other considerations for construction.

## Results Monitoring

S.No.	Outcome Indicators	Baseline with source (2006-07)	Target Value
			2007-08
<b>Goal I : All children in School / EGS centres / Alternative and Innovative Education Centers</b>			
1.	Number of children aged 6-14 years not enrolled in School/ EGS centres / AIE Centres	37,234	0
2.	Number of children enrolled in schools	Primary level : 487,956 Upper primary level : 212,052  (2006-07-DISE)  EGS/AIE : 67,514	4.2lakh 1.7lakh   1.0 lakh
3.	Ratio of Primary to Upper primary schools	1: 2.8  (2006-07 : DISE)	1:2.5
4.	Number of children with special needs (CWSN) enrolled in school or alternative system including home based education	5110	5000

## Annexure 2(b)

S.No.	Outcome Indicators	Baseline with source (2006-07)	Target Value
			2007-08
<b>Goal 2 : Bridging gender and social category gaps</b>			
5.	Girls, as a share of students enrolled at Primary and Upper Primary level.	Share of girls in primary schools : 50.02 %	50.00
		Share of girls in upper primary school : 52.53 % (2006-07: DISE)	50.00
6.	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 : 0.97 %	2.00
		Share of SC children in Upper primary : 2.00 %	2.00
		Share of ST children in Primary Schools : 93.18 %	94%
		Share of ST children in Upper primary : 91.00% (2006-07: DISE)	94%

S.No.	Outcome Indicators	Baseline with source (2006-07)	Target Value
			<b>2007-08</b>
<b>Goal III: Universal Retention</b>			
7.	Transition rates from Primary to upper primary	Transition rates from Primary to upper primary : (2006-07: DISE) 100.45 %(including repetition?)	91.38
8.	Retention at primary level	Retention at primary level : (2006-07: DISE) 57.1%	96.68
9.	Retention at Elementary level	Retention rate at Elementary level : (If Elementary Cycle is Class I to Class VII) (2006-07: DISE) NA	87.24



S.No.	Outcome Indicators	Baseline with source (2006-07)	Target Value
			2007-08
<b>Goal IV Education of Satisfactory Quality</b>			
10.	Provision of quality inputs to improve learning levels  (i) Teacher Availability	(i) Pupil teacher ratio at primary level : 1:18 (ii) Pupil Teacher Ratio at upper primary : 1: 17 (iii) Number of districts with PTR>60 at elementary level: nil (2006-07: DISE)	1:20 1:15
	(ii) Availability of Teaching Learning Materials	Percentage of eligible students receive free text books : 100% (Source) AWP&B  Percentage of teachers received TLM grants : 100% (Source) AWP&B  Number of schools state-wise using materials other than textbooks : 132 (e.g. workbooks/worksheets/ABL Cards/Kits/CAL/Supplementary books etc.)	100%  100%  192
11.	Process indicators on quality  (i) Teacher training	Percentage of teachers received in-service training against annual target : 62% (Source)	100%

S.No.	Outcome Indicators	Baseline with source (2006-07)	Target Value
			<b>2007-08</b>
	(ii) Teacher Support & Academic Supervision	<p>Percentage of BRCs/CRCs are operational : 100% (Source)</p> <p>Effectiveness of BRC/CRC in academic supervision and improving school performance : satisfactory (* Performance against agreed roles &amp; functions * Extent to which task are being done. * Extent of on-site support given to schools/teachers * Content &amp; quantum of training given to BRC/CRC * Perception of teachers/stakeholders.) [Source]</p>	<p style="text-align: center;">100%</p> <p style="text-align: center;">Total compliance Total Complete</p> <p style="text-align: center;">As required To be structured as desired</p>
	(iii) Classroom Practices	<p>Change in classroom practices/ innovative methodologies in use : (* Teachers instructional time. * Student learning opportunity time. * Active student participation * Use of other materials in classrooms * No. of instructional days * No. of days teachers were assigned non teaching activities.)</p>	To be decided
	(iv) Pupil Assessment by States	Pupil Assessment System in place in schools :	
	(v) Attendance Rates  Student Attendance	Student Attendance level at primary and at	

S.No.	Outcome Indicators	Baseline with source (2006-07)	Target Value
			2007-08
		upper primary: (Source)	
	Teacher Attendance	Teacher Attendance level at primary and upper primary: (Source)	
12.	Accountability to the community	VEC/SDMC/local bodies role in school supervision as per State mandate:	
13.	National Student achievement level outcomes	Learning levels for Class III Percentage in Maths Percentage in Language (2003: NCERT National Assessment Sample Survey-BAS)	
		Learning levels for class V Percentage in Maths Percentage in Language Percentage in EVS (2005: NCERT National Assessment Sample Survey – BAS)	
		Learning levels for Class VII/VIII Percentage / Percentage in Maths Percentage / Percentage in Language Percentage / Percentage in Science Percentage / Percentage in Social Science (2002: NCERT National Assessment Sample Survey – BAS)	

## Annexure II

**Receipt of Central & State Share during 2007-08 upto December 2007 (Rupees in Lakhs)**

<b>Date of Receipt</b>	<b>Central Share</b>	<b>State Share</b>	<b>Total</b>
25/05/07	-	261.83	
30/08/07	-	120.06	
30/08/07	-	14.904	
05/09/07	-	5.832	
26/09/07	-	160.08	562.706
13/10/07	392.93		
22/11/07	1966.70	-	2359.63
01/11/07	-	180.435	
30/12/07	-	500.00	680.43
<b>Total</b>	<b>2359.63</b>	<b>1243.14</b>	<b>3602.736</b>

**Monitoring Indicators**  
**Infrastructure Provisioning**

State/ Union Territory:

<b>Unit</b>	<b>Category</b>	<b>Cumulative up to 2007-08</b>		
		<b>No. sanctioned</b>	<b>No. completed</b>	<b>% completed</b>
State Total	Classroom constructions	2405	575	24%
	Opening of new primary schools	1604	1337	83%
	Opening of new upper primary schools	1223	1223	100%
	Appointment of teachers	6877	7566	110%
	Provision of drinking water facilities	2971	2971	100%
	Girls toilet	850	850	100%
	Enrolment in EGS/AS	55224	62938	

**INDIA**  
**SARVA SHIKSHA ABHIYAN (SSA)**  
**SEVENTH JOINT REVIEW MISSION**  
**ORISSA STATE REPORT**  
**(23<sup>rd</sup> to 29<sup>th</sup> January, 2008)**

**1.0 Introduction**

1.1 On behalf of the Seventh Joint Review Mission (JRM) of SSA Dr Ranjana Srivastava (Government of India) and Mr. LS Nagarajan (DFID) visited Orissa from 23<sup>rd</sup> to 29<sup>th</sup> January, 2008 to review progress with regard to SSA objectives and outcomes. The Mission also reviewed actions taken on the specific recommendations of the 6<sup>th</sup> JRM. The SSA was officially initiated in Orissa in 2000-01, in partnership between the Government of India and the State government. The First Joint Review Mission (JRM) of SSA in Orissa was held in January/February 2005 and the state was visited once again by the members of the Third JRM from 13<sup>th</sup> to 20<sup>th</sup> January 2006. This is the third time that the state is being visited by the JRM.

1.2 At the State Level, the team met Mr S C Patnaik, Secretary cum Commissioner, School and Mass Education and representatives of the State Project Office (SPO) of the Orissa Primary Education Programme Authority (OPEPA) led by the State Project Director, Mr Deoranjana Kumar Singh and Dr Sebak Tripathy, Director, Teacher Education and State Council of Educational Research and Training (SCERT). The team had detailed meetings with the various stakeholders regarding progress made in the state towards the achievement of the SSA Development Objectives and the discussions and follow-up actions agreed are reported below. Progress towards the achievement of the SSA Development Objectives in Orissa is reported in the State Results Framework attached at Annex 1 of this Report.

1.3 The team visited formal schools-primary and upper primary, CRCs, BRCs, and District Project Offices in Nuapada and Bolangir. The Mission also visited theme-based camps for CWSN, KGBVs, Residential Care Centres for migrant children, computer aided learning programmes, training workshop for teachers and parents counselling meeting for children of IED. During these field visits, the Team interacted with teachers, students and parents, community members and representatives (MTA, PTA, and VEC) as well as with the local officials. Discussions were held with the District Collectors (Nuapada and Balangir), and DPCs, District Inspector of Schools, Sub Inspectors, BRCCs and CRCCs, Co-ordinators (Pedagogy, Planning, Gender, IED, SC/ST), and Financial Consultants of the two districts. The highlights of these and key issues arising are reported below.

1.4 The mission members would like to express their deep appreciation to the State Project Director Mr. Singh and his team and the District Teams led by respective Collectors of Nuapada and Balangir districts who gave time, co-operation and hospitality during the visit, the DPCs and their staff. Their openness and ability to provide the information requested was a vital contribution to the work of the mission.

**2.0 SSA Objectives & Development Outcomes:**  
**Access & Retention, and Bridging Gender and Social Category Gaps**

2.1 As per the Child Tracking System (CTS) of GoO, the state has made some noteworthy progress in enrolling children and reducing the number of out-of-school children between 2005-06 and 2006-07. The primary enrolment increased from 42.82 lakhs in 2005-06 to 44.85 lakhs in 2006-07, giving an increase of 4.74% over the previous year. Similarly, the enrolment in upper

primary level increased from 12.25 lakhs to 18.17 lakhs during the same years. Increased access has been made possible through opening of formal primary and upper primary schools, alternative education centres, residential and non-residential bridge courses, residential care centres, provision of early childhood care and education, and girls' education through KGBVs, and NPEGEL, provision of Multi Lingual Education in mono language schools and special incentives for tribals; and processes initiated for community mobilisation.

The share of girls in primary education increased from 44% to 51% at the primary level and from 34 to 44% at the upper primary level during the years 2005-06 to 2006-07. Considering the fact that the share of girls in total population is 49%, it reflects a relatively better picture at the primary than the upper primary level. It appears that Orissa has been able to bridge the gender gap in primary education. This is a noteworthy achievement. However, the status needs special attention at the upper primary level. The Mission observes that special initiatives for girls, particularly the distribution of free uniforms, opening of KGBVs and RCCs, project Arohana, provision of early childhood care and education, Rashmi-II training of Mother-Teacher-Association, VECs and teachers' - Sikha, Meena, Life-skills, no doubt have contributed to the positive growth, they nevertheless need to be strengthened further to increase the share of enrolled girls at the elementary stage to 49%.

2.2 The CTS also indicates that progress has been made in improving the share of SC children in primary schools between 2005-6 and 2006-7. The share of SC children in total primary enrolment has increased from 12% to 20% where as its share at the upper primary has marginally increased from around 4.6% to 5.5%. At 5.5%, this share is way below the population share of SCs (16.5%) in Orissa. While there has been great accomplishment in terms of extending coverage and providing educational opportunities to SC children at the primary stage, there is an urgent need to improve the SC parity index at the upper primary stage.

Similar to the SC population, though significant progress has been made in improving the share of ST children in primary schools during last one year (from 14% to 18%), the ST parity index remains un-favourable. Per Census 2001, 22.1% of people in Orissa are ST. This means that at the primary level still a lot needs to be done to bring ST children to the schools. The benefit of SSA appears to be out of the reach of every five ST children at the primary level. The share of ST children in upper primary enrolments was at 5% in 2006-7. There is thus an urgent need to improve the share of STs at the primary as well as upper primary level. The state faces a unique situation with the scheduled tribes as about 80% of the tribal population is located in 11 districts. The state has no doubt tried to deal with the problem of migrant children by making inter-state task forces and making arrangements for their education in the neighbouring states, also through effective follow-up through child tracking surveys. Other initiatives include MLE programme in monolingual schools, Srujan, Rupantar-attitudinal training of teachers, community members, development of TLM in 10-12 languages, etc but most of these are confined to the early primary grades (with the exception of Srujan) and need to be up-scaled to cover the primary and the upper primary levels within the time frame of SSA.

Overall, the Mission observes that despite improvements in the enrolment rates, the situation remains that there are currently 5.37 lakhs children that are still out of school (OOS). About 2.62 lakh girls, 2.05 lakh ST children and about 1.05 lakh SC children are still estimated to be out of school. This implies that the state has not yet addressed the issue of access completely as compared to many other states that have benefited from DPEP interventions. *Issues of access and retention thus need to be faced squarely by the state at both primary and upper primary stage within the time frame of SSA despite the achieved progress in enrolment.* The current enrolment status is also substantiated by other indicators of educational achievement that seem relatively

low indicating special measures need to be initiated at the earliest to enhance educational development in the state. As figures indicate, the GER at the primary stage is 96% and much less at 49% at the upper primary stage (DISE 2006-07). Given the fact that about 35% children at the primary stage are over- or under-aged, the GER will need to be increased to 131% to achieve universal access (NER of 100%). *About one-third of the primary school age population thus still remains out of school.*

Similarly, the attained NER at the upper primary level is 31% which indicates that about 70 percent of the school age group children are still not captured by the educational system. Moreover, there are 20,673 vacant positions of regular teachers and 12,124 those of the Shiksha Sahayaks against the sanctioned positions for the primary stage. While the drop out rate at the primary level is about 21% and the transition rate is not bad at about 88% that is close to the national average, our analysis indicates that if children are able to survive till the end grade of the primary level, they have a better chance of making it to the upper primary provided there is sufficient availability of educational facilities. *Appropriate strategies for easy accessibility of schools with teacher provision as per norms of SSA need to be pursued with much more rigour than at present along with measures for improving retention at the primary stage. In addition, awareness and mobilisation of local communities and the VECs will be important which needs considerable strengthening apart from provision of basic schooling facilities in un-served areas.*

The issues of availability of upper primary schools and teachers are of utmost importance. Currently, there seem to be one upper primary school available for children of approximately 3 primary schools. The total number of regular teachers in position is 18,292 against the sanctioned posts of 38,744 teachers giving a gap of 20,673 teachers to be filled at the upper primary stage. In addition there are 4,835 vacant posts of Shiksha Sahayaks as well. The Mission found that the communities particularly in tribal areas favour residential schools such as the KGBVs and the RCCs. The non-availability of teachers have led to over-crowding of class rooms in some schools and residential care centres with in-appropriate attention given to all children particularly those from under-privileged sections and others (e.g. physically and mentally challenged) requiring special attention of teaches *It also observes that both the demand and supply issues gain importance and the state must urgently address the access and retention issues at both primary and upper primary levels in a much more coherent and systematic manner than at present.* While physical access to schools is important, the CTS survey data also needs to be utilized much more intensively than at present in micro planning exercises and in finding appropriate solutions to the diagnosed problems.

The Mission observes that the CTS is a good tool for tracking in- and out-of school children but the issues of authentication and updation of data still remain high. The state will do well to initiate some random sample checks and update the data on a regular basis to meaningfully address the issues of access and retention. It may also be worthwhile to compare and link it with the DISE to fill in the missing gaps in the DISE data base.

### **Quality Inputs & Learning Levels:**

The state's strategy for providing quality inputs to the districts and schools includes a multi pronged approach. It has devised an extensive training and assessment system and has initiated processes of curriculum renewal, text book and supplementary material development; child centred teaching learning practices and strengthening institutions to provide teacher support at various levels of elementary education with special focus on girls and other marginalised sections of the population, including tribals, migrants, and children with mild to moderate disabilities.



The observations of the Mission based on discussions with state and district officials on the various aspects as above are summarised below.

#### *Teacher Recruitment*

2.7 No new recruitments of teachers have taken place against the SSA approved target of 3,990 for the current year (2007-08). The cumulative position till date shows appointment of 59,833 Shiksha Sahayaks (SSs) as against PAB approved target of 68,304. This leaves a backlog of 8,471 teachers at the primary and upper primary stages to be covered during the current year. While the overall Pupil Teacher Ratio seems close to the norm, teacher shortage remains acute in some districts, which adversely affects the learning opportunity of children. In the schools visited, the Mission came across some overcrowded classrooms with one teacher assigned where the PTRs were as high as 55: 1 (primary) and 70: 1 (Upper Primary). The state has 2261 schools that are managed by a single teacher and 65 Upper primary schools have provision of one teacher as against the state norm of two. The number is even higher if all government managed schools (including those with primary and upper primary sections) are concerned. The shortage of teachers at primary and upper primary levels has over-burdened the existing teachers, many of whom are compelled to take both primary and upper primary classes.

2.8 The Mission is informed that 6,800 teachers will be recruited by March 2008. In addition to new recruits particularly with Science and Maths specialisation, some of these positions will be filled by regularising the services of the existing Shiksha Sahayaks. As per the state notification issued on 10<sup>th</sup> January 2008, all Shiksha Sahayaks completing 3 years of continuous service satisfactorily will be regularised as junior teachers where as those completing 6 years of satisfactory service will be promoted as regular teachers- subject to good performance and certification by the VECs. Their eligibility also includes specified criteria for positive contribution to access, retention and MLL objectives.

2.9 In addition, about 2,600 DPEP Para teachers have been absorbed in SSA and 900 more are expected to be absorbed. The Para teachers even though good are academically unable to compete with the other candidates as the essential qualifications require Matriculation/+2 with C.T. certificate. The state government has thus provided for a 15% grace in marking for their training and satisfactory performance criteria and is contemplating creating a separate cadre for them so that they are sustained in the system below the regular teachers. The state also plans to recruit Block Resource Persons (BRPs)- a cadre of educated retired persons- with specialisation in Science and Maths to teach at upper primary classes. The process for all recruitments as indicated above is expected to be completed by March 2008.

2.10 The state's efforts towards rationalisation and deployment of regular teachers have not met with much success where it faces a unique problem. For one, its current norms do not permit appointment of teachers from different blocks. Moreover, there are cases within the respective blocks where transferred teachers are unwilling to join and create legal hurdles by obtaining court stay orders. Appointment by promotion of local teachers is expected to partly ease this situation.

2.11 *The Mission appreciates the steps initiated by the state in addressing the issue of teacher shortage in SSA, however, it notices considerable gaps in regular teacher appointments at primary and upper primary levels and recommends that the vacant positions of regular teachers and Shiksha sahayaks be filled at the earliest. The state will also need to plan a clear-cut, and well defined, career enhancement path for all teachers especially for the proposed cadres of junior teachers.* The Mission is informed that the state is dealing with the issue of untrained regular teachers with support from NCT and the backlog will be cleared within the next 2-3 years.

### *Curriculum Renewal & Material Development*

2.12 The process of curriculum renewal has been completed. The National Curriculum Framework (NCF) up-to the Secondary stage has been revised by the Directorate of Teacher Education and SCERT in collaboration with UNICEF Orissa after regional consultations with different stakeholders. The developed State Framework is in line with NCF 2005. The DTE/SCERT plans to finally level it as Government of Orissa document on 4<sup>th</sup> of February and later launch as per date decided by the government.

2.13 New textbook in English has been introduced for class-III in line with NCF-2005 from the current academic session (2007-08). The Mission is informed that the new syllabus and text books in English for grade IV will be developed in 2008-09 and the state will cover all children under ELT within the next three years.

2.14 As the NCF is now revised, text books in other subjects for the upper primary stage (class VI) will be initiated from the year 2008-09. This will fill up a major gap in the current system where upper primary pedagogic renewal process was initiated without the required support of Activity Based text books and adequate supplementary teaching-learning material. So far only two districts had provided some guidelines to teachers in new pedagogic practices as summarised in their teacher manuals “Indra Dhanush” (Mayurbhanj district) and “Sandipani”(Sambalpur/ Kalahandi) which also gave guidelines on tracking children’s competencies, target setting and assessing achievement levels. Some districts were also using the earlier guidelines distributed by the state, though not printed, as the textbooks were expected to be revised. The Mission views availability of the teachers’ guides as critical to the pedagogical renewal process and *recommends that activity based teacher guidelines be discussed and made available at the earliest to all teachers of upper primary classes in all subjects during the next round of Uday trainings for a better understanding of child centred pedagogic practices and address an urgent immediate need. These may also be made available and discussed at cluster/ SI Circle level to ensure continuous use and understanding of the activity based processes.*

2.15 The last Mission had raised concerns pertaining to production aspects of textbooks. The state reports that all textbooks from class I-III are made multi-coloured and have been made available to the children from this academic year.

2.16 TLM grants are supposed to be released to all teachers as per state indications. However, the Mission is concerned to find very little supplementary teaching-learning material available /in use in the districts visited. Where in use, teachers did not seem to be adequately trained in preparation and use of activity based TLM as per individual/group needs of learners.

2.17 Multi Lingual Education Programme has shown good results for class-I and material development for class-II is in progress. MLE is currently being successfully provided in 10 languages and will be extended to cover 16 languages during the next year (2008-09). The state has worked out a detailed plan to upscale and extend the programme to cover all primary classes till 2012 and is currently working in collaboration with UNICEF, Orissa, UNESCO, CIIL-Mysore, and other international NGOs. The National Curriculum Frame-work and the syllabus prepared by NCERT will be used as a guide to curriculum content. UNICEF, Orissa is currently providing financial support for developing the training material and conducting the training of teachers (up to Rs. 10-15 lakhs per district). Three DIETs under guidance from the SCERT/DTE are already functioning as Regional resource centres for this purpose. A strong convergence with SCERT and DIET that is already visible will ensure sustainability of the current efforts. The plan

will require mobilising additional community support/ resource persons at the initial stage during the last phase of DPEP to work with primary teachers as most schools currently have 2-3 primary teachers for classes 1-5 to effectively implement the programme.

### *Teacher Training*

2.18 The state has developed different types of short duration training programmes of 7 days each for all categories of teachers at primary and upper primary stages in collaboration with DTE/ SCERT. These include Unmesh-I, Unmesh-II, Unmesh-III (recent) for primary teachers, and Uday-I, Uday-II and Uday-III (recent) for upper primary teachers apart from an induction training (Jagruti) of 30 days for all newly recruited Shiksha Sahayaks. In addition, teachers are also exposed to ELT and IED trainings (5 to 7 day duration), training on gender sensitive approach to education (4 days training), Rupantar (on tribal pedagogy), Aarohan (ECE) and content and theme specific trainings (1 day duration) at the CRC meetings (6-8 meetings in a year). Different types of trainings initiated by the State are at different stages of implementation and all teachers are expected to be trained in all the modules specific to their levels for effective implementation of new pedagogic practices in the state. *However it is found that the state has not completed all the expected trainings, particularly in critical modules such as Unmesh-II and Uday-II and there are considerable backlogs to be covered in different districts.*

2.19 The status of teacher training in December 2007 provided by the SPO reflected 44% completion of the targeted trainings (mandays) for in-service primary and upper primary teachers and about 65% completion for newly recruited Shiksha Sahayaks. There are eleven districts that reflect less than 40% achievement of training targets for primary teachers (mandays), Gajapati and Keonjhar districts reflecting the lowest rates at 13%. Similarly the trainings of Shiksha Sahayaks/ Para Teachers has suffered in Bhadrak, Koraput, and Mayurbhanj which show completion of 5-8% of the planned trainings.

2.20 The information compiled by the state and shared with the Mission on training status is not comprehensive enough to reveal the status of untrained teachers/SSs that can enable their systematic coverage in different modules. Moreover, the position reflected does not match with the field realities, for instance, in the case of Unmesh-II module, all districts except two (Koraput and Puri) are shown to have completed their training but discussions with teachers in two different districts visited by the Team reflected a huge backlog. In one block of Balangir district itself, about 50% of the primary teachers had not been trained in Unmesh-II apart from further backlogs in trainings of single-teacher school SS and regular teachers. Similarly in Nuapada, only 411 upper primary teachers were exposed to Uday-I in 2004-05.

2.21 While the state has initiated several modules for training of all teachers, the overall picture that emerges is one of incomplete achievement of targets for teacher training. This also includes trainings in gender sensitisation and IED. In several instances there are considerable backlogs to be covered for trainings that should have been completed so far. Discussions with BRCCs of districts visited revealed the gross underutilisation of existing facilities with very few training programmes initiated during the current year. Even cluster/circle level meetings have not been regularly organised. This partly explains why the training budget is underutilised in many districts and BRCCs/ CRCCs are left with considerable savings.

2.22 The BRCCs and CRCCS also do not at present have a detailed plan to ensure complete coverage of all teachers through their various targeted programmes. The matter is of serious concern as there are several new trainings planned for the current and the next year which include trainings in ELT, Unmesh-III, Uday-II, and ADEPTS, apart from the existing backlogs in

Induction and other trainings. And as the State plans to recruit more teachers/ junior teachers during the month of March 2008, there will be many more teachers to be covered through several training modules. *The Mission thus recommends that the state take a complete view of the existing backlogs in annual in-service training by considering detailed data on number of existing teachers at primary and upper primary teachers and urgently prepare a detailed training plan/ calendar to ensure 100 percent coverage of teachers in all districts, blocks and clusters as per SSA norms. This issue may be addressed seriously in the next AWP&B (2008-09). The state may also ensure that annual training of 20 days duration is ensured for all teachers through the various initiated programmes as required under SSA. This currently is not being observed despite several training programmes initiated by the state.*

### *Class Room Processes*

2.23 The Mission has raised serious concerns over the teaching learning processes observed in the schools visited in the two SSA districts with the concerned DPCs and District Collectors apart from the Pedagogic coordinators at the district/ state levels. It was observed that even when teachers are trained in several modules, they have not been able to internalise the child centred and activity based approach advocated by the state and are unable to translate the learnings in the actual class-room situation.

2.24 Effort has no doubt been made by some teachers in Balangir district to prepare teaching-learning material and arrange classes in groups but ensuring optimal utilisation of student and teacher time by providing individualised/ group specific tasks and maximising time on task does not exist as a concept at the level of either a teacher or that of instructors/ coordinators at the CRC and BRC levels. Considering the fact that the districts/ state have worked out elaborate student evaluation/ tracking systems, the attained data on individual achievement/ competencies of children can be effectively used for forming groups of children with different competencies to address their specific learning needs through different activities and learning materials.

2.25 The Mission is also concerned that despite several trainings in IED, teachers/ schools are unable to provide the required attention to children with mild to moderate disabilities in districts. The state has evidently provided various facilities and learning devices to children suffering from various disabilities in the form of Braille books, printers, hearing aids and other aids and equipments (wheel chairs etc) to facilitate their participation in learning activities. Other support includes provision of basic infrastructure schools, parents counselling, and teacher training (integrated and separate 3-5 days training on Inclusive Education apart from 21 day Foundation course training by RCI through distance mode) to sensitise teachers in handling children of different disabilities. While two-thirds of total teachers have been covered through separate training programmes across the state, effective integration at the classroom level is yet to materialise. The Mission urges the state to initiate the process of sensitisation in districts where it has not been initiated as this is crucial in integrating children with disabilities in normal schools.

2.27 Overall, the Mission observes that there is an urgent need to address the various aspects of learning in a holistic manner. This has not yet taken place despite much effort on the part of the government through several training programmes and strategies for quality improvement. The quality of education imparted in the state needs substantial improvement. *The Mission reiterates the recommendation of the Sixth JRM and urges the state to integrate the various elements of quality in a holistic manner and articulate a plan for improvement of quality in learning with a special focus on classroom processes and children's learning.*

## ADEPTS

2.28 The state has initiated necessary steps to take forward the training in ADEPTS. District Resource Groups comprising of district coordinators, DIET faculty and other resource persons have been oriented on roll out of ADEPTS through four rounds of regional level workshops. Of the 23 indicators identified by the state, districts will work on selected 4-5 indicators to be demonstrated during 2008 during the year along with the non-negotiable indicators to ensure mastery in textbook by teacher, providing ample opportunity for reading and writing and ensuring community participation through VEC. The state has issued instructions to all the DPCs and DIs /DPCs to integrate the indicators under ADEPTS with monthly sharing meetings. However, *there seems little clarity among the districts on the processes and time frame involved and as such the state will need to define critical actions to be initiated and to take necessary actions to facilitate the districts in demonstrating the outcome of at-least the non-negotiable indicators at the earliest. This will be important in eliminating any subjectivity in interpreting the outcomes by different schools in the various districts.*

### *Learner Achievement and Assessment Practices*

2.29 Learner achievement in the state can be seen from a variety of data sources (a) State's own achievement tracking data; (b) MAS and BAS results; (c) District specific innovations and (d) the state's own independent studies to assess progress.

2.30 The state is meticulously tracking achievement levels of all students for different subjects and has compiled class and gender wise results for 1<sup>st</sup> and 2<sup>nd</sup> quarters of 2007-08. One limitation is that this monitoring is not across the state but is conducted on pilot basis from 8-10 schools per block. From the 4<sup>th</sup> quarter round, the state plans to cover all schools. As the current results indicate, there is a vast difference in the findings of NCERT and the state. The Prayas effort tried out in Balangir is another attempt to focus on academic strengthening of students in a systematic manner. This is a district specific initiative. Overall, results however, have not found to be very encouraging currently in so far as student achievement levels are concerned. . But the system is in place and if the data are analysed and utilised properly to initiate corrective actions at all levels from block to clusters to the class room, it has the potential to show outstanding results. Information collected at some schools including a KGBV showed progressive improvement in number of students moving out from LAL (Low achievement levels) to MAL (Medium) and HAL (High).

2.31 The comparative position of MAS over BAS is given in the annexes. NCERT report findings indicate increase in combined achievement in 3 subjects of 1.06%. While Maths and Language achievements have increased, EVS has shown a decline. However, the State results (achievement tracking) compiled independently at the school level for 1<sup>st</sup> and 2<sup>nd</sup> quarter of 2007 indicate a large majority of children in grades D & E with marked differences in various classes for Language (Oriya), mathematics and Science. Some significant results are as follows:

- About one-fourth of all children in various classes (I-VII) fall in grades A & B and results are similar for girls and boys for Language (Oriya) and Mathematics. The majority of children fall in grades D & E with marked differences in various classes.
- Between 46-47% boys and girls of class III, and 42-43% of children of classes V and VII are assessed in D & E grades in Language.
- Similar results are seen for Mathematics for grades III and VII, where as class V results show about 41 % boys and 40% girls in D & E grades.

- While a favourable trend is also seen in increasing proportion of children in categories A & B in almost all classes and subjects, approximately 40-48% children of classes III, V & VII are in grades D&E.
- In Science, for example, about 28-29% (class V) and 24-25% (class VII) boys and girls are in grades A& B. The trend is similar again for boys and girls for class VII with 43% grades D & E. Girls are seen to perform better in class V however as only 38% vis-à-vis 41% of boys fall in grades D& E.

2.32 The state has also conducted its own evaluation of the Learning to Read programme with support from DIET and college students making comparisons of entry and terminal point position of the lowest achievers (who could read nothing and solve nothing) and highest achievers (read up to story level/ successfully attempt subtraction/ division) of grades I & II in the four project districts. The shift is encouraging as the number of children in the lowest category has decreased: for instance from 60% of those who could read nothing at the time of entry to 5% currently in Boudh; and from 45% and 19% in Kandhamal and Balasaur districts to 1% each at the terminal point. Similarly, while 35% children could read stories at the entry point of the programme, the numbers now have risen to 22% in Boudh. In numerical knowledge, the shift is remarkable from 54% children who could not solve anything at entry point to 1% at the terminal point. The state attributes this shift to development of local specific material other than text books, provision of community teachers in single teacher schools, teacher training and intensive monitoring of the programme. The RIE has been asked to develop tools for an independent evaluation based on which the state will consider further up-scaling of the programme.

2.33 The overall situation as assessed through various assessments at different stages undoubtedly show improvement over the years, nevertheless, there is little doubt that achievement levels continue to be low and require special attention of all concerned in the state.

#### *Resource Institutions and Teacher Support Mechanisms*

2.34 All BRCs are operational in the state. However, 757 CRCs are not functional which has affected the pace and efficacy of the quality interventions. All the existing BRCCs and CRCCs have been towards their roles and responsibilities and are participating in their limited way in various quality interventions initiated by the state. Detailed discussions at the field level revealed that although CRCCs' primary task was to provide academic guidance and support to teachers, this had assumed low priority. This is primarily due to the fact that their performance formats/ indicators as seen in the districts visited suggest greater focus on stock-taking activities for administrative and routine reporting than for providing guidance and support to teachers while on their school visits. The State is also concerned about the basic competence issues of the coordinators despite the fact that they were selected through a rigorous process of selection.

2.35 Existing DIETs and the SCERT/DTE are actively engaged in all quality interventions of the state. The Directorate of Teacher education and SCERT through the DIETs and ST schools share the responsibility of developing in-service training programmes, providing on-site training and conducting monitoring and evaluation where required. While the basic systems are in place, the Mission recommends strengthening the existing institutions at block and cluster levels to take a more pro-active role in ensuring quality teaching and learning

### **3. Financial Management and Procurement**

#### **3.0 Progress against Procurement Plans for 2007-08**

3.1 The State, under its procurement plan, has included the following major items:

3.2 Text Books, TLE, TLM, School Equipment under school grant, Office Equipment including computers, CRC TLM, Aids & Appliances/ Special equipment for CWSN, Reading materials for Braille books for disabled children and School Uniform to Girl Children. It was clarified by the SIS that School Uniforms were procured from the NPEGEL budget. However, a small portion was budgeted under the Innovative Activities for Girls Education under the SSA Budget, which was approved by the PAB in its 95<sup>th</sup> Meeting held during April 2007.

3.3 100% achievement reported on procurement of Text Books and School Uniforms.

3.4 A total of 6396 Units has been procured against the target for reading materials and Braille books (15000 Nos.) for disabled children. The target is not likely to be achieved this FY. However, it was reported that based on the revised need analysis, the current procurement should be sufficient enough to cover all the children under this category.

3.5 Under Aids and Appliances/ special equipment for CWSN, against a total of budgeted 50,000 Units, only 10,973 units have been procured. However, it was clarified that some NGOs are implementing IEDC Scheme independently and they also supply Aids and Appliances to CWSN. Consequently the final requirement is likely to be changed.

*3.6 The mission acknowledges the challenges in achieving the target as per the procurement plan and appreciates the State's effort in this direction.*

3.7 Around 60% of budgeted Contingency procurement remains unutilised.

3.8 Other heads of procurement are largely on track and were reported to be achieved by the end of this financial year.

#### **Status of Audit Report**

3.9 Concurrent Financial Review Report of IPAI for the FY 2006-07 has been completed. The State, vide its letter of 10 January 2008, has submitted its interim compliance report.

3.10 The Mission discussed findings of the IPAI report with the Finance Department of the State Unit. The mission particularly noted the continuing practice of holding large amount of money under suspense accounts and under advance to staff. The SPC informed that appropriate action is being undertaken in terms of making the internal audits more rigorous. The State has since empanelled five Chartered Accountant Firms with specific set of Districts allotted to them to undertake internal audits on a quarterly basis.

3.11 The State though admits that there are few challenges which need to be addressed. These include (i) gap in monitoring accounts at the VEC level (ii) collection of Utilisation Certificate (UC) in respect of grants released to VEC, and (iii) delay in transferring funds to VEC level by Gramin Banks.

3.12 In terms of strategy, it intends to strengthen the financial unit at the block level by posting of accounts staff. UC collection drive is being taken up together with the accounts training. Negotiation with Gramin Banks is on to quicken the fund transfer at the sub-district level. The mission recommends including reporting on the progress against the above activities as part of the ATR for the next JRM.

3.13 The mission had the opportunity to verify the last internal audit reports and records at both, Naupada and Balangir Districts.

3.14 *Naupada:* FC is well-informed of the FMP procedures and proactively visits Schools to verify their records and also impart trainings. The field visit reports are duly submitted to the DPC and action taken on the observations. However, no further follow-up appears to have been undertaken in cases of non-response by the concerned School/ VEC. *The mission recommends that follow-up action should be initiated in all cases if there is no response within the given deadline for explanation.*

3.15 Furthermore, the mission also noted that advance given to staff remain unsettled for more than six months. In some cases, these advances are due for more than a year. Unfortunately, the mission was informed that the internal audit too is not capturing this issue. The last IPAI report for the State had also noted similar instances. In response, the State, in its interim action taken report, has informed that due action will be initiated immediately. *The mission has noted the issue of non-settlement of advances as per the FMP procedure and recommends the State to strengthen its internal audit to verify all advances and ensure settlement at an early date.*

3.16 *Balangir:* The recent internal audit report had some adverse remarks on the maintenance of records. However, on further verification by the mission, it was found that although the records were not independently maintained, the details were available and were clubbed together in a single Register. *The mission advised the DPC, Balangir to maintain independent records as stipulated in the FMP. SIS could note and follow-up as part of internal audit.*

3.17 The mission was informed by the DPC, Balangir that their accounts are audited only half-yearly. The mission recommends that SIS should ensure the internal audits happen seamlessly and at regular intervals.

#### **4.0 Status on Implementation of Financial Management and Procurement (FMP) Plan**

4.1 The FMP manual has been adopted by the State SIS. In regard to the specific procurement norms, the 15<sup>th</sup> Executive Committee, held on 20 January 2004, has passed a resolution adopting the procurement norms as outlined in the SSA FMP.

4.2 The FMP has also been translated to the regional language for use at the sub-district level.

4.3 This meeting has further resolved to adopt joint signature of FC and DPC for payments for civil works valuing upto Rs.50,000. Beyond this amount, the cheque will be counter signed by the Collector-cum-Chairman of DPEP/SSA Districts.

4.4 The mission, during its field visit in Nuapada and Balangir districts were informed that adequate and appropriate training has been imparted to the Finance staff.

4.5 Trainings at the sub-district level are undertaken by the Financial Consultants.



4.6 The current threshold for procurement is as below:

Upto Rs.5,000	No tender
5,000 to 50,000	Limited tender
Above 50,000	Open tender

4.7 The mission noted that at the SIS level the amendments issued by MHRD on the FMP are in place. However, there was no evidence of the same at the district level. *The mission recommends that the SIS updates the DPCs of all the modifications/ amendment issued till date, and be included as part of the training module as well. The SIS should also instruct the DPCs to further circulate these amendments at the sub-district level.*

4.8 At both, Nuapada and Balangir, the mission was informed that no procurement is done directly by them, except for small items like office stationery. Civil works continue to be contracted and executed by the VEC. The DPC is monitoring the VEC on the civil construction records. The mission was able to verify some of the records including UCs.

### 5.0 Review of Accounts Staffing and Training

5.1 The SIS has reported that all 30 districts are fully staffed with 1 Cashier, 1 Accountant and 1 Financial Consultant. However, 5 vacancies of Financial Consultant needs immediate posting, including one at Balangir District.

### Fund Utilisation for SSA

Amount: Rs. In Lacs

Year	AWP&B	OB	Funds from Gol	Funds from GoO	Interest	Misc.	Total Receipts	Exp. (for 2007-08 upto Dec 07)	CB
2002-03	16307.76	96.14	5174.15	522.35	18.78	0.12	5811.54	2542.27	3269.27
2003-04	45285.46	3269.27	13311.34	1886.19	114.73	1846.50	20248.03	15792.79	4635.24
2004-05	57598.75	4635.24	19807.27	9857.41	194.33	7.58	34501.83	25190.19	9311.64
2005-06	58891.01	9311.64	31199.87	7999.96	354.50	7.29	48873.26	34326.03	14547.23
2006-07	87745.43	14547.23	40568.47	15594.51	93.11		70803.32	61386.89	9416.43
2007-08	100837.51	9416.23	25709.83	14172.06	30.25	0.11	49328.68	32951.91	16376.77
Total	366705.92	41275.95	135770.93	50032.48	805.70	1861.60	229746.66	172190.08	57556.58

Source: OPEPA, Government of Orissa

Note:

1. Funds received for pre-project activities of SSA and the expenditure incurred thereof is not included.
2. Funds amounting to Rs.3176.57 lakhs released by Gol in the year 2001-02 through State Government have actually been received by the SIS in 2002-03 and 2003-04.
3. The OB amounting to Rs.96.14 lacs shown in FY 2002-03 is the unspent balance of the pre project activities for the year 2001-02.
4. Figures audited upto FY 2005-06.

5.2 Funds to all the Districts are made through electronic transfer, which normally takes 3-4 days. However, delays are reported at the sub-district level. The SIS is currently negotiating with the Grameen Bank to speed up the process.

5.3 Accounts are maintained in Tally Software upto District level. Balangir District, however, does not have this facility as yet.

#### 5.4 Progress of Civil Works under SSA

Activity	Cumulative PAB Target	Taken up till Dec 07	In progress till Dec 07	Completion till Dec 07	%age of completion
BRC	168	167	13	148	88%
CRC	1972	1993	366	1547	78%
New PS	3451	3103	666	1085	31%
New UPS	5578	5577	782	4061	73%
BLPS	711	688	44	632	89%
BLUPS	357	348	0	343	96%
DLPS	482	484	43	450	93%
DLUPS	441	437	30	380	86%
ACR	28139	27557	9313	12712	45%
Toilet	5453	5481	208	5123	94%
Drinking water	5301	5225	0	5225	99%
Total	52053	51060	11465	31706	61%

Source: OPEPA, Government of Orissa

5.5 Commitment under APWB is now estimated to get completed by 31 March. (95<sup>th</sup> meeting of the Project Approval Board held on 18 April 2007, which considered the AWP&B mentioned that all pending civil works i.e. 20 BRC, 731 CRC, 2740 primary schools, 1005 upper primary schools and 6051 ACRs should be completed by October 2007.)

#### *Nuapada District:*

5.6 Works completed: 75 New Upper Primary School, 11 Buildingless Upper Primary School, 129 additional Class Room, 6 Boundary Wall and 15 Toilet. New Upper Primary Schools (98 Nos.) and 198 additional Class Rooms are in progress. In most of the Upper Primary Schools, the mission found that the School has only one toilet for both boys and girls. The mission recommends that civil work on Toilets be taken on priority.

#### Fund Utilisation:

Amount: Rupees in Lacs

	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08 (as on 14 Jan 2008)
AWP&B	71.54	660.63	576.85	664.28	896.56	1208.65
Funds Recd	13.60	239.80	353.74	558.97	784.22	475.95
Expenditure	60.61	137.45	373.16	301.96	737.18	359.76

Source: DPC, Nuapada

#### *Balangir District:*

#### Fund Utilisation:

Amount: Rupees in Lacs

	2004-05	2005-06	2006-07	2007-08 (Upto Dec 2007)
AWP&B	1961.58	2375.81	2731.40	5072.57
Funds Recd	942.39	1477.14	2224.07	1947.60
Expenditure	904.16	1502.06	2202.77	1828.35

Source: DPC, Balangir

5.9 During this FY, the District has undertaken construction of 41 New Primary Schools, 108 new Upper Primary Schools and 868 additional class rooms. Except for 3 additional class rooms, all other projects are work-in-progress. The DPC expects to complete these projects by the end of this FY. *The mission recommends monitoring progress and getting feedback on the status of completion of all these civil projects.*

### **Major Recommendations**

- *The issues of access and retention need to be faced squarely by the state at both primary and upper primary stages within the time frame of SSA. Appropriate strategies for easy accessibility of schools with teacher provision as per norms of SSA need to be pursued with much more rigour than at present along with measures for improving retention at the primary stage. In addition, awareness and mobilisation of local communities and the VECs will be important which needs considerable strengthening apart from provision of basic schooling facilities in un-served areas.*
- *The Mission observes that the CTS is a good tool for tracking in- and out-of school children but the issues of authentication and updation of data still remain high. The Mission recommends validating the CTS, particularly the total number of school age children and out-of-school children generated through CTS, by comparing with other sources of data (Census 2001, NFHS-3, etc). The state will do well to initiate some random sample checks and update the data on a regular basis to meaningfully address the issues of access and retention. It may also be worthwhile to compare and link it with the DISE to fill in the missing gaps in the DISE data base.*
- *The Mission reiterates the recommendation of the Sixth JRM and urges the state to integrate the various elements of quality in a holistic manner and articulate a plan for improvement of quality in learning with a special focus on classroom processes and children's learning.*
- *The Mission suggests that all Block resource Centres and Cluster Resource Centres be strengthened to take a more pro-active role in ensuring quality teaching and learning. All the existing non functional CRCs may be made functional on a priority basis.*
- *The mission has noted the issue of non-settlement of advances as per the FMP procedure and recommends the State to strengthen its internal audit to verify all advances and ensure settlement at an early date.*
- *The mission recommends that the SIS updates the DPCs of all the modifications/ amendment issued till date, and be included as part of the training module as well. The SIS should also instruct the DPCs to further circulate these amendments at the sub-district level.*

## Results Monitoring (2a to 2d)

Annexure 2(a)

S.No.	Outcome Indicators	Baseline with source (2006-07)	Target Value (2007-08)	Acheivement SPO (2007-08)	JRM Observations
<b>Goal I : All children in School / EGS centres / Alternative and Innovative Education Centres</b>					
1	Number of children aged 6-14 years not enrolled in School/ EGS centres / AIE Centres	537841	200000	200000	<p>The Child Tracking System results are available for the year 2006-07. Results show that OOS children in Orissa declined from 6.03 lakhs in 2005-06 to 5.37 lakhs in 2006-07. This is an accomplishment in itself. However, the data needs to be further updated to give an accurate estimate of total school age population and the OOs for the current year for primary and upper primary grades.</p> <p>CTS is an effective management tool. The OPEPA should be congratulated for undertaking this gigantic undertaking. The tool captures information by religion, caste and gender and provides a unique opportunity to GoO to track all in- and out-of school children by name in a village and to analyse all educational indicators by these categories as well as identify areas that need increased attention. The data needs to be updated and authenticated each year for which a system needs to be devised by the state.</p>

2	Number of children enrolled in schools				
		Primary level : 3892336	Primary level : 4123000	Primary level : 4443185	State data shared with JRM indicates 44,85,315 children enrolled at primary level.
		Upper primary level : 1557170 (2006-07-DISE)	Upper primary level : 1768000	Upper primary level : 1953973 (2007-08-DISE)	18,17,482 enrolled at upper primary level.
		EGS/AIE : 395794	EGS/AIE :259683		Due to closure of 4765 EGS Centres and due to upgradation and non-feasibility, the number of children targeted was revised to 274852 and achievement is 259683 i.e. 94.48%. All EGS to be closed by March 2008.
3	Ratio of Primary to Upper primary schools	1:2	1:2	1:2	2.7: 1 (DISE/ flash statistics). Has improved from 2.9:1; the ratio observed during the past two years.
		(2006-07 : DISE)		(2007-08-DISE)	
4	Number of children with special needs (CWSN) enrolled in school or alternative system including home based education	90326 nos. of CWSN (excluding L.D.) identified and out of which 80676 have been enrolled in formal schools, EGS/AIE /HBE (89%)	To achieve 100% enrolment of the identified CWSN	89%	The CTS has identified ~ 90,000 CWSN. While effort is on through several strategies under IED, further work needs to be done to make them truly inclusive in a classroom situation. Teachers need to be appropriately trained for this. This is currently lacking in the state. Appropriate T/L processes have not been initiated in the classes.

S.No.	Outcome Indicators	Baseline with source (2006-07)	Target Value 2007-08	Acheivement SPO (2007-08)	JRM Observations
<b>Goal 2 : Bridging gender and social category gaps</b>					
5	Girls, as a share of students enrolled at Primary and Upper Primary level.	Share of girls in primary schools : 47  Share of girls in upper primary school : 46  (2006-07: DISE)	Share of girls in primary schools : 49  Share of girls in upper primary school : 47.5	Share of girls in primary schools : 49  Share of girls in upper primary school : 48  (2007-08-DISE)	It appears that Orissa has been able to bridge the gender gap in primary education. (Per 2001 census, 49% girls are in the primary age group). This is a note worthy achievement.  Progress has been made in bridging the gender gap in upper primary. Initiatives undertaken to promote girls education need to be strengthened to increase this share to 49%. Strategies to improve access and retention include: distribution of uniforms, training of all MTAs on Rashmi-II two-day module and more than 25% teachers have been trained on Sikha, Meena, Life-skills modules). Further, gender sensitization training to teachers and life skills training to all girls in schools including KGBVs.

6	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 : 12.46	Share of SC children in Primary schools : 14	Share of SC children in Primary schools : 20.06	Though noteworthy progress has been made in improving the share of SC children in primary schools during last one year, the story for upper primary is not that encouraging. Analysis shows a favourable SC Parity index s for primary (SC population in Orissa: 16.5% as per 2001 Census).
		Share of SC children in Upper primary : 4.63	Share of SC children in Upper primary : 7	Share of SC children in Upper primary : 5.5	Very low achievement. Special efforts needed to improve access.
		Share of ST children in Primary Schools : 14.31	Share of ST children in Primary Schools : 20	Share of ST children in Primary Schools : 18.06	Despite progress in enrolment, ST Parity Index is unfavourable. Per Census 2001, 22% of people in Orissa are ST. This means a lot still needs to be done at the primary level. The benefit of SSA is not reaching to one in five ST children at primary level.  The share of ST at the upper primary is not at all encouraging. There is an urgent need to improve access at both primary and upper primary levels.
		Share of ST children in Upper primary : 3.59	Share of ST children in Upper primary : 15	Share of ST children in Upper primary : 5.25	
	(2006-07: DISE)		(2007-08-DISE)		

S.No.	Outcome Indicators	(If Elementary Cycle is Baseline with source Class I to Class VII) (2006-07)	Target Value 2007-08	Acheivement SPO (2007-08)	JRM Observations
		(2006-07: DISE)	<b>Goal III: Universal Retention</b>		
7	Transition rates from Primary to upper primary	Transition rates from Primary to upper primary : 71.49  (2006-07: DISE)	Transition rates from Primary to upper primary - 85	Transition rates from Primary to upper primary – 78.06  (2007-08-DISE)	The transition rate has increased from 72% to 78% in one year. Looking at the primary and upper primary enrolment rates for SCs, STs, and girls, it would be advisable to track this indicator as well as the retention rate by gender and caste (and if possible by religion).
8	Retention at primary level	Retention at primary level : 89.47  (2006-07: DISE)	Retention at primary level - 90	Retention at primary level – 92.41  (2007-08-DISE)	DISE (Flash statistics recently released by NUEPA indicate drop out level of 21.02% and Retention rate (RR) of 71.74% at the primary stage. -State's method of calculating RR needs to be ascertained.
9	Retention at Elementary level	Retention rate at Elementary level :  (If Elementary Stage is Class I to Class VIII)  (2006-07: DISE)  Retention rate at Elementary level : 85.71	Retention rate at Elementary level : 90  (If Elementary Cycle is Class I to Class VII)	Retention rate at Elementary level : 88.74  (If Elementary Cycle is Class I to Class VII)  (2007-08-DISE)	Not available in Flash statistics data.





(ii) Availability of Teaching Learning Materials	Percentage of eligible students receive free text books: - <b>100%</b>	<b>100%</b>	100%	Text books/ work books not being utilised properly. Workbook exercises not attempted in many primary classes visited. This is witnessed even at the upper primary stage. -In most schools/ classes visited, children did not even take out textbooks/ notebooks while class was in progress (even in a Geometry class/Upper primary/ their stationery boxes were not out) (Nuapada). -Some workbook/text book exercises attempted but not all for lessons completed (Balangir)
	<p>(Source) : DISE</p> <p>Percentage of teaches received TLM grants: - <b>88.76%</b></p> <p>Number of schools state-wise using materials other than textbooks:</p> <ul style="list-style-type: none"> <li>• <b>Workbooks and ABL have been provided to all the schools.</b></li> <li>☐ <b>CAL has been provided to 600 schools covering 24 districts.</b></li> </ul>	<p><b>100%</b></p>	97.44%	<p>Very few classes could be seen using TLM of any kind in schools visited. The quality of TLM in some cases, is not fit for the levels. For example, for Grade V, the mission witnessed a TLM that seeks to make the student understand simple arithmetic.</p> <p>ABL not much evident in schools. Limited use of workbooks/ ABL.</p> <p>CDs available in schools where CAL is introduced. A set of 67 CDs is distributed to schools; 3 computers available for children. The rostering of students needs to be looked into considering the limited number of computers.</p>

		<p>☐ Class –I &amp; II children of 1048 schools supplied LCR materials and supplementary readers developed in collaboration with UNICEF</p> <p>☐ Supplementary reading materials developed by ‘Going To School’ supplied to all Govt. Schools.</p> <p>(e.g. workbooks/worksheets/ABL/Cards/Kits/CAL/Supplementary books etc.)</p>			<p>Not available/ seen in schools visited. State informed they are available in other districts (UNICEF supported).</p> <p>Not available/ seen in schools: State informed JRM 2 sets per class are available in schools. Not seen while field visits even when children were not engaged in any activity.</p>
11	<p>Process indicators on quality</p> <p>(i) Teacher training</p>	<p>Percentage of teachers received in-service training against annual target: <b>(trainee days) (47.95%)</b></p> <p>(Source : OPEPA)</p>	<p><b>125431 teachers to receive 20-days in-service training</b></p>	<p>44.50%</p>	<p>-Much backlog of teachers to be trained in various training programmes devised by the state.</p> <p>-Most training programmes are of 5-7 days duration</p> <p>-In some cases induction training of 30 days (2<sup>nd</sup> phase of 15 days) not completed.</p> <p>-Mission was informed that Unmesh-II (primary), Uday-II ( Upper primary) and ELT completed in all districts but backlog evidenced in districts visited.</p> <p>-BRCs/ CRCs do not have a training plan to cover all teachers.</p> <p>The mission also had the opportunity to witness Unmesh-III training in Balangir Dist.</p>

(ii) Teacher Support & Academic Supervision	Percentage of BRCs/CRCs are operational: <b>BRC-100%</b>	<b>BRC-314</b>	<b>100%</b>	All BRCs operational
	<b>CRC-85.56%</b>	<del>CRC-5257</del>	<b>85.60%</b>	757 CRCs are yet to be operationalised
	(Source : OPEPA)			
		Performance appraisal of BRCCs / CRCCs to be conducted by the DPC, D.I-cum-Addl. DPC and one DIET Faculty member in the month of April'08. The BRCCs and CRCCs who get through the appraisal process will continue and those who cannot will be reverted back. New BRCCs and CRCCs will also be inducted through a process of selection.	DPCs have already been communicated to conduct performance appraisal of BRCCs/CRCCs	Performance formats to be filled by BRCCs/CRCCs seen in Balangir district. Indicators focus more towards stock-taking activities during school visits (of grants etc) than class-room teaching/learning processes/ observations/ quality aspects. <ul style="list-style-type: none"> <li>- CRCCs also check whether child-wise performance records, subject wise-Language, Maths, Science; are maintained.</li> <li>- Formats however do not specifically highlight pedagogic support/ guidance nor are CRCCs taking up this task during school visits in districts visited.</li> </ul>
	Effectiveness of BRC/CRC in academic supervision and improving school performance:			-Basic competence issues felt by districts themselves. Coordinators' academic competence needs to be enhanced to take up class supervision effectively  -Some attempt however, is seen in monitoring achievement results (Prayas) in Balangir district.
(*Performance against agreed roles &				

	functions			
	Standards have been finalized for the BRCCs and CRCCs to roll out ADEPTS and they are being oriented on this to demonstrate the indicators during 2008.			<p>-Training initiated in some districts but complete clarity on this is yet to emerge in districts. See text in state report.</p> <p>-Districts/schools are in the process of selecting 4-5 indicators at the initial stage for demonstration (Balangir). The easy ones like physical environment in schools to be taken up first.</p> <p>-Nuapada has identified 18/23 indicators for the next year out of which each school will select 4-5 indicators for themselves.</p> <p>- One of the prime indicator is the use of toilets by students.</p>
	* Extent to which task are being done.			
	BRCCs are taking classes for 10 days and CRCCs are taking classes for 15 days in schools in a month.			No
	* Extent of on-site support given to schools/teachers			None evident in any of the districts visited
	The BRCCs and the CRCCs regularly visit schools and provide on site academic support to teachers.			-Only monitoring the maintenance of records as indicated above.
	<ul style="list-style-type: none"> <li>Content &amp; quantum of training given to BRC/CRC</li> </ul>			-Trained as part of BRGs and CRGs respectively on different aspects
	The BRCCs and the CRCCs have been oriented on their roles and responsibilities. They have also been exposed to different general round training modules developed for Primary and Upper Primary Teachers.			<p>-DRGs constituted (9 districts) and trainings completed in 4 districts in Unmesh-III training module.</p> <p>- Oriented on ADEPTS.</p>

		<ul style="list-style-type: none"> <li>Perception of teachers/stakeholders.)</li> </ul>			
		<b>Satisfactory</b>			
		(Source : OPEPA))			
	(iii) Classroom Practices	Change in classroom practices/innovative methodologies in use:	<b>A time on task study has been taken up by the Dte. of TE &amp; SCERT on the teachers' instructional time and student learning opportunity time available in school.</b>		<p>-Some evidence of change in class-room practices evident in school though the concept of child centered activity-based teaching and learning has not percolated fully.</p> <p>- The state has a long way to go in transforming T/L practices</p>
		(* Teachers instructional time			
		10.00 a.m. to 4.00 p.m. in each normal working day.			<p>-Not utilised optimally.</p> <p>-Multi-grade/level teaching concept not yet understood (both districts) even though Unmesh-II (which discusses the concept briefly) is completed in many blocks.</p> <p>-Training on Unmesh III which takes it more elaborately is beginning in districts.</p> <p>-Teacher not seen as facilitating/ assessing students' work when certain tasks are given to them.</p>
		*Student learning opportunity time.			<p>-Not utilised optimally.</p> <p>-Student groupings not based on different abilities, nor are tasks given to children according to ability/ competence of children (when teacher is in or out of the class)</p>

				-uniform tasks given even though some children cannot even read/write.
	<b>4-5 hours every day in school</b>			
	* Active student participation	<b>Active student participation in more than 80% schools</b>	70-75% schools	<p>-Students are interested in learning provided adequate activities are given to them</p> <p>-They are mere listeners when a lesson is being taught to them; most children do not have textbooks/ notebooks opened when teacher teaches; in some cases different subject text books are opened and children seem to do other tasks.</p> <p>-When teacher is not in class, students have their text books opened but are not competent sometimes to undertake the assigned tasks. In these cases, most students just sat in classes without accomplishing any task. Very few students initiated reading/ writing tasks.</p>
	<b>65-70 % schools reported active students' participation</b>	<b>Use of Multimedia CDs in 600 BICEP schools.</b>	<b>100%</b>	<p>-Only one computer in use for 10 students in one school as it would consume power (Nuapada). Not all knew what was being done by 1-2 students. Class VII students working on language lesson of grade IV level.</p> <p>-9 students per class gain from CAL (Balangir &amp; even Nuapada-other schools).</p> <p>-Though a time table is worked out, a systematic plan to effectively utilise content is not visible.</p> <p>- A KGBV school visited was more systematic in its approach to CAL (Balangir)</p>
		<b>Use of Activity cards, Flash cards, Picture cards and Story Cards in</b>		Seen in very few classes

			<b>more than 80% of Schools.</b>		
		• Use of other materials in classroom.			
		<b>Multimedia CDs used in 600 BICEP schools, activity cards, Flash cards, Picture cards and Story Card used in 70 to 80% of the Schools.</b>			CDs as above. Other TLM not available/ or in use.
		* No. of instructional days - <b>210</b>	<b>210</b>	<b>210</b>	
		• No. of days teaches were assigned non teaching activities.)			
		<b>12 – 15 days on an average during a year.</b>	<b>10-12 days on an average during a year.</b>	<b>6-8 days on an average by December 2007</b>	6-8 days per teacher used in updating CTS per year in December. Duties on Census, Elections (when required-not an annual feature).
	(iv) Pupil Assessment by States	Pupil Assessment System in place in schools :			-Detailed records maintained on student achievement levels; subject wise competencies. However, the results should provide basis for forming groups and initiating differentiated/ individualised activities for children -Prayas effort is showing good results; could be replicated in all blocks/districts.
	(v) Attendance Rates				
		Student Attendance level at primary and at upper primary: <b>85.86%</b>	<b>More than 90%</b>	<b>85.70%</b>	Cases of absenteeism exist. 66.8% (primary); 69% (Upper primary) as per MHRD sponsored study (NCDS) shared with JRM.
	Student Attendance	(Source :OPEPA)			
	Teacher Attendance	Teacher Attendance level at primary and upper primary: <b>75%</b>	<b>Cent per cent</b>		Teacher absenteeism exists; the problem is significant in the state as shared by the state. However, it is much more prominent in remote areas. -MHRD sponsored study (NCDS) shows: teachers



					attendance rates of: 87.3% (primary) and 86% (Upper primary).
		Source : NCDS (Monitoring Institution)			
12	Accountability to the community	VEC/SDMC/local bodies role in school supervision as per State mandate:	(i)Creation of community owned schools in which the responsibility of both the school and schooling rests with the local community.		-VECs formed; efforts are on to strengthen school-community relationship in existing formal schools. -Community owned schools not evident/ discussed.
		As per Orissa School Education( Community Participation ) Rule,2007 the major roles of VEC are as follows			
		(i)Ensure enrolment of non-enrolled children and their retention	(ii)Encourage community participation in planning, management and school improvement, construction of school buildings and their maintenance, monitoring and evaluation.		VEC and school campaigns/ other efforts seem to have positive results on access indicators. However, community involvement is weak/ difficult to be achieved as reported by state. Lack of interest particularly in tribal areas and with migratory population.
		(ii)Ensure regularity of attendance of children in schools			-somewhat
		(iii)Review coverage of courses/studies.			VECs not competent to undertake these tasks. However, state informs some districts with educated VEC members have contributed in a significant way.
		(iv)Ensure excellence in overall performance of the school.			
		(v)Prepare budget and sanction expenditure.			
		(vi) VEC will certify about regular attendance and satisfactory teaching of Sikshya Sahayak			
13	National Student	Learning levels for Class III	A B C D E		NCERT MAS findings: Not available for class III (as per NCERT presentation to JRM)

achievement level outcomes	<b>National</b>					
	<b>Orissa State</b>					
	Percentage in Maths <b>62.56</b>	<b>58.25</b>	8% 34%	12% 6%	40%	
	Percentage in Language <b>64.78</b>	<b>63.12</b>				
	(2003:NCERT National Assessment Sample Survey - BAS)		(Grade 'A' - 80%, 'B' - 65%-79%, 'C' - 50%-64%, 'D' 35%-49% and 'E' -below 35% marks)			
	Learning levels for Class V		A D	B E	C	MAS results are being consolidated by NCERT.
	<b>Orissa State</b>	<b>National</b>				NCERT current findings shared with JRM indicate:
	Percentage in Maths <b>46.95</b>	<b>46.51</b>	6% 30%	14% 5%	45%	- Maths achievement has increased from 40.95% to 46.84% (Increase of 5.89%)
	Percentage in Language <b>60.73</b>	<b>58.57</b>				- Language achievement has increased from 60.73% to 63.77% (Increase of 3.04%)
	Percentage in EVS <b>56.03</b>	<b>50.30</b>	(Grade 'A' - 80%, 'B' - 65%-79%, 'C' - 50%-64%, 'D' 35%-49% and 'E' -			- EVS achievement has declined from 56.3% to 50.29%. ( Decrease of 5.74%)

			below 35% marks)		
		(2005: NCERT National Assessment Sample Survey – BAS)			
		Learning levels for Class VII	A    B    C D    E		
		Percentage / Percentage in Maths			
		Percentage / Percentage in Language	5%   10%   35% 40%   10%		
		Percentage / Percentage in Science			
		Percentage / Percentage in Social Science	(Grade 'A' - 80%, 'B' - 65%-79%, 'C'- 50%-64%, 'D' 35%-49% and 'E' - below 35% marks)		
		(2002: NCERT National Assessment Sample Survey – BAS)			

**Monitoring Indicators**

## Infrastructure Provisioning

State: -Orissa

**Annexure 3(a)-SSA**

Unit	Category	Cumulative up to 2007-08		
		No. sanctioned	No. completed	% of completion
ORISSA	Classroom constructions	26799	10514	39.23
	Opening of new primary schools	4538	3549	78.21
	Opening of new upper primary schools	6879	5790	84.17
	Appointment of teachers	68304	51345	75.17
	Provision of drinking water facilities	5432	5350	98.49
	Girls toilet	5764	5085	88.22
	Enrolment in EGS & AS			
	(2007-08)	710753	258886	36.42

## INDIA

### DISTRICT PRIMARY EDUCATION PROGRAMME (DPEP) TWENTY SIXTH JOINT REVIEW MISSION

Orissa State Report  
(23<sup>rd</sup> to 29<sup>th</sup> January, 2008)  
Aide-Memoire

#### 1. Introduction

1.1 On behalf of the Twenty-Sixth Joint Review Mission (JRM) of the District Primary Education Programme (DPEP), Dr Ranjana Srivastava (Government of India), Mr. LS Nagarajan (DFID) and Jyoti Tiwari (DFID) visited Orissa from 23<sup>rd</sup> to 29<sup>th</sup> January, 2008 to review progress with regard to (a) Enrolment, Retention and Completion, (b) Learning and Quality and (c) Programme Implementation and Enhancing Institutional Capacity. The Mission also reviewed actions taken on the specific recommendations of the 25<sup>th</sup> JRM which visited the state from 3<sup>rd</sup> to 11<sup>th</sup> September 2007.

1.2 At the State Level, the team met Mr S C Patnaik, Secretary cum Commissioner, School and Mass Education and representatives of the State Project Office (SPO) of the Orissa Primary Education Programme Authority (OPEPA) led by the State Project Director, Mr Deorajan Kumar Singh and Dr Sebak Tripathy, Director, Teacher Education and State Council of Educational Research and Training (SCERT). The team had detailed meetings with these stakeholders regarding progress towards the achievement of the DPEP objectives and the discussions and follow-up actions agreed are reported on below.

1.3 At the District level, the team visited formal Primary and Upper Primary schools, KGBV schools, Block Resource Centres (BRC), Cluster Resource Centres (CRC), at Nuapada, the District Programme Office (DPO) in Nuapada and interacted with teachers, students and mothers, community members and representatives (MTA and VEC) as well as local officials. Detailed discussions were held with the DPC/ District Inspector of Schools (DIs), Sub-Inspectors of Schools (SIs) and BRC Coordinators (BRCC) and CRC Coordinators (CRCC), Theme Coordinators (Pedagogy, Planning, Gender, IED, SC/ST) and Financial Consultants. The Mission also had a brief interaction with the District Collector of Nuapada and teachers undergoing Unmesh-III training at the BRC, Komna.

1.4 The Mission thanks the State and district officials for the time, co-operation and hospitality extended during the visit and is especially grateful to the SPD, the members of the SPO who accompanied the team to the district, and the Nuapada District Collector, the DPC and his staff.

#### 2. Action Taken on the Recommendations of 25<sup>th</sup> JRM DPEP

##### Enrolment & Completion

2.1 *The successful implementation of the project Aarohana under DPEP should continue to be given the highest priority and pursue a focused and determined strategy for reaching the remaining 48,070 out of school children:* The state had invited proposals from NGOs for involvement in running Residential/Non-Residential Bridge Course Centres (RBC/NRBC) for successful implementation of Project 'Aarohana' under DPEP. Proposals were received from 170 NGOs which were scrutinized by the State's Pre-Sanctioned Appraisal Committee (PSAC) and

later approved by the State Level Grant-in-Aid Committee. The state has decided to implement the project in tribal districts, ITDA blocks, blocks/districts with high gender gap and areas vulnerable for migration of children. The project is being managed in convergence with the District Labour and Employment Department. So far, 86 Residential Care Centres have been opened for the children of migrant families in Nuapada district with 15 partner NGOs. Residential and Non-Residential Bridge Course Centres are functioning in 20 districts of the State. More RBCs & NRBCs are proposed to be operationalised by end of January, 2008. This has led to a decrease in the number of out of school children. *However, this Mission is of the view that the success of the implementation of the project will be measured through its capacity to reduce the number of out of school children in the state. Currently, of about 5 lakhs out of school children in the state, about 1.2 lakhs children in DPEP districts are still out of school. The state will need to plan its interventions in the project in a systematic manner to address the issue of access and retention. The Mission suggests that the CTS data be analysed in a systematic manner and interventions planned accordingly.*

**2.2 Complete the development and implementation of the strategy for phasing out EGS centres in the medium term.:** The state has taken a decision to close all EGS (primary) centres functioning within 1 km. radius of new primary schools (NPS) and all EGS (upper primary) centres functioning within 3 Kms radius of new upper primary schools (NUPS) from the due date of opening of NPS/ NUPS- all of which are being opened in un-served locations. Those centres which have successfully been running for two years will be upgraded on a selective basis as per norms defined by the state (State notification dated 16.1.2008). So far, 2008 EGS centres have been upgraded to regular primary schools and 700 non-feasible centres have been closed by December 2007. The Mission is informed that all the remaining centres will either be upgraded or closed by end March 2008.

**2.3 Set and monitor attendance targets and consider ways in which attendance monitoring might be improved:** The Mission is informed that for better and regular monitoring & supervision, BRCCs/CRCCs have been involved in the day-to-day management of RBCs, NRBCs & RCCs. The district officials in-charge of Alternative Schooling are also regularly trained in monitoring attendance and taking corrective actions. Based on the child wise data through the CTS, schools are also interacting with the VECs and keeping close check on non-attending children. In addition, the NGOs are sensitized for smooth management of Project Aarohana in different zonal meetings and PRI representatives, SHGs and the local community are being involved in the process for maintaining transparency.

### **Rupantar and MLE Programme**

**2.4 The scope of Rupantar and MLE programme should be extended up to class V as soon as possible within the timeframe of DPEP and SSA:** Multi Lingual Education Programme has shown good results for class-I and material development for class-II is in progress. MLE is currently being successfully provided in 10 languages in the state of which 7 languages are spoken in DPEP districts. The programme will be extended to cover 16 languages in 200 additional schools during the next year (2008-09) of which 10-12 languages are of DPEP districts. The state has worked out a detailed plan to upscale and extend the programme to cover all primary classes till 2012 and is currently working in collaboration with UNICEF, Orissa, UNESCO, CIIL-Mysore, and other international NGOs. The National Curriculum Frame-work and the syllabus prepared by NCERT will be used as a guide to curriculum content. UNICEF, Orissa is currently providing financial support for developing the training material and conducting the training of teachers (up to Rs. 10-15 lakhs per district). Three DIETs under guidance from the SCERT/DTE are already functioning as Regional resource centres for this purpose. A strong convergence with SCERT and

DIET that is already visible is expected to ensure sustainability of the current efforts. The plan will require mobilising additional community support/ resource persons at the initial stage during the last phase of DPEP to work with primary teachers as most schools currently have 2-3 primary teachers for classes 1-5 to effectively implement the programme.

2.5 The Rupantar programme primarily addresses attitudinal issues among all primary teachers to facilitate teaching learning processes.. The DPEP experiment has been successfully replicated in 141 blocks of the state. As a follow-up in DPEP, the state could initiate 2<sup>nd</sup> language acquisition training for teachers for facilitating the process of shifting from one language to another as is the case in the state with 80% of the targeted children.

## **Learning and Quality**

2.6 *Operationalisation of performance standards for schools, CRCs, BRCs, etc under ADEPTS should be given the highest priority ensuring academic support to the primary level in the DPEP districts:* The state has initiated necessary steps to take forward the training in ADEPTS. District Resource Groups comprising of district coordinators, DIET faculty and other resource persons have been oriented on roll out of ADEPTS through four rounds of regional level workshops. Of the 23 indicators identified by the state, districts will work on selected 4-5 indicators to be demonstrated during 2008 during the year along with the non-negotiable indicators to ensure mastery in textbook by teacher, providing ample opportunity for reading and writing and ensuring community participation through VEC. The state has issued instructions to all the DPCs and DIs/ DPCs to integrate the indicators under ADEPTS with monthly sharing meetings. However, this Mission observes that *there is little clarity among the districts on the processes and time frame involved and as such the state will need to define critical actions to be initiated and take necessary actions to facilitate the districts in demonstrating the outcome of at least the non-negotiable indicators at the earliest. This will be important in eliminating any subjectivity in interpreting the outcomes by different schools in the various districts.*

2.7 *Vacant posts of Headmasters should be filled in at the earliest: Also the training modules to orient the Headmasters in providing academic and professional leadership and personnel management should be implemented as soon as possible.* The state reports that steps have already been taken to fill up the vacant posts of Headmaster. No further details are available in this regard. The state has also oriented the Headmasters of Kasturba Gandhi Balika Vidyalayas (KGBVs) on different programme for improvement of quality education. However, this Mission feels that this does not completely address and capture the issues of personnel management and academic and professional leadership among all the headmasters. This needs to be attended to at the earliest.

2.8 *Implementation of TAS should be given the highest priority and its results compared with BAS and MAS should be used for future planning;* The Directorate of TE & SCERT has been assigned to do the task through the DIETs. Director SCERT/DTE has informed that the study has been completed and the results are being compiled. These will officially be provided in 15 days time (mid-February, 2008)

2.9 *State should design rigorous follow up activities after various training programmes and should continuously evaluate the impact of such activities to ensure that quality of classroom transactions improves:* The state reports that steps have been initiated in this direction. DIs of Schools have been re-designated as Addl. DPCs and have been provided with mobility support to monitor teacher performance in the classroom and to extend onsite academic support. In addition the DIET faculty members and BRCCs are expected to provide on-site support to teachers.

Impact assessment studies on general round training programme are being conducted to ensure the effectiveness of teacher training. Evaluation of training impact is also undertaken at the end of each training programme. However, this Mission observes that the efforts as listed by the state are not sufficient and on-site support to teachers cannot be taken for granted unless a detailed plan to this effect is devised and reflected in BRCCs/ CRCCs/ DIET faculties' work plans. Moreover on-site support is just one mechanism and the state would need to work out further ways of follow-up of teacher training. The state is advised to work out a concrete follow-up plan to ensure the positive impact of training in the class room situation.

### **Institutional Capacity Building and Programme Implementation**

2.10 *The mission recommends that GOI agree the SPD's proposals for the remaining EFC cost (including contingency) for DPEP-II to be re-allocated on the basis of the need of the individual districts to ensure full utilisation of these resources by November 2008. The aim for the next two years should be to ensure that EFC amount of Rs GBP 41.21 million is utilized fully and effectively by November 2008 across all sub-programme:* The state reports that OPEPA had already sent the proposal for reappropriation against which GoI has sought further clarifications. The State is currently in the process of sending its clarifications to GoI.

2.11 *The SPD should implement the detailed work plan and budget through to November 2008. The monthly meetings of finance and planning personnel to review progress in implementing the entire programme should be continued:* The state reports that a detailed work plan and budget up to November 2008 has already been prepared and sent to GoI. In addition, monthly and quarterly review meetings are being organized regularly to review the progress of all programmes under DPEP.

2.12 *The state must accelerate progress with new school building, repair, toilets and electrification:* On this recommendation of the earlier Mission, the state reports that 63% new school buildings and 53% toilets have been completed.

### **DPEP Objectives & Development Outcomes:**

#### **3. Access & Retention & Bridging Gender and Social Gaps**

##### **3.0 Enrolment, Retention and Completion:**

##### *Achievements*

3.1 In respect of progress with enrolments in the 8 DPEP districts, the picture looks like this: (see detailed tables in annex.

**Table 1: Progress of Enrollment**

Category	2003-04	2006-07	% change
SC	203918	174592	-0.14
ST	560457	435385	-0.22
Boys	618111	508288	-0.18
Girls	527878	444425	-0.16
All	1145989	952713	-0.17

Source: Orissa status report for 26<sup>th</sup> JRM by GoI



There is an overall decline in enrollment. The ST enrollment has declined by 22%. The reasons for these declines are not very clear and need to be examined.

3.2 There has also been progress in completion. The completion rate has improved from 69% in 2004/05 to 73% in 2006/07, see Table 2 below. The overall completion rate needs further improvement, particularly for girls. The completion rate for ST girls is even lower at 60%. Two districts: Mayurbhanj and Nuapada have completion rates of girls between 56-58% which needs considerable improvement. (See annex)

**Table 2: Progress of Completion**

2004-05			2006-07			% point Change		
Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
75.9	62.8	69.0	77.7	66.3	72.8	2.4%	5.6%	5.5%

Source: Orissa Status report for 26<sup>th</sup> JRM by GoI

3.3 There has also been progress in reducing the dropout rate, see Table 3 below. It is noticeable that the dropout rate for ST girls needs the most attention and a strategy for addressing this particular group is required. In order to improve retention of SC/ST children, community based child friendly package has been developed called Srujan based on NCF 2005. Now it is being implemented in 36 blocks of DPEP addressing 5 lakhs children in 6000 schools. However, appropriate strategies of community mobilization, provision of residential schooling facilities for girls (KGBVs, etc), early childhood interventions, incentives, MTA trainings and teacher trainings in gender sensitive modules, and Meena, life skills education etc, all strategies need to be implemented in a much more focused manner in the ST concentrated districts to improve access and retention of ST children, in particular, girls.

**Table 3: Reduction in Dropout Rate**

Category	2004-05			2006-07			%age Reduction		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
SC	28.5	30.3	29.4	17.9	20.7	19.3	10.6	9.6	10.1
ST	36.1	39.8	37.9	22.6	33.1	27.9	13.5	6.7	10.0
All	31.1	34.0	32.5	14.0	15.4	14.7	17.1	18.6	17.8

Source: Orissa status report for the 26<sup>th</sup> JRM by GoI

3.4 On the basis of the overall drop out rates, the DPEP districts could be segregated into three groups: (1) Koraput and Nabarangapur where the drop out rate in 2006-7 was more than 15%; (2) Boudh, Malkangiri and Nuapara where the drop out rate in 2006-7 was around 10%; (3) Kandamal and Sonapur with drop out rate of less than 5%. The strategies that have worked in the third group need to be better understood and replicated in other groups. But as the annexes show: Retention rates for ST children are relatively low.

3.5 In addition to enrolments in primary schools, access to primary education has also been provided through the Education Guarantee Scheme (EGS) and the Alternative and Innovative Education (AIE) programme in remote, inaccessible and sparsely populated areas where due to existing norms primary schools cannot be opened. The current status of EGS Centres and AIE programmes is as follows:

- 72,743 children enrolled in 2377 EGS centres;

- 17,568 children enrolled in 847 AIE centres;
- 3001 migrating children from Nuapada accommodated in 86 Residential Care Centres; and
- 1,655 children from Nuapada district accommodated in 35 ASs in Raipur and Durg.

3.6 The analysis of the Child Census data has informed the design of Project *Aarohana* which was launched under DPEP in September 2006. This comprehensive project aims to bring all of the states' 5.4 lakhs out of school children aged 6-14 years (1.2 lakhs of these are in the eight DPEP districts) identified through the Child Census into the education system within one year. In the 1<sup>st</sup> phase of Aarohana in the DPEP districts, 22046 out of school children (OOSC) in the age group 5+ and 6+ have been enrolled directly into formal schools in Class-I. In the 2<sup>nd</sup> phase of Aarohana, commenced in November 2006, the 17173 out of school children in the older age group (7+ to 13+) referred to above have been enrolled in Non-Residential and Residential Bridge Course Centres (NRBC/RBC). This still leaves 64513 children out of school, in the 6-11 years age group in the 8 districts. As was the case in the earlier Mission, this Mission noted the direct involvement of representatives of Panchayati Raj Institutions (PRI) in Aarohana. The Sarpanchs, Samiti members, Councilors and Ward Members are being involved by the managers of DPEP to sensitize the parents of OOSC to bring their children back into school.

3.7 The State's continued effort both in qualitative as well as quantitative aspects to mainstream disabled children in formal schools continues to deserve a special mention. Of the 39,135 children identified with special needs in the eight DPEP districts through the door to door survey, 33,086 children (85% of those identified) have been enrolled in primary schools and 2116 in EGS/AIE centers. All the teachers have been provided with 5 day IED training and selected teachers have been provided with 45 days of Rehabilitation Council of India training. The State is also proceeding with its plan to train the appointed IED resource teachers at block level. However the mission could not see any child with special needs in the schools that were visited.

3.8 The State has taken a decision to either close or upgrade all EGS to regular primary and elementary schools and has already initiated action in this regard. During the year, 700 non-feasible centres have been closed (by December, 2007) and 557 primary EGS centres upgraded to new primary schools (NPS) after completion of 2 years and meeting the prescribed norms. All the remaining centres will be closed/ upgraded by March, 2008.

3.9 Lastly, the Mission is pleased to note the continued progress in the recruitment of additional para teachers through the PRIs with a total of 1535 hired in the 8 DPEP districts. The Mission notes that 11741 additional teachers have been recruited to date in DPEP districts and a further 2941 are under process.

### **Concerns**

3.10 Some improvements have been made on the basis of the suggestions provided by the last JRM. Nonetheless, the concerns pointed out by the last JRM more or less remains valid for this JRM. In the Annual plan of 2007/08, all out of school children are targeted to be covered through AIE Programmes; NRBCs/RBCs for the older age groups and for the children of habitations where opening an EGS centre is not feasible. At the mid-point of the year, 48,070 children are out of school and have not yet been enrolled in AIE programmes. There is an urgent need to mobilize representatives of Panchayati Raj Institutions (PRI), the Sarpanchs, Samiti members, Councilors and Ward Members by the managers of DPEP to sensitize the parents of OOSC to bring their children back into school or into AIE programmes.

3.11 The state has not yet set targets for attendance rates. There are plans to make use of participation in the unit tests as an additional indicator of attendance. *It is important to address attendance as a key aspect of the strategy for reducing dropout rates.*

3.12 ST girls are particularly vulnerable to dropout and there is a need to develop a better understanding of the issues related to this. More than 30% of ST girls drop out in Boudh, Malkangiri, Mayurbhanj and Nawaranga districts. The decline in enrollments of SC children seems to be due to stagnation in population but it needs to be investigated and explained.

3.13 The Mission observes that while 72% children complete primary education, only 60% get admitted to the primary stage. Transition rates for ST boys and girls are even lower (59 and 53% respectively).

3.14 Given that the focus of opening AIE centres and bridge programmes is to eventually mainstream out of school children in primary schools, previous Missions have highlighted the importance of monitoring the progress of the mainstreamed children in the regular schools. With the establishment of the Child Census the State has a mechanism in place to track the progress and school completion of these mainstreamed children but it will require a separate code in the data base for these children. In addition, while the systematic tracking of the mainstreamed children is important, as crucial is the development of interventions and strategies for addressing the needs of these children as they are likely to remain vulnerable to dropout for at least one or two years after mainstreaming. The State needs to take these issues forward.

### ***Suggestions***

3.15 *Currently, of about 5 lakhs out of school children in the state, about 1.2 lakhs children in DPEP districts are still out of school. The state will need to plan its interventions in the project in a systematic manner to address the issue of access and retention. The Mission suggests that the CTS data be analysed in a systematic manner and interventions planned accordingly. Interventions for SC, ST, girls and special groups such as those of migrant population will need special attention.*

3.16 *Complete the implementation of the strategy for closing all EGS centres by March 2008 as per decision of the state.*

3.17 *Investigate the reasons for high rates of dropout and low enrolment among ST children, especially girls and develop a better understanding of the issues related to this phenomenon.*

3.18 *Investigate the decline in enrollments of SC children and explain this phenomenon.*

3.19 *Provide additional support to CWSN enrolled in primary schools, such as ensuring all of these children are provided with aids and appliances, textbooks, free uniforms, escort and travel allowances where necessary and increasing the number of teachers benefiting from the 45 days of RCI training so that at least one teacher in every school has this training.*

## 4.0

### B. Quality Inputs & Learning Levels:

#### *Learner Achievement and Assessment Practices*

4.1 Learner achievement in the state can be seen from three sources of data (a) State's own achievement tracking data; (b) MAS and BAS results; and (c) the state's own independent studies to assess progress.

(a) The state is meticulously tracking achievement levels of all students for different subjects and has compiled subject and grade wise achievement levels of students for class III and V. Results for 1<sup>st</sup> and 2<sup>nd</sup> quarters of 2007-08 show the following picture:

- A large majority of class III children (ranging from 44-47%) continue to be in categories D (below 49%) & E (below 35%) in respect of all three major subjects: Language (Oriya), Mathematics and EVS. There, however, seems to be a favourable shift in the percentage of children in categories A&B (above 80% and 65% respectively) from the first to the second quarter (from almost 26% to 28-30%) in the three subjects.
- In case of class V, the pattern during the two quarters of 2007 remains similar: about 28% children achievement levels fall in categories A & B where as the majority of children (40-42 percent) remain in categories D & E.

(b) The comparison of MAS over BAS (2005) had brought to light a set of findings which indicated enhancement in learning achievements in Language and Mathematics at Class I level irrespective of caste, gender, and location specific differences. However, an overall decline was seen in the achievement levels in both the subjects at class IV level as compared to those obtained in BAS. Moreover, gender differences and social category differences were seen to be high, more particularly in the case of tribal children and visible inconsistencies between training inputs and contextual realities. The initiatives taken by the state on MAS findings included development of training module to strengthen teachers in handling multi grade and multi-level situations, organizing content based training programmes at the cluster levels, and strengthening the achievement tracking system. Special interventions were also initiated to develop teaching learning material in tribal languages under MLE and expand its scope as discussed under Actions Initiated (section-2). The interventions have undoubtedly improved performance as their recent results indicate; however, the percentage of children in D & E categories continues to be quite high.

(c) The state has also conducted an independent evaluation of its Learning to Read Programme with support from DIET and college students making comparisons of entry and terminal point position of the lowest achievers (who could read nothing and solve nothing) and highest achievers (read up to story level/ successfully attempt subtraction/ division) of grades I & II in the four project districts. The shift is encouraging as the number of children in the lowest category has decreased: for instance from 60% of those who could read nothing at the time of entry to 5% currently in Boudh; and from 45% and 19% in Kandhamal and Balasaur districts to 1% each at the terminal point. Similarly, while 35% children could read stories at the entry point of the programme, the numbers now have risen to 22% in Boudh. In numerical knowledge, the shift is remarkable from 54% children who could not solve anything at entry point to 1% at the terminal point. The state attributes this shift to development of local specific material other than text books, provision of community teachers in single teacher schools, teacher training and intensive

monitoring of the programme. The RIE has been asked to develop tools for an independent evaluation based on which the state will consider further up-scaling of the programme.

4.2 The overall situation as assessed through various assessments at different stages undoubtedly show improvement over the years, nevertheless, there is little doubt that achievement levels continue to be low and require special attention of all concerned in the state. *Moreover, the state has not made sufficient progress in institutionalising the learner evaluation system as different systems of evaluation are still prevalent in the state. This may need to be urgently addressed.*

#### *Curriculum Renewal & Material Development*

4.3 The process of curriculum renewal has been completed. The National Curriculum Framework (NCF) has been revised by the Directorate of Teacher Education and SCERT in collaboration with UNICEF Orissa after regional consultations with different stakeholders. The developed State Framework is in line with NCF 2005. The DTE/SCERT plans to finally level it as Government of Orissa document on 4<sup>th</sup> of February and later launch as per date decided by the government.

4.4 New textbook in English has been introduced for class-III in line with NCF-2005 from the current academic session (2007-08). The Mission is informed that the new syllabus and text books in English for grade IV will be developed in 2008-09. the Mission is informed that the state will cover all children under ELT during the next three years.

4.5 The state has made improvements in the production aspects of textbooks and reports that all textbooks from class I-III are made multi-coloured. TLM grants are supposed to be released to all teachers as per state indications. However, the Mission is concerned to find very little supplementary teaching-learning material available /in use in the district visited. Where in use, teachers did not seem to be adequately trained in preparation and use of activity based TLM as per individual/group needs of learners.

#### *Teacher Training*

4.6 The state has developed different types of short duration training programmes of 7 days each for all categories of teachers at the primary stage in collaboration with DTE/ SCERT. These include Unmesh-I, Unmesh-II, Unmesh-III (recent) for all primary teachers, apart from an induction training (Jagruti) of 30 days for all newly recruited Shiksha Sahayaks. In addition, teachers are also exposed to ELT and IED trainings (5 to 7 day duration), training on gender sensitive approach to education (4 days training), Rupantar (on tribal pedagogy), Aarohan (ECE) and content and theme specific trainings (1 day duration) at the CRC meetings (6-8 meetings in a year). Different types of trainings initiated by the State are at different stages of implementation and all teachers are expected to be trained in all the modules specific to their levels for effective implementation of new pedagogic practices in the state. *However it is found that the state has not completed all the expected trainings, particularly in critical modules such as Unmesh-II and there are considerable backlogs to be covered in different districts.*

4.7 The status of teacher training in December 2007 provided by the SPO reflected 67% completion of the targeted trainings (mandays) for in-service primary teachers in eight DPEP-II districts and about 57% completion for the newly recruited Shiksha Sahayaks. Mayurbhanj and Nuapada districts have the lowest completion rate of planned trainings (at 18 and 27%

respectively). Similarly, Koraput and Mayurbhanj show only 8% and 5% completion of planned induction trainings for the newly recruited SS/Para teachers.

4.8 The information compiled by the state and shared with the Mission on training status is not comprehensive enough to reveal the status of untrained teachers/SSs that can enable their systematic coverage in different modules. Moreover, the position reflected does not match with the field realities, for instance, in the case of Unmesh-II module, all districts except Koraput are shown to have completed their training but discussions with teachers/field officials in Nuapada district visited by the Team reflected a huge backlog of teachers (40%) to be trained in this module. The district has already initiated trainings in Unmesh-III. While the state has initiated several modules for training of all teachers, the overall picture that emerges is one of incomplete achievement of targets for teacher training.

4.9 The BRCCs and CRCCS also do not at present have a detailed plan to ensure complete coverage of all teachers through their various targeted programmes. The matter is of serious concern as there are several new trainings planned for the current and the next year which include trainings in ELT, Unmesh-III, and ADEPTS, apart from the existing backlogs in Induction and other trainings.

*4.10 The Mission thus recommends that the state take a complete view of the existing backlogs by considering detailed data on number of existing teachers at primary and upper primary teachers and urgently prepare a detailed training plan/ calendar to ensure 100 percent coverage of teachers in all districts, blocks and cluster as per DPEP norms. This issue may be addressed seriously in the next AWP&B (2008-09). The state may also ensure that annual training of 20 days duration is ensured for all teachers through the various initiated programmes as required under SSA. This currently is not being observed despite several training programmes initiated by the state.*

#### *Class Room Processes*

4.11 The Mission has raised serious concerns over the teaching learning processes observed in the schools visited in Nuapada district with the concerned DPC apart from the Pedagogic coordinators at the district/ state levels. It was observed that even when teachers are trained in several modules, they have not been able to internalise the child centred and activity based approach advocated by the state and are unable to translate the learnings in the actual class-room situation.

4.12 Use of TLM was limited and workbook exercises were not attempted for the lessons completed by the students. The teacher pupil ratios were within the state norm for most classes seen except in cases of multi grade teaching where a teacher handled more than 50 children. In some cases, students of one class (e.g. class II) sat as mute listeners while the teacher taught the children of another class (e.g. class III). Many children did not even have their books opened. This was found for children of various classes. General reading and numerical ability of the children was found to be weak. There were a number of children in classes I-III who could neither read nor write. Both in multi- and single grade- situations, it was found that most children were disinterested and not engaged in meaningful activities in the class. Since there are many single teacher schools in the districts, appropriate child centred activities would need to be developed and practiced to optimise the teachers' and learners' instructional time. *It will be necessary to integrate the various elements of quality in a holistic manner and to develop a plan for improvement of quality in learning with a special focus on classroom processes and children's learning.*

4.13 The state is facing difficulty in the running of AIE centres most of which are functioning at Raipur and Durg (Chhattisgarh) covering 1655 children of Nuapada district who migrate with their parents to work site. There are many other centres as well. The centres are currently managed by NGOs and are regularly monitored by DIETs, however, systematic measures to enhance learning outcomes have not been initiated. One of the strengths of the state lies in the inter-state-task forces that have been set up for addressing the educational needs of the migratory populations.

#### *Resource Institutions and Teacher Support Mechanisms*

4.14 All the BRCs are operational in the state. However, 243 CRCs are not functional which has affected the pace and efficacy of the quality interventions. All the existing BRCCs and CRCCs have been towards their roles and responsibilities and are participating in their limited way in various quality interventions initiated by the state. Detailed discussions at the field level revealed that although CRCCs' primary task was to provide academic guidance and support to teachers, this had assumed low priority. This is primarily due to the fact that their performance formats/ indicators suggest greater focus on stock-taking activities for administrative and routine reporting than for providing guidance and support to teachers while on their school visits. The State is also concerned about the basic competence issues of the coordinators despite the fact that they were selected through a rigorous process of selection. During the field visit, it was also found that the planned monthly meetings/trainings at CRCs for teachers have also not been conducted for the past six months.

4.15 DIETs and the SCERT/DTE are actively engaged in all quality interventions of the state. The Directorate of Teacher Education and SCERT through the DIETs and ST schools share the responsibility of developing in-service training programmes, providing on-site training and conducting monitoring, assessment and evaluation where required. While the basic systems are in place, the Mission recommends strengthening the existing institutions at block and cluster levels to take a more pro-active role in ensuring quality teaching and learning.

## **5. Institutional Capacity Building and Programme Implementation**

### **Fund Flow Statement**

Amount: Rs. In Lacs

District	EFC Approved Cost	EXPENDITURE							Total
		2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08 (till Dec 07)	
S.P.O.	1945.70	80.42	197.18	66.45	60.90	30.32	38.99	332.08	806.34
Boudh	3161.77	12.11	156.42	236.19	383.00	337.68	430.25	137.84	1693.49
Kandhamal	3994.15	3.05	221.18	407.07	505.62	755.46	907.08	253.89	3053.35
Koraput	3999.86	6.05	326.71	636.15	690.03	738.03	708.06	167.13	3272.16
Malkangiri	3763.05	15.96	354.18	410.91	483.48	508.33	715.75	379.84	2868.45
Mayurbhanj	3999.98	38.05	372.25	765.22	1084.51	1070.60	586.17	30.67	3947.47
Nabarangpur	3939.08	14.20	545.58	536.00	430.34	511.12	951.04	254.27	3242.55
Nuapada	3143.32	2.44	171.25	478.78	429.32	333.40	681.91	249.84	2346.94
Sonepur	3433.39	15.18	163.69	276.27	306.72	289.55	551.88	219.15	1822.44
Total	31380.30	187.46	2508.44	3813.04	4373.92	4574.49	5571.13	2024.71	23053.19

Source: OPEPA, Government of Orissa

5.1 Out of an EFC balance of 89.47 crores, the State has reported to have received only 10.58 crores this year. The last JRM had noted the disproportionate allocation of funds amongst the

various districts (Rs.40 crores per District), which has caused this overall programme underspending in some of the smaller districts. The mission had further recommended GoI to consider relaxation of the ceiling of Rs.40 Crores per District so as to allow flexibility. The State government has since taken up this issue with Government of India for reallocation of funds to facilitate undertaking civil works.

5.2 Monthly progress reports are sent to Government of India.

5.3 The 25<sup>th</sup> JRM had observed that the TC Fund in the programme has been largely unutilised. The State has not been able to report progress on this fund. *With the limited time for this programme, the mission again recommends to explore ways of using this fund more productively.*

### Status of Audit Report

5.4 Under this programme the State has appointed one External Auditor covering all the 8 Districts. Internal audit is done quarterly. Management Report for the FY 2006-07 has been completed and report submitted to the SIS.

5.5 The Management Report, in general, is critical about every aspect of the financial and procurement procedures being not properly followed at the District level. The observations call for serious stocktaking of the existing capacity and required training. The mission strongly recommends submitting its action taken report on the observations with mitigating action plan on a time bound basis.

5.6 The State admits that there are few challenges which need to be addressed. These include (i) gap in monitoring accounts at the VEC level (ii) collection of Utilisation Certificate (UC) in respect of grants released to VEC, and (iii) delay in transferring funds to VEC level by Gramin Banks.

5.7 In terms of strategy, it intends to strengthen the financial unit at the block level by posting of accounts staff. UC collection drive is being taken up together with the accounts training. Negotiation with Grameen Banks is on to smoothen the fund transfer at the sub-district level. *The mission recommends including reporting on the progress against the above activities as part of the ATR for the next JRM.*

### Progress on Civil Works

Activity	Cumulative PAB Target	Taken up till Dec 07	In progress till Dec 07	Completion till Dec 07	%age of completion
BRC	70	70	6	64	91%
CRC	487	487	57	425	87%
New PS	937	904	212	664	71%
BLPS	434	430	61	361	83%
DLPS	7	7	7	0	0%
ACR	1924	1798	389	1402	73%
Toilet	700	554	5	383	55%
Drinking water	1845	1945	0	1809	98%
Total	6404	6195	737	5108	80%

Source: OPEPA, Government of Orissa



5.8 The SIS is of the view that the funding pattern needs to be rationalised in context of varying requirements in each block. A representation to this effect has been made to the GoI in November 2007. Some of the civil works under the current plan, until then, is not likely to proceed as per schedule.

5.9 All civil works are undertaken in close coordination and consultation with VEC. All payments under civil works are paid after passing appropriate resolutions in the VEC. The mission had the opportunity to verify some of the transactions and accompanying documents. The VEC is reported to be very active.

5.10 Works completed: BRC (5) Buildingless Primary School (55) Addl Class Rooms (163), New Primary School (55), Major Repairs (25), CFE (6), Toilet (30), Tubewell (50).

5.11 A total of 11 Buildingless Primary School, 16 Additional Classrooms, 64 New Primary School, and 6 Toilet under progress.

5.12 No fresh civil work, barring those already under plan, is proposed under this programme as it comes to a close in November 2008. Challenges of integration with SSA remain. *The State, in consultation with the DPCs, should evolve a clear action plan for transfer of assets. It should also look into the likely financial impact on SSA's AWPB.*

#### Nuapada

5.13 The Mission visited Nuapada District. The fund utilisation pattern is reported as below:

Amount: Rupees in Lacs

	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08 (as on 14 Jan 2008)
AWP&B	690.64	529.44	598.38	777.16	873.24	814.00	1042.19
Funds Recd	76.76	216.34	434.61	486.35	497.28	611.97	239.36
Expenditure	2.44	171.25	478.78	429.32	333.40	681.90	308.62

Source: DPC, Nuapada

5.14 Fund utilisation pattern is largely satisfactory.

5.15 All the School Grants including Teacher's Grant are released on time.

5.16 The mission had the opportunity to verify the last internal audit reports and records at Nuapada District.

5.17 FC is well-informed of the accounting procedures and proactively visits Schools to verify their records and also impart trainings. The field visit reports are duly submitted to the DPC and action taken on the observations. However, no further follow-up appears to have been undertaken in cases of non-response by the concerned School/ VEC. *The mission recommends that follow-up action should be initiated in all cases if there is no response within the given deadline for explanation.*

**6. Major Recommendations (Please also see suggestions and concerns given in above sections)**

- *The state will need to plan its interventions in the project in a systematic manner to address the issue of access and retention. The Mission suggests that the CTS data be analysed and updated in a systematic manner and interventions planned accordingly through appropriate micro planning. Interventions for SC, ST, girls and special groups such as those of migrant population will need special attention.*
- *The Mission recommends that the state take a complete view of the existing backlogs by considering detailed data on number of existing teachers at primary and upper primary teachers and urgently prepare a detailed training plan/ calendar to ensure 100 percent coverage of teachers in all districts, blocks and cluster as per DPEP norms. This issue may be addressed seriously in the next AWP&B (2008-09). The state may also ensure that annual training of 20 days duration is ensured for all teachers through the various initiated programmes as required under SSA. This currently is not being observed despite several training programmes initiated by the state.*
- *Moreover, the state has not made sufficient progress in institutionalising the learner evaluation system and different systems of evaluation are still prevalent in the state. This may need to be urgently addressed.*
- *The mission strongly recommends submitting its action taken report on the observations of the State Management Report with mitigating action plan on a time bound basis.*
- *The State, in consultation with the DPCs, should evolve a clear action plan for transfer of resources. It should also look into the likely financial impact on SSA's AWPB.*

## DPEP II - GER NER

2006-07

SL. NO.	DISTRICT	GER			NER		
		Boys	Girls	Total	Boys	Girls	Total
1	BOUDH	92.47	92.39	92.43	83.47	83.52	83.49
2	KANDHAMAL	97.24	96.91	97.09	89.27	90.27	89.74
3	KORAPUT	81.65	81.04	81.35	75.78	75.68	75.73
4	MALKANGIRI	85.62	84.09	84.09	82.10	81.21	81.68
5	MAYURBHANJ	96.56	96.25	96.42	86.90	87.91	87.37
6	NAWARANGPUR	85.20	82.43	83.89	79.24	77.49	78.41
7	NUAPADA	93.64	92.59	93.12	86.15	86.21	86.18
8	SONEPUR	98.07	98.20	98.13	79.87	79.84	79.86
<b>TOTAL</b>		<b>91.31</b>	<b>90.49</b>	<b>90.82</b>	<b>82.85</b>	<b>82.77</b>	<b>82.81</b>

**DPEP Data for the Year 2006-07**

<b>SI</b>	<b>District</b>	<b>Promotion Rate</b>
1	BOUDH	90.03
2	KANDHAMAL	87.58
3	KORAPUT	83.81
4	MALKANGIRI	83.14
5	MAYURBHANJA	96.57
6	NABARANGPUR	85.33
7	NUAPADA	84.16
8	SONEPUR	88.25
	<b>Total</b>	<b>87.36</b>

District	Transition Rate from Primary to Upper Primary								
	All Community			SC			ST		
	boys	girls	total	boys	girls	total	boys	girls	total
BOUDH	68.43	65.60	67.05	71.49	64.47	68.21	57.05	47.41	52.10
KANDHAMAL	59.33	53.85	56.82	55.87	50.44	53.34	55.09	50.35	52.95
KORAPUT	34.87	29.10	32.17	39.85	33.08	36.74	29.37	20.79	25.30
MALKANGIRI	45.21	41.84	43.75	71.42	64.61	68.13	30.60	24.04	27.95
MAYURBHANJ	70.45	63.15	67.11	80.26	74.03	78.38	64.67	58.01	61.77
NAWARANGPUR	57.71	49.93	54.20	70.53	58.49	64.72	52.48	42.41	48.09
NUAPADA	73.49	67.95	70.98	72.04	71.38	71.73	74.22	66.50	70.68
SONEPUR	87.39	84.17	85.82	77.89	79.22	78.52	83.51	77.81	80.67
<b>Total</b>	<b>62.11</b>	<b>56.95</b>	<b>59.74</b>	<b>67.42</b>	<b>61.97</b>	<b>64.97</b>	<b>58.92</b>	<b>53.02</b>	<b>56.24</b>

### Primary Retention Rate of DPEP Districts

Source : DISE

SI	District	2006-07								
		All			SC			ST		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1	BOUDH	89.55	89.41	89.48	80.40	79.49	79.95	71.05	61.70	66.38
2	KANDHAMAL	87.90	87.16	87.53	76.94	72.99	74.97	76.84	67.18	72.01
3	KORAPUT	83.76	81.41	82.59	82.25	79.71	80.98	79.80	67.75	73.78
4	MALKANGIRI	88.90	86.61	87.76	86.44	81.37	83.91	76.67	62.12	69.40
5	MAYURBHANJ	77.64	80.33	78.99	76.95	74.96	75.96	72.50	63.42	67.96
6	NAWARANGPUR	84.72	80.36	82.54	79.92	76.79	78.36	75.04	60.85	67.95
7	NUAPADA	84.74	81.31	83.03	81.48	76.84	79.16	77.05	64.12	70.59
8	SONEPUR	90.47	90.15	90.31	92.47	92.33	92.40	90.48	87.82	89.15
	<b>Total</b>	<b>85.96</b>	<b>84.59</b>	<b>85.28</b>	<b>82.11</b>	<b>79.31</b>	<b>80.71</b>	<b>77.43</b>	<b>66.87</b>	<b>72.15</b>

**Out of School figure for 6-11 Yrs Age group (DPEP-II)**

Source CTS'2006

District	SC		ST		TOTAL		Total
	Boys	Girls	Boys	Girls	Boys	Girls	
BOUDH	514	501	300	293	1900	1801	3701
KANDHAMAL	315	305	1000	1058	1569	1606	3175
KORAPUT	2158	2074	8658	8415	13976	13576	27552
MALKANGIRI	926	948	4811	4739	6256	6193	12449
MAYURBHANJ	568	408	3683	3692	5047	4797	9844
NAWARANGPUR	1581	2140	8645	8829	12906	13781	26687
NUAPADA	408	446	1034	1199	2664	3024	5688
SONEPUR	164	149	103	98	579	521	1100
<b>Total</b>	<b>6634</b>	<b>6971</b>	<b>28234</b>	<b>28323</b>	<b>44897</b>	<b>45299</b>	<b>90196</b>

**Managementwise Enrolment for the Year 2006-07**

SL	District	Govt. Managed					Govt. Aided					Private Un-Aided				
		SC	ST	Boys	Girls	Total	SC	ST	Boys	Girls	Total	SC	ST	Boys	Girls	Total
1	BOUDH	14838	8672	28849	26511	55360	417	115	822	847	1669	148	57	428	357	785
2	KANDHAMAL	19829	45383	47328	42510	89838	92	395	333	281	614	556	716	1871	1386	3257
3	KORAPUT	22810	67366	66478	58881	125359	69	143	171	119	290	304	562	1197	913	2110
4	MALKANGIRI	21833	47882	42452	35944	78396	374	198	353	319	672	612	508	1161	1017	2178
5	MAYURBHANJA	28454	138028	146333	126283	272616	144	473	502	347	849	445	1694	3807	2492	6299
6	NABARANGPUR	27120	81656	79809	66441	146250	362	1015	952	726	1678	496	501	1598	1217	2815
7	NUAPADA	12872	26678	40801	37734	78535	92	619	645	536	1181	359	480	1890	1369	3259
8	SONEPUR	21628	12028	38576	36757	75333	152	43	292	258	550	586	173	1640	1180	2820
<b>Total</b>		<b>169384</b>	<b>427693</b>	<b>490626</b>	<b>431061</b>	<b>921687</b>	<b>1702</b>	<b>3001</b>	<b>4070</b>	<b>3433</b>	<b>7503</b>	<b>3506</b>	<b>4691</b>	<b>13592</b>	<b>9931</b>	<b>23523</b>



## Completion Rate

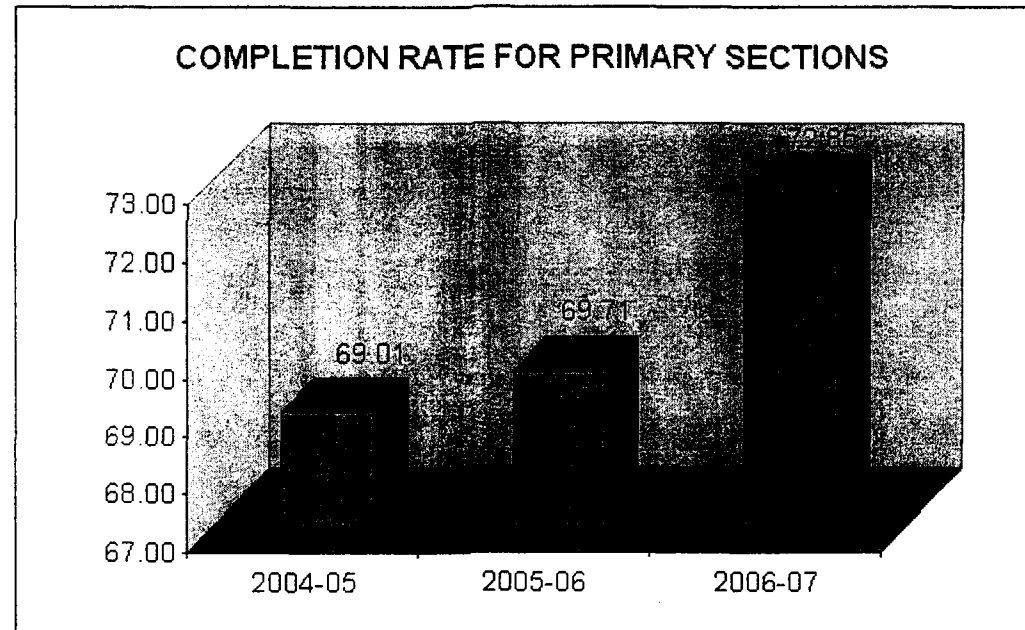
Source : DISE

Sl. No	Name of the District	2004-05			2005-06			2006-07		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1	BOUDH	81.94	67.78	74.49	82.76	68.47	75.24	84.63	71.56	81.20
2	KANDHAMAL	72.98	60.37	66.34	73.71	60.98	67.01	71.49	66.72	69.01
3	KORAPUT	73.12	60.49	66.47	73.86	61.10	67.15	71.94	65.74	68.20
4	MALKANGIRI	91.05	75.32	82.77	91.97	76.09	83.61	92.33	74.28	84.26
5	MAYURBHANJ	58.63	48.50	53.3	59.22	48.99	53.84	61.25	48.91	56.60
6	NAWARANGPUR	80.37	66.49	73.06	81.18	67.16	73.80	81.97	69.41	75.43
7	NUAPADA	60.64	50.17	55.13	61.25	50.67	55.68	62.38	52.55	58.74
8	SONEPUR	95.22	78.78	86.57	96.19	79.57	87.44	95.76	81.29	89.36
	Total	<b>75.92</b>	<b>62.80</b>	<b>69.01</b>	<b>76.68</b>	<b>63.44</b>	<b>69.71</b>	<b>77.72</b>	<b>66.31</b>	<b>72.85</b>

## Completion Rate

Source : DISE

Sl. No	District	2004-05	2005-06	2006-07
	DPEP DISTRICTS	69.01	69.71	72.85



### Primary Dropout Rate of DPEP Districts

Source : DISE

SI	District	2006-07								
		Primary Dropout Rate (All)			Primary Dropout Rate (SC)			Primary Dropout Rate (ST)		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1	BOUDH	10.45	10.59	10.52	19.6	20.51	20.06	28.95	38.3	33.63
2	KANDHAMAL	12.10	12.84	12.47	23.06	27.01	25.04	23.16	32.82	27.99
3	KORAPUT	16.24	18.59	17.42	17.75	20.29	19.02	20.2	32.25	26.23
4	MALKANGIRI	11.10	13.39	12.24	13.56	18.63	16.10	23.33	37.88	30.61
5	MAYURBHANJ	22.36	19.67	21.02	23.05	25.04	24.05	27.5	36.58	32.04
6	NAWARANGPUR	15.28	19.64	17.46	20.08	23.21	21.65	24.96	39.15	32.06
7	NUAPADA	15.26	18.69	16.98	18.52	23.16	20.84	22.95	35.88	29.42
8	SONEPUR	9.53	9.85	9.69	7.53	7.67	7.6	9.52	12.18	10.85
	<b>Total</b>	<b>14.04</b>	<b>15.41</b>	<b>14.72</b>	<b>17.89</b>	<b>20.69</b>	<b>19.29</b>	<b>22.57</b>	<b>33.13</b>	<b>27.85</b>

### Yearwise Primary Dropout Rate of DPEP Districts

Source : DISE

Sl	District	2004-05			2005-06			2006-07		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
1	BOUDH	25.04	24.19	24.66	18.78	18.14	18.50	10.45	10.59	10.52
2	KANDHAMAL	35.87	38.03	36.89	26.90	28.52	27.67	12.10	12.84	12.47
3	KORAPUT	29.33	34.08	31.61	21.99	25.56	23.70	16.24	18.59	17.42
4	MALKANGIRI	32.90	39.67	36.16	24.67	29.75	27.12	11.10	13.39	12.24
5	MAYURBHANJ	40.67	38.30	39.59	30.50	28.73	29.69	22.36	19.67	21.02
6	NAWARANGPUR	36.59	42.28	39.42	27.44	31.71	29.57	15.28	19.64	17.46
7	NUAPADA	34.09	39.53	36.80	25.57	29.65	27.60	15.26	18.69	16.98
8	SONEPUR	14.52	15.48	15.00	13.39	14.11	13.75	9.53	9.85	9.69
	<b>Total</b>	<b>31.12</b>	<b>33.95</b>	<b>32.52</b>	<b>23.65</b>	<b>25.77</b>	<b>24.70</b>	<b>14.04</b>	<b>15.41</b>	<b>14.72</b>

**7<sup>th</sup> JOINT REVIEW MISSION**  
**Sarva Shiksha Abhiyaan**  
**State Report : Rajasthan**  
**January 21- February 05, 2008**

**Acknowledgements**

The Joint Review Mission (JRM) team Rajasthan comprising Kokila Gulati, Government of India representative, Nalin Jena, and Tanuj Mathur (World Bank) visited Rajasthan during January 23-29. The support extended to the team by the functionaries of the SSA, DPEP at national, state, district and sub district levels as well as partner NGOs is highly appreciated. We especially thank the SPO team and district teams of Alwar and Hanumangarh for facilitating our visit to the districts for in-depth field level review. The mission thanks the SPD and her team, and district teams for their cooperation, support and hospitality.

**1. Introduction**

The State has been implementing Sarva Shiksha Abhiyaan (SSA) since year 2001. It has implemented programs like Lok Jumbish, and two DPEPs in 19 districts. Presently, SSA is being implemented in all the 32 districts and covers 1.2 crore children in 6-14 age-group.

The team ( Nalin Jena and Kokila Gulati) visited primary schools, upper primary schools, madrassa, residential bridge course for brick kiln workers, and interacted with district team, all BRCs and a few CRCs. The team also interacted with community members in some schools.. In Hanumangarh the team met with District Collector, DEO, BEOs, then had a separate interaction with district team, all BRCs and CRCs. The team visited bridge courses, one for street children, one for children of a red light area and one for CWSN, primary and upper primary schools. These apart, the had an opportunity to see a SDMC training on civil works.

The team also met with the entire state team at the SPO, interacted with Commissioner cum SPD and her team.

**2. Action taken against JRM Recommendations:**

The mission also assessed the progress made by the State on the 3<sup>rd</sup> JRM recommendations, which visited Rajasthan.

S.N	Recommendation	Action taken
1	Housekeeping through reliable EMIS	Robust EMIS is in place, it should be now used to strengthen district level planning, analysis by DPOs.
2	Making all efforts to reduce gender gap through educational efforts and	The gender gap has reduced but still considerable efforts are required to

-	use of media in changing mind sets of people	reduce this further. More intensive efforts and decentralized planning is required to address this.
3	Strengthening Research, Evaluation, Monitoring, Evaluation, and Supervision (REMS) for ensuring Quality.	Few studies have been commissioned. Further all CRCs have been mandated to conduct action research and allocations were made.
4	Revamping in-service teacher training its delivery and follow up mechanisms	Some actions taken in this regard, like Edusat developing training module, training on hard spots and DIET and SSA preparing training calendar.
5	Harnessing greater community participation – shift from physical support to academic delivery sharing.	Little progress was visible on this account.
6	Strengthening grass root level structures of BRC and CRC – capacity building and whole hearted involvement in the quality monitoring process.	Progress has been made in making the BRCs and CRCs functional; though these continue to largely play an administrative function yet, its academic support function is vital to the schools especially given the priority on quality issues. The state will be adapting the quality monitoring tools in the coming year that will be used by BRC and CRCs for such improvement.
7	Cohort studies may be conducted to understand the dropout phenomenon	Study commissioned and completed.
8	Motivating teachers and other functionaries through appreciation and rewards and ensuring proper discipline	Teachers awarded and appreciated.
9	Enhancing the capacity of schools to retain the enrolled children and strengthening community school linkage	Some efforts are made to engage communities with schools. However much more needs to be done to retain children in schools.

### 3. Progress against sanctioned interventions

Generally speaking, the overall progress of the state in the last year seems to have been taken up as per the AWPB, however this year, it requested GOI for reappropriation of amounts under the head of strategies for Out of School, Teacher Training and Teachers' Salary. The State also could not recruit all teacher posts sanctioned for SSA and also could not able to deployed teachers recruited during the year 2006-07. This resulted in a huge saving under teacher salary component compelled State to request GOI for re-appropriation for civil works. The PAB approved re-appropriation with a note that State should ensure recruitment and deployment of teachers in 2008-09 positively. The gap in teacher training was primarily due to Gujjar agitation during summer break breaking the

rhythm of conducting this training during summer and later it not being possible to withdraw teachers from schools for long stretches of time. Also the Mukhya Mantri Shiksha Sambal Maha-Abhiyaan enrolled more children in formal schools than anticipated thus leaving little scope for AIE strategies to be implemented in its full scope. However it still leaves a gap in terms of target to cover out of school children universally.

The expenditure as per the different line items is attached as per Annexe. **The items on which the state and districts have spent lowest are TLE (0.36% of its allocation), Innovation (9%) , REMS ( 18.8%), Out of school strategies (27.8%), CRC ( 30.4%), Teacher training (44%).** Four districts remain at expenditure level below 50% and are Bikaner, Churu, Jalore, Savai Madhopur. It was explained by the state government that these districts would progress on its activities as allocations of a few activities are planned to be reappropriated. Upgradation of primary to upper primary schools is delayed by the state and hence provides bottlenecks in spending in other heads too.

Planning process was seen to be ongoing in both the districts visited. The DPOs of all other districts shared that they had received the instructions with respect to change in the guidelines of SSA from their state and were developing their plans accordingly. Ideas for planning 2% outlay on learning enhancement were discussed; this included an emphasis of moving beyond quality reassurance and remedial teaching in grades 4 and 7 to having a holistic approach for quality improvement across grades to be taken up.

Planning for infrastructure needs must be reviewed as many of schools visited seemed to have more number of rooms than required by a school.

### **3.1 Access and Equity**

- a. **Enrolment:** The total enrollment of the state has apparently decreased from 12473410 in 2006-07 to 12204832 in the year 07-08 as per the DISE data. The state explained that last year's enrolment data had included the preprimary data in the enrolment of class 1. The State government has not included this in the enrolment data of pre primary in class 1 this year thus indicating this decline. Girls' enrolment is 40.8 % at upper primary level, thus indicating a gap requiring focused attention. Though the girls' enrolment has decreased from last year, the share of SC and ST in enrolment has marginally increased.
- b. **Physical Infrastructure/facilities:** Rs 31484 lacs was the total outlay in civil works in AWPB 2007-08. Of the total outlay in 2007-08, only 62.5% has been expended until Dec 07. Also only 111 against a planned target of 1786 major repairs, 6% of the major repair have been completed.

The cumulative picture - Of the 107 BRCs to be constructed, 103 have been constructed; of the 1513 CRCs to be constructed, 831 have been constructed, all 5216 new primary schools planned have been constructed, all 3124 new upper primary schools have been constructed. Of the 56358 additional classrooms, 42221 only have been constructed.

It was observed that more than required classrooms were available among most locations visited. A more careful planning for civil works is needed.

Adequate number of toilets was available but in about half of the locations visited they were not being used by children. Water facilities were available in most schools. Child friendly elements like children's blackboard and storage facilities were observed in very few schools, those adopted by the state for the same. Ramps were not there in any of the schools visited by the team in Alwar, however was there in one school of Hanumangarh district.

School maintenance grant had not yet been received by the schools. However school facility grant had been received by the schools in December but had not been used.

One KGBV site under construction was also visited. The infrastructure has planned for necessary space for the children with separate dormitories, classrooms, adequate bathrooms and toilets, kitchen, living space for warden, kitchen etc. The mission felt that quality of construction at this site was not up to the mark thus calling for qualitative supervision.

- c. **Out of school children: It would be required to identify children who are out of school through a household survey. Special surveys need to be conducted to identify children out of school from migratory families and children at sites such madrassas and brick kilns etc.** It was reported by the Alwar district team that there existed almost 500 brick kilns in the district with each having about 50-60 children. In Hanumangarh too approximately 150 brick kilns were reported by the district team. **Mapping children and planning to reach them through AIE strategies may be planned by the state in next AWPB.** The state mentioned an initiative to engage NGOs to help them identify at risk children. This is appreciated and will need to be expanded.

Rajasthan has high dropout rate of 26 % for primary education. In the year 2006-07 the state indicates a dropout of 12.44% this year. This further needs to be looked at for girls. The out of school children arising from dropouts need to be looked at for planning strategies for them. This will continue to hold a challenge to the state in attaining the goal of universalisation. Further a study on migration patterns may be taken up.

The mission observed 3 different kinds of bridge courses for out of school children (street children, children at brick kilns and in a red light area). It was observed that bridge courses had in general been able to reach the most marginalized children, and had enthusiastic teachers; however the quality of teaching learning needs attention. Teacher training should be a non negotiable for all teachers of bridge courses, some teachers were completely untrained in the bridge course visited in bridge programs visited in Alwar district and it was observed that they did not have much knowledge as to of how to teach. While in some bridge courses the parateachers had undergone



twelve day training (in Hanumangarh), those visited in Alwar had received no training. One bridge course was only for boys and the other two has very few girls enrolled. Given the responsibility of motivating the children and keeping such a difficult target group in such programs, teaching learning in multi level situation as well as caretaking responsibilities and engaging with parents calls for immense commitment on their part. Thus it was felt by the mission that **the remuneration for teachers staying in all residential programs needs to be reviewed in order to impact its quality.**

- d. **Girls Education:** The gender gap continues to be high at primary with it being about 6.5% and it being higher at upper primary level at 18.4%. Also the enrolment of girls has declined this year. Even though the sex ratio in Rajasthan is low, the government school remains the viable option for a large cross section of girls as larger boys are able to access private schools. Only 32.4% are girls of the total private school enrolment as per data provided by the SSA Rajasthan. This makes the situation more adverse for the girls. The proportion of girls among the out of school children in the year 2007-08 is indicated as 79,653 which comprises 51% of out of school children.

**Considering the high gender gap at the upper primary level, specific strategies to reach them, and bring them into the fold of education are required. Further attention is required to improve retention of girls at school.**

Female teachers: A commitment was made by the GOR to the PAB to recruit 50% female teachers among the newly recruited teachers across SSA, this has not been met by the State. Further as reported by the state roughly only 37% of the contractual teachers (Vidhyarthi Mitras ) are women.

NPEGEL is implemented in 186 EBBs and 4710 model clusters. Two bicycles have been provided to each MCS, in addition to development of libraries and provision of sewing machines. Further allocations are made to get toilets cleaned in government schools. Apart from distribution of Meena books by UNICEF and provision of school bags to girls of Grades 6-8, the state reported having promoted exposure visits of children. The SPD articulated an intent of making the MCS nodal centre of good practices, providing lingua labs, taking up MGML, providing training to HMs, taking up comprehensive learning enhancement in the next AWPB. **SSA should also intensify its community mobilization and improving learning strategies for girls in the coming AWPB.**

**The annual expenditure status of NPEGEL is 43.16% (up to Dec 07). The state has only released Rs 2.5 lakhs (approx 5%) of its state share and needs to provide the same by the end of this financial year.**

The State was sanctioned 186 KGBVs in the state, barring 5 (which are pending approval by GOR), all others are functional, thus reaching 11799 girls. Barring 1 which is Model III, all others are Model I. The KGBVs run either in BRC buildings or rented buildings, few have moved into its own building so far. In all state reported

as 54 KGBV buildings are constructed. The KGBV observed was running in the BRC building. 3 teachers (of which 1 is the warden) have been hired by a placement agency and who stay at the campus. Further 2 teachers have been deputed by formal system. The state could consider providing incentive allowance to teachers in KGBVs so as to encourage better participation of FS teachers given their increased responsibilities. **State has not provided its state share for KGBVs as yet and needs to do so by the end of this financial year.**

e. Education for SC/ST: Remedial teaching classes for extra hours beyond schools hours have been taken up by Formal School teachers for SC/ST children of grades 4 and 7. Through this input, SSA reached 105055 children. However the interventions do not appear to be well planned, the schools that the team visited did not have any plan for level wise learning for them.

As expressed by some BRC and CRCs, children from diverse social backgrounds in the government schools poses challenges in providing an inclusive environment. This requires teachers and parents to be oriented to the issues of equity for making schools inclusive. This aspect should be integrated into the in-service teacher training and may have benefits in better participation.

f. Children with Special Needs: The state seems to have done well in this area. 2,52,125 CWSN were identified. 52,391 children have been provided with aids and appliances so far. 240 Block resource rooms have been established. 145 RPs are located at BRCs. Residential bridge courses and skill development program are also organized for different categories of CSWN. It was observed that the bridge course visited was very qualitative. The value in the support and learning of the children was appreciable. However FS teachers are required more sensitivity in order to mainstream such challenges. In most schools visited where children were mainstreamed in FS, there were no teachers trained to help them with their learning. Few cases of home based support were also reported by the two district teams. It was reported by the state team 1350 teachers have been trained for 90 days. Further a 3 day orientation has been conducted for 1 teacher per school. Appropriate materials were seen to be available in bridge courses; however the same was not the case in the FS. As per the state they are the process of procuring the Aids and appliances as well as the materials. District teams seemed aware and motivated; they reported the advantages of the children using different software for visually impaired to access computers.

**The district coordinators articulated a need for technical training. It is suggested by the mission that it be planned in the forthcoming year.**

g. Minority

In order to reach Muslim pockets of children out of school, the state has converged with the *Madrasahs* across the state and currently converges with 180 *madrasahs* reaching 13961 children where it has provided 214 additional para-teachers to reach the regular subjects. Teaching Urdu has been integrated into the school timetables. At the *Madrasah*

visited by the Mission the teachers reported that they conduct regular home visits in case children were not regular. In addition to the 2 teachers provided by SSA, 2 teachers were provided by the *Madrassa* Board and the children were placed in grades 1-5 with 4 teachers. Textbooks were provided to only some children. The Mission felt that since such *madrassas* are like any regular school, textbooks and other entitlements should be provided to all teachers.

It was also found that about 40 children who were not enrolled in *Madrassa* and belonged to children of migratory families stayed at the *madrassa* for 3-4 months. Only religious education was imparted to such children. It will also be necessary to map such children as they may not be in any records.

**The state has initiated a process of collecting data on muslim children. The mission recommends that the state should identify the out of school children as well as pockets with high muslim concentration and also extensively map out of school children in such locations. It should also look at sex disaggregated data and plan strategies to promote their sustained participation.**

### 3.2 Quality

- a. Teachers: 29, 000 teachers have been recruited and are in the process of being posted. 30,000 positions of teachers continue to be vacant. PTR: though the state average appears extremely good at primary level at 1: 36 and 1: 22 at upper primary level, 21,914 schools of which 20,920 are primary schools and 994 are upper primary were reported to be single teacher schools. CRCs also reported that the number of teachers were inadequate in elementary schools. **This requires a deeper analysis and rational deployment of teachers at both primary and upper primary levels.**
- b. Quality Assurance Program and Remedial Teaching – In order that learning outcomes improve a comprehensive approach is needed. QAP for children of grades 4 and 7 as currently being taken up by SSA is a good step ahead. The mission would, however, recommend that learning outcomes in grades 1, 2 and 3 also be in focus as they provide the basic foundation. Across grades in schools visited children seemed weak at these foundation levels. **Therefore a reform in its remedial approach is needed to facilitate level wise education such that children begin from where they do not know and this cuts across all grades.** The SPD seems to have begun some thinking in this area and will include learning improvement in grades 1 and 2 across all MCS of the NPEGEL as the first step in the next AWPB. A student evaluation system is in place where the children regularly assessed especially in grades 3-8. However there was little evidence around its use for planning children's progress.
- c. Teaching Learning – Teaching learning continues to emphasize on rote learning with little active involvement of children in the learning process. This

was observed across subjects. Active involvement of children in the learning process needs to be promoted.

- d. Teacher Training: The state undertook a 10 day training on subject content and 3 days for teachers (88% achievement) on various others issues, the teaching learning process needs considerable improvement. SPD, SSA mentioned that there is a plan to involve DIETs in inservice training in future.
- e. Sub-district Support - All BRCs are functional and in place. Only 77% CRCs are functional as of Dec 07. The BRC and CRC are important institutions at the sub district level and have tremendous potential in improving the quality of teaching learning within schools. There is a thinking within the state to merge the positions of BEO and BRC, this may have an impact on the quality dimension of the job profile and needs to be carefully looked at. Though during this initial phase, the BRC and CRCs have largely catered to their administrative role of providing and collating information, their role of providing academic support needs to be strengthened by building their capacity in academic support and providing them tools for quality monitoring. The SPO has initiated a process of development of tools in this direction. The in-service training of teachers and on-site support, both require attention. **Given that fresh CRCFs are being taken, a mere 3 day orientation seems inadequate to orient them to their academic support role and, therefore, the mission would urge the state to examine the capacity building needs of the freshly recruited CRCFs and provide necessary trainings to enable them to perform their core academic functions.**
- f. TLM Grant - Even though TLM grant was received by all teachers in the schools visited in both districts, the mission did not come across wide use of TLMs in the classrooms. This observation was further strengthened in a discussion with the teachers in an ongoing training session.
- g. Language issues persist across tribal areas, in muslim populations, Punjab border. Efforts need to be made to ensure a smooth transition from home language to school language gradually.
- h. SDMC has little role in monitoring children's achievement. Although the state has issued instructions to the districts advising them to encourage teachers to share and discuss the learning outcomes of the students with the parents and SDMC, this is yet to be practiced. This kind of sharing will also strengthen teacher accountability.
- i. Innovations – Promoting CALP, ECE, Girls' education are the broad categories defined by the state under this head. As reported by the state office, the district teams barring a very few, were unable to use this resource creatively with ideas of their own. The list of activities was then defined by the SPO, SSA. It was felt by the mission that greater capacity building by the

state office is required in order for this to deliver on addressing local needs. It is recommended by the mission that a illustrative menu of possibilities is put before the district team by the SPO from which they use appropriate resources to deal with contextual problems during AWPB process.

**Computers have been provided 1134 schools under this component. The computers in many sites are not working and require decentralized trouble shooting. The SPO is in the process of establishing systems for the same and needs to urgently put these in place for a functional CALP component.**

#### **4. Program Management**

##### **4.1. Staffing**

a. State level - The SPO is reasonably well staffed. Of its 88 approved positions, 83 staff is in position. At the state level, it is the SIEMAT which is not yet staffed and the state, due to various reasons is unable to staff it with permanent. It was felt by the mission that the capacity building of district teams on planning and management be organized by SIEMAT and resources allocated within SSA are made available to SIEMAT However the state needs to commit at least a Director and a core team of professionals so as to be able take this forward. These should be in position by the end of this financial year.

b. District and Sub District – It is at the district and sub district that there is a cause of concern with a 21% gap in staffing and need to be filled up on a priority basis.

<b>Name of the position</b>	<b>Approved position</b>	<b>In position</b>	<b>Vacant</b>
ADPC	32	19	13
APC	128	98	30
<b>Total district</b>	<b>800</b>	<b>638</b>	<b>162</b>
BRCF	244	211	33
RP's at Block	732	382	350
<b>Total Block</b>	<b>2205</b>	<b>1436</b>	<b>769</b>
CRCF	3074	2795	279
<b>Total positions</b>	<b>6079</b>	<b>4745</b>	<b>1334</b>

DISE Data and Use: The DISE is in place and the data is being collected as per the formats. However the district teams' capacity needs to be build to use the DISE data for decentralized planning.

##### **4.2 Financial Management**

Overall the status of FM is benefited by the following: (a) staff from the state finance cadre is posted at the SPO, DPOs and BRCs; (b) a 'financial accounting software' has

been in use for approximately two years and covers the SPO and DPOs; and (c) electronic channels are used for transfer of funds to the lowest levels in the program.

The following aspects however, need priority attention: (i) internal audit is still to get off the ground and is critical in context of size of the program in the state; (ii) while there is a lot of financial information in the form of audit reports, inspection memos, status of UCs etc., the capacity to act on the same is weak since senior FM staff is responsible for monitoring and training in addition to their day-to-day responsibilities; and (iii) the current external audit assignment needs to be well planned to ensure timely coverage of 1/3<sup>rd</sup> (of specified) VECs as per MoHRD guidelines.

**a. Funds flow**

Releases during the current year have been reasonable; as apparent from the attached table, 78% of the approved AWPB has been received by the SPO till December 07. Electronic channels<sup>1</sup> are used for transfer of funds right upto SDMCs. GoI requirements imply that funds transfer, accounting and audit are separated for SSA, NPEGL and KGBV.

FY 08 Quarter	SSA		NPEGL		KGBV		Total
	GoI	GoR	GoI	GoR	GoI	GoR	
I	27,500.00		250.00				
II	8,386.25	23,500.38	2,802.00	250.00			
III	57,417.99		4,949.98				
	93,304.24	23,500.38	8,001.98	250.00	-	-	
Total		116,804.62		8,251.98		-	125,056.60
Release %		81.4%		66.7%		0.0%	78.2%
Allocation		143,545.00		12,375.00		4,078.75	159,998.75

**b. Accounting/ Hardware Software**

SPO Rajasthan has implemented 'Tally' financial accounting software (FAS) in the state, starting two years ago. The FAS has been rolled out to the district offices since April 2006; however due to various reasons, reporting to the SPO is still based on spreadsheets. The following points are of note: (a) DPOs in the state have been provided internet connectivity; this is based on BSNL broadband in most cases. This facility may be availed by the finance team to ensure monthly FAS based reporting by the DPOs to the SPO. Further the server at the SPO will need to be enabled to receive monthly accounts over e mail, take backups, consolidate data etc; (b) capacity for operating the FAS has been outsourced; however the SPO must endeavor to train at least the AAO at the district on features of the software. It has been generally observed that quality of financial information goes down if the accounts specialist is not aware of features of the software and the software operator is not a trained accountant; (c) the state is facing regular load-shedding in the district headquarters; it is important to review availability of reasonable capacity of UPS systems to ensure uninterrupted accounting.

<sup>1</sup> Including electronic or telegraphic transfer of funds

### c. Staffing/ Training

The Financial Management staff on SSA is drawn from the State Finance Cadre starting with the Controller Finance. Staffing is an area of concern at the level of the Jr. Accountants who are responsible for accounting at the BRCs and supervision of FM aspects of approximately 300 SDMCs<sup>2</sup> each. Further these vacancies may exist in the districts/ blocks with lower capacity and therefore a higher need for monitoring and support.

Position	Sanctioned	Filled	Vacant	Vacancy %
AAO	32	30	2	6%
Accountant	32	27	5	16%
Jr. Accountant	237	174	63	27%

The state is conducting the following training on FM aspects of the project.

- Training for district FM staff held at the SPO every quarter: this one day session includes aspects of monitoring progress; review of aspects relating to bank reconciliation, releases, reporting etc; and problem solving support to the district staff
- Training to district and BRC staff held at district offices in rotation: this may combine a few districts per session and is facilitated by SPO staff
- Training to SDMC staff i.e. headmasters (proposed) – this will be held at block level and will be facilitated by state/ district staff

### d. Procurement

This is as per a Procurement Plan which was made available to the JRM. The plan clarifies the type of procurement and the levels at which it will be done. Limits have been set up as per State Government<sup>3</sup> norms. A committee is established at the SPO<sup>4</sup> as well at the DPOs<sup>5</sup> to manage Procurement under Open Tender. For many of the purchases at the district level, rates have been fixed with suppliers for general operational expenses relating to training, transport etc. In instances of centralized procurement and decentralized delivery independent verifications are received from DPOs prior to release of payments to the supplier and deductions may be made<sup>6</sup> in case of short/ defective supply.

### e. Internal Audit (IA)

Adequate arrangements for IA have not been setup in the state. This needs priority attention considering the AWPB of Rs 1600 crores for FY 07-08. The state is weighing options of hiring individuals or a firm for the work. This needs to be implemented at the earliest.

<sup>2</sup> Based on an average of 80,000 SDMCs in Rajasthan in 244 Blocks

<sup>3</sup> Direct contracting upto Rs 3,000; National Shopping upto Rs. 50,000; and Open Tender for all purchases above this limit.

<sup>4</sup> Committee consists of Commissioner, Controller Finance, Sr. Accts. Officer, Chief Engineer or nominee, concerned Dy. Director and a Technical Member

<sup>5</sup> Committee consists of DPC, ADPC, Treasury Officer as representative of the collector and Accounts Officer

<sup>6</sup> For example supply of ECCE Kits were short in many districts and payments were made after deductions

f. External/ Statutory Audit Process

The Audit for FY 06-07 has been completed. For the audit for FY 07-08, the state has been provided with a list of five firms as per the approved list of the C&AG. The firms were then invited to submit bids for the audit; the process has still not been completed. As per guidelines received from MoHRD, the Auditor is now required to cover approximately 1/3<sup>rd</sup> of the schools which have/ will be incurring expenditure of more than Rs. 100,000 on civil works. This will significantly enhance the coverage of audit. The Project needs to think this through and ensure facilities to the auditor to enable timely completion of audit. The state must also evaluate the impact on costs so that it has an adequate budget for the work; e.g. the audit is expected to cover 1 SPO, 32 DPOs, 244 BRCs, 1220 CRCs and 2440 SDMCs (schools).

g. Disclosure of information and transparency

The State SSA information is part of the departmental website named "rajshiksha.gov.in." The State SSA information in part of the departmental website named ragshiksha.gov.in. However links related to SSA on the website are not function though some basic data relating to administrative setup of the elementary education department under the rights information act is available. The SPO may explore disclosure of SSA data on the website such as annual works plan, procurement plan including periodical reports.

**4.3 Financial Management issues at sub-district level**

- a. Payment for para-teachers are to be made by BRCs based on funds received from the DPC on a regular basis. However it was observed from records of BRC Thanagazi, District Alwar that payments were being made in quarterly cycles, after completion of the quarter. To ensure regular payment to para-teachers, SPO must ensure that they should be paid on monthly basis and that DPOs must provide timely and adequate funds to BRCs.

b. <u>Date of payment</u>	c. <u>Period</u>
d. July 31, 2007	e. April, May, June 2007
f. October 22, 2007	g. Arrears for pervious years
h. December 5, 2007	i. July, August, September 2007

- b. Junior Accountant (JA) posted at the BRCs is required to visit ten SDMCs each month to review the accounting records and monitor aspects like adequate record keeping of civil works etc. However it is not clear as to what corrective action is taken after the JA reports back on a SDMC; though the visit is useful for providing clarifications, assistance to SDMCs.
- c. Monitoring of utilization: Funds transferred to SDMCs is debited to relevant head of account/ activity at time of release (in records of the District Project Office); during External Audit, receipt of Utilization Certificates (UCs) against these is monitored and provision made for amounts for which UCs have not been received. The SPO has correctly interpreted requirements of the SSA Manual; however initial implementation is limited to certain districts (for FY 07 audit) and



will be rolled out to the entire state in the future; further the SPO plans to use an IT based solution to monitor receipt of UCs, this will ensure timely and appropriate utilization.

- d. Disclosure of information at SDMCs was found to be variable during the field visits; in cases where expenditure information was disclosed it related to works completed in previous years. Information on the current year's allocation or funds received against the same was usually not available.
- e. In specific instances (remedial teaching, honorarium for teachers observed in district Alwar) funds which are eventually to be paid to teachers are being routed through by DPO to BRC to CRC to SDMC for eventual release to the teachers. This may delay the ultimate payment and weaken the accountability chain; therefore it may be best to release funds from the DPO directly to the SDMC (as in all other instances) for release to teachers.

## 5. Next Steps

**Mission recommends the following:**

- **The State must fill the key positions at SPO, DPO, BRC and CRC levels by the next Joint Review Mission.**
- **The State must undertake a Household Survey and Special Surveys to track Out of School children. These surveys should be completed in first half of the next financial year so these provide a basis for comprehensive planning for universalization. Further, the capacity of district and sub-district teams needs to be significantly enhanced to reach out to the hard-to-reach children, particularly girls and migratory communities.**
- **Specific strategies need to be developed for attracting more girls to elementary schools and increasing their retention. Special attention is needed in pockets where girls' participation is lower. A study may be undertaken to assess the impact of the elements of NPEGEL on girls' enrollment in MCS.**
- **The State needs to work on a comprehensive learning enhancement program covering all grades and all subjects. In-service Teacher Training and on-site academic support through CRCs need considerable strengthening and CRCs should be oriented in this direction. Transparency on progress of learning may be taken up for a more effective local accountability through better community/parents engagement.**
- **Innovations remain a very low spent head. The state should consider various alternative ways to take forward some of the good practices in areas of girls' education from NPEGEL, to non MCS villages and difficult pockets. The capacity of the district teams may be so developed that they can develop and choose context specific strategies based on local needs. An illustrative menu**

**of possibilities from which to choose could be provided by the SPO to districts to facilitate the same.**

- **In all government schools where CWSN are enrolled, few teachers may be provided with training on integrating and teaching learning. The same needs to be strengthened.**
- **The State must appoint key staff for SIEMAT by March 08.**
- **Better planning for civil works at district level needs to be ensured to avoid surplus constructions which lay unused.**


**Rajasthan State Specific Progress against the Results Monitoring Indicators**

Annexure 2 (a)

Sl.No. 1 - Number of children 6-14 years *not enrolled* in schools or alternative systems

Name of State/Union Territory : RAJASTHAN

Units	Category	Gender	Disaggregation	2006-07	2007 - 08
State-Total	6-11 years	Total	Total	136161	NA
			SC	33854	NA
			ST	36525	NA
			Disabled		
		Boys	Total	61805	NA
			SC	14281	NA
			ST	17040	NA
			Disabled		
		Girls	Total	74356	NA
			SC	19573	NA
			ST	19485	NA
			Disabled		
	11-14 years	Total	Total	27862	NA
			SC	9569	NA
			ST	5649	NA
			Disabled		
		Boys	Total	13322	NA
			SC	4619	NA
			ST	2803	NA
			Disabled		
		Girls	Total	14540	NA
			SC	4950	NA
			ST	2846	NA
			Disabled		
	6-14 years	Total	Total	164023	NA
			SC	43423	NA
			ST	42174	NA
			Disabled		
		Boys	Total	75127	NA
			SC	18900	NA
			ST	19843	NA
			Disabled		
		Girls	Total	88896	NA
			SC	24523	NA
			ST	22331	NA
			Disabled		

Sl. No. 2

2006-07  
 Pre-primary level -  
 Primary level 9161574  
 Upper Primary level 3311836  
 EGS/AIE 75416

2007 - 08  
 480000  
 8775032  
 3429800  
 78796

Detailed table of Number of children\*enrolled in schools:

RAJASTHAN

Units	Category	Gender	Disaggregation	2006-07	2007 - 08
Dist- Total	Primary Grades	Total	Total	9161574	8775032
			SC	1825065	1766747
			ST	1406315	1387525
			Disabled		
		Boys	Total	4877098	4686387
			SC	974951	944298
			ST	755476	748205
			Disabled		
		Girls	Total	4284476	4088645
			SC	850114	822449
			ST	650839	639320
			Disabled		
	Upper primary Grades	Total	Total	3311836	3429800
			SC	577326	608073
			ST	416930	441360
			Disabled		
		Boys	Total	1982537	2029586
			SC	356650	367548
			ST	258836	267795
			Disabled		
		Girls	Total	1329299	1400214
			SC	220676	240525
			ST	158094	173565
			Disabled		
	Elementa ry Total	Total	Total	12473410	12204832
			SC	2402391	2374820
			ST	1823245	1828885
			Disabled		
		Boys	Total	6859635	6715973
			SC	1331601	1311846
			ST	1014312	1016000
			Disabled		
		Girls	Total	5613775	5488859
		SC	1070790	1062974	
		ST	808933	812885	
		Disabled			

Source: DISE

Sr.No.3

Annexure 2 (a)

	2006-07	2007-08
-		
Ratio of Primary to Upper primary schools Govt. ( 2006-07 DISE )	2.3:1	1.92:1

Sr. No. 4

Annexure 2 (a)

	2006-07	2007-08
Number of children with special needs ( CWSN) enrolled in school or alternative system including home based education ( 2006-07 DISE )	249466	261106

Sr. No.5 Goal 2: Bridging Gender &amp; Social Category Gap

Annexure 2 (b)

	2006-07	2007-08
Girls, as a share of students enrolled at Primary & Upper primary level ( 2006-07 DISE )	Share of girls in PS 46.77	46.59
	Share of girls in UPS 40.14	40.82

Sr. No.6

Annexure 2 (b)

	2006-07	%	2007-08
Enrollment of SC/ST children reflect there shares in 6 - 14 age group population in PS & UPS ( 2006-07 DISE )	Share of SC children in PS	19.92	20.13
	Share of SC Children in UPS	17.43	17.73
	Share of ST children in PS	15.35	15.81
	Share of ST Children in UPS	12.59	12.87

Sr.No. 7 Goal III :Universal Retention

Annexure 2 (c)

	2006-07	2007-08
Transition Rate from PS to UPS	89.96 %	86.46 %
For girls?		

( 2006-07 DISE )

Sr. No. 8

Annexure 2 (c)

	2006-07	2007-08
Retention rate at Primary level ( 2006-07 DISE )	73.96 %	75.34 %

Sr. No.9

Annexure 2 (c)

	2006-07	2007-08
Retention rate at UPS level ( 2006-07 DISE )	65.29 %	NA

Goal IV Education of Satisfactory Quality 2006-07 Annexure 2 (d) 2007-08

10	Provision of quality inputs to improve learning level	(i) PTR at PS level 45.54 % (ii) PTR at UPS level 26.06 %	44.69 % 39.55 %
	(i) Teacher availability (ii) Availability of TLM	<ul style="list-style-type: none"> <li>• % of eligible students receive free text books 100 % source (2006-07 DISE)</li> <li>• % of teachers received TLM grants 90 % source (2006-07 DPC)</li> <li>• Number of schools state wise Using materials other than Text books 79325</li> </ul>	100 %
11	Process Indicators on Quality (i) Teacher Training	% of teachers received in service training against annual targets 89.08 source (2006-07 DPC)	88.16
	(ii) Teacher Amitport & academic Amitervision	% of BRCs/CRCs are operational BRCs 100 % CRCs 73.91 % Performance against agreed roles & functions  Extent to which task are being done  Extent of on-site support given to school/teachers Content & quantum of training given to BRC/CRC Perception of teachers/stakeholders	BRCs 98.38 CRCs 95.88 100 % all BRC & CRC are going for academic support to the schools Regular visit to the schools & joining the meeting of school HM & solved their problems regarding quality & student performance  Do Two training in a year Regular meetings
	(iii) Class room practices	* Teachers instructional time * Student learning opportunity time * Active student participation * use of other material s in class room * No. of instructional days * No. of days teachers were assigned non teaching activities	*Total No. of periods a working day are at with a duration of 30-40 minutes *A working day is of 5 hrs to 6.30 hrs *Total No. Instructional days in 2006-07 has been 241 days *Total No. Instructional days in 2006-07 has been 244 days

	(iv) Pupil assessment by states		Pupil assessment system in place in schools : Three periodical tests : Half Yearly Exam. : Annual Exam. : Qlty. Assurance Test
	(v) Attendance rates Students attendance Teachers attendance		Boys 68.25 Girls 66.93 Total 67.61 93.85 ( source QMF )
12	Accountability to the community	VEC/SDMC Local bodies roll in school supervision as per state mandate	All PS & UPS schools, teachers & Admn. Officers like DEEO, BEEO & SDIs are under the control of Jila Parisad & Panchayat samiti
13	<b>Student achievement level outcomes for class 2<sup>nd</sup> &amp; 5<sup>th</sup> in language &amp; Mathematics as per BAS is given under:</b>		

**Annexure No. 3(a)**

**Monitoring Indicators  
Infrastructure Provisioning**

**State/Union Territory : Rajasthan**

Category	Cumulative upto 2007-08		
	No. Sanctioned	No completed	% age of completion
Classrooms construction	56387	44136	95
Opening of new primary schools	5216	5126	98
Opening of new upper primary schools	3124	3111	99
Appointment of Teachers	111132	53459	48
Provision of Drinking water facilities	17887	16103	90
Girls Toilets	21385	21925	100

## INDIA

### DISTRICT PRIMARY EDUCATION PROGRAM 26th Joint Review Mission Rajasthan State Report January 21-February 5, 2008 Aide Memoire

#### 1. Introduction

- 1.1 The Twenty-sixth Joint Review Mission (JRM) for the District Primary Education Program (DPEP) for Rajasthan was comprised of Ms. Kokila Gulati, the Government of India representative and Nalin Jena from the World Bank. The team visited Rajasthan during January 23-29, 2008 to review and assess the progress on (i) Enrolment and Completion; (ii) Learning and Quality, (iii) Institutional Capacity Building and Program Implementation. The Mission also reviewed actions taken on the specific recommendations of the twenty-fifth JRM.
- 1.2 At the State level, the Mission had intensive discussions with the Commissioner-cum-State Project Director and her team, the District Project Coordinators/ Additional District Project Coordinators from all the nine DPEP II Districts at the State head-quarter.
- 1.3 The team visited Hanumgarh district and inspected formal schools, residential bridge courses, Block and Cluster Resource Centers, and center for children with special needs (CWSN). The team also interacted with BRC and CRC facilitators, teachers, students, parents, community members, and representatives of the SDMCs.
- 1.4 The Mission thanks the Commissioner-cum-State Project Director, State Project Office Staff, all the District Project Coordinators (DPC) and Assistant District Project Coordinators (ADPC) for facilitating and participating in the review. The Mission also thanks the Department of School Education and Literacy, Government of India and the Technical Support Group for making available all the documents and the briefs. The Mission shared and discussed the draft Aide Memoire with the Commissioner-cum-State Project Director and her team in a wrap up meeting held on January 29, 2008. The Mission thanks Mr. Sudhir Bhargava, Principal Secretary, Sanskrit and School Education, Government of Rajasthan for hearing to the mission's observations and findings, and agreeing to implement the mission's recommendations stated in this report in 'next steps' section.

#### 2. Actions taken on the Recommendations of the 25<sup>th</sup> JRM

- 2.1 ***Continued efforts for drop out rate reduction:*** Apart from the ongoing interventions such as enrollment drive, school environment improvement, remedial teaching, free textbooks to all children, free bus passes to girls, bridge courses, and introduction of computer-aided learning program, the state has tried to address this issue through stronger community mobilization and involvement of School Development and Management Committee (SDMC) members and fixing accountability on teachers and cluster resource center facilitators. Although, drop out rate is declining, the state needs to keep working on this issue.



- 2.2 **Operationalizing SIEMAT:** The mission is deeply concerned to note that despite assurances made by the State Government to operationalize SIEMAT, no fulltime staff, including the Director has been appointed. In response to the demand of the State, it was agreed to support establishment of SIEMAT under DPEP II with the understanding with the State that the SIEMAT would be operationalized before the project closing. The mission expresses its doubt over the commitment of the State to operationalize SIEMAT. Therefore, the mission would urge the Ministry of Human Resource Development (MHRD), GOI to take up the issue with the Government of Rajasthan.
- 2.3 **Modification of School Development and Management Committee (SDMC) to include more parents and community members:** The State Project Office has drafted an amendment to the current composition of SDMC, and the draft is under active consideration of the Principal Secretary, School and Sanskrit Education, Government of Rajasthan. The mission would like to reiterate that better representation of parents and community members in SDMC will enhance community participation and accountability. It is, therefore, in the interest of the State and the education sector, to modify SDMC composition as early as possible and then orient the new members.
- 2.4 **Completion o Terminal Assessment Survey (TAS) of learners' achievement:** The mission was pleased to know that the final report of TAS would be available by January 31, 2008.
- 2.5 **Conduct of Terminal Assessment Survey (TAS):** The State is advised to complete the TAS and share the report with the GOI and the World Bank by January 31, 2007.
- 2.6 **Completion of all purchases, procurement, and civil works before the closing date, March 31, 2008:** The State has taken steps to expedite procurement, and by December 31, 2007, INR 41 crore has been spent.

### 3. Access and Enrollment

- 3.1 **Access and Enrollment:** Two of the important achievements of DPEP II are: every village/hamlet has access to a school and reaching out to hard-to-reach children through various strategies such as bridge program, *Shikshya Mitra Kendras*, Alternative Schools, and special centers for children with special needs (CWSN). Under DPEP II, 313 new buildings, 529 building for building less schools, 4146 additional classrooms, and 295 Alternative Schools have been constructed.
- 3.2 Gross Enrollment Ratio has increased from 95% at the baseline to 120.71% in 2006-07. Total enrollment has increased from 2.2 million children in 2001-02 to 2.4 million children in 2005-06; to 2.5 million children in 2006-07; to 2.4 million in 2007-08 (increase of 0.2 million in 2007-08 over the baseline). The total enrollment has declined in 2007-08 over the last year because the State has been able to separate out the under-age children from class I enrollment. There is a significant increase in girls' enrollment-from 0.9 million in 2001-02 to 1.15 million in 2007-08 (increase of 26%) (Annex 1). Similar increasing trends are seen for both the Scheduled Caste (SC) and Scheduled Tribe (ST) children, particularly for girls. Enrollment of SC girls has increased from 221,220 in 2001-02 to 263,823 in 2007-08 (an increase of 19%) and for ST children from 112,420 in 2001-02 to 138,900 (an increase of

17%) (Annex 2 and 3). Among many other strategies under DPEP, one of the key strategies for enhancing enrollment has been the *Mukhya Mantri Siksha Sambal Maha-Abhiyan*, in which the whole state machinery is involved in mobilizing communities to promote enrollment.

3.2 **Gender Gap:** Bridging the gender gap is an important objective of DPEP, as the program was targeted towards the districts, which had low female literacy rates. Rajasthan, where girls' education is a major issue in the context of its traditional socio-cultural milieu, narrowing gender gap by attracting more girls to schools is a formidable challenge. The overall gender gap in nine districts has come down from 12.45% in 2001-02 to 5.33% in 2006-07, and to 6.28 % (Annex 1). Those districts, which have achieved less than 5% gender gap are Jaipur (4.46%) and Karauli (4.31%). In other districts, gender gap is in the range of 6% to 9%, and in the direction of narrowing the gap to 5%, which is DPEP objective. Hence, narrowing gender gap remains a challenge for the state. Gender gap for SC and ST has reduced from 14.93% in 2001-02 to 6.14% in 2007-08 and from 13.14% to 4.48% respectively (Annex 2 and 3). Some of the key strategies practiced to bridge gender gap were: orientation of *Panchayati Raj* members; free conveyance facilities in public transport; free textbooks for all girls; scholarship for Scheduled Caste (SC) and Scheduled Tribe (ST) girls; special award of Rs. 1100 (USD 29) for those girls who are in class 1 to 8 and belong to Below Poverty Line (BPL) families under "*Apki Beti Yojana*"; and bridge courses for never-enrolled and drop-out girls.

3.3 **Out-of-school children:** According to estimations carried out during the *Mukhya Mantri Shiksha Sambal Maha-abhiyaan*, total number of out-of-school children in 2005-06 is 59,533 (in 6-14 age group), which has come down to 14,497. In 2007-08, through an intensive enrollment drive called *Mukhya Mantri Shiksha Sambal Maha-abhiyaan*, 40,892 out-of-school children were identified, of which 25,848 were enrolled (Annex 4). The districts have worked out strategies for enrollment of the rest of the out-of-school children in bridge courses and alternative schools. The State has advised the districts to prepare local specific micro-plans to enroll each and every out-of-school child. For the last two years, more than 40,000 children were found to be out-of-school children each year. Implementation of local specific micro-plans would help a great deal in tackling the problem of drop out.

3.4 **Drop out rate:** The mission was pleased to see the reported reduction in drop out rate in the DPEP districts. The drop out rate has declined from about 60% in 2001-02 to 26.65% in 2006-07 (Annex 5). This is significant achievement. In four districts, the current drop out rate is below the state average. However, the state needs to make further concerted efforts to achieve the ambitious DPEP goal of less than 10% drop out rate.

### 3.5 **Alternative schooling**

Access to education to the vulnerable and never-enrolled children, particularly girls have been provided through alternative schooling of 4 hours and 6 hours, and residential as well as non-residential bridge courses. In 33 Madrasas, 310 six-hourly and 26 four-hourly Alternative Schools, and 295 residential bridge courses, 32,865 children are enrolled in 2007-08 (Annex 6). The mission appreciates the efforts to bring at-risk children to Alternative Schools and then mainstreaming them in to the formal primary schools. Although there is no systematic mechanism in place for monitoring the performance of these mainstreamed children, the mission was pleased to hear from the BRC and CRC facilitators that many of them do track these children and their performance. Some BRC facilitators reported that after

the bridge program children are mainstreamed, the teachers of the same bridge programs are attached to the schools as para-teachers to ensure continuation of these mainstreamed children. This is a good practice, which the state may consider scaling up.

### 3.6 **Integrating children with special needs**

There has been consistent improvement in identification and enrollment of children with special needs (CWSN). The mission complements the State for continuous improvement in identification of CWSN. In 2005-06, through a special identification drive, 40,078 children (in 6-14 age group) with different types of special needs were identified, whereas the number in 2004-05 was 11,338 (in 6-11 age group), and in 2006-07, 61,494 CWSN were identified. In 2007-08, 71,008 CWSN were identified. Out of the total 71,008 CWSN, 69,622 were enrolled in special centers as well as in the formal primary schools (Annex 7). 3148 CWSN have been provided aides and appliances during the current year.

The number of Resource teachers has increased to 33 this year from 29 last year. There is need to recruit more Resource Teachers and the State is working towards it. In all blocks, resource rooms for CWSN are being set up and aid for visually impaired children being supplied through National Institute of Visual Handicaps, Dehradun. Braille books have been supplied. 43 residential bridge courses are running in 2007-08, which have enrolled 1267 CWSN. Aids and appliances have been distributed to 3148 children in 2007-08. Home-based education is also being provided to the deserving CWSN.

## 4. **Learning and Quality**

- 4.1 **Quality Assurance Program:** The State launched a Quality Assurance Program (QAP) in 2006-07 under which the achievement levels of class IV and VII students were assessed. The Mission was informed that the large scale QAP has generated awareness among teachers as well as BRCFs and CRCFs to look at quality more seriously. The results of the QAP results have been shared and discussed at all levels. Only one out of nine DPEP districts achieved grade B, which is- the mean score of the children is in the range of 65% to 79%. The rest of the districts are graded C, which means the mean score of children are in the range of 50% to 64%. The State will repeat the QAP test in January-February 2008. In the upcoming QAP test, grade 5 children will also be tested. This is done with the intension to measure incremental learning between grade 4 and 5.
- 4.2 Based on the QAP results, hard spots have been identified in English, Mathematics and Language and teachers' training contents have been reoriented focusing on hard spots. To aid the teachers, teacher reference books have been prepared and distributed. Remedial teaching strategies have also been modified to address the needs of academically weaker students. According to the district officials this program has had significant impact. Under this program, it was also possible to track the learning level of children who have been mainstreamed.
- 4.3 **Innovations in Joyful learning and English proficiency:** The mission was informed that the state and UNICEF are collaboratively implementing joyful learning methodologies in Dholpur with children. The State is doing the same kind of training on joyful learning with teachers in rest of the DPEP districts. This is expected to bring about changes in teaching-learning practices, which will impact students' achievement. Lingua Labs for spoken English

in two DPEP districts, Jaipur and Bharatpur, have been established with a capacity of 25 and 15 trainees respectively. Two batches of 14-day trainings have been organized for teachers and regular 6-day training (four batches a month) is being held at these Labs.

- 4.5 **Pupil Evaluation:** Apart from the QAP, SIERT has introduced an evaluation system in which the pupils are tested through three intermittent tests, half yearly and yearly examinations. The marks assigned to the tests are- 15% to three intermittent tests, 35% to half yearly and 50% yearly to each subject. The mission was pleased to see that records of students' achievements in these tests were maintained in the school. However, the mission did not come across incidence of sharing the test results with the parents of the students. For classes I and II, only half yearly and yearly tests are conducted. Both oral and written tests form part of the new pattern of evaluation. Both half yearly and yearly examinations are conducted through the Common Paper Scheme at district level. While emphasis on students' achievement tests has increased for betterment, use of test results for planning of teachers training, pedagogic support to teachers/schools and remedial teaching need to be correspondingly geared up further.

While the larger efforts at improving the quality of inputs towards raising the learning levels of children are commendable, and should begin to show a positive impact in learning, the state-wide functionaries, especially the district functionaries, BRCFs and CRCFs need to focus their energies on understanding the need to systematically evaluate the students performance at every stage, analyzing the results of students performance at various levels and then take appropriate measures to improve the learning outcomes. While the mission found a lot of enthusiasm in focusing on the processes, there is a greater need to focus on the impact.

- 4.6 **Teaching and Learning Materials:** In the current year, the State has spent about 82% of the funds earmarked for Teaching and Learning Materials (TLM). Preparation and effective use of TLMs is an area that still needs greater attention.
- 4.7 **Teachers Training:** In-service teachers training has been a regular phenomenon in DPEP. 24224 and 1063 teachers from nine districts have been trained in 10-day module and 7-day refresher module respectively during the current year. The State has identified 37 key resource persons from SIERT, UNICEF, and other subject specialists to impart training to a district Master Trainers, who have been identified through stringent norms. Training to teachers is also proposed to be imparted through EDUSAT with the help of SIERT. The SIERT has prepared action plans for training Block Education Officers, Headmasters of primary and upper primary schools. Three-day training on TLM has also been conducted for the teachers.
- 4.8 **Pupil-teacher ratio (PTR):** The current average PTR for DPEP districts is 1:32. While Bundi and Sawai Madhopur have PTR of 1:28. All other districts have PTR in the range of 1:32-37. The State reported to the JRM that 29,000 new teachers for the whole state, including DPEP districts, have been recruited and are being posted. This would help the state to address the issue of single teacher schools. However, the mission noted intra-district variations in PTR, and therefore, recommends rational deployment of teachers within the district to ensure that each school has favorable PTR.

## 5. Institutional Capacity Building

- 5.1 **SIEMAT:** The status of SIMAT has been mention in Section 2 of this report.
- 5.2 **Block Resource Centers (BRCs) and Cluster Resource Centers (CRCs):** All BRCs and CRCs are in place. BRCs and CRCs are developing as important institutions in primary/elementary education. Although, these institutions are still largely engaged in routine administrative activities, yet they have been providing, albeit limited, pedagogic support and monitoring to schools. A three-day training has been conducted for BRCFs and CRCFs. The mission strongly recommends that these sub-district level institutions, which play a critical role in improving pedagogic process and quality, be sustained in full capacity after DPEP is closed.
- 5.3 **Community Mobilization and School Development and Management Committees (SDMCs):** 11946 against the target of 11946 SDMCs have been formed in 9 DPEP districts. 84849 SDMC members have been trained during the current year. Nine district level workshops were organized for panchayati raj and the related departments, in which they were oriented towards DPEP and SSA and the need for convergence. The mission was pleased to see contributions made in many ways by the local communities to the school. For example, local communities in many places have come forward to support the residential bridge courses for girls, and contributed large amount of cash to supplement civil works in formal schools. The State should document the cases of good examples of community contribution to schools and disseminate this achievement widely. The mission would like to reiterate that the community members of SDMC be given the key positions in this body. Apart from SDMC, there should be more efforts made to organize parent-teacher association, mother-teacher associations, and creatively involve them in schools and schooling matters.

## 6. Program Implementation

- 6.1 Progress in civil works is highly satisfactory. 95% of the total outlay for civil works has been spent as of December 2007. Out of 54 BRCs to be built, 53 have been completed and 1 is in progress, which will be completed by February 2008. All of 682 CRCs targeted to be constructed have been completed. Out of 531 buildings for building less schools, 529 have been completed, and the rest 2 are in progress. So far 4067 additional classrooms have been constructed and put to use. 3867 out of 4018 major repairs have been completed (Annex 9). All the planned civil works will be completed before the current closing date of the project.
- 6.2 Out of the total revised Expenditure Finance Committee (EFC) approved outlay of INR 411.42 crore, INR 375 crore (91% of the total outlay) has been spent as of January 30, 2008. According to the World Bank's Integrated Controller's System data, 89% of the total revised Credit has been disbursed as of January 30, 2008. About SDR 5.2 million (equivalent of INR 32 crore) out of the revised credit amount is left un-disbursed as of January 30, 2008. Category-wise disbursement as of January 30, 2008 is in Annex 10. The GoI has proposed to IDA for cancellation of SDR 4.8 million and a reallocation of credit proceeds across disbursement categories, which has been accepted by IDA, which will be communicated to GoI soon.

## 7. Next Steps

- 7.1 The State should continue to pay more attention to reducing drop out rate with a greater focus on hard-to-reach segments.
- 7.2 The State must operationalize SIEMAT as early as possible. A full-time director and some core academic staff should be appointed before the project closing.
- 7.3 The State needs to take necessary steps to modify SDMC's composition by providing key positions to the community representatives on this body.
- 7.4 The State needs to finalize the Terminal Assessment Studies (TAS) report and share the report with the GOI and the World Bank by January 31, 2007.
- 7.5 The State needs to complete all project activities and procurement of all works, goods and services before the closing date, March 31, 2008.
- 7.6 The State needs to prepare a transition plan to move into SSA after the closure of DPEP and share the transition plan with the implementation completion mission.
- 7.7 The state needs to prepare an implementation completion report by March 31, 2008 and share it with the IDA implementation completion mission, which will be launched in April, 2008.

**Primary School Enrollment by Year and Gender**

(in thousands)

S.No.	District	2001-02				2007-08			
		Boys	Girls	Total	Gender Gap (%)	Boys	Girls	Total	Gender Gap (%)
1	Bhartpur	193	154	347	11.24	180	157	337	6.82
2	Bundi	82	61	143	14.69	75	65	140	7.14
3	Churu	121	98	219	10.50	136	120	256	6.25
4	Dausa	109	87	196	11.22	125	113	238	5.04
5	Dholpur	98	72	170	15.29	106	89	195	8.71
6	Hanumangarh	103	84	187	10.16	106	93	199	6.53
7	Jaipur	306	245	551	11.07	351	321	672	4.46
8	Karauli	102	78	180	13.33	121	111	232	4.31
9	Sawai Madhopur	96	63	159	20.75	95	82	177	7.34
		1210	942	2152	12.45	1295	1151	2446	6.28

Source : 2001-02 - Shiksha Ki Pragti

Source : 2007-08 - DISE

**Gender Gap in SC Enrollment**

S.N.	District	Enrollment in 2001-02 (Primary classes)			Gender Gaps	S.C. Enrollment 2007-08 ( Primary classes)			Gender Gaps
		Boys	Girls	Total		Boys	Girls	Total	
1	Bharatpur	51853	38175	90028	15.19	43110	37894	81004	6.44
2	Bundi	16528	11965	28493	16.01	15221	13236	28457	6.98
3	Churu	28640	20042	48682	17.66	35678	30375	66053	8.03
4	Dausa	26474	20304	46778	13.19	27927	24862	52789	4.65
5	Dholpur	20322	13571	33893	19.92	22395	19010	41404	8.17
6	Hanumangarh	35763	30942	66705	7.23	35139	32081	67220	4.55
7	Jaipur	66901	53127	120028	11.48	66644	60004	126648	5.24
8	Karauli	30638	19433	50071	22.38	32219	28986	61205	5.25
9	S.Madhapur	21778	13661	35439	22.90	19993	17375	37368	5.28
	<b>Total</b>	<b>298897</b>	<b>221220</b>	<b>520117</b>	<b>14.93</b>	<b>298325</b>	<b>263823</b>	<b>562148</b>	<b>6.14</b>

Source : 2007-08 DISE



**Gender Gap in ST Enrollment**

S.No.	District	Enrollment 2001-02 in Primary classes			Gender Gaps	S.T. Enrollment 2007-08 in Primary classes			Gender Gaps
		Boys	Girls	Total		Boys	Girls	Total	
1	Bharatpur	5129	4210	9339	9.84	5723	5203	10926	4.76
2	Bundi	17379	12526	29905	16.23	16141	13512	29653	8.87
3	Churu	734	671	1405	4.48	1528	1285	2813	8.64
4	Dausa	32068	26213	58281	10.05	35852	33554	69406	3.31
5	Dholpur	5174	3493	8667	19.40	5515	4889	10404	6.02
6	Hanumangarh	564	466	1030	9.51	1363	1179	2542	7.24
7	Jaipur	38330	28661	66991	14.43	40116	36835	76951	4.26
8	Karauli	25543	21268	46811	9.13	28487	26952	55439	2.77
9	S.Madhapur	21525	14912	36437	18.15	22272	20135	42407	5.04
	<b>Total</b>	<b>146446</b>	<b>112420</b>	<b>258866</b>	<b>13.14</b>	<b>156997</b>	<b>131383</b>	<b>288380</b>	<b>4.48</b>

Source : 2007-08 DISE

**Progress of Enrolment of Out-of-School Children - 2007-08****Out-of- School Children**

S.No.	District	Target			Achievement			% Achievement		
		B	G	T	B	G	T	B	G	T
1	Bharatpur	3696	5861	9557	2001	2513	4514	54.1	42.9	47.2
2	Bundi	1265	1382	2647	1153	1114	2267	91.1	80.6	85.6
3	Churu	2858	2637	5495	2791	2445	5236	97.7	92.7	95.3
4	Dausa	1025	2076	3101	908	1434	2342	88.6	69.1	75.5
5	Dholpur	4422	5485	9907	2727	2862	5589	61.7	52.2	56.4
6	Hanumangarh	1498	1280	2778	1033	884	1917	69.0	69.1	69.0
7	Jaipur	2845	2263	5108	1284	1179	2463	45.1	52.1	48.2
8	Karauli	370	468	838	308	392	700	83.2	83.8	83.5
9	S. Madhopur	502	959	1461	290	530	820	57.8	55.3	56.1
	Total	18481	22411	40892	12495	13353	25848	67.6	59.6	63.2

Source : State Progress Report for 26<sup>th</sup> JRM, December 2007

*Status of Drop Out Rate*

S.No.	Districts	Drop Out Rate	
		2005-06	2006-07
1	Bharatpur	36.9	29.33
2	Bundi	30.91	23.69
3	Churu	42.33	22.32
4	Dholpur	38.83	32.34
5	Dausa	38.88	28.15
6	Hanumangarh	44.16	30.47
7	Jaipur	45.45	20.80
8	Karauli	40.06	27.53
9	Sawai Madhopur	41.58	25.29
	<b>Total</b>	<b>39.9</b>	<b>26.65</b>

Source : 2005-06 – Study by RCCE.  
2006-07 Study by SIERT, 2006.

***The Enrolment Status of Alternative Schools***

S.No	Type of AS	Para Teachers	Centers	Enrolment		
				Boys	Girls	Total
1	6 Hours	310	310	9075	8958	18033
2	4 Hours	28	26	459	782	1241
3	Madarsas	33	33	1990	2445	4435
4	Residential Bridge Courses		109	2759	2371	5130
5	Non-Residential Bridge Courses		70	864	2072	2936
6	Siksha Mitra		53	413	667	1090

*Source: State Progress Report for 26<sup>th</sup> JRM, December 2008*

## Progress on Integrated Education for Children with Special Needs

S.No.	Name of District	No. of Identified CWSN	No. of Enrolled CWSN	Non- Enrolled CWSN	No. of Functional Assessment Camps organized	No. of Beneficiaries	Free distribution of Aids & Appliances	No. of Beneficiaries under Education Voucher Scheme	Residential Bridge Courses		No. of Working Resource Teachers	Beneficiaries under Home Based Education	No. of Tournament Organized for CWSN	No. of Participants in the Tournaments	Construction of RAMP	45 Days Training for General Teachers
									No of Camps	No. of Beneficiaries						
1	Bharatpur	8359	7900	459	4	758	483	23	2	69	5	173	9	650	303	20
2	Bundi	4249	3808	441	4	514	126	40	9	275	4	63	4	290	182	24
3	Churu	6384	6296	88	7	968	181	27	3	110	2	20	5	385	69	10
4	Dausa	4879	4824	55	2	481	146	16	1	26	5	27	5	370	16	9
5	Dholpur	4912	4701	211	4	620	217	12	2	67	2	109	5	420	23	12
6	Hanumangarh	5763	5432	331	3	432	102	17	2	60	2	20	3	230	196	10
7	Jaipur	15890	15409	481	22	1930	187	15	1	25	11	84	14	1230	378	20
8	Karouli	5950	5730	220	6	437	51	11	2	65	5	24	5	380	50	10
9	S.Madhopur	5170	4952	218	2	156	132	7	3	78	5	60	3	225	86	20
	<b>TOTAL</b>	<b>61556</b>	<b>59052</b>	<b>2504</b>	<b>54</b>	<b>6296</b>	<b>1625</b>	<b>168</b>	<b>25</b>	<b>775</b>	<b>41</b>	<b>580</b>	<b>53</b>	<b>4180</b>	<b>1303</b>	<b>135</b>

## Teacher Training during 2007

S.No.	Districts	Number of teachers trained (7-day module)	Number of teachers trained (10-day module)
1	Bharatpur	30	2849
2	Bundi	112	1838
3	Churu	17	2362
4	Dholpur	250	2696
5	Dausa	227	2537
6	Hanumangarh	77	1958
7	Jaipur	188	5563
8	Karauli	41	2677
9	Sawai Madhopur	121	1744
	<b>Total</b>	<b>1063</b>	<b>24224</b>

Source: State Progress Report for 26<sup>th</sup> JRM, December 2008

**CIVIL WORKS – CUMULATIVE PHYSICAL & FINANCIAL STATUS AS  
ON 31.08.07**

**PHYSICAL STATUS**

**Table No. 2**

S. No.	Item	Achievements				
		Target up to 2007-08	Completed	In Progress	Not Started	Total Sanctioned
1	BRCs	53	52	1	0	53
2	CRCs	682	682	0	0	682
3	New School Building	313	313	0	0	313
4	Building for building less Schools	531	529	2	0	531
5	Addl. Class Room	4146	4067	79	0	4146
6	Toilets	5093	5018	75	0	5093
7	(i) Hand Pump	1568	1566	2	0	1568
	(ii) Wate Connection	965	965	0	0	965
	<b>Total DWF</b>	<b>2533</b>	<b>2531</b>	<b>2</b>	<b>0</b>	<b>2533</b>
8	(i) Major Repair	4018	3867	178	0	4045
	(ii) Minor repair	3236	3193	45	0	3238
	<b>Total Repair</b>	<b>7254</b>	<b>7060</b>	<b>223</b>	<b>0</b>	<b>7283</b>
9	MIS Centres	-	-	-	-	0
10	SCERT / SIEMAT	1	1	0	-	1
11	DIETs Maintenance	8	6	2	-	8
12	Any Other,					
	(i) Alternative School (Small)	249	248	1	0	249
	(ii) Alternative School (Big)	48	47	1	0	48
	(iii) ECE Room	562	562	0	0	562
	(iv) Play Element	464	402	62	0	464
	(v) Maintenance of BRC	22	5	7	0	12
	(vi) Maintenance of CRC	512	414	98	0	512
	(vii) Construction of Ramps	43	43	0	0	43
	(viii) Electric facility	1	1	0	0	1
	(ix) Kitchen Shed	226	224	2	0	226
	(x) Boundary Wall	787	45	830	0	875
	<b>TOTAL</b>	<b>23528</b>	<b>22250</b>	<b>1385</b>	<b>0</b>	<b>23635</b>

**FINANCIAL STATUS**

Financial Outlay up to 2007-08 for all activities in Civil Works (Rs. in Lakhs)	Expenditure upto December 2007 (Rs. in Lakhs)	Percent Expenditure
13610.45	12992.92	95.46%

*Annexure-10*

**Category-wise Disbursement, as on January 30, 2008**

Category	Category Description	Original Allocation SDR	. Revised Allocation * SDR	Disbursed SDR	Undisbursed SDR
1	Civil Works	15,000,000	19,000,000	17,583,189.19	1,416,810.81
2	Goods	1,200,000	1,500,000	1,118,617.64	381,382.36
3	Books	7,900,000	1,710,000	1,611,336.89	98,663.11
4	Training, CS, Studies	18,600,000	15,990,000	11,542,316.81	4,447,683.19
5	Incremental op. Cost	12,300,000	15,500,000	14,674,341.90	825,658.10
6	Unallocated	3,500,000	0	0.00	0.00
SA-A	Special account			1,803,699.79	-1,803,699.79
	Cancelled		4,800,000		
<b>Totals (XDR)</b>		<b>58,500,000</b>	<b>58,500,000</b>	<b>48,333,502.22</b>	<b>5,366,497.78</b>

\* (after partial cancellation)



**INDIA**  
**SARVA SHIKSHA ABHIYAN**  
**SEVENTH JOINT REVIEW MISSION**  
**January 21 – February 5, 2008**

**TAMILNADU STATE REPORT**

0.1 SSA was officially initiated in Tamil Nadu in 2001-02, in partnership between the Government of India and the State government. The State was visited previously by the First SSA Joint Review Mission (JRM) in January/February 2005. As part of the Seventh JRM of SSA a two member team comprising Professor C. S. Nagaraju (GoI) and Dr Michael Ward (DFID) visited the State from 22<sup>nd</sup> to 29<sup>th</sup> January 2008. The main objective of the JRM was to review progress in the implementation of the Programme with respect to SSA Goals and objectives and to discuss follow-up action, including capacity issues.

0.2 At the State Level, the team met the Minister of School Education, the Acting Secretary, School Education Department, the Director of School Education, the Director of Elementary Education, the Directorate of Teacher Education, Research and Training (DTERT) and representatives of the State Project Office (SPO) led by the State Project Director (SPD). The team had a detailed meeting with these stakeholders regarding progress towards the achievement of the SSA Goals and the discussions and follow-up actions agreed are reported on below. Progress towards the achievement of the SSA Goals in Tamil Nadu is reported in the State Results Framework attached at Annex 1 of this Report.

0.3 The Mission interacted with State level coordinators and also looked into the reports of all the districts regarding the progress of SSA. The team visited the districts of Erode, Dharmapuri, Thiruannamalai and Villupuram. In these districts the Mission's programme covered District Project Offices, formal schools, Early Childhood Care and Education (ECCE) Centres, Alternative and Innovative Education (AIE) Centres, Inclusive Education Development (IED) Centres, KGBVs, innovative programmes for girls funded from NPEGEL, such as crafts exhibitions, Cluster Resource Centres (CRCs), Block Resource Centres (BRCs) and District Institutes of Education and Training (DIET). At the State level the Mission visited the DTERT and the proposed site of SIEMAT and observed teacher training events for Computer Aided Learning (CAL) and a distance education training event for Head Teachers where over two hundred blocks participated through EDUSAT technology. During the field visits interactions took place with the District Collectors and their officials, DPCs and their teams, CEOs, DEEOs, AEOs, Supervisors, BRTEs, partner NGOs, teachers, students and parents, community members and their representatives (PTA and VEC) as well as local PRI leaders. Detailed discussions were held with all of these stakeholders and the highlights of these and key issues arising are reported on below.

0.4 The mission members would like to express their appreciation to everyone who gave time, co-operation and hospitality during the visit and especially to the State Project Director and the members of the State Project Office who accompanied the team to the districts, the District Collectors, DPCs and their staff in the districts visited and all the teachers, students and parents that the Mission interacted with.

Their openness and ability to provide the information requested was a vital contribution to the work of the mission.

## **1. Overview and Key Issues**

1.1 Tamil Nadu is well on track to achieve the SSA Goals and some have been achieved already – see the State Results Framework attached at Annex 1 of this Report. The fund flow constraints that affected the programme in the State in the previous year have been overcome and planning and management systems are functioning well at all levels of implementation. Further progress has been made in expanding access to all groups and habitations, in recruiting teachers and in delivering infrastructural improvements. School and teacher grants are being fully utilised and textbooks (funded entirely by the State Government for all students in Government and aided elementary schools) and other learning materials, particularly the Activity Based Learning (ABL) materials, are being delivered to schools in a timely manner. Progress on community participation continues to be positive, indicating the enthusiasm and high demand for access to quality education throughout the State, and bringing strong benefits in terms of accountability and efficiency of resource use. With full enrolment of children aged 6 to 14 years almost achieved in Tamil Nadu, the key challenges now are to bring the last 100,000 plus out-of-school children into the system, to reduce dropout, particularly among girls, SC and ST at Upper Primary level, improve attendance, fill the remaining teacher vacancies, to further empower the VECs, to eliminate all remaining infrastructure gaps and to improve the quality of education, which remains an area of concern.

1.2 The Mission got a strong sense that the State is on the move with regard to quality improvement and the introduction of ABL in all the primary schools and the Active Learning Methodology (ALM) in all the upper primary schools has clearly stimulated and excited officials, teachers, students and parents in an unprecedented way. The teaching and learning process in all of the State's 37,486 elementary schools has been transformed through the introduction of ABL and ALM and the Mission was greatly impressed with the way the intervention is being carried out and the speed with which change is taking place. However, a range of managerial, pedagogical, capacity, planning, monitoring and evaluation issues will need to be addressed if the extraordinary progress in implementing ABL and ALM to date is to be sustained, enriched and converted to better educational outcomes for all the children in the State.

## **2. Progress towards the Achievement of Goals**

2.1 Progress in the implementation of the programme with respect to the four SSA Goals is assessed against a set of agreed indicators (recorded in the Project Appraisal Document or PAD). The status of these indicators is reported in the attached Results Framework (Annex 1). This section of the Report summarises the JRM's discussion of the status of the Results Framework with the State and district representatives and sets out recommended follow-up action, including future plans, financial allocations and capacity issues. The section is organised in accordance with the four Goals.

### ***Goal 1: All children in school***

2.2 There are relatively few out of school children (OOSC) in Tamil Nadu; barely 2% of 6-14 year olds are not enrolled. As per DISE data for 2006 the net enrollment ratio is 99.29 at primary and 98.25 at upper primary and the Mission applauds this excellent achievement. The State has devised a systematic mechanism for reaching the remaining 100,000 or so OOSC identified in the current year. All VECs are required to maintain an Elementary Education Register (EER) to track individual child progress towards completion. In addition, the Department of Education has completed household surveys in 2002 and 2006. The EER and household survey data is updated every year and a report is generated through specially designed software which is used for planning. The Mission could verify the EER and household survey data in the field and observed its use in planning at all levels. The target for the current year (07/08) is to enroll 103,261 out of school children and thus far the State has achieved 73% (75,285) of this target. The Mission visited a few AIE Centres (residential and non-residential) in Erode, Dharmapuri and Thiruannamalai and found these to be well run by NGOs.

2.3 The Mission noted that all non-residential bridge courses are now based inside formal schools. Given that ABL is used in the non-residential bridge courses, there appears to be no difference between these programmes and what goes on in the formal classrooms of the school. The Mission **suggests** that while an induction programme for those older children that have never enrolled previously is a good thing, the OOSC that are returning to schooling should be mainstreamed directly – the ABL approach easily facilitates this. The volunteer teacher currently being used for bridge courses should be utilised as a teacher assistant to help with the increased enrolment in the school. The Mission discussed with key stakeholders the arrangements for tracking mainstreamed children and concludes that there is a need to make it clearer to the partner NGOs, the teachers and other concerned agencies precisely who is responsible for what in this regard. The Mission **suggests** that one particular teacher in each school is given this responsibility and that BRTEs monitor that the tracking of mainstreamed children by these teachers is effective.

2.4 Three districts (Krishnagiri, Namakkal and Salem) account for almost one quarter of the OOSC in the State. In most districts the OOSC are concentrated in just a handful of blocks. The Mission **suggests** it is time for SSA planning for OOSC in Tamil Nadu to shift its focus from district level to block level. The remaining OOSC are the hardest to reach, mostly CWSN, SC and ST girls living in remote and impoverished areas, and will need special measures to bring them into the system.

2.5 The ratio of Primary Schools (PS) to Upper Primary Schools (UPS) has now reached 2.70:1 but is likely to increase to 2.77:1 in the current year owing to the upgrading of all the remaining EGS Centres. The State has targets for completing approximately 1,200 new UPS in the coming years. This should reduce the ratio of PS to UPS to the level desired by the State of 2.3:1 by 2010.

2.6 The number of children with special needs (CWSN) enrolled in schools and alternative systems, including home-based education, in 2007/08 out of 118,019 identified are 116,339 (98.5%). The number of CWSN identified seems too low – normally it would be expected that a minimum of 1.8% of children in a population

would be classified as CWSN – on that basis, we should expect around twice the number identified by the State. The Mission learned from a specialist NGO, People’s Craft Training Centre (PCTC), that it is possible the proportion of CWSN might be 1.7% of the population of 6 to 14 years old. The Mission **recommends**, therefore, that the State review its methodology for identifying and following up CWSN and enlist the support of specialist agencies within the State, such as PCTC, in this regard. The State has entrusted its IED programme to 35 NGOs and the Mission observed IED interventions in the field, including mainstreaming of CWSN and IED Centres which are supporting CWSN. The NGOs visited appear to be doing a good job and the Mission was impressed with the care and dedication of the staff of the centres. The Mission **suggests** that the State review its deployment of teachers trained for CWSN with a view to achieving a ratio of one trained CWSN teacher per cluster – currently the ratio is two per block.

2.7 The CWSN are identified through household surveys and the EER. The follow up of CWSN that are identified includes medical camps that are run in association with the Department of the Rehabilitation of the Disabled. These camps are organized to assess the disability of the identified CWSN and to provide assistive devices as necessary. In addition to the 101,393 CWSN that have been enrolled in formal schools or special schools for the disabled, the State is also providing home based education to a further 16,224 CWSN through NGOs. In addition, SSA has funded low-cost and no-cost play parks and resource rooms in schools for CWSN. The State’s efforts in respect of CWSN also aim to bring a positive change in the mind-set of peer group children towards CWSN and to instill confidence among the disabled. The physical barriers in schools have largely been addressed with the exception of toilets. There is a particular need to provide toilets for disabled children in the IED centres and the Mission **suggests** that this is given the highest priority by the State. Much more needs to be done to provide fully inclusive education for those CWSN enrolled in formal schools – the Mission noted during the field visits that several teachers appeared to be ill-equipped to deal with CWSN in their classrooms.

2.8 The Mission interacted with communities in the field and found the level of community participation in the Programme to be high. The VECs are usually responsible for one and sometimes two schools and normally have 20 members, but some of the villages have as many as 45. The VEC is headed by the Village Panchayat President and the Mission interacted with several of these during the field visits. All of the Panchayat/VEC Presidents met by the Mission expressed a high level of satisfaction with the introduction of ABL and ALM to the schools. The Mission inspected VEC minutes and found that in all cases the VEC was meeting regularly and that the majority of members were attending. In many schools the community has made a significant contribution to the development of education in the village by providing land, building boundary walls, improving facilities, such as toilets and adding new classrooms. The Headmaster of the school is the VEC Member Secretary and it appears that the VEC is involved in all planning, implementation and monitoring activities mandated by SSA such as enrollment of out of school children, execution of civil works, utilization of school related grants and community mobilization. The State is receiving a sizeable financial contribution to elementary education from the communities: Rs.19 crore was provided to elementary education by the community members in 2006-07. While the VEC and community is clearly aware of and appreciative of ABL and ALM, the Mission **suggests** that more

emphasis be given to involving the VEC and the general parent body in the monitoring of quality – ABL provides an excellent means for this kind of engagement with its continuous and easily observable assessment of each child’s progress in learning.

Recommendations:

R1: The Mission **recommends** that the State review its methodology for identifying, following up and including CWSN in education and enlist the support of specialist agencies within the State in this regard.

**Goal 2: Bridging gender and social gaps**

2.9 The State has successfully bridged the gender gap in most aspects of elementary education: the girls’ Net Enrolment Ratio (NER) is at par with boys at both levels and in all districts. The social gaps have almost been bridged: the NER at the primary level for SCs is 99.31%, higher than the State average, but it is 97.69% for STs. At the upper primary level the NER for SCs is 98.47%, higher than the State average and for STs, a little below the State average, at 98.15%. The enrolment shares of girls, SCs, and STs, in primary and upper primary is therefore maintained almost precisely relative to their share in the population at the state level. There are some pockets of the State where the numbers of OOSC are highest and this will require a block-based approach rather than a district level one (as mentioned earlier in para. 2.4).

2.10 The Mission noted that 937 Model Cluster Schools (MCSs) were provided under NPEGEL to focus on girls education at cluster level. The NPEGEL activities have tended to focus on vocational training such as jewelry making, embroidery, tailoring, arts and crafts. The Mission appreciates the value of some of these activities, but **suggests** that NPEGEL should take care in respect of reinforcing gender stereo-types and give more emphasis to girls’ education, addressing girls’ needs and supporting girls’ own perceptions of their needs. The managers of NPEGEL should review the programme in the light of these needs. The Mission is pleased to note that some gender sensitization material such as a documentary film and printed material has been developed and circulated to teachers/parents. The Mission **suggests** that the SPD and his team consider the experience of Meena Manch in Uttar Pradesh (UP) and other states in recent years and look at how such an approach might work in Tamil Nadu. The initial concept of using the character of Meena, a young girl who overcame all obstacles to go to school, to illustrate the necessity of education for girls was developed by UNICEF. This was adapted under SSA in UP to form Meena Manch or Meena club with a membership of 20, to motivate girls to continue their education and develop leadership and life skills with the help of a series of Meena story books, flip charts and activity sheets. At present, the Meena Manch exists in 20,000 upper primary schools in UP. The Mission also **suggests** that the State give more emphasis to the gender sensitisation of male teachers and boys.

2.11 There are now 53 KGBVs operating in the State with 2,602 girls enrolled out of which 727 are SCs, 679 are STs and 1,190 are OBCs. The KGBVs are run in facilities provided by the State Government, but partner NGOs are responsible for managing the school including the hiring and management of teachers. The KGBVs are following the elementary school curriculum but are supplementing this with remedial

teaching and coaching classes, exposure visits to improve knowledge and self confidence of the students, life skills training focused on raising the girls' self-esteem, positive- thinking and motivational activities. The KGBVs are also benefiting from special English language classes. Academic support is provided to the KGBVs by the BRTEs. The KGBVs visited during the Mission were in the process of shifting to new purpose-built premises and these are well designed and well built. One of the new KGBV visited by the Mission had only around 14 students and was still searching for increasing its coverage of out of school girls in Erode. Hence, in such cases the State may follow up girl dropouts in mainstream schools and educate economically challenged parents to utilize the KGBVs. In a state like Tamil Nadu School dropouts are scattered and hence the KGBV requires the support of household survey data to identify the beneficiaries.

2.12 The Mission **suggests** that boundary walls are provided for all of the KGBVs to ensure better security for the girls. The Mission is aware of the evaluation of KGBVs that has just been completed and **suggests** that the State take account of the findings of this for future planning. The cost-effectiveness of KGBVs should be considered – in particular, the current policy of educating the girls outside the existing elementary schools. At the secondary level the State is providing hostel accommodation for girls attending existing Government secondary schools. In the light of this experience, the scheme needs to review whether KGBV should be a residential school or a hostel for girls attending existing elementary schools. The scheme should incorporate greater flexibility for KGBVs.



**A New KGBV Building in Dharmapuri District**

Recommendations:

R2: The Mission **recommends** that the State takes stock of gender and social gaps and gender and social issues across all the components of SSA, particularly in respect of retention and quality. This should involve a re-prioritisation of financial and human resources, particularly BRTE time, to focus on the blocks and schools that are most educationally backward.

**Goal 3: All children retained in Elementary Education**

2.13 The transition rate from primary to upper primary is improving every year and has now reached 99.01%. The Mission applauds the State's achievement in this regard. The retention rate at the primary level is even more outstanding: 99.39%. The retention rate at the elementary level is a little lower at 98.62%.

2.14 The dropout rate is extremely low relative to other States: 1.40 for primary and 2.04 for upper primary. It is remarkable that the girls' dropout rate is more or less same as compared to the boys' at primary level and it is slightly less than the boys' at upper primary level. However, dropout rates are higher in the case of STs at both levels (1.84primary and 2.41 upper primary).

2.15 The State's view is that the most effective way of eliminating dropout is to improve the quality of education and considers the introduction of ABL and ALM to be the main strategy in this regard. It is clear from the field visits, however, that the most vulnerable group are girls, particularly those from SC and ST, in Standards 6 and 7. The KGBVs are contributing to the reduction of dropout amongst SC and ST girls in particular, but this intervention can only accommodate a small proportion of the vulnerable children. The Mission learned that many girls in Standard 6 and above consider that their needs are not being addressed – this will require special attention from the State both in terms of administrative and academic arrangements. To mitigate these effects and to retain all girls in elementary education, the Mission **recommends** that the Upper Primary sections, particularly those in High Schools, must be made more girl-friendly, especially for SC and ST. Infrastructure is a vitally important aspect of keeping older girls in school – the State should accelerate its construction of girls' toilets and provide sanitary facilities in all schools.

*Recommendations:*

R3. The Mission **recommends** that the Upper Primary sections, particularly those in High Schools, be made more girl-friendly, especially for SC and ST. This will require special attention from the State both in terms of administrative and academic arrangements. The State should also accelerate its construction of girls' toilets and provide sanitary facilities in all schools.

**Goal 4: Education of satisfactory quality**

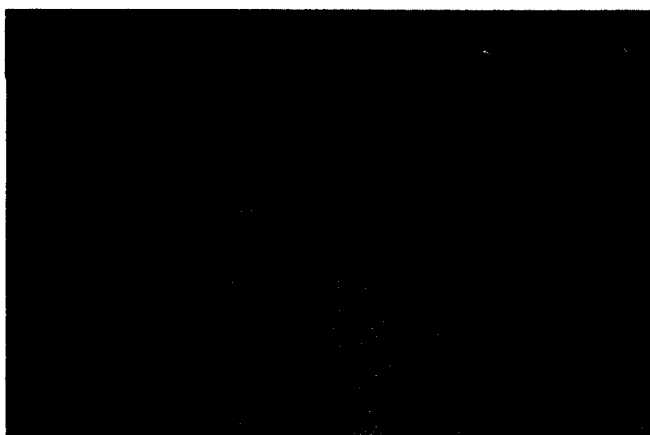
2.16 While it is pleasing to note that practically all the 6-14 year old children in the State, including those from special focus groups, are enrolled, regularly attending and completing elementary education, this achievement has not guaranteed quality. The assessment of student learning achievement carried out jointly by SSA and the Director of Elementary Education in 2006 showed that a large proportion of the Class V students included in the survey were not demonstrating basic learning levels in Tamil, Maths and English. NCERT's National Assessment Surveys (NAS) show a 9% deterioration of quality at Class V in EVS, Tamil and Maths between the SSA Baseline Assessment Survey (BAS) of 2001-02 and the SSA Mid-Term Assessment Survey (MAS) of 2006-07.

2.17 In response to concerns about learning levels, the State has taken up in a systematic way two major quality improving initiatives involving comprehensive changes in curriculum, assessment, teaching and learning materials, teacher training and professional support, school organisation, classroom organisation, pedagogy, teaching and learning processes and education methodology. One of them is ACTIVITY BASED LEARNING (ABL) for the primary stage and the second is ACTIVE LEARNING METHODOLOGY (ALM) for the upper primary stage – see the summaries of each of these methodologies at Annexes 3 and 4. These are both well thought out and high quality interventions. The successful programme implementation observed during the visit of the Mission provides considerable scope for optimism in expecting a much higher quality of education in the State in the future. While it is still too early to draw conclusions about the likely development of the reforms in the longer term, so great has been the short term impact that the

Mission considers ABL and ALM worthy of detailed treatment in this State Report. Hence it is thought appropriate to provide the salient aspects of the changes observed,

### *Activity Based Learning (ABL)*

2.18 This programme of curriculum and pedagogic renewal in primary education is popularly known as ABL and has been developed out of the Rishi Valley experience. ABL in Tamil Nadu is based most immediately on systematic research and development work carried out by the Chennai Municipal Corporation's (CMC) Education Department and the SPO. The State has adapted the Rishi Valley model to meet its specific needs through a pilot programme involving all of CMC's 200 or so primary schools over a four year period. The methodology makes multi-grade situations no longer a problem. In fact, the methodology makes the fullest use of the opportunity of individualised learning rendering terms like multi-grade no longer relevant for the State. The SPD and his team have worked tirelessly this past 14 months to scale up ABL out of the CMC experience to the extent that it covers the entire State from June 2007. The Mission applauds the State Government's decision to scale up ABL following the demonstration of the methodology's success in Chennai. The necessary enabling Government orders supporting the changes required for the successful implementation of ABL across the State have been passed.



*"A Daily reminder" A teacher's poster in his classroom*

The salient features of ABL are as follows:

**2.19 Curricular structure and TLM:** In line with the reality of the multi-grade situation that exists in the majority of Tamil Nadu's schools, ABL emphasizes a teaching and learning process

that both individualizes and democratizes classroom transactions. This child-centred,

learner-guided approach is facilitated through the development of learning cards and other materials, including Montessori Mathematics equipment, that reflect the content of and the competencies aimed at in the prescribed textbooks – this is a major development in education in the State and an adaptation of the Rishi Valley model to accommodate the importance of textbooks which is pervasive in the minds of stake holders. The curriculum is arranged in the form of learning ladders with clearly defined and sequentially organised learning milestones and units of work comprising tasks that have to be completed in order to progress upwards through the first four standards – the learning ladders for each subject and standard are displayed in each classroom and the learners are guided by this tool towards the learning materials.





*"I am here". A Learner showing her place on the Learning Ladder to the Mission*

Each card in the system is coded with easy to follow symbols and reflects a stage in the clearly marked developmental path of learning. The achievement of the learning milestones on each chart by each student is monitored by both the learner and the teacher through an easy to follow Achievement Chart that is displayed in the classroom.

## 2.20 Classroom organisation and teaching and learning

**processes:** Traditionally teaching and learning processes in the State's schools have been dominated and led by the teacher and her interactions with the students in a whole class situation. In ABL, the teaching and learning process is dominated by the learner and her interactions with materials, the teacher and other learners. The learning in ABL classrooms for standards 1 to 4 takes place in six groups reflecting the key stages of learning that are at the heart of the methodology: (1) preparation for receiving concepts; (2) introduction to the concept; (3) and (4) experimenting and practising the competency; (5) reinforcement of learning; and (6) self-evaluation. Thus, instead of the usual organisation of the schools and classrooms according to standards, ABL schools are organised into sections (sometimes Standards 1 and 2 are grouped together in one section and Standards 3 and 4 in another section; or all four standards are mixed together in sections assigned to each teacher. In larger schools the classrooms have been re-assigned as subject rooms: i.e., maths room, Tamil room, EVS room, English room and all the materials and equipment related to those subjects are placed accordingly with the sections moving with their teacher from room to room according to the timetable. Within this school organisation each class is divided into the six learning groups.

2.21 The teacher spends the greater part of her time with groups (1) and (2) – these are the learners who are at different times at the beginning stages of the various learning units. The children in groups (3), (4) and (5) learn through self-guided activity and peer interaction. In the sixth group learners are completing self evaluations prior to completing a milestone. After completing a milestone the teacher notes the learner's achievement on the Achievement Chart and the learner moves on to the first stage, preparation for receiving concepts, of the next unit of tasks. Thus all the children are interacting with different groups of peers at each stage and in each lesson. All children learn at their own pace following the learning ladder and the teacher provides guidance based on need and demand. The process has built in control of learners in assessing their own attainment levels as they climb the achievement ladder and decide the next step on their own. The passages of children up the achievement ladder is supported by easily identifiable logos on all of the materials, a rabbit for the preparation stage, a tiger for the introduction of the concept and so on. The learning materials are kept in stacks of trays and children have ready and easy access to these on their own without any mediation of the teacher. The teacher's role has become one of learning facilitator. The

Mission found it remarkable to enter a classroom and find the teacher sitting on the floor with a small group of learners while the other children in the class are busily engaged in their tasks, totally oblivious to the strangers that have come into their midst. All the learners chosen by Mission members were able to demonstrate their knowledge of the learning ladder and their place within it, their awareness of the cards and how to find the appropriate one for their level. All the learners seen by the Mission appeared to be working at the appropriate level in terms of their competencies. A most impressive sight was the confidence the children showed when the Mission members interacted with students selected at random and proved their competency readily.



*Rows and columns of children? Teacher lecturing?*

The process also allows each child to keep track of her own attained level on the learning ladder. This pedagogic strategy obviates the need for separate remedial measures to ensure learning. In June 2007 every single child in all of Tamil Nadu's 37,486 Government and aided schools was initially assessed using ABL materials by his/her teacher with the support of the BRTEs. Following this assessment the learners were placed on the most appropriate stage for them in the learning ladder for each subject across the first four standards. This resulted in the majority of children being placed on learning ladders below their expected level in terms of age-standard; i.e., many Standard Five students were placed on Standard Two or Standard Three Learning Ladders. While this 're-grading' of learners was questioned by many parents and community members initially, the teachers and BRTEs have been able to win these groups over by demonstrating the effectiveness of the methodology. All the parents that the Mission met expressed total satisfaction with ABL because they perceived that



*"Where is the Teacher?"*

### **2.22 Assessment and Evaluation:**

Since the arrangement of the curriculum is in the form of a learning ladder with milestones to be achieved by each learner at each stage, continuous evaluation is built into the teaching and learning process. Hence, the system does not require the teacher to conduct periodic tests and examinations in the traditional sense. The Achievement Charts depict the

progress of each learner and this is being continuously up-dated as each child achieves a learning milestone.

learning outcomes were better. The parents stressed the importance of their children being able to read and write irrespective of what standard or grade they happened to be studying in. The children too appear to be entirely comfortable and happy with ABL and their progress on the learning ladders.

**2.23 Teacher Training:** The new method was introduced across the State

in June 2007 and to date all teachers have undergone training and supervised practice in the changed pedagogy. All schools have the requisite quantity of learning cards and in the majority of schools suitable physical access to the materials stacked in well organised trays at the appropriate height has been provided – only one school visited by the Mission suffered from inadequate classroom space. 6,000 BRTEs, an adequate number, have been recruited through a competitive process and effectively trained to deliver the ABL training and follow-up in each school. The SPO and DPCs have relieved the BRTEs of data gathering burdens so that this vital cadre of resource persons can concentrate on providing the necessary on-site support and guidance to the teachers. BRTEs' visits to schools last the entire day and are carried out once or twice per month for each school. The work of the BRTE is further augmented by the visits of AEEOs to facilitate and address the organizational aspects of the school. The implementation of ABL has utilized multi-pronged teacher preparation and a continuous support mechanism involving teacher visits to model schools (200 schools in Chennai and 10 schools in each block were developed prior to going state-wide and these were critical to the development of the approach), DVD technology and EDUSAT. There is no doubt that the success of ABL to date owes a great deal to the high quality of the BRTEs. In addition, the scaling up of ABL has been greatly assisted by the availability of demonstration models in Chennai and in each block for teachers to visit and practice in. Other key factors contributing to the success of ABL to date have been the excellent implementation of the initiative by the managers of SSA and the willingness and ability of Tamil Nadu's teachers to change their practice.

**2.24 Observations of the Mission:** The Mission found that the new curricular and pedagogic changes have been enthusiastically received, accepted and practiced by the teachers and learners. Teachers in all of the schools visited were found actively engaged in guiding and supporting learning in a relaxed manner, and acknowledged the supply of required material and technical support to practice the new pedagogy. So great was the level of confidence and pride among the teachers that several of these stepped out of their classrooms to request Mission members to observe their teaching. In several schools visited the Head Teacher requested the Mission to visit community members in their homes to assess the level of satisfaction with ABL.

**2.25** Most importantly, the teachers were all able to demonstrate their knowledge and understanding of the ABL process. Equally importantly the field level supervisors (AEEOs) of the education department are completely involved with and knowledgeable about the process and demonstrated a willingness to implement the curriculum renewal. This indicates that the intervention is not seen by these key stakeholders as a transient project activity – in a short space of time ABL has taken the shape of comprehensive systemic change. The Mission was told during the members' interactions with the parents and community leaders that the new processes have yielded visible changes in the learning outcomes of their wards; the children's ability to read the newspaper was heralded as a particular achievement by parents, hence they endorse the changes. This enthusiastic response from parents and community leaders was uniform across the districts visited, from the urban centres to the most remote schools in the most backward blocks. The Mission noted in particular how teachers and parents were making use of newspapers as a tool for learning and also as an indicator of learning outcomes – the Mission found that all children in Standard 2 and above could read at least the headlines of newspapers. Success breeds

success and the Mission is extremely encouraged by the way in which ABL has taken hold in the imaginations of the teachers, learners and community leaders.

2.26 As part of the management of the introduction of ABL, all of the State's schools have been graded according to their level of success in implementing the methodology. The schools have been assessed against ABL input and process oriented criteria and ranked either A, B or C with A signalling that the school is fully implementing the methodology and C indicating that the school is in the early stages of implementation with teachers and learners not yet fully understanding the approach<sup>1</sup>.

2.27 In the districts visited by the Mission most of the schools have progressed from the C category and are either at B or A grade. The Mission suggests that the State continue with this grading system for the remainder of this academic year and that the BRTEs now prioritise the C grade schools, some 10% of the total number of schools, to the highest extent possible. The BRTEs should spend prolonged periods of even two or three months in the C grade schools ensuring that the ABL methodology is fully embedded with the teachers and learners. With all of the schools successfully implementing the ABL methodology, the State will be able to move to the next level of development. The Mission suggests that the next stage should be the enriching of ABL and the development of a new set of indicators, selected from the baseline indicators already in use, for monitoring system performance. These indicators should measure progress towards clearly articulated learning goals and other quality related targets.

2.28 The Mission notes and appreciates that ABL has been implemented across the State in a highly systematic and effective way. The SPD has led this reform with a high level of energy and enthusiasm, communicating the vision of more effective and child centred learning to all key stakeholders and tirelessly moving around the State ensuring that things get done. In previous reform efforts there has been limited involvement of main stream resource institutions like DIETs, CTEs and IASEs directed by DTERT. In order to enrich ABL and to sustain its achievements it is necessary to involve these institutions in the process of ABL monitoring and development, particularly in terms of pre-service, education research and professional development.

2.29 **Future directions:** Firstly, the Mission applauds the State and particularly the SPD for laying such strong and comprehensive foundations for far reaching reforms in the quality of educational processes in the primary stage. The Mission **suggests** that to ensure the further development of primary education in the State it will be essential to ensure the continuity of **three Ps: policy, purpose and people**. ABL now has the sanction of the highest political authority in the State and the full acceptance of field

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<sup>1</sup> *The schools are graded based on thirteen indicators of implementation involving the availability and practices of ABL. A grade stands for the fulfilment of all 13 and B based on the presence of eight criteria including one designated criteria compulsorily. The schools are graded C if the one designated criteria is absent even if they satisfy all other criteria. The cutting edge criteria refers to the ability of students to identify the learning card needed for them as indicated by a logo, obtain this from the stack of trays housing the card, identify the group they should join and start working with this group without mediation from the teacher. In other words if the students in a school are capable of identifying their level on the learning ladder at a given point of time, along with the degree of other supporting arrangements and display of process indicators available then the school is graded as B or A*

level supervisors and school level implementers – these people are leading its integration in the work culture of primary education throughout the State. The Mission has also seen the incredible satisfaction of parents and community leaders with the reforms. These early successes need to be protected and nurtured further by guarding the reforms from those who might seek, for whatever reason, to disrupt the programme or to introduce discontinuity. Hence organizational and institutional safeguards have to be put in place to support the changes and to ensure that the reforms take deep roots. A key indicator of progress in this regard would be providing funds from the State to meet the requirement of textual material, including the ABL materials. Steps should also be taken to ensure that all textual materials are in line with the ABL methodology.

2.30 Secondly, the newly transacted curriculum needs space for teachers to provide local specific and context specific learning opportunities. At present, the entire practiced curriculum is structured uniformly through out the State on the basis of the textbooks. This approach appears entirely appropriate as a strategy for the swift introduction of changes at a systemic level. But in the long run, ABL has to provide more opportunity for relevant education in specific contexts and social and emotional development of children in addition to the acquisition of basic cognitive tools and skills. This observation in no way undermines the appreciation of effort by the Mission and the optimism it evokes with reference to the future possibilities. It is also important to note from international experience that non-cognitive skill development is highly associated with cognitive skill development.

2.31 Thirdly, the Mission **suggests** that ABL can be enriched with the creation of time in the daily schedule and the introduction of additional materials for reading: both reading by the learners and teachers reading to the whole class with materials such as large (A3 size) picture books and flipcharts. The physical arrangement of the ABL classroom could be complemented well by the introduction of a reading corner, stocked with a programme of coded readers that the learners could access in the same way that they are currently accessing work cards. ABL should incorporate a reading and writing continuum based on the reading and writing ages of learners; i.e., emerging (age 6 years); developing (ages 6-7 years); beginning (ages 6-8 years); expanding (ages 7-9 years); bridging (ages 8-10 years); fluent (ages 9-11 years); proficient (ages 10 – 13 years); connecting (ages 11 – 14 years); and independent (14+ years). This continuum should be coded in accordance with the scheme of colours and logos already in use through ABL. The Mission learned that orders have already been placed for the procurement of a large number of readers and other materials from NBT and CBT and that there is potential for developing a reading and writing continuum along the lines suggested here.

2.32 Fourthly, the Mission **recommends** that ABL be the first subject of rigorous evaluation and impact assessment supported by the Technical Cooperation Fund (TCF) being financed by DFID under the SSA partnership with GoI. The TCF under SSA will support and facilitate strengthening of capacities at the National level and through it, at the State levels in the specific areas of (i) Learning Assessment Systems and (ii) Evaluation of quality initiatives. It is envisaged that supported by the TCF NCERT will conduct, in collaboration with State institutions, universities and other social science institutions, some exemplar evaluations and impact assessment studies on quality initiatives in select States. ABL in Tamil Nadu has baselines set in 2006/07

that will be up-dated in 2008 thus providing a rich source of data for a rigorous impact assessment and evaluation that could be carried out in the second half of 2008. This evaluation would have three main objectives: firstly, to assess the impact of the programme; secondly, to assist in the further development of ABL; and, thirdly, to support the dissemination of knowledge of the programme across the country.

2.33 Fifthly, in the light of the evaluation recommended above and the experience of the first year of State-wide implementation the Mission **suggests** that ABL can be enriched through a review of the materials prior to the next printing of these; consideration of the expansion of ABL to fifth standard; strengthening of the block supervision role; and developing guidance for BRTes and AEEOs regarding how they monitor the progress of learners in the schools for which they are responsible. With regard to the latter, the Mission learnt of some good practice in Thiruannamalai that might be replicated in other districts.

### *Active Learning Methodology*

2.34 Popularly recognized as ALM by the educational practitioners at upper primary level, the method involves the active engagement of the student in constructing knowledge. The innovation was developed with the help of 'The School' of KFI and involves major changes in the classroom processes emphasizing the importance of the engagement of the learner with the sources of knowledge and not as a recipient of information from the teacher. In order to ensure its acceptability in the ongoing system of education at the upper primary stage, the changes in classroom processes have been anchored to the existing textbooks while allowing the teacher to guide students in critiquing the knowledge contained in the 'text'. One of the important transactional tools introduced in the classroom through this process is termed as mind mapping. This device expects students to analyze and map the components of units of text from the textbook during the lesson in the form of a conceptual map. The process provides each lesson with a clear structure: firstly, the teacher introduces the lesson and then guides the students in their reading and processing of the information provided in the selected text in terms of its thematic structure; secondly, the structures generated by each student, the mind maps, are shared and discussed in the class - in this process a consensus on the concepts contained in the text develops, the students formulate questions to facilitate reinforcement of their understanding of the concepts and this leads, in the third and final stage, to a summarization of the knowledge learnt and an evaluation of the students' understanding.

2.35 ALM has been introduced in all upper primary classes in recent months and teachers are being trained to use mind mapping as a tool to consolidate the acquisition of knowledge implied in the textbooks. All upper primary schools visited by the Mission were found to be using mind mapping as the structure for most lessons. To the Mission's knowledge ALM is the first major pedagogical intervention in upper primary education under SSA and, as such, it warrants particular attention. The potential of ALM and the mind mapping technique is at present confined to the available textbooks which have been written for teacher directed transmission of knowledge. The logical and requisite steps to develop the methodology is to revise the textbooks to provide more appropriate resources for students' engagement in constructing knowledge, Hence, to support ALM effectively the textbooks need to focus on issues and themes rather than neatly organized independent pieces of

information. The textbook also should indicate multiple and accessible sources of information to enable students to engage fully in the mind mapping exercise to construct knowledge. As with ABL, ALM needs to be nurtured as a systemic reform leading to fundamental changes in the aims and objective of education. Hence, the incremental change approach taken by the State, allowing time for changes to be internalized at the systemic level by all concerned, appears appropriate. An effective beginning for such a long run systemic transformation is visible in all the schools visited by the Mission and it can be confidently asserted that, like ABL, this reform is taking place in all of the Government and aided schools in the State. The Mission also observed that teacher support is being provided through the BRTes and through the EDUSAT facility. As with ABL, the forthcoming reviews of SSA need to focus specifically on this transformation of upper primary education and to support its further development in order to realize its enormous potential for building learning organizations.

### *Other Quality Issues*

2.36 The State has sanctioned 20,375 additional teacher posts out of which 18,933 teachers had been recruited by 31<sup>st</sup> December 2007. The State is now reporting that only 1,442 teacher vacancies remain un-filled. These recruitments have brought the Pupil-Teacher ratio at primary down to 29 with the upper primary ratio now at 36. The Mission congratulates the State on achieving a PTR below 30 for primary education, but notes with concern that there are still 135 schools with a PTR greater than 60 at the elementary level. There is clearly a need for the state to seriously address teacher deployment issues in the interests of greater equity, particularly for those children living in remote areas.

2.37 The Mission also congratulates the State for its achievement in respect of the universal availability of textbooks funded from the State budget and the universal availability of ABL and other teaching learning materials. There has been remarkable progress in raising the percentage of teachers receiving in-service training against annual targets and most notable is the systematic way in which ABL and ALM have been supported by training. The State reports that 100% of BRCs/CRCs are operational and fully functional and this is certainly the impression gained by the Mission during the field visits. As noted above, there has been transformational change in classroom practices and this will surely increase significantly the time spent on task.

2.38 The Student attendance rates are high: the state reports 98% at the primary level and 97% at the upper primary level while the independent survey of student attendance has the state at 88% for both levels. The State's explanation for the 10% differences between its own reporting and the independent survey is that the State's cohort study is over-reporting. This issue needs attention in the year ahead.

2.39 The Teacher attendance rates are also high: the state reports 92% at the primary level and 91% at the upper primary level while the independent survey of teacher attendance has the state at 87% for primary and 89% for upper primary. The state's explanation for the 3-4% differences between its own reporting and the independent survey is that the State's cohort study is over-reporting. This issue needs attention in the year ahead.

2.40 The State reports that 100% of VECs and local bodies are performing a reporting role in school supervision. The Mission observed a high level of community participation in schooling and saw evidence that VECs were operating well in all the schools and villages visited. There is a need, however, to shift the focus of VECs towards quality monitoring and ABL provides a significant opportunity to achieve this.

Recommendations:

R4: Immediate efforts should be made at the apex level of the Department of Education involving administrative, supervisory, academic and assessment wings of the State Department of School Education to put in place organizational and managerial mechanisms to ensure continuity and enrichment of ABL and ALM initiatives in the years ahead.

R5: Taken to its logical conclusion, ABL envisages replacing the textbooks with structured and sequenced learning cards to facilitate individualized learning. Hence the nature and role of textual material supplied in the form of textbooks needs to be changed to convert these to workbooks designed to hone the cognitive tools and skills acquired in the process. A key indicator of progress in this regard would be providing funds from the State to meet the requirement of textual material, including the ABL materials. Steps should also be taken to ensure that all textual materials are in line with the ABL methodology.

R6: The textbooks need to be revised at the upper primary stage in such a way to make them serve both as source books providing contexts for mind mapping and to facilitate critiquing and construction of knowledge as well as their traditional purpose.

R7: Efforts should be initiated to harness IT developments to access a wider range of knowledge sources and also to use the technology as a tool in classroom processes encouraging knowledge construction.

R8: ABL should be the first subject of rigorous evaluation and impact assessment supported by the Technical Cooperation Fund (TCF) being financed by DFID and led by NCERT under the SSA partnership with GoI.

R9: In the light of the evaluation of ABL and the state's experience with the intervention, the criteria for grading schools should be reviewed and re-structured to include the state's major learning goals and other quality objectives.

### **3. Financial Management and Procurement**

3.1 The position with regard to financial progress in 2007/08 to date is as follows:

- During 2007-08 the PAB approved an outlay of Rs.702.71 crores out of which GoI had released Rs.164.45 crores as on September 2007.
- The State had released Rs.103.96 crores by September 2007.



- The total available fund with the State as of September 2007 was Rs.269.42 crores out of which the State reported expenditure of Rs.222.94 crores - this is 83% of the total available fund.
- The GoI has now released its full share of Rs.552.98 crores; i.e. 65% of the total outlay for the year and the State is on track to utilize the full outlay of Rs.702.71 crores.

3.2 The *Manual on Financial Management and Procurement* was available in the districts and at sub-district levels visited and is clearly being used and followed. The Manual has been translated to Tamil and summarised in an excellent booklet for sub-district officials and Guidelines for VECs have also been produced. The Mission found these documents in the hands of all sub-districts and VECs.



3.3 The Procurement plan for the State has been prepared and approved in 2007/08. Separate plans are in place for civil works and for other items. Actuals against the plan continue to be monitored through the

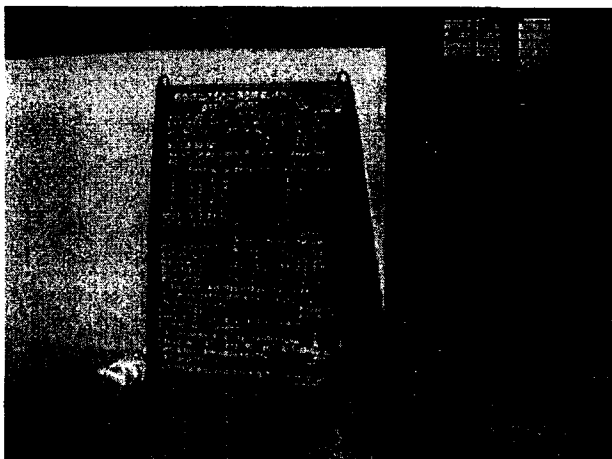
***"Helping Hand" Simplified Financial Guidelines in all VECs***

preparation/submission of QPRs. The Mission reviewed the audited statement of accounts for the year 2005/06 and noted that as part of the audit, procurement aspects were looked into by the Auditors. The Mission collected data on and completed post reviews of the largest procurements at state, District and sub-district levels and found these satisfactory. The Auditor's Report for the year 2005/06 is satisfactory and confirms that GoTN's works and services have been procured in accordance with the relevant provisions of the procurement procedure prescribed in the manual.

3.4 As noted in the First JRM, in general, the State is following the staffing norms as laid down in the Manual. This includes a three member financial management team at the district level which is considered sufficient. Vacancies continue to exist in certain instances but there has been progress since the last JRM.

3.5 Guidelines for display of basic financial information at village level appear to have been implemented in the districts visited. This information was clearly displayed in all the schools visited by the Mission, usually on painted boards. To ensure transparency in reporting basic information on the position of funds, schools should

be continually monitored to ensure that financial information is prominently displayed in the school/ village.



#### ***The Right to Information***

still to be submitted – this should be expedited by the State as a matter of urgency.

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

R10: A manual containing elementary guidance and training has been given to all School Head Teachers and the Presidents of the VEC regarding maintenance of basic, simple accounting records. This training needs to be continued to include other members of the VEC and also needs to be followed up by the BRTEs.

R11: The audit report for 2006-07 was due in December 2007 and is

### **4. Programme Management**

4.1 The SPD has made considerable progress in strengthening the systems for collecting, analysing and reporting on reliable data on enrolment and out-of-school children at the habitation level. EERs were maintained and regularly updated in all schools visited by the Mission with household survey data collection being carried out by teachers with support from VECs.

4.2 The system for validation of DISE data at various levels – 100% checking by CRCs, 50% by BRCs, 20% at District level and 5% at state level – appears to be working but, with the exception of the state level, there was insufficient time for the Mission to validate this opinion. At the State level the Mission reviewed the 5% data sample check carried out by Alagappa University, Karaikudi and found this satisfactory. The University's overall finding is that the data captured through DISE is of an excellent quality without any significant discrepancy. While welcoming this rating of the high quality of monitoring and evaluation systems in the State, the Mission observes that monitoring is a function of management and the systems that are being put in place should be accompanied by increasing the accountability of managers for firstly using the data for decision making and, secondly, for outcomes. The Mission **recommends** that greater use of the available data is used by managers to focus efforts on the remaining OOSC and to deploy teachers more effectively, particularly in the 14 districts where PTR is above 60.

4.3 The Mission notes the attention given by the SPD to research and evaluation. The following studies have been completed by the State in the past 12 months:

- Cohort studies;
- Teacher absenteeism;
- Student attendance;

- Community survey;
- Organisational behaviour; and
- Classroom processes and academic achievement.

In addition, the following two studies are in the pipeline:

- Effectiveness of training programmes; and
- Education Volunteers.

4.4 As noted in the First JRM, one of the most encouraging aspects of SSA implementation in Tamil Nadu has been the extent of genuine community participation, indicating the enthusiasm and demand for access to quality education, and bringing strong benefits in terms of accountability and efficiency of resource use. The Seventh Mission, like the First, saw many instances of VECs playing active roles in several aspects including the identification and enrolment of out-of-school children, resource mobilisation, development of TLM and management of schools and civil works.

4.5 There is no doubt that where the relationship between the teachers and the VEC has failed to work, or the VEC has not functioned effectively, the impact of the programme is clearly less. The GoTN progress reported on in the First JRM with regard to community participation has continued, but more needs to be done. In particular, the understanding of the VEC members, not just the Head Teacher and the president of the VEC, of the works to be performed by them should be improved. Provision of intensive training at regular intervals is essential – this will require the BRTE to prioritise this aspect of his/her work programme.

4.6 There is also a need to broaden the scope of programme management to more effectively involve and coordinate with the Panchayat Raj Structures. The Mission noted the actions already taken in this regard and was pleased to see several cases in the districts visited where the Panchayat had combined with the VEC to improve the school. The potential benefits of greater coordination between the programme and the Gram Sabha, Gram Panchayat, Taluk Panchayat and Zila Panchayat are significant.

4.7 More generally the Seventh Mission, like the First, would stress the importance of a reasonable degree of continuity of key personnel especially at state and district level, particularly in view of the complex nature of SSA. The Mission is pleased to note the close cooperation that exists between programme staff and the mainstream education officers, particularly DEOs and AEEOs, at district and sub-district levels. The State has not yet disclosed any detailed plan for mainstreaming SSA institutional structures and the Mission **suggests** that this activity be completed as soon as possible.

4.8 The State has completed almost all the civil works sanctioned in previous years and started 100% of the work for the sites sanctioned up to 2007-08.

**Table :Progress on civil works**

Items	Targets	Comp.	In Prog.	% C+IP
BRC	280	267	13 ( %)	100
CRC	2922	2236	686 ( %)	100
Primary	2335	2124	211 ( %)	100
Upper Primary	3,629	3011	618 ( %)	100
ACR	21922	12911	9011 ( %)	100
DW	11531	9414	2117 ( %)	100
Toilets	16103	12598	3505 ( %)	100

4.9 The State has accepted the recommendations for Tamil Nadu of the National Evaluation of Civil Works Under SSA, including mapping of the schools, revising cost estimates, strengthening the technical wing of the SPO, adopting third party evaluation and material testing, making the required structural adjustments, improving communication and transportation and instructions to the VEC/Head Teacher, reporting of alterations/deviations, exploring the scope for future expansions of school facilities and providing an adequate annual maintenance grant to schools.

4.10 The SPO has entered into 159 partnership with NGOs. The range of activities supported by these partnerships includes: OOSC; IED; KGBV; and Women's Self Help groups for OOSC girls.

4.11 The State is also utilizing the partnership of corporate houses such as Microsoft, Intel and AP foundation to provide training on CAL.

4.12 The State has identified a site for SIEMAT alongside the DTERT and plans to build in the next few months. The State intends to outsource the majority of SIEMAT functions and to retain only a core staff for the institution. The functional plan of the SIEMAT is to be expedited by the State in the near future.

Recommendations:

R12: The Mission **recommends** that greater use of the available data is used by managers to focus efforts on the remaining OOSC and to deploy teachers more effectively, particularly in the 14 districts where PTR is above 60 in 135 schools.

## 5. Conclusions

5.1 The Mission congratulates the State on the progress it is making towards the achievement of SSA Goals. The Mission is particularly appreciative of the comprehensive way in which the state has anticipated the problems of quality that are getting highlighted by outcome evaluation reports of the State and NCERT. While ABL and ALM may not be the panacea for all of the problems faced by the elementary education system, the so far successful introduction of these interventions in all of the Government and aided schools in the state in a meticulous way has transformed the teaching and learning processes at a single stroke. The entire education department at the district and sub-district levels are participating in the transformation process to translate the efforts made in enhancing access and retention to improved learning outcomes. These interventions have the potential to be the vehicles for fundamental reform of education in the State, and the country, and should be protected, nurtured, evaluated and enriched as a matter of the highest priority.

## 6. Summary of Main Recommendations

### *Goal 1: All children in school*

R1: The Mission **recommends** that the State review its methodology for identifying and following up CWSN and enlist the support of specialist agencies within the State in this regard.

### *Goal 2: Bridging gender and social gaps*

R2: The Mission **recommends** that the State takes stock of gender and social gaps and gender and social issues across all the components of SSA, particularly in respect of retention and quality. This should involve a re-prioritisation of financial and human resources, particularly BRTE time and energy, to focus on the blocks and schools that are most educationally backward.

### *Goal 3: All children retained in elementary education*

R3: The Mission **recommends** that the Upper Primary sections, particularly those in High Schools, be made more child-friendly, especially for girls, SC and ST. This will require special attention from the State both in terms of administrative and academic arrangements. The State should also accelerate its construction of girls' toilets and include an incinerator within this provision.

### *Goal 4: Education of satisfactory quality*

R4: Immediate efforts should be made at the apex level of the Department of Education involving administrative, supervisory, academic and assessment wings of the State Department of School Education to put in place organizational and managerial mechanisms to ensure continuity and enrichment of ABL and ALM initiatives in the years ahead.

R5: Taken to its logical conclusion, ABL envisages replacing the textbooks with structured and sequenced learning cards to facilitate individualized learning. Hence

the nature and role of textual material supplied in the form of textbooks needs to be changed to convert these to workbooks designed to hone the cognitive tools and skills acquired in the process. A key indicator of progress in this regard would be providing funds from the State to meet the requirement of textual material, including the ABL materials. Steps should also be taken to ensure that all textual materials are in line with the ABL methodology.

R6: The textbooks need to be revised at the upper primary stage to make them serve as source books providing contexts for mind mapping and to facilitate critiquing and construction of knowledge.

R7: Efforts should be initiated to harness IT developments to access a wider range of knowledge sources and also to use the technology as a tool in classroom processes encouraging knowledge construction.

R8: ABL should be the first subject of rigorous evaluation and impact assessment supported by the Technical Cooperation Fund (TCF) being financed by DFID and led by NCERT under the SSA partnership with GoI.

R9: In the light of the evaluation of ABL and the state's experience with the intervention, the criteria for grading schools should be reviewed and re-structured to include the state's major learning goals and other quality objectives.

### ***Financial Management and Procurement***

R10: Elementary guidance has been given to the School Head Teacher and the President of the VEC regarding maintenance of basic, simple accounting records. This training needs to be continued to include other members of the VEC and also needs to be followed up by the BRTEs.

R11: The audit report for 2006-07 was due in December 2007 and is still to be submitted – this should be expedited by the State as a matter of urgency.

### ***Programme Management***

R12: The Mission **recommends** that greater use of the available data by education managers to focus efforts on the remaining OOSC and to deploy teachers more effectively, particularly in the 14 districts where PTR is above 60 in 135 schools.

## **Annexes**

### **Annex 1: Results Framework**

### **Annex 2: Infrastructure Provisioning**

### **Annex 3: ABL Summary from District Thiruannamalai**

### **Annex 4: ALM Summary from District Thiruannamalai**

### Annex 1: Results Framework – Tamil Nadu

S.No.	Outcome Indicators	Target Value		Mission comments and Recommendations	
		Baseline with source (2006-07)	2007-08		
<b>Goal I : All children in School / EGS centres / Alternative and Innovative Education Centers</b>					
1.	Number of children aged 6-14 years not enrolled in School/ EGS centres / AIE Centres		111989	103261	There are relatively few out of school children (OOSC) in Tamil Nadu; barely 2% of 6-14 year olds are not enrolled. The State has devised a systematic mechanism for reaching the remaining 100,000 or so OOSC identified in the current year.
2.	Number of children enrolled in schools	Primary level : Upper primary level : (2006-07-DISE)  EGS/AIE :	6158512 3624120  97296	6123687 3719066  84326	As per DISE data for 2006 the net enrollment ratio is 99.29 at primary and 98.25 at upper primary and the Mission applauds this excellent achievement.  All the remaining EGS Centres have been upgraded to formal primary schools. The AIE non-residential programmes are now all running in the formal schools. Given that ABL prevails in all schools and bridge courses and provides for the easy integration of all learners at every stage of learning, the Mission <b>suggests</b> that there is no longer a need for bridge courses – OOSC should be mainstreamed immediately.
3.	Ratio of Primary to Upper primary schools	(2006-07 : DISE)	2.70	2.77	The ratio of Primary Schools (PS) to Upper Primary Schools (UPS) has now reached 2.7:1 but is likely to increase to 2.77:1 in the current year owing to the up-grading of all the remaining EGS Centres. The State has targets for completing 1,200 new UPS within the next three years. This should reduce the ratio of PS to UPS to the level desired by the State of 2.3:1 by 2010.
4.	Number of children with special needs (CWSN) enrolled in school or alternative system including home based education		113009	118019	The number of children with special needs (CWSN) enrolled in schools and alternative systems, including home-based education, in 2007/08 out of 118,019 identified are 116,339 (98.5%). The number of CWSN identified seems too low – normally it would be expected that a minimum of 3% of children in a population would be classified as CWSN – on that basis, we should expect at least three times the number identified by the State. The Mission learned from a specialist NGO, People's Craft Training Centre (PCTC), that it is possible the proportion of CWSN might be 1.7% of the population of 6 to 14 years old. The Mission <b>recommends</b> , therefore, that the State review its methodology for identifying and following up CWSN and enlist the support of specialist agencies within the State, such as PCTC, in this regard.

S.No.	Outcome Indicators	Baseline with source (2006-07)		Target Value	Mission comments and Recommendations
				2007-08	
<b>Goal 2 : Bridging gender and social category gaps</b>					
5.	Girls, as a share of students enrolled at Primary and Upper Primary level.	Share of girls in primary schools:	48.39	48.43	The State has successfully bridged the gender gap in most aspects of elementary education: the girls' Net Enrolment Ratio (NER) is at par with boys at both levels and in all districts.  The State's view is that the most effective way of eliminating dropout is to improve the quality of education and considers the introduction of ABL and ALM to be the main strategy in this regard. It is clear from the field visits, however, that the most vulnerable group are girls, particularly those from SC and ST, in Standards 6 and 7. The KGBVs are contributing to the reduction of dropout amongst SC and ST girls in particular, but this intervention can only accommodate a small proportion of the vulnerable children. The Mission learned that many girls in Standard 6 and above consider that their needs are not being addressed – this will require special attention from the State both in terms of administrative and academic arrangements. To mitigate these effects and to retain all girls in elementary education, the Mission <b>recommends</b> that the Upper Primary sections, particularly those in High Schools, must be made more girl-friendly, especially for SC and ST. Infrastructure is a vitally important aspect of keeping older girls in school – the State should accelerate its construction of girls' toilets and provide sanitary facilities in all schools.
		Share of girls in upper primary school :  (2006-07: DISE)	48.16	48.07	
6.	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 :	24.62	24.58	The social gaps have almost been bridged: the NER at the primary level for SCs is 99.31%, higher than the State average, but it is 97.69% for STs. At the upper primary level the NER for SCs is 98.47%, higher than the State average and for STs, a little below the State average, at 98.15%. The enrolment shares of girls, SCs, and STs, in primary and upper primary is therefore maintained almost precisely relative to their share in the population at the state level. There are some pockets of the State where the numbers of OOSC are highest and this will require a block-based approach rather than a district level one
		Share of SC children in Upper primary :	24.70	24.78	
		Share of ST children in Primary Schools :	2.13	1.95	
		Share of ST children in Upper primary :  (2006-07: DISE)	2.02	1.77	



S.No.	Outcome Indicators	Baseline with source (2006-07)		Target Value	Mission comments and Recommendations
				2007-08	
<b>Goal III: Universal Retention</b>					
7.	Transition rates from Primary to upper primary	Transition rates from Primary to upper primary : (2006-07: DISE)	98.89	99.01	The transition rate from primary to upper primary is improving every year and has now reached 99.29%. The Mission applauds the State's achievement in this regard.
8.	Retention at primary level	Retention at primary level : (2006-07: DISE)	99.29	99.39	The retention rate at the primary level is even more outstanding: 99.39%.
9.	Retention at Elementary level	Retention rate at Elementary level : (If Elementary Stage is Class I to Class VIII) (2006-07: DISE)  Retention rate at Elementary level : (If Elementary Cycle is Class I to Class VII) (2006-07: DISE)	98.25    NA*	98.64    NA*	The retention rate at the elementary level is a little lower at 98.64%.  The dropout rate is extremely low relative to other States: 1.91 for primary and 4.08 for upper primary. It is remarkable that the girls' dropout rate is lower than the boys' at both levels (1.88 against 1.94 at the primary level and 3.63 against 4.53 at the upper primary level). However, dropout rates are higher in the case of STs at both levels (3.5 against an average of 1.91 at the primary level and 5.03 against the average of 4.08 at the upper primary level). The SC dropout rates are in line with State averages.

\* NA : Not Applicable

S.No.	Outcome Indicators	Baseline with source (2006-07)		Target Value	Mission comments and Recommendations
				2007-08	
<b>Goal IV Education of Satisfactory Quality</b>					
10.	Provision of quality inputs to improve learning levels (i) Teacher Availability	(i) Pupil teacher ratio at primary level :	31	29.29	The State has sanctioned 20,375 additional teacher posts out of which 18,933 teachers had been recruited by 31 <sup>st</sup> December 2007. The State is now reporting that only 1,442 teacher vacancies remain un-filled. These recruitments have brought the Pupil-Teacher ratio at primary down to 29 with the upper primary ratio now at 36. The Mission congratulates the State on achieving a PTR below 30 for primary education, but notes with concern that there are still 135 schools in 14 districts with a PTR greater than 60 at the elementary level. There is clearly a need for the state to address teacher deployment issues in these places in the interests of greater equity, particularly for those children living in remote areas.
		(ii) Pupil Teacher Ratio at upper primary :	37	36.04	
		(iii) Number of districts with PTR>60 at elementary level: (2006-07: DISE)	0	0	
	(ii) Availability of Teaching Learning Materials	Percentage of eligible students receive free text books : (Source)	100%	100%	The Mission also congratulates the State for its achievement in respect of the universal availability of textbooks funded from the State budget and the universal availability of ABL and other teaching learning materials funded from the TLM grants.  Taken to its logical conclusion, ABL envisages replacing the textbooks with structured and sequenced learning cards to facilitate individualized learning. Hence the nature and role of textual material supplied in the form of textbooks needs to be changed to convert these to workbooks designed to hone the cognitive tools and skills acquired in the process. The recurrent costs of the ABL materials and readers should be funded from the State textbook budget in recognition of their key role in the new teaching and learning methodology.
		Percentage of teachers received TLM grants : (Source)	100%	100%	
		Number of schools state-wise using materials other than textbooks : (e.g. workbooks/worksheets/ABL Cards/Kits/CAL/Supplementary books etc.)	4272	37486	
11.	Process indicators on quality (i) Teacher training	Percentage of teachers received in-service training against annual target : (Source)	100%	100%	There has been remarkable progress in raising the percentage of teachers receiving in-service training against annual targets and most notable is the systematic way in which ABL and ALM have been supported by training. The State reports that 100% of BRCs/CRCs are operational and fully functional and this is certainly the impression gained by the Mission during the field visits. As noted in the report, there has been transformational change in classroom practices and this will surely increase significantly the time spent on task.

S.No.	Outcome Indicators	Target Value		Mission comments and Recommendations	
		Baseline with source (2006-07)	2007-08		
(ii)	Teacher Support & Academic Supervision	<p>Percentage of BRCs/CRCs are operational : (Source)</p> <p>Effectiveness of BRC/CRC in academic supervision and improving school performance : (* Performance against agreed roles &amp; functions * Extent to which task are being done. * Extent of on-site support given to schools/teachers * Content &amp; quantum of training given to BRC/CRC * Perception of teachers/ stakeholders.) [Source]</p>	100%	100%	6,000 BRTes, an adequate number, have been recruited through a competitive process and effectively trained to deliver the ABL training and follow-up in each school. The SPO and DPCs have relieved the BRTes of data gathering burdens so that this vital cadre of resource persons can concentrate on providing the necessary onsite support and guidance to the teachers. BRTes' visits to schools last the entire day and are carried out once or twice per month for each school. The work of the BRTe is further augmented by the visits of AEEOs to facilitate and address the organizational aspects of the school. The implementation of ABL has utilized multi-pronged teacher preparation and a continuous support mechanism involving teacher visits to model schools (200 schools in Chennai and 10 schools in each block were developed prior to going state-wide and these were critical to the development of the approach), DVD technology and EDUSAT. There is no doubt that the success of ABL to date owes a great deal to the high quality of the BRTes – all of them have been recruited from private schools. In addition, the scaling up of ABL has been greatly assisted by the availability of demonstration models in Chennai and in each block for teachers to visit and practice in. Other key factors contributing to the success of ABL to date have been the excellent implementation of the initiative by the managers of SSA and the willingness and ability of Tamil Nadu's teachers to change their practice.
(iii)	Classroom Practices	<p>Change in classroom practices/ innovative methodologies in use: (* Teachers instructional time. * Student learning opportunity time. * Active student participation * Use of other materials in classrooms * No. of instructional days * No. of days teachers were</p>	220 5	220 5	All children are learning at their own pace following the learning ladder and the teacher provides guidance based on need and demand. The process has built in control of learners in assessing their own attainment levels as they climb the achievement ladder and decide the next step on their own. The passages of children up the achievement ladder is supported by easily identifiable logos on all of the materials, a rabbit for the preparation stage, a tiger for the introduction of the concept and so on. The learning materials are kept in stacks of trays and children have ready and easy access to these on their own without any mediation of the teacher. The teacher's role has

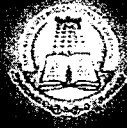
S.No.	Outcome Indicators	Baseline with source		Target Value	Mission comments and Recommendations
			(2006-07)	2007-08	
		assigned non teaching activities.)			become one of learning facilitator. The Mission found it remarkable to enter a classroom and find the teacher sitting on the floor with a small group of learners while the other children in the class are busily engaged in their tasks, totally oblivious to the strangers that have come into their midst.
	(iv) Pupil Assessment by States	Pupil Assessment System in place in schools :	<b>Quarterly/Hal yearly / Annual Examination system to assess the pupils.</b>	<b>Continuous and comprehensive evaluation which is inbuilt in ABL Methodology for I to IV Classes. Term Examination for Class<sup>V</sup> to VIII.</b>	Since the arrangement of the curriculum is in the form of a learning ladder with milestones to be achieved by each learner at each stage, continuous evaluation is built into the teaching and learning process. Hence, the system does not require the teacher to conduct periodic tests and examinations in the traditional sense. The Achievement Charts depict the progress of each learner and this is being continuously up-dated as each child achieves a learning milestone. The process also allows each child to keep track of her own attained level on the learning ladder. This pedagogic strategy obviates the need for separate remedial measures to ensure learning. In June 2007 every single child in all of Tamil Nadu's 37,486 Government and aided schools was initially assessed using ABL materials by his/her teacher with the support of the BRTEs. Following this assessment the learners were placed on the most appropriate stage for them in the learning ladder for each subject across the first four standards.

S.No.	Outcome Indicators	Baseline with source		Target Value	Mission comments and Recommendations
			(2006-07)	2007-08	
	(v) Attendance Rates Student Attendance	Student Attendance level at primary and at upper primary: (Source)	<b>96.47</b> <b>94.19</b>	<b>97.70</b> <b>97.24</b>	The Student attendance rates are high: the state reports 98% at the primary level and 97% at the upper primary level while the independent survey of student attendance has the state at 88% for both levels. The State's explanation for the 10% differences between its own reporting and the independent survey is that the State's survey is over-reporting. This issue needs attention in the year ahead. The Mission found a high rate of student attendance in the schools visited.
	Teacher Attendance	Teacher Attendance level at primary and upper primary: (Source)	<b>91.72</b> <b>91.38</b>	<b>91.76</b> <b>91.38</b>	The Teacher attendance rates are also high: the state reports 92% at the primary level and 91% at the upper primary level while the independent survey of teacher attendance has the state at 87% for primary and 89% for

S.No.	Outcome Indicators	Baseline with source		Target Value	Mission comments and Recommendations
			(2006-07)	2007-08	
					upper primary. The state's explanation for the 3-4% differences between its own reporting and the independent survey is that the State's survey is over-reporting. This issue needs attention in the year ahead. The Mission found a high rate of teacher attendance in the schools visited.
12.	Accountability to the community	VEC/SDMC/local bodies role in school supervision as per State mandate:		To a significant level	The State reports that 100% of VECs and local bodies are performing a reporting role in school supervision. The Mission observed a high level of community participation in schooling and saw evidence that VECs were operating well in all the schools and villages visited. There is a need, however, to shift the focus of VECs towards quality monitoring and ABL provides a significant opportunity to achieve this.
13.	National Student achievement level outcomes	Learning levels for Class III Percentage in Maths Percentage in Language (2003: NCERT National Assessment Sample Survey-BAS)	53.48 66.51		While it is pleasing to note that practically all the 6-14 year old children in the State, including those from special focus groups, are enrolled, regularly attending and completing elementary education, this achievement has not guaranteed quality.
		Learning levels for class V Percentage in Maths Percentage in Language Percentage in EVS (2005: NCERT National Assessment Sample Survey – BAS)	58.37 71.09 66.01		The assessment of student learning achievement carried out jointly by SSA and the Director of Elementary Education in 2006 showed that a large proportion of the Class V students included in the survey were not demonstrating basic learning levels in Tamil, Maths and English. NCERT's National Assessment Surveys (NAS) show a 9% deterioration of quality at Class V in EVS, Tamil and Maths between the SSA Baseline Assessment Survey (BAS) of 2001-02 and the SSA Mid-Term Assessment Survey (MAS) of 2006-07. The Annual Status of Education Reports (ASER) of 2005, 2006 and 2007 place Tamil Nadu behind all the States in terms of Standard III – V reading levels.
		Learning levels for Class VII/VIII Percentage / Percentage in Maths Percentage / Percentage in Language Percentage / Percentage in Science Percentage / Percentage in Social Science (2002: NCERT National Assessment Sample Survey – BAS)	- - - -	- - - -	Tamil Nadu was not included in this Survey.

**Annex 2**  
**Monitoring Indicators**  
**Infrastructure Provisioning**

Unit	S. No.	Category	Cumulative up to 2007-08		
			No. sanctioned	No. completed (as on 31.12.2007)	% of completion
State Total	1.	Classroom constructions	37983	30083	79.20
	2.	Opening of new primary schools	1610	1610	100.00
	3.	Opening of new upper primary schools	3362	3362	100.00
	4.	Appointment of teachers	20375	18933	92.92
	5.	Provision of drinking water facilities	9414	9414	100.00
-	6.	Girls toilet	6305	6305	100.00
	7.	Enrolment in EGS/AS			
		2002-2003	574069	108000	18.81
		2003-2004	466069	255144	54.74
		2004-2005	279458	201007	71.93
		2005-2006	169262	116918	69.08
		2006-2007	111989	97296	86.88
		2007-2008	103261	75285	72.91

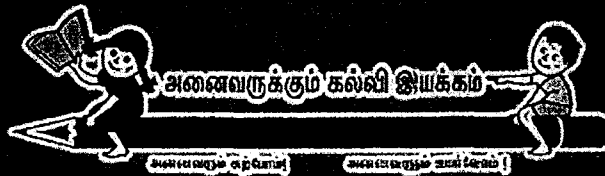


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**SARVA SHIKSHA ABHIYAN**



**ACTIVITY BASED LEARNING**

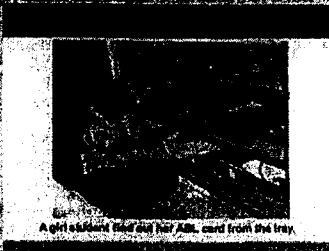


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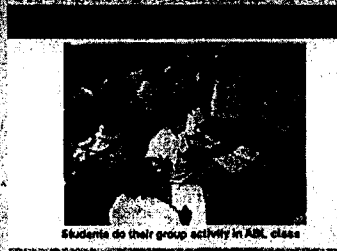
Town Hall Middle School Campus, Near Bus Stand,  
Tiruvannamalai - 606 601, Tamil Nadu.

**SUBJECTWISE & STANDARDWISE ABL  
CARDS PARTICULARS**

Subject	I Std	II Std	III std	IV std
Tamil	316	142	169	200
English	614	419	447	356
Maths	337	153	228	254
EVS Science	173	184	184	240
EVS Social Science	-	-	148	193
<b>Total</b>	<b>1452</b>	<b>898</b>	<b>1176</b>	<b>843</b>



A girl is picking up her ABL card from the tray.



Students do their group activity in ABL class.

**STANDARD & SUBJECTWISE CARD DETAILS**

Subject		No. of Cards
I - IV	Tamil	827
I - IV	English	1836
I - IV	Maths	972
I - IV	EVS Science	793
III - IV	EVS Social Science	341



A girl is using the low level board to improve her handwriting.



A boy is taking his level of ABL Card.





Self attendance by a boy.

Roll No.	1	2	3	4	5
1					
2					
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4					
5					
6					
7					
8					
9					
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11					
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Teacher Helping the students of Group - I

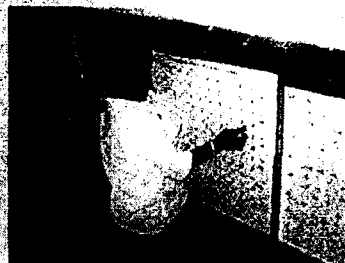
Infrastructure Arrangements (Adequate Learning Environment)

Roll No.	1	2	3	4	5
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Students do their peer group activity

The key feature of the ABL method is that it uses child-friendly educational aids to foster self-learning and allows a child to study according to his or her aptitude and skill.

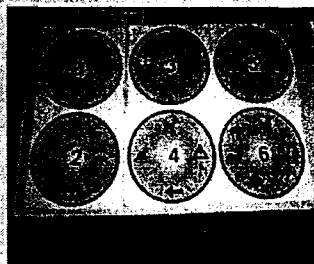


A girl is using ladder to identify her milestone

THE HINDU

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According to observers the ABL method has created a visible improvement in children's learning and psychology. Children learn to make independent decisions at a young age, from choosing their activity card for the day, to marking their own attendance.



Grouping cards for group activity

ABL GROUP DIVISION

- I Group : Fully Teacher supported
- II Group : Fully Teacher supported
- III Group : Partially Teacher supported
- IV Group : Fully Peers supported
- V Group : Partially Peers supported
- VI Group : Self supported



Teacher Helping the students

## THE HINDU

### SEI competencies in five years

In the primary education, every child is expected to complete SEI competencies within five years that is from Standard I to Standard V.

Only a handful of children, those complete the expected competencies. This is a phenomenon in the conventional system of teaching. This should be overcome. The ABL aims to overcome this shortcoming.

The ABL is best suited for multi-grade and multi-level of teaching. Pupils learn every particular competency. Evaluation would be done then and there, but without the knowledge of the children.

Attention should continue their studies from where they left the schools.

Children could finish themselves in more cost-effective.



Students doing their group Activity

### FIRST INITIATIVE FROM TAMILNADU GOVERNMENT POLICY NOTE 2004-07

Quality of Education basically depends on the method of teaching adopted by the teachers in the class rooms. Generally child-centred and participatory approach is followed in the class room transaction. Peer group learning, learning through small activities, dance, stories, drama and songs are the highlights of the ABL learning approach and it has yielded excellent results among the students.



Students are writing test in the low level board with their test cards.

### Implementing strategy at the District Level

- 10 Schools per Block selected as Model Schools in the year 2005-2006.
- ABL cards of Chennai Corporation were used.
- Another nine schools per Block introduced ABL in the year 2006-07
- All AEEOs and BRTEs were trained by Chennai corporation school teachers
- Annual refresher training issued to Primary Teachers in 2005-2006
- OIC Trainings granted ABL in schools.
- ABL cards were supplied to all schools in 2004-2007
- GO on Teaching Strategy was issued in 2007-2008
- Government announced ABL as a quality initiative in Tamilnadu



A girl is doing her activity with autorickshaw card

### New Initiatives and Projects Special Efforts towards Quality Improvement Activity Based Learning (ABL)

#### What is ABL?

The ABL approach is unique and effective to attract children to schools. The teachers who are involved in implementing this method have developed activities for each learning unit which facilitated readiness for learning, instruction, reinforcement and evaluation. ABL has transformed the classrooms into hubs of activities and meaningful learning.



A girl helping another girl to learn her card.

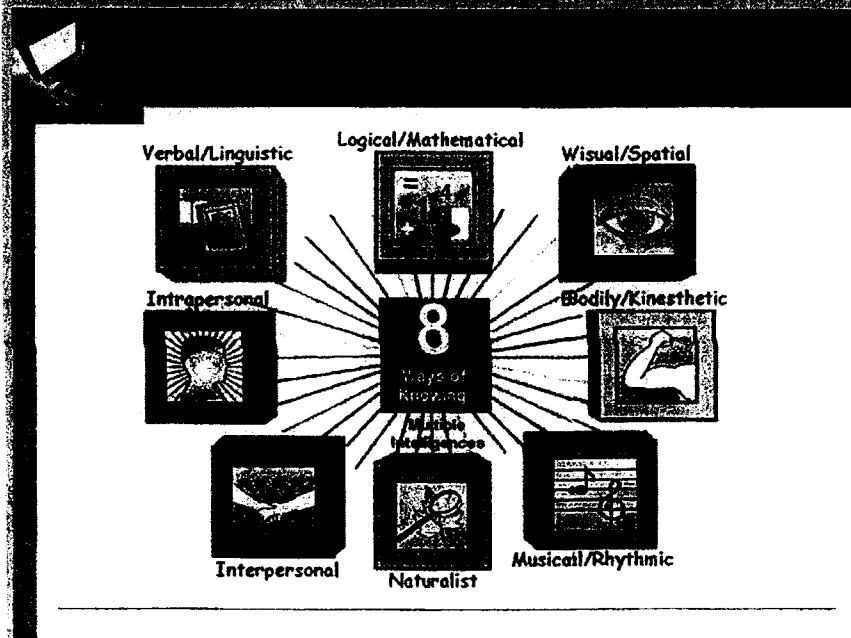
### ORIGIN OF ABL IN TAMILNADU

The ABL concept has been taken from the Right Valley practices. This has been introduced in the Corporation Schools of Chennai with slight modifications. Seeing the success of the scheme, this has been introduced in the Panchayat Union Schools with due recommendation from Joint Review Mission I in the year 2004-05.

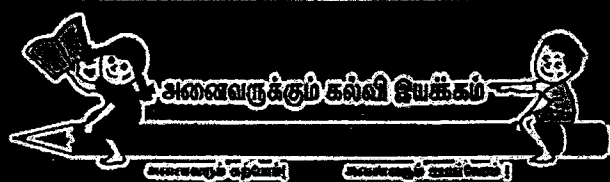


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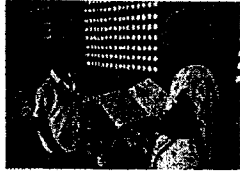
# SARVA SHIKSHA ABHIYAN



# ACTIVE LEARNING METHODOLOGY



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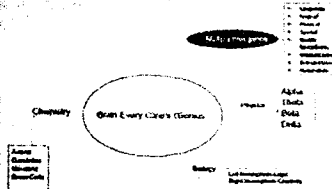
The Teacher appreciates the student's attempt



#### ALM-A Multi disciplinary approach

Area	Conceptions
Biology	Brain Left Hemisphere Logic Brain Right Hemisphere Creativity
Physics	Alpha and Beta brain wave activity period is the suitable time for learning
Chemistry	Brain Cells -Neuron connection formation and Protein digestion
Education and Psychology	Learners learn best by their own Learning Styles ( Visual, Auditory and Kinesthetic)
Howard Gardner	Every individual possesses more than one intelligence. Tapping the intelligence is the responsibility of the facilitator

#### ALM-MIND MAP



#### Right & left brain learners

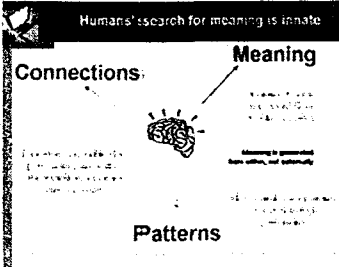
Left	Right
Language	Visual
Logic	Daydream
Attention	Global appreciation
Acceptance	Optimism
Clarity	Intuition
Structure	Imagination
Orderly of things	Change
Open to advice	One-to-one just
Optimistic	Only dreams
Overwhelmed fast	Overwhelms facts



PUMS-Kūsimupakkam in Thandampet block, VIII std students are at ALM mindmapping work



The students are doing the mindmap and writing the consolidation of the subject



**Learning and memory: two sides of a coin to neuroscientists**

Learning is achieved through the alteration of synaptic efficacy

A cell is stimulated repeatedly so it excites a nearby cell.

The cell has learned to respond differently

The more stimulus, the more likely long term memory is created

Learning occurs when a cell requires less input from another cell the next time it is activated

What are the implications for learning

It is no better to be a right or left-brained learner

The learning should be:

- ✓ Varied
- ✓ Nourishing
- ✓ Tasty

**ALM MINDMAP**



Students draw the mindmap for science subject at PUMS-Tharadapet in Thandrapet block.

What skills must student learn to be literate in 21<sup>st</sup> century?

Competition  
Cooperation  
Collaboration

### The Eight Intelligences

Gardner's theory of multiple intelligences



- Linguistic
- Logical
- Musical
- Spatial
- Bodily-Kinesthetic
- Interpersonal
- Intrapersonal
- Naturalistic

### Skills for 21<sup>st</sup> Century Education

Let us transform our class rooms into a Creative learning space by letting students

Talk  
Build  
Create  
Collaborate

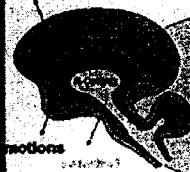
### We learn in a passive, quiet

We learn:

- 22% of what we read
- 29% of what we hear
- 50% of what we see and hear
- 70% of what is discussed with others
- 80% of what we experience personally
- 90% of what we teach someone else

### Neuroscience findings

Learning



The brain has a wired structure

The brain is not a computer

The brain changes with use (neuroplasticity)

**INDIA**  
**SARVA SHIKSHA ABHIYAN (SSA)**  
**SEVENTH JOINT REVIEW MISSION (JRM)**  
**WEST BENGAL STATE REPORT**  
**22<sup>nd</sup> to 29<sup>th</sup> January 2008**

**1. Introduction and Summary**

On behalf of the 7<sup>th</sup> JRM of SSA, Alok Guha (GoI nominee), I.P. Singh (GoI nominee) and Sam Carlson (World Bank), visited West Bengal from 22<sup>nd</sup> to 29<sup>th</sup> January 2008. The mission assessed the progress being made towards the objectives of SSA, and examined the institutional and fiduciary arrangements in place for effective implementation of the programme. In addition to discussions in the State capital of Kolkata, the mission visited the districts of 24 South Parganas and 24 North Parganas. The mission met with the Honourable Minister of School Education, the State Project Director, District Project Officers from a large number of districts, the Boards of Primary and Secondary Education, the head of SCERT and other key officials involved in SSA. The independent monitoring reports by the Indian Institute of Management, Kolkata and Visva-Bharati University, Sriniketan, were also reviewed. The mission would like to express its sincere appreciation to the State of West Bengal for the excellent organization of their visit, the positive spirit of honest discussion, and the kind hospitality in all respects.

Overall progress in implementing SSA has improved considerably from previous years, whether measured by enrollments, expenditures, quality or equity.. Over the past 12 months, the proactive enrollment of out-of-school children, enhanced institutional coordination, and improved data collection and its usage for decision-making at all levels are particularly noteworthy. However, implementation is still well below agreed-upon targets for the year 2007-08 in many respects. Major challenges remain in retention at the primary level and adequate provision of education at the upper primary level, although the mission noted with satisfaction that these challenges have been recognized and are being addressed.. In terms of quality, West Bengal's relatively excellent performance on recently conducted NCERT student achievement tests is promising, although high pupil:teacher ratios continue to be an issue, particularly at the upper primary level. Delays in the flow of funds from central to school levels are particularly troubling; the State and most districts have significantly improved their implementation capacity but are constrained by inefficient financial management.

Finally, West Bengal's standing in the 2006-07 Composite Education Development Index (encompassing access, infrastructure, teacher and outcome variables), which combines indicators at both primary and upper primary levels, is 33 out of 35 states and Union Territories. This is quite alarming, and a decline of one rank from 2005-06. The picture which emerges is of a system which is functioning well for the majority of students, but rather poorly for the others.

## 2 Progress Towards SSA Development Objectives

### 2.1 Objective 1: All Children Aged 6-14 in School/EGS Centres/Alternative and Innovative Education Centres

#### 2.1.1 Basic data on enrollments and out-of-school children

To its credit, the State of West Bengal undertook a comprehensive Household Survey in December 2006, which revealed a 42 percent *increase* in recognized out-of-school children from 911,006 to 1,292,735 (545,677 at the primary level and 747,058 at the upper primary level). Since that time, **750,569 (58 percent) of those out-of-school children have been enrolled**, leaving 492,390 children yet to be enrolled. This mission would like to acknowledge this major accomplishment, as it reflects a pro-active measure by the State to identify and enroll out-of-school children. This effort was evident in discussions with the District Magistrates, as well, who expressed their personal engagement in reaching out-of-school children identified in their districts.

DISE 2006-07 shows total elementary enrollment increased from 2005-06 from 12.6 million students to 13.35 million students, an increase of 750,000 students. This translates into a Gross Enrollment Rate (GER) of 111 percent (up from 104 percent in 2005-06) and a Net Enrollment Rate (NER) of 93 percent (up from 85 percent in 2005-06). These are significant increases in a short period of time. However, at the Upper Primary level, the calculated GER and NER are just 71 and 51 percent, respectively. These rates increased from 2005-06, but are still far too low. The NER is particularly troublesome, and reveals large numbers of over-age children due to high repetition rates.

To achieve the objective of one upper primary school for every two primary schools, the State needs to open 15,000 upper primary schools (or their equivalent in sections in secondary schools), compared to the existing stock of 10,000 upper primary schools. In 2007-08 the State has fixed a target of opening 400 upper primary schools, but this is running behind schedule; 265 schools have been sanctioned. Obviously, this will require an increased commitment from the State in terms of recruitment of upper primary teachers, as quickly as upper primary classrooms can be constructed. The mission was informed that a medium-term strategic plan for addressing this massive unfinished agenda would be included as part of the 2008-09 AWP&B, which is a very positive first step.

Student attendance remains an important issue, requiring increased oversight from Village Education Committees, teachers and district/circle inspectors. This figure was corroborated in the Independent Monitoring Report prepared by IIM, Kolkata. In the small sample of schools visited by the mission, these figures were confirmed to be roughly accurate. However, the mission notes the 2006 Diagnostic Achievement Test (DAT) conducted by West Bengal Board of Primary Education calculated primary level attendance at 82.9 percent.

The provision of the midday meal was cited by all those interviewed (parents, teachers, school officials, etc.) as an important incentive to increase enrollment of out-of-school children. In fact, many Standard I classes have high percentages of under-age children who are sent to school in large part to benefit from this program. The mission notes the Department of Education issued new guidelines for the implementation and monitoring of midday meal in January 2007, which appears to have helped overall program management.



### 2.1.2 Alternative Schooling Systems

Education Guarantee Scheme (EGS) schools function in 16,054 centers at the primary level, operated by the Panchayat and Rural Development Department, under the name Shishu Shiksha Kendra (SSK), reaching 1,488,107 learners in grades I-IV (enrollment in SSK schools was 12 lakh in 2006). At the upper primary level, a similar model of alternative schooling is also offered by P&RDD, Madhyamik Shiksha Karmasuchi (MSK), which reaches more than 285,000 learners through 1,752 permanent centers. SSK and MSK schools received SSA financial support in 2005-06 and 2006-07, but not in 2007-08; these EGS centers are now entirely funded through State budgets. This reflects a decision by the State not to upgrade these centers to regular schools. The mission remains concerned that serious overcrowding, poor infrastructure (classrooms, furniture, toilets, etc.), lack of teaching and learning materials (TLM), and lack of trained teachers (observed by the mission in a visit to one SSK school and observed by the JRM in 2006) is negatively affecting the quality of learning for these children. It was agreed during the mission to undertake a comparative study of a representative sample of students' performance on the Class II and Class III external examinations, between regular and SSK schools, to shed light on this question.

A second alternative school run by an NGO supported by SSA was visited by the mission, serving 123 children in two shifts in a one-room school of thatched walls and roof, surrounded by the Calcutta dump. As reported by parents interviewed, despite there being a municipal primary school approximately 1 kilometer away and attempts to close this school down by elected officials, they prefer the school close to their homes (where their children also receive midday meal) and avoid the risk to their children's security involved in traveling to the school. Attendance is high in grade 1 (46 students) but low in grade 4 (12 students), suggesting either high dropout or transfer to the regular school. The teacher interviewed stated that about 15 percent of Grade 2 children can read, another 40 percent can read a little, and the rest cannot read at all. Children had received textbooks and teachers said they were paid on a regular basis (Rs. 1500 per month per shift). While enthusiasm at the school visited was visibly high, the infrastructure was seriously deficient, with a leaking roof, no toilets, and a small space to conduct two classes simultaneously. Teachers also expressed a desire for sports and recreational equipment.

### 2.1.3 Civil Works: Classrooms/Circle and Cluster Resource Centers

The table below shows the status of civil works under SSA as presented by the State Project Office (as of December 31, 2007), and shows serious delays and underperformance. In terms of additional classrooms, only 25 percent of the approved target has been undertaken, with less than 1 per cent completed, and no additional classrooms sanctioned for upgrading primary schools to upper primary schools have been taken up at all. Construction of CLRCs<sup>1</sup> and CRCs (if all works initiated are completed) will be just 15 percent and 37 percent, respectively, of approved targets. Construction of girls' toilets has a higher initiation rate of 56 percent of the approved target, while only 9 percent of approved major repairs have been taken up. In none of the schools visited were toilets or new classrooms barrier-free for children with special needs. **Without improved implementation of civil works, Objective 1 will simply not be achieved.**

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<sup>1</sup> Circle Resource Centers (CLRC) operate as the nodal center for SSA at sub-district level, instead of Block Resource Centers.

Analysis of the reasons for extremely low completion of civil works (particularly of additional classrooms, the core activity) points to at least four factors: major shortfalls and delays in the flow of funds from central to school levels (as of January 27, 2008, the State has received just 45 percent of approved plan, with just two months left in the fiscal year); slow start-up of civil works due to late receipt of funds and monsoon season; lack (and high turnover) of junior engineers to oversee classroom construction and verify Utilization Certificates (U/Cs), due to low salaries relative to demand for their skills elsewhere; no initiation of process to select suppliers of materials by VECs until funds are deposited in VEC accounts. It is hoped that Gol's recently announced policy to provide ad hoc releases in April equivalent to 25-50 percent of previous year's expenditures will help to overcome these constraints.

The lack of funds early in the fiscal year (before the monsoon season begins) means most civil works are not even initiated until October (six months into the FY). Either the State needs to be encouraged to retain a significant spillover from the previous FY (no penalty for underspending applied) so that it can undertake civil works in April-June (before the monsoon season), or Gol needs to accelerate its transfer of funds to West Bengal (first receipt of '07-'08 funding was in July 2007, too late to begin most civil works).

<b>Status of Civil Works under SSA for 2007-08</b>					
	AWP&B approved target for 2007-08	Works begun	Works Completed	In Progress	Not Undertaken
ACR	28,422	7,119	91	7,028	21,303
CLRC	20	3	0	3	17
CRC	774	285	0	285	489
Upgrade ACR	4,800	0	0	0	4,800
Girls' Toilets	6,508	3,615	0	3,615	2,893
Major Repair	1,883	166	0	166	1,717
ACR		25%	0.3%	25%	75%
CLRC		15%	0%	15%	85%
CRC		37%	0%	37%	63%
Upgrade ACR		0%	0%	0%	100%
Girls' Toilets		56%	0%	56%	44%
Major Repair		9%	0%	9%	91%
Status as of December 31, 2007					

The consequences of this are all too clear: DISE data (2006-07) shows that 27 percent of all primary and upper primary schools have a student:classroom ratio over 60, compared to 17 percent on average nationwide. There is down from 37 percent in 2005-06, which shows major progress, but much remains to be done.

The State Project Office has coordinated with other initiatives, such as the Total Sanitation Campaign (TSC) to ensure drinking water and toilet facilities (for those schools not receiving financial support from SSA in 2007-08). This has helped to address the gaps, but not entirely.

The updated DISE reported 88 percent of primary schools have drinking water and 80 percent have toilets at the primary level.

#### 2.1.4 Teacher and Para-teacher Recruitment

Due to an ongoing court case (since September 2005) no recruitment of regular primary teachers has been permitted.<sup>2</sup> Education authorities need to push for a speedy resolution of this outstanding court case, particularly in light of West Bengal's high primary PTR of 45:1. This is particularly important given that many teachers are due to retire soon (age 55). There is a shortage of more than 40,000 primary and upper primary teachers. Out of 14,201 sanctioned regular upper primary teachers, more than 60 percent have been recruited during 2007-08, with the remaining teachers to be recruited in the upcoming months. However, more upper primary teachers are urgently required, in view of the extremely high PTR (61:1, DISE 2006-07) and the expected large number of additional upper primary classrooms to be built in the years ahead.

To compensate for the shortfall in regular teachers, almost 54,000 para-teachers have been hired as of December 31, 2007, out of a target for the year of 63,000, with the recruitment process for the remaining teachers to be completed shortly. Most of the para-teachers have been hired at the upper primary level, to address the particularly high pupil:teacher ratio at this level. Officials interviewed by the mission at state, district and school levels indicated satisfaction with the performance of para-teachers, in terms of attendance, classroom behavior and sense of responsibility to ensure student learning.

Primary Teachers		Upper Primary Teachers		Total	
Target	Recruited	Target	Recruited	Target	Recruited
25,781	19,362	37,010	34,540	62,791	53,902

Despite relatively successful attainment of para-teacher recruiting targets and the reported good performance of para-teachers, the mission remains concerned that para-teachers are being insufficiently compensated for their work. This applies to teachers at alternative schools, as well. The table below shows emoluments to para-teachers in different states by level, and suggests West Bengal has not remained competitive. This leads to high turnover, loss of experience, repeated recruitments and inductions, and continued high pupil:teacher ratios. At a minimum, para-teachers need to be paid on time, no less than on a monthly basis.

#### **Comparison of Para Teacher Emoluments by State (Indian Rupees Per Month)**

	WB	AP	Bihar	Chhattisgarh	Gujarat	J&K	Jharkhand	MP	Maharashtra	Rajasthan	UP	Uttarakhand
Primary	1500	1500	5000	3900	2500	4500	3000	3500	3000	2000	3000	6000
Upper Primary	3000											

Source: Deployment and Professional Competency of Para Teachers, NCAER, November 2007.

<sup>2</sup> The court case surrounds the issue of required qualifications for regular primary teachers, specifically whether West Bengal Board of Primary Education or National Council for Teacher Education guidelines will apply. This has also paralyzed the functioning of most teacher training institutions. Not only are no regular teachers being hired, none are being trained in anticipation of a resolution of this issue.

### 2.1.5 Summary and recommendations regarding Objective 1

- Concentrate financial resources on expansion of the upper primary level
- Ensure parity of educational provision between regular and alternative schooling
- Accelerate teacher and para teacher recruitment campaigns at both levels
- Consider increase in para teacher salaries, at both primary and upper primary levels
- Consider increase monthly salaries of junior engineers to keep up with labor market and ensure civil works supervision (physical and financial)

## 2.2 *Objective 2: Bridge Gender and Social Category Gaps*

### 2.2.1 Girls Education

West Bengal has a Gender Parity Index (GPI) of .97 in Primary Schools and .98 in Upper Primary Schools, better than the national averages of .93 and .87, respectively. The gender parity index declined slightly at the primary level from 0.98 in 2004-05 to 0.97 in 2006-07, whereas at the upper primary level it improved from 0.94 to 0.98. The share of girls enrolled in primary school is 49.66 percent whereas in upper primary school it is 49.69 percent. The target for 2007-08 is 49.72 and 49.75 percent, respectively.

The steps taken to bridge the gender gaps are:

- a) Awareness Programme through Ma-O-Meye Melas organized at 91 CLRCs, 7 Blocks, 75 Gram Panchayats and 2 Municipalities;
- b) Establishment of 47,390 (94 percent) of Mother Teacher Associations (MTA) out of 49,898 schools and the training of 96,289 MTA members;
- c) Training Resource Material developed on the Role of Mother (Mayeder Bhumika) and distributed to MTA members at primary level;
- d) Preparation of guidelines on formation of MTA in Upper Primary School distributed to key resource persons (KRPs) from 20 educational districts and circulated to District Inspector (Secondary), District Project Officers and to all schools;
- e) Orientation of 14,284 Primary School teachers, 519,526 VEC members, 31,655 WEC members and 8,868 Self-help groups (cumulative since beginning of SSA);
- f) Health check ups of 203,460 girls; and
- g) Provision of Rs.150 for textbooks for all girls in upper primary school.

**NPEGEL** was sanctioned for 59 Educational Backward Blocks (EBB) in 10 Districts, 1,064 CRS were selected, 335 Cluster Coordinators are engaged for supervising, out of which 480 clusters were distributed with Sports material, Library books and V.T. equipment. Remedial teaching was provided for 3,021 girls in 2006-07. This was corroborated by the team's visit to a NPEGEL center, where computers have also been provided.

**KGBV:** 59 schools have been identified in 10 EBBs for Model III KGBV hostels for girls from SC, ST, Minority groups. In 2006-07, 52 KGBVs have been operationalised. 2,187 girls at risk of being drop-outs were enrolled and provided food, tutorials, uniforms, books etc. The team visited one KGBV and found 33 Muslim girls, 11 S.C, 6 ST and 2 girls with Physical Handicaps. Their health and academic parameters had been carefully monitored and all showed significant progress. The girls in class VIII expressed a strong desire to continue their studies after Class VIII, ideally in a KGBV.

### 2.2.2 Education of Children With Special Needs (CWSN)

Overall, out of 191,444 CWSN identified in West Bengal, 163,342 (85 percent) have been enrolled in schools, or alternative systems including home-based care. The target for 2007-08 has been met. The Independent Monitoring report of IIM Kolkata specifically mentions that on an average, 63% of enrolled CWSN were present in school during their visits to 3 districts. In a small study conducted in Murshidabad District, it was found that the completion rate for primary schooling for girls was 62 percent and 55 percent for boys, which is laudable.

There are 196 District Level Resource Organizations (DLRO) with 709 RCI- trained Special Educators and 4,694 KRPF helping with class room teaching (itinerant) and 14,521 children in home based education. According to the SPO, 34,707 aids and appliances have been distributed and 46,421 ramps have been built, covering more than 70 percent of all elementary schools (although in none of the schools visited by the mission were ramps available). In creating barrier-free features, West Bengal is 4<sup>th</sup> highest in the country, with Delhi at 100 percent followed by Karnataka at 87.50 percent, Chhattisgarh at 83.49 percent and West Bengal at 78.31 percent.

The mission appreciated the huge success of bringing so many CWSN into regular schools; they were seen even in KGBV, NPEGEL, AIS and in an SSK. IED posters were seen in the CLRCs visited and are regularly included in teachers' training, and as a result there is more information and awareness at all levels of the system. In one school a special educator was observed providing speech training to 4 CWSN. These are huge gains. The mission feels that now this effort must move onto the next level and look at academic gains, self-confidence gains and systemic changes. The mission recommends that SSA adopt a rights-based approach to education of CWSN as a result of GoI's ratification of the UN Convention on the Rights of Persons with Disabilities.

However, JRM Team's visit identified some gaps in training of Special Educators vis a vis Inclusive Education, the frequency (and therefore the impact of their training) of their visits to schools, lack of available aids and appliances, non-availability of IEDC grants ( for uniforms, text books, escorts, travel allowance, etc.) although 71,153 have been quoted as having benefited from the IEDC Scheme. The functioning of DLROs also needs attention in their role of monitoring and providing technical support for Special Educators. The State has trained 135,981 teachers in 1-day module, and 149,116 in 3-6 day module. A total of 63,205 persons other than teachers have been oriented to IED issues and the VEC members / MTAs, were generally found to be supportive of the inclusion of CWSN. However, the number of teachers with RCI's 90-day module on IED is only 734 (0.31 percent of all elementary teachers). It may be noted that the VECs visited by the mission had members who were parents of CWSN.

### 2.2.3 SC / ST and Muslim

As per the State's updated DISE and population figures, SC share of the population in the State is 23.0 percent, whereas enrollment is 28.81 percent at the primary level and 26.64 percent at the upper primary level (well above the share in the population). The ST share in the population is 5.5 percent in West Bengal whereas enrolment in primary is 7.27 percent in 2006-07. However, at the upper primary level, enrollment is just 5.23 percent, below the ST share in the population –

this needs attention. To address this, free textbooks are provided at upper primary to both ST and SC boys and girls.

The population of Muslims in the general population is 25.25 percent whereas enrollment is 27.92 percent at the primary level. However, enrollment at the upper primary level is just 19.63 percent, suggesting that continuing interventions are necessary to retain Muslims in schools through upper primary. The mission notes that free textbooks are not provided to Muslim children and those from OBCs.

In short, interventions are needed at the upper primary level for both ST and Muslim children. Some which have been carried out during 2007-08 include:

- 1) Awareness Campaign through posters, hoardings and Folk media.
- 2) Bharti Sunischitkaran Karmasuchi had special emphasis on SC / ST / Minority.
- 3) Retention drive.
- 4) Free text books.
- 5) Book Bank.
- 6) Cluster Specific Approach.
- 7) Pedagogical Inputs.
  - a) SFG Sensitivity to teachers for ILIP + TLM etc (four SFG groups)
  - b) Remedial Teaching Camps
  - c) Special Camps for SC / ST for contextual skills.
  - d) Bridge Language Inventory at CRC level where linguistic barriers exist.
- 8) Hostel facilities like KGBV
- 9) NPEGEL for girls from SFGs.
- 10) Children 3 high minority concentration districts receive regular health check ups, textbooks.
- 11) In Uttar Dinajpur, initiatives are taken for assessing the needs of unrecognized Madrasa / Makhtabs.
- 12) For 506 recognized Madrasas the following was provided: 931 ACR, 4 new school buildings, 372 Drinking Water and Toilet facilities, 675 additional and Para Teachers provided.
- 13) Teacher Training, as for other teachers – TLM, Pedagogy, etc.
- 14) Bridge Course, EGS, Books, Girls Dresses.

### **Recommendations regarding Objective 2**

- Ensure toilets for girls in ALL schools.
- Consider increasing the number of KGBVs and their capacity (from 50-100 girls), as these appear to be highly successful.
- The State consider providing residential facilities at the secondary level so they can complete their schooling, as is being done in Andhra Pradesh.
- Use innovation funds to assist in transportation of SC, ST and minority upper primary students living far from school.
- That SCERT be requested to coordinate with RCI in the development of Two Modules for Master Trainers on IE, one for General Educators and one for Special Educators and execute the same through NIHH (ERC), NIVH (ERC) and NIMH (ERC) and maybe 3 – 4 good cross-disability NGOs only.

- That various channels be explored for the provision of aids and appliances, including those which are freely available.
- That Disability Commissioner's Office has stronger convergence with SSA, and that DMs be sensitized through Teleconference on the imperatives of Disability Certificates for All Children with Special Needs.
- State should conduct specific workshops be held for development of TLM, inclusive methodologies, peer tutoring, etc.
- Consideration should be given to allotting a specific funding line item for Inclusive Education in the AWP&B.
- The States should devise long-term strategies and plans to effect systemic changes which make education of CWSN a part of the responsibilities of the general classroom teacher through more inclusive methodologies, curricular flexibility, appropriate evaluation procedures and relevant TLMs. The role of the Special Educator should be that of a Resource Teacher and the role of DLROs and SLROs should be in provision of support services (such as PT/OT/speech) as well as in capacity-building.

### 2.3 *Objective 3: Universal Retention*

#### 2.3.1 Retention, Dropout and Repetition Rates at Primary and Upper Primary Levels

DISE 2006-07 shows West Bengal's retention rate at the primary level to be 61 percent (compared to 70 percent nationwide). The average repetition rate was 13.5 percent, or double the national average of 6.6 percent, while the average dropout rate was 9.4 percent (compared to 8.6 percent nationwide). It is clear that this issue needs greater attention at all levels. Too many children are leaving the system before completing grade 4.

More positively, for those students who do complete grade 4, the transition rate to upper primary was 88 percent (compared to 84 percent nationwide). Serious retention issues arise again at the upper primary level, with 21 percent repetition (compared to 6.4 percent nationwide) and 15.78 percent dropout (data source: West Bengal State Project Office). Given the lack of upper primary schools (meaning long distances from home to school), classroom overcrowding (PTR of 61), and other factors, it is perhaps not surprising that internal efficiency is so low at the upper primary level. According to the State Project Office, dropout is especially high after Grade 5 as students shift to upper primary, which calls for targeted teacher professional development and teaching-learning materials to enhance remedial instruction.

#### 2.3.2 Summary and recommendations for Objective 3

- Special efforts should be undertaken to sensitize VECs and upper primary Management Committees of the importance of children remaining in school until they complete their level;
- The Quality Monitoring Table to be used by the sub-inspectors/CLRCs should track repetition and dropout more closely, disaggregated by disadvantaged groups, with specific targets for reduced repetition and dropout fixed for each circle and district;
- Additional classrooms and teacher recruitment at the upper primary level are needed to make schooling more available and attractive, raising student demand;
- The Department of Education and West Bengal Board of Secondary Education should accelerate roll-out Continuous Comprehensive Evaluation (CCE) at the upper primary

level, including teacher professional development for its application, to identify those learners who need remedial attention (preventing repetition and/or dropout).

#### **2.4 Objective 4: Education of Satisfactory Quality**

##### **2.4.1 Pupil Teacher Ratios at both levels**

The State's updated DISE 2006-07 indicates the PTR (including para teachers) at the primary level is 41 (compared to 36 nationwide), and 61 (including para teachers) at the upper primary level (compared to 32 nationwide). (Note: ASER 2007 estimates the PTR at the primary level to be 45:1, and 54:1 at the upper primary level.) For elementary schooling overall, the PTR is 48. In addition, 27 percent of all elementary schools had a pupil-teacher ratio over 60 (compared to 17 percent nationwide). This shows progress from earlier years, but still reflects inadequate provision of teachers to ensure quality, particularly at the upper primary level. Furthermore, out of a total of nearly 50,000 primary schools, more than 31,000 schools (more than 60 percent) operate with three or fewer teachers (i.e. as multi-grade schools). Additional teachers and para teachers are urgently needed (see discussion on teacher recruitment). The gains made in enrollment are being offset by the persistence of this situation.

More positively, the decision by the State to extend the school day by 30 minutes for primary schools and by one hour for upper primary schools is a welcome step to increase teachers' time on task and students' opportunities to learn.

##### **2.4.2 Textbooks and TLM**

The Boards of Primary and Secondary Education have been active in revising curriculum and the full range of textbooks with SSA financing. This has been a major undertaking which the mission congratulates. The State of West Bengal assumed financing of textbooks for ALL students at the primary level. Missions visits to schools confirmed universal distribution of textbooks, and both teachers and parents indicated the textbooks had been distributed to schools on time. SSA finances textbooks for targeted categories of children at the upper primary level, although it was not possible to confirm the availability of these books in the schools visited (poor weather and timing meant few upper primary classes were visited while students were present).

The Boards expressed their dismay at the insufficient and late funding of their annual activities, and expressed concern that the management fee of 6 percent they have been accorded may be cut in the upcoming year to 4 percent owing to the revised norms. For example, the Board of Secondary Education only received 50 percent of its approved funding in 2007-08 (Rs. 60 lakhs instead of 120 lakhs).

##### **2.4.3 Teacher Professional Development and Pedagogy**

Teacher professional development (TPD) for almost 300,000 primary and upper primary teachers was targeted for 2007-08, with projected expenditure of Rs. 2,520 lakhs. As of November 2007, 132,715 out of 234,430 regular teachers (57 percent of target) and 20,699 para-teachers teachers (38 percent of target) had been reached, with expenditures of Rs.746 lakh (30 percent of projection). Shortfalls in funding and para-teacher recruitment are partly to blame for this underachievement. Discussions with the Boards of education indicated that the pressure to deliver 10 or 20 days of training each year to all teachers is sacrificing quality for quantity. In



addition, given that Districts have more than 4,500 schools, it is nearly impossible mathematically to provide all teachers with 10 days of training each year under the current model. Furthermore, so many different types of training are offered (dispersion) such that no single course is offered with the required intensity in order to improve actual classroom teaching behavior. It was also stated that the quality of this training is often poor, lecture-based, repetitive, such that teachers have lost interest. The mission emphasizes the importance of structuring training so that it models the classroom behavior or techniques sought by the training.

Of particular note is the State's Integrated Learning Improvement Program (ILIP), which emphasizes activity-based, small-group learning, competency-based workbooks, increased community monitoring of student learning and other positive measures. This is a very positive response to the large percentage of multi-grade schools in the State. Based on a successful pilot the State has decided to extend ILIP to all primary schools under the name, *Samannita Skhan Unnayane Uttaran (SSUU)*. The mission reviewed the ILIP training materials and student workbooks and was positively impressed. In classrooms visited, the rollout and implementation of ILIP appears to be quite limited; more needs to be done to promote its effective application at the classroom level. The mission noted that SSA provides financing for textbooks (including workbooks) up to Rs. 150 per child in cases where the State does not provide funds for textbooks. GoI recommended use of innovation and remedial funds to finance ILIP workbooks, given GoWB's commitment to financing textbooks at the primary level. In the mission's view, this ILIP program aligns perfectly with the objective of improving educational quality.

That said, all people interviewed agreed that there is a lack of teacher accountability. Teachers are hired by (and therefore accountable to) the District Primary School Council, which is disconnected from parents, VECs, headteachers and CRCs. If teachers do not perform, there appears little that can be done; there are very few cases indeed where DPSC has taken action against teachers for non-performance. On the other hand, the schools visited by the mission stated they did not have problems with teacher absenteeism and VEC members said they were quite happy with their teachers' performance.

#### 2.4.4 Circle Resource Centers (CLRC)/Cluster Resource Centers (CRC)

CLRCs provide academic resource support to all primary teachers, and function as the sub-district unit for SSA project management for all elementary schools. This includes organization and delivery of teacher professional development activities, as well as financial management of SSA grants for teaching and learning materials (TLM), schools and maintenance. CLRCs are also responsible for school inspection and supervision of all regular teachers, and report to the District Primary School Council (which in turn reports to the West Bengal Board of Primary Education). CRCs provide academic support to all teachers within their jurisdiction through a Resource Teacher. They also play a lead role in maintaining contact with all community organizations (e.g. VECs), Panchayat Samities, alternative schools, etc., to ensure enrollment and retention of all out-of-school children.

As seen in the section on civil works above, just 3 out of 20 CLRCs to be established in 2007-08 have been undertaken. and 285 out of 774 CRCs have been taken up, so the coverage of elementary schools remains far from complete. Staffing remains an issue. Approximately, 4,200 educated unemployed youth (Shisha Bandhu) are being recruited to serve as resource teachers, after they complete training in curriculum, pedagogy and subject content. It remains to be seen

whether they will be effective in their roles or not, particularly given their modest salary of Rs.2,000/month.

#### 2.4.4 Evaluation

The State of West Bengal has continued its implementation of Continuous and Comprehensive Evaluation (CCE), with a focus on acquisition of abilities. At the primary level, three quarterly evaluations are conducted of each student, which identifies needs for remedial interventions. At the upper primary level, there are eight unit tests and one final evaluation. In addition, an external Diagnostic Achievement Test (DAT) is administered by the West Bengal Board of Primary Education to all students at the end of Class II and III. This has increased awareness of parents and teachers of the importance of acquisition of key cognitive skills in the early grades, increased school accountability, and helped to identify areas for remedial intervention. The mission could not fail to correlate this pro-active assessment program with West Bengal's Number One ranking among all Indian states on NCERT's Mid-Term Achievement Combined Test.

#### 2.4.5 Research and Evaluation

The State Project Office shared with the mission the products of its research activities, including the cohort study to measure school efficiency at the primary and upper primary levels, transition patterns between primary and upper primary levels, an assessment of non residential bridge course centers, and a study on internal efficiency of EGS centers at the primary level.

#### 2.4.6 Summary and recommendations for Objective 4

- Intensify efforts to deepen and broaden impact of ILIP through teacher professional development and provision of all necessary learning materials, including SSA funding for ILIP workbooks;
- Revise methodology for teacher training, so that it is activity-based, facilitated by teacher-practitioners (not full-time trainers), with opportunities for teachers to observe and model desired classroom behavior during their training;
- Targets for the number of days of training which can be provided to all teachers should be more realistic and need-based, considering the large numbers of teachers in each district;
- Continue external evaluation activities, such as DAT, and carry out trend analysis of results for both Class II and IV, with feedback to headteachers and teachers so remedial efforts can be undertaken where needed;
- Develop and roll out teacher performance standards (as have been developed by NCERT), and train both teachers and VEC members so expectations of teacher performance are understood and monitored by parents.
- Undertake a comparative study of a representative sample of students' performance on the Class II and Class III external examinations, between regular and SSK schools, to compare student learning.
- Fill vacant positions in CLRCs and CRCs.

### 3 Programme Implementation

#### 3.1 Overall expenditures against approved plan

There was a wide gap between the outlays approved by PAB and the funds released. For the year 2006-07, against the approved plan of RS 1469.64 crores including NPEGEL and KGBV, the funds released by GoI and GoWB were Rs. 857.81 crores, in addition to opening balance of Rs.129.42 crores. The actual expenditure was Rs 955.51 crores (64 percent of the AWPB). There was an unspent balance of Rs. 51.07 crores as of 1 April 2007. (Annex 1)

During 2007-08, against the approved outlay of Rs. 1438.76 crores, the funds released by GoI and GoWB till 31 December 2007 amount to Rs. 770.82 crores in addition to opening balance of 51.07 crores, and actual expenditure has been only 59 percent of the funds available, and 33 percent of the approved outlay till 31 December 2007. (Annex 2)

According to the State Project Director, the State is never sure of the total release of funds against the AWP&B. This hampers the implementation of the planned programme; the action at VEC/school level starts only after receipt of money. GoI representative clarified that GoI releases to State are contingent upon the State performance and pace of expenditure. The delay in release of funds after sanction is generally due to delay in completing formalities by the State for the release of funds.

Timely availability of funds with the SPO and their quick transfer to lower levels down to VEC/schools are key factors in implementing the approved programme and to achieve both physical and financial targets. From the statement attached (Annex 4), it will be seen that it took more than a month after the date of sanction of the funds to be credited from GoI during 2007-08. GoWB releases are credited within two to four weeks from the date of sanction, but the amount credited by GoWB is received 4-6 weeks after receipt of GoI funds. The first installment both in 2006-07 and 2007-08 from GoI was received in June. The transfer of funds from SPO to Districts is faster. However, in the Districts visited, it was noticed that it took almost 6-8 weeks for the cheques to be delivered from CLRC to VECs/schools.

With electronic transfers it should not take a month for funds to be credited to SPO after sanction by GoI. Since planning and incurring of expenditure in schools/VECs and the field is only after actual receipt of money, a more efficient fund flow mechanism down to the lowest level of authority is absolutely essential for maximum utilization of funds. The transfer at each level should not take more than two weeks as per the FMP manual.

The release of first installment of the GoI grant on ad hoc basis in April itself would allow action on the AWP&B to be started without waiting for 3 months. Alternatively, the GoWB could transfer a portion of its committed share in the AWP&B at the beginning of the fiscal year to allow work to begin, improving financial as well as physical progress throughout the year. GoI representative informed that instructions to this effect have already been issued.

There were significant shortfalls in financial and physical achievements in certain key interventions during 2006-07, for example expenditures were only 50 percent of the planned budget for out-of-school children, 8 percent for NPEGEL, 8 percent on teachers' training, 48 percent on textbooks, 50 percent on innovative activities, and 50 percent on research and evaluation.

During 2007-08, the pace of expenditure up to 31 December 2007 is equally slow. Against AWP&B of Rs. 142837 lakhs, expenditure is just 33 percent (Rs. 47,219 lakhs). Expenditures have been particularly slow for out-of-school children (8 percent of approved AWP&B), textbooks (20 percent), NPEGEL (16 percent), research and evaluation (20 percent), KGBV (20 percent), and civil works (39 percent). (Annex 3)

### 3.2 Institutional Coordination and Program Monitoring

Notwithstanding delays in financial and physical implementation of the AWP&B, overall institutional coordination of SSA in West Bengal appears to have improved significantly. The State Project Director holds monthly meetings with all key stakeholders, and District Project Officers do the same at their levels. The State Project Director and Joint Secretary of the Department of Education both stated their coordination in terms of planning and implementation had improved considerably. In the districts visited, the District Project Officer seemed to be working closely with the District Education Officer and Chairman of the Primary School Council, and both District Magistrates interviewed by the mission expressed their keen interest in SSA and their efforts to maximize coherence and synergy with other development programs in the district. The State Project Director has also initiated a process to hire a third-party firm to oversee at least 20 percent of all civil works, to enhance oversight and ensure implementation of this key activity. At the state and district levels, participating agencies are increasingly aligning their objectives and activities.

Coordination appears weaker at the Circle and Cluster levels, perhaps due to insufficient staffing and inadequate resources (offices, transportation, etc.). There are 61 vacant Grade C posts in the CLRCs and 101 vacant Grade D posts. CLRCs and CRCs do not appear to be working with the DIETs, which are still largely dysfunctional (although efforts are being undertaken to revive them). According to the State Project Office, earlier attempts to establish a SIEMAT have not born fruit, and SCERT remains weak. Given that CLRCs/CRCs are the primary instruments of SSA monitoring at the school level (both physical and financial progress), weaknesses at these levels affect the entire rest of the system. The mission suggests that computers/software and required training be made available at the CLRC level, to facilitate proper financial management, whether through SSA or other State initiatives such as “e-governance”. In addition, the mission urges that the State Project Office fulfill its intention to issue the full compendium of instructions to DPOs and other levels as soon as possible.

Given the State’s decision to fund SSK and MSK schools independently from SSA, there appears to be little coordination between the State Project Office, Department of Education and Department of Panchayat and Rural Development. While this may reduce the challenges of institutional coordination, it raises the risk that these alternative schooling arrangements will not be adequately supported such that children attending them will suffer.

Additional monitoring by the independent monitoring institutions (IIM, Kolkota and Visva-Bharati University, Sriniketan) also appears at least six months behind schedule, with the latest report available covering the period October 2006-March 2007. On the positive side, the State Project Director indicated that these reports had resulted in actions to improve the midday meal program, teacher training, and use of teaching-learning materials. The next independent monitoring report by Visva Bharati University should be submitted shortly (the SPD informed the mission that IIM, Kolkota is well behind schedule due to other commitments).

Sub-inspectors of schools, redesignated as Circle Project Coordinators for SSA, are responsible for inspection of schools under their jurisdiction (CLRC). They are expected to fill out a school inspection/supervision sheet and submit it to the District Inspector of schools. It is suggested that these forms should have a separate sheet on the progress of implementation of SSA components and record-keeping of receipts and expenditures from SSA funds. A copy of the SSA sheet with observations of the inspecting sub-inspector should be sent to DPO.

Finally, the issue of teachers frequently being assigned non-teaching duties (elections, surveys, etc.) was raised repeatedly during school visits. Though exact statistics were not available, it is clear that teaching time and learning opportunities are being lost. On a positive note, the mission notes that on March 21, 2007 the Principal Secretary of the School Education Department issued instructions such that, except for natural calamities or exceptional circumstances, teachers may not be deployed for any other non-teaching duties.

### 3.3 Financial Management

#### *Accounting*

There are deficiencies in accounts maintenance. The staff at State level is adequate and trained, but at the District level and below capacity-building is needed. Staff at sub-district levels are neither well qualified nor well trained. Several important accounting records are not being maintained at CLRC/CRC and VEC/school levels, such as stock registers, assets register, advances register. Even cashbooks are maintained poorly or nonexistent. Bank reconciliation is pending in many CLRCs/CRCs. As per auditors, uniform account heads as prescribed in the manual are not being followed. At the cluster/CLRC levels, books of accounts are maintained on cash basis/single entry system. The preparation of monthly bank reconciliation statements, trial balances, recording and adjustment of advances, collection of Utilization Certificates (U/Cs), require considerable improvement. The pending U/Cs and their amount, and the unutilized advances, cannot be ascertained for want of details and poor record keeping. However, the external audit up to March 31, 2006 showed that as of July 2007 U/Cs for an amount of Rs.3129.91 lakhs (US\$7.824 M) were outstanding, which suggests the magnitude of this problem is serious indeed.

There is a need for training of the accounting and finance staff at the grassroots levels for maintenance of accounts records and exercise of proper expenditure control. The short trainings of one or two days on financial and accounting matters are not sufficient, particularly given turnover of personnel at lower levels. More specific workshops for VECs, particularly of headteachers/headmasters, would help in maintaining proper record of receipts and expenditures, and their supporting documents and records of civil works and maintenance. There should be systematic analysis of feedback from such training programmes to ensure effectiveness. These activities should be initiated after the reconstitution of the VECs, following Panchayat elections later this year.

#### *Transparency*

In NONE of the schools visited were the various grants provided to schools under SSA (TLM, school grant, maintenance grant) displayed, in violation of SSA norms. While VEC members

interviewed appeared to be well-informed regarding the funds received and how they were utilized. non-VEC parents do not have simple access to this information.

#### *Internal Audit*

Internal audit is an important internal control to get an assurance that rules, regulations and procedures as laid down in the Manual are being followed, funds are properly utilized and accounted for, reporting is accurate, there are no misappropriation or misuse of funds. Internal audit for SSA has been set up in July 2007. It is one team of two officials who are doing their best, but given the large number of districts and circles it is recommended that at least one or two more teams be added, who can not only check and identify weak areas but also advise on how to improve.

#### *External Audit*

The Principal Accountant General of West Bengal, in the report issued in November 2007 regarding SSA, pointed out serious financial irregularities. For example, there was misappropriation of Rs. 5.15 crore in Darjeeling District, doubtful entries made on the payment side without supporting vouchers (Rs. 81.33 lakhs) in Nadia, excess payment of textbook grants (Nadia), irregular payment of incentives, disbursement of maintenance grants to schools with renting facilities (Murshidibad), non-adherence to guidelines, diversion of SSA funds for other educational activities, etc. The SPD assured the mission that these will be investigated on priority and necessary corrective actions will be taken. The case of fraud in Darjeeling District has been turned over to police but the person who misappropriated funds has absconded (apparently abroad).

On the points emphasized by the 2007-08 PAB, SPD informed the mission that the State Government has been contacted for the refund of the amount involved in the free issue of uniforms out of textbook funds. Steps are also being taken to recover maintenance grants paid to schools in rented accommodation/building-less schools, which work out to Rs. 77.72 lakhs for 520 such schools (instead of Rs. 1.17 crores pointed out by CAG). State Project Office will contest the CAG's observation of financial irregularities of Rs. 48 lakhs. As per the PAB, action as per the above points was expected to be completed by July 2007, and GoI is monitoring this commitment.

### 3.4 Procurement

The SSA Financial Management and Procurement (FMP) Manual was available at the state level, but not in one of the districts visited by the mission despite the fact that the State Project Office redistributed the FMP to all districts with instructions to use the FMP for all financial matters and procurement. The FMP is not available at the CLRC or CRC level. It has not been translated into Bengali, although the State Project Director indicated the desire to translate into Bengali sections of the FMP appropriate for District and sub-district fiduciary management, to be accompanied by training, which the mission strongly supports. The State has developed a VEC manual in Bengali comprising salient features of the FMP Manual for use at the VEC level. State procurement guidelines (and thresholds) are being followed at all levels, by both the State Implementation Society (SIS) and other agencies receiving funds through SSA. However, compliance with procurement guidelines by such agencies needs to be checked by the SIS. Standard bid documents need to be developed, circulated to all participating agencies and used.

Neither the state project director nor any district offices visited were aware of MHRD instructions dated 1 November 2007 to post open tender invitations on the state project website (personnel recruitments are posted on the website), although all officials interviewed indicated willingness and capacity to do this quickly. Indeed, state project staff posted two requests for quotations on the state website in December 2007, following receipt of MHRD's letter. Internal auditors have been made aware to their responsibility to review procurement processes, but have not received the procurement checklist sent to the State Project Office by MHRD in November 2007.

With respect to price negotiations for any open tender contracts, the mission was informed that this was never engaged in, despite the allowance for this under exceptional circumstances according to Central Vigilance Commission (CVC) guidelines.

At the district level, the mission examined the files for several open tender contracts, and confirmed that written price quotations were requested and received, appropriately evaluated and awarded by the authorized officials, and subsequently awarded. Record-keeping was not optimal but all the necessary information and approvals by the procurement committee could be located. At the VEC level, the mission confirmed that written price quotations for provision of supplies to construct classrooms were received and reviewed by a majority of VEC members, with the award to the lowest bidder confirmed by a majority of VEC members. VEC Manuals in Bengali appear to have been distributed in the past to schools visited by the mission, but were no longer available.

### 3.5 Summary and Recommendations regarding Programme Implementation

- The FMP Manual needs to be re-distributed to all District and sub-District project officers to ensure awareness and compliance of fiduciary arrangements;
- The VEC Manual in Bengali needs to be re-printed and re-distributed to all VECs;
- Schools need to display on a permanent, updated basis information regarding school funds received from SSA and how they were utilized.
- CLRCs need to intensify their oversight of VECs to ensure submission of Utilization Certificates (for civil works, TLM, school and maintenance grants) and improve record-keeping so as to monitor which VECs have outstanding unsubmitted U/Cs and intervene as needed. Similarly, District Primary Offices need to emphasize to all CLRCs and CRCs the importance of rapid collection of U/Cs to properly justify expenditures, which mobilize subsequent allotments of funds from MHRD. To support this process, all CLRC and CRC vacant positions need to be filled as quickly as possible.
- GoWB should initiate the process for the release of its funds upon receipt of the sanction of funds by GoI, rather than waiting for the actual deposit of funds into the State account (during which time at least a month is lost).

#### **4 Conclusion: Main Recommendations of Highest Priority**

Progress in implementation of SSA in West Bengal is evident and to be commended. Enrollment of out of school children, performance on external student achievement tests, equity of access across social groups, and institutional coordination have all improved. However, there is a major unfinished agenda in increasing retention at the primary level and improving access and quality at the upper primary level. From the numerous recommendations in this report, the Mission identifies the following as being of utmost priority:

- Improved flow of funds, particularly between GoI and the State, and between CLRCs and schools, which should include special efforts to ensure liquidity in the first three months of the fiscal year, and require (i) pro-active efforts to accelerate financial reporting so as to mobilize subsequent allotments and (ii) enhanced internal audit capacities;
- Earlier notification of VECs of approved ACRs so they can initiate supplier selection processes in advance of receipt of funds, accelerating construction of additional classrooms;
- Recruitment of approximately 40,000 teachers and para teachers at both primary and upper primary levels, particularly the latter, to reduce PTR and ensure access;
- Full staffing and training in both technical and financial aspects at CLRC and CRC levels;
- Rollout of ILIP in all its dimensions, with accompanying monitoring of quality as per NCERT formats and external evaluations (DATs).



**Annex 1**

**2006--07**

**All Rs in crore**

<b>Opening Balance as on 01/04/2006</b>				<b>Total</b>
		SSA	121.94	
		NPEGEL	4.32	
		KGBV	3.16	<b>129.42</b>
<b>Fund Received</b>				
	GOI	GoWB	TTotal	
SSA	630.62	209.91	840.53	
NPEGEL	8.5	2.23	10.73	
KGBV	3.58	2.97	6.55	<b>857.81</b>
<b>Other Receipts</b>				
		SSA	14.83	
		NPEGEL	1.07	
		KGBV	1.05	<b>16.95</b>
<b>Reimbursement by GoWB</b>				<b>2.4</b>
<b>Total Fund</b>				<b>1006.58</b>
<b>Total Expenditure</b>				
		SSA	939.7	
		NPEGEL	11.4	
		KGBV	4.41	<b>955.51</b>
<b>Closing Balance</b>				
		SSA	40.34	
		NPEGEL	4.7	
		KGBV	6.03	<b>51.07</b>

**Annex 2**

**Financial Status till 31st December, 2007**

**Status of AWP & B for 2007-08**

**(Rs. In Crore)**

<b>Project</b>	<b>Total plan (including spill over)</b>	<b>Opening Balance as on 1.4.2007</b>	<b>Fund Received</b>			<b>Expenditure as on 31/12/07</b>
			<b>GOI</b>	<b>State Share</b>	<b>Total</b>	
<b>SSA</b>	<b>1412.89</b>	<b>40.34</b>	<b>437.85</b>	<b>329.19</b>	<b>795.50</b>	<b>469.74</b>
<b>NPEGEL</b>	<b>15.48</b>	<b>4.70</b>	<b>2.08</b>	<b>0.00</b>	<b>7.42</b>	<b>2.45</b>
<b>KGBV</b>	<b>10.39</b>	<b>6.03</b>	<b>1.69</b>	<b>0.00</b>	<b>3.84</b>	<b>2.04</b>
<b>TOTAL</b>	<b>1438.76</b>	<b>51.07</b>	<b>441.62</b>	<b>329.19</b>	<b>806.76</b>	<b>474.24</b>

<b>% of Total expenditure till 31.12.2007 to AWP &amp; B outlay</b>	<b>32.96</b>
<b>% of Total expenditure till 31.12.2007 to Fund Received Inc O/B</b>	<b>58.78</b>

**Activity wise Expenditure Statement of SSA**  
(Unaudited)

State : West  
Bengal

(Rs. in  
Lakhs)

Sl. No.	Expenditure by Activity	AWP&B 2007-08	Expenditure 2007-08 (upto 31-12- 07)
1	Primary School (salary)	4878.95	2510.38
2	Upper Primary School (Salary)	32966.75	8190.25
3	Circle Resource Centre	351.05	192.24
4	Cluster Resource Centre	1366.35	357.57
5	Civil Works	68770.60	27000.41
6	Toilets, Drinking Water	235.56	353.47
7	Interventions for out of School Children	11238.72	884.38
8	Free Text Books	3671.92	738.11
9	Innovative Activities	999.99	192.08
10	Interventions for Disabled Children	1155.65	502.74
11	NPEGEL	1547.57	245.13
12	Maintenance Grant	2572.66	1164.28
13	Management & MIS	5135.39	2038.27
14	Research & Evaluation	829.92	170.00
15	School Grant	1185.60	798.23
16	Teachers Grant	1409.00	461.52
17	TLE	800.00	213.99
18	Teachers Training	2520.06	930.27
19	Community Mobilisation	190.91	105.67
20	SIEMAT	-	-
21	State Component	1010.33	170.62
22	KGBV	1039.18	204.00
	<b>Total</b>	<b>143876.18</b>	<b>47423.61</b>

## Year-wise receipt of fund from Gol &amp; GoWB in respect of SSA, West Bengal

Year	Amount Approved in PAB	G.O. No. of GOI release	Amount in Lakh	Date of Credit	G.O. No. of GOWB release	Amount in Lakh	Date of receipt from Treasury
2006-07	144070.37	F.13-9/2006-EE-3 dt.24.05.2006	12041.00	23.06.2006	163 (Sanc.)-SE(Pry) dt.27.07.2006	4013.67	08.08.2006
		F.13-9/2006-EE-3 dt.19.09.2006	15000.00	13.10.2006	290(Sanc.)-SE(Pry) dt.31.10.06/13.11.06	5000.00	22.11.2006
		F.13-9/2006-EE-3 dt.14.11.2006	16525.80	01.12.2006	390(Sanc.)-SE(Pry) dt.21.12.06	5508.60	12.01.2006
		F.13-9/2006-EE-3 dt.08.02.2007	17500.00	08.02.2007	546(Sanc.)-SE(Pry) dt.02.03.07	5833.33	13.03.07
2006-07 Total*			61066.80			20355.60	

2007-08	141289.43	F.13-3/2007-EE.3 Dated:01.05.07	20000.00	05.06.07	88(Sanc)- SE(Pry)/SSA- 3/2002.Pt Dated: 18.06.07	10000.00	25.06.07
					111(Sanc)- SE(Pry)/SSA- 3/2002 Pt Dated: 18th July 2007	10000.00	02.08.07
		F.13-3/2007-EE.3 Dated:21.08.2007	12919.29	24.09.2007			
		F.13-3/2007-EE.3 Dated:05.10.2007	10866.09	27.11.2007	334(Sanc)- SE(Pry)/SSA- 3/2002 Pt Dated: 4th Oct 2007	12919.29	15.10.2007
		<b>TOTAL</b>	<b>43785.38</b>			<b>32919.29</b>	

\*: This does not include amounts sanctioned in 2005-06 by GoI on 30.3.06 and by GoWB on 28.3.06, credit for which was actually received in first week of April 2007 (that is FY 2006-07).

