

SARVA SHIKSHA ABHIYAN

A PEOPLE'S MOVEMENT FOR
UNIVERSAL ELEMENTARY EDUCATION OF
SATISFACTORY QUALITY

A DISCUSSION DOCUMENT

MINISTRY OF HUMAN RESOURCE DEVELOPMENT
DEPARTMENT OF ELEMENTARY EDUCATION AND LITERACY

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SARVA SHIKSHA ABHIYAN – A DISCUSSION DOCUMENT

GENESIS OF SARVA SHIKSHA ABHIYAN

Article 45 of the Constitution of India provides for free and compulsory education for all children up to the age of 14 years. The goal of universal elementary education of **satisfactory quality was provided for by the turn of the century in the National Policy of Education, 1986, as revised in 1992. The Hon'ble Supreme Court in its judgement in the Unni Krishnan case (1993)** declared education up to the age of 14 years to be a Fundamental Right of every child in India. Dr. Amartya Kumar Sen has been repeatedly highlighting the role that basic education plays in developing human capabilities and for sustainable human well-being.

2. The genesis of the SSA lies in the National resolve as expressed in the Constitution as well as in the National Policy of the Education. This resolve was reiterated in 1998 in the Education Ministers' Conference that recommended universal elementary education in a mission mode. A National Committee of Education Ministers under the Chairmanship of Human Resource Development Minister was set up on its recommendations to examine the modalities of adopting holistic and convergent approach for implementing UEE in the mission mode. The National Committee submitted its report in 1999. The broad framework of SSA is based on the recommendations of this National Committee of which eight Education Ministers of States were members. The Committee strongly recommended the adoption of a holistic and convergent approach with a focus on district as a unit of planning and implementation. It also recommended active partnership between Central, State and local Governments in the quest for Universal Elementary Education.

THE STATUS OF UEE

3. In spite of an unprecedented expansion of the school system in the last five decades, the goal of Universal Elementary Education (UEE) of satisfactory quality has been elusive so far. Though there has been an improvement in the participation of girls, children belong to Scheduled Castes and Scheduled Tribes, religious and linguistic minorities and other backward castes in the school system over the last fifty years, social and gender gaps continue to be a feature of our educational indicators. This has a negative impact in our quest for social justice and sustainable economic well-being as the poorer households are unable to develop their full human capabilities.

4. Most recent surveys indicate that nearly 70% children in the 6-14 age group are attending schools. The net enrolment rate at the primary stage, however, continues to be nearly 70% but at the upper primary level it is in the 40-50% range. This indicates stagnation and inefficiency of the school system and calls for a dramatic intervention in order to change the

context of learning. Achievement tests also indicate that a large number of children who are attending schools do not achieve the competency that is expected of them in the primary as well as the upper primary level. Surveys indicate the issue of relevance of the curriculum and the thrust on cognitive areas at the cost of a total development of a child. The neglect of Work Education, Value Education, learning by observation and learning by doing also comes out in **some critiques of what happens in a school.**

5. **Education indicators of states are divergent. In recent years, some States like e.g. Himachal Pradesh and Mizoram have moved towards universal access and enrolment at Primary stage.** Their success in doing so has been documented in the recently published EFA documents. They highlight the role of community mobilization and state priority for education, expressed both in allocation for education and effective administrative arrangements for decentralized management and interventions. Many other states are still not able to retain a large number of children in schools, though in recent years, a large number of initiatives have been taken in many educationally backward states.

SOME EVALUATION FINDINGS

6. A large number of interventions have been made in the elementary education sector since 1986 National Policy on Education. The scheme of Operation Blackboard, Teacher Education, Non Formal Education, Mahila Samakhya, National Programme for Nutritional Support for Primary Education, State Specific Education projects in Bihar, Rajasthan, UP and Andhra Pradesh and DPEP in 218 districts of 15 States have all been undertaken during various times in this period. A large number of these interventions have also been subjected to evaluation and impact studies. Some of the most important findings have been as follows:-

- i. While there are more teachers, rooms and teaching learning materials in schools on account of Operation Blackboard, the quality of implementation left a lot to be desired specially with regard to utilization of equipment and community involvement in the whole process of implementation. Single teacher schools and single room schools continue in large number in spite of the OB initiative. Centralised arrangements for procurement of teaching learning materials and uniform building designs do not appear to be the best way of handling issues in the elementary education sector. Repair and maintenance of school buildings constructed under OB appear inadequate and a large number of these buildings are in a state of disrepair. Assessments indicate a near absence of social mobilization in OBB.

- ii. Evaluation of the teacher education scheme indicates that in spite of expansion of the system of District Institutes of Education and Training, most of these institutions have not been able to develop as 'institutions of excellence' and are not able to provide the academic leadership at the district level. They continue to be perceived as Central government institutions with a pre – determined activity schedule, often not related to the ~~specific needs of the district. There is an absence of local ownership in many states.~~
- iii. ~~Evaluation of the National Programme for Nutritional Support for Primary Education~~ indicates that the current policy of supplying food grains only is fraught with administrative problems of delivery as well as the problem of its utilization and effectiveness for enrolment of children. Hot cooked meals with proper delivery systems appears a better alternative though there is also the issue of food mattering more in resource poor regions. Need for context specificity and decentralized management of the delivery system appears to be the message in the evaluation.
- iv. Evaluation studies on the Mahila Samakhyia approach indicates the positive impact of building capacity among groups of women and its contribution towards empowerment of women in society. Such empowerment has positive consequences for the participation of girls in elementary education. There is perhaps a need to further strengthen these linkages with basic education of girls by giving women's groups a more active role in the management of the school.
- v. Studies on the Non Formal Education scheme have pointed out weaknesses in the current uniform programme across the country that restricts flexibility of Project. Efforts to provide for a diversity of interventions by totally modifying the scheme is now at an advanced stage of decision - making.
- vi. DPEP districts indicate that decentralized planning contributes towards a more meaningful community involvement with improvement in enrolment. However, evidence regarding improvement in learning achievements is still modest as is the quest towards universal primary education. The impact of DPEP on the mainstream education system varies from state to state and it is difficult to comment on it nationally. Some states have undertaken reforms in the mainstream in the process of DPEP intervention and their performance appears better. Levels of social mobilization also vary as the processes of community involvement at the micro planning and school mapping stage is often insufficient.
- vii. Under the LJP, evaluation studies indicate the positive impact of micro planning and school mapping with community mobilization and specific interventions for girls

education through Balika Shiksha Shivirs and Sahaj Shiksha Kendras. The learning achievements in LJP schools however continue to be modest even after many years of project implementation.

viii. The evaluation studies on the Total Literacy Campaigns indicate that the social mobilization under taken in the environment building phase did contribute to an ~~appreciable increase in the enrolment of children. However, inability to provide adequate school facilities and lack of improvement in pedagogical processes often led to these~~ children dropping out after the initial euphoria. The campaign, however, did create a demand for basic education even in the most remote areas.

7. All these evaluation studies point out the need for *effective decentralisation with community ownership, sustainable financing, institutional capacity building at all levels, and most of all, an effective educational administration system.* The Sarva Shiksha Abhiyan tries to build on this need.

COMMUNITY PERCEPTION ABOUT SCHOOLS

8. It is also important to understand some common community perceptions about Government and local body schools. There is a general feeling that the teachers are unaccountable to the local community and that in many schools there are large - scale shortages specially in the Hindi speaking States. At times this shortage is also on account of an irrational deployment system whereby urban and semi-urban schools have excess teachers while schools in remote areas remain without sufficient teachers. It is also a feeling that school facilities are neither adequate nor properly maintained and that the community has a limited role in maintaining such facilities. There are doubts about what children are learning and also a sense of helplessness with regard to improving the school management.

9. About the educational administration system, there is a concern that the Directorates of Education in States are full of litigation with very little transparency. Court cases with regard to teachers' service conditions and transfers seem to be a pre - occupation in a large number of States. There is also a feeling that teachers are not motivated and transfer policies of teachers often promote a corrupt industry.

POINTS OF GENERAL CONSENSUS

10. A large number of experiments have been carried out in States over the last few years. The experience of setting up of Education Guarantee Centres in unserved habitations in Madhya Pradesh, the community based school mapping, microplanning and gender interventions in the

Lok Jumbish Project, the Back to School camps of the M.V. Foundation in Andhra Pradesh, the filling up of all teacher vacancies on a large scale in Madhya Pradesh and Andhra Pradesh, the elected school committees experiment in Andhra Pradesh, filling of teacher vacancies in Gujarat and Karnataka are all recent initiatives. Sarva Shiksha Abhiyan has tried to learn from these initiatives and some of the issues emerging from them. There is a consensus that schools and ~~teachers should be accountable to the local community and as far as possible, the curriculum should promote education for life rather than simply learning skills.~~ There is also a consensus that universal elementary education of satisfactory quality would require more resources but this must come along with a larger community role in the management of schools. Decentralization down to the school level appears to be the only long - term solution for excellence in schools.

11. The recent experiments have also indicated that community wants good education and is willing to own school - based efforts and teachers respond to positive intervention in the curriculum. Similarly, the experience of setting up of State Project Implementation Societies in the basic education projects as well as in DPEP shows that fund flows are smooth in the society mode and it also insulates elementary education funds from any delays in release for actual field activity. While different States have followed different approaches with regard to project intervention in basic education, a point of general consensus that emerges is that well endowed project office and a languishing mainstream is not sustainable. A large number of innovative project activities have taken place in many states but their impact has only been marginal on account of an inability to improve the functioning of the mainstream education administration. There is a feeling that many of the projects have not succeeded in building institutional capacity that is required to sustain quality elementary education. The establishment of Block Resource Centres and Cluster Resource Centres appear to be a step in the right direction as they seem to contribute towards greater academic discussion and consultation among teachers. With an active and effective District Institute of Education and Training, BRCs and CRCs can provide an institutional support for sustained efforts at improvement of quality. It will also facilitate the use of local contexts in the content areas.

THE VISION OF SARVA SHIKSHA ABHIYAN

12. The vision of SSA is to provide useful and relevant elementary education of satisfactory quality for all by 2010 bridging all social and gender gaps with the active participation of the community in the affairs of the school.

13. GOAL

- All children in school, Education Guarantee Centre, Alternate School, 'Back to School' campaign by 2007;
- All children complete five years of schooling by 2007;
- All children complete eight years of schooling by 2010;
- Focus on elementary education of satisfactory quality with emphasis on education for life;
- **Bridge all gender and social category gaps at primary stage by 2007 and at elementary level by 2010.**
- **Universal retention by 2010.**

14. DEFINING CONVERGENCE

Convergence is an effort to maximize gains from investments. Cost effectiveness, decentralised decision making, context specificity, effective administrative structures, absence of duplication in command, holistic perspective both in planning & implementation, time bound and context specific decision making, are all components of this approach

15. DEFINING THE MISSION MODE

Mission mode signifies a very focussed pursuit of objectives in order to achieve stated goals within a specified time frame. It requires flexibility of approach, decentralised decision making, timely and adequate provisioning of resources, community action, and a departure from the set bureaucratic arrangements for decision making.

OPERATIONALIZING THE MISSION MODE

16. Operationalization of the mission mode calls for a dramatic shift from many current perspectives. It requires an acceptance of universal elementary education of satisfactory quality as a goal. Acceptance implies a political will, a willingness to let community take control of schools, and a commitment to provide additional resources as demanded by the community on the basis of a detailed microplanning and school mapping exercise with a habitation/cluster as a unit of planning. This would imply an intensive community based planning exercise to determine the quality of interventions. It would also require a freedom from compartmentalized perspectives on interventions for children. If pre – school learning is conceived as an important factor influencing participation of children, such provisions would also have to be made. Most of all, the mission mode should signify a demand based intervention with effective social mobilization. Effective social mobilization would call for a priority to the poorest households in matters of basic education and an institutional arrangements to secure their partnership.

17. STRATEGIES CENTRAL TO SSA FRAMEWORK AND PROGRAMME

i) INSTITUTIONAL REFORMS IN STATES

The starting point of Sarva Shiksha Abhiyan will be an assessment by the state itself, of the objective conditions in the state for implementing a community owned initiative for UEE. Many states have already put in place effective institutional reforms to improve the delivery system for ~~elementary education~~. ~~The states will have to make an objective assessment of the following -~~ ~~management of teacher cadres and its effectiveness; management of education administration~~ cadre, ~~achievement~~ levels in schools; financing issues in elementary education; arrangements for decentralised decision making with community ownership; status of the Planning, Monitoring, Statistics unit at the state and districts level; Education Management Information System in the state; review of the State Education Act to incorporate thrust for UEE; review of incentives and their management; administrative reorganization to promote efficiency and convergence at all levels; issues in pedagogy; institutional capacity with SCERT/SIEMAT/DIETs; rationalization of teacher units in the light of the expanding private school network; school inspection system, status of education of girls, SCs, STs; review of policy regarding private schools; assessment of number of out of school children; assessment of learning needs of child workers, children in difficult circumstances, disabled children; establishing institutional basis for community mobilization.; assessment of facilities for Early Childhood Care and Education and their effectiveness.

ii) SUSTAINABLE FINANCING IN PARTNERSHIP WITH STATES

The Sarva Shiksha Abhiyan is based on the premise that financing of elementary education interventions has to be sustainable. This calls for a long - term perspective on financial partnership between the Central and the State governments. The Kothari Commission had hinted towards such a need especially with regard to support for teachers' salaries and other programme interventions. As of now, more than 90 % of the expenditure on elementary education is borne by the states. SSA programme provides for a 85 -15 sharing between Centre and the States till the end of the IX Plan period, a 75-25 sharing in the X Plan period, and a sustainable 50-50 sharing thereafter. Such a long term perspective will encourage states to invest more in elementary education.

iii) COMMUNITY OWNERSHIP OF SCHOOL BASED INTERVENTIONS THROUGH EFFECTIVE DECENTRALISATION

As is evident from the evaluation studies, there is no substitute to effective community mobilization. SSA lays greatest emphasis on such efforts. Building capacity in communities to effectively manage schools will be central to all SSA activities. Various experiments in the basic education sector have thrown up a number of ideas on social mobilization. These will have to be seen in region specific contexts. Involvement of groups of women, habitation level approach to ~~mobilization of the poorest communities, cultural activities as the basis of social mobilization, use of the local dialect and local history as elements in the popular culture, have all been tried with~~ various degrees of success. The Panchayati Raj framework has often come in the way of effective community mobilization as these bodies are often perceived as the only legitimate people's bodies. Effective social mobilization would call for multiplicity of interventions that allow members of the local community a greater role in organization of specific activities. Legitimacy to habitation level solidarity often provides a strong basis for social mobilization. Sarva Shiksha Abhiyan would like to explore all such possibilities that bring the community closer to the school.

iv) INSTITUTIONAL CAPACITY BUILDING IN COMMUNITIES, CLUSTER RESOURCE CENTRES, BLOCK RESOURCE CENTRES AND DIETS.

Sarva Shiksha Abhiyan proposes the establishment of Block and Cluster Resource Centres in order that institutional capacity building becomes effective. It has been found that one single DIET in a district is not able to meet the academic needs of a large cadre of school teachers. BRCs, CRCs, and local communities would require a concerted effort at capacity building. Rigorous selection process for BRC/CRC Coordinators from among teachers, facility for academic interaction in these institutions, orientation of community leaders, will be undertaken in SSA.

v) IMPROVE MAINSTREAM EDUCATIONAL ADMINISTRATION BY INSTITUTIONAL REFORMS, INFUSION OF NEW APPROACHES AND BY ADOPTION OF COST EFFECTIVE AND EFFICIENT METHODS.

Reforming the mainstream educational administration is not an easy task. Many states have already undertaken large scale improvement in their administrative arrangements for improving the efficiency of the system. SSA recognizes that sustainable improvement in the quality of elementary education requires concerted efforts to improve the educational mainstream. Review of legal and administrative frameworks, effective decision making levels, improved information systems, use of Information Technology for improved management of schools, training, are all

interventions that would have been taken up for improving the mainstream. Infusion of new approaches through contractual appointment of experts/professionals will also be attempted.

vi) **COMMUNITY BASED MONITORING WITH FULL TRANSPARENCY.**

SSA will have a community based monitoring system. The Educational Management Information System (EMIS) will incorporate provision for correlation of school level data with community based information from micro planning and surveys. Besides this, every school will have a notice board showing all the grants received by the school and the details thereof. All reports sent to the Block and the District level with regard to enrolment, attendance, incentive, etc. shall be displayed on the school notice board. Reporting formats will be simplified so that the output is demystified and anyone can understand the data. A School would be required to display the information it sends up so that attendance and performance of pupils is public knowledge. The EMIS shall form the basis of the periodic reporting system. Besides this, trainers will act as classroom process observers to record changes in classroom practices. Periodic monitoring teams will make random visits to selected schools and these will be discussed at various levels. The basic principle in monitoring will be its community ownership and periodic quality checks by external teams – external to the activity but internal to the system.

Funds for monitoring will be used for carrying out the following activities:

- *creating a pool of resource persons, resource institutions, ngos, at national, state, district, sub district level for effective field based monitoring.*
- *providing travel grant and a very modest honorarium (as per state specific norm) to resource persons for monitoring and class room observation.*
- *provision for regular generation of community based data.*
- *achievement tests, evaluation studies.*
- *research activities.*
- *setting up special task force for low female literacy districts and for special monitoring of girls. SCs, STs.*
- *contingent expenditure like charts, posters, sketch pen, etc. for visual monitoring systems.*
- *assessment and appraisal teams and their field activities.*
- *Analysis of data at sub district/ district/state and national level*

vii) **A COMMUNITY BASED APPROACH TO PLANNING WITH A HABITATION AS A UNIT OF PLANNING**

Two distinct planning process have been initiated in recent times - one in the Lok Jumbish Project and the other in the DPEP. The Lok Jumbish planning process emphasises the community-based school mapping and micro planning and preparation of habitation plans as the basis of the Block Plans. ~~It is process based and training of community leaders is central to the approach. The DPEP planning process involves analysis of district data and some elements of micro planning~~ and school mapping are also built into it. However, habitation plans do not form the basis for district plans. Under the Sarva Shiksha Abhiyan (SSA), the effort is to learn from these experiences. It appears that the community participates much better and relates to educational innovations if the habitation plan becomes the basis for its interaction. This requires adoption of state specific minimal norms for school facility, pedagogic interventions, activities and support for children. There would also be a need to establish a hierarchy of planning processes involving the habitation, the school, the cluster and the block level. This requires massive capacity building at all levels. Involvement of NGOs, national and state level institutions, education workers would be important. The involvement of women and members of Scheduled Castes and Scheduled Tribes would be very crucial for an effective planning process. SSA envisages constitution of Village Education Committees or School Management Committees on the basis of intensive community mobilization and processes with effective representation to educationally backward groups, women, etc.

The planning process will involve, first of all, the selection and setting up of a 3 to 4 member block level and 7 to 8 member district level team for effective leadership. This team has to be constituted by a process of selection. Besides existing education department functionaries, SSA provides for selection of workers on contractual appointment within a limit of 6% management cost. Infusion of education workers outside the governmental system has to be undertaken after a detailed analysis of the available manpower and the kinds of additional support required. The total literacy campaign type of community mobilization involving Kala Jatha, wall writing, school-based cultural activities, gender and social group specific cultural intervention will all be part of the pre-project activities that contribute towards the communities involvement. Efforts will be made to train district and block level team in partnership with NGOs, state and national level institutions on the broad planning process. This may require the preparation of training modules on decentralized plan building on the strength of the Lok Jumbish planning process as well as some of the DPEP planning processes.

The habitation plans will be the basis for formulating district plans. It may not be possible to develop habitation plans for every village in the first year itself. In such a case, efforts would be made to use quantitative techniques for preparation of plans. The involvement of school, cluster, block levels would be critical for the planning exercise. Besides perspective plan, each district is also expected to work out its prioritization for investment in a particular financial year based on ~~the resource availability. To that extent planning is also a prioritization exercise. Some activities like the setting up an educational guarantee school will not await the completion of the habitation plans.~~ Based on the survey and demand, these could be set up. Similarly, other suggested interventions based on broad general norms as indicated in Annex-I would be provided.

viii) A FOCUS ON THE LOW FEMALE LITERACY DISTRICTS AND POOR REGIONS TO PROVIDE SUPPORT FOR PRIMARY EDUCATION

Many recent studies have pointed out the high cost of schooling even in government schools. Though no tuition fee is charged, there are many other costs of schooling that poor families find difficult to afford. Recent studies have also pointed out the problem in centralized management of incentive programmes. The SSA advocates a decentralized approach to support for poor children (hot cooked meals, school dress, scholarships) with a targeted focus on Below Poverty Line households in low female literacy districts. The support has to be context specific and timely and the only way to do it will be to allow the School/ Cluster level to decide at the local level.

ix) ACCOUNTABILITY TO COMMUNITY

SSA is conceived as a community demand based intervention for elementary education of satisfactory quality. The accountability will be to the local community. The community based monitoring system and transparency through the School Display Board, devolution of powers to the local community, are interventions under SSA to make it accountable to the community. Investments in the basic education sector will be demand driven and a conscious effort to get away from a supply side approach will be made.

x) A MAINSTREAMED GENDER APPROACH

Education of girls, especially those belonging to the scheduled castes and scheduled tribes, is the primary focus in Sarva Shiksha Abhiyan. Efforts will be made to mainstream gender concerns in all the activities under the Sarva Shiksha Abhiyan. Mobilization at the habitation/village/urban slum level, recruitment of teachers, upgradation of primary into upper primary schools, incentives like meals, uniforms, scholarships, educational provision like books and stationery, will all take into account the gender focus. Besides mainstreaming, special efforts

like the Mahila Samakhyas type of mobilization and organization, back to school camps for adolescent girls, large - scale process based constitution of Mahila Samoochs, will also be attempted. The selection criteria takes into account the low female literacy among the scheduled caste and scheduled tribe women. Special model clusters for women's education, or any other innovation for girls' education will be funded under the scheme. The districts may like to draw up ~~their own plans in this regard. Specific interventions for the girl child could also be proposed based on the decentralised planning exercise.~~

xi) A FOCUS ON THE EDUCATIONAL PARTICIPATION OF CHILDREN FROM SC/ST, RELIGIOUS AND LINGUISTIC MINORITIES ETC.

The educational development of children belonging to the Scheduled castes, Scheduled Tribes, other Backward castes, educationally backward minorities, is a special focus in the Sarva Shiksha Abhiyan. Every activity under the Project must identify the benefit that will accrue to children from these communities. Many of the incentive schemes will have a sharper focus on children from these communities. The participation of SC/ST parents/guardians in the affairs of the school will be specially monitored, to ensure ownership of the Abhiyan by all social groups, especially the most disadvantaged. Any innovative intervention to bring children from these communities will be specially funded under the Sarva Shiksha Abhiyan. Each district must develop context specific innovation in this regard.

xii) A MINIMAL NORM SPECIFIC APPROACH TO SCHOOL FACILITIES AND PROVISIONS FOR CHILDREN. A NEW DEFINITION OF FREE EDUCATION ESPECIALLY WITH REGARD TO SUPPORT TO POOR CHILDREN.

Sarva Shiksha Sabhiyan will be demand driven. Provision for interventions will be based on community demand generated in the course of micro planning. Broad framework for appraising decentralised plans will be used only to situate community demand within the overall national framework and norms. The objective is to provide eight years of elementary education of satisfactory quality to all children up to the age of 14 years. Any intervention that contributes towards the achievement of this objective will be considered on the basis of a felt community demand.

xiii) A HOLISTIC APPROACH TO A CHILD, A HABITATION, AND A SCHOOL

Through a holistic, community based planning process, the SSA conceives a holistic approach in interventions for the child, a habitation, and a School. The needs of the child, habitation, or the School is seen within a convergent framework rather than in compartmentalized schemes. Even though separate schemes will retain their separate identities at least over the next few years, they ~~have to reflect as part of the framework of Sarva Shiksha Abhiyan. This will enable a convergent approach at the field level.~~

xiv) SUSTAINED FINANCIAL SUPPORT TO LOCAL COMMUNITIES FOR SCHOOL BASED ACTIVITIES AND MAINTENANCE OF FACILITIES.

Sarva Shiksha Abhiyan is based on the premise that local communities are capable of managing the affairs of their school. Accordingly, financial support to local communities for school based activities and maintenance of facilities will be encouraged. While doing so, the extent of community contribution would also be important, especially in regions where communities have adequate capacities to contribute. The creation of joint accounts of community representative and school head master and a system of effective school committees managing the finances of the school would be encouraged in SSA. This will allow local communities to determine local priorities.

xv) A CONVERGENT APPROACH

The aim of the framework and the programme of Sarva Shiksha Abhiyan is to avoid overlapping objectives and coverage. Full convergence is its essence and this requires necessary modifications not only in the implementation of the elementary education schemes but also in the interface with schemes of other Ministries and Departments like Labour, Social Justice and Empowerment, Women and Child, Health, Urban Development, and Youth Affairs & Sports. The convergence with the field level schemes of other Ministries and Departments will be at the district level and this would reflect in the District Elementary Education Plan. Within the Department of Elementary Education & Literacy, the effort is for convergence of all existing schemes right from the national to the district level. This will improve cost effectiveness and efficiency of the system. *The emphasis on SSA as a framework is to ensure that all investments in the elementary education sector reflect as part of the District Elementary Education Plan, thereby ensuring that there is no overlap at the field level. The attempted convergence is to maximise gains from investments and to make conjunctive use of resources flowing in from many sources. Convergence also implies taking note of the non - governmental sector, specially the unaided*

sector, which has a large presence in urban and some rural areas. Emphasis on rationalization of schools and teachers has been given to ensure no overlap in availability of elementary education institutions.

A broad framework of attempted convergence and provision for the missing gap is indicated at Annex – I.

xvi) DISTRICT ELEMENTARY EDUCATION PLANS AS A CONVERGENT FRAMEWORK TO REFLECT ALL INVESTMENTS IN THE ELEMENTARY EDUCATION SECTOR.

Sarva Shiksha Abhiyan (SSA) refers to two things – I) It is a holistic and convergent framework for implementation of Elementary Education schemes; II) It is also a programme with budget provision for filling the missing gaps to achieve universalisation of elementary education. While all investments in the elementary education sector from the State and the Central Plans will reflect as part of the SSA framework, they will all merge into the SSA programme within the next few years. Separate budget provision for schemes like Operation Blackboard, Non Formal Education, Teacher Education, will cease at the end of the IX Plan. All such allocations will be under the SSA programme. In the case of externally assisted programmes like DPEP, Lok Jumbish, Shiksha Karmi, Joint GOI – UN, Mahila Samakhya, PEEP, separate allocation will cease with the end of Project period in the case of on going programmes. They will all be part of the SSA framework from the date that the government approves the programme of SSA.

As a framework, SSA envisages implementation of schemes of elementary education in a holistic and convergent manner. It is proposed to prepare a perspective plan at the district level in active collaboration with local communities and representative institutions after due survey and need assessment. The District Elementary Education Plan (DEEP) will be a comprehensive document aiming at UEE which will take into consideration the existing infrastructure in a district, the existing and projected gaps and the resources available under the existing schemes supported by the Central and the State Government.

The funds currently available under various schemes of elementary education shall be part of the SSA framework. Funds provided under a separate Budget provision for SSA will be available as an additional financial resource to assist districts over and above the moneys available to them under other schemes. In financial terms, this constitutes the additionality under SSA. The provision from this SSA head will not overlap with any existing provision in any identified geographical area as all current investments will reflect in the District Elementary Education Plan. They will *only cover the missing gaps*.

xvii) WELL ESTABLISHED PRE-PROJECT PHASE

It has been decided to initiate the implementation of Sarva Shiksha Abhiyan throughout the country with a well planned Pre Project phase that provides for a large number of interventions to improve the delivery system and to lay down a rigorous framework of community monitoring. ~~This will facilitate optimal utilization of resources that will be available for the elementary education sector. Sarva Shiksha Abhiyan emphasizes institutional reforms in states to create a transparent and effective system for making most efficient use of resources. Many states have~~ already initiated large - scale reforms to promote convergence and improve accountability of the school system.

Since institutional reforms is a necessary pre condition for the success of Sarva Shiksha Abhiyan, the enabling activities in the pre project phase will focus on such interventions. A large number of non - financial activities will also be a part of this phase when efforts will be made to prepare states and districts for a holistic and convergent intervention with community ownership. Some illustrative activities are as follows: Establishing a functional structure of decentralisation within the framework of Panchayati Raj ; Constitution of effective elected/process based selected committees for the management of schools through mobilization processes; advocacy campaigns for UEE through use of folk and other forms of media; rationalization of teacher units; strengthening of the Block and district level education offices; filling up of vacant posts by selection in DIETs and educational administration; creation of nodal team at district and Block level; establishing convergence with ICDS; capacity building among Panchayati Raj and urban local body functionaries; establishment of an effective management information system; Preparation of village, block and district plans; establishing community ownership of schools;.

Each district will have to prepare a detailed proposal for the enabling activities. An upper ceiling of Rupees fifty lakhs has been kept for the enabling activities. Considering the diversity in the state preparedness, the requirements will vary considerably. Wherever approved cost norms for activities exist under DPEP/LJP/ other schemes of elementary education in the state, the same cost norms will apply. For other activities, norms should be as per state specific requirement. The following will be permissible items during this phase, depending on the current state of affairs in a particular district- provision of training and orientation of community leaders for effective management of school, with a focus on training of women's groups and parents belonging to the poorer households; preparation of materials for training and advocacy; procurement of computer hardware and software to develop effective MIS and training of education department functionaries in computer use; carrying out an action plan based baseline

study to effect restructuring; materials for conducting micro planning and school mapping exercise; provision of training and orientation for staff; organizing advocacy meetings; mobilization activities like street theatre, video shows, newsletters, cultural jathas, posters, Wall paper etc.; school display boards to promote transparency; office equipment like furniture, photocopier, fax machine etc.; organization of Bal Melas, Maa Beti Melas, etc.; preparation of ~~reading materials in local dialects/language, organization of school based activities like sports/ cultural activities.~~

18. REQUIREMENT OF FUNDS

ASSESSMENT OF THE UNCOVERED GAP

The Department of Elementary Education and Literacy carried out an assessment of resource requirements following an interim, cost effective and pragmatic approach. The additional resource requirement works out to an annual additional requirement of nearly Rs. 8,000 crores (Centre plus States) by the tenth year. The projected requirement of additional resources is nearly Rs. 63,000 crores over a ten -year period. Assuming the sharing arrangement as mentioned above, it would require an additional investment of Rs. 41,700 crores from the Cental Plan over a ten year period. The norm - based approach as adopted by the Tapas Majumdar Committee, is the basis of these calculations. The requirements are lower than what was proposed by the Majumdar Committee on the following counts –

- teacher pupil ratio of 1:40 is proposed as against 1:30 suggested by Majumdar Committee.
- Education Guarantee Centres are proposed in unserved habitations with provision for upgrading nearly one third into regular Primary schools. Majumdar Committee envisaged a regular school in all such unserved habitations.
- a 15 % coverage by private unaided sector is assumed considering current trends. Majumdar Committee takes note of private sector but does not reduce cost projections on that count.
- an interim, incremental approach to teachers' salary has been assumed for states with very large teacher vacancies, without dilution of minimum qualiifications. Majumdar Committee projections on salary are based on full pay scale appointments from date of joining.

While working out the details regarding funding of Sarva Shiksha Abhiyan, these have been taken as the basis. The actual coverage would depend on the availability of additional resources from the following sources –

- Gross Central and State Plan Budgetary Support
- External assistance within the programme of Sarva Shiksha Abhiyan. as Project funding.
- Mobilization of non governmental resources by donations to the Bharat Shiksha Kosh
- ~~Community resource generation through School level Bank accounts.~~

The assessments are only approximate as Sarva Shiksha Abhiyan would like to be a demand driven programme. The actual requirements will reflect fully after an intensive community based process of preparation of District Elementary Education Plans. The cost norms suggested will be subject to the state specific norm. In case the state specific norm is lower, the same will apply, unless the state government decides to modify the norm for the entire state. Many of the illustrative norms, are, therefore, subject to state specific decisions. The cost calculations, therefore, would require to be situated within specific state contexts and their priorities. The states will be free to choose activities from the list of options available under the SSA as long as they move towards provision of universal elementary education of satisfactory quality. What is non – negotiable is a framework for effective decentralization down to the School level that allows local communities to plan and implement programmes for their children’s education. SSA conceives the centrality of the School as the institution for excellence, both in terms of physical infrastructure and in its attractive pedagogical processes that hold the attention of children and contribute effectively towards their learning process. All costs need to be viewed in this decentralized framework where local communities play decision - making roles in planning and implementation. A broad assessment of resource needs are given in Annex – II. As mentioned above, these are very tentative as they are subject to actual expression of community need.

19.MANAGEMENT OF SSA AT NATIONAL AND STATE LEVEL

The hierarchy of SSA institutions is proposed to be in the following manner:-

National Mission for Sarva Shiksha Abhiyan		
Central	General Council headed by Prime Minister. Secretary, Elementary Education to be the Member Secretary	Executive Committee headed by HRM. Jt. Secy. Elementary Education to be Member Secretary
		Project Approval Committee headed by Secretary, Elementary Education & Literacy.

	STATE LEVEL SOCIETY FOR SARVA SHIKSHA ABHIYAN	
STATE	General Council headed by C.M. State Secretary, Education to be Member Secretary	Executive Committee headed by State Education Minister. State Secretary, Education to be Member Secretary
District	<u>DISTRICT LEVEL SARVA SHIKSHA ABHIYAN MISSION</u> Headed by Chairman of Zila Parishad/ Tribal Autonomous Council/Collector depending on state specific pattern.	

20. STATE MISSION AUTHORITY

In order to impart a sense of urgency to achieving UEE in the mission mode, there would be a need to establish a State Mission Authority for UEE. All activities in the elementary education sector, including the operation of the revised NFE programme, should be under one Society. This would facilitate decision making at the State level. The mission mode signifies a focussed and time bound arrangement for decision making and the presence of Planning and Finance on these bodies at the State level would facilitate this process. The General Council could be headed by the Chief Minister and the Executive Committee by the Chief Secretary/ Development Commissioner/ Education Secretary. Representation of Finance and Planning Departments on the General Council and the Executive Committee would facilitate decision making. Involvement of NGOs, social activists, university teachers, teacher union representatives, Panchayati raj representatives, and women's groups would help in ensuring full transparency to the activities of the Mission. Representatives of the Ministry of Human Resource Development would be represented both on the Governing Council and the Executive Committee.

21. NATIONAL MISSION AUTHORITY

In order to signify the national will, the General Council of the National Mission Authority for UEE should be presided over by the Prime Minister. The Human Resource Development Minister would be the Vice President of the General Council. *The Human Resource Development Minister would be the Chairman and the Union Education Secretary*, would be the Vice Chairman of the Executive Committee. Involvement of Members of Parliament, representatives of Non Governmental Organisations, women's groups, social activists, trade union representatives, teachers and teacher unions, would all facilitate the mobilisation of civil society for UEE. The

presence of the Finance Ministry and Planning Commission representatives would facilitate decision making with regard to provision of resources. The National Mission Authority would not create new posts. The existing personnel working in the Elementary Education Bureau would be part of the National Mission Authority and serve as its Secretariat. Activities under the National Mission will be supported from the allocations for Monitoring, evaluation and research at the ~~national level and the 5 % of the overall 6% of the management cost under the SSA programme.~~ **The General Council and the Executive Committee shall have representation of Planning Commission and the Ministry of Finance, NGOs, teachers, Panchayati Raj Institution representatives, women's group, SC/ST educationists, etc.** The composition will be decided with the approval of the Prime Minister who is the Chairman of the General Council.

22. Sarva Shiksha Abhiyan visualises a partnership between the Central and the State/UT governments. The leadership and the decision making role has been largely left with the states. The Central government would play a facilitating role. Provision of additional resources, support from national level institutions like NCERT/NIEPA/NCTE for capacity building, effective monitoring are some areas where the Central government will play a role. Decision making and finalisation of state specific strategies will be left to the states.

23. Discussions with States have revealed a large number of organisational structures in different States. The Sarva Shiksha Abhiyan would not disturb existing structures in States and districts but would only try to bring convergence in all these efforts. Efforts will be made to ensure that there is functional decentralisation down to the school level in order to improve community participation. Besides recognizing PRIs including the Gram Sabha, the States would be encouraged to enlarge the accountability framework by involving NGOs, teachers, activists, women's organizations etc. The details of administrative structures would be specifically worked out by each State. States will have, however, to commit to setting up of an implementation society (or use the existing District Primary Education Programme(DPEP)/State Literacy Mission Authority (SLMA) society) for receiving funds and also for placing their funds with the society. Broad state specific matters of policy and approach will be decided at the state level. Community accountability and social audit through mandatory involvement of non governmental representatives, elected representatives, social workers, women activists, etc. should be encouraged at all levels. Full transparency by use of School Display Boards and public information on all activities and their financial implications will be mandatory, within the decision - making structures of respective states.

24. ARRANGEMENTS FOR PROGRAMME MANAGEMENT

Sarva Shiksha Abhiyan discourages parallel structures. Efforts to improve the educational mainstream are central to SSA. This, however, does not mean that there will be no infusion of need specific resource support. A mission approach requires a system of effective implementation ~~with community ownership and accountability. There may be a need for setting up people's committees at each level but these committees have to be constituted through a process of participation and not by executive instructions.~~ Organizing the people around specific activities will create a forum for participation that is activity based. The SSA programme calls for large scale partnerships of this kind, where communities feel confident in interacting with the Programme management team. The Project management team has to be responsive and sensitive to these needs.

Management cost up to 6 % of the total programme cost has been provided. It can be used for the following tasks – Engagement of experts for specific tasks and specific periods: data collection and EMIS maintenance; office expenses like stationary, telephone fax, photocopiers, consumables, postage, POL, vehicle hiring, TA/DA of functionaries; cost of persons allowed to be engaged on a contract basis for the project duration; recurring contingent and miscellaneous costs.

For specific tasks, experts may be hired for a given time frame, to provide support to the mainstream educational management structure. Before hiring experts, it will be mandatory for districts/states to assess the existing strength. There would be areas like MIS, pedagogy, teacher training, research and evaluation, community mobilization, gender sensitization, civil works, Alternate schooling, that may require infusion of experts. The actual requirement would depend on an assessment of the existing structure. In a state where institutions like SCERT, DIETs, etc. are already fully and effectively functional, such requirements will be minimal. Experience of elementary education project implementation suggests that a core team of 7 – 8 persons at the district level and a team of 3-4 persons at the Block level is required for effective implementation. This team will be constituted by selection from existing staff, as far as possible. Full time workers on secondment (as in TLCs), deputation from other government departments, would be encouraged to work as part of the district and block level teams for UEE. After assessment of needs and existing availability of manpower, decision regarding contractual appointments would be taken in consultation with the State level Authority. All contractual appointees will be engaged for a specified time period by the State level Implementation Society (and not by the government) and shall work within the institutional framework.

ATTEMPTED CONVERGENCE UNDER SARVA SHIKSHA ABHIYAN FRAMEWORK

The proposed coverage in Sarva Shiksha Abhiyan, item wise, and the current coverage under schemes and the convergence attempted is indicated below:

PROPOSED COVERAGE UNDER SARVA SHIKSHA ABHIYAN FRAMEWORK	CURRENT COVERAGE	PROPOSED CONVERGENCE AND PROVISION FOR MISSING GAPS
CIVIL WORKS	<p>Currently buildings are constructed from rural/urban employment funds, MP/MLA Local Area Development funds, untied District Plan funds, Finance Commission funds, Department of Education funds under DPEP/LJP- up to 24 % (to be raised to 33.1/3% in DPEP). There is no earmarking in RD programmes now.</p>	<ul style="list-style-type: none"> - Only 50 % coverage of the actual requirements of construction is proposed under the Sarva Shiksha Abhiyan. - The rest will be accessed by full convergence from all other sources like rural and urban employment, MP/MLA funds, untied planning funds, etc.
RENEWAL OF SCHOOL EQUIPMENT	<ul style="list-style-type: none"> - currently, there is no provision under any scheme for renewal of equipment as such. The Operation Blackboard support is one time. - However, Rs. 2000 School Grant and Rs. 500 Teacher Grant under DPEP is expected to be used for school improvement and for low cost teaching aids. 	<ul style="list-style-type: none"> - SSA proposes to provide funds on the basis of actual requirements as expressed in the course of decentralised planning.
RECRUITMENT OF TEACHERS	<ul style="list-style-type: none"> - currently a third teacher for primary schools with enrolment more than 100, additional teacher for Upper Primary School is provided under OBB. - teacher for new enrolment and new schools is provided under DPEP. - State Plan supports recruitment of teachers. <p>Welfare Department schools have teachers from that Department's Budget in states.</p>	<ul style="list-style-type: none"> - it is proposed to fill gaps in requirement of teachers as per national policy norm of 1:40, with at least two teachers in each school , including for new schools as per norms. - Provision of teachers for Upper Primary as per national policy/state norm has also been provided for. - There will be no overlap with OBB as in the last two years of the IX Plan, OBB will only provide for teachers already appointed during the IX Plan. Np fresh appointment will take place under OBB. - To facilitate academic supervision, a teacher based BRC/CRC arrangement is suggested. This would require up to twenty teachers in each Block.

<p>ALTERNATIVE AND INNOVATIVE EDUCATION</p>	<ul style="list-style-type: none"> - currently provided under the existing NFE and DPEP - Labour Ministry runs special schools in districts with high incidence of child labour. 	<ul style="list-style-type: none"> - Revised NFE (Education Guarantee Scheme and Alternative and Innovative Education) provides for a large range of interventions to bring out of school children to schools, including Education Guarantee Centre. - Presence of child labour schools will reflect in the District Elementary Education Plans and due care to avoid any duplication would be made. - administrative structures for elementary education and non formal education will work as part of the same team. Pre Project activities and management support under SSA will be available for the revised NFE programme. Since setting up of Education Guarantee Schools in all unserved habitations within three years is a commitment made by the Finance Minister and the Human Resource Development Minister, the setting up of EGS centres will not await the finalization of the District Elementary Education Plans. However, in order to facilitate convergence in management and community mobilization, the Pre - Project activities will receive a priority in districts that have very large number of unserved habitations and where EGS centres have to be established.
<p>UPGRADATION OF EGS CENTRES TO REGULAR SCHOOL</p>	<ul style="list-style-type: none"> - currently, new schools are opened under State Plan funds and they are expected to be opened after two rooms, two teachers and teaching learning materials have been provided. In practice, it does not happen like that, as schools are often opened by redeployment. 	<ul style="list-style-type: none"> - SSA proposes to provide for up - gradation of nearly 15 % of the EGS/Alternate Schooling centres after they have been successfully run for 2 years.
<p>OPENING OF NEW PRIMARY</p>	<ul style="list-style-type: none"> - currently funded by State 	<ul style="list-style-type: none"> - SSA provides for opening on new schools as per norms. Provision of

SCHOOLS	governments and under Projects like DPEP and Lok Jumbish	teachers and rooms has been made under other items. Provision of Teaching Learning Equipment for newly established schools will be provided.
MAINTENANCE AND REPAIR OF SCHOOLS	<ul style="list-style-type: none"> - currently schools made from the rural employment funds are eligible for repair from funds under that scheme. - some state non Plan funds are also available for repair. - DPEP provides for maintenance and repair. 	<ul style="list-style-type: none"> - SSA will accord priority to repair and maintenance with community support. - all funds available from other sources will reflect as part of the District Elementary Education Plans under SSA.
TEACHING AND LEARNING EQUIPMENT FOR CHILDREN	<ul style="list-style-type: none"> - free textbooks are provided under State Plan funds and also under DPEP to some category of children. - at present there is no central plan scheme in non DPEP/ non Lok Jumbish areas for textbooks. 	<ul style="list-style-type: none"> - Support for teaching and learning equipment is a part of the proposed SSA programme. The focus, however, is on effective targeting, so that the poorest are provided larger support for teaching learning equipment. - Welfare Department/ Tribal Welfare Department have their own schemes and these will reflect as part of the District Elementary Education Plans. - Many states have programmes of free books for all children. Coverage of children above the poverty line, not belonging to SC/ST community, will not be taken up from SSA programme funds. -
COOKED MID DAY MEALS/FOODGRAINS	<ul style="list-style-type: none"> - currently cost of food grains and transportation costs are provided under central scheme of National Programme for Nutritional Support for Primary Education. - cost of conversion for hot cooked meals is provided from State Plan funds (only in 5 states and One UT). 	<ul style="list-style-type: none"> - Proposed SSA framework includes the National Programme of Nutritional Support to Primary Education. It allows states to decide on extent of coverage while encouraging hot cooked meals especially in low female literacy districts. At present, flexibility in programme implementation is being suggested within the financial allocation being made currently. There is no proposal in this note to enhance the central allocation for MDM at this stage. Further modifications in the MDM programme, if at all, would be done separately, after adequate consultation with the states. - Tribal Welfare/ Welfare Hostels

		have their own feeding programmes and these will reflect in the District Elementary education Plans.
FREE UNIFORMS	<ul style="list-style-type: none"> - currently it is provided from state plans . though the coverage is uneven. - there is no national scheme in the Department of Elementary Education that provides for uniforms. 	<ul style="list-style-type: none"> - SSA proposes provision of uniforms to supplement the efforts of states, especially among SC/ST and girls in low female literacy districts only.
TRAINING	<ul style="list-style-type: none"> - the revised scheme of teacher education provides the basic structure for teacher training and funds for training under the Special Orientation Programme of Teachers. It, however, does not provide for the setting up of BRCs/CRCs that have proved to be useful in DPEP districts. - DPEP provides for BRCs and CRCs, besides support for teacher training. 	<ul style="list-style-type: none"> - It is proposed to implement the scheme of teacher education as part of SSA, as per the norms already approved recently. Any further modification in the Teacher Education scheme will be taken up later after wider consultation with states at the time of the X Plan. - Setting up BRCs and CRCs is proposed under SSA considering its success in DPEP districts, as per norms approved under DPEP. - Support for activities in NCERT /NIEPA/NCTE/ SCERT/ SIEMAT is reflected in the overall costs for training. - Proposals of states for SIEMAT could be taken up if states agree to take over recurring costs and if it is within norms already approved under DPEP.
SCHOLARSHIP	<ul style="list-style-type: none"> - currently provided by State Plans, schemes of Ministry of Social Justice and Empowerment. - Balika Samridhhi Yojana of the Department of Women and Child Development provides financial support to the girl child. - there is no central scheme in the Department of Elementary Education for scholarship at present. 	<ul style="list-style-type: none"> - SSA proposes scholarships for the poorest children (one sixth of the total enrolment) after taking into account the coverage under existing schemes of other Departments. This component could also focus on the low female literacy districts only. - All scholarship provision for 6 - 14 age children will reflect as part of SSA.
PROVISION FOR DISABLED CHILDREN	<ul style="list-style-type: none"> - currently provided under the scheme of Integrated Education of Disabled Children. - Ministry of Social Justice and Empowerment provides support for such activities. - DPEP provides support for disabled children 	<ul style="list-style-type: none"> - proposed SSA will take into account all current interventions and these will reflect in the District Elementary Education Plans. - SSA proposes coverage of disabled children, based on detailed survey and planning..

INNOVATIVE ACTIVITIES	<ul style="list-style-type: none"> - currently provided for NGOs under the NFE scheme of MHRD. - also provided under schemes of Ministry of Empowerment and Social Justice. - DPEP supports innovatives at district, state and national level. 	<ul style="list-style-type: none"> - Proposed SSA provides for innovative interventions to meet the learning needs of children up to the age of 14 years. - all such interventions will take note of current investments. - Initiatives in the information technology sector for Primary/Upper Primary sections could be made from these funds, based on specific proposals.
UPGRADATION OF PRIMARY TO UPPER PRIMARY	<ul style="list-style-type: none"> - presently from state plan funds, except to a limited extent under Lok.Jumbish. 	<ul style="list-style-type: none"> - proposed SSA provides for support for upgradation to Upper Primary, based on national norms and state specific norms in this regard.
MAINSTREAMING GENDER	<ul style="list-style-type: none"> - support under Mahila Samakhya and under gender component of DPEP. - Focus on girls under OBB and NFE. 	<ul style="list-style-type: none"> - Proposed SSA grants primacy to interventions for the girl child. - all such interventions will reflect as part of the District Elementary education Plans.
EDUCATION OF SCs, STs, OBCs, EDUCATIONALLY BACKWARD MINORITIES	<ul style="list-style-type: none"> - currently provided under schemes of MHRD and Ministry of Social Justice and Empowerment 	<ul style="list-style-type: none"> - proposed SSA provides for focussed coverage of such groups.
MONITORING, SUPERVISION, EVALUATION AND RESEARCH	<ul style="list-style-type: none"> - DPEP and LJP builds in periodic monitoring and supervision - Supervision & monitoring relatively weak in other Schemes. - currently a neglected area in non externally funded Projects 	<ul style="list-style-type: none"> - SSA provides for community based monitoring as well as supervision from State & National Level - involvement of institutions with state specific responsibilities for evaluation and research is envisaged
MANAGEMENT COSTS	<ul style="list-style-type: none"> - currently provided in each scheme 	<ul style="list-style-type: none"> - SSA provides for an over all 6 % management cost. The 6% will be based on the allocation under SSA programme Budget Head plus the state contribution to it.
EARLY CHILDHOOD CARE AND EDUCATION	<ul style="list-style-type: none"> - currently provided through ICDS network of Department of Women and Child Development. - DPEP/ Lok Jumbish provides for strengthening of Early Childhood Care and Education components of ICDS. 	<ul style="list-style-type: none"> - SSA provides for strengthening of pre school learning through ICDS. - Convergence with ICDS would be established for new ECE Centres set up under DPEP in some states.

**THE UNCOVERED GAPS, PROPOSED NORMS FOR COVERAGE UNDER
THE PROGRAMME OF SARVA SHIKSHA ABHIYAN AND THE REQUIREMENT OF
FUNDS (RECURRING COSTS PROJECTED FOR THE TENTH YEAR)**

<u>Item</u>	<u>Norm & Coverage</u>	<u>Annual Cost</u> (Rs. In Crores) R – Recurring NR – Non-Recurring
1. Pre-Project activities	- Start up activities in districts or Pre Project activities can be funded from this. The pre Project activities for initiating a District Elementary Education Plan will be a one time support. Requirement as per specific proposal.	Rs. 150 crores Expenditure will be incurred on this activity in the first two years. NR- Rs. 150 crores.
2. Civil Works (a) School building-classroom construction	Ministry of Rural Development funds, MP/MLA Local Area Development funds, etc. will be accessed for School building construction and improvement of facilities. Considering the large requirement, funds under SSA will be provided for School facilities. There would be a requirement of 11.35 lakh rooms (allowing for a classroom for every teacher and a room for the Head Master in every Upper Primary School) for which cost works out to Rupees 11.350 crores. The actual norm will be as per the schedule of rates in a state. It is likely that the average cost of construction in the north eastern and other hilly regions will be higher. The average space per child will be as per the norms of the Bureau of Indian Standards. Design has to be locally relevant and community owned.	Approximately Rs. 5000 crores will be provided for construction of school rooms in ten years under SSA programme. The balance will be mobilised from other sources. It is proposed to complete the works in the first five years. NR- Rs. 5000 crores
(b) Construction of District Institutes of Education and Training.	- 40 uncovered districts (@ Rs. 1.50 crore per DIET) plus a provision of Rs. 50 lakhs each for 100 existing DIETs for upgradation. Support for setting up of SIEMAT in non – DPEP states – based	Rs. 110 crores NR- Rs.110 crores
(c) Construction of Block Resource Centre(BRC) and Cluster Resource Centre(CRC).	- Set up 3000 BRCs @ Rs. 6 lakhs per BRC and 30000 CRCs @ Rs. 2 lakhs per CRC. Construction of these buildings are optional and some states may like to locate these in existing buildings. Specific costs in a particular state may be different, but within this ceiling. - Total cost of non School(BRC and CRC) construction in any district should not exceed 5% of the overall projected expenditure on elementary education infrastructure.	Rs.780 crores NR- Rs. 780 crores
(d) Maintenance and repair of schools	- @ Rs. 5000 per school per year(same rate for Primary and Upper Primary as the assumption is that Upper primary will be in larger villages and therefore, should attract larger public cooperation and contribution) for 8 lakh schools. For major repairs, funds for 4 –5 years could be accessed at one time. These norms will be subject to state specific norms.	Rs. 400crores R – Rs.400 crores The annual requirement will be need based.

3. Establishment of EGS centres	<p>Establishment of 1.8 lakh EGS centres Construction under Ministry of Rural Development funds. Other costs including Rs. 1000 per community teacher per month will be met @ Rs. 25000 per centre per year. This will include the cost of Teaching learning materials to children and training. Provided under Alternative Innovative Education Scheme and EGS as per norms approved.</p>	<p>Rs.450 crore. R – Rs. 450 crores This will be a priority activity and all such centres will be established in the first two years.</p>
4. Up gradation of EGS Centres	<ul style="list-style-type: none"> - Up gradation of 30,000 EGS Centres as regular two rooms from funds of the Ministry of Rural Development - Teaching Learning Equipment @ Rs. 10,000 per school (mentioned at 2 above) - Provision of two teachers @ Rs. 3000 per month – this would mean an additional provision of Rs. 6000 per month for ten months and a provision of Rs. 12,000 for the additional two months – Rs. 60,000 for each upgraded school annually - Teaching learning materials for children and training to be met from provision already made under EGS - norms in respective state specific contexts. 	<p>Rs220 crores NR –Rs. 30 crores R- Rs. 180 crores This activity will begin from the second year.</p>
5. Opening of new Primary Schools and TLE for schools opened after 30 September 1986	<ul style="list-style-type: none"> - Primary Schools opened after 30 September 1986 have not been provided TLE support under TLE. An estimated 40,000 Primary schools have opened during this period. Provision @ of Rs. 10,000 per school as under OBB. - TLE for new Primary Schools that may be established as per the norm for setting up such schools. Since teachers and rooms are provided under other provisions, TLE @ Rs. 10,000 for each such School could be provided. 	<p>Rs. 150 crores.</p>
6. Upgradation of primary to upper primary	<p>Since costs of teachers and buildings has been accounted for already , provision for TLE at the rate of Rs.50,000 per school has to be made for the 85, 000 upgraded schools.</p>	<p>Rs.402.50 crore NR – Rs. 402.50 crores Since demand for Upper Primary is dependent on success in primary schooling, this activity will be dependent on the specific situation in each district.</p>
7. Recruitment of teachers	<p>Total of 11,50,000 teachers at an average of RS.</p>	<p>Rs. 4140 crores</p>

	<p>3000 per month (Some states may pay more; others may pay less). It is likely that states with large - scale vacancies will go in for interim arrangements on fixed emoluments for a defined time period. The interim phase could be five years in some states. In some states like Madhya Pradesh, the pay scale of Panchayat appointed teachers could be different</p>	<p>R- Rs. 4140 crores subject to actual state specific policy regarding emoluments of teachers. Exact resource requirement will depend on state specific policy in this regard. It is proposed to complete Primary school teacher requirements within three years and Upper Primary requirements within five years so as to achieve UEE by 2010.</p>
<p>8. School equipment</p>	<p>Provision for TLE for 35,000 new Schools and EGS centres to be upgraded to Primary schools @ Rs. 10,000 per school will work out to Rs. 35 crores</p> <ul style="list-style-type: none"> - Provision for 6.5 lakh Primary schools for renewal @ Rs. 2000 will work out to Rs. 100 crores - Provision of renewal for 2 lakh Upper Primary schools Rs. 3000 per school will work out to Rs. 60 crores. - Provision for teacher grant for support materials and aids for every Primary school teacher @ Rs. 500 per primary school teacher will work out Rs. 150 crores <p>Provision for teacher support materials and aids at Upper Primary level @ Rs. 700 per teacher will work out to Rs. 84 crores</p>	<p>430 crores NR - Rs. 35 crores R - Rs. 395 crores</p> <p>The annual requirement will depend on need. Priority will be given to utilize unspent balances with states for TLE in Upper Primary. Priority for renewal at Primary level as many schools received these items nearly ten years ago.</p>
<p>9. TLE for children</p>	<p>Cover all Below Poverty line families, SC/ST families @ upto Rs. 150 per child. Provide for 50 % children. The actual norm will be state specific. What is provided under SSA programme in a particular district, will be at the rate that it is provided for in other districts in that state. The norm in the state will be uniform and SSA will not alter state norms unless that state takes a conscious policy decision in this regard, applicable to the whole state.</p>	<p>Rs.1500 crores R - Rs. 1500 crores</p>
<p>10. Support for poor children in low female literacy districts</p> <p>(a) Mid Day Meals</p>	<p>The decision regarding coverage would be taken by the states. Some states may prefer to continue coverage for all the children in that state. Others may prefer to restrict it to low female literacy districts. Change in MDM will be taken up</p>	<p>Rs. 2000 crores R - Rs. 2000 crores</p>

	separately. Provision for grains and transportation cost @ Rs. 200 per child per year for 100 million children will be maintained. As of now, there is no proposal for enhancement of central allocation beyond the current level of coverage. Within this ceiling, states are being given an option. In case a state takes a conscious decision to do away with the programme, that amount would be available for investment in the elementary education sector in that state as part of the SSA programme	
(b) Free uniforms	Cover Below Poverty line families, SC, ST families @ upto Rs. 250 per child provide for 30 million children – to be limited to low female literacy districts. State specific norm will apply wherever they already exist.	Rs. 750 crores Rs. 750 crores.
(c) Scholarship	Means cum merit cum attendance scholarships to 25 million children (one eighth the total number) @ upto Rs. 250 per annum in low female literacy districts with high concentration of SC/ST population. (requirement for SC/ST is presently met by Ministry of Social Justice and Empowerment). State specific norm will apply wherever they already exist.	Rs. 625 crore. R – Rs. 625 crore
11. Training	There are 31 lakh teachers in schools and another 11.50 lakh have to be added. Many of the teachers require training as they are not pre-service trained. The requirement of training for the untrained appointees is going to be very large. Besides, provision for upgradation of skills by distance learning package has also to be built in. This will be required especially in the areas of financial management, motivation, leadership, etc. The costs include the requirement of national and state level institutions like NCERT/NIEPA/SCERT/SIEMAT. These have been reflected as part of the overall training costs. Percentage allocation is not indicated as that often leads to wastage, given the diversity across states.	
(a) Training of teachers	<ul style="list-style-type: none"> - 20 day in service training for 31 lakh teachers at the rate of Rs. 70 per day Rs. 435 crores - Distance learning package for 8 lakh Institutions at the rate of Rs. 2000 per School Rs. 160 crores - 60 day refresher courses for untrained teachers at the rate of Rs. 70 per day 	Rs. 1047 crore R – Rs. 1047 crores



	for 10 lakh teachers Rs. 420 crores - 30 day orientation courses for fresh trained recruits for 1.5 lakh teachers @ Rs. 70 per day Rs. 32 crores	
(b) Recurring cost of 40 new DIETs @ Rs. 50 lakhs per DIET per year	Recurring cost of Rs. 20 crores per annum. To cover additional districts not covered under current Teacher Education Scheme .	Rs. 20 crore R- Rs. 20 crores
(c) Establishment of Block Resource Centre(BRC) and Cluster Resource Centre(CRC).	(g) Salary of Rs.60,000 of teachers appointed against teachers deputed to BRC/CRC @ Rs.3000 per teacher (h) Furniture , equipment for 3000 BRC and 30,000 CRC @ Rs.1 lakh per BRC and Rs.10,000 per CRC (i) Contingency, travel etc. (at the rate of Rs.12,500 per annum per BRC and Rs.2,500 per annum per CRC) for meetings, travel @ Rs.500 per month per BRC and Rs. 200 per month per CRC, TLM grant @ Rs.5,000 for BRC and Rs.1,000 for CRC p.a.	Rs.180 crore R- Rs. 180 crores Rs.60 crore NR – Rs. 60 crores. Rs.12 crores R – Rs. 12 crores
(d) Capacity building in partnership with national /state & district level institutions for preparation of textbooks , teaching learning materials, orientation process, training module etc. - setting up of SIEMAT etc.		Rs.300 crores R – Rs. 300 crores
(e) Teacher empowerment & motivation purposes		Rs.50 crore R- Rs.50 crores
(f) Training of community members for school management	Atleast 10 community persons per school for 8 lakhs school for two days every year @ Rs 30 per day	Rs.48 crore R – Rs. 48 crores
12. Provision for disabled children	Roughly 4% or 8 million children to be covered @ R.1200 per child (it is a nominal provision compared to final requirements but given the fact that very little is done at present , an annual allocation of rs.240 crores is a good beginning).	Rs. 240 crores R – Rs. 240 crores