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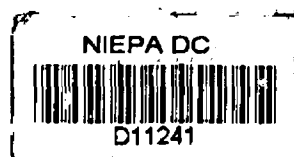
# **SARVA SHIKSHA ABHIYAN**

**A PROGRAMME FOR UNIVERSAL ELEMENTARY EDUCATION**

***FRAMEWORK FOR IMPLEMENTATION-2001***

***SSA***

**MINISTRY OF HUMAN RESOURCE DEVELOPMENT  
DEPARTMENT OF ELEMENTARY EDUCATION & LITERACY**



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## Abbreviations

|       |   |
|-------|---|
| AIE   | Alternative and Innovative Education                  |
| AS    | Alternative Schooling                                 |
| BRC   | Block Resource Centre                                 |
| BRCC  | Block Resource Centre Coordinator                     |
| BTEC  | Basic Teacher Education Centre                        |
| CEC   | Continuing Education Centre                           |
| CRC   | Cluster Resource Centre                               |
| CRCC  | Cluster Resource Centre Coordinator                   |
| DBE   | District Board of Education                           |
| DEEP  | District Elementary Education Plan                    |
| DG    | Director General                                      |
| DIET  | District Institute of Education and Training          |
| DISE  | District Information System for Education             |
| DPEP  | District Primary Education Programme                  |
| DS    | Deputy Secretary                                      |
| ECCE  | Early Childhood Care and Education                    |
| ECE   | Early Childhood Education                             |
| EGS   | Education Guarantee Scheme                            |
| EMIS  | Educational Management Information System             |
| EVS   | Environmental Science                                 |
| GOI   | Government of India                                   |
| ICDS  | Integrated Child Development Services                 |
| JRY   | Jawahar Rozgar Yojana                                 |
| MHRD  | Ministry of Human Resource Development                |
| MIS   | Management Information System                         |
| MLA   | Member of Legislative Assembly                        |
| MLL   | Minimum Levels of Learning                            |
| MP    | Member of Parliament                                  |
| MTA   | Mother Teacher Association                            |
| NCEC  | Nodal Continuing Education Centre                     |
| NCERT | National Council of Educational Research and Training |
| NCTE  | National Council of Teacher Education                 |
| NFHS  | National Family Health Survey                         |

|        |   |
|--------|---|
| NGO    | Non-Governmental Organisation                                 |
| NIEPA  | National Institute of Educational Planning and Administration |
| NLM    | National Literacy Mission                                     |
| NPE    | National Policy on Education                                  |
| PEEP   | Project for Enhancement of Elementary Education Programme     |
| PMIS   | Project Management Information System                         |
| PMRY   | Prime Ministers Rozgar Yojana                                 |
| PTA    | Parent Teacher Association                                    |
| RIE    | Regional Institute of Education                               |
| SC     | Scheduled Caste   |
| SCERT  | State Council of Educational Research and Training            |
| SEC    | School Education Committee                                    |
| SES    | Selected Educational Statistics                               |
| SIEMAT | State Institute of Educational Management and Training        |
| SIS    | State Implementation Society                                  |
| SMC    | School Management Committee                                   |
| SPO    | State Project Office  |
| SRC    | State Resource Centre   |
| SSA    | Sarva Shiksha Abhiyan   |
| ST     | Scheduled Tribe   |
| TLE    | Teaching Learning Equipment                                   |
| TLC    | Total Literacy Campaign                                       |
| TLM    | Teaching Learning Material                                    |
| UEE    | Universalization of Elementary Education                      |
| UN     | United Nations  |
| UT     | Union Territory   |
| VEC    | Village Education Committee                                   |

## Chapter - I

### BASIC FEATURES OF SARVA SHIKSHA ABHIYAN

Sarva Shiksha Abhiyan is an effort to universalize elementary education by community-ownership of the school system. It is a response to the demand for quality basic education all over the country. The SSA programme is also an attempt to provide an opportunity for improving human capabilities to all children, through provision of community-owned quality education in a mission mode.

#### 1.1 WHAT IS SARVA SHIKSHA ABHIYAN

- A programme with a clear *time frame* for universal elementary education.
- A response to the demand for *quality basic education* all over the country.
- An opportunity for promoting *social justice* through basic education.
- An effort at *effectively involving* the Panchayati Raj Institutions, School Management Committees, Village and Urban Slum level Education Committees, Parents' Teachers' Associations, Mother Teacher Associations, Tribal Autonomous Councils and other grass root level structures in the management of elementary schools.
- An expression of *political will* for universal elementary education across the country.
- A *partnership* between the Central, State and the local government.
- An opportunity for States to develop their *own vision* of elementary education.

#### 1.2 AIMS OF SARVA SHIKSHA ABHIYAN

The Sarva Shiksha Abhiyan is to provide useful and relevant elementary education for all children in the 6 to 14 age group by 2010. There is also another goal to bridge social, regional and gender gaps, with the active participation of the community in the management of schools.

Useful and relevant education signifies a quest for an education system that is not alienating and that draws on community solidarity. Its aim is to allow children to learn

about and master their natural environment in a manner that allows the fullest harnessing of their human potential both spiritually and materially. This quest must also be a process of value based learning that allows children an opportunity to work for each other's well being rather than to permit mere selfish pursuits.

Sarva Shiksha Abhiyan realizes the importance of Early Childhood Care and Education and looks at the 0-14 age as a continuum. All efforts to support pre-school learning in ICDS centres or special pre-school centres in non ICDS areas will be made to supplement the efforts being made by the Department of Women and Child Development.

### 1.3 OBJECTIVES OF SARVA SHIKSHA ABHIYAN

- *All children in school*, Education Guarantee Centre, Alternate School, 'Back-to-School' camp by **2003**
- All children *complete five years* of primary schooling by **2007**
- All children *complete eight years* of elementary 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 education level by 2010
- Universal *retention by 2010*

### 1.4 WHY A FRAMEWORK FOR IMPLEMENTATION (AND NOT A GUIDELINE)

- To allow states to formulate context specific guidelines within the overall framework
- To encourage districts in States and UTs to reflect local specificity
- To promote local need based planning based on broad National Policy norms
- To make planning a realistic exercise by adopting broad national norms.

The objectives are expressed nationally though it is expected that various districts and States are likely to achieve universalisation in their own respective contexts and in their own time frame. 2010 is the outer limit for such achievements. The emphasis is on mainstreaming out-of-school children through diverse strategies, as far as possible, and on providing eight years of schooling for all children in 6-14 age group. The thrust is on bridging

of gender and social gaps and a total retention of all children in schools. Within this framework it is expected that the education system will be made relevant so that children and parents find the schooling system useful and absorbing, according to their natural and social environment.

### 1.5 SARVA SHIKSHA ABHIYAN AS A FRAMEWORK AND AS A PROGRAMME

Sarva Shiksha Abhiyan (SSA) has two aspects:

- i) It provides a wide convergent framework for implementation of Elementary Education schemes;
- ii) It is also a programme with budget provision for strengthening vital areas 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. As a programme, it reflects the additional resource provision for UEE.

### 1.6 BROAD STRATEGIES CENTRAL TO SSA PROGRAMME

- **Institutional Reforms** - As part of the SSA, the Central and the State governments will undertake reforms in order to *improve efficiency of the delivery system*. The States will have to make an objective assessment of their prevalent education system including educational administration, achievement levels in schools, financial issues, decentralisation and community ownership, review of State Education Act, rationalization of teacher deployment and recruitment of teachers, monitoring and evaluation, status of education of girls, SC/ST and disadvantaged groups, policy regarding private schools and ECCE. Many States have already carried out several changes to improve the delivery system for elementary education.
- **Sustainable Financing** - 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.
- **Community Ownership** - The programme calls for community ownership of school-based interventions through *effective decentralisation*. This will be augmented by



involvement of women's groups, VEC members and members of Panchayati Raj institutions.

- **Institutional Capacity Building** - The SSA conceives a major capacity building role for national, state and district level institutions like NIEPA/NCERT/NCTE/SCERT/SIEMAT/DIET. *Improvement in quality* requires a sustainable support system of resource persons and institutions.
- **Improving Mainstream Educational Administration** - It calls for *improvement of mainstream educational administration* by institutional development, infusion of new approaches and by adoption of cost effective and efficient methods.
- **Community Based Monitoring with Full Transparency** - The Programme will have a community based monitoring system. *The Educational Management Information System (EMIS)* will correlate school level data with community-based information from micro planning and surveys. Besides this, every school will be encouraged to share all information with the community, including grants received. A notice board would be put up in every school for this purpose.
- **Habitation as a Unit of Planning** - The SSA works on a *community based approach* to planning with habitation as a unit of planning. Habitation plans will be the basis for formulating district plans.
- **Accountability to Community** - SSA envisages *cooperation* between teachers, parents and PRIs, as well as *accountability* and *transparency to the community*.
- **Priority to Education of Girls** - Education of girls, especially those belonging to the scheduled castes, scheduled tribes and minorities, will be one of the *principal concerns* in Sarva Shiksha Abhiyan.
- **Focus on Special Groups** - There will be a focus on the inclusion and participation of children from SC/ST, minority groups, urban deprived children, children of other disadvantaged groups and children with special needs, in the educational process.
- **Pre-Project Phase** - SSA will commence throughout the country with a well-planned pre-project phase that provides for a large number of interventions *for capacity development to improve the delivery and monitoring system*. These include provision for household surveys, community-based microplanning and school mapping, training of community leaders, school level activities, support for setting up information system, office equipment, diagnostic studies, etc.
- **Thrust on Quality** - SSA lays a special thrust on making education at the elementary level useful and relevant for children by improving the curriculum, child-centered activities and effective teaching learning strategies.

- **Role of teachers** - SSA recognizes the critical and central role of teachers and advocates a focus on their development needs. Setting up of Block Resource Centres/Cluster Resource Centres, recruitment of qualified teachers, opportunities for teacher development through participation in curriculum-related material development, focus on classroom process and exposure visits for teachers are all designed to develop the human resource among teachers.
- **District Elementary Education Plans** - As per the SSA framework, each district will prepare a District Elementary Education Plan reflecting all the investments being made and required in the elementary education sector, with a holistic and convergent approach. There will be a Perspective Plan that will give a framework of activities over a longer time frame to achieve UEE. There will also be an Annual Work Plan and Budget that will list the prioritized activities to be carried out in that year. The Perspective Plan will also be a dynamic document subject to constant improvement in the course of programme implementation.

### 1.7 PUBLIC-PRIVATE PARTNERSHIP IN SSA

Sarva Shiksha Abhiyan takes note of the fact that provision of elementary education is largely made by the government and government aided schools. There are also private unaided schools in many parts of the country that provide elementary education. Poorer households are not able to afford the fees charged in private schools in many parts of the country. There are also private schools that charge relatively modest fees and where poorer children are also attending. Some of these schools are marked by poor infrastructure and low paid teachers. Efforts will be made to explore areas of public-private partnership. Government, Local Body, and government aided schools would be covered under the Sarva Shiksha Abhiyan, as is the practice under the Mid Day Meal scheme and DPEP. In case private sector wishes to improve the functioning of a government, local body or a private aided school, efforts to develop a partnership would be made within the broad parameters of State policy in this regard. Depending on the State policies, DIETs and other Government teacher-training institutes could be used to provide resource support to private unaided institutions, if the additional costs are to be met by these private bodies.

### 1.8 FINANCIAL NORMS UNDER SARVA SHIKSHA ABHIYAN

- ♦ The assistance under the programme of Sarva Shiksha Abhiyan will be on a *85:15 sharing* arrangement during the *IX Plan*, *75:25* sharing arrangement during the *X Plan*, and *50:50* sharing *thereafter* between the *Central government* and *State*

*governments.* Commitments regarding sharing of costs would be taken from State governments in writing.

- ♦ The State governments will have to maintain their level of investment in elementary education as in 1999-2000. The contribution as State share for SSA will be over and above this investment.
- ♦ The Government of India would release funds directly to the State Implementation Society. The further instalments would be released to the Society only after the State Government has transferred its matching funds to the Society and expenditure of at least 50% of the funds (Centre and States) transferred has been effected.
- ♦ The support for teacher salary appointed under the SSA programme could be shared between the Central Government and the State government in a ratio of 85:15 during the IX Plan, 75:25 during the X Plan and 50:50 thereafter.
- ♦ All legal agreements regarding externally assisted projects will continue to apply unless specific modifications have been agreed to, in consultation with foreign funding agencies.
- ♦ Existing schemes of elementary education of the Department (except Mahila Samakhya, National Bal Bhawan and NCTE) will converge after the IX Plan. The National Programme for Nutritional Support to Primary Education (Mid-Day-Meal) would remain a distinct intervention with foodgrains and specified transportation costs being met by the Centre and the cost of cooked meals being met by the State government.
- ♦ District Education Plans would inter-alia, clearly show the funds/resource available for various components under schemes like PMGY, JGSY, PMRY, Sunishchit Rozgar Yojana, Area fund of MPs/MLAs, State Plan, foreign funding (if any) and resources generated in the NGO sector.
- ♦ All funds to be used for upgradation, maintenance, repair of schools and Teaching Learning Equipment and local management to be transferred to VECs/ School Management Committees/ Gram Panchayat/ or any other village/ school level arrangement for decentralisation adopted by that *particular* State/UT. The village/ school-based body may make a resolution regarding the best way of procurement.
- ♦ Other incentive schemes like distribution of scholarships and uniforms will continue to be funded under the State Plan. They will not be funded under the SSA programme.

The major financial norms under SSA are:

## NORMS FOR INTERVENTIONS UNDER SSA

| INTERVENTION                             | NORM   |
|--|--|
| 1. Teacher                               | <ul style="list-style-type: none"> <li>➤ One teacher for every 40 children in primary and upper primary</li> <li>➤ At least two teachers in a primary school</li> <li>➤ One teacher for every class in the upper primary</li> </ul>  |
| 2. School/Alternative schooling facility | <ul style="list-style-type: none"> <li>➤ Within one kilometre of every habitation</li> <li>➤ Provision for opening of new schools as per State norms or for setting up EGS like schools in unmet habitations.</li> </ul>   |
| 3. Upper Primary schools/ Sector         | <ul style="list-style-type: none"> <li>➤ As per requirement, based on the number of children completing primary education, up to a ceiling of one upper primary school/section for every two primary schools</li> </ul>  |
| 4. Classrooms                            | <ul style="list-style-type: none"> <li>➤ A room for every teacher or for every grade class, whichever is lower in primary &amp; upper primary, with the provision that there would be two class rooms with verandah to every primary school with at least two teachers.</li> <li>➤ A room for Head-Master in upper primary school section</li> </ul>   |
| 5. Free textbooks                        | <ul style="list-style-type: none"> <li>➤ To all girls/SC/ST children at primary &amp; upper primary level within an upper ceiling of Rs. 150 - per child</li> <li>➤ State to continue to fund free textbooks being currently provided from the State Plans.</li> <li>➤ In case any State is partially subsidizing the cost of textbooks being supplied to children in Elementary classes, then the assistance under SSA would be restricted to that portion of the cost of the books which is being borne by the children.</li> </ul>  |
| 6. Civil works                           | <ul style="list-style-type: none"> <li>➤ Programme funds on Civil Works shall not exceed the ceiling of 33% of the entire project cost approved by the PAB on the basis of perspective plan prepared for the period till 2010</li> <li>➤ This ceiling of 33% would not include the expenditure on maintenance and repair of buildings.</li> <li>➤ However, in a particular year's annual plan provision for civil works can be considered upto 40% of the annual plan expenditure depending on the priority assigned to various components of the programmes in that year, within the overall project ceiling of 33%.</li> </ul> |

| INTERVENTION  | NORM   |
|---|--|
|   | <p>each year, 60 days refresher course for untrained teachers already employed as teachers, and 30 days orientation for freshly trained recruits @ Rs. 70/- per day</p> <ul style="list-style-type: none"> <li>➤ Unit cost is indicative; would be lower in non residential training programmes</li> <li>➤ Includes all training cost</li> <li>➤ Assessment of capacities for effective training during appraisal will determine extent of coverage.</li> <li>➤ Support for SCERT/DIET under existing Teacher Education Scheme</li> </ul>  |
| 13. State Institute of Educational Management and Training (SIEMAT) | <ul style="list-style-type: none"> <li>➤ One time assistance up to Rs. 3 crore</li> <li>➤ States have to agree to sustain</li> <li>➤ Selection criteria for faculty to be rigorous</li> </ul>  |
| 14. Training of community leaders                                   | <ul style="list-style-type: none"> <li>➤ For a maximum of 8 persons in a village for 2 days in a year - preferably women</li> <li>➤ @ Rs. 30/- per day per person</li> </ul>   |
| 15. Provision for disabled children                                 | <ul style="list-style-type: none"> <li>➤ Upto Rs. 1200/- per child for integration of disabled children, as per specific proposal, per year</li> <li>➤ District Plan for children with special needs will be formulated within the Rs. 1200 per child norm</li> <li>➤ Involvement of resource institutions to be encouraged</li> </ul>   |
| 16. Research, Evaluation, supervision and monitoring                | <ul style="list-style-type: none"> <li>➤ Upto Rs. 1500 per school per year</li> <li>➤ Partnership with research and resource institutions, pool of resource teams with State specific focus</li> <li>➤ Priority to development of capacities for appraisal and supervision through resource/research institutions and on an effective EMIS</li> <li>➤ Provision for regular school mapping/micro planning for up dating of household data</li> <li>➤ By creating pool of resource persons, providing travel grant and honorarium for monitoring, generation of community-based data, research studies, cost of assessment and appraisal terms &amp; their field activities, classroom observation by resource persons</li> <li>➤ Funds to be spent at national, state, district, sub district, school level out of the overall per school allocation.</li> <li>➤ Rs. 100 per school per year to be spent at national level</li> <li>➤ Expenditure at State/district/BRC/CRC/ School level to be decided by State/UT. This would include expenditure</li> </ul> |

| INTERVENTION  | NORM  |
|---|---|
|   | <p>on appraisal, supervision, MIS, classroom observation, etc. Support to SCERT over and above the provision under the Teacher Education scheme may also be provided.</p> <ul style="list-style-type: none"> <li>➤ Involvement of resource institutions willing to undertake state specific responsibilities</li> </ul>   |
| 17. Management Cost   | <ul style="list-style-type: none"> <li>➤ Not to exceed 6% of the budget of a district plan</li> <li>➤ To include expenditure on office expenses, hiring of experts at various levels after assessment of existing manpower, POL, etc.;</li> <li>➤ Priority to experts in MIS, community planning processes, civil works, gender, etc. depending on capacity available in a particular district</li> <li>➤ Management costs should be used to develop effective teams at State/ District/Block/Cluster levels</li> <li>➤ Identification of personnel for BRC/CRC should be a priority in the pre-project phase itself so that a team is available for the intensive process based planning.</li> </ul>   |
| 18. Innovative activity for girls' education, early childhood care & education, interventions for children belonging to SC/ST community, computer education specially for upper primary level | <ul style="list-style-type: none"> <li>➤ Upto to Rs. 15 lakh for each innovative project and Rs. 50 lakh for a district per year will apply for SSA</li> <li>➤ ECCE and girls education interventions to have unit costs already approved under other existing schemes.</li> </ul>  |
| 19. Block Resource Centres/ Cluster Resource Centres  | <ul style="list-style-type: none"> <li>➤ There would be ordinarily one BRC in each Community Development (CD) Block. However, in states, where the sub-district educational administrative structure like educational blocks or circles, have jurisdictions which are not co-terminus with the CD Blocks, then the State may opt to have a BRC in such a sub-district educational administrative unit. However, in such a case the overall expenditure on BRCs and CRCs in a CD Block, both non-recurring and recurring, would not be more than the overall expenditure that would have been incurred on BRCs and CRCs in case if only one BRC per CD Block were opened.</li> <li>➤ BRC/CRC to be located in school campus as far as possible.</li> </ul> |

| INTERVENTION   | NORM  |
|--|---|
|  | <ul style="list-style-type: none"> <li>➤ Rs. 6 lakh ceiling for BRC building construction wherever required</li> <li>➤ Rs. 2 lakh for CRC construction wherever required - should be used as an additional classroom in schools.</li> <li>➤ Total cost of non-school (BRC and CRC) construction in any district should not exceed 5% of the overall projected expenditure under the programme in any year.</li> <li>➤ Deployment of up to 20 teacher in a block with more than 100 schools; 10 teachers in smaller blocks in BRCs and CRCs put together.</li> <li>➤ Provision of furniture, etc. @ Rs. 1 lakh for a BRC and Rs. 10,000 for a CRC</li> <li>➤ Contingency grant of Rs. 12,500 for a BRC and Rs. 2500 for a CRC, per year</li> <li>➤ Meetings, Travel allowance: Rs. 500/- per month per BRC, Rs 200/- per month per CRC</li> <li>➤ TLM Grant: Rs 5000/- per year per BRC, Rs 1000/- per year per CRC</li> <li>➤ Identification of BRC/CRC personnel after intensive selection process in the preparatory phase itself.</li> </ul> |
| 20. Interventions for out of school children   | <ul style="list-style-type: none"> <li>➤ As per norms already approved under Education Guarantee Scheme &amp; Alternative and Innovative Education, providing for the following kind of interventions-               <ul style="list-style-type: none"> <li>◆ Setting up Education Guarantee Centres in unserved habitations</li> <li>◆ Setting up other alternative schooling models</li> <li>◆ Bridge Courses, remedial courses, Back-to-School Camps with a focus on mainstreaming out of school children into regular schools.</li> </ul> </li> </ul>   |
| 21. Preparatory activities for micro-planning, household surveys, studies, community mobilization, school-based activities, office equipment, training and orientation at all levels, etc. | <ul style="list-style-type: none"> <li>➤ As per specific proposal of a district, duly recommended by the State. Urban areas, within a district or metropolitan cities may be treated as a separate unit for planning as required.</li> </ul>  |

## Chapter - II

# PLANNING, APPRAISAL, AND FUND FLOWS UNDER SARVA SHIKSHA ABHIYAN

### 2.1 PREPARATORY ACTIVITIES

The Sarva Shiksha Abhiyan assigns greatest importance to the preparatory activities as these have been conceived as a necessary condition for quality implementation of the programme. Systematic mobilization of the community and creation of an effective system of *decentralised decision making* are part of the preparatory activities. A number of steps have already been taken in many States and it is expected that the State/UTs which have not yet decentralised powers to Village Education Committees/ Panchayats/ Urban local bodies, would do so as a part of the preparation for implementing Sarva Shiksha Abhiyan.

*Strengthening of the office of the District Elementary Education Officer has also to be undertaken in the preparatory phase* in order to adequately equip it to handle the larger tasks during programme implementation. Setting up of an effective information system has therefore been highlighted, besides procurement of essential office equipment and computer hardware. More important than the hardware component would be the need to provide support for involving community leaders at all levels and orienting existing governmental functionaries in carrying out their activities more effectively. An assessment of the additional manpower needs has also to be made during this period. It must be emphasized that setting up of an effective MIS would require contractual engagement of professionals including data analysts and data entry personnel, as they are not available in most non-DPEP districts. Similarly, the need for experts on gender, children with disabilities, other disadvantaged groups, civil works, pedagogy and community mobilization and planning will also have to be assessed in the light of the specific State/ UT.

The preparation of habitation level educational plans through effective community mobilisation for microplanning and school mapping is the greatest challenge of the preparatory phase. Since Sarva Shiksha Abhiyan has the clear aim of universalisation of



elementary education, it is mandatory to track the progress of each and every child in the 0-14 age group. Preparation of *Village Education Registers* on the basis of household survey, regular monitoring through *Retention Registers and Pupil Progress Cards*, would have to be developed in the preparatory phase itself. This calls for a focus on capacity building among the Panchayati Raj Institutions, members of Village Education Committees, School Management Committees, Parents' Teacher Associations, etc. The preparatory phase provides for a process and activity based constitution/organisation of such Committees and training of community leaders for better management of schools. Capacity building in the local community will also require a constant interface with the school and the teachers. This is being attempted through a large number of school based activities in the preparatory phase itself.

Microplanning exercise will include the following:

Through a *participatory process* a core planning team will be constituted in each village at the habitation level including selected VEC members, selected community leaders, NGO representatives, Head Master, selected teachers and some selected parents, ensuring participation of women as well as persons from the deprived communities. Parents of children with special needs may be included in the team. The selection of this team is very critical for effective planning.

A number of studies on the Base-line assessment in a district, in order to reflect the current situation with regard to learning achievements, retention, access, gender equity, social equity, physical infrastructure, etc. would also have to be undertaken as preparatory activities. Effort should be made to involve regional research institutions in this process. The reports must be diagnostic and should be able to feed into the planning process. Besides these locally relevant studies, baseline achievement tests would be taken up for the primary level in all non-DPEP districts by NCERT. Similarly, NCERT, in association with the States, will take up baseline studies for upper primary level in all the districts. Several available studies that are State specific may also be utilized to determine the base-line status in a State.

For planning to be need-based, it is important that the broad norms for improving school facilities are shared with *habitation level planning team*. The norms under Sarva Shiksha Abhiyan provide the broad framework for such an exercise. The habitation level planning team would comprise of community leaders with a keen interest in the education of children. It must have a large number of parents whose children study in the school whose improvement is being attempted.

*Identification of a team at District and Block level* would also have to be undertaken during the preparatory phase. Efforts to identify teachers who could serve as Cluster and Block Resource Centre Coordinators could also be taken up during this period. These identified BRC/CRC Coordinators could then facilitate the planning process. Local level non-governmental organisation must also be associated in the planning activities and in the process of constitution of VECs. The management needs in a particular district would also have to be assessed by the State level Implementation Society, to determine the kind of additional support required to operationalize the team at District, Block and the Cluster level. In districts that have already operationalized Block Resource and Cluster Resource Centres, the formation of such teams would be easier. In other regions, efforts to make an objective assessment of manpower needs and the restructured command system for the education administration would have to be a priority. The National and State level Mission will facilitate this process of manpower planning for programme implementation through objective assessment by expert teams.

Tasks like *rationalization of teacher units* has also to be initiated during the preparatory phase in order that deployment of teachers is need based. This will facilitate assessment of additional teacher requirements as also a convergent planning process that appreciates the presence of private schools.

Sarva Shiksha Abhiyan highlights *transparency in programme implementation*. All efforts have to be made to ensure that expenditure on elementary education is a public domain subject. The School Display Board has to show all investments being made in the school. Teacher Attendance should be publicly displayed. For improving the quality of school-level data regarding Enrolment, Attendance, Retention, Drop out, etc., besides the mandatory maintenance of Village Education Registers, Retention Registers, and Pupil Progress Cards, any information sent to Cluster/ Block/ District level, has to be displayed on the School Display Board for public scrutiny. The seeds of a community based monitoring system can only be sown by acceptance of a Right to Information at the school level. Similar efforts at transparency should be made right up to the national level. Copies of all sanction orders for pre-project/project activities would be pasted on the web-site of the Department of Elementary Education & Literacy, Ministry of Human Resource Development.

Organization of a large number of school based activities, cultural jathas, sports and festivals, have been suggested as preparatory activities under the Sarva Shiksha Abhiyan. Mobilization of the community can come about more effectively through a series of school-based activities that opens up the school as a social institution to the community. The objective of all these efforts is to *ensure community partnership in the management of the school*.

*Opening of Bank Accounts of Village Education Committee/ School Management Committee/ Gram Panchayat Education Committee/ School level Committee in urban areas will also be monitored as a preparatory activity so that effective decentralization can be brought about.* The financial norms clearly state that a number of interventions have to be carried out by the VEC (or its equivalent).

The preparatory activities must also ensure that the formation of the VECs (or equivalent bodies in urban areas) is process-based. *Process-based implies selection through activities and participation rather than by official orders of nomination.* Some States have accepted a system of election for School Management Committees and the same will be continued. There may be a need to reconstitute such Committees in many places where it had been done routinely in the past. Involvement of the teachers, representatives of women and other weaker sections, active community leaders, parents of children studying in that school/ EGS, parents of out of school children from poor habitations, has to be ensured in a process based approach. The organization of school based activities and microplanning are ways of identifying active community leaders willing to give time for the educational reconstruction in a habitation. The planning team has to have a role in the process-based constitution of VECs. Involvement of NGOs will strengthen this community-based approach for organizing the preparatory activities.

*In order to ensure an effective preparatory phase, up to Rupees fifty lakhs has been provided for such activities, based on the actual requirement in a particular district.* Besides provision for training and orientation of community leaders and Education Department functionaries, the preparatory phase provides for the following:

- ♦ office equipment as per need,
- ♦ cultural activities for mobilization for SSA,
- ♦ computer hardware and software for effective MIS at the district level,
- ♦ School-based activities up to Rupees 1000 to a school,
- ♦ household surveys and preparation of habitation Plans up to Rs. 3 per household,
- ♦ a set of base line Studies, etc.

The preparatory phase is need-based and there is a lot of variation in the demand from districts. Districts that are already implementing DPEP/LJP would require limited resources for the preparatory activities. During the preparatory phase, States will also make an assessment of manpower needs at the state level. A State *component* plan will also have to

be prepared, highlighting these needs. Assessment of manpower needs would require serious efforts at restructuring of education administration, wherever it has not been attempted so far. State level Resource Groups are expected to facilitate programme implementation.

The preparatory phase will be monitored by joint teams of resource persons sent by State/ National level mission. Support for planning activities will be provided by District/ State/ National level resource institutions. The districts can ask for resource support for carrying out planning activities and NCERT/NIEPA/SCERT/SIEMAT/TSG-DPEP would provide the capacity building support as per requirement. Besides this, the National and the State Mission will have an effective monitoring and operational support group to facilitate capacity building at all levels and to meet specific need of districts. Copies of all sanction orders for Pre-project and Project activities would be posted on the web site of the Department of Elementary Education, Ministry of Human Resource Development.

State governments will work out arrangements for professional and operational support at the State level in order to ensure that the capacity development needs of a district receive top most priority in the preparatory phase.

**The preparatory activities are expected to initiate a process of institutional development and capacity building for professional management of elementary education sector at the local level. The focus has to be on capacity building through training, rigorous planning processes, focus on community based data collection and its analyses, and most of all, a willingness to allow the local community to manage schools. It is expected that the preparatory phase will take anywhere from four to eight months.**

## 2.2 COMMUNITY-BASED PLANNING PROCESS

The success of Sarva Shiksha Abhiyan will depend on the quality of the community based planning process. While SSA is formulated on the premise that the community can plan, it also accepts the tremendous requirement for developing capacities in communities to do so. The heterogeneity of local communities in many regions often poses problems of unanimity on proposed planning criteria. It is important to recognize a *habitation, rather than a village as a unit* of planning as most habitations have a higher degree of community solidarity. Similarly, in urban areas, a cluster of households in the same slum settlement has to be a unit of planning.

The starting point for planning activities has to be the *creation of a core group of governmental and non-governmental persons*, entrusted with the task of implementing Sarva Shiksha Abhiyan. The State level Implementation Society has to exercise utmost caution and care in ensuring that the core team at the District and Block level is carefully selected and is committed to the task of Universal Elementary Education. Besides Education Department functionaries, these teams could comprise of faculty members of DIETs, BRCs, CRCs, NGO representatives, representatives of Teacher Unions, representatives of Women's Groups, representatives of Self Help Groups, retired and serving National and State Award winning Teachers, local literary figures, Panchayati Raj/ Autonomous Council representatives, etc. This list is illustrative as Sarva Shiksha Abhiyan recognizes the diversity across regions. The objective is to make District level and Block level core teams competent to take the community along in its agenda for educational reconstruction. The starting point of the planning process should be an orientation of the District and Block level teams.

These core teams should then *undertake an extensive visit of the district, covering every habitation/village/urban slum*. The funds provided under the preparatory activities for cultural activities and school based activities could be taken up to build advocacy for elementary education. These events could be occasions to identify individuals and community leaders willing to undertake the educational activities in the region. Constitution of *Mahila Samoohs* and *Prerak Dals* could also be taken up as a preliminary step towards the constitution of the VEC. These identified individuals, with large representation of women and weaker sections, should then be oriented for managing the affairs of the school. The National/ State level Mission could extend operational support in building capacities for such activities.

The District team must also work out its information needs and steps to develop formats for household and school surveys should also be taken. This would require capacity support from National/State level institutions. *The local context must reflect in all such activities.*

The school has to play a critical role in the planning process and efforts to bring community leaders to the school should be encouraged. This will be facilitated by regular activities in the school. The Head Master and his/her team have to function like the local resource team for planning.

After orientation of community teams, the process of *microplanning should be undertaken*. This would involve intensive interaction with each household to ascertain the educational status and the educational need. The requirements have to be discussed at the

habitation level before they are finalized. The broad financial and physical norms regarding school infrastructure, teachers and teaching learning materials will have to be the basis of the planning exercise.

**Requirement of incentives like scholarship and uniforms will have to be worked out on the basis of State norms. These would be part of the SSA framework but not the SSA programme as funding would be from the State Plan. The planning for mid day meal should also be discussed in the planning process, even though it will continue as a distinct scheme.**

The habitation level plans should be drawn up on the basis of the microplanning exercise. The Blocks and the Districts should also undertake an exercise to see that all requirements can be fulfilled by redeployment or by schemes under which unspent balances are available with the State governments. For example, teacher deployment could come by rationalization or Teaching Learning Equipment could come from sanctions already provided earlier under Operation Blackboard but not utilised so far. As far as possible, a new upper primary school would be opened by upgrading an existing primary school. The final District Plan will take note of such investments and would also reflect the process of redeployment of facilities, wherever required. The habitation level educational plans will be appraised by the Cluster level units, in consultation with the Block teams. The District unit will appraise the Block level plans. Due care should be taken to ensure that the demand for teachers, classrooms, etc. are as per the broad norm for Sarva Shiksha Abhiyan.

**The community-based planning process has to result in the effective enrolment and retention of the hitherto out of school children in school/ an EGS centre/ or a Bridge Course. This calls for a child specific monitoring by the local community. Community planning processes must also result in a specific Action Plan.**

### 2.3 PERSPECTIVE PLANS AND ANNUAL PLANS

*Each district will prepare a perspective Plan and an Annual Plan.* The perspective Plan will be a Plan for universalisation within the time frame of Sarva Shiksha Abhiyan. It will be based on the existing position with regard to attendance, retention, drop out and learning achievement. It will work out the total requirement for universalisation, spread over a number of years. *A clear Plan for improving access, increasing retention and*

*ensuring achievement will be a part of the perspective Plan.* The Perspective Plan will also be a dynamic document rather than any blue print and would be subject to modifications based on the feedback on the programme implementation. It will also work out the requirement of school infrastructure and teaching learning materials based on these assessments. The perspective plan will follow the broad financial norms set out in an earlier section. The perspective Plans will also take note of the presence of the non-governmental sector and its contribution towards UEE. The perspective plan will not rule out modifications in the Annual Work Plans based on field experience. The projections of the perspective Plan are tentative and departures on possible interventions may be made as per need.

The Annual Plans have to be based on a broad indication of resource availability to a district in a particular year. The National and State Mission will try and finalise the resource likely to be allocated to a particular district at least six months before the first instalment is released to a district. The district would undertake a prioritization exercise in the light of the likely availability of resources. The Annual Plan will be a prioritized plan in the light of the likely availability of resources. The National/ State Mission will appraise these Annual Plans and changes in keeping with resource availability could be effected by the National/ State Mission.

While the objective of the *Perspective Plan is to assess and Plan for the unfinished UEE agenda* in a particular district, the *Annual plan is an exercise in prioritization*. The perspective Plans of districts would be the basis for placing demand for additional financial resources for UEE in the years to come. As stated earlier, these Plans have to be as per broad norms under SSA. The appraisal teams would ensure that planning is as per nationally/ State accepted norms.

***Preparation of Perspective and Annual Plans require creation of capacities at all levels.*** Besides the teams of resource persons from the National/ State mission, efforts to develop State specific institutional linkage for planning support will also be explored. Consultation with research institutions for undertaking State specific educational agenda has already been initiated. The same would be finalised in consultation with the State governments. The Sarva Shiksha Abhiyan would require support of institutions of proven excellence for research, evaluation, monitoring and capacity building.

The quality of the planning exercise will depend on the efforts at capacity building and the supervision of the planning process. Institutions like Cluster Resource Centres and Block Resource Centres, already established under DPEP and being established under SSA in

non-DPEP districts, have to be carefully nurtured to provide capacity for effective planning. *The starting point in any such exercise is for the States to accept the need for careful selection of personnel from the existing governmental functionaries and also to deploy experts on contract from the management costs provided under the SSA.* The National/State Mission will have a role in selection of personnel in order to ensure objectivity in such processes. It must be reiterated that quality planning process will require institutional reforms that allow local communities to participate effectively in the affairs of the school. The involvement of the teaching community in the planning process would also be necessary to ensure that the school system emerges as the principal institution for community partnership.

The District Institutes of Education and Training (DIETs) have a Planning and Management unit. *These units have to become fully operational.* The effort at entering into Memorandum of Understanding (MoU) with State governments under the scheme of Strengthening Teacher Education is a step in that direction. As stated in earlier sections, Sarva Shiksha Abhiyan encourages institutional capacity development at all levels. Ultimately, no amount of external supervision by monitoring teams or capacity building teams is a substitute for institutional capacity development at all levels. The CRCs, BRCs and DIETs have a large role in the preparation of perspective and Annual Plans and their systematic capacity development has to be a priority in programme implementation.

#### **2.4 ALLOCATION OF RESOURCES AS PER APPROVED PLANS**

As mentioned earlier, the allocation of resources will depend on the following: preparation of District Elementary Education Plans and their appraisal; commitment of the State government with regard to the State share; performance of the State government regarding resources made available earlier; institutional reforms in states to facilitate decentralised management of education; reports of supervision teams regarding the quality of programme implementation; and availability of financial resources in a particular year. The actual allocation of resources will depend on all these factors. It is likely that districts with poor infrastructure will require more resources. However, the release will also be performance linked. If an educationally backward district does not utilise the resources in the manner intended, it is unlikely to continue to receive a priority. *All the districts of the country will be covered before the end of the Ninth Plan.* Their Plans will also be appraised and resources made available as per the conditions mentioned above. There are no fixed criteria for allocation of resources, as the actual allocation will depend on a large number of factors, including the availability of resources.



As mentioned earlier, *the resources will be allocated in two installments in a year: Once in April and then again in September.* The objective is to allow states to fully utilise the allocation for elementary education. The utilization certificates, however, will only become due one year after the release of an installment. Further release will be stalled if utilisation certificates are not submitted as per the schedule.

The expenditure of a State /UT has to be maintained at the level in 1999-2000. The State share for Sarva Shiksha Abhiyan has to be over and above the expenditure already being incurred at the 1999-2000 level in a particular State. Sarva Shiksha Abhiyan will not substitute State funding for elementary education. In fact, it is expected to encourage states to invest more on elementary education along side a higher allocation by the Central government. The State level Implementation Society for Sarva Shiksha Abhiyan will certify that the level of investments are being maintained in the state, at the time of seeking further allocation of resources from the Central government. *The National level Mission will also monitor expenditure on elementary education. NIEPA will provide professional support for regular monitoring of expenditure on elementary education.*

### 2.5 What a District Plan Must Have

- i Large scale participation of women and other disadvantaged groups in the planning process.
- ii A clear gender focus in all the activities under the plan. Every intervention must be gender sensitive.
- iii Large scale evidence of school-based activities like *Bal melas, Jathas, sports, Maa – beti sammelans*, etc.
- iv Evidence of
  - ♦ interface with elected representatives at all levels
  - ♦ process based constitution of committees at each level
  - ♦ institutional arrangements for decentralized decision making
  - ♦ consultation with teachers
  - ♦ community contribution for universal elementary education
  - ♦ school mapping and micro planning habitation wise/ village wise/ cluster wise/ urban slum wise/ ward wise
  - ♦ joint Bank accounts in each school/VEC/School Committees to receive community contribution and to spend government grants
  - ♦ focus on making education relevant to life.

- v. Survey of
  - ♦ available school facilities, including non-governmental educational institutions;
  - ♦ 0-6 age group children and facilities for their education and development;
  - ♦ 6-14 age children through preparation of Education Registers and identification of institution for schooling.
- vi. Relocation of teacher units taking into account the presence of the non-governmental sector and its impact on school attendance.
- vii. Assessment of
  - ♦ training needs and survey of capacities for orientation and training with existing institutions;
  - ♦ needs, school-wise/habitation-wise of additional school facilities, teachers, etc.;
  - ♦ school wise/EGS centre wise incentives of meals, scholarships, uniforms, free textbooks and notebooks, etc.;
  - ♦ teaching-learning materials;
  - ♦ Information System;
  - ♦ available financial resources and priority of needs.
- viii. Community ownership of the district plan.
- ix. A plan for quality education including a plan for
  - ♦ early childhood care and education;
  - ♦ children with special needs.
- x. Incorporation of issues like local specific school timings, etc.;
- xi. Reflection of all investments in Plan and Non Plan being made in a particular district for elementary education.

## 2.6 APPRAISAL OF DISTRICT PLANS

Appraisal of District Plans is critical to the Sarva Shiksha Abhiyan. *The National/ State Mission will undertake Appraisal of plans with the assistance of resource teams constituted by the operational support unit of the National/ State Mission.* These resource persons will be fully oriented for undertaking the task of appraisal. The Appraisal Missions

will undertake regular visits to districts in order to monitor the quality of preparatory activities. The cost of the Appraisal teams will be fully borne by the National/ State Mission. The monitoring and operational support teams at the National/ State level Mission will constitute the Appraisal teams.

*Appraisal teams will be jointly constituted by the National and the State level Mission.* One of the National Mission nominees could be a representative of the research institution that undertakes responsibility for that state. The National Mission will circulate a list of resource persons on the basis of past experience gathered under the DPEP and Lok Jumbish Project. The nominees of the State Mission will also have to be approved by the National Mission. A checklist of activities will be prepared for the guidance of the Appraisal team.

For non-governmental representatives in appraisal teams, besides the TA/DA as admissible for government servants, a modest honorarium will be available.

**A few salient features of the Appraisal process will be as follows:**

- To be conducted jointly by central and state government representatives in the initial phase, along with experts to be selected by NIEPA/NCERT/SCERT/SIEMAT*
- States to undertake appraisal after sufficient institutional capacities are developed through networking with national level institutions*
- Assessment to ensure that mobilization has been the basis of planning and plan reflects participatory planning process*
- Level of community ownership to be the critical factor in appraisal of plans*
- Participation of NGOs, institutions, individuals, Panchayati Raj Institutions and urban local bodies*
- Assessment of community contribution in school activities*
- Assessment of institutional arrangements for decentralised decision making and capacity building in local resource institutions*
- Assessment of involvement of teachers in the planning exercise*

## 2.7 DETERMINING THE BASE LINE STATUS

Many State specific evaluation studies have been carried out in recent months. The National Evaluation of the Operation Blackboard scheme has generated State specific

findings on a large number of parameters regarding elementary education. The Evaluation of the District Institutes of Education and Training have similarly generated State specific Reports. In a manner these studies give a broad base line picture with regard to the school system and the effectiveness of the teacher training institutions. The National Sample Survey 52<sup>nd</sup> Round (1995-96), and the National Family Health Survey - I and II (1992-93 and 98-99) also give us insights on 6-14 age children attending schools in various states. These studies serve as a State specific baseline for the launch of the Sarva Shiksha Abhiyan. Besides these, provision for base line studies focussing on the local context has been provided as part of the preparatory activities. Base line achievement tests would be undertaken by the NCERT in the non-DPEP states on a priority, to ascertain the current levels. The National and the State Mission will monitor on the basis of these established base lines.

**Besides the State level Baselines, the Sarva Shiksha Abhiyan provides for conducting Base line assessment Studies as a part of the preparatory activities in each district to be covered under SSA. These studies have to be diagnostic in nature so that these studies contribute to the planning process by taking note of the local context. NCERT will provide technical guidance.**

## 2.8 SUPERVISION OF ACTIVITIES

Sarva Shiksha Abhiyan requires regular supervision of activities. *Ideally, the CRCs, BRCs and DIETs have to be developed effectively to carry out supervision activities.* Supervision teams will be periodically sent by the National/ State Mission usually once in six months. Such supervision visits would also include the State specific resource institution that has undertaken the task of research and supervision in that State/ UT. Theme specific supervision visits besides the overall assessment visits would also be undertaken. Classroom observation by resource persons has also been provided for. States will work out their supervision/ appraisal/monitoring and research Plans, based on the indication of resource availability as per the norm approved for such activities under the SSA (Rs. 1500 per school per year). This amount would be divided among the National/ State and District mission under Sarva Shiksha Abhiyan. Rs. 100 per school will be spent at the National level. The State government will decide regarding the balance amount to be spent on monitoring, research, supervision and evaluation at the various levels, from the school to the State level.

*Two supervision visits of at least three days each would be undertaken by the National/ State level Mission each year, to each of the States.* Initially these supervision teams will be constituted by the National Mission in partnership with the States. Subsequently, States

will constitute their own supervision teams. Each Supervision team will have four Members, two from the State Mission and two from the National Mission. Representatives of National Resource institutions, State specific research institutions and University Departments of education would be encouraged to participate in the supervision team. The non-governmental representatives who undertake supervision visits will be entitled to a modest honoraria, over and above the TA/DA.

The visits will be coordinated by the State and the National Mission of Sarva Shiksha Abhiyan. Suitable supervision formats will be designed through special workshops to be organised by national /state level resource institutions. Resource persons involved with training teachers will also undertake classroom observation. A modest honoraria may be provided for non-governmental/ retired resource persons involved in this work. Members of DIET will be entitled to TA/DA for such visits.

## 2.9 PROCEDURE FOR RELEASE OF FUNDS

Sarva Shiksha Abhiyan is conceived as a long-term partnership between the Central and the State/UT governments. The procedure for release of funds incorporates this idea of a partnership. Under the programme of Sarva Shiksha Abhiyan, the districts will prepare their proposals through a community owned Pre-Project phase, based on the broad Framework for Implementation. The State level Implementation Society for Sarva Shiksha Abhiyan will forward these proposals to the National Mission of Sarva Shiksha Abhiyan for release after appraisal by a joint team. ***The Central Government will release the funds directly to the State Implementation Society.*** The State governments have to give written commitments regarding its contribution towards the Sarva Shiksha Abhiyan.

After preparation of the District Elementary Education Plans, the perspective as well as the Annual Plans will be jointly appraised by a team of experts constituted jointly by the National and the State level implementation Society. The National Sarva Shiksha Abhiyan Mission will approve the Annual Plan on the basis of the appraisal report, the recommendation of the State Implementation Society, the availability of Central Plan funds, and the commitment of the State government regarding financial resources. The recommendation of the State level Implementation Society must also be accompanied by a commitment of the State government to transfer its share to the State Society within thirty days of the receipt of the Central contribution, as per the approved sharing arrangement. The release of the first instalment to the State/UT will be processed after receipt of these written commitments. The appraisal and approval of Plans should be completed in time for the first

instalment, to meet the proposed expenditure of the first six months, to be released by 15 April. Some departure from this norm would be necessitated in the first year of programme implementation.

*There would be two instalments each year: one in April for expenditure between April and September and the second in September for expenditure between October to March.* A supervision visit to the programme implementation districts will be undertaken by a pool of resource persons selected by the National/State Mission, before the second instalment is processed. The second instalment will be based on the progress in expenditure and the quality of implementation. The utilization certificates from the districts to the States and to the national Mission for funds released in the first instalment would become due at the time of the release of the first instalment in the subsequent year.

## Chapter - III

# MANAGEMENT STRUCTURE FOR PROGRAMME IMPLEMENTATION AND INTEGRATION WITH CURRENT EFFORTS

### 3.1 MANAGEMENT STRUCTURE AT THE NATIONAL LEVEL

One of the basic features of the Sarva Shiksha Abhiyan is that the mainstream structures will primarily be used for implementing the programme. *A separate Department of Elementary Education and Literacy has already been created for this purpose.* In order to facilitate convergence and a holistic perspective, a single Bureau of Elementary Education has been constituted. The General Council at the National level will be headed by the Hon'ble Prime Minister with the Hon'ble Human Resource Development Minister as the Vice-Chairman. The Chairman of the Executive Committee will be the Hon'ble Human Resource Development Minister. The Secretary, Department of Elementary Education and Literacy will be the Vice-Chairperson of the Executive Committee. The Joint Secretary (Elementary Education) will also be the Director General of the National Mission of Sarva Shiksha Mission. He/she shall be the Member Secretary of the General Council and the Executive Committee. The Directors/ Deputy Secretaries of the National Mission will also work as the Deputy Director Generals of the National Mission under the overall supervision of the DG. Each DS/Director shall have specific functional and geographic responsibility. *The functional areas may include – i) Monitoring, MIS, research, evaluation, and operational support; ii) Gender, ECCE, children with special needs, and special focus groups; iii) Pedagogy and capacity development for quality, Teacher Education; iv) EGS, alternative and innovative education, education of urban deprived children; v) Teacher recruitment, rationalization and other policy matters; vi) Planning and community mobilization; vii) Budget, Accounts, Annual Reports and Audit; viii) Civil works and development of school facilities.*

*The Under Secretaries and the Section Officers in the Elementary Education Bureau, along with the Office Staff, etc. will be part of the National Mission.* In order to facilitate

effective monitoring and operational support for MIS, a monitoring and operation support unit will be established from the existing staff and by appointment of a few need-based Consultants as per rules. The management costs approved for the National Mission will be utilised for engaging the Consultants and establishing the monitoring and operational support unit. The operational support unit will work very closely with the National Resource institutions providing the professional support.

*The National Mission has a major role to play in developing capacities.* In order to facilitate such a process, demand-based capacity development visits would be organized by the National Mission, in consultation with the State Missions. State Missions would also play an important role in meeting the capacity development needs of the districts as per their requirement. The professional and operational support institutions will also regularly interact with State Implementation Societies and districts to ascertain the capacity development needs. Flexibility in meeting the capacity development needs is critical to the success of Sarva Shiksha Abhiyan.

*The National Mission has the role of disseminating good practices across the states* This will include encouraging Study visits and regularly publishing such good practices. The monitoring and operational support unit of the National Mission will respond to the demand from States and districts. It will have the flexibility of sending monitoring teams at short notice. The National Mission will constantly up-date lists of experts in functional and geographical areas in consultation with State Implementation Societies. The list of experts would be periodically placed before the Executive Committee for approval.

### 3.2 STATE MISSION AUTHORITY

*There would be a State Mission Authority for UEE.* All activities in the elementary education sector, including the implementation 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. Department of Rural Development's involvement will facilitate the process of mobilizing additional resources under the rural employment programmes for school infrastructure development. 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. Ministry of Human Resource Development would be represented both on the Governing Council and the Executive Committee.

*Sarva Shiksha Abhiyan allows the engagement of professional on contractual terms, subject to the ceiling on management costs.* However, the engagement of professionals has to be done after taking stock of the available manpower. The professionals have to work to strengthen capacities in the mainstream. This would require serious effort and possible restructuring of command structures in many states. Sarva Shiksha Abhiyan would encourage all efforts at restructuring that contribute to effective decision making and efficiency. The accountability framework of institutions has to be considerably strengthened. This calls for adoption of strict selection criteria while posting officials to institutions like DIETs and SCERTs. The *Memorandum of Understanding (MoU)* with States under the scheme of Teacher Education is already highlighting this need for priority to institutional development.

*Management cost up to 6 percent 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 operationalization and 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 contract basis for the programme 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, Alternative 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, with government's permission), 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.

The selection process of professionals hired on contract (within the 6 per cent management cost) has to be very rigorous. Selection should be done by expert committee specially constituted for the purpose.

The management costs should be periodically monitored to ensure that it is within the ceiling of 6 %. Sustainability of such costs has to be taken into account at the time of incurring them.

*An illustrative management structure had been provided under the District Primary Education Programme. Under the Sarva Shiksha Abhiyan, the effort will be to first identify the existing strengths and weaknesses of the implementation team at the district, Block Cluster and habitation level. The requirement of additional staff will be worked out on the basis of this assessment. In the preparatory phase itself, identification of likely BRC and CRC coordinators from among the teachers should begin. In fact, this team should start functioning from the preparatory phase itself by deputation, if need be. This team of up to 20 teachers could provide useful support to the planning process at the Block and Cluster level.*

Normally, States find lack of sufficiently trained personnel to handle MIS and community mobilization related activities, from the existing staff. Gender related interventions have also required the engagement of persons on contractual appointment. While making an assessment of manpower needs, districts must assign the top most priority to engaging experts for MIS, community mobilization and gender related interventions. In context specific situations, engagement of experts on tribal education, education of SC children, education of children with special needs, etc., may also be considered. Similarly in states where the institutional capacity for quality interventions is weak, engagement of experts on pedagogy and teacher training may also be considered. Effective management of accounts also requires effective training and occasionally strengthening of the financial management machinery at the district and the Block levels.

As regards requirement of vehicles, the policy should be to hire vehicles as per need, unless such a practice is not feasible in any particular area. Even in case purchase of vehicles is permitted, no new post of driver should be created. Such purchase of vehicles would only be as substitution of condemned vehicles. In any case, prior permission of the National Mission will be mandatory for any decision regarding purchase of vehicles.

The implementation team under the Sarva Shiksha Abhiyan will work within a framework of decentralised management of education with full accountability to the community. The Panchayati Raj institutions and School level Committees will be involved in the programme implementation, along with the mainstream structures.

### **STATE COMPONENT UNDER SARVA SHIKSHA ABHIYAN**

SSA provides for support at State level from the 6% management cost as also the funds for Research, Evaluation, Supervision and Monitoring at State level. The cost of State level orientation and training programmes can be built into the District Plans at the State level. This does not imply that there will not be a state component. The State Component has to be integrated with the needs of the district. The objective of the State component is to facilitate programme implementation and provide support for capacity development at all levels.

Effective monitoring would also require a system of intensive review and planning mechanism at the State level. The State level team will constantly undertake field visits to ascertain the quality of programme implementation. Information systems to monitor progress with regard to SSA objectives, effective structures for financial management and audit, support to districts for capacity development, are some areas that require continuous partnership with the State level team.

The management structure under the Sarva Shiksha Abhiyan at all levels has to be accountable to the State specific arrangements for decentralised management of education. This would require full transparency in all activities. Since the effort is to strengthen the mainstream structures, SSA would involve investment for human resource development among the education department functionaries. Exposure visits, orientation programmes for capacity enhancement, working with Non Governmental Organizations, developing partnerships with elected representatives for universal elementary education, focus on special educational needs of focus groups, capacity for implementation of quality related interventions, will be integral to the management structure. Partnerships like the Total Literacy Campaign management structures within the overall Panchayati Raj/ Tribal Autonomous Council set-up will be required to build an effective management system.

The State level team also has to encourage diversity across districts and document good practices so that they could be adopted in other regions.

level teams comprising of governmental and non governmental persons would go a long way in establishing effective structures. The selection of the core team has to be very careful, as that would determine the quality of programme implementation. Setting up of EMIS team has to be done on priority in order to put in place an effective MIS. The infusion of additional contractual staff will only be after an assessment of the existing staff strength. Effort will be made to involve representatives of Non Governmental Organizations with proven excellence while constituting teams for programme implementation at various levels.

### **3.4 ROLE OF NON GOVERNMENTAL ORGANIZATIONS IN SARVA SHIKSHA ABHIYAN**

*Sarva Shiksha Abhiyan conceives a vibrant partnership with Non Governmental Organizations in the area of capacity building, both in communities and in resource institutions.* These partnerships will require nurturing through an on going partnership in activities. The Research, Evaluation and Monitoring activities under the Sarva Shiksha Abhiyan are proposed to be done in partnership with institutions/NGOs. This would improve transparency of programme interventions and would also encourage a more open assessment of achievements.

In the education sector, non-governmental organizations have been making very meaningful contributions. Work related to pedagogy, mainstreaming out of school children, developing effective teacher training programmes, organising community for capacity development for planning and implementation, expressing gender concerns, work in the sphere of disability among children, are some such examples.

Their partnership is conceived in three ways:

- ♦ through direct funding by Central and State governments;
- ♦ through funding activities by identified National and State Resource Institutions;
- ♦ through participation in community activities funded by Village Education Committees.

NGOs can discharge a very useful role in advocacy as well as accountability of the Sarva Shiksha Abhiyan.

Under the Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE), it has been decided to fund NGOs (other than experimental and innovative

Projects) *through State Implementation Societies*. It will also be possible to record the contribution of NGO Projects in the District Elementary Education Plans, as their interventions would also be made in the DEEP. It will facilitate transparency of NGO activities also. Substantial partnership of NGOs is conceived through community organisations like VEC, PTA, MTA, SMCs, etc. This is suggested so that NGOs actually participate in building capacities in the community. Efforts to explore a longer-term partnership with NGOs with a well-defined arrangement for continuity will be encouraged.

### 3.5 MAJOR CENTRAL INTERVENTIONS AND THEIR INTEGRATION WITH SSA

There have been several innovative schemes in the sector of elementary education following the National Policy on Education in 1986 such as 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 248 districts of 18 States. It is proposed to integrate these in the fold of Sarva Shiksha Abhiyan in the following manner:

#### i Operation Blackboard:

Operation Blackboard aimed to improve physical infrastructure of education whereby school space was expanded and more teachers provided. However, Operation Blackboard could not cover the entire spectrum of schools. The SSA will qualitatively improve and expand the existing structure. No fresh teacher recruitment will take place under OBB once SSA programme is operationalized. Support for teachers' salaries under OBB will, however, continue as per the OBB scheme where teachers have already been appointed under that scheme, till the end of the IX Plan. *Efforts to access funds for classrooms from rural/urban employment schemes will continue to be made, even though earmarking is no more applicable to these funds.*

#### ii Strengthening of Teacher Education:

The revised scheme of Teacher Education provides for a Memorandum of Understanding with the states in order to ensure that they receive priority attention of state governments, especially with regard to filling up of vacancies through a rigorous selection criteria. The scheme will be a part of the SSA framework till the end of the IX Plan, after which it will merge in the SSA programme. This will supplement the DIETs, which provide

guidance at district level. The revised Teacher Education provides for strengthening of SCERTs. Support for SCERT will continue under the Teacher Education Scheme.

**iii National Programme of Nutritional Support for Primary Education:**

Evaluation of the National Programme of Nutritional Support for Primary Education indicate that the supply of food grains leads to improvement in student attendance while raising their nutritional standard. *It is proposed to continue the scheme with suitable modifications, in consultation with States.*

**iv Mahila Samakhya:**

Evaluation studies on the Mahila Samakhya approach indicate the progress made in empowerment of women. This in turn generates demand for elementary education of girls. There is 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. Though the scheme of Mahila Samakhya will retain its distinct identity at the State and the district level, *it will provide support for the planning and implementation of SSA in districts implementing Mahila Samakhya.*

**v Education Guarantee Scheme and Alternative and Innovative Education:**

Studies on the Non-Formal Education scheme have pointed out the lack of flexibility which impedes effective implementation across different States. Efforts to provide for a diversity of interventions have been made in the revised scheme that has been approved recently such as setting up of Education Guarantee Schools, Alternative Schooling facilities, *Balika Shikshan Shivar*, 'Back to School' camps, etc. The restructured NFE scheme called EGS and AIE will be a component of the SSA and be absorbed in it by the end of the IX Plan. *SSA programme will provide planning and management support to operationalize the EGS and AIE scheme.*

**vi District Primary Education Programme (DPEP):**

DPEP districts indicate that decentralized planning and implementation facilitates community involvement in the process of school management. DPEP has met with varied of degree of success in different States. Some have availed of DPEP benefits and have improved their elementary education sector. A large number of teacher vacancies have

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been filled up in many DPEP states. Setting up of Block and Cluster Resource Centres has facilitated academic interaction among teachers. Development of new textbooks with the participation of teachers and experts has been encouraging in most DPEP states. All DPEP districts would also be part of the SSA framework. Efforts to prepare comprehensive District Elementary Education Plans will be made in DPEP districts. *The focus will be on vertical expansion into Upper Primary Education and on consolidation of the primary schooling efforts.*

**vii Lok Jumbish Project:**

Under the LJP, evaluation studies indicate the positive impact of micro planning and school mapping in which the community is involved. There are specific interventions for girls education through *Balika Shiksha Shivirs* and *Sahaj Shiksha Kendras*. While there has been improvement in enrolment and retention, the actual learning achievements have been modest. *LJP will be implemented in 13 districts of Rajasthan and holistic District Plans will be prepared for these districts also. LJP will be a part of the SSA framework.*

**viii. Janshala (GOI-UN) Programme:**

Janshala (GOI-UN) Programme is a collaborative effort of Government of India and five UN agencies, viz., UNDP, UNICEF, UNESCO, ILO and UNFPA to provide programme support to the on going efforts towards achieving UEE. Janshala, a community-based primary education programme, aims to make primary education more accessible and effective especially for girls and children in deprived communities, marginalized groups, SC/ST/minorities, working children and children with special needs. **Janshala will form part of SSA framework in the districts in which it is in operation.**

## Chapter - IV

### MONITORING OF PROGRAMME IMPLEMENTATION

#### 4.1 COMMUNITY BASED MONITORING, EMIS, RESEARCH AND EVALUATION

The Sarva Shiksha Abhiyan 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. To encourage independent feedback on programme implementation, research and resource institutions with proven excellence will be involved in monitoring at all stages.

*The State Implementation Societies (SIS) will also undertake intensive monitoring* Representatives of the National Mission for UEE and National level institutions like NCTE, NIEPA, and NCERT will also undertake periodic monitoring and provide resource support to the SIS to strengthen appraisal and monitoring systems. Efforts to associate autonomous institutions willing to take up state specific responsibilities for research and evaluation will also be made. Many independent institutions would also be associated in developing effective tools for conducting achievement tests, monitoring quality aspects of programme implementation, evaluation and research studies.



A total provision of up to Rs. 1500 per school per year has been made for community-based monitoring, research, evaluation, etc. Rs. 100 per school will be available at the National level. The State will decide on the division of resources at various levels, from the State to the school from the balance Rs. 1400 per school.

The funds for monitoring will be used for carrying out the following activities:

- Creating a pool of resource persons 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.
- Providing regular generation of community based data.
- Conducting achievement tests, evaluation studies.
- Undertaking research activities.
- Setting up special task force for low female literacy districts and for special monitoring of girls, SCs, STs.
- Incurring expenditure on Education Management Information System.
- Undertaking contingent expenditure like charts, posters, sketch pen, OHP pens etc. for visual monitoring systems.
- Assessment and appraisal teams and their field activities.
- Analysing data at sub district/ district/state and national level.

Besides community based monitoring, Sarva Shiksha Abhiyan will encourage independent research and supervision by autonomous research institutions. Institutions of proven excellence have been requested to take up State specific responsibilities. The focus in partnership with institutions will also be on developing capacities through the interaction in SCERTs/SIEMATs/DIETs to carry out research and evaluation tasks. *Faculty of Education in Universities, Departments would also be requested to participate in such activities under the Sarva Shiksha Abhiyan. The Regional Institutes of Education (RIE) of NCERT will also be associated in these tasks.*

Effective community based-monitoring requires demystification of processes. Sarva Shiksha Abhiyan will make efforts to develop partnership between communities and research institutions in order to improve the quality of monitoring and research.

Since quality is a major concern under the Sarva Shiksha Abhiyan, its monitoring will be a priority. Monitoring of quality will require an understanding of processes of programme implementation. Process and quality indicators would have to be developed as per felt needs in order to track the quality of programme implementation. Such efforts would require partnership with institutions, PRIs, School Committees, etc. Training and orientation programmes to develop appropriate monitoring formats, qualitative monitoring through process documentation, case studies to understand issues comprehensively, will be required. The monitoring system under SSA will be multi pronged so that a constant strive for quality is maintained.

The system of financial monitoring would also be important in developing demystified community based approaches that allow for social audit. All financial monitoring has to work within a system of social monitoring with full transparency. Joint training programmes for auditors, community leaders, teachers, etc. to understand and appreciate the context of universal elementary education would be made under the Sarva Shiksha Abhiyan.

**NCERT will undertake base line assessment of learning achievements at primary level in the Non-DPEP States and at upper primary level in all states in order to provide a base line for the Sarva Shiksha Abhiyan. These assessments must also take a larger view of the assessment process rather than simply a one-time assessment of achievements. Efforts to develop context specific item pools for competency testing must also be simultaneously made.**

#### MONITORING OF PROGRAMME

- *Joint review by Government of India and the State Government*
- *Community based monitoring with full transparency*
- *Continuous visit to field by resource persons and suggestions for improvement*
- *State specific responsibilities to research and resource institutions for supervision, monitoring, evaluation and research*
- *Community ownership mandatory for preparation of District Elementary Education Plans*
- *Statement of expenditure in each school to be a public document*
- *Mandatory implementation of many activities by VEC.*

## Section - V

### COVERAGE OF SPECIAL FOCUS GROUPS

#### 5.1 EDUCATION FOR GIRLS, SCHEDULED CASTE AND TRIBAL CHILDREN

##### 5.1.1 Girls' Education

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 programme. Mobilization at the habitation/village/urban slum level, recruitment of teachers, upgradation of primary into upper primary schools, incentives like midday meals, uniforms, scholarships, educational provision like textbooks and stationery, will all take into account the gender focus. Every activity under the programme will be judged in terms of its gender component. Besides mainstreaming, special efforts like the Mahila Samakhya type of mobilization and organization, back-to school camps for adolescent girls, large-scale process based constitution of *Mahila Samoohs*, will also be attempted. *The selection criteria takes into account the low female literacy among the scheduled caste and scheduled tribe women.*

The Sarva Shiksha Abhiyan recognizes the need for special efforts to bring the out-of-school girls, especially from disadvantaged sections, to school. This would require a proper identification of girls who are out of school in the course of microplanning. It also calls for involving women through participatory processes in the effective management of schools. Experiences across the states under Mahila Samakhya and under the District Primary Education Programme have suggested the need for a clear perspective on women's issues. The provision for girls' education would have to be situated in the local contexts and interventions designed to suit the specific community needs in this regard. Special interventions need to be designed to address learning needs of girls and relating education to their life. The Sarva Shiksha Abhiyan is committed to making these interventions possible.

### 5.1.2 LESSONS FROM PAST PROGRAMMES LIKE DPEP AND LOK JUMBISH

The conduct of various previous programmes in the field of elementary education, like DPEP and Lok Jumbish, have thrown up interesting and successful lessons on gender intervention for improvement in access, enrolment, retention and achievement of girls. Some of these, which can be adopted by the states in SSA, are as follows:

#### *Access and Enrolment*

- *Regular enrolment drives* conducted in most States. In Uttar Pradesh, a 23% increase has been recorded in girls' enrolment in 2000-2001 over last year's enrolment figures.
- *Conducting special camps and bridge courses* for girls to mainstream them
- *Setting up special models of Alternate Schools* exclusively for girls - *angana vidyalayas, bal vidyalaya, bal shalas, Sahaj Shiksha Kendras, AS cum ECE centres*
- *Balika Shikshan Shivirs* (Camps for adolescent girls)
- *Providing formal schooling facilities* in centres of religious instruction viz., Maktabas and Madarsas.
- Intensive mobilisation efforts among the resistant groups.
- *Working in close collaboration with the community* in identified pockets.
- *Using women's groups* (both formed under the programme and those already existing), VECs, MTA, to follow up issues for girls' education.

#### *Retention*

- Monitoring attendance has been *high on the agenda in all states* where micro initiatives for girls' education have been taken up. Community involvement is high in this process, particularly in mobilising parents for regular attendance of their children
- *Follow up of drop out girls* to bring them back to school either through camps or bridge courses.
- *Organizing retention drives* to put regular pressure on parents and the school system to ensure retention of girls. These are not one time drives but are organised at regular intervals to sustain the pressure and take up corrective measures as may be necessary.

- In pockets identified for intensive activities, attendance *of each child is monitored* to prevent dropouts.

- **In Uttar Pradesh, children are awarded graded colours for their monthly attendance - green for the best, yellow for the mediocre and red for the deficient . This system is showing results. Children want to achieve the green colour.**
- **It is proposed to publically felicitate the children with good attendance records at local level functions. This has not only enthused the children further, but has also instilled a sense of commitment and responsibility among parents and guardians.**

#### *Achievement*

- Special coaching classes/remedial classes for SC girls.
- Creation of a congenial learning environment for girls in the classroom where they are given the opportunity to learn. This is being done through special inputs to teachers - either in selected pockets or across the programme districts
- Remedial classes being organised by VEC/MTA members for girls who are not faring too well at school
- Improved classroom environment to provide equitable learning opportunities to girls. Most interventions have been through teacher sensitisation programmes. There are examples of States that have tried to address the issue of providing congenial learning environment of girls in the schools/classrooms although the approaches have been varied. States like Karnataka and Gujarat have taken a lead in this process.

**Kerala undertook a study on classroom processes with a gender focus in 168 schools. This formed the basis for the teacher training module developed on this theme. Almost 28,000 teachers have been taken through this training and have been given reference material.**

#### *Planning and implementation.*

- States have been sensitised on the use of available data for local level planning for girls' education with community involvement.
- Field-based trainings have been conducted in Assam, Kerala, Orissa, Uttar Pradesh and West Bengal. States have been building on these skills and are concentrating in certain very deprived pockets. Andhra Pradesh, Gujarat, Maharashtra, and Tamil Nadu have also initiated focused interventions along similar lines.

### 5.1.3 EDUCATION OF SC/ST CHILDREN

The educational development of children belonging to the Scheduled Castes and Scheduled Tribes 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 dalits and tribals in the affairs of the school will be specially encouraged to ensure ownership of the Abhiyan by all social groups, especially the most disadvantaged.

The interventions for children belonging to SC/ST communities have to be based on the intensive microplanning addressing the needs of every child. The Sarva Shiksha Abhiyan provides flexibility to local units to develop a context specific intervention. Some interventions could be as follows:

- ♦ engagement of community organisers from SC/ST communities with a focus on schooling needs of children from specific households
- ♦ special teaching support as per need
- ♦ ensuring sense of ownership of school committees by SC/ST communities
- ♦ training programmes for motivation for schooling
- ♦ setting up alternative schooling facilities in unserved habitations and for other out of school children
- ♦ using community teachers
- ♦ monitoring attendance and retention of children from weaker sections regularly
- ♦ providing context specific intervention in the form of a hostel, an incentive or a special facility as required.
- ♦ involving community leaders in school management

The Sarva Shiksha Abhiyan will develop context specific interventions, over and above the mainstreamed interventions, to tackle the problems in education of SC/ST children. All successful interventions so far will serve as the guiding principle for preparing such interventions. The provision of expenditure up to Rupees 15 lakhs per year given in the norms can be used for taking up innovative interventions relating to SC/ST under the Sarva Shiksha Abhiyan.

#### 5.1.4 INTERVENTIONS IN TRIBAL AREAS

The problems faced by children in the tribal areas are often different than that faced by children belonging to Scheduled Castes. Hence, special interventions may be needed for such regions. Some of the interventions, which can be considered, are:

- Textbooks in mother tongue for children at the beginning of primary education where they do not understand regional language.
- Bridge Language Inventory for use of teachers.
- Aganwadis and Balwadis or crèches in each school in tribal areas so that the girls are not required to do baby-sitting.
- Special training for non-tribal teachers to work in tribal areas, including knowledge of tribal dialect.
- Special plan for nomadic and migrant workers.

#### 5.1.5 PROVISION UNDER SARVA SHIKSHA ABHIYAN FOR GIRLS, SC & ST CHILDREN

All the interventions listed above can be undertaken in the Sarva Shiksha Abhiyan. The following provisions have been made for girls' education and education of SC/ST children:

- i. Interventions for Early Childhood Care and Education
- ii. School/EGS like alternative facility to be set up within one kilometer of all habitations.
- iii. Up-gradation of EGS to regular schools
- iv. Special mainstreaming camps for out-of-school girls/ SC/ST children under the Alternative and Innovative Education component.
- v. Mahila Samakhya like interventions from the innovation fund.
- vi. Provision of process-based community participation with a focus on the participation of women and SC/ST
- vii. Provision of context specific innovative intervention for girls' education and education of SC/ST children - upto Rs. 15 lakh per intervention per year and up to Rs. 50 lakh in a district in a particular year. The innovative programmes can include:

- Enrolment and retention drives.
  - Special camps and bridge courses.
  - Setting up special models of Alternative Schools.
  - Strengthening of madaras and maktabas for formal education to girls.
  - Community mobilisation including setting up new working groups and working with existing working groups.
  - Monitoring attendance.
  - Remedial/coaching classes.
  - Providing a congenial learning environment inside and outside the school.
- viii. Training programme for community leaders to develop capacities for school management.
  - ix. Setting up of Block and Cluster Resource Centres for effective academic supervision.
  - x. Free textbooks to all girls/SC/ST children up to Class-VIII.
  - xi. Mid-day-meal programme to continue as at present.
  - xii. Incentives like uniforms and scholarships to be funded from State Plan only.
  - xiii. Adequate Teaching Learning Equipment for all Primary and Upper Primary schools.
  - xiv. At least 50 % of the teachers to be appointed have to be women.
  - xv. Provision for
    - ♦ school and teacher grants for all teachers.
    - ♦ 20-day in-service training each year for all teachers.
    - ♦ all children with Special needs
    - ♦ community-based monitoring, partnership with research and resource institutions, and periodic feedback on interventions

## 5.2 EDUCATION FOR CHILDREN WITH SPECIAL NEEDS

SSA will ensure that every child with special needs, irrespective of the kind, category and degree of disability, is provided education in an appropriate environment. SSA will adopt 'zero rejection' policy so that no child is left out of the education system.



### Approaches and Options:

The thrust of SSA will be on providing integrated and inclusive education to all children with special needs in general schools. It will also support a wide range of approaches, options and strategies for education of children with special needs. This includes education through open learning system and open schools, non formal and alternative schooling, distance education and learning, special schools, wherever necessary, home based education, itinerant teacher model, remedial teaching, part time classes, community based rehabilitations (CBR) and vocational education and cooperative programmes.

**Components:** The following activities could form components of the programme:

- a) *Early detection and identification:* A concerted drive to detect children with special needs at an early age should be undertaken through PHCs, ICDS, ECCE centres and other school readiness programmes. Identification of children with special needs should become an integral part of the micro-planning and household surveys.
- b) *Functional and formal assessment* of each identified child should be carried out. A team should be constituted at every block to carry out this assessment and recommend most appropriate placement for every child with special needs.
- c) *Educational Placement:* As far as possible, every child with special needs should be placed in regular schools, with needed support services.
- d) *Aids and appliances:* All children requiring assistive devices should be provided with aids and appliances, obtained as far as possible through convergence with the Ministry of Social Justice and Empowerment, State Welfare Departments, National Institutions or NGOs.
- e) *Support services:* Support services like physical access, resource rooms at cluster level, special equipment, reading material, special educational techniques, remedial teaching, curricular adaptation or adapted teaching strategies could be provided.
- f) *Teacher training:* Intensive teacher training should be undertaken to sensitize regular teachers on effective classroom management of children with special needs. This training should be recurrent at block/cluster levels and integrated with the on-going in-service teacher training schedules in SSA. All training modules at SCERT, DIET

and BRC level should include a suitable component on education of children with special needs.

- g) *Resource support*: Resource support could be given by teachers working in special schools. Where necessary, specially trained resource teachers should be appointed, particularly for teaching special skills to children with special needs. Wherever this option is not feasible, long term training of regular teachers should be undertaken.
- h) *Individualized Educational Plan (IEP)*: An IEP should be prepared by the teacher for every child with special needs in consultation with parents and experts. Its implementation should be monitored from time to time. The programme should test the effectiveness of various strategies and models by measuring the learning achievement of children with special needs periodically, after developing indicators.
- i) *Parental training and community mobilization*: Parents of children with disabilities should receive counselling and training on how to bring them up and teach them basic survival skills. Strong advocacy and awareness programmes should form a part of strategy to educate every child with special needs. A component on disability should be included in all the modules for parents, VEC and community.
- j) *Planning and management*: Resource groups should be constituted at state, district levels to undertake effective planning and management of the programmes in collaboration with PRIs and NGOs. An apex level resource group at the national level to provide guidance, technical and academic support to children with special needs under SSA may be constituted.
- k) *Strengthening of special schools*: Wherever necessary, special schools may be strengthened to obtain their resource support, in convergence with departments and agencies working in that area.
- l) *Removal of Architectural barriers*: Architectural barriers in schools will be removed for easy access. Efforts will be taken to provide disable-friendly facilities in schools and educational institutions. Development of innovative designs for schools to provide an enabling environment for children with special needs should also be a part of the programme.
- m) *Research*: SSA will encourage research in all areas of education of children with special

needs including research for designing and developing new assistive devices, teaching aids, special teaching material and other items necessary to give a child with disability equal opportunities in education.

- n) *Monitoring and evaluation*: On-going monitoring and evaluation should be carried out to refine the programme from time to time. For this, appropriate monitoring mechanisms should be devised at every level and field tested at regular intervals.
- o) *Girls with disabilities*: Special emphasis must be given to education of girls with disabilities.

**Convergence**: All activities, interventions and approaches in the area of education for children with special needs will be implemented in convergence with existing scheme like Assistance to Disabled Persons for purchase/fittings of Aids/Appliances (ADIP), Integrated Education of the Disabled Children (IEDC) and in coordination with the Ministry of Social Justice and Empowerment, State Department of Welfare, National Institutions and NGOs.

Expenditure upto Rs. 1200 per disabled child could be incurred in a financial year to meet the special learning needs of such children. The ceiling on expenditure per disabled child will apply at the district level.

### 5.3 EARLY CHILDHOOD CARE AND EDUCATION

Realising the crucial importance of rapid physical and mental growth during early childhood, a number of programmes of ECCE were started particularly after the National Policy for Children (1974). The existing ECCE programmes include:

- i. Integrated Child Development Scheme (ICDS).
- ii. Scheme of assistance to voluntary organisations for conducting Early Childhood Education (ECE) centres.
- iii. Balwadis and day-care centres run by voluntary agencies with Government's assistance.
- iv. Pre-primary schools run by the State Governments, Municipal Corporations and other governmental and non-government agencies.
- v. Maternal and child health services through primary health centres and sub-centres and other agencies.

The National Policy of Education (NPE) has given great deal of importance to Early Childhood Care and Education (ECCE). It views ECCE as a crucial input in the strategy of human resource development, as a feeder and support programme for primary education and as a support service for working women of the disadvantaged sections of society. It has also taken into account the holistic nature of ECCE and has pointed out the *need for early care and stimulation of children belonging to the vulnerable sector*. Since the age span covered under ECCE is from conception to 6 years, emphasis has been given to a child-centered approach, play-way and activity-based learning in place of formal methods of teaching and early introduction of the three R's. The importance of community involvement has also been highlighted. Emphasis has been given to establishing linkages between Integrated Child Development Services (ICDS) and other ECCE programmes.

The Revised Policy Formulation reiterates the postulates of NPE, 1986 on ECCE. The prescriptions of POA, 1986 continue to be of relevance. What is attempted here is to update the POA, 1986 taking into account the developments since then and the need to strengthen the programmes by, *inter-alia*, improving the programme components, co-ordination mechanism and enlisting community participation in mobilising resources, planning and monitoring.

*The Sarva Shiksha Abhiyan realizes the importance of pre-school learning and early childhood care and its role in improving participation of children in schools.* In order to facilitate a greater convergence with the Integrated Child Development Services, efforts to strengthen them in the area of pre-school education will be made. Specific support may be made available to existing ICDS centres from funds available under the head for innovative activity.

In habitations not covered by the ICDS and wherever the State government is desirous of starting a pre-school education centre in the formal primary school, support from the Sarva Shiksha Abhiyan could be accessed through funds available under the head for innovative activity. In case of a new ICDS centre coming in such a habitation, the pre-school facility will necessarily have to work in conjunction with the ICDS.

A provision of up to Rupees fifteen lakhs per year in a district for any innovative intervention including for Early Childhood Care and Education has been made. The District Elementary Education Plan has to have a Plan for Early Childhood Care and Education. It also has to list the facility already created under the ICDS. The supplementary support for ECCE will always be in conjunction with the ICDS. Provision of honoraria for pre-school teacher, training of *Aanganwadi Sevikas* for Pre-school learning, activity materials, play items, etc., could be provided as support for ECCE.

Recognizing the continuum of learning and development, Sarva Shiksha Abhiyan would make all efforts to develop an integrated approach to meet the educational needs of the pre-schoolers. Some illustrative interventions could be as follows:

- ♦ *Strengthening pre-school component* in ICDS by need-based training of *aanganwadi sevika*, provision of additional person, learning materials etc.
- ♦ *Setting up Balwadis* as pre-school centres in uncovered areas.
- ♦ *Generating awareness on* importance of early child development through advocacy programmes.
- ♦ *Organising training programmes* for community leaders.
- ♦ *Providing for intensive planning* for ECCE.
- ♦ *Development of materials for* ECCE related activities.
- ♦ *Promoting convergence* between the school system and the ECCE arrangements.

#### 5.4 STRATEGIES FOR OUT-OF-SCHOOL CHILDREN: EDUCATION GUARANTEE SCHOOLS IN UNSERVED HABITATIONS AND ALTERNATIVE AND INNOVATIVE EDUCATION FOR OUT OF SCHOOL CHILDREN INCLUDING CHILDREN IN DIFFICULT CIRCUMSTANCES

*The Education Guarantee Scheme and Alternative and Innovative Education scheme is a part of the Sarva Shiksha Abhiyan framework.* Guidelines issued separately under the EGS & AIE shall apply. The management structure for implementation of EGS & AIE will be incorporated in the management structure of the Sarva Shiksha Abhiyan. Planning, appraisal and supervision processes will also be the same.

The new scheme makes provision for diversified strategies and has flexible financial parameters. It has provided a range of options, such as EGS, Back to School Camps, *Balika Shivirs*, etc. There are four broad focus areas:

- i. Full time community schools for small *unserved habitations*
- ii. Mainstreaming of children through *bridge courses of different duration*
- iii. Specific strategies for special groups like child labour, street children, adolescent girls, girls belonging to certain *backward communities, children of migrating families, etc.*

- iv. Innovative programmes - the innovations can be in the areas of pedagogic practices, curriculum, programme management, textbooks and TLMs, etc.

All habitations not having a primary school within one kilometre and having a minimum of school age children, will be entitled to have an EGS type school. Children who have dropped out-of-school will have an opportunity to avail of bridge courses, aimed at their mainstreaming. The objective is to see the EGS and AIE as integral to the quest of UEE. The linkages with CRC/BRC/DIET/SCERT will be required for EGS and AIE.

## 5.5 URBAN DEPRIVED CHILDREN

There is an urgent need to focus on the educational needs of deprived children in urban areas. Recent studies indicate the growing problem of schooling of poor children in urban areas. On account of different administrative arrangements for the management of schools in the urban areas, often a number of initiatives for UEE do not reach the urban area schools. Some significant efforts have been made by NGOs like Pratham in Mumbai in partnership with the Municipal Corporation and the City Level Plan of Action in Calcutta. The Municipal Corporation of larger cities will be considered as “district” for purposes of preparation of Elementary Education Plans. The arrangements for decentralized management will also apply to these proposals. These proposals can be developed by Municipal Corporations and the State government will have to recommend these for funding under SSA, clearly specifying wherefrom the State share will be provided. All norms of SSA will apply to urban areas. Besides Ward, Urban Slum clusters will be unit of planning in such areas.

Urban areas have special problems like the education of street children, the education of children who are rag pickers, children whose parents are engaged in professions that makes children’s education difficult, education of children living in urban working class slums, children who are working in industry, children working in households, children at tea shops, etc. A diversity of approaches is required to tackle the educational problems in urban areas. On account of separate administrative arrangements of schools in the urban areas, there is a need to coordinate and converge interventions across Departments and local bodies responsible for elementary education in urban areas.

This calls for a provision of planning distinctively for the urban areas either as separate plans or as part of District Plans in the case of smaller towns. In either case, this would require partnership with NGOs, Municipal bodies, etc.

## Chapter - VI

### QUALITY ISSUES IN ELEMENTARY EDUCATION

#### 6.1 PEDAGOGY, TEACHER TRAINING AND CAPACITY DEVELOPMENT FOR QUALITY IMPROVEMENT

##### GANDHIJI ON EDUCATION

Real education has to draw out the best from the boys and girls to be educated. This can never be done by packing ill-assorted and unwanted information into the heads of the students. It becomes a dead weight crushing all originality in them and turning them into mere automata

Mahatma Gandhi (Harijan 1 December, 1933)

##### THE NATIONAL POLICY RESOLVE

The National Policy on Education, as revised in 1992, had emphasized the need for a substantial improvement in quality of education to achieve essential levels of learning. The Programme of Action, 1992, stressed the need to lay down Minimum Levels of Learning at Primary and Upper Primary stage. This need emerged from the basic concern that irrespective of caste, creed, location or sex, all children must be given access to education of comparable standards. The MLL strategy for improving the quality of elementary education was seen as an attempt to combine quality with equity.

The main indicator of the quality of elementary education can be visualized in terms of its product – the learners' achievement both in scholastic and co-scholastic areas i.e. the performance in various subjects of study and habits, attitudes, values and life skills necessary for becoming a good citizen. The factors associated with success in these areas, which relate to conditions of learning and learning environment, are also sometimes considered as indicators of quality of elementary education. Thus ensuring quality in the inputs and processes becomes necessary if quality achievement is aimed at.

### **Main Steps for Operationalization of MLLs as Laid Down in the Programme of Action 1992**

- primary assessment of the existing levels of learning achievement;
- modification of the MLLs to suit local situation if needed,
- initial and recurrent orientation of teachers to competency based teaching;
- preparation of teacher training handbooks for MLL based teaching,
- introduction of continuous and comprehensive evaluation of students and using evaluation results for remedial action;
- preparation of unit test and other evaluation materials and putting them in an item pool for using as and when required,
- using MLL norms as and when textbooks are revised,
- provision of competency based teaching learning materials to make the educational process activity based and joyful.

Quality issues in elementary education will therefore, revolve around the quality of infrastructure and support services, opportunity time, teacher characteristics and teacher motivation, pre-service and in-service education of teachers, curriculum and teaching-learning materials, classroom processes, pupil evaluation, monitoring and supervision etc. Indeed improvement of quality in these parameters and its sustenance is a matter of grave concern for the whole system of education. Some issues are mentioned below:

- i) Providing for reasonably good school building and equipment to all schools;
- ii) Providing quality ECCE to all children until 6 years of age;
- iii) Ensuring a minimum of 4 to 5 hours per day of meaningful stay of each child in school;
- iv) Providing trained and committed teachers in all schools and really interested and oriented instructors for all non-formal education centers (EGS & AIE);
- v) Improving the quality of existing pre-service teacher education;
- vi) Organizing quality in-service teacher education to all teachers on a periodical basis and with a follow up mechanism;
- vii) Creating and sustaining teacher motivation;
- viii) Revitalizing supervision system for quality elementary education;
- ix) Re-organization of curriculum to imbibe local needs and in-corporating the concerns of the National Curriculum Framework 2000;



- x) Development of competency based and contextual teaching-learning material;
- xi) Improving teaching-learning processes to make them child centered, activity based, mastery learning oriented;
- xii) Providing for remedial teaching and enrichment programmes at due occasions in all classrooms;
- xiii) Introduction of formative evaluation and grading system to make it stress free for children;
- xiv) Reduction of curriculum load; and
- xv) Introducing participatory management of elementary education with community support.

*Sarva Shiksha Abhiyan will make efforts to take a holistic and comprehensive approach to the issue of quality. Efforts to decentralize the whole process of curriculum development down (grassroot level) to the district level will be made.* Reducing the load of non-comprehension by facilitating child-centered and activity-based learning will be attempted. Learning by doing, learning by observation, work experience, art, music, sports and value education shall be made fully integral to the learning process. Appropriate changes will be made in the evaluation system to make it more continuous and less threatening. Performance of children will be constantly monitored in consultation with parents but shall not be restricted only to cognitive areas. Teachers' role in preparation of textbooks and secondary learning materials will be enhanced. School timings will be made contextual. Based on a broad curriculum framework, districts would be free to define their content areas in their local contexts. State and national level institutions will facilitate this process of decentralized arrangements for development of curriculum and evaluation systems. Some guiding principles in curriculum and evaluation reform will be as follows:

- Teacher/ community participation in material preparation and in developing a school vision;*
- Focus on good quality printing, illustrations for books along side improvement in content; freedom from 'cheapest syndrome' in matters of children's books;*
- Use of local dialects as language' in classes one and two;*
- Community-based and school-based projects for work experience;*
- Association of local artisans/workmen in school activities;*
- Primacy to cultural activities, art, sports, etc.;*

- ❑ *Content based and motivational training for teachers;*
- ❑ *Continuous assessment of students for all round development;*
- ❑ *Facilitating child-to-child learning;*
- ❑ *Looking upon quality improvement as integral to a holistic School Improvement Programme.*

*Norms approved under the scheme of Restructuring of Teacher Education will apply. Block Resource Centres and Cluster Resource Centres will be set up as per the norms mentioned earlier. They will function under the guidance of DIETs.*

Efforts to identify teachers as resource persons will be attempted through adoption of objective criteria. Teachers as resource persons could then interact with pedagogy experts and other teacher educators to develop useful learning approaches for children. Efforts to recognize the unique learning needs of children must be made. The diversity of learning environments and learning approaches should be encouraged and teachers should have the freedom to experiment on a much larger scale.

The effective interface of teachers and teacher educators is critical for developing a context specific intervention. Study tours of teachers will be encouraged. NGOs with experience in pedagogy will be associated in developing capacity among teachers for innovative practices.

The distance education mode will continue to be an important input in the in-service education of teachers and other personnel in the area of elementary education. It will supplement the face-to-face training by using multimedia packages like audio-video programmes, radio broadcast, teleconferencing, etc. This will also facilitate dissemination of innovative practices of one region to others. DIETs would be the centre of activity at the district level. The state coordination would be done by SIETs/SCERTs. These state level organizations would take up capacity building activities of DIET personnel.

## **6.2 TEACHER RECRUITMENT, RATIONALIZATION AND MANAGEMENT**

States have their own norms for recruitment of teachers and a lot of diversity exists in payments being made to new recruits. In many cases the appointing authority is the local Panchayat. The States will be free to follow their own norms as long as these consistent with the norms established by NCTE. There will be no compromise on standards even

though payments of less than the State pay scale as an interim measure may be adopted in states with large-scale vacancies. Rationalization of existing teacher units will be a priority. The presence of the non-governmental sector has to be taken note of before working out vacancies.

The programme will provide for primary and upper primary school teachers to ensure that there are no single teacher school. Overall, the effort will be to provide at least 1:40 teacher pupil ratio. Qualifications of upper primary teachers will be as per state specific norms and the number of Upper Primary schools will be broadly as per the national policy norm. The practice of at least 50% women teachers will be strictly followed.

*The support for newly appointed teachers salaries (on a reducing basis) under the Sarva Shiksha Abhiyan will be for a ten-year period. The sharing arrangement will be 85-15 in the IX Plan, 75-25 in the X Plan and 50-50 in the XI Plan period and thereafter.* Long term sustainable financing of teachers' salaries is likely to enthrone states to fill up teacher vacancies as per requirement. Assistance will not be available for filling up existing vacancies that have arisen on account of attrition. States that did not utilise the support under Operation Blackboard for a third teacher in Primary or an additional teacher in Upper Primary will be eligible for assistance for new posts created to meet the rising enrolment of pupils.

Sarva Shiksha Abhiyan will encourage decentralised management of teacher cadres. The local government should recruit and the community should have a say in the selection process. The Gujarat model of recruiting fully trained teachers on fixed pay as an interim strategy could be adopted in states with large-scale teacher vacancies. Sarva Shiksha Abhiyan would like to improve the accountability of the teacher vis-à-vis local community without diluting the standards for selection of teachers, as laid down from time to time by the National Council of Teacher Education.

Opportunities for the professional development of teachers have to be encouraged and all efforts to provide effective in-service training and orientation have to be made. The norms for Sarva Shiksha Abhiyan provide for effective in-service teacher training.

Arrangements for class room observation after training programmes, by the Resource Persons will be encouraged.

### 6.3 QUALITY ISSUES AT UPPER PRIMARY STAGE

Since Sarva Shiksha Abhiyan covers the upper primary stage also, the focus in quality interventions would have to be on meeting the complex needs of this stage in terms of teacher qualification, competency, subject specific deployment in schools, academic support through BRCs/CRCs, training needs of teachers, classroom based support and supervision issues. Since SSA will be one of the first major programme interventions at upper primary stage (though OBB, LJP, BEP, EFAUP had upper primary components), greater clarity with regard to the specific needs of this stage will emerge in the course of programme implementation.

### 6.4 USEFUL AND RELEVANT EDUCATION AND EDUCATION FOR LIFE

One of the goals of Sarva Shiksha Abhiyan is to promote education and for life. The debate on learning skills and life skills is an old one in India. There is a lot to learn from the Basic education system advocated by Mahatma Gandhi and the 'Nayee Taleem' advocated by Dr. Zakir Husain. The whole issue of relevance of education has been raised in the context of education for life. A lot of experts feel that education is not just the process of imparting literacy and numeracy. It is actually a process of socialization that helps children cope with the natural and the social environment. They have therefore, emphasised the need to develop a school system that builds on the solidarities in societies and tries to learn from the natural environment. The pursuit of useful and relevant education would imply a much greater focus on integrating physical and mental development.

The Sarva Shiksha Abhiyan would encourage States to focus on total development of children. Encouragement to sports, cultural activities, project work involving interaction with social and natural surrounding, activity based learning, exposure to life skills with regard to health, nutrition, professions, etc. Such a focus will entail looking upon a school as a social institution that is the hub of community activities. Encouragement to work experience would require the attachment of children with professionals, farmers, artisans, in order to master the social and natural context.

The shift in focus should result in a greater involvement of a number of extension workers in schools. Agriculture Extension Workers, Health Workers, Aanganwadi Workers, extension workers in artisan based programmes, activities of the Khadi and Village Industries Corporation, learning from traditional wisdom by interaction with the respected senior citizens in an area, etc. should form an integral part of the strategies of education for life.

Children should be encouraged to think and observe independently and the classroom should be a forum for interaction.

### **6.5 RESEARCH, MONITORING AND EVALUATION**

As Sarva Shiksha Abhiyan emphasizes quality education, it is necessary to periodically monitor and evaluate all aspects of pedagogical inputs like curriculum and textbook development, teacher training packages and class room processes, amongst others. In this effort the role of community assumes paramount significance. The community leaders and groups need to be sensitized on issues related to monitoring of children's progress and other quality related school activities. Existing VECs, PTAs, SECs, MTAs, SMCs, etc., should be involved in this process by organizing fortnightly/monthly meetings in the schools.

In order to assess enhancement in children's learning achievement and progress, after the launch of Sarva Shiksha Abhiyan, a periodic assessment every three years should be done at the primary and upper primary stages, using the BAS findings as a reference point.

Research groups at the state, district and sub-district levels would be constituted to facilitate quality improvement in teaching-learning. State, district, block and cluster resource groups would function in collaboration with the SCERTs, DIETs, BFOs, BRCs and CRCs respectively. Information regarding the constitution and functioning of these groups would be incorporated into the Project Management Information System.

### **6.6 RESOURCE GROUPS AND RESPONSIBILITY CENTRES**

The Sarva Shiksha Abhiyan emphasizes quality improvement in elementary education for which it deems necessary that resource groups and responsibility centres from national to sub-district levels are identified. These groups would oversee the policy, planning, implementation and monitoring of all quality related interventions. Their major role would be to advise and assist at various levels in curriculum development, pedagogical improvement, teacher education/training and activities related to classroom transaction.

In order to facilitate a decentralized mode of education, these groups would need to be constituted at various operational levels, namely - national, state, district and subdistrict. The following could be involved in the groups.

National level - NCERT, NIEPA, Ed Cil (TSG), Universities, NGOs, experts and eminent educationists.

State level - SCERT, SIEMAT, Universities, IASEs/CTEs, NGOs, experts and eminent educationists.

District level - DIETs, representatives from DPEP District Resource Group, higher educational institutions, innovative teachers from the districts, NGOs.

Sub-district - BRC/BEO, representatives from CRCs, innovative teachers.

## Chapter - VII

### IMPROVEMENT OF SCHOOL FACILITIES AND OTHER CIVIL WORKS

Community participation should be the only means of undertaking any civil works in improvement of school facilities. Experiments in community participation under Lok Jumbish and DPEP in many States have been very encouraging and such experiments will be further carried out. The Sarva Shiksha Abhiyan would first of all try to mobilise resources under Rural Employment Programme and other developmental schemes for constructing school buildings.

Each State must formulate a strategy for repair. The community would have to come forward to maintain school facilities if any investment is proposed in a village. An annual support to the community for repair and maintenance is envisaged under the SSA. *The upper ceiling is Rs. 5000 per year, based on the actual need and the willingness of the community to contribute.* The money will be credited to the VEC. Community involvement is a must of the school infrastructure has to well maintained. The Lok Jumbish Project has had significant success by adopting this procedure. This expenditure will not be included for calculation of the 33% ceiling on civil works.

The allocation for civil works will not exceed 33% of the approved Perspective Plan. This ceiling of 33% would apply on the entire project cost based on the Perspective Plan prepared for the period till 2010. However, in the finalization of a particular year's plan, provision of civil works can be made at a higher level depending on the priority assigned to various components of the programme. The allocation for civil works nevertheless will not exceed 40% of the total annual expenditure of a district in a particular year.

The participation of the community in all civil work activities will be mandatory in order to ensure a sense of ownership *and a departure from contractor driven approaches.* Engagement of contractors will not be allowed under the Sarva Shiksha Abhiyan. School Management Committees/ Village Education Committees/ Gram Panchayat Committee on

Education will have to carry out the civil works activities through a transparent system of account keeping. The DPEP and Lok Jumbish Project have developed effective community based approaches for civil works. These will be mandatory in all Sarva Shiksha Abhiyan districts.

The principle of social audit could be accepted for minor repairs. The School Management Committee/ Village Education Committee could certify the maintenance and repair work under taken in a school. For repair and maintenance as well as new construction, technical provisions will be followed. The technical provisions however, have to be totally demystified (as has been done under the Lok Jumbish Project) and the communities' right to know the cost parameters has to be fully respected.

Efforts to improve the school environment by addition of a few inexpensive internal and external elements will be made. New building designs developed in Lok Jumbish and DPEP would be adapted to promote child centred learning. Use of local materials and cost effective technologies will be encouraged. A civil works innovation fund will be set up in each State/UT to encourage experimentation with design. *Repair and maintenance of buildings will be given the top most priority.*

A large number of (more than 100) building designs for schools have been developed in DPEP districts. These designs, apart from being attractive, are child centred, functional and in tune with the new pedagogical concepts. The publication called "*Building Rural Primary Schools*" published by the Ed Cil and the building construction manuals developed by the Lok Jumbish Project may be utilised by all the States/ districts to develop their civil works plan. The States may make use of designs already developed under DPEP/ Lok Jumbish Project in their specific local contexts. Incorporation of child-friendly internal and external elements will be mandatory in all the new construction and repair works.

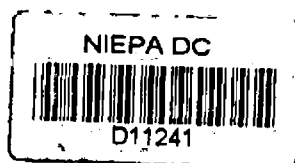
SSA will encourage use of local construction of materials and low cost technologies. This would require a large amount of capacity building, including training of engineers and masons in these technologies. Apart from the Technical Resource Group of DPEP, assistance of Resource institutions like HUDCO may also be sought for this purpose.

Civil Work innovation fund of upto Rs fifty lakhs may be set up by each State. This fund may be created from the State funds or funds provided for Research, Evaluation, Supervision and Monitoring.



Civil works under SSA should start with a proper assessment of the infrastructure requirement for each district. There need to be a school-wise compilation of physical and monetary requirements. The attempt should be to find out the minimum money required to provide adequate infrastructure to each school including repairs, toilets, drinking water, boundary wall, etc. Provision of additional classrooms is to be considered only after exploring possibility of repairs and double shifts. Once the total requirement for the district is obtained, one needs to find out how much of this requirement can be funded through the on going schemes and therefore what is the gap that is required to be funded through SSA.

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