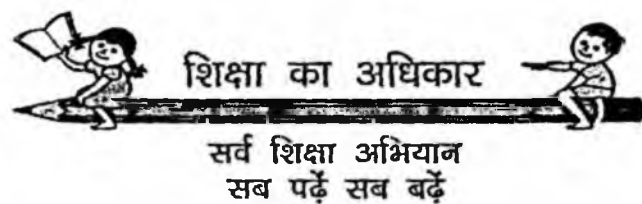

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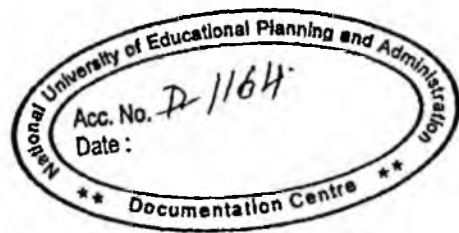
SARVA SHIKSHA ABHIYAN

Fifteenth Joint Review Mission

16th to 30th January 2012

Aide Memoire





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Acronyms

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

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

INDIA
SARVA SIKSHA ABHIYAN (SSA)
15th JOINT REVIEW MISSION
(January 16 - 30, 2012)

Aide Memoire

Introduction

- 1.1 *Sarva Shiksha Abhiyan (SSA)* is a comprehensive and integrated flagship programme of the Government of India (GoI), implemented in partnership with state governments aimed at providing relevant and meaningful education to all children in the age group of 6-14 years age in the country in a mission mode. SSA aims to provide quality education to all children in the age group of 6-14 years. The four SSA Goals are as follows:
- I. All children in school.
 - II. Bridging gender and social gaps.
 - III. All children retained in Elementary Education.
 - IV. Education of satisfactory quality.
- 1.2 SSA is a national programme supported by domestic resources, supplemented partially by external funding from the World Bank's International Development Association (IDA), United Kingdom's Department for International Development (DFID) and the European Union (EU). As per the Agreements, the GoI and Development Partners (DP) carry out a Joint Review Mission (JRM) twice a year. The main objective of the JRM is to review progress in the implementation of the programme with respect to SSA's goals and to discuss follow-up actions in the light of the Terms of Reference (TOR) agreed upon for each JRM.
- 1.3 The Right of Children to Free and Compulsory Education (RTE) Act, 2009, which represents the consequential legislation envisaged under Article 21-A has come into force with effect from 1st April 2010. SSA has been designated as the vehicle to realize RTE provisions. Accordingly, SSA norms have been revised to harmonize with RTE provisions. States have come out with their RTE Rules. This review in way reflects the progress in policies, interventions and outcomes on the ground in this context.
- 1.4 This is the Fifteenth JRM of SSA and was held from 16th to 30th January 2012. The Terms of Reference (ToR) for the Mission and details of the Mission composition are attached at Appendix 1. This is a field based review, and ten States (Assam, Chhattisgarh, Gujarat, Haryana, Jammu & Kashmir, Kerala, Rajasthan, Tamil Nadu, Tripura, and West Bengal) randomly selected (and were not visited by the previous field based JRM) were visited by a team of 2 members each (one MHRD nominee and one Development Partner nominee), and in four States with a Financial Management and Procurement focus, one additional member also.

- 1.5 The Mission would like to acknowledge the great work done by the teams in MHRD, TSG, 10 states visited (including the teams at district, block and school levels) and the detailed information made available to the Mission. The Mission has greatly benefited from the field visits and interactions with students, community, teachers, cluster, block, district and state level teams. The Mission would like to put on record the Mission's gratitude to all the above mentioned.

Mission Objectives

- 1.6 The JRMs are conducted with an objective of reviewing the progress in the implementation of SSA (and RTE) with respect to SSA Goals, especially the interventions and its results in terms of agreed indicators, and to discuss follow-up action. The JRMs also reviews the actions taken upon the recommendations made by previous JRMs. The quantitative indicators that show the progress towards the SSA Goals is reported and summarized in the Results Framework (Appendix 3). This mission tried to assess the implementation of SSA programme in the context of RTE provisions.
- 1.7 The Aide Memoire addresses the main topics of this review in seven sections. In section 1, an overview is provided. In section 2, progress in results and programmes related to Goal 1 (Access) is taken up. Section 3 reviews the progress in Goal 2 (Bridging gender and social gaps) and section 4, Goal 3 (Retention and Attendance). Section 5 deliberates various activities related to Goal 4 (Quality). Section 6 reviews Programme Management and section 7, Financial Management and Procurement.

Overview and Key Issues

- 1.8 The 15th JRM appreciates the efforts being put in, both by MHRD and State governments, to take SSA forward towards the execution of RTE. Majority of states have now moved towards the required eight year cycle of elementary education. Preparation for compliance with RTE norms is noticeable across the country. A major immediate challenge at this juncture is an accurate estimation of children who, for one reason or another, are still out of school. Following Rajasthan's example, which was appreciated by the last JRM, other States are gradually developing the confidence to tackle the complex issue of identification and re-induction of Out of School Children into elementary education at an age-appropriate level.
- 1.9 Previous JRMs have established equity as an aspect of quality. For such an understanding to permeate the system, steps taken to address equity issues need to go beyond interventions which are limited to provisioning. The 15th JRM expects State institutions and experts to engage with the challenge of ensuring equality and dignity for all children *within* the school and classroom space. Teachers are key to ensuring an egalitarian learning environment. SSA symbolizes the commitment to ensure that girls and children coming from disadvantaged backgrounds enjoy the opportunity to learn and grow without experiencing discrimination. Training of teachers assumes critical importance in this respect, both in pre-service and in-service categories. Approaches to training currently in vogue and others that might be under consideration need re-examination from this perspective. Egalitarian pedagogic practices demand close interaction between teachers and their trainers, encouragement to introspect, and confidence to transcend conventional behaviour.
- 1.10 JRM is well aware of the progress made under Goals 2 and 3 over the recent years. While the achievements made in the context of the primary classes are being consolidated, the challenges involved in Goals 2 and 3 in the upper primary classes need to be recognized and faced with full awareness of the nature of difficulties. For instance, socio-cultural norms and practices pose significant obstacles for gender parity at the upper primary stage. In States where child marriage and early preparation for marriage persists as a cultural practice, retention of girls and their regular attendance though the upper primary classes are challenges that teachers cannot meet on their own. Schooling processes can play a critical role in protecting girls from cultural practices like child marriage if teachers are equipped with requisite understanding and skills to seek and utilise the necessary support from community and state structures. The signal contribution of KGBVs towards Goals 2 and 3 has been recorded by the last JRM, along with the plea to strengthen them institutionally. Reiterating that view, the present JRM wishes to underline the need to view KGBV as a special institutional provision for the upper primary stage which is covered under RTE, implying that KGBVs must be equipped on all counts to fulfil RTE norms for upper primary stage, including subject teachers. Girls' education is often viewed as being synonymous with gender; this perception should be replaced by a broader vision of child-centred education for all. Gender and equity-related understanding—for both boys and girls—needs to be strengthened at all levels among SSA functionaries.

- 1.11 The Mission is impressed by the efforts made for inclusion of CWSN. This was visible in all states the Mission visited. A range of strategies, including admission to the regular school, organising home based support for children who cannot to be included in regular schools, rehabilitation centres and residential centres, have been adopted. In order to facilitate effective inclusion in regular schools, States have provided training to teachers and special resource support is being provided through mobile resource teachers. Several States are facing issues of availability and status of trained personnel, and timely availability of aids/appliances. The Mission urges the MHRD, TSG, and State governments to sustain their efforts and address the remaining challenges in a comprehensive manner, while retaining the focus on creating mindfulness and sensitivity towards CWSN among teachers.
- 1.12 JRM is aware of the range and variety of achievements and challenges among the States in the context of Goal 3. Some of the State visits made by this JRM indicate that poor attendance and prolonged absenteeism are important factors of retention, especially at the upper primary stage. Community involvement may be the key to improving attendance; therefore, this issue deserves to become a major agenda of SMC's orientation and training. The training of SMCs should also emphasize strong empowerment-based inputs to ensure active involvement of women and members from marginalised communities in technical and financial planning. To the extent that migration of children from one state to another with their parents makes a contribution to prolonged absence from school, systematic documentation of seasonal migration may be necessary to find ways to address the problem. Inter-state cooperation and coordinated planning are, in any case, necessary for the consolidation of SSA's gains, and the 15th JRM is pleased to notice this recognition among State governments. Prolonged absence from school has serious consequences for children's academic progress and the teacher's capacity to cope with their learning needs. Apparently, this dimension needs to be incorporated in the broader perspective of the concept of special training for which appropriate policy and curricular strategies are being evolved.
- 1.13 JRM records its appreciation of the substantial inputs made by MHRD in the pursuit of Goal 4. While considerable progress has been made in terms of recognition of quality issues, JRM visits to many of the States covered in this round testify to the systemic issues that quality-related objectives are facing. Goal 4 has several dimensions, ranging from the fundamental role played by the pedagogy of reading used in the early primary classes to the importance of hands-on experience in the teaching of mathematics and science throughout the elementary stage. Many states that have adopted Tamil Nadu's ABL model need to re-examine their systemic preparedness for piloting and expanding this model with rigour. States such as Assam and Haryana are faced with issues, respectively, of expanding their teacher workforce and its judicious deployment according to RTE norms. Rational teacher deployment, maintenance of required PTR in each school, and optimal utilization of the academic calendar are key to the fulfillment of Goal 4.
- 1.14 JRM notes with appreciation the acceptance of NCF-2005 among all States as a source of ideas and details involved in curricular planning. The implications of its acceptance in terms of syllabus design, textbook revision or adaptation (of NCERT textbooks to a specific ethos), preparation of teacher handbooks, training for individualized assessment under CCE call for radical improvement in institutional capacity. As mentioned above, equity and discrimination-related issues, and the values enshrined in the Constitution, should be

clearly interwoven with and reflected in all curricular and pedagogic interventions for quality. Vocational training, provided under NPEGL and in certain KGBVs, has aroused JRM's concern on account of its tendency to reinforce gender stereotyping in the context of work and employment. SCERTs and DIETs, on one hand, and BRCs and CRCs, on the other, have a crucial role to play in all aspects of Goal 4. National-level resource institutions and mechanisms need to be drawn in with specified roles and timelines.

- 1.15 Teacher training remains a key area of concern across the country in the context of quality, but also in terms of institutional capacity to overcome teacher shortage in certain States. Previous JRMs have expressed caution over the choice of distance education as a mode of pre-service training. The 15th JRM has noted with anxiety that distance mode is being considered mostly by States where issues pertaining to quality, equity, and existing gender, caste and religious disparities, are acute. These States need to take a fresh look at their institutional resources (including unutilised resources, such as colleges of undergraduate education) for chalking out a long-term strategy of addressing the shortage of trained teachers. Distance technologies have great potential for providing sustained support to teachers in their pursuit of professional growth. This support is known to prove enriching when teachers start their career training in academically well-equipped institutions. The quality of in-service training also requires closer attention, both in terms of its academic content and its capacity to impart to teachers the perspective and sophisticated skills necessary for inclusive pedagogies and CCE.
- 1.16 While improvement in programme management in certain States is noteworthy, JRM underscores the importance of strategies for longer-term planning, taking into account the dynamic scenario that marks the transition of SSA to the execution of RTE. In the area of programme and financial management, a major bottleneck is the persistence of vacancies at different levels (i.e. from TSG, at the national, to State and district levels). As this problem has persisted despite being underlined repeatedly, new measures may have to be contemplated to resolve it. This JRM reiterates its concern about the pace and consistency of fund flow.
- 1.17 Successive JRMs have appreciated the role played by DISE in providing access to basic data about schools across the country. This is an important role, and it now needs to be supplemented by the equally important role of promoting analytical understanding that any systemic data-gathering process must aim at. The continued expansion of DISE is as necessary (i.e. so as to cover private and other institutions, including the unrecognized ones) as its enrichment, in terms of its capacity to promote analytical interpretation of existing and emerging patterns across different regions.
- 1.18 The 15th JRM has reflected on the role that the JRM process has played over the years in assessing and taking forward the progress of SSA. This JRM feels that half-yearly reviews of SSA need to continue during the coming years as strategies for full-scale implementation of RTE Act evolve. Steps need to be contemplated by GOI and Development Partners to ensure that the review exercise remains academically rigorous and participatory.

Key Recommendations

Access and Retention

- 1) The 15th JRM reiterates the recommendation made by 14th JRM regarding the development of a Concept Note which provides the States with a comprehensive framework for provision of Special Training, including practical tools, in order to facilitate the deepening of the work already initiated.
- 2) The 14th JRM urged the MHRD to create a consensus among States on the definition of 'dropout' in order to allow proper estimation of OOSC. The 15th JRM takes it further to recommend that the exercise should aim at:
 - i. defining the concept and methodology for realistically estimating "dropout" and "chronic absenteeism" among students taking in to account its impact on students' opportunity to learn;
 - ii. estimate the extent of these issues in the state education systems; and
 - iii. Identification of appropriate strategies, including the use of special training to prevent the occurrence of these issues.

Closing Gender and Social Gaps

- 3) The 15th JRM recommends that all States should ensure that the quality interventions proposed in the future Annual Work Plans of SSA, as well those related to curriculum development, pedagogic innovations, material development, training and CCE be integrate equity issues. The PAB approval process should ensure that evidence of such equity-quality integrations is presented in the plans.
- 4) The present nature of NPEGEL interventions need to change from "supply side" or "provisioning" to one of addressing "demand side" needs and behavioral changes; and States should develop context-specific interventions aimed at the same.

Quality

- 5) States should specify grade-wise milestones of children's holistic growth which should guide curriculum development, designing of syllabus and creation and use of learning materials. These milestones should become benchmarks and points of reference for CCE. The attempt initiated by NCERT in this area should be strengthened.

- 6) The JRM recommends that the States which use different types of teacher training programmes to train the large numbers of untrained teachers in the system should create more effective checks and balances in such programmes by creating/ ensuring appropriate feedback mechanisms, monitoring procedures, and efficient academic support systems. The States should refine (with the help of SCERTs, DIETs, BRCs, teachers and other key academic institutions and available individual experts), the methods of imparting in-service training for teachers at State/ District/ Block/ Cluster level to integrate more practical content, group work and project activities.
- 7) Initiatives by states towards curricular reform need to be located in a comprehensive and integrated plan for curricular and systemic reform that ensures institutional readiness and capacity at all levels of implementation including block, cluster levels and the community. MHRD may guide the states to prepare these comprehensive, integrated plans and these may be shared with the next Mission.

Programme Management

- 8) The 15th JRM recommends that the MHRD should continue its efforts towards building the capacity of the staff at the State, district and block levels, not only in the context of using DISE data, but all other kinds of data relevant to education sector (including education budgets and expenditure) in a contextualized manner, and these capacity-building efforts should include relevant research institutions in the states.
- 9) The JRM recommends that the states should revise the scope, content and modality of SMC training by moving away from a single module, one-time training and by covering the full range of issues SMCs need to address (including school functioning and management as well as behavioral changes /IEC related issues).
- 10) The JRM recommends that the States take up staffing issues seriously and take action to fill in all types of vacancies existing at SPO, DPO, block and cluster levels at the earliest, and preferably before the next academic year begins.

Financial Management and Procurement

- 11) The JRM recommends that the States should take immediate steps to (a) fill up the existing vacancies in the Finance Wing and (b) capacity building through intensive training given by professionals at all levels should be arranged through a need based gap analysis. The JRM feels that the strengthening of the Financial Wing at state, district and sub-district levels is essential to face the challenges of sustaining a robust financial management system in a complex and multi-tiered delivery system.
- 12) The JRM recommends that the implementation of the online procurement monitoring software (an agreed action point of the 12th JRM) should be fast tracked, as this is a very useful monitoring tool for MHRD and the states.

A Note on Jammu & Kashmir

1.19 Given the unique situation in the State of Jammu and Kashmir, some important education sector issues, which may not all be exclusive to this state, but nevertheless key, need special attention.

1.20 The State of Jammu and Kashmir has been through a difficult period both politically and socially over the past couple of decades and as a result of this, the educational process has been subject to severe disruptions. For several years during the 1990s, everyday life was precarious and the school calendar was extremely unpredictable in the State. However, according to reports, official as well as unofficial, the children and parents in even the most severely affected areas, braved difficult odds to reach schools and made brave efforts to maintain levels of normalcy, at least as far as education is concerned. Similarly, educational institutions at all levels, put in their best efforts to provide security and a conducive environment, so as not to disrupt education of children as far as possible. Although the situation has changed considerably in the last few years, the level of isolation that the population, especially in the more remote and troubled areas has been subject to, has adversely affected the system at several levels. There is an urgent need therefore to highlight some of these issues, and to consider them when framing and executing policies and programmes.

1.21 Added to this state of affairs, there are some unique features of the state that affect life at several levels and the functioning of its education system particularly:

- The three different regions of Ladakh, Kashmir and Jammu are geographically separated from each other but also distinctly different in terms of language, religious affiliations and other cultural and social indicators.
- The seat of government and all governmental department functionaries of the state level move between the two state capitals of Srinagar and Jammu on a six-monthly basis.
- Due to climatic variations the state also has two distinctly different school calendars, one ending in October and the other in March.

1.22 A few other features related specifically to school education that affect the SSA programme and need to be mentioned:

- The state has adopted English as a medium of language in all schools starting from grade 1.
- Practice of allocating subject wise teachers from grade I has negated the potential advantage the state has in terms of extremely favourable PTR(1:12).
- For selection of elementary school teachers, pre-service teacher training is not a mandatory requirement and selections are done on the basis of marks (referred to as 'merit')
- The state enacted the J&K compulsory Education Act in 2002 and is not governed by the conditions of the RTE Act 2009
- SSA came into operation in Jammu and Kashmir only in 2003 and the state was not covered under DPEP.

1.23 Because of a combination of these factors, the attention, discussion and debates that school education has attracted following the NPE and the opening up of the sector to foreign donors in the 1990s that greatly influenced educational scenario in the country, seems to have largely by-passed J&K. The state by and large remained deprived of the Central Government projects, civil society initiatives and NGO activity that have influenced the education sector. Any large scale participation of people of Kashmir in many such initiatives has been missing. Universities, colleges and other centres of intellectual and cultural activity especially in Kashmir have been severely restricted and this has constrained any access and exposure to larger national and international exchanges and avenues of interaction. Similarly the situation was not conducive to empirical and field research which is critical to understanding education and the social sector. All this has meant that there were very few ground level structures, not much awareness nor experience in the state to participate optimally in a large scale initiative like SSA.

1.24 On the basis of these observations and our visit, a few suggestions are put forward. These suggestions will however need support both from the state and the Mission and need to be seriously considered

- The GOI may think of special plan for capacity building of the SSA, J&K functionaries at different levels
- Programme in Kashmir valley will never get visited by the JRM, as schools remain closed during this period. GOI can think of some mechanisms to ensure that Kashmir also gets covered by the JRM
- There is also an urgent need for personnel at all levels in the state structures to be able to visit other programmes, institutes and centres of educational innovation and research and to initiate long term exchange
- Support for planning, documentation and research.

1.25 There is an urgent need for special consideration for a component relating to children in situations of conflict and violence but this is a longer term proposal that would need deliberation and thinking and some longer term planning at various levels.

Goal 1 – All children in school

Progress in Access

2.1 The Mission notes that post-RTE,, States have geared up their efforts towards improving access-related goals within the RTE ambit.. This is reflected in the number of schools opened in un-served habitations, construction of additional classrooms (ACR), improvements in the physical facilities of schools, reductions in the number of Out of School Children (OOSC), increase in enrolments etc.

2.2 ***Decline in OOSC and increase in Enrolments:*** The estimations of OOSC using different sources of data shows different figures, depending on the definition of “out of school” as well as the population targets. However, these different surveys (SRI-IMRB Surveys, State figures drawn from Village Education Registers and Child Tracking Surveys, estimates using NSS different rounds of data etc) shows that over a period, the number of OOSC have declined all across the country¹. However, the number of OOSC of 3.7 million children in 2011-12, as arrived from aggregating States’ OOSC figures, seems an underestimation compared to 8.1 million OOSC as estimated by the SRI-IMRB survey in 2009 and the 14.25 million children who were estimated to be “not attending”² schools using NSS 66th round data (2009-10).

2.3 Realizing the lower number of OOSC reported by States as an underestimation, many States have begun to use more sophisticated methods to identify the OOSC and tracking them. The 14th JRM had appreciated the efforts of Rajasthan Child Tracking Survey (CTS) for their realistic efforts to identify OOSC, (which temporally showed the States’ OOSC figures going up from only 92000 in 2010-11 to a more accurate figure of 1.2 lakhs OOSC in 2011-12) and the JRM team visit to Rajasthan confirmed the State’s efforts. In the meeting of State Education Secretaries and SPDs held on 04th January, 2012, MHRD reiterated the need to incorporate proposals for comprehensive survey on out-of-school children in the next year’s annual work plan. During the visits to the States, the JRM observed that more States are now showing confidence to acknowledge the existence of more number of OOSC and approach the issue in a more realistic manner. The Missions appreciates that some states are making concerted efforts to improve the identification process and data on OOSC (Assam, Rajasthan) using GPS and well-planned Child Tracking systems.

2.4 The enrolments at primary level has been stabilizing in many States and in some other, declining due to (a) declining child population; and (b) decline in repetition students due to non-detention policy; and (c) reduction in backlogs in enrolments and hence more age-appropriate enrolments. At primary level, as per the DISE data, 135.2 million students are enrolled (an increase of 10 million children between 2005-06 and 2010-11). However, at upper primary level, enrolments have been on the increase,, reflecting more children moving in grades without

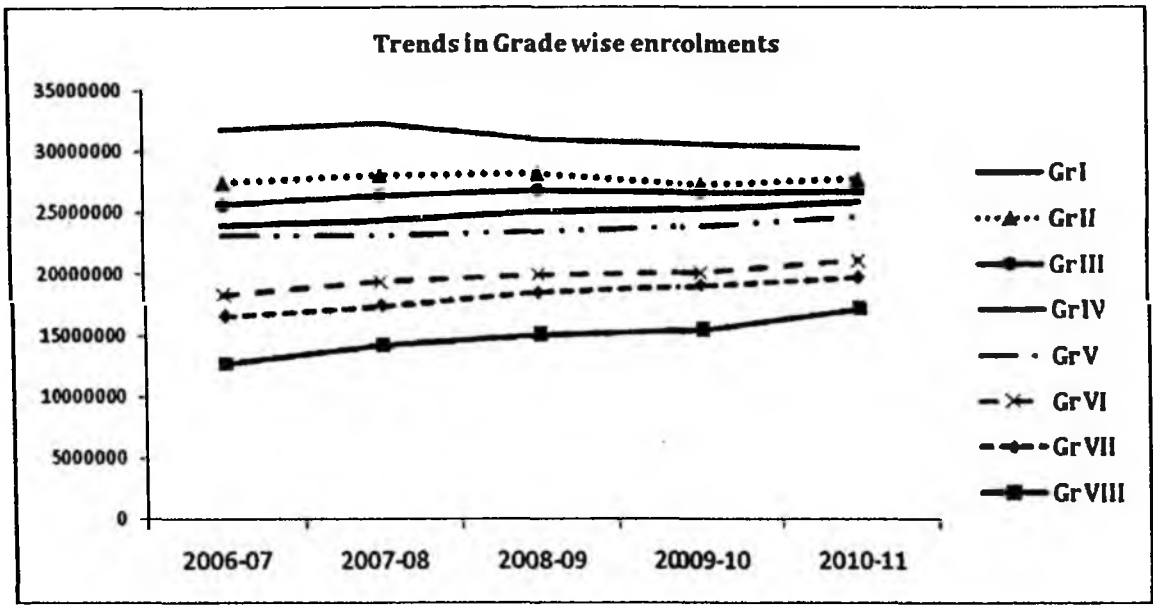
¹ SRI-IMRB survey 2009 shows that the OOSC have declined from 13.5 million in 2005 to 8.1 million in 2009; and this figure is used to verify OOSC in SSA.

² The definition of “not attending” in NSS rounds of data refers to non-attendance during a particular recall period, which is different from enrolment figures available in DISE data and information which States collect through VERs. Since NSS collects more “attendance” pertinent data, it shows a more accurate picture.

repetition at primary level. The DISE data shows 57.8 million children enrolled at upper primary level (an increase of 14 million students from 2005-06)..

2.5 In recent past, the proportional shares of SCs, STs and Muslims entering the school system have gone up significantly in all the states. Special efforts of states have led to positive trends at national level in reduction of OoSC in the SC category moving down from 8.1% to 5.9%, for the ST category from 9.5% to 5.2% and for Muslim children from 10% to 7.7% in 2010/11. However, the share of SC, ST and Muslim children remained higher in the total number of OoSC as compared to proportionate share in total population despite this decline in all groups.

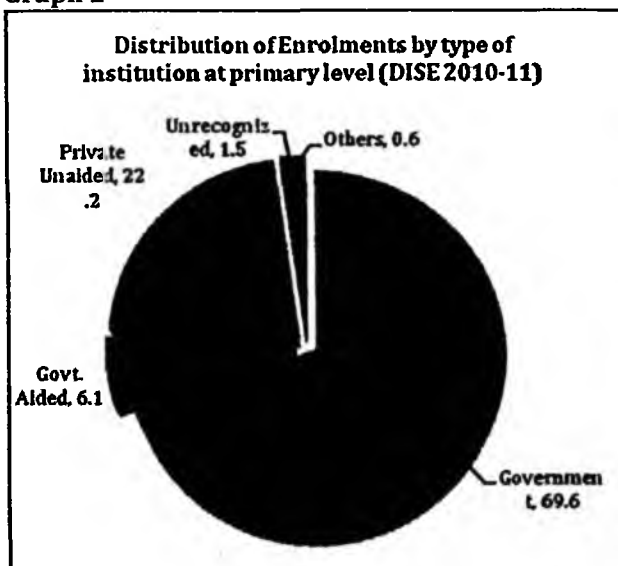
Graph 1



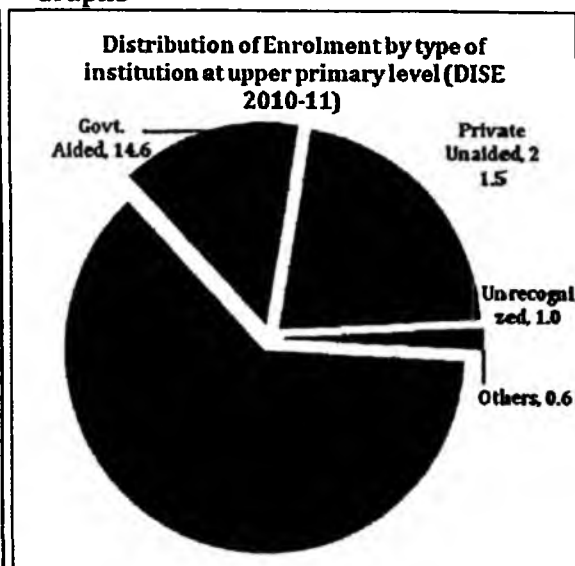
2.6 However, what is even more important is to understand which school the students are attending. DISE data for 2010-11 shows that 70% of students are enrolled in a government school (including Local Body schools)³. Another 6% enrolments are in Government Aided Private schools. At upper primary level, DISE data shows 62% enrolments in government schools and another 15% enrolments in Government Aided private schools. NSS 2009-10 data shows that 71.5% of elementary students were attending a government / local body schools (See graph). The private unaided (both recognised and unrecognised) accounts for not less than a fourth of the enrolments in the country. Often the size and magnitude of its penetration is often under-estimated due to paucity of data.

³ The share of government schools in total enrolments using DISE data is not compared with previous years' data since DISE data collection improved to collect more private school data in 2010-11 and a comparison would only provide a distorted picture.

Graph 2



Graph 3



2.7 In order to facilitate increasing enrolments all the States made efforts to improve physical access to schools and facilities therein. In 2011-12 alone, 14360 new primary schools have been sanctioned. Of the total 2,13,565 primary schools sanctioned since the beginning of SSA, 1,81,024 (85%) operational now. Similarly at upper primary level, a total of 1,74,592 upper primary schools have been sanctioned so far, including 2844 sanctioned in 2011-12, of which 1,52,434 (87%) are operational now. Major backlogs in operationalizing sanctioned schools are in a few States which included States like West Bengal, J&K and Rajasthan which the Mission visited. Another effort has been in the director of upgrading EGS centres to regular schools. Over the years, 1.3 lakh EGS centres were upgraded to regular schools. The JRM was informed that 335 Residential schools were sanctioned for sparsely populated school-less habitations and for children without adult protection in urban areas upto 2011. Under RTE, transport / escort facility is provided to 1.82 lakh children nationwide.

Provision of Special Training

2.8 The states have also introduced multiple strategies such as Special Residential and Non Residential Special Training Center (STC), stay home and school readiness programs that have helped the children from marginalised communities access schooling. In general, States have been running two types of STCs- Residential STCs and Non-residential STCs. The JRM got a chance to visit some of the STCs in the states visited. In Assam, the state is running Special Training and some innovative interventions that reach out to 2,31,045 students. In Chhattisgarh, primary and upper primary schools, Residential or Non Residential Special Training Center (NRSTC), residential schools and hostels have largely covered children from the age group of 6 to 14 year olds. In Rajasthan, to bridge the gaps of OOSC, special residential and non-residential centers and stay homes and school readiness programs have been organized. These cater especially to the SC/ST and minority concentrated areas. Some States like West Bengal is still in the process of developing a special training programme.

2.9 There are serious concerns regarding conceptualisation of these centres as well as understanding of equity related issues in general. It was noted that there is no common understanding regarding eligibility criterion for selection of Special Training Centres (STC). In some instances younger children ((4-6 year old), either orphaned or abandoned by families were included (Chhattisgarh). While they are kept at these residential centres, this is only a temporary solution. *States need to have an alternative strategy in place for their mainstreaming since the maximum duration in such centre is limited to 18 months.* A majority of children being mainstreamed through these special centres need extended support even after the entry to the regular schools. This is especially true for street children, children in conflict areas, children of sex workers, and other children coming from vulnerable circumstances. *The teachers and other support personnel working in/with these schools need to be oriented regarding specific circumstances of such children in order to remove the biases that exist and develop a supportive attitude towards such children.*

2.10 As per the recommendations of 14th JRM, MHRD has initiated the process of collating practices adopted by several States and civil society organisations for addressing the education needs of out-of-school children. CARE India (UP), MV Foundation (AP), Aman Vedike/ Aman Biradri (AP, Delhi), Doosra Dashak (Rajasthan), Loreto Sealdah (WB). However this collation needs to be followed by an analysis of the approaches that have demonstrated results and contextualised with a flexible framework. The teachers and schools should also be prepared to welcome and integrate children who enter after receiving such training outside the school.

2.11 Concerns and Issues in Access

- While most States have made effort to enroll OOSC in schools, the type of special training (in terms of the nature, content, appropriateness, duration etc) to be offered to these children are not clear to State / district / school level authorities. Teachers are yet to be trained to address the special training needs of children.
- As States are still struggling to understand the penetration of private sector in elementary education due to lack of data or inability to analyze available information. States like Haryana and Rajasthan have begun the process of recognizing many unrecognized schools.

2.12 Recommendations

- The 15th JRM reiterates the recommendation made by 14th JRM regarding the development of a Concept Note which provides the states with a comprehensive framework for provision of Special Training, including practical tools in order to facilitate the deepening of the work already initiated.

Goal 2: Bridging Gender and Social Gaps

Bridging the gender gap

3.1 The impact of improved access on girls' participation has been significant reflecting itself in higher enrolment rates and improved gender parity almost across the country. All the states visited by JRM this time have reported positive trends in indicators relating to gender and social gaps. Majority of the states are reporting high transition rates from primary to upper primary leading to parity even at upper primary levels. Haryana and Punjab are the only two states where gender gaps persist in a high number of districts.

3.2 KGBV has emerged as the key intervention promoting girls' access and retention in elementary education, particularly of those from marginalised communities. Out of 3599 sanctioned KGBVs till date, 3435 have been operationalised with a total enrolment of 3.18 lakh. Of these enrolled girls, 33 percent belong to SC category, 22 percent to ST, 29 percent to OBC, 8 percent to Muslim, and 8 percent to BPL category. It is clear that the representation of the SC and ST girls is higher than their share in the population. The representation of Muslim girls is still low in some states such as Gujarat.

3.3 The Mission appreciates that MHRD is making concerted efforts to encouraging states to mobilize girls from most stigmatized sections of society such as those belonging to families effected by AIDS or belonging to communities identified with manual scavenging to enter KGBV's.

Concerns

3.4 Despite efforts to provide an inclusive framework to all states regarding equity and gender issues in all areas of SSA's interventions, at the implementation level the mode of thinking continues to be structured around different components and goals. Inputs on gender and equity are isolated from inputs in other components. Most critically equity is not seen as an integral component of quality. This is evident even in the programme structure where in most cases the gender coordinator has few opportunities for integrating their interventions with pedagogy and other areas. This weakens the implementation and impact of different strategies. The focus is on delivery of inputs rather than following a problem solving approach to an issue.

3.5 Certain specific concerns are as below:

- **Fund Utilization:** The budget for KGBVs remains underutilized in most states. The reasons vary from state to state. In some states, it is due to non-utilisation of construction funds and a large number of KGBVs are running in rented / temporary buildings (Assam, Bengal, Haryana, Rajasthan). The states need to analyse the reasons and take corrective actions.
- **Intake capacity and targeting:** Most KGBVs are following Model I (100 girls in residential setup) approach. However, some states are still running Model II where the potential for expansion exists as a large number of girls are dropping out (Assam). Conversion to Model I in such cases would ensure better outreach and use of resources. On the other hand, the intake capacity of a number of KGBVs in some states is underutilized and there is a need to strengthen

efforts to increase enrollment of girls (Bengal). In some cases, the representation of Muslim girls is low and enhanced efforts to reach them are needed (Gujarat, Assam). A related issue is that of representation of the most marginalised. With increasing success of the KGBVs, the demand for admission has increased and a proportion of girls in a few KGBVs are not necessarily drop-outs or never enrolled (Chattisgarh). This needs to be checked and corrected.

- **Counseling and gender issues in teacher training:** KGBV teacher training primarily focuses on academic inputs and also includes life skill, health and hygiene in most states. Given the diversity of girls present in the KGBV there is an urgent need for strengthening training on empowerment based counseling skills, socio-psycho support and in handling gender issues such as violence, abuse, etc. This becomes important for all schools and is not an issue for KGBVs alone. Empowerment based counseling skills and socio-psycho support is also important for children in conflict areas.
- **Co-curricular interventions:** NCF 2005 underlines the importance of co-scholastic areas. In this context, the very presence of vocational education at upper primary level is contradictory to the spirit of RTE. Some of these skills need to be viewed more as various modes of learning and exposure to work-education, as articulated in NCF 2005. Additionally, vocational training in both KGBV and NPEGL covers only stereotypical skills such as sewing, tailoring, beautician courses, etc. in most states. Efforts to include non-stereotypical crafts and new skills such as photography, theatre, creative use of computer, plumbing, etc are not part of the basket of options available to girls. In some cases, substantive efforts have been made to break gender stereotypes and build girls confidence through the introduction of martial arts but in most such places this has become the singular focus of all gender related activity in the district.
- **Including boys:** Gender is a social concern and therefore there is a need for working with boys as well in order to bring a change in gender related role divisions, stereotypes and expectations. Since most strategies are focused around only girls' education Boys are not covered by any such process that would help them understand these issues better. Also, mixing among boys and girls as peers in coeducational schools in most states does not happen either in classroom or outside in playgrounds / other activities.
- **Understanding of gender issues:** Teachers, head teachers, CRC and BRC staff are increasingly working with diverse communities through SMCs and other structures, as more and more children from these communities are now entering the school system. At present the understanding of gender is centred around issues of access and provisioning of facilities. With greater decision-making involving diverse stakeholders, there is a need to enhance the understanding of gender and other equity issues across the board to ensure quality in academic and community-related.

Social Gaps: Scheduled Caste (SC), Scheduled Tribe (ST), Muslim Minority

3.6 It is not easy to see and understand caste discrimination in short school visits and as such there was little apparent evidence of caste discrimination in the schools visited undertaken by the JRM where children were largely sitting in cohesive groups. However, it is a matter of concern that the articulation of equity issues in general remains largely centred around a formal understanding of equality which prevents a deep understanding of discrimination to evolve among teachers and SSA staff at various levels. Most states have included brief components of sensitization towards

social or gender discrimination in their training modules, yet this has never been woven in the main pedagogical frame as an essential dimension that impacts learning significantly.

3.7 Limited understanding of equity issues is also reflected in the interventions in Innovative Funds for SC, ST and Minorities being primarily supply based - bicycles, kits, raincoats, music instruments, etc.; the usage of some of these remain low and the link with equity remains unclear. Nevertheless, a few positive examples have emerged from some states that others could learn from. Kerala has introduced an interesting initiative known as Padanaveedu under which peer learning interface involving camps aimed at social inclusion are organised during after school hours. Creation of TLM and textbooks in other languages in Assam, Chhattisgarh, and Gujarat have been a positive step in including children from marginalized communities, especially tribal children. This has also helped in establishing the link between quality and equity issues.

3.8 States having a significant tribal population and a large number of Ashramshalas/ girls' hostels run by tribal department could consider providing opportunities for active interaction between with KGBVs to facilitate cross learning on the aspects related to work education empowerment, use of physical space, use of library, etc.

3.9 The participation of Muslim children in Education has improved. With DISE now providing specific data on their enrolment and participation, this has become visible. Yet, concerns remain regarding the high dropout rate among Muslim boys in Upper Primary in states such as Assam and Haryana.

3.10 SSA programme also supports Madarasas through provisions of school, maintenance and TLM grants, Urdu textbooks, teacher training and special training volunteers as well as provision of the Mid-Day Meal. However, the success of the West Bengal Madarsa Board in promoting general education by following the mainstream curriculum with some additional inputs on religious education and efforts in Kerala through mobilization within the community leading to the adjustments in the Madarsa timings to allow Muslim children to go to regular schools are good practices that need to be promoted and encouraged across states.

Children with Special Needs (CWSN)

3.11 This is an area where the SSA has made dramatic move forward in reaching out and including CWSN in the fold of schooling. The Mission appreciated the efforts made for identification, provisioning and inclusion. The SSA staff at all levels in all states reflected an understanding of the issue and the need for making appropriate strategies for reaching these children. Putting all the states together, 3,028,060 CWSN children were identified this year. According to the information provided, 2,646,011 children are enrolled in schools and 78,599 are covered through the School Readiness Program, and additional 162,072 received home-based education. However, in comparison to last year the number of CWSN identified decreased from 3,042,053 (2009/10) to 3,028,060 (2010/11) corresponding to a diminution of 13,993 children. Consequently, the percentage of coverage of these children has increased from 91.5% to 95%. This decline has largely occurred in U.P., M.P. and Kerala. The large number during the previous year could be due to the fact that this exercise was relatively new. However, the states need to put in rigorous efforts to streamline their mechanisms for identification of these children.

3.12 Several interventions like trainings to teachers, Resource Teachers (RT), appointment of Inclusive Education Volunteers, provision of Braille books, medical assessments and aids and

appliances to CWSN through convergence with National Rural Health Mission have been attempted. Community awareness programmes and involvement of Gram Panchayats in identification and mobilization of families with CWSN have helped.

3.13 Infrastructure related interventions for CWSN are unequally implemented in states visited and generally include: ramp and railings in schools, disabled friendly toilets, etc

Concerns

3.14 The training support system appears to be fairly capable of organising support services for CWSN and also aware of the clinical or medical side of the issue. But awareness of the educational aspects appears to be lower. Trainers particularly need support in setting appropriate goals for children with special needs (the varying degrees of special needs appear to be particularly challenging), designing activities for their participation in classrooms and training teachers in addressing, managing and evaluating these activities. Two major challenges remain: 1) the orientation and capacity building of teachers in inclusive teaching 2) assessment of children with mental retardation and remedial teaching.

3.15 A number of states have a large number of vacancies due to the difficulty to find qualified personnel in Inclusive Education. Some states face delays in procurement as only limited companies supply the required aids and appliances.

Urban deprived and migratory children

3.16 Urban population pose specific challenges given that there is high mobility amongst groups making identification and sustained interventions difficult. In many cases, these involve inter-state migration making coordination and monitoring very challenging. The practice of paid labour in unorganised is more prevalent among urban children, and they are also more vulnerable to violence and abuse.

3.17 Special centres are a welcome strategy but they need to go beyond just academic interventions and include strategies for the specific problems that these children face. There is a real need for additional counseling and motivation approaches for children and parents, as well as some well thought-through strategies for employers who continue to employ the child. Greater convergence with other departments including Labour departments and with NGOs will help in this regard. In this regard, the Mission appreciates MHRD's efforts to organize a series of workshops organized with support of experienced NGOs in different parts of the country. It is hoped that these efforts will be reflected in the states' interventions.

3.18 Some states such as Assam, Gujarat, Rajasthan and Chhattisgarh have developed seasonal hostels and transfer cards and a few other interventions for migratory children but there is a need for strengthening this coordination and forge such initiatives where these are not yet done.

Recommendations

3.19 Equity is clearly linked with quality and there is a need for viewing this as an essential precondition and integral element for quality and pedagogical integration. This means these two are not viewed as two separate goals, and Gender and Pedagogical coordinators at state and district

levels need to conceptualize interventions together. All quality interventions including curriculum development, materials, training and CCE need to integrate equity issues. Separate training on gender and equity issues be provided to all SSA staff at all levels and teachers to make this integration a reality.

3.20 While a number of states have integrated KGBV teachers into the regular cadre, many are still to do so and needs to be persuaded. Since KGBVs have emerged as regular upper primary schools, it would be important to make provisions for adequate number of subject teachers in accordance with the RTE norms.

3.21 States having unreached children should consider conversion of model II to Model I KGBVs and integrate special training centres to KGBVs. This would ensure better outreach and more efficient use of resources. States need to have more clear criteria for identification and targeting of never enrolled and drop out girls from the most marginalized groups.

3.22 The NPEGL needs to be revisited in the light of RTE. A number of NPEGL interventions relating to provisioning for the model cluster school are now part of the RTE commitments for all schools. A number of other interventions such as Meena Manch has become routinised and does not include boys. A revisit in the light of new issues that have emerged would help. The process of revisit could involve national, state and district levels.

3.23 A code of conduct or Universal Guidelines be developed for protection of children in all residential institutions being managed and run by SSA (KGBVs, RSTCs, hostels for boys and girls). This should include norms for preventing abuse and outlines process for redressal in case of violations. In addition, all staff of such centres should undergo training in counseling and in developing an understanding regarding these guidelines and on issues relating to abuse and violence.

3.24 Considerable data exist OoSC, enrolment, repetition, drop out and transition rates among Muslim SC and/or ST children. This data needs to be analysed at the district, block and cluster level to understand exclusion and develop context specific strategies that are not supply-based. This should also include the strategy for mainstreaming orphaned / children in distress / denotified tribes.

3.25 A study be conducted to understand factors contributing to high dropout rates among boys from marginalised communities after taking note of the aspects being covered by the ongoing study on the discrimination.

3.26 In the context of CWSN, assessment and strengthening of Multi category training of volunteers needs greater attention. Remedial teaching capacities should be strengthened in the classroom both for teachers and volunteers to enable them to ensure effective inclusion of CWSN. Further efforts to integrate and involve CWSN in regular schools activities should be pursued inside and outside schools including Bal Melas science fairs, etc.

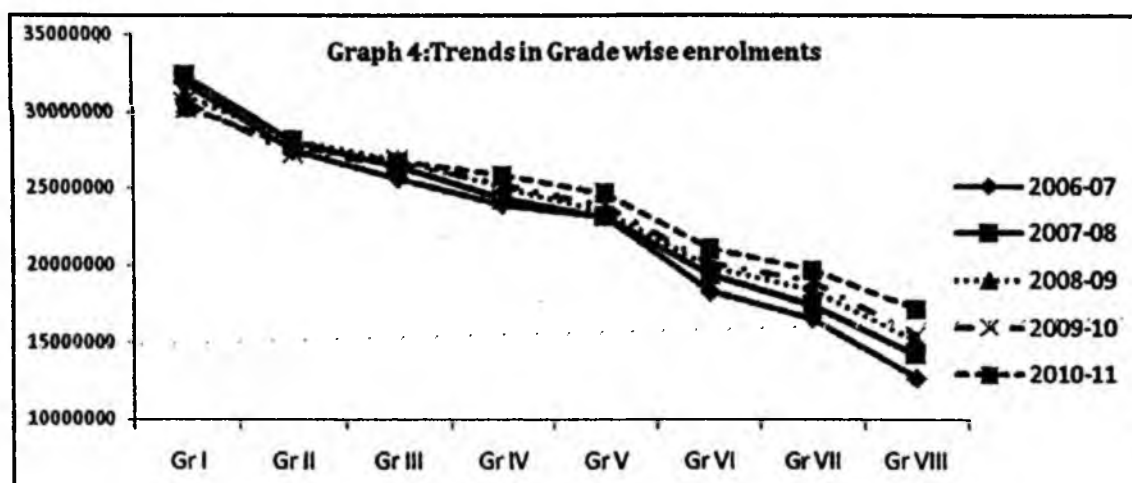
3.27 Inter-state initiatives for children affected by migration and displacement need to be strengthened with co-ordination efforts being further promoted. Best practices and Initiatives such as transfer of text books between states and or providing progress report to children from out of the state to enable them to enroll in classes in their home states could be collated and shared.

3.28 States affected by conflict could develop a separate plan for the conflict areas with special strategies required. Learning from international literature and successful responsive strategies in other contexts would help in this context, and be made accessible to states facing such issues.

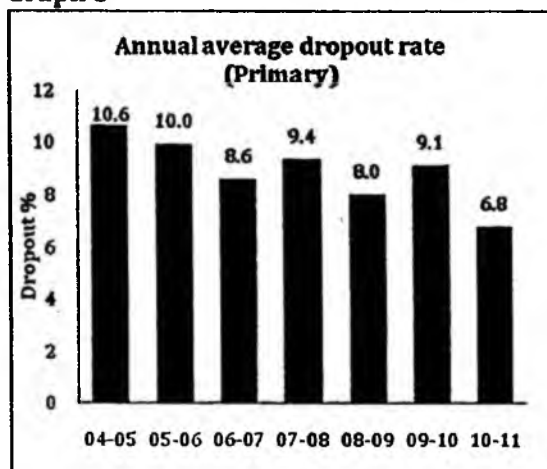
Goal 3: All Children Retained in education system

4.1 The goal of SSA is to get all children complete 8 years of quality elementary education. Universal retention would mean universal attendance and transition. An important aspect of this is students being in the system till they complete grade VIII. Students enrolled in the system remaining in the system shows the internal efficiency of the system. The internal efficiency of elementary education is analyzed using several indicators, namely, primary and upper primary retention rate, annual dropout rates, transition rates, completion rates etc. These indicators are estimated using DISE data of at least two consecutive years.

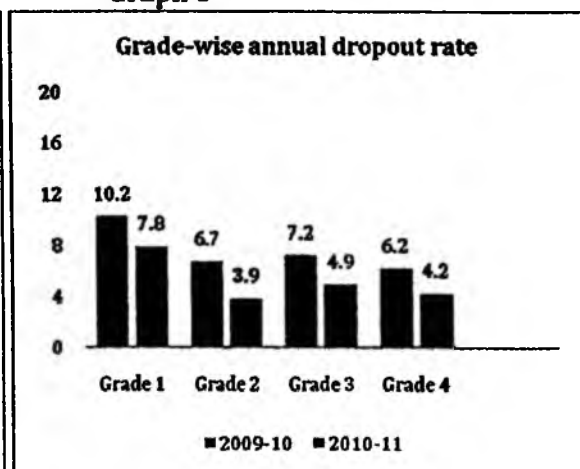
4.2 A first look at the grade wise enrolments over a period of time shows that in grade I, enrolments have been declining for various reasons, including more age-appropriate enrolments; but enrolments at upper primary level have been on the increase every year. The graph below indicates that while with each additional grade, enrolments have been declining indicating drop outs or retention, over the years, the retention rates have been on the increase. See the graph below.



Graph 5



Graph 6



4.3 Average repetition rate at primary level has declined from over 6% in 2006-07 to 5% in 2009-10 and at upper primary level, the average repetition rates came down from 6% in 2007-08 to 3.35% in 2010-11. Average annual dropout rates (for all grades) have declined from 10.6% in 2004-05 to 6.8% in 2010-11. An analysis of grade wise dropout rate by TSG team shows that the maximum dropout is at grade 1 to grade 2 level. See the graphs above.

4.4 While transition to the upper primary schools have increased substantially over the years, a picture of attendance is yet to emerge, as data on this is either not available or has not been properly collated in many states. The JRM teams that had an opportunity to visit schools and classrooms in 10 different states reported a mixed picture with respect to student attendance. While the teams that visited Kerala and Tamil Nadu reported no indication of large scale drop outs or absenteeism, the teams that visited other States reported observing poor student attendance.

4.5 *Recommendations*

- MHRD has commissioned a repetition of its student attendance study this year and this study is expected to provide a snapshot of the attendance situation in schools. This study should be completed in a timely manner so that State strategies could align to address the issues emerging from the study. States should work further on the results of the study to understand the reasons for low attendance.
- A review of strategies adopted by many a states show that the strategies to address retention / dropout issues were piece meal in nature. The integration of quality and access strategies to retention issues need to be emphasized.
- The 14th JRM urged the MHRD to create a consensus among states on the definition of 'dropout' in order to allow proper estimation of OOSC. The 15th JRM takes it further to recommend that the exercise should aim at:
 - iv. defining the concept and methodology for realistically estimating "dropout" and "chronic absenteeism" among students taking in to account its impact on students' opportunity to learn;
 - v. estimate the extent of these issues in the state education systems; and
 - vi. Identification of appropriate strategies, including the use of special training to prevent the occurrence of these issues.

Goal 4: Education of Satisfactory Quality

5.1 The National Curriculum Framework (NCF, 2005) is now seen to be gradually assuming a central role in informing the curriculum reform process in the states. Most of the states visited in this JRM are reported to have either revised their curriculum or are in the process of revising it. Nearly all indicate that their curriculum-reform is based on the principles of the NCF, 2005. This is certainly a major step forward. School is now being accepted as a space where knowledge is created and the child is seen as the central point of all strategies and activities, which constitute a normal school day. There is greater recognition of the local context and local knowledge. The teams have observed that innovative programs like ABL/ALM, BALA, PRAGNA, ADEPT, LEHAR have energized the school space. They have created space for children to move at their own pace and for teachers to take initiatives and the mission came across many instances that support this observation. To integrate the learning from these programs and build them into a curricular vision is now emerging as the major challenge.

Comprehensive Quality Vision and Curricular Reforms

5.2 The 14th JRM had laid emphasis on 'articulation of a holistic vision as critical to promote harmonization of curriculum, textbooks, TLMS, teacher training and assessment systems, especially in the context of the NCF.' The mission notes that there is a growing realization among planners and teachers that teaching and learning is much more than transacting textbooks, and school activities are now increasingly been treated as constitutive elements of a holistic curricular vision. SSA has helped bring into the system multiple teaching learning strategies, activities and tools that are being used to achieve curricular goals. But the understanding of curriculum as a holistic organization of the school life and the nature of its location in a larger governance and administrative system is yet to permeate the multilayered educational structure in most states.

5.3 The mission would like to applaud Tamil Nadu as one of the states which has not only articulated but demonstrated this holistic vision, through a very carefully planned systemic reform process across the state, while introducing ABL at the primary stage and ALM at the upper primary stage. While almost 17 states have adopted /adapted the state's ABL approach for the primary sections on a pilot basis, which in some states visited have been appreciated by the Mission, it would be important for these states to also understand the process of reform adopted by Tamil Nadu for scaling up, which is key to its success. Some key aspects of this process which the Mission would like to record, in addition to the excellent child centered pedagogy, are (a) its phased and evolving approach in scaling up, using each phase as a learning/training ground (b) careful selection and intensive 'hands on' training of large numbers of Block Resource Teachers to enable a ratio of 1: 6 /7 schools only, exclusively for academic support and supervision;(c) continuity of vision from primary to upper primary stages; (d) integration of continuous, comprehensive evaluation as part of the learning process; (e) use of textbooks not as the sole but as an additional learning resource; (f) continuous process of actively engaging with the parent community about the new reforms to take them along and (g) receptivity to ideas and capacity to improve the classroom processes on a regular basis. The Mission notes that these may well be considered as necessary conditions to take any curricular reform process forward systemically for impact.

5.4 The iconography of the school which includes the kinds of pictures and photographs being used or naming of the classrooms or other corners or celebration of days or prayers is one area to be looked at carefully. It has been observed that many times the ethos of the school created through these silent zones contradicts the stated curricular and constitutional principles. School should be seen as a secular space which should not intimidate or inhibit a child from owning an identity which is seen as minority or different from mainstream. The Mission teams have, however, come across practices across some states, which are part of the school life which are in direct contradiction with our constitutional values, most important being secularism. It has also been observed that often states use the SSA resources to provide supplementary reading material which clearly violates the constitutional secular value which is at the core of the RTE Act. *The JRM recommends that an advisory be sent out by MHRD to the states which should clearly convey that promotion of constitutional values and a secular ethos are an essential part of effective schooling.*

5.5 Some state reports such as those of West Bengal and Gujarat mention the development of syllabus by these states following a rigorous process, as a sequel to the curriculum reform. Gujarat has also posted the draft syllabus in the public domain for feedback. In case other states have not yet undertaken this process of syllabus reform, the JRM recommends that this be done prior to development of textbooks, since the syllabus forms an integral component of the curriculum reform. In this context, the states may also consider using the EVS syllabus of the NCERT as an exemplar, for reference.

5.6 In most states visited, the textbook continues to remain the most tangible and visible tool through which curricular goals are sought to be achieved, whereas it should be seen as one of the many resources available to the children. The state teams have observed that creation of textbooks which adhere to the principles of the NCF (2005), is a huge challenge for the states. Some SCERTs like Gujarat and Kerala have developed the internal capacity to steer this process but there are also some states which have been depending on other sources for resource support, with some instances of these being outsourced to other agencies. It is important that whichever the mode, the aim should be to ensure that state capacity is built in the process for textbook development and the state owns the textbooks as their own.

5.7 The Mission would like to emphasize that the textbook preparation/preparation of textual materials, needs to be treated as an ongoing activity for which in-house capacity should be created/strengthened in the SCERTs, which should also enable them to analyze the textbooks from the point of view of the curriculum-principles. In this context, it is important that SCERTs and the SSA teams work in close co-ordination, as has been observed in some states like Gujarat, to ensure that the textbooks are an integral element of the overall plan and not the sole resource for children's learning, and continuity is maintained across levels. Encouraging the University departments to interact more with the school system on a regular basis may also help in this regard. The JRM teams found that many states have adopted the textbooks prepared by the NCERT. In some states like Rajasthan the teachers reported difficulty in transacting these textbooks. The JRM would like to emphasize that mere adoption of the NCERT textbooks will not change the classroom culture, if the teachers are not trained or oriented to be able to use these textbooks appropriately. It would be important for the states to engage with the authors of the NCF (2005)/NCERT textbooks to understand the principles and then develop their own textbooks, teacher manuals and training strategies for this purpose.

5.8 *The JRM recommends that SSA, should through its quality forum initiate a biannual discourse on textbooks which would be an opportunity for teachers, planners and others across public and private sectors to deliberate on issues related to textbooks and supplementary materials, analyse different kinds of textbooks in the light of the accepted curricular principles and assess the consistency with the syllabi.*

Learning Achievement and Quality Monitoring

5.9 **Continuous Comprehensive Evaluation:** The state reviews confirm that all states are beginning to conceptualize and implement a system of Continuous and Comprehensive Evaluation (CCE) and introducing some monitoring of student learning outcomes. The 14th JRM had recommended that a Concept Note be developed on CCE explaining its key concept and components, as well as a suggested plan for roll out in the states. The Mission also recommended that the NCERT Source Book on Assessment and good practices from states that had begun the implementation of CCE be shared with other states and exposure visits organized. The Mission notes that the Concept Note has been developed by TSG and this along with the Source Book has been shared with the Mission. The ATR also indicates sharing of good practices from 3 states: Rajasthan, Bihar and UP. The Concept note does indicate the concept but does not provide sufficient guidance to the states on the basic principles to be kept in mind and how to operationalise these in different contexts.

5.10 Most states reviewed for the 15th JRM have begun to develop CCE frameworks and manuals and have plans to train staff and teachers, but there does not seem to be sufficient clarity yet on the concept of CCE at all levels. The visits to the 10 states reveal that other than Rajasthan, which is implementing a pilot of CCE in 60 schools along the lines of the CCE Framework and NCF 2005 guidelines, and the ABL in Tamil Nadu, the other states are demonstrating initiatives that are not always in consonance with the vision and concept of CCE. Many states are continuing to view assessment as a separate initiative and not an integral part of the teaching and learning process with a focus on only academics. Some states have reported conducting introductory state level workshops; some have developed learning milestones, student report cards and a grading system and a few have rolled out the evaluation methodology in the classrooms. Some states have done away with the biannual examination system and have replaced it with a semester system and unit tests. Unfortunately, in many cases this has led to more number of tests for the children, with little evidence of whether these are really formative in nature. The assessment is also only on academic subjects and not integrated with co-curricular assessment, and over all development of the children.

5.11 The JRM reiterates that the CCE concept should be based on the principle that learning assessment must be integrated into the teaching-learning cycle. A good example is demonstrated by the ABL in Tamil Nadu, where assessment is inbuilt into the learning ladder itself. The teacher's job is to ensure that all children complete well-defined learning milestones. The main support for the teacher is not the textbook but evaluation cards that contain the milestones and sample diagnostic examples to determine successful mastery of the milestone. The child's performance is measured not against other children but against his or her learning progress. If a child is not able to complete the activities in the evaluation card, the child is provided more sets of activities related to the same milestone, until the child is able to complete successfully and is ready to progress to the next milestone.

5.12 There is also a sense of anxiety among teachers and parents that CCE (which is seen as doing away with traditional tests and exams), coupled with policy of non –detention under RTE, will lead to children going through school without learning. This underlines the need for *an effective communication strategy* for all stakeholders explaining the concept and approach and emphasizing its value.

5.13 In view of the above concerns the JRM recommends the following:

- It is critical at this juncture when CCE is being introduced by the states that the states' vision, plans, learning outcomes/milestones, assessment processes are reviewed and guided by experts in this field, before roll out to the schools is done.
- Each state should encourage schools to develop student portfolios which would be discussed quarterly with parents.
- As described above, Tamil Nadu within ABL has an evaluation system that is integrated in the curriculum and teaching process. As the ABL has now stabilized state wide with teachers and students well versed with the approach and positive results emerging, learning visits may be organized to Tamil Nadu for other states, which should focus on a discussion of the process of CCE and observation of it in the schools.

5.14 ***Analysis of Learning Achievement Data:*** When requested to provide evidence of student learning outcomes in their schools, most states were able to cite the learning achievement results of assessments conducted by National Achievement Survey (NAS) by NCERT and the recent ASER surveys. The Mission would like to applaud the NCERT for having upgraded the technical quality of its survey which is now informed by international best practice. These assessments have provided some useful information about a key aspect of what students can do across the system as a whole and enable comparisons to be made across states so as to give insight into good practice. The 14th JRM had recommended that a national strategy for assessment and evaluation be developed which would help clarify the relationships between different approaches and how this multiplicity of information can be effectively used to improve what is happening in schools. However, this Mission notes that there continues to be a need to further strengthen the capacity at the state, district and sub district level officials, including BRCs and CRCs, to systematically analyse the results from these initiatives and use these to improve their curricula and materials, to upgrade teaching skills or to target resources on schools or on categories of students whose learning is at risk; currently this seems to be limited to a few trainings on 'hard spots'.

5.15 The JRM acknowledges that the ASER survey provides an independent snapshot of early learning levels, which is in keeping with the JRM's commitment to independent monitoring. It also has the advantage of providing information on learning outcomes in a timely manner. However, there have been issues raised related to the rigour of ACER's methodology, including the representative nature of its sampling and the training of its enumerators. The NAS, due to its comprehensive design, has not been able to provide the status of achievement levels on an annual basis. *The JRM therefore recommends that the Expert group constituted for Learning Assessment may be asked to suggest, in addition to the NAS, that MHRD consider commissioning its own more rapid competency based survey which can provide timely feedback on early grade learning, beginning with a pilot in selected states.*

5.16 In addition, the 15th JRM would like to make some very specific recommendations, which are mostly reiterations of recommendations already contained in the CEE concept. These are as follows:

- i. **Standards, milestones, benchmarks:** states must establish or identify in their existing curriculum specific standards, milestones or benchmarks for each primary grade beginning with the core subjects and co-scholastic areas which should be embedded in the syllabus. Effective formative assessment is not possible until this step is achieved. These benchmarks can cover all aspects of a child's development, not simply the academic.
- ii. **Teaching methodology:** teachers should be encouraged to assess their students against the achievement of these standards regularly and to keep a separate record for each student; continuous assessment should be fundamental to all teacher training courses, pre- and in-service. Teachers will need guidance in record-keeping so that it moves beyond ticking boxes and can provide meaningful feedback to the student and his or her parents.
- iii. **Materials:** primary grades should depend less on textbooks and more on materials that correspond to the established standards or milestones; these materials should provide diagnostic supports to allow teachers to determine whether or not students have achieved the milestones.
- iv. **Child Portfolios:** teachers must systematically record the learning achievement progress of each child and share this information quarterly with parents, as well as with school and block officials.
- v. **Academic Support:** CRCs and BRCs need help in understanding how to use the information they receive from schools to provide tailored support. Appropriately used, the information shared by blocks/clusters can be used by the state to refine its curriculum, materials and teacher support, and better target resources and programmes on schools where more help is needed.

Learning Enhancement Programmes and Program Evaluation

5.17 The Mission appreciates the efforts under SSA to strengthen technical capacity not only at the national but also at state level in the area of more rigorous and systematic programme evaluation. In this context, NCERT needs to be applauded for the evaluations of four Learning Enhancement Programmes for which reports of good technical quality were shared with the mission. These include Activity based learning in Tamil Nadu, Aadhar, in HP; Multilingual education in Orissa; CLAP in AP. The evaluations are analytical and indicate several lessons to be learnt for the system across states.

5.18 *The Mission recommends that a document be prepared by NCERT based on the findings and observations of these evaluations, which identifies the main lessons learnt for the system and share this with all states.*

Teacher Availability and Effectiveness

5.19 The JRM notes with appreciation the emphasis placed by MHRD in the Meeting with State Education Ministers held in June 2011 on correcting imbalance in teacher deployment, revising teacher recruitment rules to conform with NCTE norms, expediting recruitment of teachers against

vacancies supported by both state and SSA and training of untrained teachers. There has been some impact of this communication in that there has been overall reduction in the number of single teacher schools, decline in the number of districts from 304 to 243 that have PTR over 30; and decline in number of schools with adverse PTR from 52 to 43 percent. The Central teacher Eligibility test was conducted in 2011 which covered the union territories of A&N Islands, D&D and Chandigarh. and another was slated for January 2012. In addition 12 states have conducted the STET and this should begin to address the acute shortage across most states. For example in Rajasthan, Teacher Eligibility Tests have been initiated to recruit about 41,000 teachers that are expected to be in place by the next session. Some states are planning to undertake the recruitment at a decentralized level through *Zilla Parishads* so that the issue of teacher transfer and vacancies are better addressed. While teacher recruitment is being undertaken by many states, what appears to be an imminent need is appropriate allotment and deployment of teachers at all levels for optimal and efficient program implementation.

5.20 In spite of the improving PTR ratio reflected in most states and even at the national level, there continues to be acute shortage of teachers in the classrooms. This reflects a need for efficient redeployment and rationalization of teacher positions to ensure that the norms for PTR under RTE are met in meaningful and real terms. *The Mission therefore strongly recommends that all states facing teacher shortages in schools may carefully assess the actual PTR situation at the classroom level and take up teacher rationalization processes effectively to address the uneven distribution of teachers, despite the overall PTR appearing to be optimal as per prescribed norms.*

5.21 Pupil Teacher Ratio: While most States have reported improved PTRs at state/district levels, it was found during school visits that it quite high both at the primary and upper primary levels. In Chhattisgarh, the reported PTR was 24:1 at primary level and 23:1 at upper primary level, but in fact, 29 percent of primary schools and 18 percent of upper primary schools have PTRs higher than 30:1 and 35:1 respectively. In Haryana, PTR in primary and upper primary schools shows that in the state as a whole, half of the schools have an adverse PTR as per RTE norms. Haryana's own estimate shows that 63% of government primary schools in the state have an adverse PTR of >30. As per DISE (2010-11) 42.4% primary schools and 31.3% upper primary schools across states have an adverse PTR. Rajasthan seemed a state with a very impressive PTR, but when the Mission visited the schools, almost all schools were facing teacher shortages and teachers were overburdened. Jammu and Kashmir reported instances of overcrowding and single teacher schools and multi grade teaching. Kerala appears to be the only state that enjoys a unique situation of excess teachers on its rolls. The state proposes to set up a Teacher Bank and utilise the excess teachers to substitute teachers on leave or redeploy teachers as trainers, which would be a commendable initiative.

5.22 Contract Teachers: The NCTE has specified that all teachers be trained within 5 years of the RTE although the states of Assam, West Bengal, Bihar, Chhattisgarh, Orissa, MP and Manipur have been given a special relaxation for one additional year. In many states contract teachers are being appointed through the Panchayats. In Chhattisgarh they are known as Shikshakarmi at both primary and upper primary levels, while in Rajasthan they are called Vidyarthi Mitras. In Chhattisgarh, 71% of working teachers are shikshakarmis with only 29% teachers being regular teachers. The basic educational qualification for shikshakarmi is the same as regular teachers but the professional qualifications of D. Ed. has not been made compulsory, as sufficient numbers of trained persons are not available, particularly in remote districts. In some states including Rajasthan, the state is facing litigation as the contract teachers are demanding to be made regular.

This scenario is in some cases affecting recurring teacher training since, as reported to the Mission, state governments are avoiding providing training to contract teachers as this may give them a valid reason to demand regular positions. This is a matter of concern..

5.23 With large backlogs of untrained teachers many states are seeing distance education as a rapid strategy for training teachers, so as to make them RTE compliant. While the Mission acknowledges that, given the large numbers, this may be the only alternative, *it recommends the use of the distance mode with effective checks and balances for ensuring appropriate feedback mechanisms, monitoring procedures, and efficient student support systems.*

5.24 Although the situation is improving, the shortage of teachers and single teacher schools still dot the school scenario quite substantially. For example, Rajasthan has 30.96% single teacher schools at the primary level, while Haryana reported 7-8% single teacher schools. In Assam the situation is particularly exigent as there has been no recruitment for teachers since the last 15 years, leading to acute teacher shortages. This has led increasingly to multi-grade situations in classrooms with no appropriate multi-grade pedagogy in place. Although the Mission acknowledges this to be a transitory situation given the current efforts to get adequate number of teachers in place, the situation is likely to continue for some more years.

5.25 The Mission therefore strongly recommends that *the MHRD may encourage the state governments to evolve some method to resolve this issue and avoid dilution of teaching standards in schools, since this can well become counterproductive for the program goals if there is no appropriate strategy in place. The states may be guided to consider multigrade situations as an asset rather than a liability, in situations where numbers are not too large, as demonstrated by the ABL method and materials which opt for classrooms to be multigrade rather than monograde, to allow for cooperative peer learning among children.*

Status of Teacher Training: (In-Service, Induction and Untrained teachers)

5.26 SSA has a provision for 20 days of in-service training per teacher, per year. Most states utilise this provision by bifurcating this provision into ten days of continuous training at block or district levels and ten days are translated into ten monthly meetings at the cluster level. States have focussed this provision on training of teachers on different themes including on the new textbooks, hard spots in maths and science; Smart Schools (Computer Aided Learning), Inclusive Education, Health and Hygiene; CCE etc. Several states have conducted collaborative training with the British Council towards providing English language training to help teachers transact the English curriculum. In Tamil Nadu the ten days' training is provided by the BRTs in the Block Resource Centers of which some themes are decided in a decentralised mode by the BRTs themselves. For example, after the recent cyclone Thane in Villupuram district, the BRTs planned training on stress management for the teachers. The cluster level monthly meeting in most states concentrates on discussion among teachers of any specific problems experienced in the classroom. In Chhattisgarh the 10 days' training is residential and is provided through DIETS / BRCs, followed by ten one-day trainings at cluster level. A cascade model is adopted wherein the SCERT trains the master trainers drawn from among the teachers and Cluster Academic Coordinators, who in turn train the teachers. It was noted especially in Chhattisgarh that a month wise calendar is usually drawn up for cluster level training. In Gujarat, most of the teachers now recruited have a B.Ed. Degree. There is a provision for continuous in-service training and all the teachers have undergone a seven-day training. In West Bengal, the feedback from the districts was that the modules and written materials are designed at the State level and often printing and distribution of these takes some time and

hence trainings are delayed. They suggested that more flexibility needs to be given to the districts to plan and implement their own training which would be more need based.

5.27 In Haryana, the JRM noted with concern that the state has contracted private players/agencies to impart in-service teacher training in the state, who the Mission observed did not have the experience of working in government schools in rural areas. The thrust of their training seemed to be on “imparting information” rather than academic or pedagogic strategies. The JRM is of the view that SCERTs, DIETs and state universities and colleges can be better mobilized for providing in-service training instead. In some states use of video conferencing is being employed for training which is often a one way communication from experts, rather than an interactive process.

5.28 A concern regarding training is that the cascade model suffers from limitations due to message dilution at each level. Also, trainers at the cluster levels particularly require strengthening in content as well as general awareness of educational ideas and practices. The other concern is that while the ten days’ provision for monthly meetings at cluster level seem to be well utilized for discussion on immediate problems faced by teachers, the ten days’ thematic trainings do not necessarily reflect any well-linked training strategy; they are in many cases just stand-alone themes or activities. Lack of information at different levels about various trainings is also reported to be leading to confusion in training content and scheduling.

5.29 The Mission therefore recommends that

- a) Given diverse contexts and needs of teachers, at the national and state levels a variety of training modules may be developed which could be offered to the districts to choose from as per their needs.
- b) State offices/SCERTs and DIETS should collectively develop an annual plan for in-service training of teachers which should reflect a cohesive and coherent teacher training strategy based on state, district and block level needs.
- c) With improved availability of ICT facilities, more innovative approaches could be adopted for interactive and participatory teacher training through use of audio-visual media, computer aided learning, internet etc. These need to be however validated for academic appropriateness and validity of content.
- d) A specific lacuna noted by the mission in some states was the need for training of school heads in leadership and school management. For this the state/SCERT could explore partnering with institutions which have the required specialization for imparting school leadership and management training for school principals. This training should include both administrative and financial management skills and personnel and whole school development and management.

Academic Support and Monitoring Systems

5.30 The fourteenth JRM had also raised some key issues regarding the block and cluster level institutions, on the basis of the findings of a study conducted in this context. This JRM also notes with concern that in most states the academic support to teachers from block and cluster level institutions needs significant strengthening. Monitoring and support mechanisms have been well laid out under SSA but district and sub-district level coordination and effective academic support

seem to be largely deficient in many states, particularly with a large number of schools assigned to a block or cluster level coordinator.

5.31 The situation evidently varies across states. In Assam, District and Block Advisory Core Groups (DACG and BACG) have been set up for the primary and upper primary levels and meetings are reported to be held at regular intervals. These groups are responsible for supervision and monitoring. In addition the BRCCs and CRCCs are involved in the school monitoring but the role of CRCC's is very unclear. Gujarat has increased the number of CRCs from 3337 to 4268 and all are equipped with CRC Coordinators. The state has also recruited around 1100 Block Resource Coordinators through a very rigorous process involving a written test, a computer test and finally an interview. The Mission was informed that the vacancies arising due to such teachers joining as BRCs and CRCs are filled immediately. All blocks are provided with five BRPs viz. Mathematics-Science, Languages, English, Social Science and Pragna. The BRPs have been given induction training. Quality Monitoring Tools are being developed by the state which would be used electronically. All the CRC - BRC coordinators would be required to enter the data of classroom observation and school observation in a specific format. The report of the CRC, BRC and district would be accessible at all levels of SSA.

5.32 Tamil Nadu has invested very effectively in appointment of 6,800 Block resource teachers (BRTs) who have the exclusive responsibility of providing support and supervision to the teachers for ABL and ALM at the elementary stage. Each BRT has six to seven schools under his/her supervision which allows for much more intensive and focused support and supervision as compared to other states. While the support system is commendable and has been a major asset in enabling the state to scale up the innovative pedagogy, ABL so swiftly, there are some concerns regarding the profile of the new BRTs who often do not have teaching experience. Not all BRTs have teaching experience in schools.

5.33 While these states have a relatively more effective system in place, in some other states it has been rendered very ineffective due to large vacancies. In Chhattisgarh, the situation regarding vacancies at BRC level was found to be worrying as 2103 out of 2700 positions were vacant rendering monitoring and supervision at the grassroots unviable. In Haryana, there are 119 BRCs and 1487 CRCs. The JRM visited one BRC and met some of the CRC coordinators present there. The BRC itself is depleted of staff as it has only 2 out of the 7 sanctioned staff. Interaction with the BRC and CRC functionaries revealed that their activities are entirely administrative rather than academic. In Rajasthan, the nodal academic institutional support body at the cluster level is the Nodal Schools that cater to 5-7 schools under them for academic guidance/ onsite support instead of the CRC. However, academic support and on-site guidance needs strengthening.

5.34 The Monitoring Institutions for the states appear to be providing good feedback and support. The Mission was concerned to note that training of educational administrators from district and block levels as against annual targets was only 55 %. This was actually reflected in the inadequate responsiveness and awareness of the BRCs about key academic issues in their block.

5.35 The Mission reiterates as have previous JJRMs, that academic institutional support bodies which form a key link to quality reform need to be less involved in data gathering and their capacities should be built to enable them to provide more effective and intensive support to teachers on issues related to children's learning. The vacancies at BRC level need to be also filled up immediately. Since BEOs are the designated nodal academic support persons under RTE, their

orientation on pedagogical aspects like CCE, training strategy development, academic monitoring mechanisms need to be also strengthened.

5.36 Main Recommendations:

- The JRM strongly recommends a greater focus by states on specifying grade wise outcomes, both scholastic and non scholastic milestones as in the ABL program in the course of development of the curriculum, syllabus formulation and learning materials and use these as points of reference for CCE.
- Use of distance education to train the large numbers of untrained teachers in the system should be expanded but only with more effective checks and balances for ensuring appropriate feedback mechanisms, monitoring procedures, and efficient student support systems. To enable this to be operationalised, SSA may engage with the Open and Distance Education universities and some SCERTs to evolve mechanisms and processes to this effect and prepare guidelines to be shared with the states.
- Initiatives by states towards curricular reform need to be located in a comprehensive and integrated plan for curricular and systemic reform that ensures institutional readiness and capacity at all levels of implementation including block, cluster levels and the community. MHRD may guide the states to prepare these comprehensive, integrated plans and these may be shared with the next Mission.

Programme Management

Recent Policy Developments

6.1 The impact of policy and programmatic reforms initiated in the context of RTE is now visible in the way SSA is implemented now at different levels.

6.2 At the national level, Central RTE Rules were notified on 5th April 2010 and since then MHRD has been making efforts to get states move on RTE related reforms. In June 2011, a meeting of all State ministers of education was held where several issues of importance were flagged, which included: notification of State RTE Rules, constitution of SCPCRs/ REPA, adoption of 8 year elementary education cycle, teacher related issues such as teacher deployment and rationalization, revising teacher recruitment rules to conform with NCTE norms, expediting recruitment against teacher vacancies at State and SSA level, training of 'untrained' teachers, admission of children from disadvantaged groups and weaker sections and institutionalization of programme of awareness generation and community mobilization. NCTE has notified teacher qualification requirements (under section 23 of the RTE Act) and Central Teacher Eligibility Tests (CTET) were introduced, and about a lakh teachers qualified (out of the 2.94 lakh candidates appeared for the test) the first CTET conducted in June 2011. The second CTET is scheduled for January 2012.

6.3 At States level, by now, 24 states have notified RTE Rules and 5 UTs have adopted Central Rules⁴. The rest four states are in the process of notifying RTE Rules (Gujarat, Goa, Karnataka and West Bengal). In 2010-11 only 3 states had constituted State Commission for Protection of Child Rights (SCPCRs), now the number has increased to 20. The State reports from several States visited by JRM confirms the constitution of SCPCR in those States (for example, Assam and Chhattisgarh). Of the 12 states that had earlier followed a seven year elementary cycle, 8 states (Assam, AP, Meghalaya, Mizoram, Gujarat, Nagaland, Kerala and Orissa) have in principle taken a decision to move to an eight year elementary education cycle in accordance with the RTE. In Assam, for example, the team reported that the move towards 8 year EE cycle was implanted since the academic year 2011⁵ and the State has done it by adding provisions for grade V in primary schools and for grade VIII in upper primary schools, wherever necessary.

6.4 Following the CTET, several States (Assam⁶, Bihar, Gujarat, Haryana⁷, Jharkhand, MP, Manipur, Nagaland, Punjab, Rajasthan, UP and Uttarakhand) have also conducted State Teacher Eligibility Tests (STET). The 14th JRM was informed about several RTE related initiatives undertaken at the states' level, which included (a) 30 states banning Board examinations till completion of elementary education⁸; (b) 31 states' notifications prohibiting corporal punishments⁹

⁴ The State of Jammu and Kashmir does not come under the purview of National RTE. The State has its Act of Right to Education of children in the state.

⁵ Academic year in Assam starts in January.

⁶ Assam conducted its first TET on January 10th, 2012 in which close to 3.3 lakh applicants appeared.

⁷ In Haryana, first TET was held in November 2011 in which more than a lakh teachers out of 3 lakh plus odd applicants appeared cleared the test.

⁸ Rajasthan State report mentions about Board of Examinations abolishing grade VIII exams.

⁹ Though during JRM's field visits, there were several observations of students mentioning about corporal punishments they received from teachers.

and mental harassments as well as expulsion and detention; and (c) 25 states' notification prohibiting screening for admission and capitation fees.

6.5 In the States visited by the 15th JRM, the progress in the implementation of the above mentioned activities were at various levels. While RTE Rules were notified, there are several areas where ambiguity exists especially with respect to the interpretation of RTE. For example, the age group to be catered (6-14 years) and hence age at entry to school. In some States, in spite of RTE, 5+ years continues to be the age at entry into grade 1 – for example, Haryana. The State explains this as “6th year” in a child’s life. The Haryana State also explains this as “compulsions of the state reality” as private schools allow children to get admitted into a pre-school at age 3, and raising the entry age to government schools might lead to children moving to private schools. On the other hand, Kerala State’s RTE notification says that from the next academic year (2012-13), only children who have completed 6 years will be admitted in grade 1, a change from its previous policy of 5+ years as age at entry.

Monitoring and Supervision:

6.6 The regular monitoring and supervision of the SSA programme is envisaged in a multi-layer fashion in SSA. At national level, Annual Work Plan and Budget (AWP&B) appraisal process involves extensive review of the programme implementation. Besides this, review meeting of programme coordinators are held in every quarter and meeting of Education Secretaries and SPDs of all states are held in every six months to review and discuss the programme progress and issues. MHRD and TSG also make periodic visits to assess ground realities of programme implementation.

6.7 Besides these, the review by Monitoring Institutions (MI) provides periodic information about the implementation of the programme. However, the MIs in some States reported their inputs not used at optimal level. The quality of MI reports also varied in terms of its analytical content and rigor. The MI reports often remained as reporting on the given format rather than eliciting policy and programmatic issues.

6.8 While the BRCs and CRCs are academic support organizations and are expected to monitor and guide the academic functioning of schools. However, often the BRCs and CRCs often take the role of reporting data collected upwards. At school level, earlier the VECs and now the SMCs are expected to perform the monitoring of regular functioning of the schools and teacher and student attendance as well as school construction and maintenance. In many States visited by the Mission teams observed ground level monitoring by communities. However, the functioning of school level monitoring and its effectiveness vary widely across schools and across States. The schools are supposed to put information regarding the school functioning on the school notice board (or school walls). This include information on (a) student enrollments and attendance by grade, gender and social groups on a daily basis; (b) school teacher information, their qualifications and attendance; and (c) various sources of grants received by schools by components in the academic year and their utilization. However, in most States, the Mission could hardly see any such information displayed in schools.

6.9 One of the important tools for monitoring and planning school level facilities, enrolments, teacher availability, equity and internal efficiency parameters is through the EMIS. DISE is established as the EMIS for SSA. Basically there are three types of stakeholders involved in the collection, maintenance and use of the data: (a) the school/block /district /state level people who collect, and collate data at various levels and analyze it to prepare annual work plans; (b) NUEPA

team who maintains the data and produces national reports; and (c) TSG- MIS division who analyze /triangulate data for planning, monitoring and appraising plans as well as organizes capacity building at various levels. The stakeholders outside the system include all those researchers who want to use the data for further analysis and research.

6.10 DISE has been functioning for last decade and a half. In spite of the huge progress made in collecting data from 1.3 million schools spread across the country, the data collection issues remain and several States have not recognized it as the main source of data for elementary education in the State. In some states, the verification of enrolment figures is more complicated due to many children enrolling in more than one school. Checking and validation of data both district and sub-district levels seems to be an issue. One of the major challenges in data collection in the states in the past has been the issue of coverage of private school data, especially private unrecognized schools. States like Haryana and Kerala, in spite of their best efforts, has not been successful in getting data from several unrecognized schools. However, this year, there have been special efforts by all states to cover the recognized and unrecognized private schools.

6.11 The problem lies both with States as well as NEUPA and its modalities of analysis. In all the States visited by the JRM, the capacity at the State/ district level people to analyze DISE in a meaningful way remains low. The analysis does not go beyond creating certain tables. The national reports brought out by NUEPA also lack of any understanding of State-specific factors. The specific issues with NUEPA's annual exercise are pertaining to: (a) definition and estimation of education indicators; as well as disaggregation (not) available in the analysis and reports; (b) co-relational analysis not available and (c) dissemination of data for further use.

6.12 The issue with respect to definition and method of estimation of indicators is a serious one. For example, in 23 States/UTs, age at entry into school is 5+ years, which means in these States, students without detention have been reaching grade VI by the time they are 10+ years. In these States, the appropriate age groups for estimating GER/NER is that of 5+ to 9+ years and 10+ to 12+ years for primary and upper primary stages. However, NUEPA uses age cohort populations between 6-10 years for primary and 11-14 years for upper primary and this provides a different picture of GER/NER in all these States. The NUEPA reports have hardly explained the situation in any of its reports. Disaggregated analysis is a major issue. The analysis does not provide enough information to derive meaningful conclusions. For example, if one wants answer to a question like "what are the characteristics of schools with declining enrolments?", the reports hardly provide enough information.

6.13 While the raw data is available at the website www.dise.in, there is not enough information that helps those interested in analyzing the data for any serious research. NUEPA should provide, along with the data, a detailed background note on data, the syntaxes used, the explanations for codes etc. NUEPA may follow the NSSO's methods here.

6.14 At the same time, the efforts made by TSG to improve the analysis and understanding of data issues, data analysis and data dissemination at state and district levels should be appreciated and encouraged. The MIS team at TSG had organized capacity building workshops at State and district levels. TSG organized six regional workshops between the November 2011 to January 2012 (at Jaipur, Bhubaneswar, Srinagar, Gangtok, Patna and Trivandrum) and these workshops were attended by district level MIS coordinators. This was an opportunity for several MIS people at district level to have firsthand knowledge of using data rather than merely replicating the templates provided by NUEPA. These types of workshops are desirable in all components / thematic areas

and TSG should be encouraged to organize more such workshops. The States also should take these multitude of opportunities to build capacity of its staff at various levels.

6.15 One of the major initiatives started as a pilot by Ministry is the “Adhaar enabled” child wise data base. The tool developed by MHRD/TSG for this is very comprehensive. For the first time in India, this tool will facilitate linking some household data with school level indicators for all children. The pilot is carried out in 14 districts in 7 States.

6.16 The NCERT is the process of revising the QMT format and it is recommended that during the desk review JRM in July 2012, NCERT may make a presentation of the new format, its implementation plans, and plans for analysis of information.

Research and Evaluation

6.17 There are several studies commissioned at national level and States also commission several studies. At national level, during the year 2010-11, nine studies were commissioned, and all of it is under way except one. A glance through the TOR of the studies reveal that many of these studies are in the nature of verifications and very few addresses issues related to quality related processes or equity or other issues. For example, the two studies which will look at some type of quality are the ones related to impact of in-service training on classroom transactions. Few studies are repetition of earlier studies undertaken by the RESU unit, the reports of which had serious analytical problems and hardly any of them were disseminated to the public. The studies commissioned by the States show that the quality of research and its analysis has not been up to mark in several states.

Institutional Development and Capacity Building

6.18 The role of State/district/ block level functionaries in implementing the SSA interventions need no elaboration. However, staff vacancies in various positions are an issue that needs immediate attention. The issue of vacancies is a much more serious issue at district and sub-district levels. At the block level, most staff vacancies are pertaining to MIS coordinators, IE coordinators, BRPs etc. For example in Assam, half of the IE Resource person positions, 90% of Resource Teacher posts and 57% of MIS coordinator posts are lying vacant. In Chhattisgarh, at district level, 45% of key positions are remaining vacant; for example, 31 out of 35 Assistant Engineer posts are vacant. In Haryana too, all block level MIS coordinator posts and accountant posts are vacant. Capacity of the existing staff is another area of concern. See table below for details.

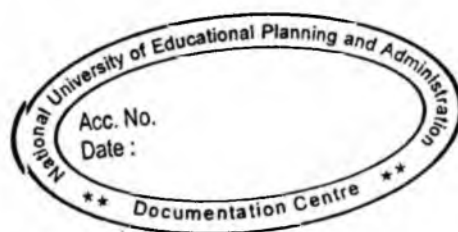


Table: Staffing details at State, District and Block levels

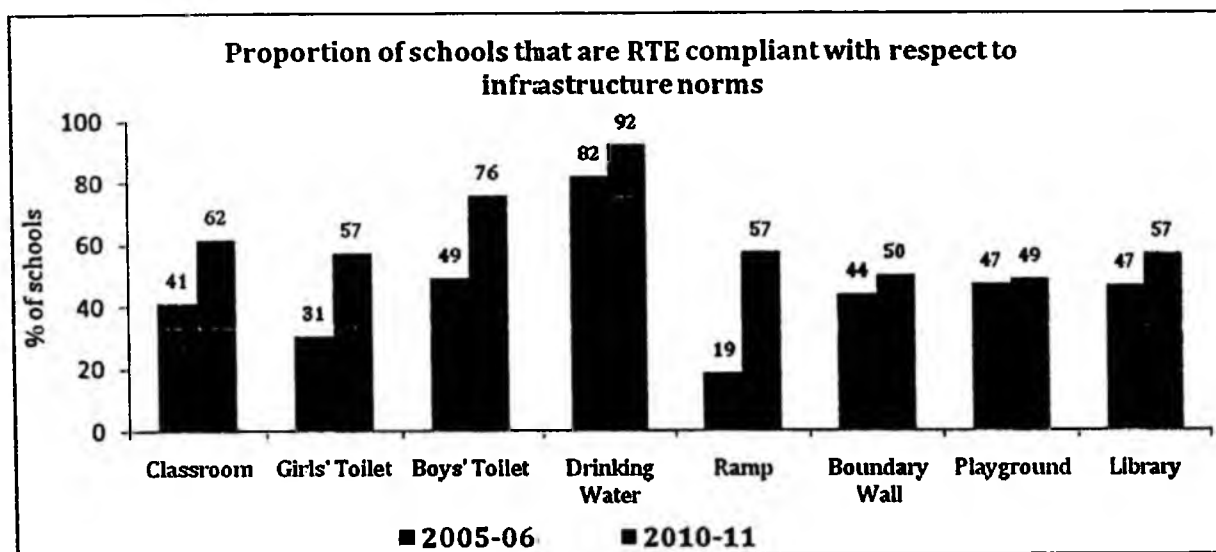
	State Level			District Level			Block/Cluster Level		
	Sanctioned post	In position	% Vacant	Sanctioned post	In position	% Vacant	Sanctioned post	In position	% Vacant
Assam									
Chhattisgarh	91	40	56.0%	396	241	39.1%	2700	597	77.9%
Gujarat									
Haryana	145	103	29.0%	464	384	17.2%	2619	1539	41.2%
J&K									
Kerala	73	72	1.4%	328	314	4.3%	2896	2506	13.5%
Rajasthan									
Tamil Nadu	81	81	0.0%	26	26	0.0%	6000	5820	3.0%
Uttarakhand									
West Bengal	77	57	26.0%	989	812	17.9%	1460	1386	5.1%

Civil Works

Progress in School Infrastructure

6.19 The analysis of the progress made in the provision of school infrastructure (which involves civil works) shows that 77% of the targets for primary school construction, 87% of upper primary school construction, 70% of additional classrooms, 94% of drinking water facilities and 71% of toilets are completed. Among the States visited by JRM, West Bengal, J&K and Chhattisgarh were facing huge challenges in infrastructure provision while Kerala, Rajasthan, TN and Gujarat were better performing. See table below for details.

Items	Targets	Comp	In Progress	% C+IP	States with Huge Challenges	Good performing States
Primary school	192754	148049	17790	86.04%	Bihar, West Bengal, Himachal, UP	AP, Arunachal, Karnataka, Kerala, Rajasthan, TN, Tripura, Gujarat
Upper Primary School	107054	92692	8678	94.69%	Himachal, Meghalaya, Nagaland, Uttarakhand & West Bengal	AP, Assam, Kerala, Mizoram, Rajasthan, TN
Additional Classrooms	1601814	1121270	289667	88.08%	Bihar, J&K, Jharkhand & Maharashtra	Assam, Arunachal, Chhattisgarh, Kerala, Mizoram, Rajasthan. & UP
Drinking Water facility	220953	206887	5346	96.05%	J&K, West Bengal, Chhattisgarh & Maharashtra	Arunachal, Assam, Gujarat, Kerala, Mizoram, Nagaland, MP & TN
Toilets	584324	416927	60336	81.68%	AP, Chhattisgarh, J&K, Tripura & Orissa	Arunachal, Haryana, Kerala, Meghalaya, Mizoram, Nagaland & TN



6.20 As per RTE, every school is expected to comply with the provision of several infrastructure facilities. However, there is a large number of schools which do not satisfy all these norms. The proportion of schools with adequate number of classrooms in 2010-11 is only 62%, but this is an improvement from only 41% in the previous year. Only 57% schools have separate girls' toilet, but this is again an improvement from 31% in the year before. The graph below represents the proportion of schools that comply with RTE's infrastructure norms. The analysis of DISE data shows that more than 70% schools comply with 5 or more infrastructure facilities.

6.21 As a result of the construction of additional classrooms (ACR), the Student Classroom Ratio (SCR) has improved from 41 in 2004-05 to 31 by 2010-11. Average number of classrooms in government primary schools now around 4. In 2009-10, 24% primary schools had SCR>40. With RTE the norms for desirable classrooms changed to an SCR<=30. In 2009-10, 41% of schools had SCR>30, which got reduced to 39% in 2010-11. However, the national average figures camouflages the wide variations across States, within States across districts, sub-districts and across schools. Among the States visited by the JRM teams, in West Bengal, 56% schools had SCR>30, in Gujarat, 48% primary schools had SCR>30 and in Harayana, it was 43%. Similarly, at upper primary level, proportion of schools with SCR>35 came down from 33% in 2009-10 to 31% in 2010-11. This shows the impact of the provision of ACRs. However, 22 States still have huge ACR gaps. In fact in States like Haryana, in spite of the availability of classrooms, the real SCR on the ground was quite high because of high PTR.

Whole School Development Plan

6.22 The Whole School Development Plan (WSDP) is a commendable initiative which provides a comprehensive framework for using school infrastructure more holistically and integrating it with pedagogic reforms and equity issues. The relevance of WSDP and its urgent need for implementation is evident from the present organization and use of schools on the ground. There is a need to create WSDP based school visions. However, there is a need for more training and dissemination of WSDP ideas have not penetrated into the school community discourse as they have not been informed / trained about them. States need to look at this issue more seriously. In the WSDP components, it is desirable that each State develops a basket of models appropriate for the local state context and needs, and allow SMCs to choose from these.

Community Mobilization

6.23 The SMCs/VEC and MTA have been constituted in most of the States, as evident from JRM's State reports. The main difference between the present form of SMCs compared to its previous avatar of VEC is that the parents of children enrolled in the schools have a major representation and the representative of PRI is only a member. In some States, the SMCs were given three day training under RTE, and in many States, the process of training SMCs have just commenced. In some states (CGH) the process of SMC constitution appeared to be selective and not necessarily well propagated and inclusive in the state. There are several instances of community contribution towards development of schools or hostel infrastructure in many States, including Gujarat, Haryana and Tripura.

6.24 The Mission recalls from their field visits that the Mission found that most of the SMCs were keenly interested and involved in the affairs of the school. However, one major issue is that they often did not have enough information and insight that might help them to perform their role effectively. It is clear that intensive training is required for SMC members. In Kerala, participation of the community and panchayats has helped to establish a range of activities at the school level. The annual work plan of a school being developed by the schools' Parents Teachers Association (PTA) was a good example of participatory democracy in action. The State however, has not reconstituted School Management Committees in accordance with the RTE act. In the States, the SMC members in general are aware of the school maintenance grants, beautification grants, additional classroom budget etc that comes to school. There was also awareness of what children were supposed to get – uniform grants, text books, and bicycles (under innovative activities for girls). The SMC members, especially mothers reported that they are actively involved in deciding the expenditure of student uniforms (color, type etc). The SMC involvement in monitoring Mid Day Meal (MDM) preparation and distribution is also quite good as evident from the schools. SMC members also ensure better use of school beautification grants. On the other hand, they seem to be less aware of TLM/ TLE grants. The Assam State report while appreciating all the developments in SMCs, also raise concern about the Mother's group are allotted more "homely" duties related to MDM, cleanliness etc in school. While the SMCs have 50% women representatives in them, very few are in leadership positions. Women members' own perception is that they are not equipped to develop SDP, manage accounts and finance.

6.25 Programme Management: Recommendations

- The 15th JRM recommends that the MHRD should continue its efforts in building the capacity of the staff at states, districts and blocks level, not only of DISE data, but types of data relevant to education sector (including education budgets and expenditure) in a contextual manner, and in this capacity building efforts, should include relevant research institutions in the states.
- The JRM recommends that the states should revise the scope, content and modality of SMC training by moving away from a single module, one-time training and by covering the full range of issues SMCs need to address (including school functioning and management as well as behavioral changes /IEC related issues).
- The JRM recommends that the states take up the staffing issues seriously and take action to fill in all types of vacancies existing at SPO, DPO, block and cluster level at the earliest, and preferably before the next academic year begins.

Financial Management

Fund flow and Expenditure

7.1 The fifteenth JRM met at a juncture when Sarva Shiksha Abhiyan (SSA) has taken a long stride in terms of financial outlay and releases (till 31 December, 2011) and expenditure (till 30 September 2011). Total outlay for state (Central and State share in the ratio 65:35) during 2011-12 has been Rs. 61732.54 crore (58234.37 for states outside the North East Region and Rs. 3498.17 crore for states in the NE Region). The Central budget support is pegged at Rs. 21000.00 crore (Rs. 19088.50 crore for non-NER states and Rs. 1911.50 for NER states) and includes Rs.11992.33 crore realised from Education Cess. Total Central share released up to 31.12.2011 amounts to Rs. 17813.52 crore (Rs. 16474.15 crore for non-NER states and Rs. 1339.37 crore for NER states). Electronic transfer facility right down to the village level has made the fund flow system smooth and largely hassle free in some states.

7.2 As against the financial outlay, the reported expenditure figure¹⁰ till 30.9.2011 was Rs. 16567.56 crore. The following table indicates the state-wise distribution of expenditure.

**Expenditure Report Summary (Entire Program)
For the Half Year Ended on September : 30.9.2011**

(Rs. in lakhs)

S. No.	Name of the State	Opening Balance for the year	Releases	Reported Expenditure
1	Andhra Pradesh	4809.94	205020.24	152184.47
2	Arunachal Pradesh	404.69	8880.1	7132.55
3	Assam	3185.86	91147.73	52927.96
4	Bihar	155193.96	210158.94	113897.04
5	Chattisgarh	11496.23	59527.22	52104.39
6	Goa	278.01	689.16	682.80
7	Gujarat	7644.76	54780.75	58824.44
8	Haryana	11366.16	40061.41	31104.31
9	Himachal Pradesh	3209.19	16186.14	9607.84
10	Jammu & Kashmir	37918.96	19770.71	51906.27
11	Jharkhand	41001.82	41903.46	56683.70
12	Karnataka	16091.11	53390.17	52911.52
13	Kerala	86.94	19171.28	11280.89
14	Madhya Pradesh	54024.7	236282.6	199264.25
15	Maharashtra	5861.02	130435.57	82581.66
16	Manipur	4416.75	2940.55	1880.51

¹⁰ FMR-II

S. No.	Name of the State	Opening Balance for the year	Releases	Reported Expenditure
17	Meghalaya	6295.94	8664.74	5811.89
18	Mizoram	2190.05	9314.05	6868.94
19	Nagaland	216.92	4798.33	2922.90
20	Orissa	6078.9	120568.4	71553.12
21	Punjab	1665.67	36206.49	31857.82
22	Rajasthan	20334.3	199680.57	164443.05
23	Sikkim	983	2992.5	1682.65
24	Tamil Nadu	5665.03	71732.63	55306.01
25	Tripura	33.97	10723.4	9200.00
26	Uttar Pradesh	89164.92	225452.5	195297.00
27	Uttarakhand	10644.06	25192.71	20358.65
28	West Bengal	27114.29	182421.86	150188.77
Andaman & Nicobar				
29	Andaman & Nicobar	269.14	1170.14	337.04
30	Chandigarh	1729.95	2199.14	1513.75
31	Dadra & Nagar Haveli	427.19	1064.35	219.59
32	Daman & Diu	29.11	437.06	269.91
33	Delhi	3290.41	2962.18	2305.75
34	Lakshadweep	99.83	299.90	90.93
35	Pondicherry	38.46	557.62	567.17
Total		533261.24	2096784.60	1655769.54
Central Government				
	Ed.CIL	-171.60	1000.00	699.64
	NCERT	18.22	104.02	38.62
	NIAR	74.89	82.76	120.35
	NCPCR	78.92	175.55	90.31
	IGNOU	37.53	96.21	37.95
Total		37.96	1458.54	986.87
Grand Total		533299.20	2098243.14	1656756.41

7.3 Total reported expenditure for the year 2010-11 was Rs. 31,598 crore. Going by the trend of expenditure of the first two quarters of 2011-12, it is obvious that the figure will be much higher this year, particularly since the last two quarters of a financial year is generally the busy season for financial commitments. Larger and larger resource commitments in SSA - which is now the vehicle for implementation of Right of Children to Free and Compulsory Education Act, 2009 - require a professional approach to financial management system to ensure value for money, and the states are well aware of the need to enhance and strengthen the system. The following discussion addresses the issues and concerns in this area.

Staffing

7.4 FM Staffing continues to be an area of concern which needs to be monitored closely. Inadequate FM capacity in some states observed during the JRM is linked with shortage of staff. Apart from staffing at district level, more attention needs to be paid by states to FM staffing at sub-

district level, as several states continue to lag behind in this area, whereas a large proportion of SSA funds are spent at sub-district level (VECs/VCW/Cs/SMCs).

7.5 District Level: As per the data in the table below, staffing position in some major states at district level has remained the same/changed marginally over the past one year, as compared to norms of staffing as per FMP Manual e.g., Rajasthan, Uttar Pradesh and West Bengal. However, vacancies have substantially increased against the norm in Madhya Pradesh (80% against 55%), whereas in Bihar there is a 5% reduction in vacancies against norms (50% compared to 55% reported in January 2011 JRM). In Chhattisgarh, vacancies against norms have increased by 4% (76% from 72%).

SSA JRM January 2012- Analysis of FM Staffing at District Level*

State	Indicative Staffing as per FMPM	Sanctioned	Posted	Gap against Indicative Staffing	% Gap against Indicative Staffing	Vacancy against Sanctioned	Vacancy %
	a	b	c	d=a-c	e=d/a	f=b-c	g=f/b
Bihar	148	152	74	74	50%	78	51%
Jharkhand	96	71	51	45	47%	20	28%
Karnataka	120	60	53	67	56%	7	12%
MP	200	100	87	113	57%	13	13%
Rajasthan	128	64	44	84	66%	20	31%
UP	284	176	108	176	62%	68	39%
West Bengal	80	80	61	19	24%	19	24%
Chhattisgarh	72	54	36	36	50%	18	33%
Total	1128	757	514	614	54%	243	32%

* as per Action Taken Report of 14th JRM

7.6 Block Level: Among major states, FM staffing at block level is severely deficient in some states against sanctioned posts as on September 30, 2011, as per figures reported by the states in 31st Controllers' Meeting e.g., in Uttar Pradesh (83% vacancy) and Bihar (51% vacancy). Data for the same period for some other states shows no posts filled at block level in Orissa and high percentage of vacancies against sanctioned posts e.g., Maharashtra (86%) and Uttarakhand (91%). During visit to states, the JRM noted that all 180 posts of accountants in Haryana at BRC level were vacant; there was major shortage of FM staff at district and blocks in Tamil nadu; and in Tripura sanctioned posts in all the districts and blocks have not been filled up from inception/or for a long time.

7.7 The mission also noted adequate FM staffing in Gujarat at all levels, including at block level (100%). The other states with 100% posts filled at block level include Meghalaya, Mizoram and Sikkim (source: 31st Controllers' Meeting).

SSA JRM January 2012- Analysis of FM Staffing at Block Level*

State	Sanctioned	Posted	Vacancy against Sanctioned	Vacancy %	
	a	b	c=a-b	d=c/a	
Bihar	537	264	273	51%	
Jharkhand**	259	159	100	39%	As per ATR 14th JRM
Karnataka	1667	202	1465	88%	
Madhya Pradesh	322	237	85	26%	
Rajasthan	247	165	82	33%	
Uttar Pradesh	880	147	733	83%	
West Bengal	696	621	75	11%	
Chhattisgarh**	146	95	51	35%	as per 15th JRM State Report
* as per Minutes of 31st Quarterly Review Meeting of FM Controllers, October 2011					
**except Jharkhand for which data as per ATR of 14th JRM has been used and					
Chhattisgarh, for which data for 15th JRM state report has been used.					

7.8 Recommendations

- To face the challenges of sustaining a robust financial management system in a complex and multi-tiered delivery system, the Finance Wing at State, district and sub-district levels need to be considerably strengthened in the interest of the stakeholders. The approach should be twofold: (a) urgent steps need be taken to fill up the existing vacancies in the Finance Wing and (b) capacity building through intensive training given by professionals at all levels should be arranged through a need based gap analysis.
- District level FM staff shortages have been highlighted by last 3 – 4 JRMs, but the progress is not satisfactory. States must fill vacancies of FM staffing, including at district and sub-district level, at the earliest. The mission recommends that Controllers' Meeting should particularly focus on FM staffing in states at district and sub-district level.

FM Training

7.9 As per FM&P Manual, 5 day FM&P training is mandatory. MHRD conducted a two-day Regional Training-cum-Workshop in 3 regions of West (Pune, Maharashtra), South (Trichur, Kerala) 13-14 October 2011 and North (Panchkula, Haryana) from 9-10 January, 2012. Resource persons from TSG/MHRD and state HQ imparted the training.

7.10 The JRM was pleased to note that many states who were visited had conducted training for finance staff during FY 2011-12 e.g., Assam, Chhattisgarh, Gujarat, Haryana, Rajasthan and West Bengal. States such as Assam and Gujarat also imparted training on Tally software to accounts staff. The states used trainers from a mix of in-house and external trainers e.g., in West Bengal two CA firms along with a team from ICWA were engaged to impart training to accounts staff, including

VEC Secretary, whereas in Rajasthan and Gujarat, in-house finance staff imparted training. However, quality and relevance of the training material has to be carefully vetted / monitored by State level functionaries. In Gujarat, training to SMCs (including training on maintenance of records) was provided by NGOs in July 2011. and 2nd phase of SMC training is ongoing in January 2012.

7.11 However, JRM visits to districts indicate that training provided to sub-district level staff on accounting procedures and record keeping is inadequate in many states e.g., in Rajasthan, Headmasters and teachers at the school level had either not received training or require more support to improve record keeping. Field visits in Rajasthan and Gujarat showed internal control issues, such as large cash payments by VEC/SIMC, which need to be addressed in training.

7.12 Recommendations

- The training module needs to be drawn up by experts in the area. In the states where structured Finance and Accounts services exist, officers from those services may be suitably utilised on deputation basis for efficient running of the SSA programme. It must be remembered that the materiality and significance of fiscal parameters in a flagship programme like SSA cannot be over-emphasised. The officers in the Finance Wing should be well versed in budgeting, accounting (both cash and mercantile systems), financial reporting, government rules and procedures and the provisions of Manual on Financial Management and Procurement (FM & P Manual) of SSA. In case suitable personnel are not available from within the government system, qualified Chartered Accountants or persons with proven experience in the field of financial administration at different levels may be inducted.
- The mission recommends that apart from completing mandatory training of 5 days in a year for accounts staff at state/district/block level, states should pay equal attention to training of VEC/SMC and heads of schools.
- As computerized accounting is a relatively recent development in many states, particularly at district and block level, training on computerized accounting should be organized on a regular basis for state/district staff. FM training of staff may also include dissemination of findings of internal audit and statutory audit to district/sub-district staff, so that staff are made aware of specific areas of concerns and can take necessary corrective action.
- States may consider developing a cadre of Master trainers on finance and accounts. Also, states must implement measures for assessing effectiveness and relevance of FM training at all levels.

Accounting and Disclosure Issues

7.13 Some issues regarding accounting disclosures were noticed during the Mission's field visits to ten states which need to be addressed. These are:

- *Balance Sheet:* Grants from Central and State governments are the only source of funds under SSA. FM & P Manual (Annex XXI) prescribes that disaggregated figures of grants under each component (SSA, NPEGEL, KGBV) under Central and State share, including interest and district level balances, should be fully captured under Capital Fund in the

consolidated balance sheet at the state level. But this disclosure is not followed in the states (Tamil Nadu, for example).

- **Accounting Policy of Releases:** Para 74.1 of the FM & P Manual stipulates that all funds released to the district and sub-district level units are initially classified as advances, and the same indicated as such in the Books of Accounts. The advances are to be adjusted based on the expenditure statement/ utilization certificates received by the state Implementing Society of having spent the funds. Advances, if not actually spent for which accounts have been settled, should be shown as advances, and not as expenditure. However, in West Bengal and Gujarat, it was noticed that this practice was not always followed. In West Bengal, most of the time, advances given for civil works alone were booked as Advances, and all other advances were booked as expenditure. In Gujarat, all releases to VEC/SMC, including releases for civil works, are booked as expenditure at district office.
- **Disclosure in Schools:** The JRM noted uneven progress in the matter of ensuring transparency and display of information about grants and expenditure at school level in different states. In Rajasthan, the information varied from school to school. In Haryana, most schools visited by the Mission did not have an expenditure information display board, whereas in Tamil Nadu full disclosures are available on the boards and displayed prominently. In Rajasthan in many schools, expenditure for the current year was either not displayed at all or was not updated. In one of the schools visited, the board was placed in the Head Master's room, which is not easily visible to the public. In Tripura, there is a good effort on fiscal transparency, and nearly all schools displayed financial information on walls or notice board. Such displays are essential parameters for social audit.
- **Bank Account at School Level:** In West Bengal, during visit to DPO's office in Hoogly district, it was noticed that a large number of primary schools at VEC level do not have Bank Accounts. Consequently, funds pertaining to them are included in the remittance of amounts to a nearby primary school having a Bank Account. Thereafter, amounts pertaining to them are drawn in cash from the Bank and handed over to the Teacher-in-charge. This is a risky transaction, as the Teacher-in-charge is required to hold entire funds in cash, instead of keeping them in Bank Account, as required under paragraph 91.3 of FM & P Manual.

7.14 **Recommendations**

- It is recommended that critical issues mentioned above are addressed expeditiously by the states.
- It will be useful to agree a format for social audit display boards at the SPO level itself, which can be shared with all the districts to ensure that financial information is consistent, visible and adequate.

VEC/SMC Level Issues

7.15 The following FM/governance issues persist:

- **Awareness of Grants amongst Community:** The awareness level of community about grants received by schools needs to be increased. In Haryana, the SMC members seemed to be aware of some grants, text books etc., but not of TLM/ TLE grants.

or accounting records as per accounts produced from computerized system. A report on this should be presented during the July 2012 JRM.

7.19 Statutory Audit

By CA firms: The JRM was informed that MHRD had received audit reports of 28 states and 1 audit report for national component (IGNOU). Audit reports are pending from 7 states, including Arunachal Pradesh, Goa, Jharkhand, Lakshadweep, Nagaland, Puducherry and Punjab. Delay in submission of statutory audit reports in some states indicates non-compliance with prescribed audit calendar and is a cause for concern. MHRD must follow up with the states for submission of the pending audit reports.

7.20 Audit by the Accountants General's office

- Audit by AG's office is conducted under section 14 of CAG's (DPC) Act, 1971. as SSA funds are received as grants from MHRD. The JRM noted the following:
- Tamil Nadu: Four Objections of Statutory Audit (two pertaining to the State Project Office, one to DPO Chennai and the fourth to Pudukottai) relating to 2008-9 are pending for settlement. Similarly, six paragraphs of A.G Tamil Nadu are pending at State level. The objections relating to unadjusted advances featuring both in Statutory Audit and AG's Reports are pending for want of UC from two agencies.
- West Bengal: Total 47 paras are outstanding for the period 2003-04 to 2008-09.

Internal Audit Concerns

7.21 Internal audit is the most effective tool for risk assessment in any large and varied organisation. The Mission is concerned that the task is not getting due attention in many states. A robust internal audit system, independent and professional, is a sine qua non for effective delivery and value for money transactions.

7.22 The 14th JRM had expressed concern and made recommendations about strategic use of the internal audit system in SSA. During field visits of ten states by the 15th JRM, it appeared that the same concerns continue to plague the system to varied extent. In Tamil Nadu, the Internal Audit has a sanctioned strength of 17 officials (one Assistant Director and 16 inspectors), against which six persons are in position (one Assistant Director and 5 inspectors) as on date. As a result, no concurrent audit has been undertaken so far, and post audit of accounts and transactions has been completed only up to 2006.. In Tripura, strengthening of internal audit system with required manpower is necessary to ensure more frequent audits and action taken on recommendation.

7.23 In West Bengal, internal audit is being undertaken on concurrent basis with the help of Chartered Accountant firms in two phases of six months each. In Gujarat, internal audit for FY 2011-12 is yet to start. Internal audit for the period April-September 2011 is already delayed by four months. In Haryana, while there is an internal audit mechanism, all the posts are not filled. Two of the three internal auditors' posts at the state level are vacant, and all 26 sanctioned posts at the district level are lying vacant. In Chattisgarh, internal audit was not carried out for 2010/11 and 2011/12. In Kerala, there has been an absence of internal audit system and it was stated that the internal audit team at the SPO level in the state project office has been constituted. In Assam, while there is an internal audit mechanism, 2 of the 3 internal auditors posts at the state level are vacant,

- **Training:** Training of VEC/SMC members has considerable scope for improvement. For example, in Haryana SMC members are not trained for accounting and record keeping, and no guidelines for accounting and record-keeping have been distributed to school level functionaries. The JRM appreciated efforts made by Rajasthan, Tamil Nadu and Gujarat in developing a training module exclusively for VEC/SMC member.
- **Accounting:** The mission noted that in Tamil Nadu the heads of the schools were financially literate, which led them to maintain the necessary records in complete form. However, in many states accounting and record keeping needs to be strengthened at the level of schools.
- **Bank Account:** In Gujarat, the mission observed the good practice of a woman community member being a co-signatory of SMC account. The mission's observation is that she should also sign vouchers, and not just cheques, so that she is fully informed about the nature of payments for which she signs cheques.

7.16 **Recommendations**

- VEC/SMC training to include modules on maintenance of minutes of VEC/SMC meeting. The minutes of meeting to include information on grants received; expenditure and balance of each grant; cash and bank balance; and major decisions regarding procurement, payments etc.
- Controllers' meeting to monitor development of FM training material for community level and training of VEC/SMC members.

7.17 **Accounting Software**

- Financial accounting software has been installed in 31 states/UTs at the level of SPO and DPO, except state of Madhya Pradesh, where manual accounting continues in 48 districts and Jammu & Kashmir, where it has not been installed in any district. The software has not been installed in 4 states/UTs: Andaman & Nicobar Islands, Lakshadweep, Meghalaya and Tripura.
- In Assam, accounting software is also being used at 145 blocks and manual book of accounts are being maintained simultaneously. In Gujarat, accounting software has been introduced at block level in FY 2011-12.
- The last JRM had requested the following details for each state: name of the software; number of districts in which it is fully operational (3 months); number of districts that have discontinued manual record keeping; and number of districts where the data generated by the FAS is the basis for audit. While the JRM was provided information on number of districts in which software is operational, the information on manual record keeping and basis of audit may be documented in the next Controllers' Meeting.

7.18 **Recommendation**

- States have made considerable progress in implementation of financial accounting software. The process needed to be expedited in the state of Madhya Pradesh, as it is the only state among ten largest states in which the software has not been implemented in all districts. MHRD should also focus on monitoring whether: (a) manual record-keeping is continuing along with the software at state and district level; and (b) basis of audit i.e., manual records

and all the 26 sanctioned posts at the district level are lying vacant. MHRD informed the JRM that internal audit by CA firms was conducted in Assam, Chhatisgarh and Haryana.

7.24 Recommendation

- An annual plan for internal audit with red flags for identified and measured risk areas will strengthen administration and enhance the confidence of stakeholders. Risk identification and measurement can be done through statistical and scientific audit sampling, since manpower is a limited resource. This 'control of all controls' can identify the gaps in financial management system and reduce 'noises in the population' by addressing such issues like adjustment of high value outstanding advances with age-wise analysis of the same, bottlenecks in fund flow system and many performance snags. MHRD should act in tandem with the state governments for inducting professionalism in internal audit system.

Reports of Institute of Public Auditors of India (IPAI)

7.25 In some states the Reports of IPAI are lying unattended. In Tamil Nadu, the third phase IPAI report received in April 2011 is pending for action till January 2012. Similarly, in Tripura, though IPAI report was submitted to the state on 26th April, 2010 and one month's time period was given to send comments to the Ministry, till date the state has failed to send comments or produce any action taken report to the Ministry.

7.26 Recommendation

- MHRD may like to monitor the IPAI reports closely, particularly when the internal audit system is at the take-off stage in many states.

Procurement

7.27 The Mission was informed that most of the States have prepared procurement plan for 2011-12. The States have also been urged to upload the procurement plan on their respective SSA websites. Most of the States have already done so and others (e.g. Rajasthan) will comply with this requirement shortly. However, the procurement plan is not being reviewed at regular intervals to track progress against the plan.

7.28 The revised Financial Management and Procurement (FMP) manual is available in all the states. However, field visits suggest that all the states may not be fully complying with the requirements of the amended FMP, which states that it is mandatory to follow procedures mentioned in the manual for all procurement under SSA, including NPEGEL and KGBV. In Chattisgarh, the mission was unable to establish whether the State Procedures or the FMP guidelines were being followed. Tripura too has reported use of both FMP as well as State guidelines. Gujarat has translated the FMP manual into the vernacular language. However, it needs to be updated to reflect the amendments made to the FMP manual in 2010.

7.29 The SMC manual in the vernacular language including sections on financial management and procurement are available in some of the states (e.g. Rajasthan) visited.

7.30 E-procurement is being implemented in Gujarat for the last three years. West Bengal too has reported the use of e-tendering. Some States like Rajasthan and Tripura have mentioned that they are contemplating the use of e-procurement from next financial year.

7.31 The average time reported by the states for completion of an open tendering exercise from the time of issuing the advertisement for the assignment is 40-50 days (Assam and Rajasthan), which is very good. However, some states like Tripura have mentioned that it takes approximately 3-4 months to complete the exercise, even though the highest number of bids received is only 8. The reasons for such delays should be reviewed and remedial action taken.

7.32 MHRD has developed online software to monitor progress of procurement contracts in excess of Rs 10 lakhs. The software has been presented to the states and following their conformance, MHRD is in the process of inviting quotations from internet service providers for hosting the software on the website.

7.33 In SSA, the internal and external auditors are expected to review and comment on the procurement process and outcome as part of their scope of work. However, most of the reports have submitted a 'Nil' observation on procurement, raising concerns about the orientation and understanding of the personnel undertaking these audits on procurement review.

7.34 The mission has observed that some office equipment like computers and printers are not under AMC contracts and a vendor is called as and when a fault occurs.

7.35 MHRD informed the mission that responses to Post Procurement Review (PPR) conducted in Assam, Karnataka, Maharashtra and Uttar Pradesh by the World Bank using independent consultants had been provided to the Bank. Subsequently, the final version of the report after considering the comments from the State and GoI has been received from the independent consultants. The final report will be shared with GoI shortly.

7.36 Recommendations:

- MHRD may investigate the specific contracts highlighted in the PPR and also identify states where more focused oversight and attention is to be provided.
- MHRD may suggest specific checklists for review of procurement as part of the ToR for internal and external audit and the ToR shall prescribe the percentage of purchase transactions/contracts that need to be reviewed by the auditors and reported on.
- MHRD should re-emphasise that all states should adhere to the SSA FMP manual and that repeated non adherence to the manual shall be dealt with appropriate actions including declaring mis procurement as provided for in the FMP Manual.. It may also provide clarification on the applicability of the FMP provisions to all entities that procure on behalf of the SSA program.
- The procurement monitoring software which was agreed as an important action point at the 12th JRM is yet to be implemented. This remains a serious concern for the mission as many states still report non adherence to the FMP Manual. It is suggested that Implementation of the online procurement software be fast tracked, as this is a very useful monitoring tool for MHRD and the states.

- Since majority of the procurement under SSA is being done at the community level, it is recommended that all states print and distribute SMC (School Management Committees) manuals with sections on Financial Management and Procurement in the vernacular to all SMCs. Regular Training and frequent briefings on procurement procedures may be provided to SMC members in order to increase effectiveness, efficiency and economy in procurement.
- It is recommended that Comprehensive Annual Maintenance contracts (Parts / Labor / Onsite) be entered into for all equipment procured under the SSA program
- The 13th JRM had suggested measures for improvement in text book printing. The Action taken on the recommendations have been reported in the 14th JRM, but there is still scope for improvement. The Missions suggests the following for further improvements in text book printing: (i) Specifications (e.g. quality, size and thickness of the paper etc) of each book should be printed somewhere in the opening pages of the books; (ii) Use of Bar code on Text books would help in preventing duplication in the market. (iii) Consider and share the good practice models found in states e.g., qualification criteria in line with Maharashtra tender documents and specifications as per Karnataka tender documents; (iii) While printing, specify 'FOR FREE SUPPLY' on the cover to save time on manual stamping of books by the authorities, as is being practised by most states;(iv) consider withdrawing the practice of providing positives and charging for the same in view of the current industrial printing practice viz. Computer To Plate (CTP)

INDIA

SARVA SHIKSHA ABHIYAN

Fifteenth Joint Review Mission

16th to 30th January 2012

Aide Memoire

Annexes

Fifteenth Joint Review Mission for Sarva Shiksha Abhiyan
(January 16 – 30, 2012)

Terms of Reference

1. Introduction

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

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

1.3 The Fifteenth Joint Review Mission (JRM) of Sarva Shiksha Abhiyan, is scheduled from 16th to 30th January, 2012. The Mission will be led by Government of India.

2. Mission Objectives and guiding principles: -

2.1 The main objective of the JRM is to review status of progress and to also consider issues related to programme planning, implementation, monitoring and evaluation, including financial management/procurement capacity of States with respect to programme objectives.

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

2.3 The Mission will:

- Visit 10 States and two districts in each state to review progress in overall implementation of the programme;
- Follow-up issues highlighted in evaluations and studies;
- Identify any studies to be undertaken in the following six months;
- Examine issues related to programme implementation capacity at the state, district and sub-district levels;
- Review progress made on TC Fund implementation;
- Estimate the financial contribution of external partners; and
- Review action taken report on recommendations of 14th JRM.

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

- Progress against sanctioned annual work plans;
- Challenges on physical access front and strategies for ensuring education to the children of un-served habitations;
- Status of identification and coverage of out of school children;

- Status of retention and completion, and tracking mechanisms;
- Progress in addressing equity issues;
- Status of girls education and progress in bridging gaps in enrolment and retention;
- Progress in strengthening the school system and support structures for the education of children with disabilities;
- Status of quality interventions – in-service teacher training arrangements and strategies, capacity building of on-site academic support structures, availability of required number of teachers and classrooms, reduction in single teacher schools, integration of class -V with the primary and class -VIII with upper primary schools, production and distribution of free textbooks, release and utilisation of school grant, TLE and teacher grants, C.C.E etc.
- Monitoring structures under the programme including latest reports from MIs.
- Progress of civil works including third party evaluation, staffing pattern and environmental assessment.

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

- Progress against procurement plans for 2011-12;
- Discussion with States on IPAI reports (if relevant);
- Status of annual statutory audit reports of 2010-11 and compliance of 2009-10 audit observations;
- Review of accounts staffing / training;
- Issues related to Financial Monitoring Reports.

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

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

- Information on release of funds to states – 2011-12.
- Report on concurrent Financial Review by IPAI (if any).
- FMRs (September, 2011).
- Status of Audit Reports of 2010-11 and compliance of audit observations state-wise for 2009-10.
- Overall Programme Implementation Report of States (10 States) as per standard format in ***Annexure-I***.
- Action Taken on Recommendations of the Fourteenth Joint Review Mission of SSA.
- Copies of research studies completed (if any).
- State Specific Progress against the Results Monitoring Indicators in respect of 10 States to be visited. Information to be provided in the formats provided in ***Annexure -II***.

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

4. Mission Plan

4.1 The Mission would comprise twenty four members including four specialist members on financial management and procurement. Members would be chosen in such a way that expertise would be available for all the major functional areas. **The Mission would visit 10 States/UT viz. Assam, Chhattisgarh, Gujarat, Haryana, J&K, Kerala, Mizoram, Rajasthan, Tamil Nadu and West Bengal.** Each State team will comprise 2 members and four States Teams will have an additional member each on financial management and

procurement. The four financial & procurement specialists will visit Gujarat, Rajasthan, Tamil Nadu and West Bengal, along with the other two mission members.

4.2 The agency-wise composition would be as follows:

- G.o.I : 12 members including Mission Leader and two financial management and procurement specialists.
 WB : 6 members, including one financial management and procurement specialist.
 DFID : 4 members including one financial management and procurement specialist.
 EU : 2 members.

4.3 Each State Team would submit a draft State Report on the State visited by them and obtain feedback on the same during a State level wrap-up, before departure from the State.

4.4 A core team of ten JRM members, five each from the GoI nominees and development partners, will be responsible for compiling the final report of the Review Mission. The core team will include two F.M.P specialists, one each from G.o.I and D.Ps.

4.5 The organization of meetings and deliberations in Delhi for the JRM will be the responsibility of the Government of India.

5. TIME FRAME

The Fifteenth Joint Review Mission would take place during January, 16th – 30th, 2012 as per the programme given below: -

Date	Activity
16 th January, 2012 (Mon)	Briefing by Government of India, Internal discussion on distribution of tasks and writing responsibilities among mission members, preparation for field visits and Departure for States.
17 th January, 2012 (Tues)	Briefing at the State Project Office and discussion with State level resource organisations / Monitoring Institutes / Convergent Departments/ other districts.
18 th – 21 st January, 2012 (Wed – Saturday)	Visit to Districts.
22 nd January, 2012 (Sun)	Writing of State Report.
23 rd January, 2012 (Mon)	Wrap- up meeting at State level with draft State Report to be presented to the State. (An email copy be sent to Department of School Education & Literacy, Government of India). Departure for Delhi.
24 th January, 2012 (Tues)	⇒ Internal meeting of the JRM to share and review highlights of field visits and identification of key issues. ⇒ Meeting with MHRD Officials to discuss State Reports. ⇒ Discussion with MHRD and NCERT regarding TC Fund. ⇒ Departure of members other than those in the core group.
25 th January, 2012 (Wed)	Writing of Report by Core Group.
26 th January, 2012 (Thurs)	Writing of Report by Core Group.
27 th January, 2012 (Fri)	Writing of Report by Core Group.
28 th January, 2012 (Sat)	Pre-wrap up meeting with MHRD officials.
29 th January, 2012 (Sun)	Finalization of report.
30 th January, 2012 (Mon)	Wrap-up meeting.

OVERALL PROGRAMME IMPLEMENTATION REPORT OF STATES

1. State and District wise outlay and expenditure, 2011-12.
2. Provision and Release of State share, 2011-12.
3. Component wise physical and financial progress against AWP&B 2011-12.
4. **Status of the Programme Implementation: -**

Access

- a. Status of served and un-served habitations *as per the State's neighbourhood norms*.
- b. Number of habitations where providing a school is considered unviable and strategy to ensure access for the children of these habitations to school.
- c. Number of schools (primary and upper primary) sanctioned and opened under SSA and total number of government and private schools (recognized and un-recognized) in the state.
- d. Quality of access -
 - Number of districts with classroom gap of more than 3000.
 - Number of schools in need of additional classrooms.
 - Number of schools with surplus classrooms,
 - Number of schools with separate toilets for boys and girls, drinking water facilities, ramp with handrails, boundary wall/fencing and playground.
 - Number of schools in need of major repairs.
- e. Number of residential schools and hostels (other than KGBV), sanctioned enrolment strength and present enrolment.

ii. Coverage of Out-of-School Children

- a. Number of out of school children identified – Gender, Social Category, Age Group (6-10 & 11 to 14 year) and Rural – urban wise.
- b. Number of out of school children enrolled and covered in the schools.
- c. Number of migrant children and those covered under seasonal hostels/residential centres and worksite schools.
- d. State's strategies for the survey and identification of the urban deprived children including street and homeless children, children without adult protection etc. and the special training interventions operationalized for the coverage of these children.
- e. Status of EGS centres.
- f. **Status of special training.**

iii. Retention

- a. Pupil Teacher Ratio & status of teacher recruitment & redeployment.
- b. Student Classroom Ratio
- c. Provision of additional teachers
- d. Context-specific measures including sensitisation of teachers, parents and community for removal of socio-psychological barriers in the education of girls and children from disadvantaged groups.
- e. Initiatives and interventions to remove discrimination against SC & ST children in the school environment.
- f. Tracking, readmission of drop-out *and provision of special training.*
- g. Availability of free Text books, TLMs *and uniform.*
- h. Monitoring of Teacher & Student Attendance.

iv. Bridging Social and Gender Gaps

- a. Operationalization and functioning of KGBVs.
- b. Initiatives in NPEGEL blocks.
 - Use of Innovation funds (ECCE, Girls Education, SC/ST Education, Urban Deprived and Minority).
 - Trends in bridging the gaps in enrolment attendance retention and learning achievement of girls SC, ST and Muslim children.
 - Teacher Sensitization towards existing social and gender discrimination
 - Identification of and interventions for CWSN.
- c. **Measures for bridging Social and Gender Gaps**

v. Strategies for Community Mobilization

- a. Training of Community Members *on preparation of school development plans, monitoring* and initiatives to mobilize SFGs *on child's entitlements under RTE.*
- b. Convergence of PRI institutions with **SMCs**
- c. Instance of community initiatives for the development of school.

vi. Quality Interventions

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

vii. Programme Management

- a. Management Information System
 - Collection, collation and dissemination of DISE, household survey data and its usage
- b. *Functioning of SPO and DPOs*
 - Status of staffing at state, district, block and cluster levels.
 - Degree of decentralization, Delegation of powers, Functional autonomy
- c. **Convergence with mainstream education structures.**
- d. **Financial Management Procedures**
 - Progress against procurement plan for 2011-12
 - Status of audit reports for 2010-11
 - Status of accounts staffing/ training.
 - Functioning of internal audit system.

Mission Members

Prof. Krishna Kumar (Mission Leader), GOI Nominee

Prof. Venita Kaul, GOI Nominee (Core Group)

Dr. Jyotsna Jha, GOI Nominee (Core Group),

Ms. Dipta Bhog, GOI Nominee (Core Group)

Mr. Samar Ray, GOI Nominee (Core Group)

Prof. Apoorvanand, GOI Nominee (Core Group)

Prof. Rajaram Sharma, GOI Nominee

Prof. Pramila Menon, GOI Nominee

Prof. Anjali Naronha, GOI Nominee

Prof. Fareeda Khan, GOI Nominee

Mr. Devanshu Pandit, GOI Nominee

Deepa Sankar, World Bank (Core Group)

Shabnam Sinha, World Bank, (Core Group)

James A. Stevens, World Bank,

Toby Linden, World Bank

Asha Bhagat, World Bank

Dayaram, World Bank

Sabina Bindra Barnes, DFID (Core Group)

Sangeeta Dey, DFID

Joseph Shine, DFID

Shantanu Das, DFID

Frederique Hanotier, EU (Core Group)

Shagun Mehrotra, EU

Observers

Pramod Tiwari

Maninder Kaur Dwivedi

Virender Singh

Adil Rasheed

Ajay Kumar

Asadullah

Shalendar Sharma

Swati Sahni

Tarun Das

Taramoni

State Visit				
State	Districts	Mission Members (GOI Nominee)	Mission Members (DP Nominees)	MHRD / TSG Observer
Assam	Kamrup, Darrang	Dipta Bhog	Sangeeta Dey (DFID)	Tarun Das
Chattisgarh	Rajnandgaon, Durg	Jyotsna Jha	Frederique Hanotier (EU)	Maninder Kaur
Gujarat	Gandhi Nagar, Surendranagar	Prof. Apoorvanand	Shagun Mehrotra (EU)	Ajay Kumar
Haryana	Jind, Sirsa, Kurukshetra	Prof. Krishna Kumar	Deepa Sankar (WB)	Swati Sahni
J & K	Samba, Udhampur	Prof. Fareeda Khan	Daya Ram (WB)	Adil Rasheed
Kerala	Kozhikode, Malappuram	Prof. Rajaram Sharma	Toby Linden (WB)	Pramod Tiwari
Rajasthan	Bundi, Chittaurgarh	Devanshu Pandit	Shabnam Sinha (WB) Shine Joseph (DFID)	Virender Singh
Tamil Nadu	Thiruvallurpuram, Villupuram	Prof. Venita Kaul	James A. Stevens (WB) Asha Bhagat (WB-FM)	Asadullah
Tripura	North Tripura, Dhalai	Prof. Pramila Menon	Shantanu Das (DFID)	Taramoni
West Bengal	Howrah, North 24 Pargnas	Prof. Anjali Naronha Mr. Samar Ray	Sabina Bindra Barnes (DFID)	Shalendar Sharma

15th Joint Review Mission: 16th to 30th January 2012

RESULTS FRAMEWORK TO MONITOR SSA GOALS

No.	Outcome Indicators	Target/Value	Actual Value	Change	Source of Data	Methodology	Responsible Agency	Remarks
Goal 1: All children in school / OOSC reduced / Attendance and improvement in school quality etc.								
1	Number of children aged 6-14 years not enrolled in School	8.1 million children estimated to be out of school (Independent sample study by SRI-IMRB, 2009)	Reduction in the number of OOSC by 3.0 million	The total no. of OOSC reduced to 3.20 million (PMIS based on household survey)	Annual PMIS Report disaggregated by States. Independent Sample Survey on out of school children in 2011-12; Disaggregated by States / Gender / Rural / Urban and Social Categories of SC / ST / OBC / Muslim Minorities/CWSN	Household Data and updated village and ward register Independent Sample study instruments	States and districts Independent agency	<ul style="list-style-type: none"> OOSC reduced from 32 million (Census 2001) to 8.1 million (Survey 2009) Declined from 28.5% (2001) to 4.2% (2009) Highest # of OOSC in Rajasthan (1.21 M), Bihar (0.35 M), Jharkhand 0.24 West Bengal (0.22 M). & UP 0.19 Highest reduction in OOSC between 2005 and 2009 registered among ST and Muslims
2	Number of children enrolled in schools	134.1 million at primary stage (DISE 2007-08) 50.9 million at upper primary stage (DISE 2007-08) 6.48 million in Special Training/EGS (PMIS)	Increase in enrolments to commensurate with the decline in OOSC 2.7 million	135.2 million (DISE: 2010-11) 57.8 million (DISE 2010-11) 1.1 million	Annual DISE Report disaggregated by States, gender, SC, ST and Muslim PMIS	DISE	NUEPA	<ul style="list-style-type: none"> Upper primary (grade I - VIII) enrolments are actually more than what is reported in DISE as many States where Grade VIII is with Secondary have not reported it or only partly reported. Study to assess the reasons for large decline or increase in enrollment between two consecutive classes will be conducted in six states with the support of monitoring institutions.
3	Number of States with PS:UPS >2.5:1	15 (DISE 2007-08)	Reduce the number to 10	7 states	Annual DISE data	DISE	NUEPA	<ul style="list-style-type: none"> Ideally, the ratio of primary: Upper primary based on their enrolment should be 5:3 or 63% primary and 37% upper primary (reflecting the number of grades, and with mild reduction in subsequent

S. No.	Outcomes/Indicators	Education	Progress	Target	Source of Data	Frequency	Reporting Unit	Remarks
								grades). However, currently, it is 5:2 or 71% in primary 29% in upper primary
4	Number of children with special needs (CWSN) enrolled in school/ alternative system including home based edu.	2.5 million (2008-09: PMIS Report from Inclusive Education for Disabled Unit)	Increase/maintain enrolment to commensurate with the CWSN identified	3.02 million identified 2.64 million covered (2011-12 : PMIS(IE unit)	Annual PMIS Report on IE	PMIS for IE	States and Districts	Identification of CWSN has improved from 2.5 million in 2008-09 to 3.02 million by 2011-12, of which 87.4% are covered by education now.
5.	Decline in the shortage of number of classrooms	4.41 lakh additional classrooms required	Cumulative Additional classrooms targeted till 2011-12 is 16.01 lakh	Cumulative Additional Classrooms completed till Sept. 2011 is 11.21 lakh	Annual PMIS Report on civil works disaggregated by States	PMIS Reports from civil works unit	States & Districts	<ul style="list-style-type: none"> 2.29 lakh new additional classrooms sanctioned in 2011-12 In the context of RTE which prescribes one classroom per teacher, and a PTR of 30:1 instead of 40:1, the estimation of shortfall in classrooms is as per RTE norms
Goal III: Bridging gender and social category gaps								
6	Girls, as a share of students enrolled at Primary and Upper Primary level	Share of girls in primary schools is 48.22% (Share of girls in population of 6-10 is 47.90%)	Share of girls in primary school reflects their share in population	48.41% in 2010-11	Annual DISE Report disaggregated by States	DISE	NUEPA	<ul style="list-style-type: none"> Gender parity index at primary is 0.94 in 2010-11 Gender parity index at upper primary is also 0.94 Girls' share in total OOSC is still larger than their share in population
		Share of girls in upper primary schools is 46.99% (Share of girls in population of 11-13 is 47.40%)	Share of girls in upper primary school reflects their share in population	48.39% in 2010-11				
7	Enrolments of Scheduled Castes & Schedule Tribe children reflect	Share of SC children In Primary Schools is 19.17% (Share of SC in population of 6-10	Share of SC children in primary reflects their share in	19.34%	Annual DISE Report disaggregated by gender and by States	DISE	NUEPA	<ul style="list-style-type: none"> As in the case of girls, share of SC and ST in total OOSC still continues to be more than their share in population Higher shares SC and ST in

S. No.	Component Indicators	Baseline	Target	Actual	Agency/Source	Period	Remarks	
	their shares in 6-14 age group population in Primary and Upper Primary Schools	is 17.60%)	population				<p>enrolments reflect more on the issue of proportionately more over and under age population from these groups attending primary and upper primary grades compared to other social groups</p> <ul style="list-style-type: none"> Decline in the shares of SC and ST in enrolments from 2007-08 shows improving age appropriate enrolments in these groups. Two studies to assist the schooling facilities (i) for Muslim and (ii) Tribal's are going to be conducted in 2012. The work on the first study had already begun and on the second action will be initiated shortly. 	
		Share of SC children in Upper Primary Schools is 20.08% (Share of SC in population of 11-13 is 17.10%)	Share of SC children in upper primary reflects their share in population	18.42%				
		Share of ST children in Primary Schools is 11.60% (Share of ST in populn of 6-10 is 9.34%)	Share of ST childn in primary reflects their share in pop	11.26%				
		Share of ST children In upper Primary Schools is 9.23% (Share of ST in population of 11-13 is 8.56%)	Share of ST children in upper primary reflects their share in population	9.41%				
Goal III: Universal Retention								
8	Transition Rates from primary to upper primary	81.13% (DISE 2007-08)	Improve it to at least 85%	85.17%	Annual DISE Report disaggregated by States, gender, SC, ST and Muslims	DISE	NUEPA	<ul style="list-style-type: none"> Better transition rates among girls- 85.37% compared to boys (84.976%) Average Annual drop out rate at primary level is 6.8% (7.1% among boys and 6.4% among girls) Significant increase in retention rate at primary level. Retention rate is 73.43% at primary level and 54.88% at Elementary level. 189 low retention districts notified as SFDs for 2012-13. A survey for assessment of drop out and retention rate had been assigned to TNS (India) Ltd. and commissioned
9	Retention at Primary level	73.7% (DISE 2007-08)		73.42%				
10	Retention at Elementary Level	38.37% (For States where Elementary Stage is Class I - VIII)	Improve it to at least 45%	54.8%				
		56.35% (For States where Elementary Stage is Class I-VII)	Improve it to at least 70%	80.6%				

No.	Indicator	2007-08	2010-11	2010-11	2010-11	2010-11	2010-11	Remarks
								in 2011. The survey will be completed in 2012.
11	Gross Completion Ratio ¹	Primary level: 90.23% (DISE 2007-08)	95%	Primary level: 97.5% (DISE 2010-11)	Annual DISE Report disaggregated by States, gender, SC, ST and Muslims	DISE	NUEPA	
12	Improvement in % schools with drinking water facility	86.75% (DISE 2007-08)	90%	92.71% (DISE 10-11)	Annual DISE Report disaggregated by States	DISE	NUEPA	<ul style="list-style-type: none"> 54% of all schools have functional common toilet 60.28% schools have functional girls' toilet
13	Improvement in the % of schools with common toilets	62.67% (DISE 2007-08)	65%	54.47% (Common) 43.21% (Separate boys toilet) (DISE 10-11)	Annual DISE Report disaggregated by States	DISE	NUEPA	
14	Improvement in the % of schools with separate toilets for girls	Primary level: 40% (DISE 2007-08) All Schools: 57% (DISE 2007-08)	45% 62%	Primary level: 52.23% 60.28% (All) (DISE 10-11)	Annual DISE Report disaggregated by States	DISE	NUEPA	
Goal IV: Education of Satisfactory Quality								
15 Provision of quality inputs to improve learning levels								
(i)	Teacher Availability	Recruitment of teachers as per RTE requirement.	No. of teacher sanctioned 21 lakh (Cumulative)	No of teacher recruited 12.25 lakh (Cumulative)				<ul style="list-style-type: none"> Till December 2011, 12.25 lakh teachers recruited (out of 21 lakh sanctioned) high vacancies exist in Bihar (229658), UP (205936), MP (99024), and WB (83463) 2.24 lakh new teachers sanctioned including those under RTE for 2011-12 The sanctioned posts are highest in BIHAR (102837)
		Pupil Teacher Ratio at Primary Level Is	Maintain PTR below 40:1	PTR at primary: 32:1	Annual DISE Report disaggregated by	DISE	NUEPA	

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

Sl. No.	Indicator	Target	Actual	Remarks	Reporting Period	Frequency	Reporting Unit	Remarks
		34:1 and at Upper Primary level at 31:1		PTR at U Pry: 29:1	States			
		States with average PTR > 40 at Primary level is 4	Reduce the states with high average PTR >40 to 3	Number of States with PTR>40 at primary is now 4				
		States with average PTR > 40 at Upper Primary level is 4	Reduce the states with high average PTR >40 to 3	Number of States with PTR>40 at upper primary is now 3				
ii	Availability of Teaching Learning Materials	98% of eligible students received free text books	All eligible students to receive free text books in time	88% (Quarterly Progress Report, 2011-12)	Annual PMIS Reports disaggregated by States Sample District Reports - six monthly	Program MIS	States and Districts	
		93% of teachers received TLM grant (PMIS 2008-09)	Improve the proportion of teachers receiving TLM grant to at least more than 95%	76% (Quarterly Progress Report, 2011-12)	Annual QMT Report disaggregated by States Annual PMIS Reports disaggregated by States	QMT Report Program MIS	NCERT State and districts	
		Percent of schools using material in addition to textbooks such as workbooks / worksheets (Baseline : AWP&B 2010-11)		75 to 100% in 27 states/UTs and 50 to 75% in 8 states/UTs	Sample District Report - six monthly	MIS Sample District Report	MI	
iii	Training							

S. No.	Strategic Indicators	Baseline	2011-12 Targets	2011-12 Achievement	Source of Data	Disaggregation (Instruments)	Reporting Unit	Remarks			
(a)	Teachers	78% Teachers received in-service training against annual target	Improve this to 85%	69%	Annual PMIS Reports disaggregated by States	Program MIS	States and Districts	<ul style="list-style-type: none"> States with low achievements of in-service training were Bihar, J&K, Jharkhand, Karnataka, Haryana, Punjab, Sikkim, Rajasthan, Tamilnadu, Tripura and UP during 2011-12. A study to assess the impact of in-service teacher training which is being coordinated by NCERT, (conducted in 15 States by Regional Institutes of Education and Universities) has been completed and its draft report is likely to be submitted in February 2012. 			
(b)	Administrators	Training of Educational Administrators from State to Block level	-	-				Annual PMIS Reports disaggregated by States	Program MIS	States and Districts	
(c)	Community training	Development of training Modules focusing on School Development Plan	A draft format of School development plan has been shared with states by MHRD in the pre AWP&B 2012-13 workshop held in New Delhi	Many States have prepared the guidelines for SDPs and have already started the process of capacity building of SMCs for the same.				Annual PMIS Reports disaggregated by States	Program MIS	States and Districts	States like Orissa and Haryana have already shared their SDP guidelines.
		Number of VEC/SMC/PTA members trained	10.6 m	1.61m % Achievement 15.17%			The data is as per the September 2011 QPR submitted by 23 States/UTs. The SMCs				

Sr No	Outcome Indicators	Baseline	2011-12 Target	2011-12 Actual	2011-12 Status	2011-12 Data Source	2011-12 Coverage	Remarks
								Training is still going on in most of the States.
(ii)	Teacher Support & Academic Supervision	BRCs undertaking residential teacher training on monthly basis		100% BRC and 99% CRC are functional	Annual PMIS Reports disaggregated by States	Program MIS	States and Districts	
		Number of school visits undertaken by BRC/BRPs during previous year (Baseline as per State plan)		Average no. of visit per school by BRCs Himachal-11.9, West Bengal-11.4, Orissa-6.5, Punjab-4.5, J&K-3.8, Jharkhand-3.9, Assam-3.2, Haryana-3.1, Kerala-2.6, MadhyaPradesh-2.6, Rajasthan-2.2, U.P.-3.3, Karnataka-0.8, Mizoram-0.3	Sample District Report - six monthly	MIS Sample District Report	MI	As per study conducted by TSG-the finding reveals that the mean number of visit made by BRCC ranged from as high as Himachal Pradesh as 11.9 to as low as 0.3 in Mizoram
		Number of school visits undertaken by CRC / CRP during previous year		Average no. of visit per school by CRCs West Bengal-19.3, Assam-18.2, MP-17.3, Jharkhand-12.8, Orissa-13.3, Rajasthan-12.1, U.P.-7.7, Haryana-6.3, HP-6.6, Mizoram-6.0, Karnataka-5.7, J&K-5.2, Punjab-3.2	Sample District Report - six monthly	MIS Sample District Report	MI	As per study conducted by TSG-the finding reveals that the mean number of visit made by CRCC ranged from as high as West Bengal as 19.3 to as low as 3.2 in Punjab
		100% BRC are functional 96% CRC		100% BRC and 99% CRC are functional	QMT /PMIS - Annual Independent study in 20011-12 on effectiveness of BRC/ CRC in	QMT Report/PMIS Independent sample study	NCERT/ States and District	

S. No	Outcome Indicators	Baseline	2011-12 Target	2011-12 Achievement	2011-12 Report	2011-12 Institution	Responsible Agency	Remarks
					academic support, extent on-site support Quantum of training given by BRC/CRC	commissioned by GOI for select major States		
iii	Classroom processes	Time-on-Task study undertaken in 2007-08 in selected major States on time spent in classrooms on teaching/learning activities	Independent study in 2011-12 in select states on time spent in classrooms on teaching/ learning activities	Development of methodology and tools for study of classroom process is in progress		Independent sample study commissioned by GOI for select major States	Department of SE&L, GoI	Study of inclusion and exclusion in schools and classrooms is being conducted in six states. The draft report is likely to be submitted by March 2012.
iv	Students Learning Assessment	Number of States Moving to Continuous and Comprehensive Evaluation (CCE)	50% States to move to CCE	22 States/UT have initiated efforts towards CCE, 5 states/ UTs plan to undertake initiatives 8 states/UTs have not taken any concrete initiatives	Annual PMIS Reports disaggregated by States	PMIS program	States and Districts	
Attendance Rates								
a	Student	Student Attendance at primary and upper primary	Improvement in student attendance by 2 percent point from baseline	Students attendance between 96% to 100% :6 States 91% to 95%: 6 States	Annual QMT Reports disaggregated by States Sample District Report - six monthly	QMT Reports Mis Sample District Report Independent	NCERT Departme	A study to estimate the attendance rate of students and teachers is likely to be commissioned in February 2012.

Sl. No.	Component / Indicator	Target	Status	Remarks	Action Plan	Responsible Agency	Timeline	Remarks
		Sample study (Baseline from 2009-10 Study) - to be available by July 2010		86% to 90%: 8 States 80% to 85%: 3 States < 80%: 6 States No information for 9 states/UTs as per QMT	Independent Sample Study on student attendance to be repeated in 2011-12	Sample Study commissioned by GOI.	nt of SE&L, Gol	
b	Teacher	Teacher Attendance at primary and at upper primary (Baseline from 2009-10 Study) - To be available by July 2010	Increase in Teacher Attendance to 85% at both primary and upper primary level	As per study conducted by TSG- for teacher average attendance rate was 81.7% and 80.5% respectively in primary and upper primary levels;	Annual PMIS Reports disaggregated by States Independent Sample Study on teacher attendance to be repeated in 2009-10 & then in 2011-12	Program MIS Independent sample study commissioned by GOI.	States and Districts Departme nt of SE&L, GOI	A study to estimate the attendance rate of students and teachers is likely to be commissioned in February 2012.
17. Accountability to the Community								
i	Composition of SMC	Constitution of SMCs as per RTE Act.	SMCs to have 3/4 members from parents and at least 50% members to be women (Baseline: AWP&B 2011-12)	The SMCs have been formulated based on the directions given in the RTE Act in majority of States	Sample District Report - six monthly	Mis Sample District Report	MI	
ii	Preparation of School	As per RTE mandate	25% of SMCs prepared School		Sample District Report - six monthly	MIs Sample District Report	MI	

S. No.	Component Indicators	Progress	Target to be achieved	Actual Achievement	Percentage of Achievement	Time taken for completion	Resources allocated	Remarks
	Development Plan		Development Plans (Baseline as per AWP&B 2011-12)					
18 National student achievement level outcomes								
	Learning levels for class III	-	Developments of tests	Developed in English and Hindi				
	Learning levels for class V		Preparation of National and State Report	Draft Report Round III shared in the 14 th JRM. It is being revised. The State reports are also in progress.				Round III using the revised sampling methodology, test items and IRT methodology
	Learning levels for class VII / VIII		Test administered and collection of data	Tools developed and translated in 12 languages. Sample of schools drawn for each state.		Finalized	SCERTs	Data for summer closing schools will be collected.

ACTION TAKEN REPORT ON THE RECOMMENDATIONS OF 14th JOINT REVIEW MISSION

Key Recommendations	Action Taken	Remarks
<p>1.18 The JRM acknowledges the challenges involved in identifying and addressing the specific needs of out of school children (OoSC) in the context of RTE and appreciates the Child Tracking Surveys (CTS) undertaken by some states such as Rajasthan. This reflects the seriousness and integrity with which these states are approaching this issue. In this respect, the Mission recommends that:</p> <p>(i) All states carry out Child Tracking Surveys (CTS) in both rural and urban areas to arrive at an accurate estimate of the number and disaggregation of OoSC.</p>	<p>(i) The Child Tracking Survey conducted by Rajasthan has been shared with all the states in meetings with State Coordinators, State Project Directors and the State Education Secretaries. It has been pointed out that there is not only a big mismatch in the figures of out-of-school children reported by the IMRB survey and state Household Surveys, but that the figures of out-of-school children arrived at on the basis of analysis of various indicators like NER, dropout rate, retention rate etc. also do not match the figures of out-of-</p>	<ol style="list-style-type: none"> 1. MHRD may expedite the process of definition so that the estimates of out of school children presented to the next JRM should be in consonance with the definition. 2. The MHRD may produce to the next JRM, the analytical report of the collation practices adopted by different states to address issues on bridging of out of school children and articulate the vision, strategies and tools to address the learning goals of the target group.

Key Recommendations	Action Taken	Remarks
<p>(ii) The MHRD should create a consensus among states on the definition of 'dropout' in order to allow proper estimation of OoSC</p> <p>(iii) The MHRD, with assistance from experts working in the area, develop a Concept Note on Special Training for OoSC. This Concept Note should be informed by an analysis of</p>	<p>school children reported by the states. These efforts are resulting in creation of a consensus on the need for systematic survey of out-of-school children. Madhya Pradesh is reported to have already started the survey, and in the meeting of State Education Secretaries and SPDs held on 04th January, 2012 all other states have been asked to incorporate proposals for comprehensive survey on out-of-school children in the next year's annual work plan.</p> <p>(ii) The issue of a uniform definition of dropout has also been discussed with the states, and NUEPA has been requested to propose a standardised definition of dropout and out-of-school children. It is expected that the definition will be available in time for DISE 2012-13.</p> <p>(iii) On the issue of Special Training, MHRD has initiated the process of collating practices adopted by several States and civil society organisations for addressing the education needs of out-of-school children, including for</p>	

Key Recommendations	Action Taken	Remarks
<p>various approaches that have demonstrated results and outline the vision, possible approaches and most effective strategies to address the learning needs of OoSC. It would be useful to states if they receive this Note before their strategies are fully crystallized.</p>	<p>example, CARE India (UP), MV Foundation (AP), Aman Vedike/ Aman Biradri (AP, Delhi), Doosra Dashak (Rajasthan), Loreto Sealdah (WB).</p> <p>The experiences of AP Mahila Samakhya running Special Training for out-of-school girls before admitting them in KGBVs have also been shared with States.</p> <p>The principles of pre-integration camps conducted under the IE component for mainstreaming disabled children in general schools can also be applied to Special Training. This was demonstrated to State Coordinators during a field visit to Pre-integration camps in Ghaziabad.</p>	
<p>1.19 KGBV has emerged as one of the most successful components of SSA significantly contributing to girls' education. In this context, the Mission recommends that:</p> <p>(i) Models I and II of KGBVs be expanded to more areas wherever the number of girls</p>	<p>(i) The number of KGBVs increased from 2573 to 3598 when RTE Act became operative. The JRM recommendation</p>	<ul style="list-style-type: none"> • The study mentioned in 1.19 (iii) appear to focus on provisioning of facilities and on enrolments rather on practices in the area of quality and equity. The study may be expedited and the Report presented to the next JRM. • In 1.19 (iv) the MHRD and the states may come up with concrete strategies and specific action points for participation of muslim girls.

Key Recommendations	Action Taken	Remarks
<p>among OoSC is high. New KGBVS should be allowed to open in those Educationally Backward Blocks (EBB) where a large number of girls in the upper primary age group remain out of school and the existing one KGBV is unable to cover them.</p> <p>(ii) The states take appropriate steps towards integrating the KGBV teachers in regular teacher cadre of the state. Karnataka has successfully demonstrated a system of deputing teachers from regular cadre to KGBV. Other states could learn and benefit from the experience. In order to address the issue of fast turn over, it will be necessary to provide suitable incentives to these teachers, including residential quarters for them.</p> <p>(iii) Using the experiences of some states such as Uttar Pradesh, Gujarat and Andhra Pradesh,</p>	<p>for expansion of KGBV is noted; however, further expansion will be an outcome of the 12th Plan exercise.</p> <p>(ii) Presently some states like Andhra Pradesh, Dadar & Nagar Haveli, Chhattisgarh, Madhya Pradesh, Karnataka, and Rajasthan have integrated KGBV teachers in the regular state teacher cadre. The issue has also been taken up in the meetings with State Education Secretaries and SPDs, and States are encouraged to depute teachers from the regular cadre to KGBVs.</p> <p>(iii) MHRD has commissioned three studies in which the issues of quality</p>	

Key Recommendations	Action Taken	Remarks
<p>the MHRD considers widening the scope of the KGBVs so that they address the issue of girls' participation as well as underlying gender related issues that affect the status of women. A research study to understand the current practices in the area of quality and equity, followed by developing state plans with well articulated milestones and indicators could facilitate this process.</p> <p>(iv) Appropriate strategies for greater participation of Muslims girls and CWSN should be developed.</p>	<p>and equity will be explored.</p> <ol style="list-style-type: none"> 1. Assessment of Facilities available for Primary & Upper Primary Education in Muslim Pre-Dominant Areas is being conducted in 13 states, and is coordinated by Jamia Millia Islamia. 2. Assessment of available Facilities for Primary & Upper Primary Education in Tribal Areas" is being conducted in 9 states, and is coordinated by NUEPA 3. Inclusion and exclusion of students in primary and upper primary schools' in 6 States. <p>These studies will not cover only KGBVs, but with the focus on equity, they will throw up useful insight into the factors affecting the girls' participation in schools.</p> <p>(iv) States have been asked to propose effective strategies in the next year's annual plan to ensure that the full intake capacity of KGBVs is utilized, and also improve the enrolment of</p>	

Key Recommendations	Action Taken	Remarks
	out-of-school girls from socially disadvantaged groups and weaker sections, particularly those from Muslim community.	
<p>1.20 Community mobilisation efforts need to undergo a qualitative shift taking RTE norms into consideration whereby communities are also empowered on issues related to discrimination, rights, corporal punishment, and abuse. In this context, the SMC training needs to be very different from the usual practice for VEC training seen in the past and the SDP need to be conceptualized comprehensively. This training should also reflect specific needs and concerns of SC, ST, Muslims and CWSN into account. The Mission recommends that MHRD and TSG should develop a model SMC and SDP training guidelines to facilitate this process. The guideline for urban areas should be different from that for rural areas reflecting urban-specific needs and features.</p>	<p>The RTE Act mandates formulation of SDP specific to school. The regional and local heterogeneity implies that a centralised exercise to formulate the model training guidelines for SDP must be flexible so as to be relevant in addressing the needs of different states, districts and schools without being prescriptive. To address this need, a process oriented approach has been adopted to engage stake holders in discussions as a front loading exercise to eventually develop the guideline. In this context, a massive campaign, called, Shiksha Ka Haq was launched on 11.11.11- National Education Day at Nuh, Mewat Haryana. Various States have reported that while implementing the Shiksha Ka Haq Abhiyan the following activities took place:</p> <ol style="list-style-type: none"> 1. A letter from Prime Minister was read out in the school assemblies throughout India. Also the letters of CM and state education minister were read out in some states. 	<ul style="list-style-type: none"> • The Mission appreciates the campaigns and community mobilization efforts and recommends that by the next JRM, guidelines are developed for SMC trainings to cater to the needs of specific groups particularly women, Muslims, SC/ST and CWSN along with disaggregated strategies for urban and rural populations.

Key Recommendations	Action Taken	Remarks
	<ol style="list-style-type: none"> 2. Student rallies, Kalajathas, Painting and Essay competitions, cultural programs. 3. Shiksha Gram Sabhas were conducted to discuss outline of School Development Plan. 4. Massive awareness campaign through print and electronic media in partnership with stakeholders including NGOs. Besides, discussions are being held with states through national level and regional/state level workshops to arrive at the most relevant, and essential aspects of the SDP to eventually form the guidelines. 	
<p>1.21 The Mission recognizes the need for greater engagement of SSA with children who have experienced or are growing up experiencing prolonged violence closely. The impact of this on child's emotions and personality is traumatic, deep and lasting, this needs to be understood. Such children need schooling that includes counselling and other forms of support going beyond regular educational</p>	<p>The revised SSA Framework of Implementation makes special reference to children in areas affected by civil strife. It acknowledges that this is a new area of growing concern that is leading to the marginalisation of large number of children from educational processes. SSA recognises the situation of these children as an alarming and significant problem and advocates for concrete steps to ameliorate the situation as early as possible. Some measures to insulate</p>	<p>Under 1.21, the Mission notes that the key recommendation like the Round Table at the national level has not been organized and there are no clear strategies developed to address the challenges and the approach outlined by the MHRD seems more conceptual in nature. This may be translated into actual implementation strategies.</p>

Key Recommendations	Action Taken	Remarks
<p>processes. In this respect the Mission recommends that a Roundtable be organised at national level involving experts as well as departments and stakeholders whose help may be needed while working with these special groups. This Roundtable could help in analyzing national and international best practices leading to development of context specific plans that respond to the need of the child in a holistic manner.</p>	<p>children and their education from the impact of such situation can be:</p> <ul style="list-style-type: none"> (i) prohibiting the use of school and other educational facilities for housing police, military or para-military forces. (ii) making schools safe zones by providing adequate security and emotional support to enable children to come to school and continue with their education undisturbed. (iii) If security cannot be provided then making alternative arrangements for all affected children to enable them to continue their education without a break. these arrangements could include providing residential schooling facilities or transportation to safer schools to children from the affected areas. (iv) Organising special negotiations with leaders in these areas to ensure that schools are allowed to function uninterrupted. 	

Key Recommendations	Action Taken	Remarks
<p>1.22 Articulation of a holistic vision is critical to promote harmonization of curriculum, textbooks, TLMs, teacher training and assessment systems, especially in the context of NCF. The mission applauds MHRD /TSG's efforts to deepen the understanding of a holistic vision of quality and recommends that the efforts should be continued. The process now needs to be deepened and widened through workshops and other means at various levels. This also involves greater engagement with SCERTs, State Resource groups (SRGs) working on quality issues and other stakeholders in quality discourse through a variety of means including workshops and seminars.</p>	<p>MHRD is continuously working on the process of deepening understanding of a holistic vision of quality through State Level workshops on issues related to quality education with the help of academic authority of concerned States, NCERT, TSG(SSA), NGOs and other institutions working for school education. In continuation of the processes initiated in 2010-11 in the States of Bihar, Jharkhand, Oriisa, Chhattisgarh. Uttar Pradesh and West Bengal, MHRD conducted workshops in 2011-12 for district level functionaries in Maharashtra and Rajasthan</p> <p>National Level Workshops / discussions were also held with the state Education Secretaries, SPDs and the representatives from the SCERTs. The findings of a study entitled <i>Inside Primary Schools</i> conducted by Pratham in collaboration with UNICEF and UNESCO were shared with Education Secretaries, SPD and Directors of SCERTS in the Education Secretaries Conference. The study points to an urgent need for reform in order to make textbooks more developmentally age-appropriate. The matter will be further reviewed in the</p>	<p>While the Mission appreciate the efforts of MHRD, which is reflected in the emerging initiatives at the state level, the Mission would like to emphasize that these initiatives towards curriculum reforms need to be located in a comprehensive and integrated plan for systemic reform. This should ensure integration of different curricular components and institutional readiness and capacity development at all levels for implementation including block, cluster levels and the community. MHRD may guide the states to prepare these comprehensive, integrated plans and these may be shared with the next Mission.</p>

Key Recommendations	Action Taken	Remarks
	AWPB process for 2012-13.	
<p>1.23 The Mission recommends a deeper review of the CCE strategies in its early implementation to ensure that the approach is true to the vision of RTE. Source books on assessment already published for primary grades (and under progress at the upper primary level) by NCERT have been disseminated to states. The states should now ensure that these are further disseminated and used to develop and implement their CCE strategy. Exposure visits (for SCERTs, DIETs, teacher educators and academic support personnel, and teachers) to NGOs and states implementing high quality CCE (like Rajasthan) for perspective building and observing the use of the underlying principles of the CCE Framework could be useful to states. The development of Manuals for teachers to support design of formative and summative evaluations and formats for teacher action plans to improve/modify</p>	<p>In the year 2011-12, there has been some progress in developing understanding on CCE. At the National level, a preliminary concept paper on CCE has been developed, which has been shared with the states. Source books developed by the NCERT have been made available to all the states.</p> <p>Initiatives in the following States are worth noting:</p> <ul style="list-style-type: none"> • Bihar: started CCE on pilot basis in 60 schools in May 2010, focussing on two teachers from each of the 60 schools. The CCE guidelines and procedures include an understanding on how to make pupil assessment continuous and comprehensive. Concepts of formative and summative assessment have been discussed. Learning indicators for curricular and co-curricular areas have been defined with benchmark performance for each level. The assessment methods and techniques include appropriate recording and reporting procedures. 	<p>The Concept Note on CCE was appreciated but it is much too brief to be a strategy paper where the idea of CCE and the relevant pedagogic preparation needs to be spelt out. The Source Book of the NCERT needs to be provided at sub-district levels with follow up action by NCERT to provide the necessary orientation for local adaptation. The ABL experience from Tamil Nadu may be incorporated to develop more focussed approach towards CCE.</p>

Key Recommendations	Action Taken	Remarks
<p>classroom instruction based on student CCE feedback could also facilitate the process.</p>	<ul style="list-style-type: none"> • Rajasthan: is implementing CCE on pilot basis, having developed a comprehensive tool to support teachers comprising: syllabus, teaching plan, assessment indicators, format for students' attainment (formative and summative). State has developed a comprehensive manual for training of teachers on pedagogic reforms, focusing on practice of CCE. State is also planning to develop its own source book for class I to VIII. <p>Uttar Pradesh: has developed a draft Handbook on continuous & comprehensive evaluation, based on the NCERT Source books. The Handbook includes appropriate assessment profile for each child, including five tools, namely (a) Engagement pattern of child, (b) Observations in general, (c) Observation in classroom/ during group-work/ during activity, (d) Understanding child's written work, written performance conducted by teacher, (e) Anecdotal record. For Record Keeping and analysis the Handbook proposes three formats,</p>	

Key Recommendations	Action Taken	Remarks
	<p>namely (a) Consolidation sheet, (b) Child portfolios, and (c) Progress sheet. It also proposes a Teachers' diary for planning learning strategies.</p> <ul style="list-style-type: none"> • Primary and upper primary teachers, district training coordinators, representatives from DIETs and NGOs participated in the module development. 25 schools in five districts have been selected for field testing (Ghaziabad, Varanasi, Rae Bareilly, Lalitpur & Balrampur). After feedback from field testing, the operational plan will be modified and implemented across the State in 2012-13. Provision for capacity building of teachers on CCE will be proposed under Annual Work Plan & Budget 2012-13. 	
<p>1.24 The JRM has noted that distance education is a necessary mode for overcoming the shortage of pre-service training capacity in states with huge backlog of untrained teachers and a large number of vacancies to fulfil RTE norms. The Mission recommends that the states using distance mode</p>	<p>States are using distance learning for training of teachers without professional qualifications.</p> <p>(i) Assam has proposed 2-years Diploma course in Elementary Education for the teachers of Elementary level in collaboration with K.K. Handique State Open University. This proposal is</p>	<p>Under 1.24, the Mission notes the progress in states and emphasises that use of distance education to train the large numbers of untrained teachers in the system should be expanded but only with more effective checks and balances for ensuring appropriate feedback mechanisms, monitoring procedures, and efficient student support systems. To enable this to be operationalised, SSA may engage with the Open and Distance Education universities while also studying international best practices, and with some SCERTs evolve</p>

Key Recommendations	Action Taken	Remarks
<p>for pre-service teacher training must consider a combination of face to face and distance approaches, and must use the new D.Ed. curriculum to inform their course. States should engage with higher education institutes like local undergraduate colleges and universities for their facilities and resources, and NGOs, to supplement the efforts of SCERTs and DIETs to increase the reach for training. The Mission also recommends that the school education bureau in the MHRD should evolve a collaborative strategy with the higher education bureau in this respect.</p>	<p>under consideration of NCTE.</p> <p>(ii) Bihar's proposal for training of untrained teachers by SCERT has been approved by NCTE. In addition, Bihar has proposed that Nalanda Open University provides distance mode learning, which is under consideration of NCTE. IGNOU has prepared two module (a) 6-month enrichment module (b) and one-year module for teacher trainees previously enrolled and at various stages of learning. This is expected to be implemented from February- March this year.</p> <p>(iii) In Chhattisgarh there are two Universities for pre-service teachers training in correspondence mode, namely IGNOU and Pt. Sundarlal Sharma Patrakarita Vishva Vidyalaya. The D.Ed curriculum has been revised, and the proposal is under consideration of NCTE.</p> <p>(iv) For Jharkhand NIOS has prepared a syllabus and course material, which is under consideration of NCTE.</p>	<p>mechanisms and processes to this effect and prepare guidelines to be shared with the states. These may be shared with the next JRM.</p>

Key Recommendations	Action Taken	Remarks
	<p>(v) For Madhya Pradesh, NCTE has given approval for IGNOU to provide teacher training.</p> <p>(vi) Orissa has sought renewal of approval for SCERT to provide teacher training. Additional details have been sought from the State Government.</p> <p>(vii) For Uttar Pradesh, NCTE approval have been given</p> <p>(viii) West Bengal has sent a proposal for teacher training through the WBBPE; additional details have been sought from the State Government.</p> <p>In the NER States, IGNOU had conducted a 6-month certificate course for untrained teachers. IGNOU is preparing an additional 18-month module to enable these teachers acquire professional qualifications.</p>	
<p>1.25 The limited impact of in-service teacher training in the past is partially explained by lack of focus on perspective building aspects in the training designs, especially in the context of promoting equity as an essential</p>	<p>MHRD has prepared a preliminary paper on in-service teacher training, which has been shared with States during the Conference of State Education Secretaries and SPD.</p> <p>States are continuously working on</p>	

Key Recommendations	Action Taken	Remarks
<p>element of quality. It is recommended that MHRD prepares a guide based on review some of the training courses and modules from universities and NGOs known for their comprehensive and integral approach to quality and equity (B.EL. Ed course of Delhi University, D.ED course developed for NCTE, CARE India's approaches, <i>Digantar</i>, <i>Bodh</i>, etc) to provide conceptual and practical frameworks for development of such training programmes.</p>	<p>improvement of In-service teachers training through various modes.</p> <p>Assam, Bihar, Haryana and Madhya Pradesh are in the process of restructuring their teacher training programme.</p> <p>Tamil Nadu is developing training process for teacher educators in addition to training manual for teachers.</p> <p>Uttar Pradesh has developed the Teacher's handbook and training module titled SAMVAAD in the light of the RTE Act.</p> <p>Uttarakhand has developed 9 in-service teachers training modules to address the specific learning needs of the teachers. The state has taken help of organizations like Digantar (Jaipur), Vidya Bhawan and Eklavya (Bhopal) to strengthen the district level resource groups.</p> <p>West Bengal has proposed to use the four training modules developed by NCERT-DEE.</p>	

Key Recommendations	Action Taken	Remarks
<p>1.26 The mission recommends that the draft National Achievement Survey (NAS) report be reviewed and revised by a multi-disciplinary expert committee (experts in education, statistics etc), especially in the context of IRT. This reviewing exercise should involve representatives from states as well. The mission also recommends the development of a strategic plan for NAS at both national and state levels to determine its periodicity and use, as well as its long term resourcing.</p>	<p>A review committee involving the experts in education and statistics and representatives of the state government has been constituted with following as members – Prof. Nargis Panchapakesan, Prof. Jacob Tharu, Prof. Yogendra Yadav, Dr. Jyotsna Jha, Ms. Deepa Sankar, and Pramod Tiwari, Director (MHRD) and SPDs of Madhya Pradesh and Jammu & Kashmir with Prof. Aytaar Singh as Convenor. The committee has held first round of discussions, the second to be held on 11th January, 2012.</p>	
<p>1.27 This JRM recommends that the MHRD /TSG should carry out a national level thematic analysis of the data collected by Monitoring Institutions to assess the progress and recognise other important trends over the years in different States / districts.</p>	<p>MHRD has carried out a thematic analysis on “Management Information System (MIS)” basis on the first half yearly monitoring reports of Mis.</p>	
<p>1.28 One of the severe challenges facing SSA and RTE compliances for school physical infrastructure is the limited availability of land, both for new schools and for the expansion</p>	<p>Key recommendations of the 14th JRM on civil works were shared with all States & UTs in the 24th National workshop/ review meeting held in Delhi on 18-19th August 2011. The minutes of the meeting were</p>	

Key Recommendations	Action Taken	Remarks
<p>of existing ones. In light of this extreme land constraint, creating possibilities of vertical expansion are now essential and a policy can be drafted to make this mandatory for school architectural design and structural design. This would be valid both for new schools and for additional classrooms. Normally, older building foundations which have provisions for additional floors are not trusted by future builders due to lack of documentation. Making it mandatory might provide the requisite degree of assurance to convey the aspect of already strengthened foundations to future engineers. This data of strengthened foundations for additional floors can also be added to the planned data collection for the WSDP scheme.</p>	<p>circulated to SPDs and State Project Engineers vide MHRD letter Civil/TSG/SSA/2011/9/5 dated 20th September 2011.</p> <p>The 25th National Workshop/review meeting of State Project Engineers/CW coordinators was held at Puri (Odisha) on 16-17th November 2011, where States were asked to design all school infrastructure with a provision for vertical expansion and disaster management and record certificate in the district plan of AWP&B 2012-13 to state: "Certified that provision has been made in school infrastructure design for vertical expansion and disaster management, where ever required." The minutes of the meeting have been shared with SPDs and State Project Engineers vide letter No. Civil/TSG/SSA/2011/12/02 dated 8th December, 2011.</p> <p>The presentation on preparation of AWP&B 2012-13 was again shared with NE states in the meeting</p>	

Key Recommendations	Action Taken	Remarks
	<p>The above was also shared in the Planning coordinators meeting for NE states held on 09.12.11 in Delhi and the same will be shared with other states on 28-29-30th December 2011 meeting in Delhi.</p>	
<p>1.29 The Mission notes the significant increases in outlays and releases of SSA funds in recent years, especially in 2010-2011. The Mission also acknowledges that significant progress has been made in strengthening the capacity of staff in monitoring mechanisms at all levels, (monthly and quarterly FMRs, quarterly review meeting of the Finance controllers, IPAI studies, reports of the statutory auditors etc). In order to enhance the performance of financial management in the context of the increasing outlays every year (especially in the context of RTE provisions), the following recommendations are made, specially to states:</p>	<p>The recommendations of the 14th JRM relating to Financial Management and Procurement were discussed in detail with the State Finance Controllers during the 30th Quarterly Review meeting of State Finance Controllers held on 4th-5th August 2011 at New Delhi. A power point presentation on the key recommendations of the 14th JRM relating to Financial Management and Procurement was made to the participants urging them to take follow up action. The highlights and the copy of the presentation are included in the Minutes of the 30th Quarterly Review Meeting of State Finance Controllers.</p> <p>The Aide Memoire of the 14th Joint Review Mission was uploaded on MHRD's website.</p> <p>In MHRD's letter No. 15/10/2004-SSA (PR) dated 11th November 2011 from Additional Secretary (SE&L), the State Project Directors have been urged to take immediate action on the 14th JRM's</p>	

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(a) Filling in the all vacant position including those at block level in a time bound manner; and	<p>Filling up the posts of Finance and Accounts Staff:</p> <p>The status of Finance and Accounts staff is very closely monitored during the quarterly review meetings of State Finance Controllers. A comparative status of finance and accounts staff as on 31st March 2011 and 30th September 2011 at SPO, DPO and Block level in respect of all States is given in Annexure-I.</p> <p>It would be seen from the Annexure that among the major 9 States except in the case of Bihar and Jharkhand all other major States have made progress in filling up the vacant posts. The overall improvement for all the States works out to 108% at SPO, 26% at DPO and 65% at Block level till September 2011. The States have taken initiatives to fill the vacant posts and it is expected that the position would improve by 31st March 2012.</p>	<p>In 1.29 (a) the Mission expresses its concern at the high levels of vacancies.</p> <p>SSA JRM January 2012 - Analysis of FM Staffing at District Level*</p> <table border="1" data-bbox="1207 464 2002 890"> <thead> <tr> <th>States</th> <th>Indicative staffing as per FMPM</th> <th>Sanctioned</th> <th>Posted</th> <th>Gap against indicative staffing</th> <th>% Gap against indicative staffing</th> <th>Vacancy against sanctioned</th> <th>Vacancy %</th> </tr> <tr> <td></td> <td>a</td> <td>b</td> <td>c</td> <td>d = a-c</td> <td>e = d/a</td> <td>f = b-c</td> <td>g = f/b</td> </tr> </thead> <tbody> <tr> <td>Bihar</td> <td>148</td> <td>152</td> <td>74</td> <td>74</td> <td>50</td> <td>78</td> <td>51</td> </tr> <tr> <td>Jharkhand</td> <td>96</td> <td>71</td> <td>51</td> <td>45</td> <td>47</td> <td>20</td> <td>28</td> </tr> <tr> <td>Karnataka</td> <td>120</td> <td>60</td> <td>53</td> <td>67</td> <td>56</td> <td>7</td> <td>12</td> </tr> <tr> <td>M.P.</td> <td>200</td> <td>100</td> <td>87</td> <td>113</td> <td>57</td> <td>13</td> <td>13</td> </tr> <tr> <td>Rajasthan</td> <td>128</td> <td>64</td> <td>44</td> <td>84</td> <td>66</td> <td>20</td> <td>31</td> </tr> <tr> <td>U.P.</td> <td>284</td> <td>176</td> <td>108</td> <td>176</td> <td>62</td> <td>68</td> <td>39</td> </tr> <tr> <td>W.B.</td> <td>80</td> <td>80</td> <td>61</td> <td>19</td> <td>24</td> <td>19</td> <td>24</td> </tr> <tr> <td>Chattisgarh</td> <td>72</td> <td>54</td> <td>36</td> <td>36</td> <td>50</td> <td>18</td> <td>33</td> </tr> <tr> <td>Total</td> <td>1128</td> <td>757</td> <td>514</td> <td>614</td> <td>54</td> <td>243</td> <td>32</td> </tr> </tbody> </table> <p>* as per Action Taken Report of 14th JRM</p>	States	Indicative staffing as per FMPM	Sanctioned	Posted	Gap against indicative staffing	% Gap against indicative staffing	Vacancy against sanctioned	Vacancy %		a	b	c	d = a-c	e = d/a	f = b-c	g = f/b	Bihar	148	152	74	74	50	78	51	Jharkhand	96	71	51	45	47	20	28	Karnataka	120	60	53	67	56	7	12	M.P.	200	100	87	113	57	13	13	Rajasthan	128	64	44	84	66	20	31	U.P.	284	176	108	176	62	68	39	W.B.	80	80	61	19	24	19	24	Chattisgarh	72	54	36	36	50	18	33	Total	1128	757	514	614	54	243	32
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Key Recommendations	Action Taken	Remarks
		District level FM staff shortages have been highlighted by last 3 - 4 JRMs, but the progress is not satisfactory. States must fill vacancies of FM staffing, including at district and sub-district level, at the earliest. Controllers' Meeting should particularly focus on FM staffing in states at district and sub-district level.
<p>(b) Use of the Financial Accounting Software (FAS) by all states, ensuring full geographical coverage. The Mission would urge MHRD to ensure that FAS is implemented fully in spirit and action in the top ten spending SSA States (by the January 2012 JRM).</p>	<p>Implementation of accounting software:</p> <p>Out of 35 States/ UTs, accounting software is presently implemented at State Project Office and District Project Office in 31 States/ UTs. Accounting software is implemented in all the 9 major States. However, in Madhya Pradesh the same is being used only in 2 districts out of 50 districts. The State is taking action to implement the same in the remaining districts.</p> <p>The Software has not been implemented in the following 4 States/UTs:</p> <ol style="list-style-type: none"> 1. Andaman & Nicobar Islands 2. Lakshadweep 3. Meghalaya 4. Tripura <p>The status of implementation of accounting software is being reviewed in</p>	<p>The Mission notes that States have made considerable progress in implementation of financial accounting software. The process needed to be expedited in the state of Madhya Pradesh, as it is the only state among ten largest states in which the software has not been implemented in 48 districts. MHRD may ensure (a) manual record-keeping is continuing along with the software at state and district level; and (b) basis of audit i.e., manual records or accounting records as per accounts produced from computerized system. A report on this may be presented to the July 2012 JRM.</p>

Key Recommendations	Action Taken	Remarks
	<p>the quarterly review meetings of State Finance Controllers and the States/ UTs have been urged to implement the same early.</p> <p>The status of implementation of Accounting Software is given at Annexure-II.</p>	

1-Assam

INDIA
SARVA SIKSHA ABHIYAN (SSA)
15th JOINT REVIEW MISSION

STATE REPORT: ASSAM
January 17 - 23, 2012

1.1. Introduction

The 15th Joint Review Mission visit to Assam was undertaken from January 17th to 22nd, 2012 by Ms. Dipta Bhog (Gol representative) and Ms. Sangeeta Dey (UK's Department for International Development) and to review the implementation progress of Sarva Shiksha Abhiyaan in the state as per the objectives and targets set out for the programme. Mr. Tarun Gupta (SSA-TSG) also travelled with the Mission as an Observer.

The Mission members interacted with the Minister of Education; Chief Secretary; State Mission Director (also State Secretary cum Commissioner of Elementary Education); SCERT Director; Director of Elementary Education; Executive Director, SSA; District Dy. Commissioners; District, Block and Cluster level officials. The members visited primary and upper primary schools, residential and non residential special training centres, KGBVs, BRCs and CRCs in two blocks each of two districts- Darrang and Kamrup (rural and urban). The visiting team wishes to thank the Mission Director, Smt. L.S. Changsan, the Dy. Commissioners of Darrang, Mr. K.C. Kalita and Kamrup, Mr. S.K. Roy. for facilitating the visit. The team is also grateful to the entire team of the State Mission Office and district offices for their logistical support, time and efforts deployed for the Mission's visit.

1.2 Overview and Key Issues

Achievements:

The state has responded proactively to the RtE Act and has made all out effort to initiate processes ranging from the legal notification to community mobilization on awareness of RtE. Initiatives undertaken in the last year reflect the state's commitment to fulfilling RtE norms and guidelines

- The state's expenditure against available funds has been significantly high at 82% in 2009-10, 96% in 2010-11 and 67% in 2011-12 (till date). The internal audits have been completed and the issues raised in the audit are being responded to systematically
- The state has made special efforts through the residential and non-residential special training centres to enroll OOSC in school in line with the RtE mandate. The current data

shows that the total number of OOSC as 1,24,577 which is 2.07% of the child population in the 6-14 year age group and 97.93% of the children are in school.

- Commendable efforts made by the state to increase Muslim children's participation
- A child tracking survey is underway and the data will be ready by April/May 2012.
- A GPS mapping of habitations and schools is underway and the data will be ready by February 2012
- The elementary level has been changed to include classes 1 to 8 (from the earlier classes 1 to 7) and is in operation since 2010-11
- The curriculum has been revised and the new NCERT textbooks (for English, Hindi, math and science) have been translated and introduced in 10 mediums. The social science textbooks have been adapted to the state context following NCF 2005 guidelines. For the first time the textbooks have been distributed to all the students at the beginning of the session in January (on the first day of the session). Textbooks of classes 1 to 3 of all subjects have been completed for Braille printing
- The state has conducted its first TET on January 10th, 2012 in which close to 3.3 lakh applicants appeared. The state team is working all out to declare the results within a record time of 15 days (by January 25th). The recruitment of the successful candidates will enable the state to fill many vacant positions and deploy subject teachers at upper primary level especially for science and math
- Teacher rationalization exercise for existing teachers has been completed for the whole state
- English language training for teachers begun by British Council in January 2012 to cover all the districts to train a cadre of 816 master trainers through a 168 hour course over 24 days (3 phases of 8 days each), who in turn will transact the existing English curriculum in classes 1 to 5 to primary school teachers
- All EGS centres have been upgraded to lower primary schools
- All BRCs have been equipped with a resource room to provide therapeutic, educational and remedial aid to CWSN children

Issues for consideration going forward

Access and Retention

- The current data on OOSC does not reflect the real number of children out of school as shared by the state, hence the numbers of OOSC may be much higher. The CTS will provide a more accurate picture.

- Student absenteeism was reported by various functionaries to be high especially post festivals and holidays. Efforts on community mobilization and awareness to increase attendance should be strengthened especially through SMCs, mothers groups, involvement of NGOs, CBOs, etc
- Drop out rates are high and focused strategies have to be deployed to reduce drop out numbers especially for boys at both primary and upper primary level.
- Community mobilization, awareness and involvement towards overall functioning of schools especially student attendance continues to be a challenge
- Huge gap remains in infrastructure as per RtE mandate: classrooms, toilets (common and girls), boundary walls, ramps and railings, school furniture

Bridging Gender and Social Gaps

- Operationalization of KGBVs has been slow in the state, resulting in under utilization of funds
- Outreach of KGBV facility to greater number of girls required through shift to Model I.
- Integration of efforts between Elementary and Secondary Education necessary to strengthen outcomes of SSA interventions related to KGBV and Girls education.
- Qualitative aspects of Gender disparity need strengthening through training and orientation of SSA functionaries.
- Assessment of CWSN and Remedial teaching continuous to be a challenge.
- Provisioning of aids and appliances for CWSN required special focus in terms of timely sourcing.
- Studies on reasons for dropout among boys and girls from marginalized groups necessary to build special focus programmes and interventions in the future.

Quality

- The new textbooks especially, English and math are difficult for the teachers to understand and transact in the classroom. An initial short training has been provided in some subjects but is insufficient- there is a need for contextualization, workbook supplementation for easier comprehension.
- Impact of teacher training programmes is not clearly visible in the classroom.
- Despite teacher redeployment after the rationalization exercise, many teachers have not joined their newly allotted schools. Apart from this, there is a huge requirement of new teachers in the system to fill the deficit

- The state has not done any teacher recruitment in the last 15 years (the process has got obstructed by numerous court cases) which has led to a huge back log of vacant positions
- The quality of in service teachers training is a matter of concern with teachers reporting training fatigue. The nature of in service trainings being repetitive, lacking practical demonstration and being conducted with such large groups that prevent any participatory or activity based learning.
- Diploma Course on Teacher Training course developed by K.K. Handique. The state is considering distance course developed by IGNOU as a qualifying course for those who will clear the TET. Quality of distance learning as a mode of teacher education is a concern as contact period critical for developing skills in teaching.
- The concept of CCE is not clearly understood by teachers, CRCs, hence it is yet to be implemented in its intended spirit. The number of tests have increased from 2 in a year (half yearly and annual examinations) to unit tests and 4 semester exams. However, there is no comprehensive evaluation of the student's progress in curricular and co-curricular areas. The state has introduced the concept and development process at the state level and now needs to undertake a focused approach on providing orientation and training on the concept of CCE and its implementation in the classroom for functionaries at all levels, as well as a suitable monitoring mechanism for its implementation. If the shortage of teachers and CRCCs is not taken care of in a timely manner, the quality of CCE implementation will suffer
- There is lot of scope for improvement in monitoring and academic support provided by the CRCCs, especially in areas of pedagogy. Litigation issues (on deputation and attachments) regarding the recruitment of CRCCs has led to many vacant posts (91%). This has obviously then become the weakest link in the system
- The functions of the SMC members not clearly performed by all with inequitable distribution of decision making between the male and female members

Progress towards the achievement of Goals

Goal 1: All Children in School

Achievements:

The state has made significant progress in reducing the number of out-of-school children and increasing the enrolment rate:

Indicators	2002-03 (Age 5-14)	2010-11 (Age 6-14)
Total child population	54,94,262	60,10,976
In-School Children	41,54,077	58,86,399
Out of School Children (OOSC)	13,40,185	1,24,577
% of OOSC	24.38%	2.07%

The state is conducting a Child Tracking Survey and the data will be available by April/May 2012.

The Mission appreciates the state's efforts in increasing the enrolment share of Muslim children which has increased positively from: 33.9% in 2009-10 to 35.6% in 2010-11 to 36.7% in 2010-11 in proportion to their share of the total population (31%).

Review of Interventions:

Additionally, to increase access the state is running Special Training and some innovative interventions that reach out to 2,31,045 students. The Special Training Centres (STCs) set up under the RtE mandate are playing a significant role in preparing newly enrolled children for entry to their age appropriate classes. There are two types of STCs- Residential STCs (74 centres with 8070 learners) and Non-residential STCs (7420 centres with 1,62,603 learners). The STCs are running in donated or rented facilities. The curriculum for the STCs has been developed and is in use: a readiness package for the initial one and half months followed by a condensed package for all subjects for Level 1 and 2 in Book 1 and Level 3,4 and 5 in Book 2.

In addition, there are 7 seasonal hostels with 360 students, 266 non-residential migrant centres catering to 8662 migrant learners, and 809 religious madrassas with 51350 students.

Concerns

- The OOSC numbers do not appear to reflect the accurate picture on the ground and could be much higher than stated. This concern has also been shared by the SMO.

- As shared by the Education Minister, apart from inflated enrolments shown in significant number of schools, cases of double counting of students enrolled in Venture Schools (set up the community) and in government schools have been found
- The flood prone areas along the Brahmaputra river ('chars') often get washed away in the monsoon, displacing a large number of families which adversely affect children's schooling

Recommendations

- It is recommended that the state analyse the findings from the GIS spatial mapping of habitations and schools and the Child Tracking Survey as soon as the data is made available to construct the required number of new school buildings, additional classrooms in the underserved habitations.
- In light of the information shared by the state on over enrolment figures, urgent priority should be given to arrive at the actual number of enrolments and share that data with MHRD
- A follow-up (through tracking mechanism) of the students transitioning from STCs to the school classrooms is essential to ensure their continued attendance. This could be done for the first three months after the transition.
- The state could engage NGOs to orient and sensitize teachers about socio-cultural issues and background of children from marginalized communities
- Convergence with the Tribal Affairs and Minority Affairs Department may be considered to set up residential schools in hilly tracts and to provide school access to children in flood prone areas

Infrastructure and Civil Works:

The state has a cumulative completion rate of 76.76% in the civil works (against the national average of 73%) against AWP&B.

The 2010-11 status of the number of lower primary government schools is 35,065 and 13,002 upper primary schools bringing the UP-LP ratio to 1:2.8.

As per the State Mission Office (SMO), the %age of schools with physical facilities in place and existing gaps:

Item	Primary		Upper Primary		Gap As per	
	Availability	functional	Availability	functional	State*	TSG**
Drinking Water Facility	91.4%	72.3%	90.9%	67.7%	3557	10596
Common Toilets	74.1%	70.2%	73.2%	70.1%	10666	18871
Girls' Toilets	57.4%	47.5%	74.2%	58.6%	8230	26751
ACR					30736	20233
Ramps					8935	27550

Boundary Wall						33718	33385
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(Sources : 1.DISE 2010-11; 2.*: State presentation; 3.**: TSG estimation)

2145 New LP buildings, 49891 additional classrooms, 16913 (LP and UP)toilets for girls constructed – as shared by the state

- BALA features incorporated in estimates of all new constructions and elements added in additional classrooms.
- Training conducted by the State in convergence with the State Disaster Management Authority for key resource persons who will train one teacher each from 5658 schools
- Handbook developed for SMCs on elements of school design and a manual for masons on good practices.
- Environment Assessment conducted of 16438 schools for type of construction, environment, safety, pollution.

A pilot intervention has been undertaken jointly by SSA-UNICEF to develop 20 child friendly schools focusing on beautification of school premises, BALA (Building as Learning Aid) sports facilities and equipment for children.

SSA has partnered with the PHED to supply safe drinking water facilities to the schools from this year

Concern:

- There is a huge gap in infrastructure and physical facilities – classrooms(especially at the upper primary level), toilets (both common and separate for girls),boundary walls, ramps and railings
- There is a discrepancy in the data from MHRD and SMO on the gap in physical facilities and functionality of the drinking water and toilet utilities (additional classrooms, drinking water, common toilets, girls’ toilets, boundary walls, ramps) against the approved PAB targets

Recommendation:

- The discrepancy in the data from MHRD and SMO should be resolved by the state to arrive at more accurate figures for physical facilities and functionality of utilities and for developing construction plans to cover the gaps.
- Lessons learned from the SSA-UNICEF 20 school project should be incorporated into the Whole School Development Plan before scale up of the initiative across the state

Strategies for Community Mobilization:

- Following the notifications of RTE State Rules in July 2011, out of 40,914 SMCs, 94% have been freshly constituted. Training of 14% SMC members conducted at BRC level on SMC role, development of SDP, accounts and Special Training. Mother’s Groups actively involved

in monitoring Mid Day Meals, support Ka-Sreni activities, monitoring cleanliness, holding summer medical remedial camps and participating actively in Saturday Club activities.

- 'Siksha Ka Haque Abhiyan' launched as part of increasing awareness and dissemination regarding RTE through media, TV, sports, slogans on buses, SMS and ring tones are part of this effort.
- Siksha Jagaran Sabhas held with Gaon Panchayat Presidents on RTE.
- 5 NGOs identified to cover 14 districts, across 280 venues on RTE sharing and community entitlement providing a toll free number for grievances.
- 'Utsav Vidyarambha' Programme conducted in all schools with distribution of textbooks reading of letter by the Chief Minister to SMC members and teachers and students, cleaning of school, and holding procession.
- Saturday Clubs are organized covering cultural activity by young women and older women in LP and UP schools. Inclusive 'Rangmela' conducted from school to state level in LP schools covering co-scholastics areas for the first time .

Concerns:

- Mother's group allotted more "homely" duties related to MDM, cleanliness in school. SMC has 50% women representatives but few in leadership positions. Women members self perception is that they are not equipped to develop SDP,, manage accounts and finance.

Recommendations:

- Mothers' Group should get represented in SMCs on a mandatory basis The state target women SMC members should undergo technical training on SDP, Finance and accounts to break stereo types and build women's confidence.

Early Child Hood Care Education (ECCE):

The Ka-Sreni programme is running in all schools with SSA providing a volunteer 1165 Primary schools where a Ka-Sreni worker is engaged through SMC to teach children who have completed 4 years for 3 hours in a school working day.

Achievements:

- Integration of ECCE with trained Ka-Sreni teachers has promoted school readiness, identification of learners and enrolment for class I.
- Well developed curriculum around themes and teaching learning material with focus of puzzles, visual kits and cards. Songs and rhyme books provided.
- Ka-Sreni workers selected through SMCs providing key support to single teacher schools.
- Convergence with ICDS officials at district and block level.

Concern:

- English book provided to children not contextualized to the life world of the children

Recommendations:

- The English book for learners needs to be contextualized in accordance with the life, culture and images that children see around them for this age group. Districts can develop own books reflecting diversity of Assam's four major regions.

Goal 2: Bridging gender and Social Gaps

A. Gender gaps

In the state a total of 58,86,399 lakh children have been enrolled in Primary and Upper Primary section, of whom 35,09,718 lakh of children have been enrolled in Primary section and 23,76,681 lakh children have been enrolled in Upper Primary section. Out of the total number 17,98,337 lakh are boys and 17,11,381 are girls.

Net Enrolment Rate for Girls:

Year	Primary	Upper Primary
2008-09	95.2%	93.6%
2009-10	97.2%	82.7%
2009-10	96.2%	85.8%

Gender Parity Index Table:

	2002-03	2010-11
Lower Primary	0.934	0.969
Upper Primary	0.910	1.307

In the State, the enrolment of boys and girls is 51.4% and 48.6% respectively. The Gender Parity Index at the Upper Primary indicates a tilt in favour of girls transiting to Upper Primary. The transition rate has gone up from 80.8% in 2009-10 to 92.4% for girls in 2010-11 and from 82.1% to 89.5% for boys in the same period.

Increasing girls' access has been achieved through life skills programme, district level seminars on Gender, programmes against Child Marriage the KGBV intervention, NPEGEL activities, Meena Clubs , developing Girls friendly Model Cluster schools, distribution of uniforms, Martial arts training etc.

Concerns:

- Dropout rates for girls at primary and upper primary is still 7.2% and 14.4% respectively. Qualitative documentation in certain districts indicates irregular attendance of girls from marginalized communities. Domestic responsibilities, menstruation, ill health and festivals are contributing factors..

- Rationalization of spending on girls education not done at the district level, leading to excessive expenditures and focus on one activity. It was observed in one district that 80% of the fund was spent on martial arts training, with few resources left to conduct other activities.
- SSA functionaries view women's mobility and visibility in the public sphere as indicator of gender equality. Gender roles and stereotypes are not understood. Teachers and Head Masters are increasingly working with community through SMCs and Mothers Groups and they need to understand gender issues specific to communities.

Recommendations:

- Bridging of Gender Gaps needs to address fresh challenges emerging within the domain of quality, as access of girls to schooling is achieved. Attendance, learning achievement levels of girls, co-scholastic activities available for girls be developed as future criterion to track gender gaps.
- Scholarship for girls completing class six and eight be introduced.
- Annual training and orientation on Gender and equity issues of teachers and head teachers at the district and of BRC and CRC staff be ensured. Assam Mahila Samata Society (AMSS) be made responsible for conducting these training across all districts for SSA and for preparing the teacher training module and orienting key RPs.

KGBV INTERVENTION:

In Assam 37 KGBVs (3 of Model I with enrolment of 100 girls each and 34 of Model II with enrolment of 50 girls each) or operational in 37 blocks, covering 2000 girls. In the year 2010-11 close to 10 KGBVs were constructed and learners shifted to their new residence. In 2010-11, 20 new KGBVs were sanctioned, which are yet to be operationalized.

Social category wise number of girls covered in 37 KGBVs is:

SC	ST	OBC	Minority	Others	Total
103	739	416	699	43	2000

Of the 2000 girls enrolment 1925 are dropouts and 75 girls are never enrolled. There are 19 CWSN learners, 13 orphans and 194 girls who belong to single parent families.

Achievements:

- Enrolment of girls from the minority community in KGBV.
- Inclusion of vocational training, life skills, computer, martial arts and sports in the curriculum.
- Involvement of KGBV girls in mobilizing community on importance of girls in education and in enrolment drive for KGBVs through street plays.

Concerns:

- Progress regarding operationalization of KGBVs slow
- Enrolment of girls in terms of full utilization of capacity of existing KGBVs requires attention
- Predominance of Model II limits outreach of intervention to a greater number of girls. Also, 50 girls in a KGBV does not give a sense of an Upper Primary School.
- Concerns regarding sustaining education of KGBV girls for completing secondary and higher secondary need to be addressed to strengthen outcomes of SSA interventions.
- KGBV teachers training focus on health, hygiene, life skills and academic skilling. There is an absence of trainings on building counseling skills and in handling gender issues such as violence, abuse etc.
- No research available on quality of learning among girls in KGBVs
- Utilization of funds for KGBV is 26% for the period up to December 2011 indicating slow construction of KGBV buildings. The state has been waiting for the Public works Department to set its norms to initiate construction.

Recommendations:

- Utilization of KGBV funds by the state to speed up targets: operationalization of 20 KGBVs and increasing enrolment of girls for optimal utilization
- Assam move to transforming Model II KGBVs to Model I to ensure optimal utilization of financial resources and increase outreach.
- KGBVs be upgraded to cover classes 9 and 10 and vocational courses be included in the upgraded KGBVs. SMO to develop 'Forward Looking Strategy' paper to integrate RMSA resources, hostel funds, etc to ensure retention and transition to Secondary and Higher Secondary education- with RMSA.
- Trained and regular teachers be provided in KGBV to ensure integration within the educational system and quality of learning and teaching
- KGBV teachers trained on Gender and Equity as a compulsory component of their annual training plan. Counseling skill training be provided in collaboration with trained counselors.
- Tracer studies be initiated on girls completing Upper Primary education from KGBVs to understand mainstreaming, retention and academic performance of KGBV girls in secondary schools.

NPEGEL:

NPEGEL Programme implemented in 98 clusters of 15 EBB's of 8 Districts. In three Districts the NPEGEL programme implemented by Assam Mahila Samata Society. Total of 3920 children covered under the programme.

Achievements: Activities include trainings of head teachers in 55 Model cluster schools, Annual Cluster Girls Convention, celebration of Girl Child Day, educational tours for girls, Talent Search Examination, Sports promotion, Life Skills training and sensitization of CBOs and Mothers Group.

Concerns: Quality of NPEGL intervention in non AMSS Districts is not clear. Convergence with AMSS in these Districts is adhoc and dependent on the initiatives of particular Districts.

Recommendation:

- Convergence with AMSS be formalized at state level to cover all Districts, with AMSS in training and preparing Master Resource Persons in districts where it does not work directly.

B. Social Gaps: Scheduled Caste, Scheduled Tribe, Muslim Minority

Enrolment share across Social Group & Gender:

DISE		2003-04	2006-07	2009-10	2010-11
Share of girls	Primary	49.20%	49.60%	49.80%	49.60%
	Upper Primary	48.20%	49.60%	51.30%	51.30%
Share of SC students	Elementary	10.20%	10.00%	10.20%	10.10%
Share of ST students	Elementary	15.10%	14.10%	14.90%	14.90%
Share of Muslim Students	Elementary	33.90%	33.90%	35.60%	36.70%

- The social gap in terms of enrolment across different social categories is reducing.
- The most significant jump is recorded for Minority students which is an achievement for the State, where the share has gone up by three percent.

Achievements:

- Interventions include identifications and mobilization of vulnerable groups, priority to girls from marginalized communities in KGBV, specific support to Madrassa through convergence with Multi Sector Development Programme under department of Minority Affairs through provision of Education Volunteer. Salary and TLM in terms of running AIE special training covering 51,350 learners in 809 Madrassas.

Concerns:

- In both the Tea Garden Management Schools, close to 500 schools covering 58,336 children, do not follow RTE guidelines. Infrastructure conditions are poor, PTR is 50:1. Trained teachers are absent, with factory staff teaching students.
- Studies show transition and drop-out rates alarming in Tea Garden Management Schools.

- In the case of Madrassas too, limited teaching hours negatively impacts the achievement levels of learners with SSA volunteers having little control over instructional time.

Social Category wise average annual dropout rate 2010-11

Years	Primary			Upper Primary		
	Boys	Girls	Total	Boys	Girls	Total
SC	5.7%	5.5%	5.6%	14.2%	12.8%	13.5%
ST	4.9%	4.4%	4.7%	8.0%	9.6%	8.8%
Minority	13.7%	8.2%	11.0%	23.8%	18.5%	21.0%

Source: DISE 2010-11 (Data for Primary indicates dropout at class IV and for Upper Primary at class VII as Assam has moved to 8 year Elementary cycle only this year)

- Transition rates of boys, across social categories indicates high drop out rate among Muslim boys at both Primary, ballooning to 23:8% at Upper Primary. Among SC boys too, the rate increases from 5.7% at Primary to almost triple at Upper Primary at 14.2%. Tribal girls do marginally worse than tribal boys. In the case of both minority children the picture emerging is one that oscillates between the glass being half full (in terms of enrolment increase) or half empty - high dropouts in mind.

Recommendations:

- A qualitative study be conducted to understand factors contributing to high dropout rates among boys from Muslim community and Scheduled Caste and girls from Scheduled Tribe..
- Hostels be opened for boys from remote regions or highly vulnerable pockets supporting their access to and retention in Upper Primary Schools.
- SSA explore possibilities of working on a special programme for Tea Garden Management (TGM) Schools. Legally TGM is responsible only for education till class IV. Legal action at State Mission Office supplement efforts to ensure that RTE guidelines are followed.
- A system of tracking those madrasa student who are out of the formal system and are not part of existing STC or AIE interventions be undertaken. These children be identified as out of school children.

C. Children with Special Needs

INCLUSIVE EDUCATION:

Of 99,476 children identified with CWSN in the State 69,643 have been enrolled in school, 3577 have been enrolled in AIE and 26,256 are being covered through Home Based Education. VET provides robust mapping of children with special needs.

Achievements:

Infrastructure related interventions include:

- Ramp and railings provided in 32,421 schools covering 84.25% schools.
- Disabled friendly toilets in 6712 schools (17.4%).
- Aids and Appliance related support provided to 45,253 (78.4%) children.
- 3 to 6 day trainings on CWSN provided to 49.44% teachers.
- 290 RTs appointed and 2802 Inclusive Education Volunteers appointed.
- 152 Resource Persons have been upgraded to Resource Teacher.
- Medical Assessment has been completed and requirements of aids and appliances submitted from Districts.
- Convergence with National Rural Health Mission to cover all children in 40,000 schools for Ear, Nose Throat problems, eye operations covered through this convergence and also with Hridalaya in Karnataka. Operations conducted for children with Cleft lip problems for over 400 CWSN through operation SMILE.
- Braille books completed based on NCERT syllabus for classes II, IV and V
- Community Awareness programme. and involvement of Gaon panchayats in identification and mobilization of families with CWSN
- Translation of Training Modules on different special needs from English to Assamese.
- Families from Below Poverty Line accessing the Resource Centre with transport costs working in a positive direction. Families reported progress in the mobility and achievements of their children.
- Peer support and integration of CWSN children visible in the classrooms visited.

Concerns:

- Lack of trained volunteers in the state as there are only 2 RCI approved institutes. Para medic support is virtually non-existent.
- Delays in aids and appliances reaching CWSN impacts CWSN with Limb measurements changing in growing children. ALIMCO is Primary supplier, who provides wheel chair and tricycles in large numbers. However, delays in other appliances like hearing aid etc. has implications for the success of the interventions as children with Loco Motor impairment constitute (close to 20,000 in number) the largest category of CWSN children. Hearing impairment and low vision affected children combined constitute close to 30,000 children in the State
- Kits and materials for Resource Centres not available locally, such as parallel bass, physio-ball walkers etc. Tendering and national bidding time consuming and results in delays.
- Multi Category training needs strengthening as assessment of children particularly related to mental retardation challenging for volunteers. Teachers too find coping with multi level teaching and CWSN children challenging in the classroom.
- Progress on construction of 10 Resource rooms has been slow, part of it being reflected in under utilization of budget (25.45% utilization) till September 2011.

Recommendations:

- **Construction of 10 Resource Centres at Block level should be completed at the earliest.**
- **Regional centre or National Centre should be set up for procurement of TLM/ Rehabilitation equipment for Resource centre to reduce time lapse. Given the chronic dearth of infrastructural and technical resources in the North Eastern region for CWSN, MHRD and the Ministry of Social Justice North East can jointly develop a strategy to enhance rehabilitation and education support in this region**
- **Focus on assessment and strengthening of Multi category training of volunteers. Remedial teaching should be strengthened in the classroom both for teachers and volunteers.**

Goal 3: All Children Retained in education system

Achievements

Retention:

- Retention rate at primary level has gone up from 78.4% in 2009-10 to 79.2% in 2010-11
- The retention rate of girls(87.6% in 2010-11) is higher than boys (82.8%) at Upper Primary

Review of interventions

The following noteworthy interventions have been undertaken by the state to improve retention and quality:

- Distribution of free textbooks in 10 mediums to all children was done on the first day of the new academic session in January 2011
- Provision of mid day meals to all children, including those at the STCs
- Provision of two sets of uniforms to all children below poverty line
- Monitoring of teacher and student attendance and absenteeism by the CRCs through a monthly reporting format

Concerns

- Retention rate at the upper primary level has gone down from 86% in 2009-10 to 85.2% in 2010-11. The retention rate of boys is lower than girls at both primary and upper primary and has increased only 1 percentage point from 2009-10 compared to girls, which has risen by 2.5 percentage points. The retention rate at primary level (grade 1 to 5) is 56% as compared to the national average rate of 73% as per DISE 2010-11. The state sharing shows the retention rate of 79.2% at primary level. (discrepancy of data)
- Drop out rates are substantially high (15%) at the upper primary level and 8% at primary level

Recommendations

- As retention is directly linked with quality, more attention has to be paid to improving the standard of teaching -learning in the classroom
- Greater emphasis needs to be paid to the SMCs so they take on more responsibility towards improving student attendance and retention.

Goal 4: Education of Satisfactory Quality

Curricular reforms

The school curriculum has been finalized on the basis of NCF 2005 from classes 1 to 8. The NCERT textbooks have been adopted for math, science, English and Hindi. Social Science textbooks have been adapted to NCF 2005 guidelines. The textbooks bring in the context of Assam in a structured way through primary and upper primary textbooks and have been adapted in 10 mediums. CCE has been introduced at the state level as the student evaluation mechanism.

Teacher availability

The state level PTR reported in DISE 2010-11 for primary is 26:1, and for Upper Primary is 17:1.

The Education Minister shared at the State Wrap-Up meeting that the actual PTR is much higher and could be 1:46 at primary level based on calculations done at the state level.

The total teachers in position is 74,361 (as per record of DEE) and total requirement is 49,965 LP teachers.

The subject specific requirement of UP, as laid down in the Schedule of RTE Act, 2009 has been worked out as follows:

- Science & Mathematics = 14,848
- Social Science = 17,710
- Language = 9,758
- Total = 42,316

Concerns:

- There is a serious shortfall of teachers and much depends on how many will clear the TET. If the state PTR estimates are correct, the problem regarding teacher deficit is even graver.
- There are 6 classes (including Ka-Sreni) in all primary schools and in small schools with just 2 teachers the teacher to class ratio become 1:3. This is adversely affecting quality.
- There is also a serious shortage of science and math teachers at the upper primary level.
- Effectiveness of teacher redeployment is yet to be seen on the ground.

Recommendation:

- The actual PTR should be calculated based on the real ground situation and reported to MHRD as well as used for teacher deployment by the state

Teacher training

Achievements:

- A number of teacher training programmes have been held for teachers, with 10 days covered in continuity over the year and the rest as part of the monthly Saturday cluster meetings.

- The trainings have focussed on the new textbooks, math, English, academic challenges in the classroom, Ka - Sreni, Smart School (Computer Aided Learning), Inclusive Education, Health and Hygiene.
- A recent joint initiative between SSA and the British Council is directed towards providing English language training in the state to help teachers transact the new English textbook from Classes 1 to 5

Concerns:

- The trainings are more focussed on theory and less on practice in the classroom. Th size of the trainee group is too unwieldy warranting few interactive or activity based work. There is no demonstration component for teachers to gain practical insights into methodology. Academic content is repetitive and requires a serious reformulation.
- There is a lack of documentation on the process of development of training modules (i.e. taking into account training needs of teachers)
- Impact of training is not clearly visible in the classroom
- Head Teachers/Principals are ill equipped with skills for school leadership and management
- Distance course from IGNOU and Diploma Course from K.K. Handique University being considered as the recognized qualifications for new teachers entering the system. A five year window provided to achieve qualification. The quality of long distance courses to prepare them for teaching is a concern.

Recommendations:

- Teacher Training programmes should be designed keeping in mind both the needs of the teachers and their skill and ability levels. Optimal size of trainee batches should not exceed 40 in number and Resource Persons should not have additional responsibility of logistics and food arrangements
- Some innovative approaches could be adopted to teacher training. Training could be imparted using audio-visual media, video lessons of effective classroom practices, films of effective teachers demonstrating teaching of difficult concepts in the classroom.
- The state/SCERT could explore partnering with specialized institutions for imparting school leadership and management training for school principals. This should also include administrative and financial management skills.
- Distance courses include a significant period of contact programme for teacher trainees on a compulsory basis. State consider regular Diploma courses as part of its long term vision of building institutional capacity building for teacher training.

Availability of teaching learning materials

Teachers' grants for teaching learning materials (Rs. 500 per teacher) have been used for purchase of teaching learning materials. However, very few materials have been purchased and appeared to

have been used sparingly for children (e.g. skeleton, microscope) as they looked new. Other materials include globes, abacus, dice.

The blackboards in some schools visited appeared to be over used and in some cases not clearly visible to children in the back rows or even due to poor lighting in the classrooms.

There was a display of educational charts in some classrooms. BALA elements added colour and brightness in the schools.

The school libraries observed during the field visit were inside single cupboards in the headteacher/staff room and inaccessible to children. The books were very old, worn out and dull, and some were moth eaten. They did not appear to appealing for children.

The state has finalized a contract with the National Book Trust to provide a variety of library books to all schools in this session.

Recommendations:

- Efforts should be made in sourcing/developing high quality teaching-learning resources to supplement textbook teaching and specific training should be provided to teachers on the concept and use of the materials
- A library programme should be designed and implemented with creative story telling and reading - writing, vocabulary activities, etc. Regular issuing of books by rotation to all children to inculcate reading habits

Classroom practices

- The practices primarily include lecture and discussions in upper primary sections.
- In primary classes action rhymes used extensively with loud reading
- Writing work in language includes formal writing and practice of consonants and vowel charts
- Project work for class 5 children included usual write-ups on well known personalities
- Morning assembly observed was student led and included quiz rhymes, news reading, peer management. This is a positive development in promoting student participation and leadership skills

Recommendation

- Concerted effort needs to be made to expose/showcase good practices in teaching -learning methodologies to teachers through workshop mode and exposure visits. Monthly meetings of teachers could be a good forum for demonstration and sharing of good practices

Pupil Assessment Systems

With the enactment of RtE the CCE methodology is to be made operational to monitor progress of student learning and over all development.

Achievements

- State level workshops on CCE have been held with experts from NCERT
- Subject and class wise lesson divisions with learning milestones have been prepared
- Children progress report cards have been developed for both scholastic and co-scholastic areas
- Teachers' Handbook on CCE has been developed
- Teacher training will be conducted in Feb-March 2012

Concerns

- The state has changed the earlier examination system (half yearly and annual exams) to four semesters and unit tests, but the teachers haven't received any orientation and find it very challenging to set the question papers for unit tests (for smaller study units) and semester exams. There is an issue of skills and ability of the teachers in being able to do this
- Students have been subjected to more number of tests in the process but are not being evaluated comprehensively for their holistic development.

Recommendations

- As this is a new and untried concept, the state will have to make concerted efforts to begin the implementation of CCE and ensure that the focus is on formative rather than summative evaluation. Moreover, it needs to be understood that CCE is meant to be a feedback mechanism for teachers to improve/modify their teaching to meet the students' learning needs, hence the need for '*continuous*' evaluation.
- The '*comprehensive*' nature of evaluation needs to integrate the over all development of the learner covering both scholastic and non-scholastic areas
- Sustained orientation is required in CCE from state , district, block to cluster and school level
- It would help for the SMO to organize exposure visits for the state and district resource persons to other states that have undertaken the good practices of CCE implementation (Rajasthan may be considered)

Student learning levels

The student learning levels as reported from DISE 2008-09, 2009-10 and 2010-11 has been fairly constant over the past three years:

Passed with >60%	Class 4	Class 7
2008-09	29.7%	20.9%
2009-10	30.1%	22.1%
2010-11	31.9%	22.5%

During the visit, a general perception was that the language reading levels were better than the math levels, but this is not backed with sufficient evidence.

Some Learning Enhancement Programmes have been implemented: 'Learning to Learn' in one district for to enhance reading skills of Tea Garden learners, 'Akhywa Likhwaya' for classes 1 and 2 focussing on writing skills, 'Vigyan Jagran Yatra' holding competitions, model preparations to promote science learning for Upper Primary students and promotion of Children's Diaries.

Achievements

The state has been conducting a scholarship exam at class 4 and class 7 at district level and granting scholarships to the top performing students for three years. A decision has been taken to hold the exam at classes 5 and 8 at the state level and grant scholarships to the top 1 lakh qualifying students qualifying the class 5 exam and top 1 lakh qualifying the class 8 exam who will be awarded Rs. 5,000 each to be kept in fixed deposit and given to them after 3 years (at class 8 and 11 respectively). It will be mandatory for all students to appear in these exams

Computer Aided Learning (CAL) Programme

All the schools covered under Computer Aided Learning as specified as "Smart School. Now, altogether 2270 upper primary schools are covered under Computer Aided Learning. In the current year, another 450 schools are approved by Project Approval Board for coverage under CAL.

The use of Multi-media content developed by SSA, Assam and mapping with the text book is the major part of the training. Multimedia content developed on 31 hard spots for Science, Mathematics and English in three regional language viz. Assamese, Bengali and Bodo. The GOA has implemented new text book from academic year 2011 as per NCF 2005, so it was decided to develop new Multimedia content based on new text book. During 2010-11, the process of developing multimedia content is finalized and work is going on. It was decided to develop (60 hard spots) 10 hard spots for science, Mathematics and English in three medium viz. Assamese, Bodo and Bengali for all the smart schools/ KGBVs.

Concerns

- Apart from the reporting to the DISE, there is no system of knowing the student achievement levels at the state level. This will continue to be a major challenge when CCE is implemented.
- There are errors in the CAL content that need to be addressed in order to maintain the quality of the material
- The CAL content is not based on the syllabus hence has not been able to interest the teachers to the extent it was intended to do

Recommendations

- The state may consider a periodic state level assessment of student learning to provide feedback on teacher training needs, textbooks, teaching methodologies, etc
- The scholarship exam reform is a welcome initiative and careful attention has to be paid on the nature of the question papers so conceptual learning and grade level competencies are tested. Only then will it serve the purpose of enhancing teaching-learning standards. .
- The CAL curriculum should be made more comprehensive so students are able to perform minimum computer functions like use of MS Office .

Financial Management

Financial Progress

(Rs. In lakh)

Year	Approved Outlay	Fund Available	Total Expenditure	% expenditure against approved outlay	% expenditure against available fund
2009-10	60473.68	59204.16	48707.01	81%	82%
2010-11	114435.17	89168.84	85580.16	75%	96%
2011-12 (Up to Dec.11)	147834.72	104005.53	69669.10	47%	67%

(Source : State Presentation)

Status of State share

(Rs. In lakh)

Approved Outlay	Share of the Outlay			Share Released	
	13th FC	GOI Share	GOA Share	GoI	GoA
147834.72	4000.00	129451.25	14383.47	91147.73	9115.00

(Source : State Presentation)

Financial Management and Procurement

Achievements

- The state government expenditure on elementary education is being maintained annually against the 1999-2000 base year
- Transfer of funds are being made electronically right up to the SMC level to the maximum extent possible
- The Statutory Audit for FY 2010-11 was completed in due time and 26 Chartered Accountant Firms were engaged for conducting Statutory Audit of SSA, Assam for the FY 2010-11 at SMO, DMOs, SMCs including KGBV and NPEGEL.
- Out of 1096 sanctioned FM posts, 920 are filled and 176 are vacant. The state plans to fill the vacant positions (16%) by February 2012
- 2 days training has been provided to district level FM staff for maintenance of accounts, financial monitoring, compilation of accounts, 2 days training at the Block level for the SMC Presidents and Member Secretaries on accounts keeping and 3 days training at the state level on Tally ERP-9 for FAOs and Block Accountants
- The state has been using accounting software (Tally ERP-9 customized) at SMO, DMO and BMO since 2009-10 across 23 districts and 145 blocks. Manual book of accounts are being maintained simultaneously

Concerns

- In the current financial year the state's total expenditure against approved outlay is 47% (till December 2011). The interventions where expenditure is low are :
 - New Teachers' salary (0%),
 - Block Resource Center (35%),
 - Cluster Resource Center (19%),
 - Interventions for OOSC (23%),
 - Uniform (0%),
 - Teaching Learning Equipment (31%),
 - Management Cost (29%),
 - Innovation (26%),
 - Community Training (22%),
 - Residential Schools (0%) and
 - KGBV (26%)

The state has reported that expenditure is low mainly because of not being able to recruit the new teachers, Resource Persons etc.

- The post of the Chief Accounts Officer at the State level is vacant
- While there is an internal audit mechanism, all the posts are not filled (2 of the 3 internal auditors post at the state level are vacant, and there are no filled posts against the 26 sanctioned posts at the district level (100% vacant posts))

At the wrap-up meeting, the State Mission Director clarified that the internal auditors' posts are vacant because the audit is being carried out by chartered accountants thereby being done more rigorously and the issues raised in the audit are being responded to systematically.

Recommendations

- It is advised that a follow-up discussion on the internal audit mechanism should be done with MHRD for a common understanding on the same and an update be provided on cost items that have significant under utilization of funds

Program Management

Staffing and capacity building

S.No.	Level	Sanctioned Post	In Position	Vacant	% vacant	Posts with higher Vacancies
1	State	129	97	32	25%	Associate/Joint/Deputy Directors (100%), Statistical Officer (100%), Asst. Research Officer/ Asst. (100%), Consultant (CM) (50%), Alternative Schooling Coordinators and Consultant (100%), Translator (100%), Chief Accounts Officer (100%), Accounts Officer (33%), Cashier (100%), Internal Auditors (67%), Administrative officers (75%),
2	District	1244	1055	189	15%	ADMC (96%), Internal Auditors (100%),
3	Block	3004	1635	1369	46%	ABRC (95%), Resource Teachers (90%), RP (IE) (50%), MIS (56%),
4	Cluster	2473	211	2262	91%	CRCC (91%)
	Total	6850	2998	3852	56%	

Achievements:

- It is commendable that the state has made special efforts to recruit accountants at block level with only 13% vacant positions now. This is significant progress since the IPAI (Institute of

Public Auditors of India) report which pointed out large number of vacancies against this post at the block level

- Major efforts have been made towards capacity building of the following staff:
 - All SSA engineers (467) ranging from District level Civil Works to Technical Resource Persons have been given trainings of 3 days from experts of IITs and other Engineering Colleges
 - The Accounts Staff (854) of 145 blocks have been provided 3-5 day long trainings on accounting

Concern:

- There are some posts with outstanding vacancies (as shown in the table above). While 25% of the posts are vacant at the state level, most of the vacancies are at the block and cluster level

Recommendation:

- The state should urgently look to filling up of the critical posts to ensure the system functions smoothly

Monitoring and Supervision arrangements, Monitoring institutions

Monitoring mechanisms have been laid out. District and Block Advisory Core Groups (DACG and BACG) have been set up for the primary and upper primary levels and meetings are held regularly. These groups are responsible for supervision and monitoring. In addition the BRCCs and CRCCs are involved in the school monitoring.

The Dibrugarh University, the monitoring institution for the SSA programme in Assam, has completed the monitoring exercise and the monitoring report is awaited from them.

Concerns:

- There is a weak link between the SISs and the CRCCs with overlap of responsibilities but a gap in sharing of their work.
- All the functions of the CRCCs are unclear. The data collected in their monthly monitoring format includes teacher and student attendance, school timings, time of morning assembly, number of instructional days and children's subject grades. How the data on the children's learning is used by the CRCC to provide academic support to teachers wasn't clearly articulated (from the discussion with CRCCs at the monthly BRC meeting in Kamrup rural district)
- The Report from the Monitoring Institute is pending

Recommendations:

- There should be more convergence and sharing of work, daily practices between the SISs and the CRCCs
- The CRCCs should be made a stronger link between the schools and the BRC to improve pedagogy and strengthen academic support to teachers.

Data issues, EMIS etc

The process of DISE 2011-12 was initiated in September 2011. A programme ('Jan Vachan') was carried out at each SMC to authenticate the data captured from the schools. 10% physical verification of DISE format at the district level, 25% physical verification at block level and 100% physical verification at cluster level has been undertaken.

Concerns:

- The DISE collection from schools to block level and aggregation upwards is working well. However, it is not clear how much of the DISE data (School, Cluster, Block and District Report Cards) is being analysed and used at each of the levels by the officials, and head teachers of the schools
- School records are not maintained systematically for easy retrieval and use

Recommendations:

- 5% sample check of the DISE data by an external third party should be undertaken and findings shared back to improve data integrity
- The DISE data should be fed back to the schools and maintained in the school records
- Training should be provided to teachers and head teachers on systematic maintenance of school records and should be standardized across all schools

Research and evaluation

In 2010-11, the state has undertaken state level studies on :

1. Impact of teacher attendance on attendance rate and performance level of learners
2. Assessment of status of education at Elementary stage in the Tea Garden areas
3. Assessment of the achievement level of children in reading and writing

The draft reports of these studies have been submitted.

For 2011-12, the state is proposing studies on :

- Effectiveness of teacher training programme at elementary level
- Impact of Home Based Education provided to Children with Special Needs
- 5% sample check of DISE data 2012-13
- Drop-out at Elementary stage and baseline assessment survey

Concerns:

- How are the research findings used to improve the programme?

Recommendations:

- It is recommended that research studies should be done on
 - i. The impact of the academic support provided by the CRCs to teachers
 - ii. Feedback from teachers on their training needs and the process flow for integrating this into development of training modules at BRC, DIET and SCERT level
 - iii. Tracer Study of KGBV girls performance after their transition to secondary and higher secondary
 - iv. Study on reasons for drop-out of boys from marginalized communities
- There should be a documentation of the manner in which various research study findings are being used in programme implementation to improve/modify strategies.

Readiness of the System to take on the increase in allocations (as SSA becomes the vehicle to implement RTE)**RTE PREPAREDNESS:**

1. The State has taken proactive steps to move towards compliance with RTE act in the last year.
2. A significant step has been notification of the Assam Right of Children to Free and Compulsory Education Rules on 11th July 2011.
3. The Mission Director, Sarva Siksha Abhiyan; Director, Elementary Education; Director, SCERT and Commissioner & Secretary, Education (Elementary) Department, Assam has been notified as "The implementing Authority of the Act."
4. The Act specifies the following:
 - In respect of children in classes I-V, a school shall be established within a walking distance of one KM of the neighborhood.
 - In respect of children in classes VI-VIII, a school shall be established within a walking distance of 3 KM of the neighborhood.
5. Authority is given to the Government, the Autonomous Council or the local authority, as the case may be, to upgrade existing Lower Primary Schools to Upper Primary Schools, wherever required.

6. In respect of schools which start from class VI onwards, the Government, the Autonomous Council or the local authority, as the case may be, may also attempt to add classes I-IV, if required.
7. The State Rule notifies for easy, barrier free, safe and easy transportation arrangements for all children with Special Needs to attend school and complete elementary education.
8. The Eight Year Elementary Education Cycle from Class I to Class VIII has been notified and implemented in 2010-11.
9. All the Bridge Course Centres, functioning in the state under SSA, Assam has already been converted to Special Training Centres, as defined in the State Rule.
10. Guideline has been formulated for implementing of Special Training Programme as per section IV of RTE Act 2009.
11. The State Commission for Protection of Child Right (SCPCR) has been constituted by Govt. of Assam, and it is functioning in the State already.
12. Notifications issued by the Elementary Department over April, June and August 2011 regarding: ban on private tuitions by Government Elementary teachers; corporal punishment; detention; fees and screening for admission. Notifications have also specified number of working days for Primary Schools as 200 and 220 Upper Primary. 800 instructional hours for Primary teachers and 1000 hours for Upper Primary teachers.
13. Rationalization of teachers is a key challenge facing the state and it has moved towards achieving the PTR norms prescribed in RTE through a 3 phase plan of first ensuring that a second teacher is transferred to Single teacher school. The District level Committee has been empowered to assess and order transfer of teachers from within the block or District – as necessary. This phase has been completed.
14. In order to meet shortage of qualified teachers within the Government System a Teacher Eligibility Test was conducted in January 2012 in which over 3 lakh candidates participated. A five year time limit has been kept for completion of Bachelor in Education Diploma in education.
15. As part of 'Shiksha Ka Ha Abhiyaan' 3 day training of all teachers was conducted at the State, Block and Cluster level. At the State level training was conducted with the support of Government Law College faculty and Senior Advocates.
16. Integration between the post of the SSA Mission Director and the Commissioner and Secretary of Elementary Education Assam, moving to a similar integration at the District level between the post of District Elementary Education Officer (DEEO) and District Mission Co-ordinator of SSA, at the Block the Elementary Officer is the Block Mission Co-ordinator. This upgradation of responsibilities is going to make the transition from the SSA Mission to implement by the Directorate a smooth process for the state.

2-Chhattisgarh

INDIA
SARVA SIKSHA ABHIYAN (SSA)
15th JOINT REVIEW MISSION (JRM)

STATE REPORT: Chattisgarh
January 17 - 23, 2012

1.1. Introduction

On behalf of the 15th Joint Review Mission (JRM), Jyotsna Jha (member) and Frederique Hanotier (member) visited Chhattisgarh from 19th - 24th January, 2012 to review the progress in the implementation of Sarva Shiksha Abhian (SSA) in the state as per the outcomes and objectives set out by the Gol and the Developments Partners. Ms. Maninder Kaur Dwivedi (GOI) accompanied the team as an Observer.

The members reviewed the documents and reports of the project, were apprised of the progress of the Project by the SSA team and conducted field visits to two districts, Rajnandgaon and Durg. The Mission met with the State Project Director and other officials at state level, the collector of the districts visited and interacted with SCERT representatives. The Mission visited a number of Primary Schools (PS), Upper Primary Schools (UPS), Residential and Non Residential Special Training Centers (NRSTC), Rehabilitation Training Center, KGVBs, DIETS, District / Block / Cluster Resource Centers (CRC, BRC, CRC) or representatives of both the districts.

The team wishes to thank the State Project Director and his team and the two district teams of Durg and Rajnandgaon for facilitation the visit. The mission members also would like to extend their gratitude to the District Teams, the DIET members, all teachers, students and SMC members for giving their time and providing valuable information, data and insights in the process of reviewing the progress of the Project.

1.2 Overview

Chattisgarh has made significant progress in expanding the access and increasing the participation rates of children at both primary and upper primary levels. Retention and transition rates have also shown improvement though the problem of irregular attendance is an issue in some areas. The mission appreciates the encouraging efforts made by the state for provisioning and also for enhancing the enrolment of children from marginalised communities. Another noteworthy and appreciable aspect is the efforts made for inclusion of Children with Special Needs (CWSN) in regular schools as well as making alternative provisions depending on the specific nature of the challenge that the child is facing. Active community engagement with schools visible in most places visited by the Mission is another positive achievement that needs to be mentioned.

Chhattisgarh has made considerable achievement towards the implementation of the RTE. State rules have been framed and the SCPCR is in place. Orders have been issued relating to a number of RTE guidelines including those related to corporal punishment and discrimination in the classroom.

However, the mission has a number of concerns relating to the equity and quality aspects of the intervention. The State is working seriously on quality issues and over the past years several new strategies are being piloted. While overall improvements in the school environment and infrastructure are visible, specific attention is required to improve classroom pedagogies and teacher training strategies. The in-service teacher training strategies are scattered and not based on a very well thought-through approach. The inputs on several aspects are provided in isolation and at times the inputs are not necessarily even promoting the same philosophy. For instance, two day training on Jeevan Vidya, as part of the 10 day training of teachers has no relationship with the 4 day inputs on 'six outcomes' (please see the relevant section for elaboration); while Jeevan Vidya emphasises some abstract, undefined 'spiritual' process and reinforces gender and other forms of hierarchies, six outcomes refer to aspects such as inclusive classroom and learning through exploration. Similarly, 4-day CCE training is planned for all teachers without linking the approach to the fact that MGML approach, which is operational in classes I and II, and in a large number of schools in classes I to IV, has in-built regular evaluation points. This sends conflicting signals to teachers and in many cases creates confusion. It has also led to an indifference and a casual approach towards training among teachers who do not see much sense in all these interventions.

The state has a backlog of 40000 untrained teachers who it intends to train through distance mode. Considering the severe limitations of the distance mode to train teachers who have never been trained, the Mission is concerned and would urge the state to reconsider this strategy, as this has implication for the quality of education being provided in schools largely being attended by children from marginalised communities.

Another major challenge that the state faces relates to the understanding of equity and discrimination issues. Gender related interventions are largely confined to access and supply-oriented (kits, uniforms and so on) rather than on the aspects of creating a critical understanding of gender roles and socialisation. Although KGBVs and NPEGL are operational, the empowerment based strategies are almost absent.

The presence of the Left Wing Extremist (LWE) affecting seven districts severely impacts the elementary education in these remote areas. The only intervention that the state is doing is to run residential schools in temporary structures known as Porta Cabin. This is working well but this alone is not enough. No socio-psycho counseling is being provided to children from these areas either in porta cabin or elsewhere.

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

Main Recommendations

The state has indeed made tremendous progress towards attaining universal access and enrolment. However, the state now faces a few serious challenges that need attention. These are:

1. LWE areas pose a serious challenge to SSA implementation and the attainment of the RTE goals. The state should develop separate plans for these areas taking ground situation and the possible solutions into account. This could be a comprehensive plan for elementary education taking all existing / possible resources into account and learning from other conflict areas within and outside the country.
2. The state needs to develop a clear strategy for quality where different interventions including curricular approach, textbooks, training and CCE are not isolated from each other. These should be based on the same philosophy, which is clearly understood at various levels. The state also needs to seriously consider the option of providing face-to-face training for teachers who have already joined the system without any professional qualification. We recommend that the state must develop a separate cadre for SCERT, DIET, BRC and CRC, and use them as well as access the universities / colleges for conducting face- to-face training for untrained teachers. Equity concerns relating to stereotypes and discrimination need to be viewed very much as integral to quality concerns, and not treated in isolation.
3. The state needs to get out of a mechanical and centralized approach of implementing various SSA components. A comprehensive approach where various interventions are linked to the specific needs and are also inter-connected rather than being implemented in isolation of each other needs to be developed. The provision of some percentage of total funds being earmarked as flexible funding would be important for facilitating this comprehensive approach.
4. The governance issues including human resource (the number and capacities of the staff at various levels), fund flow mechanisms and accountability measures for decisions, fund flow and expenditure at various levels need to be resolved for effective implementation. Without effective governance measures a comprehensive approach cannot be or adopted.

Progress towards the achievement of Goals

Goal 1: All Children in School

Access and Enrolment

The state is progressing towards the provision of universal elementary enrolment for all children in primary and upper primary schools. Almost all habitations are served with a primary school within 1 km and upper primary school within 3 km. According to the state, 910 habitations covering 3675 children are not eligible for primary schools and 1295 habitations covering 4369 children as per state neighborhood and/or availability of minimum students' norms. These habitations are largely concentrated in parts of Bijapur, Bastar, Dantewara and Narayanpur districts, which also happen to be left wing extremist (LWE) affected areas.

Gross Enrolment Rates (GER) is reported at 114.07 % at the primary level and 96.36 % for the upper primary level according to DISE 2010-2011. Net Enrolment Rates (NER) for the same period were reported at 97.82% for primary and 86.38% for upper primary levels. There is a drop in these rates as NER reported in the previous year was 99.52% for primary and 99.15% for upper primary. Though the enrolment rate is good (>95%) at State level, significant variations exist between different districts, and accordingly needs attention. Also, though the total enrollment has continued to rise (4,696,795 in 2010/11 in comparison with 4,619,381 in 2009/10) by 1.65% in this period, six out of 18 districts, namely Bilaspur, Dantewada, Dhamtari, Durg, Jaspur, Kanker and Koriya show a decline in their enrollment rate. The districts of Bilaspur, Dantewada, Dhamtari, Durg and Jaspur also show a reduction in their number of schools in comparison with last year. *The decline in the number of schools and enrolment, as well as the NER is easy to explain in the LWE areas where a large number of schools have been closed but the same is not true for other parts. The state should analyse and understand the issue better, so as to explain the decline adequately and if necessary take corrective actions.*

Out of school children (OoSC)

The state defined OoSC as those who are never enrolled plus enrolled but dropped out for long plus enrolled presently but have been absent from school for more than 15 continuous days. However, it is not clear how this is monitored and followed up. *A software-based tracking system has been piloted but it needs to be evaluated and firmed up before implementing it on a larger scale.*

According to the figures provided, 128,185 OoSC (67.5% from 6-11 age group and 32.5% from 11-14 age group) including 17.3% from SC, 58.3% from ST and 1.4% from Muslim communities were identified. The ST children are disproportionately high among the OoSC as compared to their population percentage (34%). The State has deployed good efforts to reach OoSC from marginalized communities including Girls, SC, ST and CWSN. Out of this total number 17.5% have been admitted in schools without special training for age appropriate enrollment, 75% require special training for age appropriate enrollment and 7.5% are yet to be admitted corresponding to 9,546 children. This includes 5,867 from LWE affected areas which are more difficult to cover. Staff mobility also remains a big issue in these areas making the implementation of any intervention difficult. Migratory children are another difficult group as they move from one place to the other frequently. Continued prevalence of child labour is another major barrier for urban areas.

Universal access to schools for children in terms of proximity to the habitation is close to being achieved. The State has aligned its policy in the light of the RTE. Primary School (PS), Upper Primary School (UPS), Residential or Non Residential Special Training Center, residential schools and hostels have largely covered children from the age group of 6 to 14 year olds. SNRTC is being run by Rmakrishna Mission Ashram for 5562 drop out children of Special Primitive Tribe Group. In Rajnandgaon district, all government buildings being not utilized are being used by SSA to run SRTC for OoSC admitted into age appropriate classes. The remaining 3,675 children from the habitations unserved as per the State neighborhood norms for PS and the 4,369 children from the habitations unserved as per the State neighborhood norms for UPS were planned to be admitted to the nearest existing school with transportation facility/escorts allowance. We did not come across any such case in the areas that we visited.

It was noted that there is no common understanding of the eligible children to special training centers. One non-residential center visited has only already mainstreamed children and was

running only after school hours. It has children of all ages and one sensed that it included some children who were regular to schools and was therefore acting as a tuition schools for them. This needs to be checked. The second center visited, a residential one, accommodated children not yet mainstreamed and was functioning as a special center the whole day. The third center visited was mixed in the sense that children were partially mainstreamed as they were attending school in the morning and were part time trained at the center level to strengthen their weaknesses. It was not clear why children were attending schools only during morning hours. One given reason was that they needed to be provided food in the residential centre and not the school.

In addition, it was noted that some children were orphans or in distress for some other reason: lost one parent and abandoned by the other, coming from very poor community and so on. While they are kept at these residential centers, this could only be a temporary solution. *The state needs to have an alternative strategy in place for their mainstreaming since the maximum duration in such center is limited to 18 months.*

For children from migratory families, 1,131 children have been enrolled in 23 seasonal hostels for migrants (SAA) and 1,200 have been enrolled in 24 Existing Tribal dormitories (SSA) for a period of 12 months. The state has identified 850 urban deprived children who have been covered under 17 night centers funded through innovation funds. Strategies for survey and identification of the urban deprived children and the special training intervention have been operationalised for the coverage of such children. For identification of OoSC in urban areas, districts with urban areas like Raipur, Bilaspur and Durg, ward has been considered as the urban equivalent of a village. The list of children in child labor is obtained from the official of Labour department of these cities. *Children in these centers appeared to be learning but there needs to be additional emphasis on counseling and motivation strategies for children and parents as well as some well thought-through strategies for employers in order to either impress upon them to disengage these children or to name and shame them in case they continue to employ the child. Greater convergence with other departments including Labour and with NGOs will help in this regard.*

In the 11 Left Wing Extremists (LWE) Special Focus districts, specific schemes have been put in place such as Porta Cabin scheme (prefabricated Bamboo structures). In Dantewada and Bijaipur which are the most affected districts, 58 residential schools and hostels (other than KGVB) have been sanctioned and are being run under Porta Cabin with the enrollment of 2,113 children. Two other similar facilities with a capacity of 1000 children are under construction in Narayanpur. *The Mission did not cover any LWE affected block or district. However, we are of the view that these schools should have special inputs on counseling and empowerment so as to allow children to get out of trauma and be prepared to face life with greater strength. A perusal of international literature on children in conflict areas would help.*

Recommendations

1. *A clear concept note explaining the approach and strategy for residential and non-residential special training centers should be developed by the state. This should also outline a clear mechanism for coordination between the centre and the regular school where the child has been admitted. The centre instructors need to be oriented on curricular approaches, pedagogy and CCE practices on the same line as teachers so that the continuity is maintained and mainstreaming is successful. This should also include the strategy for mainstreaming orphaned / children in distress. Given the background of children, it would be important to include Counseling support and some teaching-learning experiences*

on social / life skills with empowerment angle in special centers. The concept note must elaborate this aspect as well.

2. A well through-through strategy for working children, especially in urban areas where they work with individual employers, need to be worked out. This could be in convergence with other departments such as Tribal, Women and Child Welfare, etc.

3. The state could develop a separate plan for LWE areas with special strategies required. Learning from other areas in conflict would help in this context. MHRD should allow this for Chattisgarh as well as other states facing similar problems.

Goal 2: Bridging gender and Social Gaps

A. Gender gaps

According to information provided, indicators related to bridging gender and social gaps are showing a positive trend. Girls represent 48.87% of the total enrolment in Primary school and 48.96% in Upper Primary School in the year 2010-11; both increases from the previous year. The Gender Parity Index both at primary is 0.96 and at upper primary level is 0.93. At Upper Primary level the share of girls enrolment in the districts of Dhamtari and Rajnandgoan is higher than the boys. The proportion of girls' enrolment in LWE affected districts Bijapur and Dantewada is low.

All the 93 KGVBs (100 seaters) are operational and fully functional. The total girls enrolled have increased from 9100 to 9300 girls in 2010/11. Of all enrolled girls 17.9 % are SC girls, 57.3% are ST girls and 23.5% are OBC girls. *The representation of Muslim girls is lower than their population proportion.* In all these categories 77.91% comes BPL category. *However, the KGBV that we visited, a large number of girls with whom we interacted had just moved after finishing primary schooling in their villages; they were not drop-outs or never enrolled girls. This needs to be checked and corrected.*

SSA is taking help from Mahila Samakhya Society of the state to organize training of teachers as well as girls on issues of gender equity, women empowerment, skill development of girls. Three days training programme have been organized for superintendent and Gender Coordinators and a workshop for State Resource Group has been organized at State level for proper functioning of KGVB. Awards will be given for best KGBV and best Adhikshika (Superintendent). *The KGBV we visited as focusing on sports and the girls had fared well at various levels of competition. This is indeed a positive trend. However, we did not come across any example of special inputs on gender or diversity issues. In fact, the vocations skills being promoted there (e.g., sewing, home decoration related crafts) are likely to reinforce gender stereotypes.*

The NPEGEL programme is active in 14 districts where 1401 Model Cluster Schools or Saheli Shalas (including 342 new centers) are being run. A total of 583,137 girls are being covered through the programme which includes the following components: Balika Melas, Maa-Beti Sammelan, vocational training, computer and bicycle training, educational tours, coaching classes, life skills and free uniforms for BPL girls. Motivation camps like Maa-Beti Sammelan have been organized for mobilizing out of school girls and their mothers. While the Mission team did not visit existing NPEGEL programmes, it did visit an Upper Primary School where NPEGEL was active till recently.

On the site visited the 'Meena Manches' activities did not involve women from the community or even boys in the school. The teachers were not trained for that purpose and the only activity appeared to be the reading of the Meena books by a few girls.

The girls of SC, ST and Muslims and Urban Deprived Communities are being paid special attention to attend schools. Special measures are being taken such as providing free school dresses and text books, free Mid-Day-Meal, Special Coaching Classes for weak girls and special admission drive for Out of school girls into KGBVs where they are given special incentive of Rs. 50/- per month apart from being provided with other facilities mentioned above. For SC, ST girls other facilities like educational kits, skill training, special educational tours and increase in capacity of girls hostels being run by TWD department are also in operation. The girls coming from distant places have been given bicycles. The percentage of Female teachers in the state is 66.51%. Teachers have been sensitized towards existing social and gender discrimination during teacher training program at BRC and CRC level. *The Mission team noted that gender issues are addressed at DIET level and the D. Ed. students showed an awareness of the subject.*

B. Social Gaps: Scheduled Caste, Scheduled Tribe, Muslim Minority

The social gap in enrolment across the different social categories is narrowing. Based on the 2001 Census, ST children represent 32.31% of all children in the 6-14 population, while SC children make up 14.47%. The latest AW&B data suggests that 32.15% of ST children and 14.20% of SC children are enrolled in formal school, which represents an increase from the previous year.

The mission was informed that in order to make learning more relevant for these children, textbooks have been developed in five local languages, Gondi, Halbi, Kuduk, Surgujia and Chhattisgarhi, and are being piloted in 1500 primary schools. A total of 39,056 RSTC and 8,507 NRSTC are being run to mainstream children, the majority of whom are SC/ST or OBC. Ashramshalas, run by the Tribal Welfare Department, also provide residential programs focused entirely on SC/ST children. The Mission team visited 3 N/RSTC and 1 Ashramshala for girls.

In Chattisgarh Muslims children are often concentrated in urban areas while representing around 1.3% of the total population. To support the education of Muslim children the state provides Urdu textbooks. SSA programme supports 'Madarsas' in a variety of ways including the provision of school, maintenance and TLM grants, school text books, teacher training and provision of the Mid-Day Meal. *The Mission team visited a Residential Madarsas for boys. While the remaining textbooks are the same, Hindi has been replaced with Urdu textbook. The Madarsa teachers had received training in Urdu with SSA support but the additional teacher volunteer teaching EVS had not received and training.*

The state is providing a number of facilities under innovative activities for SC/ST and girl children. This includes: Educational kit in Anganwadies Kendras including child reading kit, Solar geysers and purifying water in girls ashram school, Education kit to SC and ST students of UPS, Raincoat and winter kit for girls children, and Sport Kit and musical instrument for Ashramshalas. *It is important that the state collects feedback regarding use, as the usage, especially of the kits, appeared to be very low in most places that we visited. Also, these are all supply-based interventions, and there is a need to look for more contextual interventions addressing complex issues of equity and discrimination.*

C. Children with Special Needs (CWSN)

Progress in identifying CWSN children have been made however remains slow (less than 2%), especially for those children who have learning disabled. Out of 101,263 CWSN children, 41,244 children have learning disability. According to the information provided, 59,026 children are enrolled in schools and 384 are covered through the School Readiness Program. An additional 384 students (most of whom have multiple disabilities) receive home-based education. *The Mission team visited one resource centre at BRC where children are brought regularly for support. The Mission also visited one residential center that was located in the premises of a PS and UPS School and activities adapted to the needs of the children could be observed. Some of them have also been mainstreamed in the school. The school children are also sensitized and pay special attention to include these children in their classes. The children seemed happy despite the fact that parents did not visit them very regularly. TLM and other material were available, and children seemed to be learning. We also visited one Home based centre that appeared to be working regularly and effectively. However, there exist a large number of vacancies, as it is not easy to find qualified personnel.*

Recommendations

- 1. The empowerment based inputs on leadership and social skills needs to be strengthened in general, especially in KGBVs and NPGEL schools. The component on sexual education also needs to be included. Several NGOs have significant experience in developing curriculum and modules for adolescent girls and the state could explore further collaborations. The state could also look at the experiences of certain districts in a few other states (U.P, Gujarat) that have demonstrated good initiatives and some NGOs for exchange of ideas. The state must have a relook at the process being adopted for identification of girls for admission to the KGBVs so that it continues to fulfil the needs of underprivileged girls.*
- 2. The state has a large number of Ashram schools for girls both at primary and upper primary levels where the standards are not the same as KGBV. SSA is providing a number of inputs but it would help further if they could be twinned with KGBVs to facilitate the exchange of ideas, especially on sexual education and empowerment related inputs.*
- 3. The Mission appreciates the efforts made for inclusion of CWSN. However, despite significant efforts to increase CWSN identification and enrolment, the services provided are presently inadequate and require a lot of augmentation. Lack of staff and trained persons at BRC and CRC level could prove critical. The presence of only male teachers in the centres with girls is a cause of concern. The state should develop clear guidelines for protection of children against any form of abuse for all schools, especially residential centers for CWSn and KGBVs. Collaboration with Women and Child Welfare could help in this regard.*

Goal 3: All Children Retained in education system

The latest DISE data shows Chattisgarh's retention rate for primary classes as nearly 75 percent. This is higher than the national average of 73.4 percent. 97.5 percent have been reported to be transiting from primary to upper primary level in 2009-10. The average repetition rates are 5.7 and 2.7 percent for primary and upper primary levels. The availability of teachers and adequate physical infrastructure is considered important for retention. The state still has a high proportion of

single teacher schools: 9.2 percent of primary and 7.9 percent of upper primary schools were reported to be single teacher schools in the state. Nearly 5 to 20 percent children were absent in at least half of the classes visited by the Mission. This could be an issue for retention and quality.

Transition from Primary to Upper primary Schools

To address the gap between Primary and Upper Primary, since last year the Head Masters of PS have the responsibility to ensure that Transfer Certificate from PS are delivered only after the proof of enrollment to UPS has been provided by the parents. Therefore, the same Transfer Certificate could be provided directly to the UPS after enrolment. We saw this operational in the field and the communities appeared to be well aware of the responsibility of monitoring that transition from primary to upper primary is smooth. The community also appeared to be well aware about children who were irregular and was trying to persuade them to be more regular in some places.

Physical Environment

33.6 percent of primary schools have student classroom ratio (SCR) higher than 30 and 24.4 percent of upper primary schools have a SCR higher than 35. Although it has made improvements in some areas such as drinking water, a good proportion of schools still do not have separate toilets, ramp and kitchen sheds (Table 1). A number of upper primary schools visited by the Mission did not have furniture. The progress on civil works has been slow this year.

Table 1: Selected school facilities in Chattisgarh

Percent schools having	2010 - 11
Drinking water facilities	93.59
Functional common toilets	66.18
Boys' toilet	31.94
Girls' toilet	34.7
Boundary wall	71.92
Ramp	38.5
Kitchen shed	33.95

Source: DISE 2011

The physical environment of the school in general was found to be enabling. The schools by and large appeared to be functioning well in terms of opening and closing on the scheduled time, the presence of teachers and the upkeep of the school building and premises. Classrooms, floor space and school walls were generally painted with interesting general information, maps and mathematical concepts in a number of schools, some inspired by BALA. Most schools that were visited had displayed a number of students' works and other learning charts. Toilets were clean and in many cases though running water was not available, efforts were made to provide portable water.

A number of schools have developed small gardens and some, especially in Rajnandgaon, have tried to promote sports through a variety of means. One upper primary school had used MGNREGA programme to level the backyard to develop playground and succeeded in sending state and national level kho-kho players. The availability of the school grants and minor repair grants have facilitated the maintenance and upkeep. In addition, the community had also played an important role in maintenance and upkeep in many places. They are contributing through various means

including labour, in-kind contribution and arranging local teachers. *There is scope for sharing of ideas and initiatives from more active schools with other schools, and the districts could think of ways to make that happen.*

The provision of food, textbooks and uniforms are considered important transfers or in-kind support to compensate for the cost of education to parents coming from weaker section or disadvantaged groups. Midday is operational in all government schools. We observed that the quality of meal being served was good as it included rice, dal and vegetables. The food was cooked in hygienic conditions in the schools visited. In most cases, women's group or SMC managed it. The community expressed satisfaction over the quality as well as the management of midday meal in places where we interacted with them. The textbooks have reached schools on time and in adequate numbers. However, this year the uniform has not reached the students as yet. The purchase of uniforms was centralized with the Khadi being the supplier but the orders could not be completed because of the huge size. Now that the SMC constitution is complete, the purchase would be decentralized through them.

A number of interventions important for retention have been discussed in the previous section and some that are significant for quality as well are being discussed in the following section.

Recommendations

- 1. The state should encourage inter school sharing of ideas on school organisation, upkeep, sports and other related activities through SMC mela / bal mela / shikshak mela, etc.*
- 2. The state needs to improve its process of purchases and distribution of uniform and other supply based interventions. A number of interventions in the state are based on centralized purchase and distribution (library books, uniform, science kit, mathematics kit, etc.). This has led to delays and has also meant uniform interventions everywhere irrespective of the context. The chances of financial irregularities are higher in centralized purchase. The state needs to analyse the experience and adopt more decentralized processes.*

Goal 4: Education of Satisfactory Quality

Teacher Availability

The state has a low Pupil Teacher Ratio (PTR) at 24:1 at primary level and 23:1 at upper primary level. However, the PTRs at district and school levels are not necessarily as low. 29 percent of primary schools and 18 percent of upper primary schools have PTRs higher than 30:1 and 35:1 respectively. In addition, the Mission also witnessed large class sizes in a number of upper primary schools where though the teachers were available, the classes were not divided into sections: only one class each was being organized for grades VI, VII and VIII. The class size of grade VII was particularly large in the KGBV (67) that was visited as the intake capacity was doubled from 50 to 100 last year when these girls entered grade VI. *This implies that there are two issues: one is that of redeployment of teachers and the state informed that they have developed a policy of transferring the most recently appointed teacher from the schools that have surplus teachers to schools that have*

higher than desired PTR. The other issue is that of the orientation of head teachers / teachers in splitting the class into sections or organizing the learning activities by splitting the classes.

According to the latest DISE data, more than 19 percent of teachers spent an average of 24 days in a year for non-teaching duties. The discussions with the teachers revealed their engagement is largely due to election and census related work but there were some instances of other works (such as BPL survey) as well. *It is important that the state takes note of the RTE and issues clear messages to all departments including district collectors not to engage teachers in non-teaching duties.*

The state appoints new teachers only through the panchayat route and the teacher is known as Shikshakarmi at both primary and upper primary levels. Currently, 71 percent of working teachers are now shikshakarmis with only 29 percent teachers being regular teachers. Once they retire, all teachers will only be shikshakarmis as per the present policy. In most schools visited, only the head teachers were regular teachers with all other being shikshakarmis. The basic educational qualification for shikshakarmi is the same as regular but the professional qualifications of D. Ed. and B.Ed have not been made compulsory requirement as sufficient numbers are not available in remote districts. However, those having these qualifications get priority over others in recruitment of Shikshakarmis. Shikshakarmis receive fixed salaries, which is about two and a half times less than a regular teacher, and do not receive any pension.¹ However, they are not contractual teachers and other terms of employment including leave entitlements are the same as regular teachers. Nevertheless, *low salary is a source of dissatisfaction manifesting itself in regular strikes with adverse impact on their motivation, which in turn has implication for their performance. It is important that the state finds a long-term solution to this issue.*

The state has a small vacancy of teachers that is likely to be filled soon as the Teacher Eligibility Test has recently been conducted. The state has revised its D. Ed. curriculum and a discussion with faculties and students at the two DIETS revealed a greater use of discussion as compared to earlier practices in their teaching. The period of school attachment has also been increased. The focus on certain aspects of gender and other forms of equity still appeared to be weak in the course. However, nearly 38 percent or 40000 of the state's teachers at elementary level have not had any long-term pre-service training. The state has developed a distance mode based training module with SCERT's support and is awaiting NCTE's approval. This would create 10000 seats per year and the state hopes to clear the backlog in four years. *The Mission is concerned about the initiative as distance education mode can never be a substitute for face-to-face interactions, especially for those teachers who have not had any professional training on teaching; all international experiences indicate that distance mode is effective with teachers who are already well trained through other modes. Face-to-face mode is especially important for issues such as transaction processes and aspects relating to equity and inclusion. The state should explore other modes such as augmenting the DIET capacities and involving universities and colleges to work out a mode where these 40000 teachers could be imparted high-quality training over a period of five years through face-to-face transaction.*

Curricular approaches, Classroom teaching, Teaching materials and Learning

After the inception of the New Curricular Framework in 2005, the state has revised its curriculum and developed textbooks in 2009 – 2010. However, the state has also introduced Multi Grade Multi

¹ The monthly salary is nearly 8000 at the primary level, Rs. 9000 at the upper primary level and Rs. 10,000 at the secondary level shikshakarmi.

Level (MGML) in classes I and II in all primary schools and in classes I-IV in more than 7000 primary schools. This is largely based on the Rishi Valley approach where a learning ladder is followed for each child and depending on the learning area, cards and other materials are used. The state is now proposing its introduction in all primary schools of the state. The field observation of the MGML implementation threw a number of issues that the state needs to resolve before the scaling up. Most schools were provided only printed materials with no other supporting teaching learning materials, which limited the learning opportunities. While in some schools it was introduced only for classes I-II, in some it was introduced for classes I-IV; it was not clear why it was so and what was the rationale. The textbooks continue to be distributed to all children in all these schools and the teachers were not clear how, if at all, to use them alongside MGML.

The students were working in level wise groups and in some cases appeared to be more self-dependent in classes practicing MGML but this was not true for all the observed classrooms. The students' works were displayed more prominently in these classes. The practices of grades I-IV did not find any reflection in grade V teaching where children always sat in rows and learnt through only textbooks. The students and teachers varied in their opinion on which approach is more enjoyable and effective but it is difficult to make any comment on the learning levels in absence of any formal evaluation. *The state must initiate a detailed formal evaluation before scaling it up for the entire state.*

The state through SCERT's leadership and using some other grants from the European Union, has introduced what is referred to as Active Learning Methodology (ALM) in selected upper primary schools. This is perceived as an extension of MGML to upper primary level. It appeared to be a collection of some techniques not really understood well by teachers or other involved. *Here again, it is important to have a detailed formal evaluation of the approach as well as the practice.*

The classroom teaching was largely blackboard based where teachers explained the concepts on the blackboard and involved students through questioning. In most cases, children could read by adding words and letters but comprehension was weak in some places. This observation is true for both primary and upper primary classes. Three languages are taught at upper primary level and the comprehension was weaker in Sanskrit and English in comparison to Hindi. Nevertheless, the community and SMC in general expressed satisfaction regarding the quality of teaching and progress of their children.

We attended a cluster level Bal-mela at one cluster in Rajnandgaon where different schools had put their stalls of science and other models. Each stall's children had also put one game, which were good examples of creative learning and reflected the teachers' and children's involvement.

The state broadcasts Interactive Radio programmes in the form of sequenced lessons for English and Hindi/environment. A few schools (Not all) schools were using English lessons and it had helped both teachers and students to some extent. We did not come across any use of the other package. *A systemic evaluation of the radio intervention would also help in understanding its impact and potential.*

All schools have received a set of library books, and upper primary schools have also received a science and mathematics kit from the state level. These are centrally purchased and therefore same everywhere. While the science and mathematics kits were displayed in some schools it was clear that students never got a chance to use those. In many cases, they were kept locked in boxes. Library books were displayed in most schools but the use was limited. The scenario was not very

different at KGBV which has the potential of facilitating much more creative teaching because of the residential nature of the school and availability of space. The KGBV is not imparting any empowerment / social learning based inputs to the girls.

According to the latest DISE data, 12 percent of primary and 3 percent of upper primary schools have computer in Chattisgarh. DISE also reports that 10.3 percent of schools in the state has Computer Aided Learning (CAL). We did not come across any evidence of teachers being well trained on the use of computer for encouraging computer-aided learning making connection with subject learning. Computers are used more as TV where children do not have opportunities for using the computer.

The state has initiated a life education (Jeevan vidya) course to be imparted in schools at elementary level. SCERT has developed class-wise booklet and teachers' instruction manual. A preliminary perusal indicates that this material uses abstract concepts without building any context and therefore is unsuitable for that age-group. *These materials also seem to promote existing gender and age hierarchies, and therefore are inconsistent with the RTE philosophy and constructivist approach of learning. Two days of the ten-day residential teacher training were spent on this training in the current year, which is indeed a waste of useful resources and also counterproductive to the RTE framework. The MHRD / state needs to undertake a serious view and drop this initiative altogether.*

The state has also encouraged children to do yoga and prayers everyday. *While some prayers are general in nature and part of the culture, some (we witnessed this being chanted by all children in a number of schools) have clear religious overtones and therefore their use should be checked in government schools.*

Continuous and Comprehensive Evaluation (CCE)

The SCERT has developed an approach where the CCE manuals have been developed for each grade. All teachers are likely to be trained for four days based on this manual. A perusal of the manuals and an interaction with the SCERT/DIET/BRC officials suggest that there is a lack of clarity regarding the approach and use / application of a number of terms such as comprehensive, assessment and evaluation. There is no reference to the fact that evaluation is supposed to be in-built in MGML and how this particular initiative approaches CCE. *There is a need for developing a clearer understanding and development of an approach that is easily understood and applied by teachers. The main philosophy behind CCE that the teacher should be able to judge the progress of the child's learning on cognitive and non-cognitive aspects on a regular basis needs to be communicated well rather than making the process mechanical and cumbersome.*

Teacher Training, support and academic monitoring

The state provides 10 day in-service residential teacher training through DIETS / BRCs followed by ten one-day training at cluster level. SCERT trains the master trainers drawn from among the teachers and Cluster Academic Coordinators who in turn train the teachers. *The approach to training is scattered. This year's 10 day teacher training was divided in three: four days on MGML / ALM, two days for Jeevan Vidya and the remaining four days on six outcomes. These six outcomes have emanated as a result of a national workshop on pedagogy/ quality.² Although these six outcomes are*

² These six outcomes are (i) improved teacher availability and time on task, (ii) a warm and encouraging atmosphere in the school, (iii) learning through activity, discovery and exploration,

relevant but it was not clear how these were linked to ongoing initiatives such as MGML. It needs to be noted that some initiatives by the national level make states to include inputs without much thinking or planning regarding their applicability to the state's approach. The teachers engaged as master trainers end up being absent from their schools for very long periods and the state needs to fund a solution for his problem. These ten days do not necessarily stand together as part of well-linked training strategy; they are rather just stand-alone activities. It is also not clear what happens in those two days meant for Jeevan vidya.

Month wise calendar has been drawn for the cluster level training. This includes multi-lingual training, sports and cultural activities, ADEPTS and SIP, community mobilization, CCE, etc. Although this ensures that definite activities are taking place, this also means that there is very little space for open discussion and sharing at cluster level meetings. The block and cluster level coordinators are most of the time busy with training and providing information and hence spend very little time in providing on-site support to teachers. DIETS are short of staff and in some cases the posts have been filled with teachers recruited on deputation basis. DIETs are engaged in providing academic support in a very limited manner to selected schools. *The state must consider developing a separate cadre for SCERT and DIET, and include BRCs and CRCs along with SCERT and DIETs. This would also require the development of a clear recruitment policy so as to allow a mix of educational administrators, teachers and open market professionals to enter these institutions.*

Overall, the state needs to develop a clear approach to quality related strategies. A number of initiatives have been started with a lot of efforts but they are not necessarily well thought-through and consistent. It is important to get some external evaluations done and certain major decisions taken to streamline these interventions.

Recommendations

- 1. The state needs to develop a more comprehensive redeployment policy for teachers. The state could look at the Karnataka model where the teacher placement and transfers are based on a transparent process based on technology. The criteria for transfer are clearly defined and the priority list based on this eligibility is used as basis for transfers. The use of GIS allows the teachers as per the priority list to choose the school from the available vacancies.*
- 2. MGML and ABL initiatives should be evaluated by an external agency. The evaluations should also look into desirability, feasibility and the required capacities for the possible scaling up. The extension to other schools should not be undertaken until this evaluation has been carried out and available.*
- 3. The Mission appreciates the efforts made for Bal mela and the manner it was organized. We recommend that such activities be organized more often in all clusters. The potential of using such exploratory activities in the classroom teaching should be discussed with teachers so that the regular teaching promotes more exploration using diverse sources by students. This would also facilitate better use of the existing resources including library books and other TLM available in the school. KGBV teachers also need such orientation.*

(iv) more inclusive classroom participation, (v) focus on higher order learning with objectives and building of child knowledge, potential and talent, and (vi) higher deliberation on quality aspect in SMCs.

4. *The state needs to develop a clear and strong strategy for quality where different interventions including curricular approach, textbooks, training and CCE are well-linked and reflect the same philosophy rather than various initiatives standing alone as disjointed interventions. This would act as a framework where different districts / blocks / clusters / schools could have flexibility to have some context specific approach.*

Financial Management

State and District Outlay: Chhattisgarh has a total budget for 2011-12 of Rs. 269445.48 lacs, including spill over, SSA, KGBV and NPEGEL. Of this, total expenditure as of December 2011 is Rs. 64,665.785 lacs, representing an expenditure of 24% against the approved budget. Specifically for SSA, the total expenditure has been Rs. 63,475.244 lacs representing 23.95% of the expenditure against the approved budget and 68.55% of the expenditure against available funds.

Financial Management and Procurement

Procurement for the year 2011-12 has been prepared as per AWP&B. Expenditure plan for all the intervention at district level have been prepared and compiled at state level. Instructions have been given to DPCs, Accountants, APCs (Finance) and BRCs to implement the schemes according to the plan.

Accounting and Reporting. Reporting from district to State takes place on the basis of monthly and quarterly formats and from State to Government of India through MMRs and quarterly reporting of progress against the AWP&B. Reports are used to verify the utilisation of releases. *All records are regularly updated and maintained at State level including cash-books and advance registers. No effort was visible at State Project Office to share or update financial information on its website, in its offices or at the District and Block levels.*

Status of audit reports for 2010-11: External Audit has been completed and submitted to the Government of India. There is one auditor for State as well as for all Districts. However, separate auditors are appointed for SSA, KGBVs and NPEGEL. All BRCs have been audited by statutory auditors while CRC/schools are not covered under audit. According to the process, the funds distributed to levels below BRC are treated as advance and hence closing balances lying with the blocks at the end of the year are not treated as expenditure.

Functioning of internal audit system: Internal audit was not carried out for 2010/11 and 2011/12. There is currently no in house internal audit mechanism and hence the SPO has appointed an external agency (Chartered Accountant Firms) for the financial year 2011/12. At school level there is only internal checks for utilisation. As per RTE requirement the SMC are responsible for local expenditures relating to TLE grant, school grant and maintenance grant. Six monthly internal audit will be done by CAG Empanelled. The proposal has been placed and decision has to be taken.

Status of Finance & Accounts staff and Training: The number of vacancies is large. Necessary proposal have been submitted to the finance department for filled up the vacant post of finance sections. Capacities of the finance personnel have been an issue. All the Districts and Blocks personal (72 persons) have now been covered by five days training program on using Management and Procurement Manual and training on accounting software.

Table 2: Vacancies of finance related positions

	Sanctioned	Posted	Vacant
SPO	10	1	9
DPO	54	36	18
Block	146	95	51
Total	210	132	78

Source: state report

The manual system of accounting in the state is a challenge for the timely delivery of audits. The state is developing a Finance Software and an exchange visit to Madhya Pradesh to evaluate their financial accounting system is planned.

Procurement. There was mixed evidence to suggest that adequate knowledge about the FM&P manual was there at all levels. There was some confusion about whether the FM&P manual is being used or the State government rules regarding procurement. The FC handles the procurement at the State level. The responsibilities at the District, Block and school level need clarification. It does not appear that procurement monitoring at the Block and school level exists. Procurement plans is in the process to be finalised.

Salaries of teachers: Fund for teachers' salaries is dealt at the District level and the funds are generally disbursed to the CEO and Janpad Panchayats. Once receiving the pay data from the BEO, the Janpad Panchayats directly transfer salary in the bank account of the concern teachers and provide unaudited utilisation certificate to the district for adjustment of advances. At no level teachers' salary are audited by the SIS. KGBV disbursements are low and the state informed the mission that it is primarily because of the fact that the salaries for the KGBV teachers located in tribal areas are being paid by the tribal department, which are yet to be compensated by the SSA.

Recommendations

1. Delays continue to be there in the initiation and completion of civil works projects. This was attributed in part to the conflict in LWE areas and partly to a delay in the receipt of funds from Gol. The second instalment from the Central Government has not yet been received. No civil work sanctioned for 2011-12 has been completed till date. Though there are 4778 works which are under progress throughout the state. Fund flow mechanisms from the Gol to state and from state to districts and below need to be streamlined on an urgent basis.

2. It is important to urgently address staffing and capacity building at all levels. Although the state has initiated training on the FM&P manual at district and block level, awareness and utilisation could be further strengthened. The state is finding it difficult to fill the vacant posts because of the lack of qualified accountants within the state. The state needs to find a solution to this issue as the implementation is suffering on this count.

3. We came across certain issues that are barriers to RTE but do not necessarily find their places in the present SSA guidelines. It would be important for MHRD to consider having a component of flexible fund which can be given to states on the basis of the proposal prepared separately to address such specific needs.

Program Management

Staffing and capacity building

The SSA offices have a large number of vacancies at state as well as district levels. At state level, 51 out of 91 sanctioned posts are vacant. Out of 51 vacant positions, one third (18) are those of clerical and lower levels while the rest are technical in nature. 7 out of 13 posts for Assistant Project Officers are vacant with adverse implications for the implementation. 9 posts of data entry operators are also vacant. The situation is no better at district levels where 155 out of 396 posts are vacant. It includes crucial positions for finance (24), civil works (31) and program implementation (35). To some extent, these explain the slow take off and completion of civil work and certain other components in the state. Since they use NIC facilities for data entry, the vacancies (21) do not impact the implementation so adversely.

Civil work is lacking behind in the construction of schools and additional classrooms mainly due to two reasons, the late availability of money from central Government and the scarcity of engineers to deliver utilization certificate which impact on the funds flows. Therefore, many constructions are pending often for more than one year which impact directly on the availability of schools or additional classrooms but also increase the cost initially foreseen.

Readiness of the System to take on the increase in allocations

The system is experienced yet needs an augmentation of capacities to be able to handle larger allocations due to SSA. Also, it is important that the RTE is viewed as the state goal and not as a project of the centre with SSA being the main but not the only vehicle to attain the challenges. For this, it would be important to have good coordination with and full ownership by the school department and also the tribal welfare department in Chattisgarh's case. The tribal department runs about half the schools and hence the coordination and ownership would be crucial. Currently the coordination appears to be good and functional, but it would be important to build institutional linkages.

The state practices core banking only in some parts of the state and its absence also impacts the pace of implementation adversely; this would be an issue if the allocations go up significantly. There appears to be an emphasis on centralized procurement of goods to be supplied and printing of materials. This needs to change if the RTE has to be implemented in right spirit.

Monitoring and Supervision arrangements, Monitoring institutions

The situation regarding vacancies at BRC level, the main institution for monitoring and supervision at the field, is much worse as compared to district and state levels. 2103 out of 2700 positions are vacant. Unless these vacancies are filled and the personnel oriented appropriately, the monitoring and supervision at the grassroots would remain weak.

Similarly, it would be important to strengthen SCERT, which has been declared the academic authority, and DIETS for improved academic leadership and monitoring. The linkages between District offices and DIETs are at times weak. SCERT is playing an important role at present but there appears to be a lot of focus on material development and distribution. The quality of the materials developed at different levels leave much to be desired reflecting the need for capacity

enhancement. Regional Institute of Education (RIE), Bhopal has been the monitoring institution and the state finds their association / feedback useful.

At MHRD level, there is a committee looking at the role of different agencies at block and cluster levels. Chattisgarh had initiated a study to look into the structures for increasing coordination between management, academic and construction structures; this report could be made available to the committee.

Data issues, EMIS etc

The collection of data for DISE appears to be smooth and the DISE data usually forms the basis for Annual Work Plans. The state has now taken the initiative of compiling district wise DISE reports. The school report card is usually shared with the community at gram sabha level. However, the cluster level and block level discussions of the situation are not common. The state is now taking initiative to strengthen the capacities at these levels to allow such sharing and discussion.

Research and evaluation

The state has apparently initiated a few external research and evaluation studies but most of them are under progress. Certain critical components of the program need to be evaluated before scaling up / replication. SCERT and DIETS undertake some researches and disseminate the findings through newsletters / magazines and other means. The SCERT is planning to engage a few external researchers for the development of DIET plans but in-house research capacities also need to be enhanced at SCERT and DIETS.

Community Mobilization and Management

Community seemed to be interested and well- connected with the school in the places where we had interactions. The SMCs have been constituted and the three-day residential has just started in some places. The process of SMC constitution appeared to be selective and not necessarily well propagated and inclusive.

It appears that in some cases, the parent members are not necessarily parents; they are at times grant parents or uncle / aunt of the child. *It needs to be checked and corrected as the RTE allows only parents to be members other than two teachers and a panchayat representative. The provision of the guardian member in the RTE is for the situations where the child is not with their parents. The training of the SMC members intends to cover three parent-member and one teacher from each school followed by one day training at village level covering all members. However, we found a preponderance of teachers on the two programmes that we attended. This needs to be checked.*

The training programme focuses on preparation of School Development Plan (SDP). While we appreciate that the state has developed a module, we are concerned that the module is not very clear regarding the full role of the SMC and why it is important for the SMC to prepare its own plan. The focus is much more on SSA activities rather than on the role of SMC in attaining RTE goals through a variety of means / schemes. However, we also came across a few SMCs in a panchayat level SMC mela where they had developed SDPs with a good analysis of their own problems and indicating diverse sources that could be used. These groups had interacted directly with the State Resource Group. The module has no input on empowerment issues; many parents especially women and those from marginalised communities who are the first time members of a public body

need to be encouraged and empowered to participate otherwise they would remain silent in the meetings. *We would suggest the state to revise the module before it is used for a large number of SMCs.*

Recommendations

- 1. The state must develop a plan for filling the existing vacancies in a time-bound manner. It has impacted the implementation adversely and unless sorted out would continue to be an issue. Lack of the availability of qualified civil engineers is impacting the civil works progress and the state, as in the case of accountants, needs to find a suitable solution.*
- 2. In view of the RTE implementation, it would be important to consider developing a separate cadre for SCERT, DIETs, BRCs and CRCs for the purposes of academic leadership, training, academic monitoring and research.*
- 3. The SMC training module needs to be revised to give greater attention to (i) the empowerment issues, participation and the role of the SMCs, (ii) developing a SDP that is owned by all and allows convergence of various sources, (iii) budgeting and auditing. The process of constituting SMC also needs a deeper scrutiny to ensure that all parents are informed and have an opportunity to choose the members.*

3-Gujarat

INDIA
SARVA SIKSHA ABHIYAN (SSA)
15th JOINT REVIEW MISSION

STATE REPORT: GUJARAT
January 17 - 23, 2012

1.1. INTRODUCTION

On behalf of the 15th Joint review Mission of the SSA, Apoorvanand (GOI), Asha Bhagat (World Bank) and Shagun Mehrotra (European Union) visited Gujarat from 17 January to 23 January, 2012 to review the work done under the SSA in the state as per the goal, objectives and outcomes of the programme. Since the states are preparing for transition from SSA to the implementation of RTE, the visit and its learning is important not only for the state of Gujarat, but for the country as well. Ajay Kumar Singh (SSA-TSG) accompanied the team as an observer.

The Mission members interacted with the Secretary, Primary Education, Shri R P Gupta, the State Project Director, Shri Manoj Aggrawal, other members of the State resource Group ; Shri M. N. Bhad, director , SCERT and Additional SPD, SSA ; the Officials of the District Project Office , the Block Office and the Cluster Resource Centres at Surendra Nagar, Gandhinagar and Ahmedabad. The members visited the Rajcharadi Primary School, The Jasapar Primary School, BRC, Dhagandhra, KGBV, Merupur, Kadiyana Primary School, Navi Jogad Primary School, Hanumanpura Samau Primary School, Parsa primary school , Uvarsad Primary School, STP centres and tent schools, Salki Primary School, Jivraj na movada Primary School, Dehgam Mukhya Shala, BRC, Dehgam, Mukarba Primary School, Gyaspura Primary School and Piplach tent schools. The team visited the SCERT, Gandhi Nagar and interacted with the faculty of the SCERT and the DIET, Gandhi Nagar. The team also interacted with the team of the Bhasha, Baroda and The Adivasi Akademi, Tejgadh, especially with regard to the issues of inclusion of tribal children, tribal languages and cultures in the curriculum design and teaching-learning material.

The team wishes to thank the Secretary, Primary Education and the SPD for facilitating the visit of the team. We would like to thank Shri Vipin Shah, and Shri Dinesh Desai for taking the trouble of accompanying the team in all its visits. Their enthusiasm and excitement is infectious and we could see that they have been interacting very closely and regularly with the resource persons at different levels and the teachers as well. We would like to thank Shri Asif and Shri Hitendra for making all the logistic arrangements and making available all the relevant data to the Mission.

1.2 OVERVIEW AND KEY ISSUES

Achievements

Gujarat has 26 districts and seven corporations. The sheer geo-cultural diversity of the state makes it a challenge for the education-planners of the state to evolve and sustain programmes, methods and strategies to ensure universal access and retention in the school system of children from diverse sections of society. Rapid urbanization, changing patterns in livelihood, constant migration of certain communities and multiplicity of languages form the context in which the schools function and the SSA operates. It is not an easy task to develop universal benchmark to assess the achievements of an educational program in such a diverse setting.

The mission visited three districts Surendra Nagar, Gandhi Nagar and Ahmedabad and Ahmedabad Municipal Corporation. The achievements on the fronts of universal access and retention are significant. The Mission is impressed with the creative initiatives that have been taken by the state resource team, block and cluster teams to enhance the quality of the programmes and strategies to attain these goals at different levels. The Mission members were encouraged to find children engrossed in class room activities. The presence of strangers could not distract them from their work. Teachers did not look burdened and their involvement was total, particularly in the ABL schools. The children, teachers and the community looked happy in the school space. It was evident that corporal punishment was no longer a part of the school culture in Gujarat. It was confirmed during the visit of the Mission by the SMCs and other community members. MNCs along with the community own the schools and their role is not confined to monitoring alone.

A participatory curriculum reform process has been undertaken on the lines of the NCFSE, 2005, which is still in its pilot stage, and has the potential of evolving a new educational vision for the state. This is being done by the SCERT, Gujarat in close collaboration with the SSA team. The team is also aware of the need to revise the school syllabus. It has prepared a set of textbooks which are being field tested.

Greater sensitivity regarding the issues of quality is reflected in Initiatives like GUNOTSAV and Vachan Gujarat. Programmes like PRGNA, ABL and BALA have energized the teachers and the community as well. There is a realization in the SSA teams and the teachers that a holistic vision of quality has to be evolved which would include classrooms activities, associated activities like the Mina Manch, etc. along with Institutional reforms. Emphasis on reading programmes, creation of early readers, special grants to schools for libraries, for which books are selected by the children themselves are commendable initiatives.

The Mission was impressed to see that creation of TLM in different languages, including tribal languages was an ongoing process.

Other notable achievement of the state are creation of teachers' residential facilities in rural settings ,programmes like Tent Schools and STPs to induct the out of school children, especially for those affected by migration or different kinds of displacement in the school system and Creation and wide publicity of a state-wide helpline to trace out-of-school children .

Convergence between different organs at the state level was visible. We also found an instance of the Municipal body of Ahmedabad creating a pre-fabricated structure from its own funds to replace the tent schools at Piplach, a colony of people displaced from their earlier habitation. It was encouraging to see convergences like these where different administrative bodies do not hesitate to put together their resources for the sake of expansion of education and enhancing its quality. At the state level we found the SCERT and the SSA working very closely.

Architectural designs are quite creative and diverse. Open spaces and school spaces have been visualized and constructed as learning spaces. Bala and ABL are very good initiatives, which are child centered , very thoughtfully designed and executed. Civil work in the SSA is following the Whole School Development Plan. Communities also participate and contribute in developing facilities for schools. SMCs have been trained well and involved in school management and functioning. Their oversight of the grants received and utilization and support to the schools is visible.

The mission observed smooth flow of funds at various levels, with electronic transfer of funds being carried out till the level of SMCs. Block level accountants has been put in place since August 2011 and the arrangements will strengthen record keeping and monitoring at BRCs, CRCs and SMCs.

The State Resource Group consists of thinking people with initiative and motivation. The SRG, SCERT and other departments interact on a regular basis.

Concerns

- The process of developing text books needs better consonance with stated curriculum principles/objectives. The challenge of translating constitutional values into pedagogical practices at all levels, including the textbooks, teaching learning material, school environment, training programmes for the personnel involved in administration, district , block and cluster resource persons, teachers needs to be addressed.
- The SSA team requires more orientation, sharper thinking and discussion on then issues of equity, exclusion, gender, discrimination, conflict situations and social realities.
- Vocational activities, particularly at KGBVs and generally across all schools, are reinforcing gender stereotypes. Also, such activities are not planned with a long-term perspective for skill development of the children.
- Special attention to the challenge of children affected by different kinds of migration who come to Gujarat from states is required. There is no special programme for the de-notified nomadic tribes.
- Teachers need to be treated as professionals in their own right. The mission did not come across a strong and visible incentive system for the teachers. Participation of state officials in programmes like Gunostav should be welcomed but schools and teachers being graded by them is not a good practice. Display of teachers' grades and castes in the schools should be discouraged.

- While capacity of Block resource people seems to be underutilized, District Project Office came out as a weak link of programme management. The possible reason could be contractual nature of employment of district staff and that they are not teachers.
- It seems that monitoring is the only tool CRC has for quality enhancement, whereas they should be proactively providing academic inputs to schools and teachers.
- Libraries at BRCs and CRCs need to be strengthened.
- How are the individuals in the resource teams assessed?
- The KGBV we visited was pleasant but we found that overall there is very low utilization of funds earmarked for the KGBVs.

Recommendations

- Constitutional Values with special emphasis on equity should be the basis of the overall pedagogical vision of the SSA, Gujarat. Initiatives for CWSN, minorities and gender need to be mainstreamed, and not perceived only as access issues.
- The team requires more orientation and discussion on constitutional values, equity, gender, conflict situations and other social realities. It is recommended that a strategy for moving from the focus on education of girls to a broader gender oriented perspective be evolved.
- Gender training should involve the issues of health as there are social and cultural taboos about bodily functions which impact the education of girls adversely.
- Pilot testing of the curriculum and text books should take note of the issues raised above and take care that they are addressed adequately. The state needs to develop a culture of textbook-making by involving authentic writers. Continuous discussions, seminars, workshops with university departments, school teachers and other experts need to be held.
- The process of the development of textbooks and other learning material in different tribal languages of Gujarat needs to be accelerated.
- Teacher Education programmes need to be reformed on the lines of the NCFSE, 2005 and the new curriculum framework of the state of Gujarat.
- The state should take lead in developing an inter-state pedagogical plan for children affected by migration and displacement in partnership with Chhattisgarh and Rajasthan. The state should consider alternative strategies for mainstream education for the children affected by different types of migration and displacement. Progress reports should be provided to children from out of the state in Hindi to enable them to enroll in classes in their home state.
- A National level interstate pedagogical planning is required to address this issue.
- ABL should have learning and teaching material for CWSN.
- Teachers working in tribal areas should be orientated in local language and culture on a regular basis.

- The mission observed very low spending on the component of KGBVs in FY 2010-11 (only 10% of AWP&B till December 2011). The persons working as wardens need to be rewarded adequately irrespective of the nature and method of their employment, as they are performing a very challenging task of looking after girls and creating an environment conducive to learning. More funds need to be earmarked for meals in KGBVs. The programme should ensure more interaction and coordination between Mahila Samakhya and SSA.
- The teams involved in the implementation of the SSA should have a mix of permanent and contractual staff.
- Vocational education needs to be transformed into work education.
- Libraries at BRCs and CRCs need to be strengthened.
- The mission recommends increase in the salary of Bal Mitras.
- SMCs in the urban areas need to be strengthened.

Progress towards the achievement of Goals

Goal 1: All Children in School

Habitation and Access (Primary)

Total No. of Habitations	Habitations Covered by	Habitations without Primary Schools / EGS	Habitations without Primary Schools / EGS		
	Primary School	EGS		Habitations eligible for PS	No. of Children in such habitations
18481	11381	0	0	0	0

Habitation and Access (Upper Primary)

Total No. of Habitations	Habitations Covered by	Habitations without Upper Primary Schools/ EGS-UP	Habitations without Upper Primary Schools / EGS		
	Upper Primary School	EGS-UP		Habitations eligible for UPS	No. of Children in such habitations

18481	29992	0	0	0	0
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- **Availability of Schooling facilities:**

Information on Schools

Year	Govt.	Private Aided	Private Unaided	Total
2010-11	33537	788	6403	40728

II. Coverage of Out of School Children

- Number of out of school children identified – Gender, Social category, Age Group (6-10 & 11 to 14 years) and Rural-urban wise**

Category	Out of School Children								
		6 to 11	11 to 14	Total					
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
SC	1326	1252	2578	1143	1155	2298	2469	2407	
ST	4455	4225	8680	3437	3083	6520	7892	7308	
Total	17686	17777	35463	10515	11877	22674	28201	29654	
Muslim	2386	1923	4307	1531	1551	3082	3917	3474	

Number of migrant children and those covered under seasonal hostels/residential centers and worksite schools.

According to survey of year 2009-10, there were 2263 (OOSC), 70605 (ISC) migrant children were to be covered under residential schools or camps. However, the numbers of migrant children increased in year 2011-12. Measures are being taken to cover these additional children with the support of NGOs.

The state also has a migration inflow from other states like Rajasthan, MP, Chhattisgadh, Maharashtra and Orissa. Total 13393 children were found in the survey of 2010-11. So far, 3570 children are covered under Tent School program by SSA and 10000 children are going to be covered by NGOs under Non-residential special training/tent schools at worksite.

Achievements

Migration Monitoring system (MMS): SSA Gujarat has developed an MMS to track and cover the inter-state and intra-state migratory children. This is an online web based system which is shared

with neighbouring states for addressing this issue. In addition, data collection on OOSC is being done in collaboration with the community and NGOs through Public Private partnership. Efforts have been made to include hard to reach groups like rag pickers, orphans, children without adult protection, children from tribal communities and Muslim minorities.

The JRM observed that tremendous efforts have been made by SSA to identify and provide schooling for the Out of School Children across the state. Firstly, there is the School Readiness Programme which runs for OOSC who are 6-8 years of age. This is a 3-month innovative activity based training, after which children are mainstreamed in schools. The special training programmes, residential hostels and tent schools are also being run on a wide scale for children who have either never enrolled or are school dropouts. Special training material (modules, work books, activity cards) have been developed by the State Resource group. Qualified Education Volunteers (Bal Mitras) have been selected and trained for 30 days. The Team noted that these Bal Mitras are highly motivated and dedicated in carrying out their role of identification of OOSC, motivating parents, and bridging gaps for children to be enrolled in age appropriate classes.

SSA Gujarat has started a Toll free Help line number for the coverage of all categories of Out of School Children as well as the Children With Special Needs from 1st September 2011. The Toll Free Number is 1800 – 233 – 7965. This is a noteworthy initiative, which has been widely advertised in newspapers and buses for identification of OOSC. The state response to help line calls has been quick and efficient.

Concerted efforts have been made to involve the community in school management. SMCs have been constituted and trained. The community was clearly involved in schools, providing monetary contributions for supporting equitable and inclusive education practices. The JRM noted that the community was supporting CWSN children in many schools and in one case an orphan child was being supported by the community for continued schooling.

Concerns

- While significant efforts have been made to identify OOSC, there remain the challenge of reaching the poorest of the poor and most excluded groups like the urban poor, tribal children and de-notified tribes existing across the state.
- The model of residential hostels for children of migrants is a good initiative by SSA. However, these facilities are very basic and do not provide adequate housing and supportive learning facilities in comparison to residential hostels like KGBVs.

Recommendations

- State level norms and a realistic time frame needs to be developed to ensure that temporary schooling facilities like tent schools get converted into permanent schools.
- Residential schools for migrant children (boys and girls) should be provided along the lines of KGBV in and around their own villages. A comprehensive migration policy needs be developed at National level to address this inter-state issue in a systematic manner.

- Progress Cards in Hindi and English should be provided to all children who have received educational inputs in the tent schools, so that they can join the appropriate classes on their return to their home state.
- Identification of OOSC children from excluded and hard to reach communities should be done in collaboration with NGOs that work specifically with these groups and have access to and knowledge of these communities and their social realities.

Goal 2: Bridging gender and Social Gaps

A. Gender gaps

There is a greater increase in enrollment percentage of girls than boys in 2010-11 as compared to 2003. Girls enrollment was 24.17% and boys 22.7%. Dropout rate is marginally higher for girls than boys with dropout rates for boys and girls for standard 1-7 being 7.87 percent and 8.12 respectively.

Achievements

The JRM team visited a model 3 KGBV in Surendranagar district. The KGBV appeared to be well managed and maintained with sufficient housing and other facilities provided for the girls. Special training for OOS girls was also being provided.

Concerns

- The state has made significant efforts to ensure enrollment of girls in school and to address the overall gender gap. Given the progressive nature of the state, this is the opportune time to move to the next level of addressing deep seated gender biases that continue to exist. In this regard some of the concerns are:
- *Vocational training and work education provided at KGBVs and other schools merely reinforce existing gender stereotypes.*
- *There is insufficient critical thinking and involvement of gender coordinators in pedagogical planning.*
- *Management teams at all levels are male dominated.*
- *Till end of December, less than 10% has been spent of KGBV's budget against AWPB 2011-12.*
- *Amount earmarked for meals for girls in KGBV is low.*
- *The JRM observed that in several schools girls and boys were being made to sit separately and play separately. Discussion with gender coordinators and teachers revealed that majority of girls were not allowed to attend school during their menstrual cycle and were not likely to be allowed to pursue secondary schooling.*

Recommendations

- Gender and Access Coordinators at District level need to be trained and oriented more frequently on gender issues. There is a need to appoint more gender coordinators at block level. The SSA team requires more orientation, sharper thinking, and discussion on equity, exclusion, gender, discrimination, and social realities.
- Orientation to schools to evolve strategies for greater integration e.g. Girls and boys to be encouraged to study and play together at school. Exposure visits should also be provided. Community members should also be sensitized on these issues and involved in evolving strategies and interventions to address these biases.
- More funds to be earmarked for meals at KGBVs.

A. Social Gaps: Scheduled Caste, Scheduled Tribe, Muslim Minority

Caste wise Year wise Enrolment detail								
	Year	SC	ST	Muslim			Boys	Girls
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls
2005-06	286643	256602	543245	682302	638480	1320782	Not Available	
2006-07	313102	277250	590352	701468	658542	1360010	160833	151322
2007-08	324427	287073	611500	724861	686154	1411015	182605	166510
2008-09	299068	264195	563263	745337	703574	1448911	188075	177302
2009-10	294562	268740	563302	731889	685275	1417164	261329	242690
2010-11	336055	291596	627651	768309	706707	1475016	360683	328041

There are only 2% of Muslim girls and 9% SC girls in KGBV as compared to 48% OBC and 40% ST girls.

Concerns

- Not enough analysis at state and district level to identify and bridge social gaps.
- Discrimination issue not foregrounded.
- Gender, caste and minority issues seen as 'stand alone' interventions only linked to access.
- Low spending as against AWPB 2011-12

Recommendations

- *Issues pertaining to caste, minorities and gender need to be mainstreamed as part of the pedagogical discourse and planning.*

A. Children with Special Needs

Achievements

664 resource teachers have been appointed at block level and 83 caregivers appointed at block level for home based education covering 1138 CWSN.

There is an on line application for CWSN survey and the training of SMC members has incorporated CWSN issues in the module.

The JRM team observed that many of the schools had ramps, and handrails for disabled children. The team also noted the presence of CWSN in some of the schools visited.

Concerns

- Integration of CWSN in school activities like Bal Melas, science fairs etc. not being done.

Recommendations

- Greater efforts at integration and involvement of CWSN in regular school activities, both within the school and outside.

Goal 3: All Children Retained in education system

Achievements

New initiatives like ADEPT, ABL, BALA and PRAGNA have helped the retention of boys and girls in the school system till class 7. It is to be noted that this is the first year of the up- gradation of upper primary schools to class 8. Data available with us show that the overall retention rate for boys and girls is 92.05%. The retention rates of boys and girls are comparable, which is very encouraging. The retention rate of girls is 91.88% and for boys it is 92.13% For the year 2010-11, the overall drop-out rate is 7.95% (Standard 1-7). The drop-out rate for girls is 8.12% where as it is 7.87% for boys.

Programmes specifically designed for girls like MEENA MANCH have succeeded in attracting and retaining girls in the school system. Gender coordinators have worked hard with the community and teachers to ensure greater presence of girls in the school space. KGBV is another noteworthy effort which has succeeded in bringing back dropout girls to schools. The Mission could see that the SMCs and communities are now sensitized enough to send their girls to school and make efforts to keep them there.

Intervention like ADEPTS, ABL, BaLa, STP and residential Bridge courses have components specifically aimed at bringing the never enrolled and dropout Children to Classrooms.

The PTR in Gujarat is 31 while the student -classroom ratio is 33. There are enough teachers in the schools to give individual attention to the students. It has helped increase the retention rate.

Availability of textbooks, workbooks and other learning material has encouraged students to be in the schools. Interventions like Reading Corners and regular exposure visits have also made school an attractive space for the children.

Recommendation

- Segregated data for different categories need to be maintained and analyzed to help design effective interventions to achieve greater retention.

Goal 4: Education of Satisfactory Quality

The last two years have seen greater sensitivity to the issue of quality. It was reassuring to see that the issue of quality is being treated in a holistic manner and all the elements of SSA, i.e., curriculum design, textbook preparation, development of teaching-learning material, support structures like the BRCs and CRCs, teacher training, program management and financial plan, together with civil work, have been geared towards the goal of achieving greater quality.

The state is evolving its own vision of quality. The principles of the NCFSE, 2005 form the basis on which new curriculum reform is undertaken. The Curriculum reform process was initiated in 2010. A draft curriculum document has been prepared and put in the public domain for feedback. Its main contents have been publicized widely through the newsletter published by the SCERT. Syllabus and textbooks have also been prepared in accordance with the new curriculum and are now in the stage of field testing. It is a noteworthy process and care has been taken by the curriculum team to involve university teachers, subject experts and people from different walks of life in curriculum preparation.

Textbooks prepared under the new curriculum process mark the beginning of a new textbook culture in the state. They have tried to follow the principles enunciated by the NCFSE, 2005 and the Learning without Burden, 1992-93 document. The quality of paper used and printing is very high. The state has roped in agencies like the UNICEF to meet the extra cost incurred on publication of the textbooks.

Teacher Training: Most of the teachers now recruited have a B.Ed. Degree. There is a provision for continuous in-service training. All the teachers have undergone a seven-day training. Monthly CRC meetings are held in which pedagogic issues are discussed.

Availability of teaching learning materials: It is heartening to see that the teaching learning material is developed continuously and is available in all the schools. All schools visited by the mission have a Computer Laboratory and a book corner. We also found functional science laboratories in most of the schools.

Teacher Support and Academic Supervision: The state has increased the number of CRCs from 3337 to 4268. All the newly created CRCs are equipped with the CRC Coordinators.

The state has recruited around 1100 Block Resource Coordinators. The BRCs and CRCs are selected through a very rigorous process. All the applicants are teachers but they have to undergo a written test, a computer test and finally interview. The selected candidates are then deputed as BRCs and CRCs. The Mission was informed that the vacancies arising due to such teachers joining as BRCs and CRCs are filled immediately.

All the blocks are provided with five BRPs viz. Mathematics-Science, Languages, English, Social Science and Pragna. The BRPs have been given induction training.

All the BRC-CRC Coordinators have been provided a 4-day residential training regarding various topics pertaining to the quality of education.

Quality Monitoring Tools are being developed by the state which would be used electronically. All the CRC – BRC coordinators would be required to enter the data of classroom observation and school observation in specific format. The report of the CRC, BRC and district would be accessible to all levels of SSA.

Classroom practices: The Mission observed different types of classroom situations. Classrooms in the ADEPT, ABL and BALA are interactive. Students are active and their initiative is respected. Teachers also use different types of teaching aids. Portfolio of each student is maintained. We found that teachers are increasingly using the project method and taking children out for exposure visits.

Pupil Assessment Systems: The schools are switching over to the CCE mode. We found that each child has her own portfolio which is maintained by the teacher.

Student learning levels

According to a study conducted by the NCERT, students of standard 5 could score an average achievement of 56.98% in Mathematics, 63.3% in Language and 59.56% in EVS.

Student of standard 7 could attain comparatively low achievement. The average achievement in Mathematics, Language, Science and Social Sciences was 29.37%, 49.2%, 37.40% and 27.34% respectively.

In the light of these findings, the state has taken steps to enhance learning, called the Learning Enhancement Programme. It is implemented in all the government schools of the state. As a part of this programme a set of 19 Early Readers has been developed for the children of standard 1 and 2. All the children in government schools across the state are provided with the Early Readers. Writing Enhancement (Lekhan Sarjan) workbooks have also been developed for the children of standard 2, 3 and 4.

The Mission found that the schools which have been upgraded as ADEPT, PRAGNA, BALA or ABL have all the potential of raising the learning level of the children. The Whole School Development Plan (WDSP) approach is being followed in the above mentioned schools in its true spirit and we hope that gradually an integrated approach would be evolved, integrating all the good practices and successful features of ADEPT, ABL, PRAGNA and BALA

The state of Gujarat has taken some initiatives to augment the learning ethos in the schools across state. GUNOTSAV is one of such initiatives. Schools and teachers have been greatly enthused by this intervention. Participation of senior level government officials in this event has enhanced its prestige. VACHAN Gujarat is another noteworthy initiative. Reading is now being foregrounded in the school plan. The schools are also being given an annual library grant. Book fairs are organised and children themselves select books for their school library.

Achievements

ADEPT, ABL, BALA and PRAGNA can rightly be identified as the achievements of Gujarat SSA. GUNOTSAV and VACHAN GUJARAT are major interventions driven by the state level which need to be followed by other states

A participatory Curriculum and syllabus Reform Process and development of schools textbooks as part of this process is a significant achievement.

Development of learning material is carried out on a continuous basis. The effort of the state to develop this material in the tribal languages of the state should also be noted.

Concerns

- The Curriculum reform is an excellent initiative. However, close observation of the textbooks (still at the stage of field testing) shows that there is a gap in the stated curricular principles and the textbooks. The textbooks also need to be examined from the point of view of Gender. More clarity and sharpness on the issues of Discrimination and Constitutional values is required. Teachers and SMCs also need to be sensitized on these issues, so that the iconography and the ethos of the schools reflect the diversity of our society.
- Finding good textbook writers is a challenge, a concern which the curriculum team also raised in its interaction with the Mission.
- There is greater emphasis on Reading now, but the CRCs and BRCs also need to strengthen their libraries. There seems to be an anxiety regarding moral values. Planners will have to visit this issue.

Recommendations

- Strengthen the curriculum reform with more sharpness on Constitutional Values and Gender issues.
- Create a team of good textbook writers.
- Strengthen the BRCs and CRCs academically. The District support structure also needs to be strengthened.
- Integrate ADEPT, PRAGNA, BALA and ABL into one concept and gradually cover all the schools.

- **Reform the curriculum of D.Ed. And other education programmes in consonance with the new school curriculum.**

Financial Management

Financial Progress

Rs. In lakhs

	Total approved for FY 2011-12	Funds Received (up to December 2011)	Exp up to December 2011		Exp as % of AWP	
			GOI	GOG	Total	
SSA	179331	73151	38602	111753	92131	51%
NPEGL	1007	307	165	472	520	52%
KGBV	6036	893	1178	2070	563	9%
Total	186374	74351	39945	114296	93214	50%

Against approved work plan of Rs. 1863.74 crores for FY 2011-12, expenditure till December was Rs. 932.14 crores (50% of AWP). Expenditure booked for KGBV till December was only 9% of approved budget. Other components with considerable low expenditure against AWP&B till December 2011 include Interventions for Out of School Children (33%); Special Training (32%); Interventions for CWSN (35%); Research, Evaluation, Monitoring and Supervision (23%); Management & Quality (26%); and Community Training (29%).

Achievements

Flow of Funds: Flow of Funds appears to be smooth and sufficient from state to district and sub-district level. The system of electronic transfer of funds is operational till the level of School Management Committee (SMC).

Staffing: FM staffing is adequate. Strengthening of FM capacity at block level and below is a good start and is expected to improve regularity and accuracy of accounting and reporting and better monitoring by districts. Post of District Accounts Officer is vacant in 3 districts. The state has appointed additional accounting staff through CA firms. These include posts of 1 District Accountant, 1 BRC Accountant and 1 Accountant for CRC and 50 SMCs. Key responsibility of accountants at SMC and CRC include writing of books of accounts, checking maintenance of accounts and completing a monthly financial report. The Block accountant is responsible for checking and compiling SMC and CRC level monthly reports. The district accountant is responsible for consolidating block level reports and submitting it to state office and CA firm.

The state had a system of outsourcing accountants at state and district level for accounting on Tally through CA firms. The policy has been changed recently by recruiting these accountants as staff of the SSA. FM training for accounts staff was conducted for 7 days in FY 2011-12.

Accounting: Accounting software (Tally) has been operational in state and district offices since a long time through outsourcing to CA firms. Implementation of Tally software at block level in 2011-

12 is a key achievement. The state also plans to introduce Tally at the level of CRCs from September 2012. The state may explore customization of accounting software for SSA to establish online system of accounting.

Reporting: The state has started system of monthly financial reporting from SMC, CRC and BRC level since August 2011. This is the key task of newly appointed accountants of CA firm. Prior to this expenditure information at the level of SMC could be collected only on a six-monthly/ annual basis. The monthly report includes status of maintenance of accounting records, expenditure against components and Bank Reconciliation Statement (BRS). The reports are checked and consolidated at the next higher level.

SMCs: SMCs have been formed as per RTE and their members were trained in July 2011 by NGOs. Visit to schools, particularly in rural areas, showed that community members were well informed about grants received by the school. The state is planning to organize FM training for blocks, CRCs and SMC level by involving accounts staff of the SSA through satellite phones.

Concerns

- **Accounting Policy:** All releases to SMC, both for civil works and other school grants, are treated as expenditure at the time of release by districts, which is not as per the accounting policy for such releases prescribed in FMP.
- **Pending Utilization Certificates (UCs):** Visit to Gandhinagar district showed that UCs for school grants released to VECs in FY 2010-11 are yet to be collected. This task needs to be completed urgently before the end of current financial year for all districts.
- **Internal Audit:** Internal audit for FY 2011-12 is yet to start. Internal audit for the period April-September 2011 is already delayed by four months. The delay in internal audit defeats the purpose of providing timely information to management of SSA about any deviations from FM procedures.
- **Compliance of Audit:** The system of compliance of audit observations needs to be strengthened at all levels.
- **Internal Controls:** The mission observed an instance of all payments in cash (including for civil works) at the SMC level, which involved large cash withdrawal of over rupees two lakhs at one time. Statutory Audit report for FY 2011 also mentions many cash payments at sub-district level.
- **Teachers' Salary:** The state office makes quarterly releases to Director, Primary Education (DPE). However, the state received UC for FY 2010-11 only on 21 January 2012. Also, as the SSA Gujarat receives the UC, salary payment records are not covered by the statutory audit of SSA. Accounts of DPE are audited by the Accountant General.

Recommendations

- **Staffing:** The state must review the new arrangement of Block level accountants continuously to ensure that it is working effectively e.g., sample visit and checking of reports by next higher level (BRC accountant for SMC and CRC accountant).
- **FM Guidelines/Manuals and Training:** Existing FMP manual in Gujarati needs to be updated as per the version of FMP issued in 2010 and BRC guidelines in Gujarati should be updated. The state may also consider scheduling FM training after each cycle of internal audit and statutory audit, to disseminate key findings of the audit.
- **Flow of Funds:** the state may consider the use of mobile phones for sending information about releases of funds to SMCs through CRCs, to speed up the flow of information. Also, as soon as schools have computer labs and internet facility, all correspondence to SMCs/CRCs/BRCs can be done through electronic mail. This would also lead to effective use of infrastructure provided to schools. Computers have already been delivered in some schools in December 2011.
- **Accounting and Internal Controls:** Fixed Asset Register to be as per the format in FMP at all levels. BRCs to print and sign monthly accounts and BRS from Tally. The state may also consider having joint signatories for bank accounts at BRCs.
- **Monthly Financial Reporting from district and sub-district level:** to include additional aspects e.g., large cash withdrawals and cash payments at SMC level.
- **Audit:** State to clear backlog of internal audit at the earliest. Block Accountants and CRC accountants to monitor compliance of audit observations for their respective offices and compliance of audit observations by SMCs.
- **SMC:** SMC Minutes to include information on grants received; expenditure and balance of each grant; cash and bank balance; and major decisions regarding procurement, payments etc. Also, the woman community member, who is a co-signatory of SMC account, should also sign vouchers and not just cheques.

Procurement

E-procurement is being implemented in SSA Gujarat since three years. Statutory audit report for FY 2010-11 mentions that procurement procedure is not duly followed by some VECs/VCWCs/CRCs.

Civil Works

Design Process: The state has developed a number of site specific design options for different activities, such as classroom, toilet block, HM room, Toilet for CWSN, KGBV etc.

In the classroom, apart from satisfying minimum requirement of space, fittings and furniture are designed to meet functional and environment requirements and adequate light and ventilation. The teaching area beyond the classroom is extended with the provision of open space, chalk board, raised platform and outside sitting arrangements. The exit requirement is also taken into account

with the provision of two doors and adequate width of staircase. The design also provides safety features in structural elements against natural hazards, such as earthquake and cyclone. The design incorporates provision for future expansion to overcome the problem of shortage of land.

Monitoring and Supervision: The state has established a civil wing and recruited engineers for supervision and monitoring. The State is hiring services of third party professional consultant to obtain independent and objective assessment of technical quality of construction work.

Whole School Development Plan: Whole School Development plan is made by the SMC. The State has conducted a one-day training programme for engineers during the month of August 2011. Various aspect of WSDP were discussed during the training programme. Infrastructure/environment assessment of all the schools has been completed through in-house engineers.

Innovative Activities

Building as Learning Aids (BaLA): BaLA is an innovative concept towards qualitative improvement in education through intervention in school building infrastructure. It is being implemented in the State since 2006-07 and 1810 schools have been covered so far. Since 2010-11 i-BaLA has also been introduced.

Retrofitting to School Building: During the current year, the State has conducted two days workshop on Disaster mitigation and retrofitting to school building during the month of July. During the current year retrofitting has been undertaken in 93 schools.

Convergence: The SSA has converged with Central schemes like "Swajaldhara", "Total Sanitation Campaign". The state has covered 17480 Drinking water facilities under convergence with "Swajaldhara" programme and 32763 toilet blocks with TSC and State Govt.

Convergence with State Fund - 2006 - 07 to 2010 - 11

Activity	Total
Additional Classroom	8749
Compound Wall	7857
Major Repairing	7490
Model School (BaLA)	1218
KGBV- CW	86
KGBV- RWHS	86
Teachers Staff Quarters	766

The State is taking steps to cover the gap for separate Toilet Block for Boys & Girls, facility for drinking water and to provide electrification to all the schools upto March 2012.

PROGRAMME MANAGEMENT

The state has a well established programme management structure. The project is supported at the state level by SCERT, district offices, DIETs etc. Recruitment of accounting staff at block level and below in FY 2011-12 is expected to strengthen monitoring.

Staffing and capacity building

The SPO has 80 staff in place against sanctioned posts (91) i.e. 88% of staff are in place. The state must fill the vacant posts in SPO to further strengthen programme management. 97% of posts of BRCs and 88% of posts of CRCs have been filled.

Management costs are underutilized, as against approved AWP&B of Rs. 75.6 crores, expenditure till December 2011 was only Rs. 19.3 crores (25%).

Data issues, EMIS etc

DISE 2011-12 will be finalized by end of January 2012. The state has published advertisements in all English and Gujarati newspapers to spread awareness regarding DISE and its importance. A web based school directory has been developed for public to register schools in DISE. Online applications have been developed for School GIS mapping, migration monitoring, school directory, out of school children, CWSN, employee management system and school monitoring system at CRC/BRC.

Research and Evaluation

Six major research studies undertaken by the state include studies to measure impact of: Special Training Programme in Gujarat; KGBV on education of girls and retention; training on classroom transaction; and Bala in the state. Other studies include Feedback of teachers regarding training and training needs and study of performance of block teachers. The state has started a major research project regarding implementation of new curriculum and textbooks in pilot schools. Every district conducts around five major researches per block.

Community Mobilization and Management

33385 SMCs have been constituted in the state. Phase I of community level training was completed in July 2011, covering 398088 SMC members and 24982 PRI members. Training modules included roles and responsibilities of SMC, RTE Act and components of SSA. Phase II of training will be completed by end of January 2012. Topics include various features of RTE Act such as Whole School development Plan, Quality Enhancement, Equality, Discrimination and SSA components.

CONCLUSION

The gains made by the SSA, Gujarat in the field of primary education are impressive. The theoretical and pedagogical assumptions as stated in the draft curriculum are sound. All the systems are in place and working to make the transition of the SSA to the RTE smooth.

4-Haryana

INDIA
SARVA SIKSHA ABHIYAN (SSA)
15th JOINT REVIEW MISSION

STATE REPORT: HARYANA
January 17 - 23, 2012

Introduction

On behalf of the 15th Joint Review Mission (JRM) of the Sarva Siksha Abhiyan (SSA), Prof. Krishna Kumar (Mission Leader) and Ms. Deepa Sankar (The World Bank) visited the State of Haryana from 17th to 23rd January 2012. Ms. Swati Sahni (TSG, MHRD) accompanied the JRM as an Observer.

Sarva Shiksha Abhiyan (SSA), the flagship programme of the Government of India (GOI) to universalize elementary education of satisfactory quality for all children in the 6-14 years of age is implemented in partnership with State Governments. The programme has been in place for more than a decade now. SSA has been designated as the vehicle to implement Right to Education (RTE) Act of 2009 and the SSA norms are harmonised with that of the RTE. The last time a JRM visited the SSA programme in Haryana state was in 2007, making the 15th JRM the second field based review of Haryana, and that too after 5 years. All these makes the role of 15th JRM visit to the state more geared towards one of a learning mission. The guiding principles for the JRM are: reviewing the progress made against agreed indicators and processes, reviewing the overall implementation of (i) activities related to access, equity, and quality; (ii) modalities of financial management, procurement, and safeguard issues; (iii) issues regarding project management like implementation capacity, staffing, monitoring etc; and providing suggestions and recommendations to take the "Abhiyan" ahead.

At the State level, the team met with Ms. Surina Rajan, Secretary, Ministry of Education. Mr. Pankaj Yadav, State Project Director, SSA, Mr. Pramod Kumar, Consultant and other key personnel of state project team also travelled with the Mission and that facilitated the Mission members to have constant interaction and discussion on key issues of implementation. The Mission also met teams from Monitoring Institution (Kurukshetra University), SCERT, and SIEMT. The team visited the districts of Jind, Fatehabad, Sirsa and Kurukshetra. In Kurukshetra, the team met the District Commissioner, The team also benefited from discussions held with Mr. Mandeep Singh Barad, who was the SPD of SSA for __ years. In the districts, the team had the opportunity to interact with all relevant district level officials and district teams. The JRM visited several schools (including a KGBV), and interacted with students, teachers and members of the School Management Committee (SMC). The team also visited and reviewed the BRC/CRC centres and teacher training programs.

The Mission would like to put on record our gratitude to each and everyone mentioned above. The team would especially thank the SPD, his team, especially Mr. Pramod Kumar, for their frank and forthright presentation of ground reality, willingness to share their insights and experiences and for the detailed documentation shared with the JRM.

At the outset, the JRM team would like to congratulate the state SSA for the progress made so far. This Mission report is an effort to identify the remaining challenges and help the state to articulate their future tasks to improve elementary education in the state.

Key Issues

- The planning of SSA interventions in the state need a thorough review. A lot of interventions in the state are in the nature of “organizing events” (exhibitions, competitions etc), the sustainability of which is often not sure. It is time to review the effectiveness of these different events.
- There is a need to address teacher availability related issues in a systematic way in the state. The high PTR is a major deterrent on imparting quality education in the classroom. Teacher deployment and rationalization should be taken up in a time bound manner so that during the academic year, moving around of teachers do not affect teaching and learning in a school. The Mission feels that the state should finalize the redeployment of teachers as per rationalization before the next academic year, preferably during the summer vacation. However, the exercise of identifying the schools and teachers could begin right away so that the number of additional teachers to be recruited could be estimated and the process could begin before the next academic year.
- Teacher’s in-service training in the state is done through agencies outside the government system. The Mission suggests that the state reviews and evaluates the training programme as imparted as of now and see how state agencies could be strengthened.
- The academic support institutions like BRCs and CRCs are functioning at a sub-optimal level in the state. These structures are now predominantly used for administrative work rather than academic work, and hence have little or no tangible impact on the quality of school functioning. Last year, a committee was constituted by MHRD to look into these issues and the Committee brought out its report and way forward note in July 2011 (presented to the 14th JRM). The Mission feels that Haryana SSA may find this document useful to identify ways to reform the academic support mechanisms.
- A review of new text books reveal that while some of the lessons are satisfactory, quite a few require critical analysis from the point of view of age-appropriate content and language. As syllabus and textbook revision is an important aspect of quality, Haryana should immediately start a review of its existing textbooks. A careful and analytical comparison between these textbooks and the NCERT’s textbooks will provide useful insights. The Mission appreciates the State SSA’s move towards a continuous and comprehensive evaluation (CCE) to evaluate the holistic development of students, and feels it is important to review it along with new text books before rolling it out..
- Despite the tremendous progress made in girls’ education and numerous interventions initiated, gender issues continue to persist in the state. More girls seem to be missing from classrooms as they go up higher in the grades. However, contrary to what one can see in classrooms, DISE is reporting more girls in the system. There is a serious issue with which the girls’ enrolment numbers are collected. The sensitization of gender issues are often around girls, but it is important to include boys in the discourse as well. As discussed earlier, gender related programmes are more in the nature of events,

and hence often fail to address the challenges of addressing behavioural and systemic issues.

- While school infrastructure is pretty decent in the state and is improving, there shortage of teachers forces schools to resort to multi-grade teaching and having large classes and high Student Classroom ratio (SCR). The high PTR and high SCR combined together provides little space of child-centred pedagogy, continuous and comprehensive evaluation of children's talent and learning, and other innovative practices of teaching and learning. This has a serious impact on retention of children at higher levels and their learning.
- Use of school space for creative expressions or as learning aid is an under-utilization of the resources created in the state. The whole school development programme could be effectively used to convert these barren and underutilized spaces to one that enables learning.
- There is a concern over the sub-optimal use of all inputs provided to improve learning. The virtual absence of any effective use of TLM in classrooms, the library, CAL and absence of any effort to build capacity in support organizations like SCERT, SIEMAT, DIETs, BRCs, CRC- all these programmes need some "out-of-the box" thinking and planning.
- The proportion of out of school children, though small, still remains a challenge when we look at the number of children to be addressed. Added to this is the challenge of student absenteeism. The issue doesn't end in counting them or identifying them, but also devising mechanisms to effectively meeting their learning challenges.
- The non-availability of useful information regarding the number of unrecognized private schools or private schools, especially those that do not follow state curriculum not only makes planning difficult, but also provides a skewed picture of education related indicators in the state. This is an area that needs some pondering. The penetration of private schools in every nook and corner of the state is often interpreted as the result of a desire among parents to have quality education, but as interactions with teachers and communities revealed, in reality, it seems like a manifestation of different factors, mainly one of social stratification.
- In Haryana, the age at which children are admitted to grade 1 has been 5+ years. With RTE, the state needs to progressively move to 6+ years as the age for entry into school. At the same time, for 5+ years children needs to be provided with early childhood care and education (ECCE) facilities, both for the purpose of readying them for schooling as well as with a holistic development programme, including nutrition and safety.
- There are apparent problems in the data collected from various sources on education in the state. Use of research and analysis to help mid-course corrections and guiding SSA implementation seems to be missing in the state, or not effective. The lack of capacity at various resource and support institutions is a matter of concern. Capacity building remains key to improve the situation.
- Vacancies remaining filled in key positions at state, district and BRC level is a serious concern. The capacity of the staff to understand the varied dimensions of SSA seems

inadequate (especially those related to understanding soft issues of education) and hence needs careful planning for capacity building.

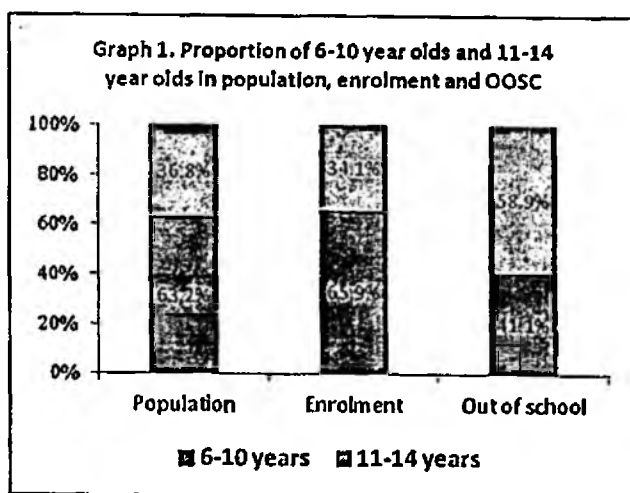
- The SSA expenditure in the initial quarters needs to be increased. The allocations on text books, TLMs etc could be easily expedited in first quarter itself. An analysis of timeliness of fund flows to lower levels and finally to SMCs is worth as it will throw important insights as to where the delays happen.

Progress towards the achievement of Goals

Goal 1: All Children in School

Haryana has provided physical access to primary education through free government schools in almost all eligible habitations. There are around 14955 government schools providing primary and upper primary education in around 8775 habitations in 2010-11. In addition to these government schools, around 7500 private schools¹ enumerated in DISE (both recognized and unrecognized) provide education at elementary level. The schools vary in its infrastructure endowments (detailed discussion under Civil Works and Infrastructure).

There were an estimated number of 1.08 lakh children in the age group of 6-14 years who were "out of school" in 2010-11 which marginally declined to 1.076 lakh in 2011-12 (SSA estimates)². While the proportion of OOSC in the total 6-14 year olds may seem a small 2.6%, the numbers and challenges show that it is a considerable "last mile".



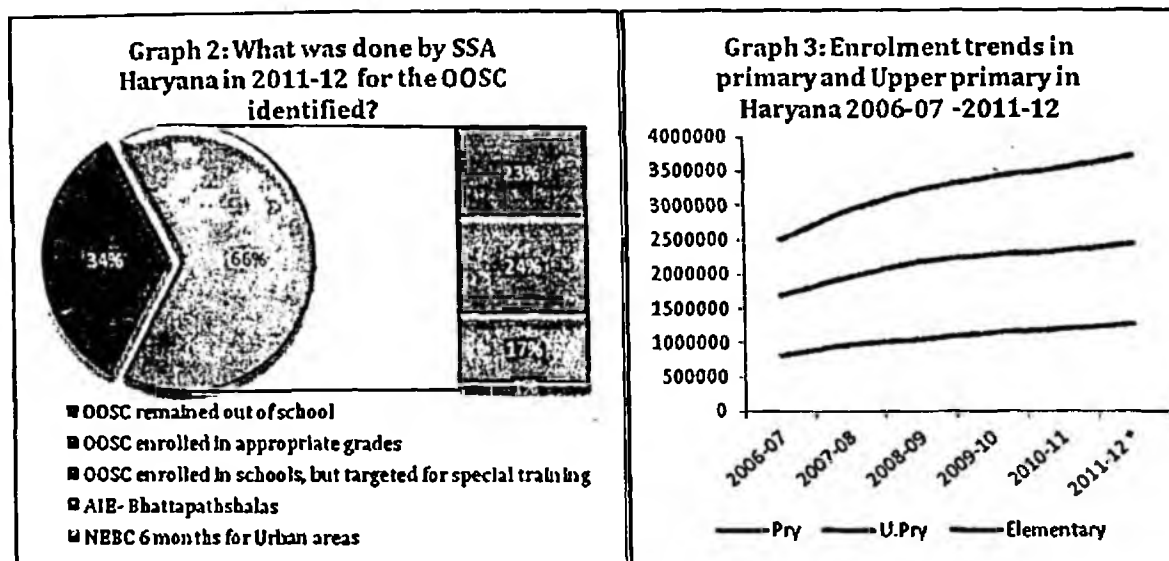
While Haryana accounts for around 2% of 6-14 year old child population in the country, the share of state in OOSC in the country shows that it accounts for 1.7% of OOSC among 6-10 year olds and 4.2% of OOSC among 11-14 year olds in the country. The majority of OOSC are from 11-14 years age group or upper primary stage appropriate cohort. While 11-14 year olds account for 37% of the 6-14 years old population in the state, 59% of OOSC also are from this age group. This reflects a serious issue on retention (which is discussed in detail later in the report). See graph 1.

¹ There are more private schools in the state - many unrecognized schools ran in the mode of "teaching shops" that do not conform to the prescribed norms of opening and running a school and many recognized schools that do not follow state syllabus and are affiliated to CBSE, or ran by Central Government, which is not considered here.

² In 2009, the SRI-IMRB survey (third party survey based estimation of OOSC) estimated around 1.03 lakh OOSC in the state.

The State used different strategies to address the education needs of OOSC. The state could enroll 23% of identified OOSC in appropriate grades directly. Another 24% was enrolled in schools, but were in need of special training. 17% of them were enrolled in Bhattasalas (worksites schools). However, 34% of the identified and targeted children still remained out of school. See graph 2.

With efforts to bring more OOSC to schools, enrolments in primary and upper primary grades have shown increase (graph 3). However, the increase in enrolments is not totally attributable to actual increase in enrolments, but rather better coverage of private schools by DISE. The DISE data shows that there is a 4.2% increase in government schools at elementary level.



The state has a sizeable number of private schools which are unrecognized in nature. While the state has carried out several measures to recognize and regularize them, the sector's presence in the state cannot be denied. Mission's estimate using NSS 66th round (2010) shows that around 5% of primary enrolments were in an "unknown" sector - the sector which is not government, nor private recognized. The share of private sector seems to be almost half - SSA Haryana's enumeration shows that out of 47 lakh children enrolled in elementary grades, 27 are in government while the rest are in private (recognised + unrecognized). The state should look at the reasons for this trend and examine ways of regulating these schools for RTE implementation.

Goal 2: Bridging gender and Social Gaps

A. Gender gaps

While girls (6-14 years) constitute only 45%³ of all child population and also enrolments, they form 55% of all out of school children (OOSC) in the state. For every 100 boys enrolled at primary level, only 84 girls are in the system, and at upper primary level, it is further less -82 girls. The gender

³ Haryana has one of the worst female sex ratio in the country: While overall sex ratio is 877, among the 0-6 years, it is still only 830, which is the lowest in the country (based on Census 2011 figures). However, this is still an improvement from the scenario during the 2001 Census.

parity index (GPI) in enrolment of the state is second worst (after Punjab) in the country. However, there is an increase of 5% in girls enrolled reported in 2011-12 DISE compared to 2010-11 DISE figures, as against the general increase in enrolments reported (4.2%) during the same period. The gender disparity is also evident from the type of school children attend. Author's estimations using NSS 66th round (2009-10) shows that 70% of the girls attended a government school for upper primary education whereas half of the boys attended a private school for the same.

In many of the schools visited by the Mission, girls formed only a third of the enrolments at upper primary level. This somewhat demystifies the belief that girls crowd in government schools and while boys move out to private schools due to parental perceptions and gender preferential behavior.

There are many girls' only and boys' only schools in the state, even at the primary stage. The education authorities and teachers reported that there are still parental apprehensions about mixed (co-ed) schools or mixed classrooms. The state needs to take this issue more seriously and work towards making more inclusive schools from the perspective of girls. Instead of providing segregated environment, the effort should be towards providing more inclusive schools / classrooms and for this. IEC activities should also focus on building sensitivity towards these issues.

The issues related to gender gaps manifests as both tangible (physical aspects) as well as intangible softer ways. The state has initiated a large number of activities to address the tangible aspects of bridging gender gaps. Almost 83% of schools have functioning separate toilets for girls. Almost all schools (96% precisely) have boundary walls⁴. Girls are provided with bicycles to attend upper primary schools not in their village. Girls are also given higher stipends to attend schools.

The state has been sanctioned 36 KGBV schools, but 9 are operational now. These KGBV schools have been upgraded to cover secondary stage also, which is a welcome step providing more composite and holistic approach to school education completion. The NPEGEL Program is implemented in 31 Educationally Backward Blocks (EBBs) spread over in 10 districts.

The intangible, softer aspects of gender are still an issue. While the state has initiated information and awareness campaign as well as specific programs under the NPEGEL program, breaking the centuries old beliefs and behavioral patterns need more concrete action⁵. Under the NPEGEL program, Haryana SSA has carried out the following activities: (a) skill development and vocational training; (b) Karate training; (c) Award to schools; (d) exposure visits; (e) Meena kits; (f) child care centres; (g) community mobilization etc. However, a lot of these activities are carried out as a one on events and the effectiveness and outreach of these programs in the NPEGEL blocks is not really known. The Mission feels that the gender sensitization programs should also include boys.

⁴ Students in a KGBV mentioned raising the height of boundary wall as a major requirement (even ahead of computers or other facilities) and they mentioned they feel more secure in a "walled and protected" environment.

⁵ During the Mission member's interaction with students in a classroom, the skewed sex ratio issue came up. While half of the boys in the classroom reported that they do not have female sibling and all girls had at least one or more than one male sibling. Girls reported that "girls are considered as a burden at home". Another girl, on a question as to whether she feels bad on being asked by parents to help in domestic activities while boys are not, reported that she doesn't feel bad since it happens everywhere"

B. Bridging Social Gaps (with respect to Scheduled Caste (SC), Other Backward Caste (OBC), and Muslim Minority

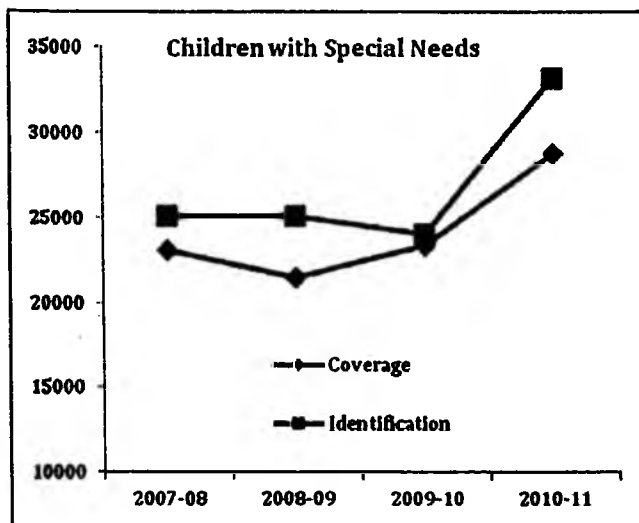
The social gaps between the general community and that of SC, OBC and Muslim minority needs to be looked at not only from the point of view whether they are attending schools, but also on the basis of the type of schools. The DISE data and JRM members' estimates using NSS 66th round (2009-10) shows that SC and OBC seems to be attending school as much as the general category students.

However, a deeper analysis of the issue shows the social parity is achieved without an inclusive nature of education. The government schools in the state predominantly serve children from the socially marginalized groups. This is evident from an analysis of NSS 66th round (2010) data which the mission members had a chance to analyze. As per the estimates from NSS 66th round (2010) around 80% of SC students, 55% of OBC students and 87% of Muslim minority attended primary education in a government school. However, only a fifth of the general category children attended a government school. Around 44% of those who attended government schools for primary education were from SC, 36% from OBC background and only around 20% from were other general categories. On the other hand, in private schools, SC students constituted only 13%, OBC formed 32% and general category, 55% of all primary enrolments (estimates from NSS 66th round). These figures are highlighted here to show that the apparent social parity in government sector is mainly on account of the general category students moving out from the government schools⁶.

The state has introduced several programmes to address the social equity issues. Students from SC, BC and Below Poverty Line (BPL) families are provided with stipends as well. In order to encourage transition of SC children from primary to upper primary, free Bicycles are provided to SC children admitted in Class VI in schools beyond their village. While this is a welcome move, the Mission learns that in the previous years, funds under innovations have been exhausted on this activity. If the state feels that this is a useful measure, then the state should take it up as an activity to be funded from the state resources and institutionalize rather than keeping as an "innovation".

⁶ During a discussion about the issue with teachers, few teachers revealed that some of them do not admit their own wards in government schools (despite their assertion that government schools are equal or better than most private schools in terms of facilities and quality inputs) because "the children who come to schools these days are not from the same background as ours, and that we don't want them to get into wrong environment and spoil their behavior"

C. Children with Special Needs (CWSN)



The identification of CWSN and their enrolments have been stagnant till recently, but as could be seen from the graph, the number of CWSN identified and reached out increased in 2010-11. This was made possible through organizing health assessment camps at block level, in close coordination with the Department of Health and National Rural Health Mission (NRHM). During this, a first time "on spot-certification" was given to CWSN. The state has managed to enroll around 28787 CWSN to school. However, no CWSN is covered under home based education. The state SSA has employed 105 Resource teachers, and

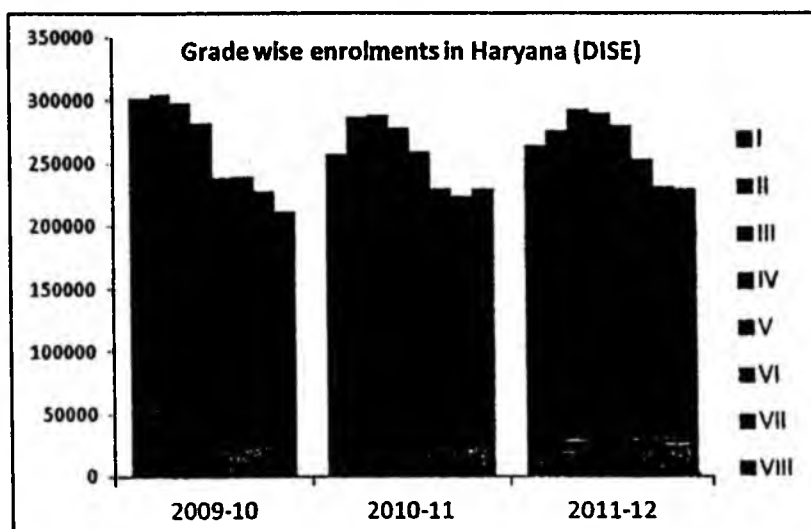
100 IE volunteers to manage the IED. Special teachers reported attending 18 days orientation programme organized by MHRD, on the basis of which a 5 day workshop for SRG was organized for developing modules for CWSN. As per DISE 2010-11, 59% schools have ramps.

D. Children in Difficult circumstances, urban /slum areas, child labor

In Haryana, in urban areas, identifying children out of school, especially those from migratory families from other states is a major challenge. However, state SSA has engaged with various departments to identify these children, especially in brick line areas and have been addressing the education needs of children here through Bhattasalas.

Goal 3: All Children Retained in education system

The DISE data shows that the apparent survival rates of children from Grade I-V is almost 95% and transition from primary to upper primary are near 98%. However, this seems to be quite contradictory to the scenario the Mission could see in the field. Even analysis of DISE enrolment shows that there is less enrolments in later grades (see graph). Declining enrolments in early grades seems to be the



reason for the misleading interpretation. The Mission feels that this issue needs to be studied in a much more intensive manner. Unfortunately, the studies carried out by SIEMAT have not addressed this issue in a scientific way to explain this paradox.

Retention among older girls seems to be an issue. However, as mentioned earlier, data is not capturing this aspect. During the school visits, a discussion with students revealed that many girls drop out at upper primary level as they get engaged in domestic activities or get married. The dropping of girls' share in classrooms from primary to upper primary in many schools visited by the Mission points to the need for looking beyond reported numbers to actual scenario in the classrooms.

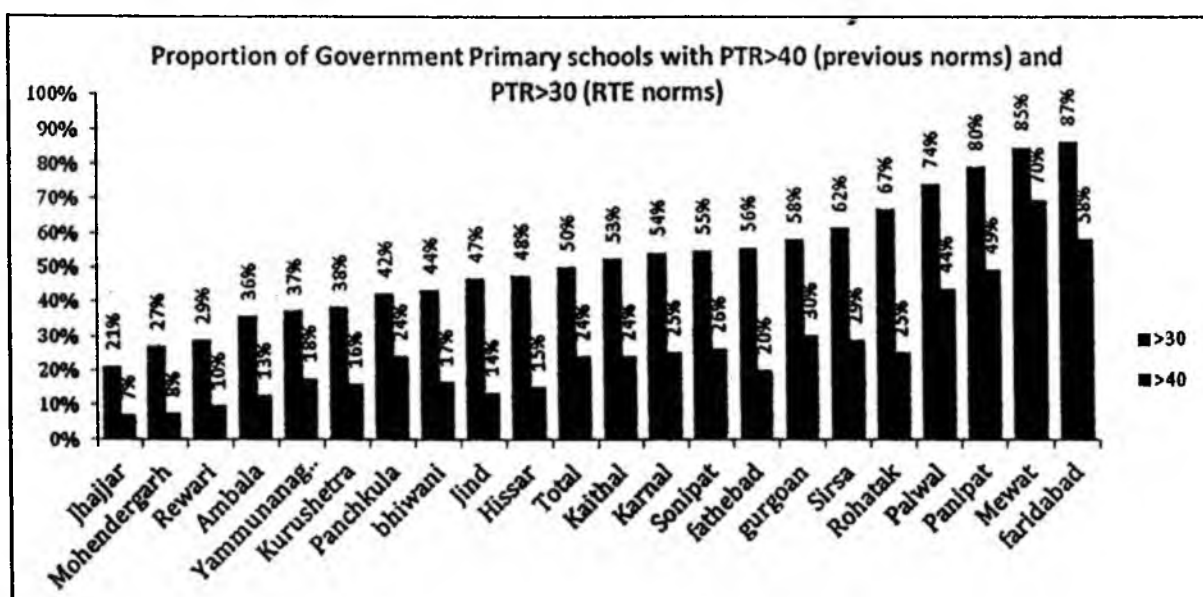
An issue closely related to student retention is the issue of student absenteeism. Teachers reported that since most students in government schools come from agriculture labor families, during the harvest season, they are away from classrooms to help the family in the harvesting. In several cases, this amounts to being absent from school for longer durations, sometimes, months. In spite of this awareness among teachers, schools hardly displayed attendance data on their school campus, nor kept a regular analysis of what proportion are absent and what proportion of students are chronic absentees. The state needs to think about devising special strategies for these children as parents may continue to engage children in their home and labor activities.

Goal 4: Education of Satisfactory Quality

State vision of Quality: An analysis of Haryana state's overall implementation reports presented to JRMs (mainly desk reviews) in the last two years shows that the state has not really articulated its vision for quality. An analysis of activities undertaken to improve quality of education in the state shows that either the "visioning" exercise has not been undertaken or that the visioning exercise failed to address multitude of issues of quality in the system. While this may seem like an academic activity, the absence of a vision document on quality has its own problems, as evident from the quality interventions initiated in the state.

Curricular reforms: The state has developed own curriculum based on NCF 2005 for both primary and upper primary level and have reviewed its text books for primary classes in 2010-11. The state reported that a series of 14 multi-day workshops were held to review 18 text books with NCERT experts guiding them. JRM acquired and studied the textbooks used for Classes 1 to 5. Some of the lessons are satisfactory, but quite a few require critical analysis from the point of view of age-appropriate content and language. As syllabus and textbook revision is an important aspect of quality, Haryana should immediately start a review of its existing textbooks. A careful and analytical comparison between these textbooks and the NCERT's textbooks will provide useful insights. The Mission feels that the textbooks could be improved with inputs from resource persons who developed NCERT text books and hence those experts should be involved in the review as well as revision processes.

Teacher availability: As per DISE figures, average PTR in the state is 30:1, which camouflages wide variations within state. An analysis of number of government of primary schools with PTR>30 (30:1 is the revised norms as per RTE) and PTR>40 (earlier norms for PTR was 40:1) shows that in the state as a whole, half of the schools in the state has an adverse PTR of above 30, and even by the previous norms, a fourth of the schools had PTR above 40. Haryana's own estimate shows that 63% of government primary schools in the state have an adverse PTR of >30. Proportion of schools with adverse PTRs is least in Jhajjar and high in Faridabad. See graph below.



However, the picture is skewed when we look at the proportion of schools with <20 and <10 PTR. For example, in Jhajjar, 50% of schools have a PTR<20. Around 1/4th of the schools in the state have these high concentration of teachers. This shows the highly skewed manner in which teachers are distributed in the state.

The Mission could see the impact of shortage of teachers in the schools with adverse PTR. In these schools, in spite of having good infrastructure and adequate spaces for running separate classes, teachers were forced to combine several grades and resort to multi-grade teaching. The average Student Classroom Ratio (SCR) as per DISE is close to the norms -32. DISE also reports that the proportion of primary schools with SCR>30 are around 42%. However in reality, the SCRs in many schools are double this size.

The Mission analysis of PTR data and field visits shows that the adverse PTR is mainly due to lack of appropriate / evidence based teacher redeployment and rationalization. The state has reported need for additional teachers, even after recruiting about 8325 JBT teachers, 1983 PTIs, 1995 masters including Math's, science etc. The state and Centre may review the situation before any action is taken.

The state should be commended for carrying out the School Teachers Eligibility Test (STET) in which large number of JBT /B.Ed graduates participated. More than one lakh teachers qualified this test and are eligible to apply for teacher posts in schools. Out of them 13000 are already recruited to meet the existing shortage.

Teacher rationalization seems to be an issue in the state. DISE data shows that a tenth of schools have a PTR of less than 10 and a cumulatively, 23% government primary schools have PTR<20. Around 7-8% of primary schools in the state are single teacher schools. This again needs to be analyzed properly. Recently due to a Court verdict, teachers who were deployed in different schools (other than the ones they were posted to) as part of rationalization, was asked to report back to their posted schools. This move has happened in the middle of an academic year, causing much pain and panic among students and parents as this affected teaching in schools.

There is an issue that the teacher cadre is differentiated for primary and upper primary, with differential qualification (primary teachers with qualification of +2 and JBT and upper primary teachers with qualification of +2 and B.Ed) which is not in commensurate with the RTE Act and NCTE norms. The state has more composite schools at upper primary level (upper primary with secondary schools) and the qualification requirements of upper primary and secondary school teachers are same, anecdotal evidences suggest that school tend to use these teachers more to fill in the needs at upper primary level. This further affects teacher availability in upper primary grades.

Teacher Effectiveness: The JRM notes with concern that the state has contracted private players/agencies to impart in-service teacher training in the state. The state has a contract with Educomp and New Horizons for teacher training. The Mission had the opportunity to attend a couple of these training programs. It was evident that the trainers do not have the experience of working in government schools in rural areas. Moreover, the training programmes are focused on topics like motivation, CCE, and so on. Thus the thrust of the training seemed to be on “imparting information” rather than academic or pedagogic strategies. No subject-based training has been given in Haryana for several years. While many teachers told the Mission that they found the generic type of training is useful to an extent, there is a real demand for subject specific training as well in subjects like English, Mathematics, etc. Since the focus is more on information sharing, a lot of these training seem to be happening in a “trainer-centred” mode, with very little scope of group work. The practical content and contextualization of training issues was unfortunately not observed by the Mission.

JRM feels that Haryana needs to reconsider its strategy for training, both in terms of providers and the content and method of training. There is no reason why SCERTs, DIETs and universities and colleges cannot be mobilized for in-service training programmes. Interactivity is an important dimension of training, and it is possible if training sessions are organized in small groups.

Teaching Learning Materials: The Mission could not find much TLMs in the classrooms and naturally, use of TLMs in the classrooms. All teachers reported receiving Rs.500/- as TLM grants. But most teachers reported that they used it to buy pencils, markers, chalks etc. The idea of a TLM also did not go beyond buying charts or posters. Some teachers reported that not all children have necessary stationeries (pencils, note books etc) and TLM is also used in such occasion to buy these types of stationeries.

Availability of TLM, especially children's books for the youngest age-group (Classes 1 and 2) is a matter of great concern. Nowhere did the JRM see any signs of children's paintings or drawings being displayed on classroom walls, nor were there any functioning classroom libraries. Considering the excellent civil works the schools have, these findings are a matter of concern. All children are receiving free text books⁷. While most text book deliveries happened on time, there were some delays by a month or so. This was mainly due to issues related to transportation of these text books to schools. This was also attributed to low transportation costs allocated to the activity as well as multiple printing presses delivering in different time periods.

Library and other facilities: Very few children reported having reading materials (newspapers, story books etc) other than text books at home. Hence the role of libraries in schools is important. Every school reported having a library and students being given opportunity to choose books for the libraries during the book melas where the publishers come and showcase their books. This is a

⁷ In one of the schools visited by the Mission in Jind, a couple of teachers have got all textbooks bounded so that the textbooks do not get spoiled over a period of time.

welcome initiative. However, there should be more effort at school level to ensure that students' reading habits are encouraged. In many schools, the new library books were safely locked inside the almirahs and an examination of these books showed that no student had used them⁸.

Computer Aided Learning (CAL): The DISE data shows that only around 29% of upper primary schools have computers. However, under CAL, students mostly get to know only how to use some MS windows software like painting, word etc. In the nutshell, CAL doesn't really mean using computers as an aid in teaching and learning, but rather learning something about computers. Majority of teachers are also not literate in computer use⁹.

Classroom processes /practices: While all schools had spacious classrooms and better maintenance, there was gross underutilization of spaces. The classrooms were pretty much devoid of any display of activities by students. Girls and boys were separately sitting in rows and columns than in groups even in early classes. Early grades (grades 1 and 2) have furniture (age appropriate) for children while in most upper primary and secondary classes, students were sitting on the floor. By and large, most students in classes visited by the JRM had clean, full set of uniforms.

The spread of furniture in early grades left very little scope for any group activities within classrooms (though in many schools, teachers said they "grouped" children on the basis of some attributes). In some schools, the quality of blackboard is a concern as they are not visible to all children. Interestingly, in no classroom the Mission could find the grade and division as well as enrollment and attendance displayed on the class blackboard. In most classrooms, the lessons were found to be imparted in a teacher-centred, instruction oriented way. Given the high SCR /PTR in most schools, it was also impossible to expect teacher to impart lessons in a more child-centred manner.

Pupil Assessment Systems: The state claims that the Continuous and Comprehensive Evaluation (CCE) has been operational in the state for last few years, and the reported developing a framework for implementing CCE in classrooms. The framework claims that "for the implementation of RTE, the CCE has been implemented at all levels of school education, i.e., secondary and elementary level". However, the Mission could not find any evidence of CCE happening in any classrooms visited, nor teachers being aware of the concept.

The concept framework paper shared by the state with the JRM shows some academic issues too. The scholastic evaluation, as per this paper is envisaged as a combination of (a) unit tests - 4 in a year; (b) project work; (c) work book; and (d) participation in classrooms. The stipulations of unit tests defy the soul of a CCE - it specifies "tests to be administered during the stipulated time span" - this again reduces scholastic achievement to time bound reproduction of cram learning. The Mission also had a chance to look at project work being done by students. An interaction with students suggests that the project work mainly involves copying a lesson from the text book and submitting. There was no effort to include experiential learning in project work or go beyond text books.

⁸ In an upper primary school (composite school), the Mission found that most of the new books purchased were those which were more appropriate to early readers and an examination of students who got it issued for reading showed that they were read by students in secondary grades!

⁹ In one of the teachers' in-service training program, of the 70 odd teachers present, only a couple of teachers reported knowing how to use computers.

In the non-scholastic areas, evaluation guidelines need further relook. For example, in sports, the framework talks about awarding marks to students who participate and perform in sports events at state or district level. This is an unfairly system for developing sports. Students who are not able to participate at district level sporting events, but do engage in sporting activities in schools are given no recognition in this modality of CCE. Even in cultural activities, the spirit of evaluation is one based on competition and achievement rather than interest and involvement – and 30% of overall scores are devoted to these so called achievements in the overall system in the grades below elementary!. The state has allocated Rs. 555.35 lakh in the current years' budget for the same.

The Mission strongly recommends a review of CCE framework developed by education experts who have worked on NCF 2005 to see whether the current CCE has internalized the spirit of evaluations envisaged in the NCF before rolling out the CCE in its present form.

One of the concerns, apart from the low levels of learning as reported by various studies regarding Mathematics, Language and EVS, is the poor general/social knowledge¹⁰.

Academic Support Mechanisms: The SCERT and SIEMAT in the state are functional in the state. There are 17 DIETs and numerous teacher training institutions in private sector in the state. The SCERT is involved in curricular reforms and text book revision activities and SIEMAT carries out some training and research activities (about which more details are provided in REMS later in this report).

BRC and CRC are important structures supported by SSA. There are 119 BRCs and 1487 CRCs in the state. JRM visited one BRC and met some of the CRC coordinators present there. The BRC itself is depleted of staff as it has only 2 out of the 7 sanctioned staff. Interaction with the BRC and CRC functionaries revealed that their activities are entirely administrative rather than academic. Moreover, the BRC had no library resources, the toilets were poorly maintained and ethos seemed uninspiring.

The ABRCs (name for CRCs in the state) is a heterogeneous group with some are teachers on deputation while others, appointed on contract basis. There are merit and problems in both types of ABRCs. During the interaction with ABRCs in one BRC, some teachers on deputation said they are not aware of why they were chosen or on what basis. This points to a serious problem of teachers who were not motivated to become resource persons being forced into the job. Partly this is also due to the fact that the ABRCs are not quite acquainted with their roles and functions. There is a need to improve both quantity and quality of this group by recruiting more of them and providing appropriate training. The BRCs and ABRCs seem to be unaware of their academic functions and even the state has so far been using them more as “information” transmitters and administrative support at block and cluster level. Most BRCs did not have enough resources to support academic activities of teachers. In schools, teachers reported that the cluster meeting is generally attended by head teachers and they had no clue as to what is discussed at cluster meetings. From the discussions with the ABRCs, it seems that the cluster meetings are not regular and more often, the discussions are more ritualistic. The Mission feels that there is an urgent need to relook at the whole academic support system in the state, especially BRC/CRCs.

¹⁰ In a school, grade 8 students could not name a couple of states' names. The school had displayed names of officials without specifying the place (for example, Prime Minister: Manmohan Singh, District Commissioner: XYZ). So when the Mission enquired students as to “which” place's PM is Mr Singh or which district's DC is Mr. XYZ, students could not answer.

Program Management

Staffing and Capacity building: At the state level, out of 142 posts, 103 are in position. At district level, of the 464 posts, 80 are yet to be filled, which includes 8 vacant posts of district gender coordinators, 5 Accountants, and 16 Junior Engineer posts. But at the BRC level, there are huge gaps in staff availability for various tasks. At BRC level, 41% posts are vacant as on 30th November 2011 (1080 out of a total of 2619 posts). These vacant posts includes 530 posts of CRCs (36% of total CRC posts), 104 special teachers posts (29% of all ST teacher posts), and all sanctions MIS and Accountants posts (119 and 180 posts each). This is a matter of serious concern.

Name of Post	Sanctioned posts	No. of posts filled up as on 30.11.11	No. of vacant posts as on 30.11.11
SPIU	145	103	42
DPIU	464	384	80
BRC	2619	1539	1080
TOTAL	3228	2026	1202

The mainstream Education Department and SSA implementation society is greatly coordinated in the state. District Elementary Education Officers are also District Project Coordinators, thus ensuring convergence of district level functions. Similarly Block Education Officers are also Block Resource Centre Coordinators.

The Mission learned that SSA team is also managing RMSA in the state. While it is a good step in the direction of greater convergence, in its present form, it may pause problems as the number and capacity of present team is inadequate to handle the huge task at hand.

Community Mobilization and School Management: Under RTE, the state has constituted SMCs (in the place of earlier VECs) in all schools. JRM appreciates the appointments of SMCs according to the norms the State has determined. The school teachers and SMC members the Mission had a chance to interact reported that the current SMC system is more representative of parents and there is less interference by local political elements. The SMC members in general are aware of the school maintenance grants, beautification grants, additional classroom budget etc that comes to school. There was also awareness of what children were supposed to get – uniform grants, text books, and bicycles (under innovative activities for girls). The SMC members, especially mothers reported that they are actively involved in deciding the expenditure of student uniforms (color, type etc). The SMC involvement in monitoring Mid Day Meal (MDM) preparation and distribution is also quite good as evident from the schools. SMC members also ensure better use of school beautification grants. On the other hand, they seem to be less aware of TLM/ TLE grants. The Mission felt that the SMCs were keen interested in the affairs of the school but lacked the information and insight that might help them to perform their role effectively. It is clear that intensive training is required for SMC members.

Civil Works: The quality of civil works in general has been good in the State. The details of civil works' progress for the current FY and cumulative from 2003 onwards is given in the tables below.

Progress of Civil Works upto 31st Dec. 2011 as approved by AWP&B 2011-12							
Sl. No.	Component Name	Physical Status				Financial Status	
		Approved	Completed	In Progress	Not Started	Budget Approved	Expenditure
1	New Schools building	8	0	1	7	123.52	53.32
2	Building less School (P)	1	0	0	1	15.44	0
3	New School building (UP)	49	0	19	30	916.3	279.85
4	Additional Classrooms	3948	43	2436	1469	15634.08	7984.58
5	Toilets (Boys & Girls)	83	7	58	18	125.33	95.04
6	Separate Girl Toilets	632	64	378	190	477.16	395.36
7	Drinking water(Urban)	167	29	99	39	46.76	39.64
8	Boundary wall	718	16	360	342	3739.34	1887.66
9	Electrifications	597	111	326	160	119.40	106.20
10	Head Master Room	2695	29	1427	1239	10672.20	5287.70
11	Ramps	2628	23	1230	1375	630.72	502.06
12	Toilets I.E./ (P.H)	650	46	373	231	357.50	271.47
Total		12176	368	6707	5101	32857.75	16902.88

Cumulative Progress of Civil Works Year 2003-04 to 2011-12							
Sl. No.	Component Name	Physical Status				Financial Status	
		Target	Completed	In Progress	Not Started	Approved Budget	Expenditure
1	BRCs	58	68	0	3	348.00	448.74
2	CRCs	565	563	2	0	1116.50	980.91
3	New Primary Schools	691	565	65	61	2964.53	2402.26
4	Building less School (PS)	334	294	0	40	1070.24	897.44
5	New Upper Primary Schools	1248	994	197	57	8196.64	6410.53
6	Building less School (UPS)	129	119	1	9	645.00	497.09
7	Additional Classrooms(Primary)	28145	20632	5960	1555	73677.98	58351.61
8	Toilets (Primary)	6767	6681	68	18	1162.09	1054.12
9	Separate Girl Toilet	9466	8679	595	192	3031.18	2769.87
10	Drinking water(Primary)	5512	5209	99	204	839.81	729.37
11	Boundary wall(Primary)	1219	517	360	342	3939.74	2074.22
12	Head Master's room	3612	824	1542	1246	12409.31	6825.02
13	Electrifications	9960	9474	326	160	587.55	571.41
14	Major Repair	165	110	4	51	149.99	81.91
15	Child friendly element	275	254	21	0	13.75	13.75
16	Residential Hostels	4	0	1	3	258.16	39.83
17	School Library (Primary)	7766	7766	0	0	232.98	232.98
18	School Library (Upper Primary)	4307	4307	0	0	430.70	430.7
19	Last year balance	0	0	0	0	145.68	86.93
20	Ramps	2628	23	1230	1375	630.72	502.06
21	Toilets (IE)	650	46	373	231	357.5	271.47
Total		83501	67125	10844	5547	112208.05	85672.22

The architectural design of classrooms provides for spacious verandas which could be used in a multi-purpose manner. However, in the absence of a proper whole school development (WSD) strategy in the past, buildings/ classrooms have come up in different parts of the school premises. There is a serious under-utilization of available spaces for learning and teaching. In the past, there has been issue of wastage as well¹¹. In several schools visited by the Mission, there were beautiful gardens and other structures in open spaces, but in many other schools, barren spaces were also seen. The Mission would urge the state SSA to prepare a detailed WSD plan for bringing in learning elements in the school. The state has also engaged a third party to evaluate the Civil works activities, which is a very positive sign.

District Information System for Education (DISE): One of the main tools for monitoring the progress in elementary education is the data emerging from school census, through DISE. However, the state reported problems with DISE data collection and analysis. One of the major challenges in data collection in the state has been the issue of coverage of private school data, especially private unrecognized schools. The state has made every effort to get data from private unrecognized schools this year and hence definitely there is an increase in the coverage of schools. The fact that all the MIS coordinators post at BRC level are vacant also affects timely data entry and quality of data collection processes. Another problem is the capacity to analyse DISE data and derive meaningful results.

Monitoring, Research and Evaluations: The Monitoring Institution for Haryana is Kurukshetra University. The research studies commissioned by Haryana SSA are carried out by SIEMAT. Last year (2010-11), four studies were commissioned and finished – the four studies mainly looked at dropout rates and transition rates at primary and upper primary levels in five districts of the state. The main problem with these studies is that these studies are mainly have “verification” of transition and dropout rates rather than deep insightful research. Even the data collected is presented as a series of tables and no interpretation of data. SSA Haryana has established a unit within SCERT for J-PAL to do evaluations of SSA implementation. At present they are involved in an evaluation of Mid Day Meal Scheme.

Financial Management

Audit process: In Haryana SSA, a statutory auditor carries out annual audit for the state. For internal auditing on concurrent basis, 19 firms are contracted and they cover all districts, BRCs, CRCs and 1/3rd schools in a year and in this way, all SMCs/ schools spending above Rs. 1 Lakh is covered in every three years. All the records of the 1/3rd selected schools as well as VECs are checked by the internal auditors. Different fee structure exist covering for different aspects of internal audit (different for BRC/CRC audits as well school audits). In FY 2010-11, 50 BRCs, 110 CRCs and 759 schools/VECs were visited by the statutory auditor in the state as a whole.

¹¹ In some schools, missions found that the additional classrooms sanctioned were constructed in a “stand-alone” manner, but in close by spaces. If these classrooms were planned adjacent to each other, the money spent on a wall (which could have been anywhere between 1/10th to 1/4th) would have saved. The authorities reported that they had to spent all money, so planned it as different buildings rather than two rooms in a row.

The audit was conducted well in time in the state last year and the balance sheet for the year 2010-11 was completed and sent to the ministry on 9th Nov 2011 (the due date was November 1, 2011).

Staffing and Capacity building in FM: The major issue in terms of staffing in FM department is at the BRC level. 180 Accountants posts are currently lying vacant. In the case of the post of accounts officers at district headquarters (4 vacant posts), the FM personnel in the SSA office reported that in such situation, some other person from other department holds additional charge of this post too, thus not affecting the accounting.

The State is processing the recruitment of staff for appropriate posts through C-DAC (Central government organization for recruitment). The C-DAC has conducted written test for recruitment in the month of December. The results are available and for State level positions, interviews are already held. The main recruitment is for BRC level which will be taken up in this FY.

As per FM&P manual, 5 day FM&P training is mandatory. A 4 - day FM&P training was held at Panchkula during September, 2011. All Accountants of State headquarters and Districts attended the Training. Officers from EdCIL and HQ imparted the training. MHRD conducted a two day Regional Training-cum-Workshop from 9-10 January, 2012 at Panchkula. Eight States including Haryana participated. All Accounts Officers of 21 districts and HQ attended the workshop. So in total, the concerned staff has received 6-day training in the current year. Besides this, monthly once (one day) training of Accounts Officers and Accountants of districts are also regularly held at Headquarter.

Modalities of teacher salary payment: At present, 14074 teachers are paid salaries by SSA. The state government issues sanctions for various categories and number of teacher posts under SSA. Teachers working under SSA are paid by drawing the salary from the treasury (from State government exchequer) by the respective Drawing and Disbursing Officers in the District. The salary then is credited into the teachers' respective Bank account. Teacher salaries are calculated on the basis of sanctioned position and scale. The amount of salary is then reimbursed by SSA by depositing into the state treasury every 2-3 months.

Village level accounting: Most schools visited the Mission did not have an Expenditure information display board. Where ever it was seen (4/20 schools visited by the Mission), the Board has not been updated for more than 2 years, or not filled/ updated; in some places, it mostly had information on maintenance/ beautification grants received. The SMC members seemed to be aware of some grants that come to the school level – school maintenance grants, beautification grants, additional classroom budget etc. There was also awareness of what children were supposed to get – uniform grants, text books, and bicycles (under innovative activities for girls). They seem to be not aware of TLM/ TLE grants. School staff/ SMC members are not trained for accounting and record keeping. There are no printed materials distributed to school levels functionaries guiding them on how to maintain accounting and record keeping.

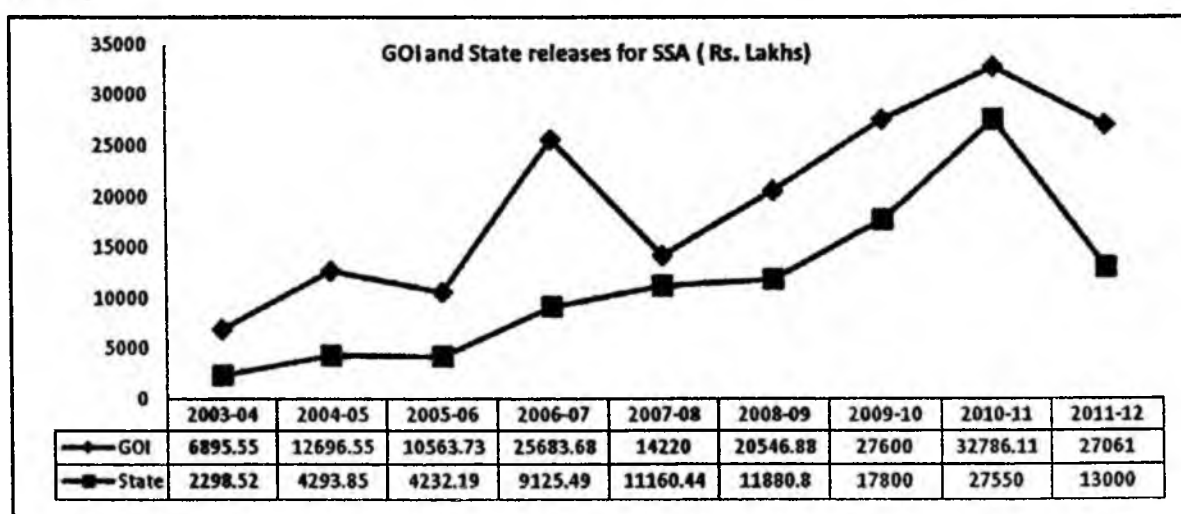
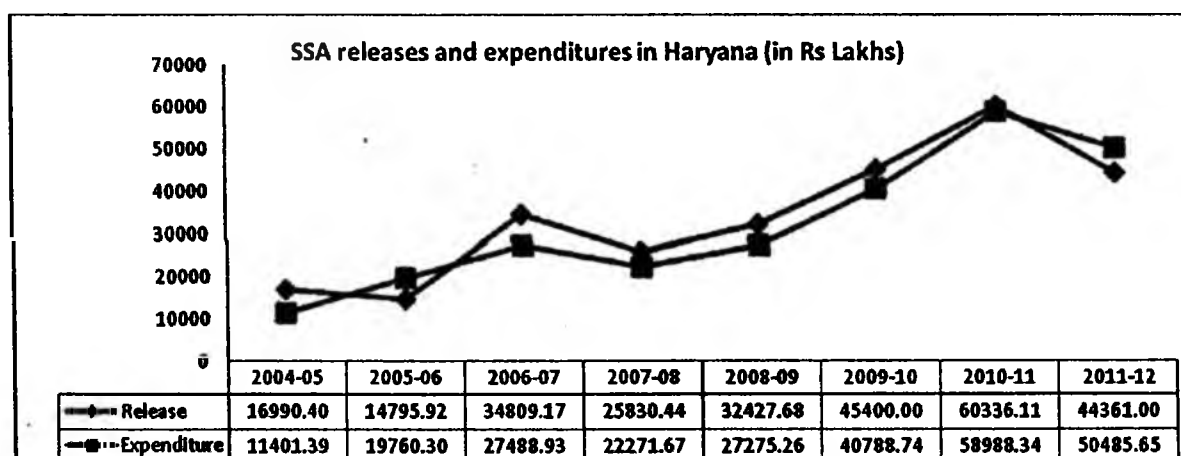
Accounting software: The state uses TALLY software for accounting purpose. At the state headquarters, the software has been in use since 2004-05. 20 districts (out of 21) are implementing / using the TALLY system since the last two years. The manual books are not required to be maintained. Those drawn from the software are audited.

Expenditure Patterns in the state

Haryana is one of the states with high per student (enrolled in government + aided schools) expenditure by state government. In 2009-10, the state on an average spent around Rs.11100/- for elementary education. In addition, SSA spent around Rs.1836/- per student that year.

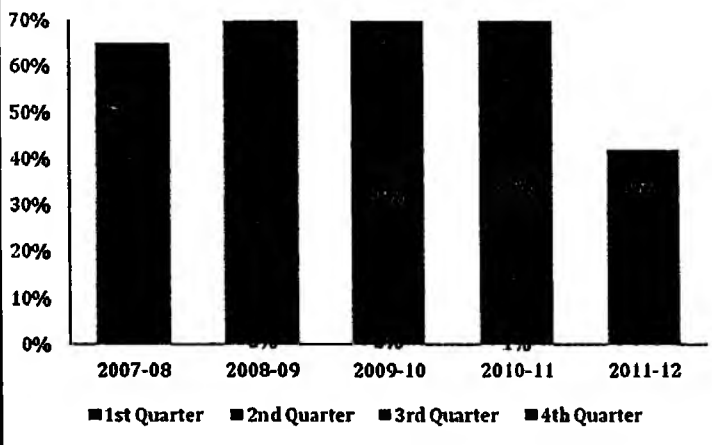
From 2010-11 onwards, the sharing pattern between Centre and state of the SSA expenditure is in tune with 65:35 ratio. The AWP&B has been increasing every year (see table below). Haryana is entitled to get Rs.4300/- Lakh from 13th Finance Commission to finance the state shares of SSA programme.

	2007-08	2008-09	2009-10	2010-11	2011-12
Sharing Pattern	60:40	60:40	60:40	65:35	65:35
AWP&B (Rs. in lacs)	35706.6	42549.76	59800.66	82979.65	119767.4
% increase in every year	2%	19%	41%	39%	44%



The analysis of quarterly expenditure patterns in the state shows that expenditure in the first two quarters has been improving. However, even after three quarters, only 42% of the funds have been spent.

Quarterly Expenditure Trends



An analysis of component wise data for the year 2010-11 for SSA shows that apart from Civil works, the major expenditure was on teacher salaries (new primary schools).

Activity wise Expenditure Statement of SSA (State wise)

(Rs. in lakhs)

S. No.	Expenditure by Activity	Financial Year till date 31.3.2011 (1.4.2010 to 31.3.2011)	Share in total expenditure
1	New Primary School	25306.61	40.0%
2	New Upper Primary School		0.0%
3	BRC	1816.61	2.9%
4	CRC	371.75	0.6%
5	Civil Works	15495.58	24.5%
6	Furniture for Govt. UPS		0.0%
7	Toilets, Drinking Water	0.00	0.0%
8	Interventions for OOSC	1208.02	1.9%
9	Remedial Teaching		0.0%
10	Free Text Books	3861.92	6.1%
11	Innovative Activities	1951.18	3.1%
12	IED	995.73	1.6%
13	Interventions for girl children		0.0%
14	Maintenance Grants	1088.70	1.7%
15	Management & MIS & Quality (LEP)	2245.76	3.5%
16	Research & Evaluation	89.72	0.1%
17	School Grants	837.88	1.3%
18	Teacher Grants	297.97	0.5%
19	TLE	73.01	0.1%
20	Teacher Training	876.79	1.4%
21	Community Mobilisation	303.21	0.5%
22	SIEMAT	0.00	0.0%
23	Uniforms	5166.09	8.2%
24	Transportation	6.01	0.0%
25	School Library	663.68	1.0%
26	State Component	289.88	0.5%
27	NPEGEL	264.20	0.4%
28	KGBV	130.17	0.2%
	Total	63340.47	100.0%

5- J&K

INDIA
SARVA SIKSHA ABHIYAN (SSA)
15th JOINT REVIEW MISSION

STATE REPORT: JAMMU & KASHMIR
January 17 - 23, 2012

Introduction

A team consisting of Farida Khan (GOI nominee) and Daya Ram (Consultant, World Bank) visited Jammu and Kashmir on behalf of the 15th joint Review mission from January 17th 2012 to January 23rd 2012. Mr. Adil Rasheed (TSG, MHRD) accompanied the JRM as an observer.

A meeting was held with the State Project Office officials where the State Education Commissioner, the State Project Director, the Director State Institute of Education, Jammu and several other officials of the SPO were present. The State team made a presentation giving an overview of the present status of the SSA programme in Jammu and Kashmir, which was followed by discussions.

The team visited the two districts of Udhampur and Samba and met with the DCs, the Chief Education Officers, Zonal Education Officers, District Programme Coordinators, accounts staff, a team of JEs, ZRPs . We were accompanied by Mr. Kaul, Mr. Jain and Mr.. Singh from SPO during our visits to the field. In each district members visited several primary and Middle Schools, a Seasonal and a Mobile School, a ZRC and a DIET and a CAL training centre. Efforts were made to meet and interact with children, teachers, parents, VEC members and other community members.

The mission members express their sincere thanks to Ms.Naseem Lankar, Commissioner cum Secretary School Education, J&K, Ms. Yasha Mudgal, SPD, SSA Society J&K and all members of the SPO for facilitating our visit. The members also wish to thank Mr. P. Pole DC Udhampur, Mr. Mubarik Singh , DC Chamba and the members of the district and Sub- district SSA teams for all the operational support, necessary information and their valuable assistance throughout the visit. We are grateful to the teachers, parents, community members and children that we met for their co-operation and willing assistance.

The visit of the team had to be confined to the Jammu region since a majority of the schools remain closed during the winter months and a large part of the state is inaccessible. Moreover, in the course of the present review, heavy snowfall and rains in the concerned region made it impossible to access schools and unfortunately also the only KGBV that was available within the region.

Overview

The state of J&K has certain distinct characteristics which affect its education system and therefore need to be highlighted at the outset:

- The three different regions of Ladakh, Kashmir and Jammu are geographically separated from each other but also distinctly different in terms of language, religious affiliations and other cultural and social indicators.
- The seat of government and all governmental department functionaries of the state level move between the two state capitals of Srinagar and Jammu on a six monthly basis.
- Due to climatic variations the state also has two different school calendars, one ending in October and the other in March.

Key Observations and Recommendations

Jammu and Kashmir has been through a difficult period both politically and socially over the past couple of decades and the educational process has been subjected to severe disruption. In the face of these challenges, the progress made in the areas of school infrastructure and provision of teachers in the school is commendable. Quantitative indicators have shown remarkable progress in the areas of student enrolment, availability of schools, participation of girls, and up-gradation of the physical infrastructure. The Teacher Pupil Ratios in the state are extremely favourable, probably the best in the country. With this extended network of schools, adequate infrastructure, and the availability of teachers, administrators and all levels of support structures, it is now imperative that the state directs its attention towards effective utilisation of these resources to ensure quality of education. Acknowledging this positive situation the Mission recommends the following:

1. **Access and Enrolment** - Though 91% habitations are served by the primary schools, 2,481 habitations still remains un-served. Out of these 397 are eligible for getting primary schools and sanction for which was made this year. None of these schools have been started this year so far. *State needs to take concrete and concerted steps to ensure access for children in the rest of the little over 2,000 habitations which are scattered, pretty small and located in hilly areas. Various options like facilities of residential schools or transport facilities need to be explored. To identify the need of remote habitations the state needs to initiate community centred school mapping exercise at the earliest.*
2. The total number of children reported out of school is very small but the GER, NER figures for primary and Middle Schools available contradicts this low OOS children figure. No systematic record is available for OOS Children. *State needs to undertake a house hold survey exercise to identify those children and child tracking system also need to be put in place to ensure universal enrolment and retention. Special trainings for OOS children has not begun so far and there is a lack of orientation and capacity in the SSA J&K in dealing with difficult to reach categories of children. Near absence of CSOs/NGOs in the state also deprive them from the exposure with initiatives undertaken by these groups in other states. State also needs to develop expertise in its various institutions, to deal with the issues of children belonging to various categories of difficult to reach children.*
3. The state has done a commendable job in ensuring timely distribution of textbooks and stipends to children. School Uniforms to girls and other eligible children need attention and the GOI and the state together need to review the situation and remove bottlenecks towards distribution of uniforms.
4. The Mid Day Meal scheme is working efficiently; food is of good quality, kitchens are hygienic and well equipped and all children are eating the meals. Teachers, parents and

VEC members were all unanimous that MDM provision has helped in improving school attendance.

5. The system now needs to move beyond availability of teachers and improved physical infrastructure and to focus upon the quality of teaching and learning. Given the wealth of data and research evidence and materials available in all areas of education, teachers and academic support persons need some form of continuing support to upgrade their disciplinary knowledge; their expertise in areas of pedagogy, curriculum, classroom management; and an awareness of the social contexts of schooling.
6. To make print and other forms of learning materials available to children and resource materials available to teachers. Libraries housing both books and video and audio materials which can be adequately utilized will enhance children's learning as well as motivation.
7. In spite of the favourable PTR ratio the current practice of allocating teachers to subjects rather than grades starting from grade one increases the class size where a teacher for each grade is not available. Grade-wise teaching, at least in the initial classes is recommended to reduce the load of multi-grade teaching.
8. The use of English as a medium of instruction needs to be seriously re-considered, although it has been reported that the State is in the process of re-thinking the policy. Children need to have a minimum context of understanding and level of exposure to be able to communicate in the language. Children also need to be socialised into schooling. Doing this through an unfamiliar medium makes the subject matter of the classroom an alienating exercise that goes totally against the current effort to make the advent into school a meaningful and enriching experience.
9. Troubled circumstances in the state and the disruptions in the lives of people has put severe restrictions on avenues of interaction and exposure for teachers, students and other functionaries in the educational system. The state may need to take special measures to provide opportunities for functionaries at all levels to have short term as well as sustained contact with institutions/groups/areas where innovative thinking and experiments in education are being tested and implemented.

The Mission feels that there is an urgent need to train and sensitise functionaries at all levels, including teachers towards a better understanding of the issues related to all special categories whether it is women, children with special needs, SC/STs or minorities. **There is a serious problem with the way that the issue of exclusion at all levels has been conceptualized and this does not apply only to J&K. Rather than viewing it as a complex social issue that needs understanding and resolution at a variety of levels, it is seen as a "problem" that can be fixed by efficient mechanical means. The preferred means of addressing the issue is through workshops, short term training and acquiring specific 'skills'.** The mission is hesitant to prescribe any quick solutions but suggests that it will require thoughtful exposure, training and extended engagement. There are several specialised groups working in these areas across the country, from within and outside the educational establishment, with whom linkages should be initiated to work out a well considered programme for intervention.

10. Although well staffed, the functioning and utilisation of DIET resources needs to be re-organised considerably. The present system seems to overlook the specific functions and

requirements of the DIET faculty, which is an important resource centre for teacher education and development. Hence faculty needs to be carefully selected, well motivated and adequately trained. The practice of recruiting a special cadre for DIETs, as is the practice in some states may be useful. The present D.Ed course needs to be re-structured and radically revised to conform to the goals set out in the SSA.

11. A very substantial number of posts are vacant at different levels. Immediate steps are required to fill up these vacancies to ensure that the state is able to meet its physical and financial targets.
12. Training needs of functionaries dealing with different programme component, especially those dealing with special training, community institutions, assessment of children's learning, to be assessed and a systematic capacity building plan to be made including exposure visits to relevant programmes in different states. MHRD, GOI and TSG should facilitate/ support in planning and implementation of capacity building activities of the state.
13. To ensure meaningful involvement of community institutions in school processes, processes of constituting VECs, its membership and training require special attention. Current practice of 'nominations of VEC members by HMs and making mandatory consultation with local MLAs', need to be reviewed and a democratic and transparent process of VEC constitution, giving better representation to parents and other marginalised sections of the community need to be evolved and put in practice. With the new Panchayat institutions in place, developing interface between community institutions and PRI should be given due attention. Ensuring public display of expenditure in school will be an important step towards bringing accountability and transparency in the school processes.
14. Civil work is generally delayed. Backlogs not only of the previous years but some are more than a year old, are being cleared. This delay has been resulting in cost escalation and VECs refusal to undertake construction at the old rate. There are many posts of AEs and JEs still vacant. The state need to expedite the process of recruitment to ensure that backlogs are cleared. Provisions of ramps to be ensured in all schools.
15. There seems to be confusion in the state about having more than one SOR, for the state to be able to cover their differing labour costs in different areas of the state GOI may issue necessary communications or take any other necessary steps to bring clarity on this issue.
16. Use of accounting software at the levels below the SPO needs attention. Audit processes of VEC expenditure needs stream lining.
17. The RTE Act 2009 is not applicable for the state of J&K. The state has enacted J&K Compulsory Education Act 2002. The ACT will require greater specifications to ensure community participation, social exclusion and quality of schooling. The Mission feels that A review of the J&K Compulsory Education Act in the light of the current debates within the civil society and educationists both within and outside the country may help the state in achieving its goals.
18. The recent practice of bifurcating capital and general grant restricts states' flexibility in the use of funds. A state like J&K which has different school calendars for the two regions due to different weather conditions, require lot of flexibility in use of grants. While in one part of the state civil work can be possible, in other parts probably it would be appropriate time

for teacher training. For example the second release made to the state has been earmarked for only capital expenditure while the state require fund for other activities. GOI may need to look into this issue and find appropriate so\lution to the genuine problem of the state.

Goal 1: Access and Enrolment

Around 91% habitations are served by the primary schools as per the DISE data 2,481 habitations still remains un-served. Out of these 397 are eligible for getting primary schools and sanction for the same was given during the year 2011-12. None of these schools have been started this year so far. Children in the rest of the about 2,000 habitations have to be covered either through residential schools or transport facilities need to be provided for them. These are scattered and pretty small located in hilly areas. So far no progress has been made towards this during this year.

The state has a uniform norm of 300 populations for providing primary schools for all habitations unlike other states where relaxed norms exist for the hilly and tribal reasons. Large number of habitations which have population less than 300 will be left without access to primary schools. Possibilities of using residential school facilities, transport and escort facilities have not been explored There does not seem to be a clear time frame decided by the state on ensuring universal access

In regard to ensuring universal access for upper- primary schools 93.1% habitations are served by Upper Primary Schools as per the norms. There are 1,890 habitations in which children are yet to get access to UPS. Up-gradation of 330 schools was sanctioned during this year, which is to get operationalised. There will be about 1500 habitations still left without access to UPS, where again the state does not have any plan for this and the norms are difficult. Maintaining 1:3 ratio and 3km norms if there are minimum 25 children to join grade 6, a school is upgraded into UPS.

The state has been thinking of using GIS for mapping of schools but they will require permission for doing so from the army as well as some other agencies. The JRM recommends that the state Norms for opening schools and upgrading schools be reviewed and relaxed for the areas which are hilly and sparsely populated. The state also needs to set a deadline for ensuring universal access to primary and upper primary schools and to explore possibilities of residential schools and transport facilities for children living in small dispersed habitations.

As per the state report only 36,281 children (less than 2%) of the elementary school age are out of school. The NER at the primary level (95.33) suggests that the OOS children figure is highly underestimated. Field visits also bear this fact of underestimation. VECs are supposed to keep Village Education Register which should have names and number of OOS. But in no school and with no VEC this record was available. From the field visits it looks that no HHS has been undertaken and no record is available at the village level. The basis of this figure for OOS is not clear. The state was to undertake household survey to identify out of school children which is yet to be initiated The state was also supposed to study the child tracking system of West Bengal and initiate action for the same. But so far it still remains an activity to be taken up.

For the year 2011-12, a total of 32,249 OOS children (6272 children under Mobile school/NRBC-I, 10,235 children under Tent school/ NRBC-II and 15,742 children were to be covered under Platform Schools/NRBC-III.) were proposed to be covered and an amount of 1707.15 lacs were sanctioned. The physical and financial progress shown QPR -III shows that so far no progress has been made in this regard.

Recommendations

The Mission suggests that the Household survey has to be initiated at the earliest and the child tracking system needs to be put in place. The Mission also suggests that the GOI/TSG make a

special effort to facilitate exposure visits and capacity buildings of the functionaries in this respect.

Goal II: Bridging Gender and Social Gaps

Gender

Enrolment of girls remains at 47.78 at the elementary level, slightly lower than the national average. The NER for girls in 2010-2011 was 78.73 for primary level and 72.90 at the upper primary level. Survival rate at primary level is 82.37 and transition rate to upper primary is 90.30%. Both these are slightly higher than the national average.

The gender parity index for classes I to V has remained at .90 as compared to the national average of 94, and moved from 84 to 87 at the UPR level.

Under the SSA both the NPEGEL programme and the KGBV scheme are in operation.

- Number of girls covered under NPEGEL in 2011-2012 is 18905 The programme is being implemented in 578 Model Cluster Schools of 109 EBBs in 20 Districts.
- Activities conducted under NPEGEL include vocational / skill development, health & hygiene camps, Quiz competition, Sports Mela and exposure visits are reported to have been carried out.

Of the 99 KGBVs sanctioned, 95 KGBVs are operational but presently functioning in rented accommodation. The construction of only 12 KGBVs has been completed. The total enrolment of girls in classes 1 to 5 in KGBVs of Model I and II is 4911. The groups covered under this scheme includes SC, ST, SC and BPL. 40% of the total enrolment consists of girls from the ST category

Observations: Unfortunately the scheduled visit to the KGBV had to be cancelled due to inclement weather and no other KGBV was available for observation. There was also no occasion to visit any school or activities conducted under NPEGEL. Although the number of girls in the observed schools was larger than that of boys, there seems to be little awareness of problems that girls encounter in educational settings. Although routine trainings are mentioned, the focus is on enrolment and retention. Of the activities initiated under NPEGEL, vocational training in a routine stereotypical mode seems to be the practice.

There is no special provision for Muslim girls Discussions revealed that the provision of financial incentives to Muslim girls is a not a viable option due to the large numbers that come under the category. The state seems not to have been able to find innovative ways of utilizing funds for this purpose.

Recommendations

- Gender sensitization is an urgent need at all levels. Given the level of understanding and the lack of other activities in the state, some form of sustained interaction with experts needs to be initiated.
- Materials and literature on gender and gender sensitization should be supplied at district, block and zonal levels, along with support for accessing the materials.
- Some form of exchange and interaction with national level groups working in education and gender needs to be facilitated

- Special attention be devoted to gender issues in other disadvantaged groups

Scheduled Caste, Scheduled Tribe:

Enrolment percentage of Sc/ St population in grades I to VIII is higher than the proportion of their population in the state.

SC - % of population (2001 census) 7.60

Enrolment classes I to VIII: 8.42, of which 46.72 are girls.

ST -% of population (2001 census) 10.90

Proportion Enrolment classes I to VIII - 14.64, of which girls constitute 45.86%

Observations:

Although the numbers of both scheduled caste and scheduled tribe children coming into schools has increased considerably, and special provisions are making this possible, the conceptual problems and recommendations cited for gender are equally applicable here. This problem is exacerbated by the fact that community participation and mobilization structures are weak. For example there is very little information about scholarship schemes, employment avenues and special programmes among students, parents and sometimes even teachers.

Muslim Minority:

Although the state has a Muslim majority, a decision to treat Muslims in the State as a minority has been taken based on indices for development etc. However, logistics of how funds can be utilized for this purpose have not been worked out.

Recommendations:

- *Criteria such as income levels, income and educational levels of parents, developmental indices of habitations etc could be used to identify children for incentives to be targeted under the SSA programme*

Children with Special Needs (CWSN)

There are 22,866 children of 6 to 14 years enrolled in schools out of a reported total of 26,870 children with special needs (1.32%).

2 resource persons per district have been identified for CWSN and 7140 children have been provided with physical support devices of some sort.

A 90 day foundation course has been given to 78 teachers and 9182 teachers were given a one day training in Inclusive education as part of a capacity building programme. The State also reports having conducted for CWSN which included VECs, ZEOs ZEPOs District Coordinators etc. in most districts.

There is a proposal to appoint resource teachers with a requisite RCI approved qualifications but to date no such appointment seems to have been made.

Observations:

No child with special needs was enrolled in any of the schools, no special facilities for CWSN were seen to be in place in the schools visited although trainings are reported as is the distribution of support devices. There was little evidence of awareness among officials and teachers of the presence of such children within the community or of necessary means of identifying them. Although the need for training teachers was mentioned no details or knowledge of this training was available.

Recommendations:

- Systematic identification and documentation of CWSN to be initiated
- Training of resource persons at all zonal levels to be carried out immediately
- Review of the training modules in use with the help of experts in the area of CWSN

Migrants:

The major migrant community in J&K are the Bakarwals who comprise a large part of the ST population in the State. Under an earlier scheme of the GOVT of J&K the migrant communities were entitled to mobile schools which are being discontinued under the SSA scheme and have been replaced by Seasonal Schools.

Observations:

Community members expressed a preference for mobile schools for a variety of reasons, chief among them being the continuity of teaching staff. Communities had varying reactions to the proposal of establishing residential schools.

Recommendations:

- *More sustained community dialogue and mobilization needs to be carried out to clarify the problem of the mobile vs. the seasonal schools and the feasibility of residential schools needs to be explored, at least at the level of UPSs.*

Urban Deprived: there was a plan to cover Urban Deprived Children in the two capital cities of Jammu and Srinagar and also some work with platform children. the work has not started. even the survey work is yet to start. The state will need support in terms of training and exposure to be able to understand the nuances of the work with UDC.

Goal III: All Children Retained in Elementary Education till completion

Average dropout rate at the primary school level is 5% although there are inconsistencies in the Dice data. Retention Rates: Retention at primary level is 86.37 and transition rate is overall 90.84

Transition Rates: Transition rate for boys is 91.32 and 90.30 for girls.

Observations:

No systematic statistics of attendance rates were available and there seems to be no sustained effort to study, analyze or explore qualitative issues regarding attendance, and the contexts and conditions of learning and teaching. Some research material provided by the SPO refers to attendance as a disciplinary issue and refers to disciplining and monitoring to avoid student and

teacher absenteeism. Retention is viewed primarily as linked to the physical infrastructure. While the physical infrastructure is extremely important to create a conducive learning environment, it is the quality of interactions, and the nature of the teaching-learning process that is ultimately the critical component of schooling and education. There is little awareness of the important link of retention with the quality of schooling and other social factors.

The efficient functioning of the midday meal scheme has been a major incentive of bringing children to schools as has the improved infrastructure. The provision of furniture, upkeep of buildings and increased teacher strength are all factors that are cited by the community and the establishment.

Recommendations:

- Better documentation of retention rates and demographic data of students,
- Qualitative studies of the conditions of schools and their social and physical composition, both in high retention as well as low retention clusters need to be initiated for a better analysis of the issue.
- Use of these data in planning, allocation and training

Goal IV: Quality

Curriculum, pedagogy, text books, TLM, Teacher Training

Curriculum revision in the State is the mandate of the Board of Secondary Education, and a list of academic experts associated with it. School textbooks in J&K were last revised between 2008 and 2010.

The State of Jammu and Kashmir has taken a decision to make English the medium of learning in all government schools. The basis of this policy decision is not clear, neither is it backed by any academic analysis, discussion or evidence. Although no systematic evaluation of its impact has been carried out, there is some awareness of the problems arising from it and there is a proposal to review it. The policy is bound to be detrimental to learning and the quality of classroom interactions. Teaching has become totally textbook centred and rote learning is the only means of engaging with the textbook materials for a majority of the students in government schools, given that a large proportion are likely to be first generation learners with scant access to resources outside of schools.

Curriculum resources other than textbooks were rare and although some schools have a resource room and some materials were displayed the use of these was not apparent and there seems to be little integration between the text and these materials.

Library facilities were not in evidence in any of the schools and this was mentioned as a lacuna by the state team.

Computer rooms are in place in several schools and the resource centres and trainings are in progress. The use of computers in classroom learning however, seems not to be operational. Putting in place a cadre of trained persons with specific CAL skills along with an adequate understanding of pedagogy will take time, and will need considerable planning.

Teacher Training and academic support systems:

During 2011-12, 8704 teachers received in-service teacher training out of a target of 62587. Training is also carried out for various district and zone level functionaries and master trainers. A proposal to train 19894 teachers through the distance mode at IGNOU was put forward but could not be implemented in 2010 -11 due to problems in enrolment at IGNOU.

A grant for teaching learning materials is also available to teachers and is routinely disbursed.

Support is available in the form of BRCs, CRCs and ZRCs. However, all posts at the present moment are lying vacant following a decision taken in July 2011 to recall all personnel at these levels and to make fresh appointments but this process has not been completed till date. By and large a major part of the functioning of support staff pertains to administrative rather than academic matters.

Observations:

The state norms for teacher recruitment at the elementary level do not stipulate any form of professional teacher training. There is little standardization or rationalization of teacher qualifications, teacher education or certification. Several in-service training programmes are carried out at the district and state levels for teachers at all levels. The programmes cater to training teachers in pedagogic techniques, use of TLMs and a variety of issues flagged by the SSA such as gender training, working with CWSN etc. Recruitment is done on the basis of marks (referred to as merit) and although the DIET conducts a one year D.Ed programme and teachers can be seconded to it, there is little motivation for teachers to enroll. The D.Ed syllabus needs revising and updating.

Elementary level teaching is obviously not viewed as a specialization that needs training and the results of this are obvious at every level. The DIETs are fully staffed but in a general state of apathy. Seconding to the DIETs is again done in an adhoc manner without taking into account the qualifications, interest or specialization of the faculty. DIET faculty is selected from the pool of high school teachers and Principals, all of whom have little experience of or motivation to reflect on elementary education. Appointment to the DIET is usually considered a punishment posting.

Field observations were disappointing, and teachers were observed to be following very traditional teaching methods. Teaching is largely textbook and content oriented and although mention was often made of TLMs, they were not to be seen and there was little understanding of how they could be used. Teachers were well meaning and sympathetic but there was no indication of any innovative techniques nor did they demonstrate any special insights into children's learning. There seems to be general lack of understanding of children's cognitive capacities, the processes of learning and adequate pedagogical techniques for young children. In the many interactions with teachers and children, there was little evidence of teachers' understanding how children learn or of how pedagogy can be adapted to children's ways.

During the course of our visits and observations in the classrooms, it was obvious that the use of English as medium of instruction is proving to be a major source of confusion and difficulty at several levels.. There is little understanding of the implications of communication and meaning making in the process of learning, although teachers and parents by and large endorsed the use of English, claiming that the early introduction of English was likely to make students fluent,. This is an important issue that has been widely discussed and researched and cannot be covered here. It is however important to note that although children were able to "read" the English alphabet and to reproduce large portions of text, there was little understanding. Children are thus becoming adept at mugging up answers that they barely understand. Rote learning is being re-inforced and rewarded by the system and teaching and learning are getting

shaped by the compulsion to “learn” textbook material with very little comprehension, or any space for knowledge construction, either at a personal or a social level.

Recommendations

- Some form of pre-service training needs to be made mandatory
- the BRCs, CRCs and ZRCs need to be strengthened and the posts lying vacant to be filled with utmost urgency,
- Resource persons to be given adequate orientation and training to equip them for academic support
- DIETs need to be strengthened since these are nodal institutions for elementary school training and support
- In-service teacher training courses need to be reviewed and longer term specialised training to be considered
- As in other areas, teachers and academic support staff need to interact with other areas and institutions where research and training on elementary schooling is a concern. The B.El.Ed model of teacher education of Delhi University, along with other models of elementary education could be considered in collaboration with the many universities in the state.
- Collaboration with departments and colleges of education could be considered for training and support.

Programme Management

Status of staffing at State, District, Block, and Cluster levels.

Out of the total 88 posts sanctioned at the SPO level 33 remains vacant. Major vacancy is in research assistant (8) and the Programme Assistants (6). 2 positions of Account Assistants are also vacant. All other key positions have been field up,

At district, sub-district and below sub district levels out of the total sanctioned posts. Out of the total 2662 sanctioned positions 2414 positions are vacant. 2000 posts of BRP and CRP are vacant because the state government decided to repatriate the existing BRP/CRP.

119 posts of MIS Coordinator and Data Entry Operator - one for each CD block and 200 posts of Accountant- one for each Educational zone have been approved under Sarva Shiksha Abhiyan Supplementary Plan 2010-11.

The process for filling up the vacant positions has been initiated. The screening / short listing committees have been constituted for the posts of Assistant Engineer, Junior Engineer, Assistant Programmer and Auditor. The interviews for these posts may start in the last week of December, 2011 and the posts shall be filled up by the end of financial year.

Recommendations:

Selection process for BRP/CRP is yet to begin. This has to be done at the earliest to ensure that academic support to the schools does not suffer.

Civil Works

Civil work is generally delayed by a year . They are still clearing backlogs not only of the previous years but some backlogs are more than a year old. There are many posts of AEs and JEs still vacant. State has initiated process of recruitment but interviews are yet to take place. they need to expedite the whole process of recruitment.

Non-availability of timber has been identified as the main reason for delay in construction. The clearance for buying timber from open market has been obtained from the state government and they should be able to complete the backlog of construction. The state needs to take special measures to complete pending civil work. Delay in construction has been also resulting in escalation costs and VECs have been hesitant in undertaking construction at the previous year rate. Apart from this no provision for differential rate for remote areas has been kept. Transportation cost in remote hilly areas is much higher since they can use only head load and Mule for transport. VECs in remote areas find it difficult to complete construction on the same cost meant for plain areas. There is hesitation in undertaking construction by the VECs in remote areas because cost is not sufficient.

Under repair maintenance grant, school buildings have been painted but no repair has been undertaken. Many buildings need repair mainly because of seepage.

Data and Monitoring Systems-

DISE is operational in all the districts of the state. The DISE data for the year 2010-11 has been completed and submitted to the NUEPA. 5% sample check has also been conducted by the Directorate of Economics and Statistics J&K which stand submitted to MHRD and NUEPA. The DISE data in respect of 2011-12 is being collected and shall be submitted to NUEPA.

Use of data.

Data generated in the shape of DISE is used primarily in the formulation of Annual Work Plan. Also the said data is being studied by the research scholars of universities of Jammu and Kashmir.

Degree of decentralization: delegation of power: functional autonomy.

The State Project Director has been bestowed with powers as per the society rules for the implementation of Sarva Shiksha Abhiyan in the state of J&K. The powers of SPO are well defined in the society rules. At the district level and sub-district level, Chief Education Officers and Zonal Education Officers are the Chairman of District Implementation Committee and Chairman Zonal Education Committees, respectively. They have also been delegated the power as per society rules. Therefore, the society has functional autonomy.

To ensure meaningful involvement of community institutions in school processes, processes of constituting VECs, its membership and training require special attention.

Recommendations

Current practice of 'nominations of VEC members by HMs and making mandatory consultation with local MLAs', need to be reviewed and a democratic and transparent process of VEC constitution, giving better representation to parents and other marginalised sections of the community need to be evolved and put in practice. With the new Panchayat institutions in place , developing interface between community institutions and PRI should be given due attention. Ensuring public display of expenditure in school will be an important step towards bringing accountability and transparency in the school processes.

Financial Management and Procurement

Financial procurement procedure:

The state reports that the procurement of all the items related to the schools are procured the VEC concerned on the basis of the requirement of the school after observing the instruction / guideline issued from time to time. Computer systems along with accessories for computer-aided learning are procured at the central level through DGS&D depending upon availability of the funds. Mostly these are procured in the last quarter of the financial year.

Status of Audit Report:

The Audit reports upto 2009-10 stands already submitted. There is only one audit firm selected by the state for carrying out all levels of audits. Steps are being taken to appoint Audit Firms at district level as well to ensure proper and timely audit of the expenditure. It will also meet the third party audit requirement of civil work. Currently VEC expenditure is audited on sample basis. as the guidelines require all expenditure above one lakhs need to be audited.

Recommendations

State needs to expedite the process of auditors and audit firm appointment.

Status on implementation of FMP Manual:

The manual is being followed in addition to the society rules.

Status of accounts staffing / training:

The status of accounts staff at the state level is as under:Accounts Officer – One,AAO -- 2, Accountant- One, Sr. Auditor – two (one filled and one vacant), Cashier – One.

Functioning of Internal Audit System

The internal audit system is already in place. The duties of Sr. Auditors are well defined in the Society regulation. However, the posts of auditors created at District level are also being filled up for furtherance of effectiveness of internal audit.

6- Kerala

INDIA
SARVA SIKSHA ABHIYAN (SSA)
15th JOINT REVIEW MISSION

STATE REPORT: KERALA
January 17 - 23, 2012

1.1 Introduction

The review mission consisted of Rajaram S. Sharma, GOI Nominee (and Toby Linden, (World Bank), who could not attend). Mr. Pramod Tiwari, Director, MHRD accompanied the Mission as an Observer. The mission visited Thiruvananthapuram and the districts of Mallapuram and Kozhikode between 16 – 23 January, 2012.

At Thiruvananthapuram, the mission met with the State Sarva Shiksha Abhiyan (SSA) team headed by the State Project Director and was presented an overall picture of the States activities, achievements, challenges and progress. The meeting was also attended by the Secretary of Education, Government of Kerala. The mission visited the SCERT, IT@Schools and met with officials of the SIEMAT.

The mission then visited the districts of Mallapuram and Kozhikode. The visits included a number of institutions ranging from Block and District Panchayat offices, Multi Grade Learning Centres, Lower Primary Schools, Upper Primary Schools, Block Resource Centres, District Institutes of Education and Training, State Project Offices of the SSA and Therapy Centres for Children with Special Needs.

The mission notes the stark differences between the State of Kerala and the rest of the country on a variety of parameters. This shall remain unique in many ways and continue to provide an edge to the Kerala team in its endeavour to ensure an equitable education to its children. Particularly noteworthy is its community participation and grassroots democratic processes, which can propel and sustain the movement. The State, however cannot afford to rest on these laurels, but leverage the opportunity it provides to consolidate the gains and bridge the remaining gaps.

The mission places on record its sincere appreciation of the efforts of the State Project Team, headed by Sh. K M Ramanandan, SPD and Sh. L. Rajan, Additional SPD, the District Project Team of Mallapuram, headed by Sh. E P Muhammed Muneer and the District Project Team of Kozhikode, headed by Smt. P Gauri. The entire team accompanied the mission and facilitated the mission's interactions with a variety of functionaries, trainers, teachers, parents and children. The presence of team members at various levels throughout the visits provided valuable insights in support of the observations and helped account for the attainments and gaps. Interactions on the sidelines of the visits have enabled gleaning out the recommendations and suggestions made in the report.

1.2 Overview and Key Issues

Supported by a culturally vibrant society, strong local self governments, and a keenness among the people for economic and social upliftment, the State of Kerala has been successful in putting together a system of delivery of education which will remain a hallmark. A case in point is the annual State School Youth Festival, *Kalotsavam*, which in its fifty second edition this year. The festival attracts participation of over 200 students from each district, selected through processes at the school, sub-district and district levels. The State organises a series of such events (see list in annexure 2).

The State Educational reforms process has also benefited from the participation of people from all walks of life. The current genre of curricular materials and classroom process show an advanced level of aspiration and understanding. Systems are in place. A healthy synergy at all levels between various departments - SCERT, IT@Schools, SIEMAT, SSA, DIET is also apparent.

A keen participation of parents and local bodies also provides the necessary oversight and support. An excellent case in point is the voluntary supplementing of the mid-day meal in many schools by the community. Standing committees on education in the Block Panchayats, strong Parent Teacher Association, which have even contributed to infrastructure enhancement and the PTA involvement in drawing up of annual work plans of the schools are noteworthy.

The State is saddled with a unique problem of 'aided schools'. Set up by philanthropists, these private schools outnumber Government schools. The Government has converted them in to grant in aid schools, paying teacher salaries and teacher training. Students in these schools do not pay fees. So, while for practical purposes, the State treats them on par with Government schools, SSA support is not available to these private schools. The viability of these schools are threatened and the issue requires resolution at the policy level by the Government of Kerala.

	Upper Primary	Lower Primary	Total
Government	899	2539	3438
Aided	1870	3978	5848
Unaided	217	267	484
Total			9770

The State has yet another unique problem, that of excess teachers on its rolls. The State has created a Teacher's Bank and is in the process of rationalising its teacher deployments across different schools. These teachers are proposed to be utilised against long leave vacancies and adjusted against retirements. The situation can be settled only when reliable data with regard to teachers, their profile, postings and actual requirements in particular schools, in compliance with RTE norms become available. An associated issue is the absence of scope for expansion of classrooms. Most schools visited cannot accommodate newer structures and current class strengths are far above RTE

stipulations. Most schools also lack playgrounds.

The State SSA has been successful in establishing district and block level units. Current vacancies in project staff are being filled up. An elaborate training plan is drawn up and covers all aspects of educational quality. In actual practice however, the training system has been ineffectively implemented. Recognising this, the State has undertaken a review and proposes to replace it with an alternate system. Strengthening onsite support to teachers, collection of qualitative data on classroom processes and targeting specific teacher needs will help.

Classroom processes do indicate percolation of the new textbooks and its methodology. Student activities, independent work by students, student profiles and group work are very evident. However, the implementation shows relatively low levels of understanding of the spirit of the new methods and teachers tend to implement it ritualistically. This was evidenced by low levels of reading comprehension (although children read very fluently) and understanding of mathematical concepts.

Non-availability of data has affected many of the initiatives. Unreliable data and insensitiveness of SSA functionaries to data collection, validation and its utilisation for planning their interventions are very evident. Efforts must be made to strengthen information flow and make it an integral part of planning and implementation.

1.3 Progress towards the achievement of Goals

Goal 1: All Children in School

The mission noted an overwhelming interest on the part of the community to participate in the educational process. Also Kerala enjoys a unique geographical asset – it could be construed to be one large semi-urban habitation, running right across the State, leading to a high density of schools. Universal participation, therefore is naturally facilitated, except for a few hilly areas consisting of small dispersed habitations, which are currently serviced by Multigrade Learning Centres; extreme cases from among the Children with Special Needs, who cannot access normal schools (some of these are being serviced by a home support mechanism, detailed later); and enrolled but frequently outside school children in urban areas, their parents moving around in search of jobs and deprived of permanent dwellings (Kozhikode's Urban Resource Centre has mapped 172 such children). Credit is due to the State for systematically attending to even these difficult to access populations.

However, the current data from the State's different internal sources and the District Information System of Education (DISE) do not provide a consistent picture. Efforts to reconcile them must be taken up urgently. The awareness and participation of the personnel at the Cluster and Block resource centres must be enhanced. For instance, using the registers available at the Anganwadis, checking the completion and validity of the DISE information provided by the schools and a local level analysis of data at the Block level can ensure reliability of the data.

Non-availability of data from schools in the Private Sector and an unwillingness of some

of the aided schools to part with data have been attributed as reasons for the gaps in the data. Issuing appropriate guidelines invoking provisions of the RTE act to the private schools – both aided and unaided and the participation of local educational authorities in imposing this requirement will help ensure complete data.

Goal 2: Bridging Gender and Social Gaps

A. Gender Gaps

Traditionally, communities in Kerala have not discriminated children based on gender, particularly in accessing education. Classroom observations also indicate high levels of participation and no indications of discrimination. A very high preponderance of lady teachers is also seen at all levels.

At the upper primary levels, adolescent education programmes targeting girls have been taken up. These include health education, training in the martial arts, parent awareness programmes, and a Help Desk for girls. The Help Desk has also been infused up to the class level with the formation of student groups to report incidents. The State has reported identification and even removal of some children from their homes in order to protect them. Such cases however are not many, and the conscious attempt of the community to monitor and ensure the safety of girls is noteworthy.

B. Social Gaps: Scheduled Caste, Scheduled Tribe, Muslim Minority

There does not appear any overt indications of non-participation and/or discrimination of any social groups within the school. In fact the very high participation of the Muslim community in education is apparent. Efforts have also been made to cater to the sensitivities of the communities. For instance, while schools elsewhere practice a five day schedule with holidays on Saturdays and Sundays, schools in predominantly Muslim areas are closed on Fridays and Sundays. Madarasas play their socio-cultural roles by organising their classes in the mornings before school. Arabic is also one of the languages taught at school.

Completion rates are very high even among the Muslim groups and though specific data is unavailable, there are no indications of any challenges for the State system in ensuring equitable access to these groups.

Tribes are fewer in numbers and concentrated in remote habitations currently serviced by multigrade learning centres. Children already assimilated into urban or rural communities do not pose additional challenges. But children belonging to the Scheduled Castes and Tribes, particularly those from economically weaker families are addressed through a variety of programmes. Padanaveedu, an afterschool peer learning interface supported by an educational volunteer, co-living camps aimed at social inclusion, in which children are also exposed to traditional arts and crafts, a life skills programme which teach among other things, swimming, cycling, etc., and learn and earn schemes which teach livelihood skills are among a range of activities specifically targeting children from socially challenged groups. The specific identification and targeting of such groups exhibits an advanced state of awareness and capabilities to address the issue and is noteworthy.

C. Children with Special Needs

A systematic attempt to identify and address issues of the Children with Special Needs has been undertaken across the State. Inclusion of children with a range of disabilities in normal schools, systematic health checkups and providing children with assistive devices (spectacles, hearing aids, prosthetic supports, etc.), establishment of well equipped multi

category therapy centres, appointment of personnel with special education qualifications and multi category training programmes to widen their skills, and awareness programmes for parents have been organised. A special provision of a part time Home Tutor for children unable to access normal schools has also been organised.

The mission's interaction with personnel attached to the therapy centres, observation of routines, interaction with parents and observation of a multi category training session indicates significant achievements in this area. Systemic and project limitations need to be addressed (space for such centres, equipment and financial support, for instance).

The orientation and capacity of teachers in the school to include and involve these children in the routines of the school is an area which needs attention and support. Teachers are unnecessarily conscious of the limitations of these children and tend to inadvertently discriminate, leaving them out of specific activities. In one class observed, all the children appeared to be aware of a child being considered a child requiring additional support.

The training support system appears to be quite aware of and capable of organising support services for these children and also aware of the clinical or medical side of the issue. But the awareness of the educational aspects appear to be lower. Trainers particularly need support in setting appropriate goals for children with special needs (the varying degrees of special needs appear to be particularly challenging), designing activities for their participation in classrooms and training teachers in addressing, managing and evaluating these activities.

Goal 3: All Children Retained in Education System

There are no indications of large scale drop outs from the government school system. Migration outside the state and outside the country are frequent and schools do have records of such exits. But children enrolled in to the government schools account for only 67.38% of the total. The unavailability of data from aided and unaided private schools and an absence of a mechanism to systematically account for the missing children affects the situation badly. The State appears to be aware of the issue and should be in a position to address it soon. The State would do well to reduce its dependence on multiple sources of data, strengthen the process of collection and validation of data and sensitise the school, cluster and block level functionaries to the need for and the significance of data collection. A policy to strengthen DISE will help. There is also an urgent need for the State to intervene and order the private schools to comply with the requirements of the RTE and show evidence of such compliance in terms of data reports.

Enrolment		
Government	Aided	Unaided
1301027	2687446	363752

Goal 4: Education of Satisfactory Quality

Curricular Reforms: The State has been actively involved in evolving its own curriculum. The Kerala Curriculum Framework, 2007 shows clear indications of alignment with the premises and recommendations of the National Curriculum Framework, 2005. The KCF has also prompted a series of new textbooks which are accompanied by teacher manuals and supported by training programmes aimed at sensitising teachers to the spirit and scope of the new pedagogical slants.

Availability of Teaching Learning Materials, Classroom Practices and Student Learning Levels:

'Happy faces' were visible in all classrooms. Active participation of children, display of work of students on the classroom walls, student portfolios, printed books showcasing children's creative outputs (Panchayats have been regularly bringing out such compilations), eagerness and absence of inhibitions are indeed among the major gains made towards the creation of stress free environments in schools.

Teachers systematically took recourse to the teacher manuals, which elaborately prescribe classroom activities. A wide variety of teaching learning materials like the 'big picture' (a huge poster which is used to construct and elaborate the situations presented in the textbook, for instance stories) and displayed student creations are used. Upper primary classes also use laboratory equipment, video and electronic content to support lessons. But, not much evidence was visible to indicate teacher initiatives or creative deviations, which could help the curricular principle of 'going beyond the textbook'. Examples of unimaginative use of teaching learning materials (a documentary on Endosulfan being shown to students of the fourth standard, when it had interviews in Kannada with subtitles in English – children could not decode it; or using a word processor to list out and order steps in digestion of food – the keyboard was in English and the input language Malayalam – children were struggling with the keys) were indicative of a ritualistic response to the prescriptions of the curriculum. Wastage of instructional time, absence of classroom management and not attending to work of individual students were also frequent.

Cumulative conceptual difficulties noticed in language and mathematics are a natural consequence of inattention to individual needs of children. Teachers appear to be under some kind of a pressure to comply with the instructions given in the textbooks and manuals, many a time at the cost of children's needs. Teacher training and orientation must take note of these issues and address them. Teachers must be given the space to appreciate the spirit of the content in the textbooks and use their talent. An emphasis on individual student performance should be established.

Pupil Assessment Systems is a relatively weak area. The SCERT has developed an elaborate reporting tool, mapped to the textbook and is aimed at documenting student performance. This is supported by periodic assessments of the student portfolios and terminal examinations. District wide question papers are used for the latter. In actual practice, the teacher notings do not adequately document student achievements. Further, the tool restricts itself to the requirements of the textbook, reducing its comprehensiveness. Marks are awarded and converted into grades. The system, while in conformity with similar attempts by CBSE, needs revisiting. Not only is the prescription

faulty, the teachers awareness of and sensitivity towards continuous and comprehensive evaluation also needs attention. Basing the method on a study of actual classroom practices aimed at individualising observations and expanding the range of variables being attended to (particularly relevant are student affective and psychomotor developments) would help evolve a practical method of assessment. At the same time, the study would record teacher problems and suggest ways of alleviation.

Computer Assisted Learning: The computer assisted learning programme is yet to take off in the primary and secondary schools. Upper primary schools do have computers and some have clusters of computers in a dedicated room called the computer laboratory. These computers are typically provided out of donations from parents / local self governments. Activities typically range from computer literacy to sessions where children interact with some digital content. In schools with such labs, two periods are allotted, but class sizes being large, the actual interaction with the computer is minimal and cannot contribute to any tangible learning outcomes. The schools also have either a television or a projector with an assorted set of CD/DVD supplied by the State Institute of Educational Technology.

In the high schools, the IT@Schools programme has introduced an integral mapping of the ICT programme with the curriculum and rolled out a standardised equipment, procurement, deployment, curriculum and evaluation scheme. The highlight of this implementation is the integration of a large number of software applications aimed at enhancing learning in languages, social science, science and mathematics. The downward infusion of this programme in to upper primary classes will address the problem to a large extent. The State has reported they are indeed in the process of evolving such a curriculum for the upper primary classes.

The SSA reports of a programme to cover 300 schools with five laptops each, but does not articulate it beyond such a goal. The source of this shortsighted view can be traced to the SSA provision itself, which calls the programme 'computer assisted learning', meaning thereby a technological interface in the classroom. However the provision of about 50 lakhs for the district does not translate to adequate infrastructure in each school. There also does not appear to exist any meaningful articulation of curricular goals for the CAL programme.

There is a need for the SSA to revisit the very concept of the CAL component. The meaningfulness of computers as vehicles of learning, the potential support it can provide to the curriculum, the actual activities students and teachers will do in the classroom, the availability of resources and teacher sensitisation towards integrating this resource will have to be addressed. At a conceptual level, a clarity about the objectives of the programme – computer literacy, computer aided learning, computing, will have to be achieved before a meaningful definition can be arrived at.

Onsite Support to Teachers and Teacher Training: The State SSA has evolved a teacher training, teacher support and academic supervision system rolled out through its district and block level functionaries. These activities are supported by State level agencies like SIEMAT and SCERT and the DIET. A training calendar is drawn up and systematically implemented. However, the state has observed major training losses and mechanical implementation, prompting it to review the entire process. The State proposes to integrate the training inputs into well planned interventions of a larger duration.

The cascade model adopted appear to suffer from obvious limitations, evidenced by reduced understanding at each subsequent level. Trainers at the cluster levels particularly require strengthening in content as well as general awareness of educational ideas and practices. Leveraging ICT to enhance availability of training content and resources, closer monitoring of training processes (a teacher portfolio and a trainer portfolio on the lines of the student portfolio could be an example), review of actual outcomes at the highest levels and involvement of academic faculty from a variety of institutions across the state can help strengthen the system.

Onsite support to the schools is infrequent and inadequate to address the needs of teachers. Trainer capabilities also limit this intervention. Articulating explicit guidelines for onsite support and sensitising personnel will help enhance the importance given to this support.

The deployment of teachers for 'other duties' is few and far between and does not seriously affect teacher availability in schools. Also, Kerala enjoys a unique situation of excess teachers on its rolls. Its proposal to set up a Teacher Bank and utilise the excess teachers to substitute teachers on leave or redploy teachers as trainers, etc. is a welcome step in rationalising teacher numbers and ensure adequate numbers in all schools. Kerala of course, follows a five day week, which results in a 194 day calendar. Steps will have to be taken to increase instructional time. Pupil teacher ratios in compliance with RTE will also need to be worked out and taken note of in the redeployment.

Community Participation in Education: Kerala has a well established local self government and grassroot level awareness of and participation in local and global issues is very high. This has facilitated successful transfer of responsibility for running the school system to the panchayats.

The participation of the community has helped establish a range of activities at the school level. The monthly class parents teacher meeting, the school parents teachers association, the panchayat standing committees on education are active communities of informed and concerned citizens. The Mission had an opportunity to participate in each of these forums. The annual work plan of a school being developed by the school parents teachers association was a good example of participatory democracy in action. The Panchayats' active participation extends to developing infrastructure, supporting midday meals, showcasing school achievements and organising events for students. Panchayats have also been instrumental, for instance, in channelising funds at its disposal or with Members of Parliament and Legislatures for developing classrooms, water supply, toilets, dining halls, etc.

The State however, has not reconstituted School Management Committees in accordance with the RTE act. In fact present Government Orders with respect to owners of aided schools are in contradiction to the provisions in the RTE act.

Financial Management: It was observed that funds are being transferred from block level to school still through cheques. The State needs to ensure that a mechanism for transferring funds electronically is put in place immediately. Audit report for 2010-11 has been submitted and the State has consistently been submitting audit reports and annual reports in time, but the absence of internal audit needs to be attended to with a sense of urgency. It was stated that the internal audit team at the SPO level in the state project office has been constituted.

The pace of fund utilization has been rather slow in the current financial year, which has mainly been due to non-recruitment of teachers sanctioned in the year's plan.

Project Management:

It is appreciable that Kerala has been able to fill up most of the state project office and district project level vacancies and the project management teams at both the levels exuded confidence and an awareness of the task ahead. The state would however do well to integrate the SSA management structure with the mainstream education department structure. It continues to have a separate District Project Coordinator drawn from DIETs with the Deputy Director of Education having little role to play in the implementation of the programme. At the block level too, the Assistant Education Officer is not associated with the management and functioning of the BRCs. This also explains the inability of the state to collect DISE data from the unrecognized private schools. The challenge of rolling out an RTE compliant school system would necessitate complete integration of SSA into the mainstream and elimination of duplicate managerial structures.

One heartening feature of programme implementation under SSA is the active involvement of the SCERT and DIETs in the planning and implementation of the quality component under SSA. A DIET faculty is designated as academic coordinator and is responsible for supporting and guiding BRCs. All wings of the DIET are involved in SSA related activities and the regular inservice training, research and development activities significantly cover the school system under SSA.

The quality of DISE data which is largely used for the preparation of annual plans leaves much to be desired. The figures of GER and NER as reflected in DISE do not appear to be realistic in the face of the state's claim that all the children of 6 to 14 years of age are in school and the incidence of drop out has been brought out to near zero. The State should take measures to ensure coverage of private unaided schools under DISE. The utilisation of data at various levels will also be facilitated by hastening the process of filling up the vacancies of MIS personnel at the state, district and block levels.

Civil Works: The biggest challenge the state is faced with, however, is the presence of a large number of private aided schools, significantly larger in numbers than the government schools. Since land and buildings belong to the private party, SSA has not been able to sanction any civil works for these schools. The aided schools the Mission team visited were overcrowded and the condition of the school buildings was also not good. In the absence of a revenue model (students do not pay fees), the State finds it difficult to persuade owners to undertake expansion or even repairs.

The need for repairs, particularly minor works were found in Government schools too. Creating ventilators, replacing some of the tiles with glass tiles to let in light, creating better blackboards (the last benches could hardly see the board in some cases) could easily be accommodated within existing SSA norms. The SSA functionaries have been encouraged to assess such needs and create necessary proposals. Building expansion to add classrooms, toilet blocks are also an urgent necessity. Most schools will not be RTE compliant and the State needs to attend to this issue immediately in order to meet the RTE deadline.

1.4 Recommendations:

The State of Kerala needs to focus on the following in order to bridge the remaining gaps and benefit from the gains already achieved:

At a systemic level,

- Integrate the SSA and the State school administration structure in to a single authority
- Urgently attend to and resolve the issue of aided schools either by taking them over or privatising them
- Urgently establish a reliable single source of data and sensitise personnel in interpreting them
- Add classrooms, toilet blocks and undertake appropriate minor repairs systematically
- Initiate a time bound programme to comply with the requirements of RTE
- Convert the remaining multigrade learning centres in to regular schools

At a curricular level,

- Demystify curricular goals and co-opt teachers in a process of grassroots innovation
- Refocus on student achievement
- Revisit the model of CCE being adopted and make it continuous and comprehensive
- Revamp the training support system, enhance on site support and improve the level of trainers
- Re-examine the goals of computer assisted learning and make it a meaningful teaching-learning resource.

Annexure 1: List of institutions visited during the JRM visit

17 January, 2012, Thiruvananthapuram

State Project Office
SCERT
IT@Schools
SIEMAT

18 January, 2012, Mallapuram

District Project Office, Mallapuram
Government Lower Primary School, Mallapuram
Government Raja's Higher Secondary School, Kottakal (composite school)
DIET, Mallapuram
Panchayat Education Committee, Parapanangudi
Home visit for home based education

19 January, 2012, Mallapuram

Government Lower Primary School, Thachanna
Aided Lower Primary School, Orgaleri
Government Upper Primary School, Moorkanad
Therapy Centre
Upper Primary School, Kizhissery
Multigrade learning Centre, Melmuri
Block Resource Centre Anukode

20 January, 2012, Kozhikode

District Project Office, Kozhikode
Autism Centre, CRDAC, Nadakkavu
Government Lower Primary School, Annasseri
Government Upper Primary School, Ramanattukkara
Aided Upper Primary School, Ramanattukara
Multi category training programme, Chaliyar Jhalak

21 January, 2012, Kozhikode

Kozhikode South Urban Resource Centre, Kozhikode
Government Upper Primary School, Thiruvallor
DIET, Vattakara

Annexure 2: List of State Festivals for Students organised Annually

January

State School Youth Festival (Kabtsavam)

February

Special School Youth Festival
Mikavu (Excellence) Meet

July

Vana Mahotsavam (Forest Club Celebrations)

September

School Balasastra Congress
State Level Sports and Games Meet
Arabic Teachers Competition
State Film Festival

December

Vidyarangam State Level Festival
School Sastra Mela (Science Fair)
State Seminar – Arabic Fest
State Level IT Fest

7 - Rajasthan

INDIA
SARVA SIKSHA ABHIYAN (SSA)
15th JOINT REVIEW MISSION

STATE REPORT: RAJASTHAN

January 17 - 23, 2012

1.1. Introduction

The 15th Joint Review Mission team comprising of Devanshu Pandit (GOI representative), Shabnam Sinha (World Bank) and Joseph Shine (DFID) visited Rajasthan from 17 to 23 January 2012 to review progress towards overall goals and objectives of SSA and the implementation of program interventions.

The mission met with the Principal Secretary, Mr. Ashok Sampat Ram, Commissioner Rajasthan Council of Elementary Education, Ms Veenu Gupta, and the SSA team at the state level, including officials in-charge of key interventions in SSA and representatives from Monitoring Institutions. The JRM team visited the districts of Chittorgarh and Bundi and benefited from interactions with the District Project Coordinators (DPCs) several district level SSA functionaries, including the District Collector of Chittorgarh, Ravi Jain and at Bundi Arti Dogra. The Mission records its deep appreciation of the kind hospitality of the state of Rajasthan and the cooperation in undertaking the Mission.

1.2 Overview and Key Issues

The state has formulated the Rajasthan State Child Protection Right in Feb 2010 and School Management Committees (SMCs) for all primary and upper primary schools have been formed as per RtE norms. The Board Examinations of Class VIII have been abolished. The State Institute of Educational Research and Training (SIERT) have been declared as academic authority. The Mission was informed that the state is initiating efforts to ensure 25% admissions for weaker sections and the disadvantaged groups from academic session 2012-13. The state has also issued an Order/Notification for the recognition of private schools. The state is taking up special efforts for tracking each child and identifying the out of school children and enrolling them. Absenteeism is a major issue that is noticed in the classrooms, and this needs to be studied carefully and reasons ascertained. Initiatives for quality improvement through programs on activity based learning and state quality assessment systems have been initiated in phases, with the concept of continuous and comprehensive evaluation being taken on board seriously with an academic and implementation action plan. However, all these initiatives still need to appropriately inform class room processes.

The state is still struggling with quality issues and while PTR appears optimal, in real terms it continues to be elusive at the classroom level. It is hoped that efforts of the state to recruit new teachers along with serious efforts at rationalization of teacher positions will yield results in the

near future. Institutional support systems and monitoring mechanisms are in place but need significantly more strengthening.

Under Financial Management, the state share of funds has been released on time. It is expected that further GOI releases will take place shortly.

Progress towards the achievement of Goals

Goal 1: All Children in School

3.1 Enrolment

Total number of children enrolled in 2010-11 was 84.33 lacs in primary schools (PS) and 35.71 lacs in upper primary schools (UPS). It shows substantial increase in UPS over 2001 data which had 23.82 lac children. The number of teachers has also almost doubled in last ten year with PS having 2.25 lacs teachers and UPS having 2.35 lac teachers in 2010-11. The gross enrolment ratio and net enrolment ratio in 2010-11 for PS is 116.14 and 89.41 respectively. For UPS gross enrolment ratio and net enrolment ratio in 2010-11 are 76.94 and 54.97 respectively. This figure still indicates overage and underage enrolments. Share of SC children in PS and UPS for year 2010-11 have been 20.66 % and 19.22 % respectively. Share of ST in PS and UPS has been 16.40% and 13.42 %. Minority enrolment share out of total in PS and UPS remains at 7.29% and 5% respectively. Gender gap in age group of 6 to 11 years for SC is 6.50%, ST is 7.86%, whereas that for 12 to 14 years is 13.14% and 14.59% respectively.

3.2 Girls Enrolment

Girls' enrolment was found to be satisfactory in the schools visited. State conducted special drive '*padhwa ke halo*' which resulted in enrolment of 5259 girls. The Mission noted higher enrolment of girls than boys in areas where private schools were present. *The Mission interaction with community members revealed that parents were displaying preference for private school for boys.*

3.3. Coverage of Out of School Children

A Child Tracking Survey (CTS) has been institutionalized to map out of the school children (OoSC). About 4000 teachers were involved in this mapping that followed the polling booth coverage and recorded the number of out of school children. Total OoSC as per mapping are 12.10 lacs out of which 54.95 % belong to 6 to 11 age group and 45.05 % belongs to 12 to 14 age group. *The difference between the DISE and this data needs to be understood and greater harmonization of data sources is suggested.*

Special enrolment drive conducted in July-August 2011 to cover OoSC which resulted in enrolment of 3.23 lac boys and 4.02 lac girls with total enrolment reaching 7.25 lacs, which is commendable. A gap of 4.85 lac children is still to be covered.

3.4 Right to Education (RTE) Compliance and Readiness

State rules have been notified on 29th March 2011 regarding RTE compliance. SMCs are formed in all PS & UPS. Sanction of 29746 PS and 20,844 UPS was accorded out of which 28,046 and 18,980

schools are opened. Status of unserved habitation remains 1700 for PS and 2354 for UPS out of total 67593 habitations.

As per DISE data 2010-11, there are still 852 building less schools in the state. There are no districts that have classroom gap of more than 3000. By end of March 2013, the RTE requirement of separate toilets will be met. Ramp and boundary wall gap is huge at 30% and 21% of the overall schools respectively. For ACR, against a gap of 16,157 as on Sept 2010, AWP&B of 2011-12 targeted 7016 ACR. Considering 23,341 UPS in the state, gap in HM rooms alone is 9231. Additional classrooms are required to accommodate 7.25 lac OoSC. The HM room requirement will go up when this OoSC numbers are added. However, considering enrollment of 7.25 lac OoSC in current year the requirement of additional classrooms in coming year is going to be challenging for the state. *The Mission recommends state to strengthen its civil works implementation team.*

3.5 Initiative for hard to reach groups

The CTS tracking of migrant children are carried out by teachers. Inter district migration is identified and corresponding district is communicated. *The Mission feels the need to track interstate migration also, which is prevalent between Rajasthan and Gujarat.*

Many families migrate to other districts or out of State for their livelihood, along with their children in Rajasthan. So the education of their children gets interrupted. Migratory hostel facilities are being provided to such children. In year 2011-12, 59 migratory hostels were being run in 11 districts and 2,588 children have benefited.

Girls traveling 2 to 4 km distance get benefit of transport voucher scheme at the rate of Rs. 5 per day. 16,120 children of 1194 habitations have benefited from transport vouchers.

Goal 2: Bridging gender and Social Gaps

4.1 Gender gaps

The share of girls in school as per their share in the population is 47.00 % at the primary level and 45.00 % at the upper primary level in which the state seems to have bettered is target for 2011-12. Various SSA interventions for girls' education are under way.

4.2 Operationalization and Functioning of KGBVs

200 KGBVs are operational in Rajasthan, out of which 156 are of Model I and 44 are of Model III type. The state has covered 186 qualifying EBBS and 14 minority dominated urban areas through KGBVs. The Mission visited a KGBV located in Chittorgarh district and noted the special efforts taken by the district officials in upgrading the infrastructure and other provisions through creative and innovative use of allocated funds as well as collaborating with local level Panchayati Raj Institutions (PRIs). The local *sarpanch* had helped with provision of land for lateral expansion of the KGBV. It was noted that most of the girls were of SC/ST categories or belonging to far flung areas that had no access to schooling facilities. It was interesting to note that majority of the pass out girls

from SSA KGBV had been admitted by the parents in the nearby KGBV opened under the *Rashtriya Madhyamik Shiksha Abhiyan* (RMSA) at the secondary level. Urdu teachers were deployed in KGBVs situated in minority areas.

Under *NPEGEL*, besides other initiatives, the state has taken up repair and beautification of the schools. The Mission visited a Model Cluster School and witnessed the vocational training being provided on cutting and tailoring, dress-designing, beautician related courses. The Mission learnt that *Ma-Beti* sammelans were successfully organized to motivate mothers to enroll their children and this had yielded good results. *Meena Manch* is a major activity under the innovative head. Under a new initiative *Padhwa Ko Halo*, local folk culture has been used through *kala jatha* teams comprising of local folk artists to reach the hardest to reach communities and mobilize them to get on the spot enrollment of out of school girls in the area. This, the state informed had proved to be an effective activity and 5259 girls from the 30183 out of school girls were enrolled in these blocks from the Special Focus Districts (SFDs).

Adhyapika Manch that has been created by the state which is female teachers' forums at block level is a useful and appreciable effort to raise the gender specific issues and problems of girls and female teachers in the schools and try to resolve them in the group. It also provide platform for them to express their creativity, show their hidden talent and build their self confidence.

The Mission recommends that NPEGEL vocational training that were found to be very stereotypical like tailoring, cutting, beautician etc that are considered 'appropriate' for girls, be made more non-traditional and empowering in nature.. There is a need to bring about a mind- set change not only in the community but also in the teachers and policy makers that girls need to be provided vocational courses on non-traditional areas like carpentry, plumbing, machine tool making, computer literacy etc so that they may become independent to follow their careers or become entrepreneurs if they wish.

Recommendations:

- The Mission recommends that vocational courses of non-stereotypical variety may be explored with support from the National Institute of Open Schooling (NIOS)
- The Mission recommends that teachers of NPEGEL and KGBVs and members of *Adhyapika manch* may be oriented on self- defense techniques that are non- traditional and empowering in nature which the teachers can impart them to the adolescent girls in the KGBVs and NPEGEL. This pilot can then be scaled up for all female teachers.

4.1 Social Gaps: Scheduled Caste, Scheduled Tribe, Muslim Minority

The state has taken special efforts to bridge the gaps in SC/ST children. To bridge the gaps of OoSC, special residential and non- residential centers and stay homes and school readiness programs have been organized. These cater especially to the SC/ST and minority concentrated areas. The Mission had an occasion of interacting with the parents and children in the Dalepur non residential center and was impressed with the number of children that were enrolled in this SC dominated area. Parental involvement was very high and so were the aspirations. *It is important for the state to concentrate on the special training of these out of school SC/ST and minority children through special efforts at the training of the Facilitators. The Mission noted the dedication of the facilitators targeting*

the centers in SC/ST dominated areas and special efforts need to be taken up to train them and keep their motivational levels high. .

The Mission was pleased to note that there was little evidence of caste discrimination in the schools and children were sitting in cohesive groups. The general training modules teachers has components of sensitization towards social discrimination and this received special attention in 2011-12.

The special efforts of the state have also led to intra gender gap reduction within the SC/ST communities. The Gender gap in the SC category in 2001-02 is 8.38% down from 20.08% and for the ST category, it is 9.59%, down from 22.08% in 2001. The state has made creative use the Innovations funds for this component. It is important for the state to increase its efforts in intra gender disparity reduction within these special groups.

KGBVs in the minority dominated areas are bringing adolescent minority girls into schools. However, the minority transition rate is at 78.45% as against a target of 90% for 211-12, which is less than that of SC and ST communities. *Greater attention to disaggregated interventions for minorities is needed immediately.*

4.2 Children with Special Needs

Out of the 234321 children identified, the state has enrolled 225795 children through interventions including home based education. Aids and appliances have been provided to 97447 children and 63215 schools have been made barrier free. All visually impaired children have been provided Braille books and the state has developed a well structured and strategic calendar of activities to promote inclusive education. CD players and radio for visually impaired children as been provided.

The Mission was informed that out of the target of appointing 277 Resource Teachers (RTs) in 2011-12, only 83 have been appointed. 10 BRCs will be upgraded to RCI centers within a week as the state was expecting clearance from RCI. Out of the 350 volunteers t be appointed, the state has not been able to appoint any till date. The state expressed their difficulty that they could not appoint as the High Court had forbidden them from appointing contractual staff. *The state in consultation with the MHRD may wish to find a solution to this issue as it is also affecting recruitment and training of other staff in other components of SSA.*

90 days training has been provided to 442 teachers out of the target of 711. The Mission also noted that out of the total allocation of Rs 23.17 crores the state has spent only Rs. 9.07 crores. This is about 39.14% of allocations. The state informed that this was due to non-disbursement of teachers' salaries that could not be appointed.

For children with severe disabilities, home based education has been provided to ensure that they are retained in the system. The Mission had an occasion to interact with a group of parents along with the children at a School Readiness camp and also with home based education children who also attended the camp. The Mission was impressed to note the efforts of the state in catering to the needs of the children with extreme mental retardation, cerebral palsy, complete visual impairment. Braille books were available and students were reasonably comfortable in its use, though the learning outcomes and pedagogical appropriateness of the level reached would need to be ascertained. The Mission was happy to note the dedication of the teachers, some of whom had come from as far as Gujarat and were providing dedicated service to children with severe impairments.

Goal 3: All Children Retained in education system

The State instituted sophisticated child tracking system especially during 2010- 11 have helped identify difficult out of school groups including urban deprived children. Appropriate strategies have been devised including urban stay home, Residential and Non Residential Bridge Courses, and School readiness centres. The Mission appreciates the state instituted data gathering exercise that has identified 12.10 lacs of children who were out of school, out of which 10.62 were in the rural areas and 1.48 lacs in urban.

Enrolment figures for the state of Rajasthan as per DISE at the primary level are 60.46% in government schools, 36.93% in private unaided schools and 0.19% in unrecognized schools. At the upper primary level, government share of enrolment is 58.17% and that of private unaided sector stands at 42%. The survival rate (ratio of Grade V to I) is 63.78%. Transition rate from primary to upper primary is 82.66%. The figures reveal that survival rates are already poor and out of those that reach Class V, about 82% only make it to the upper primary level. This is an area of concern. The retention rate as against the target of 100% for 2011-12, stands at 46.19% for all children, 45.86% for girls, 46.76% for SC and 44.44% for ST children.

A large chunk of children are availing of private schooling facilities as a matter of choice and the Mission's interaction with SMCs and community members revealed that this trend was increasing. The Mission was concerned to note that the parents were frankly mentioning that they were putting their boys into private schools and the girls into government schools. Some of the reasons mentioned for this were more accountability in private schools, teacher presence, closer monitoring and children being tested and results being communicated to parents. There is an immense lack of appreciation amongst the parents about the concept of CCE and their misgiving is that RTE has institutionalized doing away with assessment in government schools which may render their children ineffective to meet the demands of education at higher levels. *The Mission feels that it is very important that the SMCs/parents are appropriately apprised of the concept of CCE to remove the notion that RTE does not pay sufficient emphasis on the development and progress of children's learning and their appropriate tracking. Such misconceptions may lead to further attrition of children and migration into private schools that seem to exist in parallel in almost each habitation.*

5.1 Absenteeism:

On its visit to the primary schools in the district of Chittorgarh and Bundi, the Mission noted that there were large number of absenteeism across classes. In the Upper Primary School Brajwas, out of the total 148 children, only 79 were present (only about 53%), out of which there were 85 girls and 63 boys. In the Upper primary school, Ganpatpura, the Mission noted that out of 151 students, 107 were attending and in Class VIII, out of 21 students, only 11 were present. This phenomenon was uniformly found in most schools visited. It is important that the reasons for this may be verified through a systematic study and close monitoring. The Mission was informed by the community members that many children went away to private schools. However, such hearsay needs careful verification through a research study into the causes of such high absenteeism.

The Mission recommends that the state may initiate a research study in collaboration with a national institution to understand the causes of such high absenteeism.

5.2 Non Residential Bridge Centers (NRBCs):

The state has phased out all EGS centers. As per the RTE, the state has taken great efforts to identify never enrolled children and bring them into NRBCs. The attempt is to provide them bridge courses and admit them into age appropriate classes. The Mission visited an NRBC at Kanjar Basti, which was extremely deprived area with low development indicators. It was noted that there were 45 children and there was no school within a vicinity of 3 kilometers. The developmental and academic readiness of the children to be mainstreamed to regular schools seemed very difficult. Children who were supposed to be in Class III could not even count up to 100. They could neither read nor write their own names. The Mission was happy to note the dedication and efforts being put in by the Facilitators, but much efforts are needed for their capacity building, if the goals of RTE are to be met. The Mission also visited another NRBC at Dalepur where there were 34 children present and at times the Facilitator informed, they went up to even 50. There was no school within 1.5 kilometres of the NRBC. In both the cases it was noticed that the habitation qualified for a regular school, but an NRBC was running there. While DISE data mentions that the density of primary schools per 10 kilometres in 2010-11 at primary level is 2.89 and upper primary level at 1.64, the Mission was constantly reminded by the community members and SMCs especially in extremely back ward areas that there was lack of availability of schools within comfortable access for children and there was a need for more primary schools. *The Mission felt greater attention needs to be paid to micro-planning exercises to identify habitations that qualify for a regular school.*

Recommendations

- *Reinforced training of sub-district level personnel on micro planning to ensure even and equitable distribution of schooling system especially in deserving disadvantaged rural areas.*
- *The Mission recommends that the state may initiate a research study in collaboration with a national institution like National University of Educational Planning and Administration (NUEPA) to understand the causes of such high absenteeism.*

Goal 4: Education of Satisfactory Quality

SSA Rajasthan has integrated the concept of school infrastructure being a core component of quality and elements of BALA along with associated learning elements can be seen in most of the schools. The schools selected for the Whole School Development Plan (WSDP) reflect this ethos.

6.1 Status of curriculum reforms and textbook renewal:

The state curriculum is under revision to bring it in line with National Curriculum Framework 2005 of NCERT. An expert committee of eminent educationists from NCERT, CIEFL, CIE Delhi University, State level experts and State Institute of Educational Research and Training (SIERT) representatives are involved in the process. The SIERT is working on revision of syllabus and textbooks in tune with NCF 2005. All NCERT books of Class VIII have been adopted for all subjects. Some of NCERT text books will gradually be adopted for Classes VI, VII and VIII in Maths, Science, Hindi, Sanskrit and English. SIERT is in the process of developing new textbooks starting 2012-13.

The Mission has occasion to interact with teachers teaching Maths from the NCET textbooks in class. They shared with the Mission that they were finding the textbook difficult to transact and unfamiliar in context. *The Mission strongly suggests that in the process of instructional materials development under SIERT, greater teacher involvement is ensured to integrate their feedback and create ownership of the materials created.*

6.2 Learning Enhancement Program:

The State has adopted a comprehensive strategy to enhance quality at primary and upper primary stages. An activity based learning program LEHAR is being implemented for classes I and II, in collaboration with UNICEF. A LEHAR kit is made available to each selected school and two teachers per school are trained on the LEHAR. Activity ladders and cards have been prepared aligned with the present textbooks. The Mission was pleased to note that an element of continuous as well as self was inbuilt in the materials just as peer group learning opportunities were created for the child to share and learn from each other. The state plans to use the learning from this pilot to implement it in classes I and II throughout the state. 14,633 teachers have been provided 6 days training and 5,013 teachers have been given 3 day training on LEHAR. The total outlay in the AWP & B of 2011-12 for LEHAR is Rs. 1036.43 lacs and the expenditure incurred so far is Rs.873.27 lacs. The Mission however noted that the teachers required more clarity on the entire LEHAR methodology, materials, program structuring and scheduling of activities with the children. They were a lot more comfortable in the presence of LEHAR coordinators, than by themselves.

The Mission was informed that Science and Mathematics kits for the upper primary level, is being provided to about 26,000 UPS schools in a phased manner in the State. Teacher training modules have been developed. About 400 resource persons have been trained on the kits at the State level and about 12,000 subject teachers have been trained, and the remaining are under process of training. However, wherever the Mission visited, the teachers were either not aware of the kit, or had not received it or were not using it even if it had been provided to them. In one case, upon prompting from the Mission, the teacher discovered that he actually had received a kit, which a child dusted up and produced from lock and key. It would be interesting to note the result of the on-going study being done on the Utility of Mathematics and Science Kits in the Schools.

The Mission suggests that the state may take up stronger monitoring systems to ensure that the TLM and kits that are produced with extremely good intentions, are actually used and the children benefit from them. This should become one of the mandatory topics for discussion and sharing in the monthly Nodal School level meetings of teachers, as well as in the Adhyapika Manch meetings.

Distribution of subject based work books for Class 3 to 8 is focusing on the opportunity for children to practice their learning from textbooks and the surroundings. Introduction of library programme at primary and upper primary levels has been undertaken and the Mission saw the libraries in place in the schools.

6.3 Learning Assessment:

National Learning Assessment (2005-06 and subsequent class wise rounds) Mid Term Assessment shows that in Class III, Rajasthan students scored 67.84% in Language as per NAS and 64.25% as per Rajasthan state sponsored test, and 58.25% in Maths in NAS and 56.79% in state tests. In Class V, students achieved 60.31% in Language (NAS) and 59.725 (Rajasthan); 48.46% in NAS in Maths and 47.56% in state test. In Class VIII, the national average in Language was 56.13% in Language as

compared to state test score of 56.72% and in Maths the national average was 41.50% as compared to the state average of 42.52%. In the latest Cycle III of Class V, Rajasthan scored a mean of 66.88 in Language, 55.54% in Maths and 51.52% in EVS- showing improvement since the previous cycle. The Mission noted in its interaction with children of primary grades however, their inability to fully respond to the questions related to curricular levels relevant to their class.

The state has itself initiated an assessment program for systemic functioning assessment, the **Quality Assurance Program (QAP)** which includes identification of class and subject wise learning gaps; development of a plan to improve learning levels and assessment and development of teaching skills of teachers. The learning levels of children are discussed in the monthly meetings held at district; block and cluster levels and action plans are prepared accordingly. Based on these results, schools are graded on a scale of A, B, C, D etc. The districts visited fell broadly in the B category. *The Mission would like to express its concern that grading of schools or teachers needs to be re-looked at very carefully as it may go against the goals of equity as proposed in SSA and the RTE, putting unnecessary pressure on the teachers and the child to perform in order to be graded.*

6.4 Continuous and Comprehensive Evaluation:

The Mission appreciates the pilot project initiated by the state for integrated adoption of NCF, 2005 and CCE. It has been initiated in 60 schools of Alwar and Jaipur districts of Rajasthan in 2010 as the first step to early implementation of CCE/A. The scaling up strategy of the CCE process and pedagogic reform has been prepared by the state under which the first phase, the initiative will include about 3,000 schools.

The entire initiative has been undertaken with elaborate planning and support from UNICEF in the first pilot, which will be scaled up to 3000 schools later.

The Mission had an occasion to review the materials prepared, based on the Source Book of NCERT and the materials for formative and summative evaluation along with portfolio and project files of the students. Preparation of necessary material such as Source-Books for teachers, training module for teachers as well as trainers is underway. Co-scholastic areas besides subject areas have been included.

The Mission recommends that the concept of CCE may be shared with SMC members and policy makers in structured orientation programs to cover the key components of CCE.

6.5 Teachers Recruitment and Effectiveness:

Single teacher schools- Rajasthan has 30.96% single teacher schools at the primary level. The PTR at the primary level is 1:31 while at upper primary level, it is 1:18 and the PTR at elementary level is 1:27. However, the Mission noted that majority of the schools visited in the deep rural areas suffered from teacher shortages. This affected teaching learning especially in those schools that were upper-primary and needed subject specific teachers. This is a bottleneck for retention. There is a need for a serious introspection on the part of the state government for rationalization of teacher positioning. The mission was apprised of the urban bias among teachers leading to difficult and rural segments having teacher shortages. The proportion of female teachers in all government schools is 30.15%. There is an immediate need to attract more female teachers in the system as there is more enrolment of girls in government schools to ensure retention of older girls as well as

closer engagement and articulation of women SMC members who seem to keep quiet and rarely speak in SMC meetings, which continue to be male dominated.

In the situation of teacher shortages, most of the classes visited were found to be multi-grade. Some of the classes had as many as three classes I, II and III seated together. They were seated in traditional linear seating with some reading or writing to do. Teacher time and engagement was quite minimal and non-strategic. *The Mission strongly recommends that the state may provide multi-grade teaching of three days duration to all primary teachers that should cover issues like space management, time management and curriculum management*

The Mission was informed that besides the existing teachers in the state, efforts had been put in place to recruit 41,000 additional teachers to fill the gap of 53,000 required for RTE. Teacher Eligibility Tests have been initiated and the teachers would be in place by the next session. The Mission would like to record its appreciation of the fact that the state is planning to undertake the recruitment at a decentralized level through *Zilla Parishads* so that the issue of teacher transfer and vacancies are largely addressed. Subject teachers were also being recruited.

The Mission was informed that in the year 2010-11, the focus of the state on teacher training was on creation of Key Resource Persons and their rigorous training in five phases. The state now has 150 trained KRPs and 1100 MTs at districts levels. These trained groups have provided for days trainings to 43,505 Head Masters (HMs) in the first phase. The training of HMs was ongoing in January and the Mission witnessed one such program in Chittogarh at the Nodal Schools.

The state has adopted NCERT text book for class VIII and about 109864 teachers have been trained on the new text books during summer vacations. *However, it the Mission would like to mention that the teachers that it interacted with articulated their difficulty in transacting the Class VIII textbooks, which the state may like to take on board and effectively meet through training supplementation on subject specific areas.*

6.6 Condensed course for Special Training:

The State has developed condensed courses for the out of school children identified in the Child Tracking Survey and trained 84,760 teachers to teach children using this condensed course. Some of the teachers who were contract teachers called *Vidyarthi Mitras* the Mission was informed were not being provided training as they used this as a pretext to file court cases to be made permanent and so that state avoided their training formally. While the books prepared for bridge courses are being followed by the Facilitators, the Mission noticed them struggling with the multi-grade and multi level situation. It is important that the children are able to achieve the readiness levels to be transited to regular schools. *Greater emphasis on the training of Facilitators on curriculum transaction and multi-grade teaching is needed.*

6.7 Computer Aided Learning:

The Mission was happy to learn that SSA, Rajasthan has developed its own multimedia based e-content in the session 2010-11 for classes VI, VII and VIII. Three day trainings of approximately 7,082 teachers on e – content have been completed. The Mission visited schools and in many cases found that the e-content provided by the state was not in use but that of a private company donated under its corporate social responsibility program was in use. It was also noticed that the content needed expert validation as some of the materials shared were wordy and text based and did not

seem to optimally use the visual medium. The Mission noted that in English, the e-content uses a very grammar based approach instead of a communicative one proposed in the NCF 2005. One of the content that the Mission could see was on Gerund as an Object which is beyond the comprehension of the child at Bundi and is based on the learning rather than communicative language practices. There is a need to correct and modify the content after a thorough preview by educational technology experts. *The Mission recommends that the state may closely monitor use of the e-content provided and have the content examined by the Central Institute of Educational Technology at NCERT for pedagogical and media appropriateness.*

6.8 Institutional Support Mechanisms:

At the Block level, the BRC is the nodal academic institutional support body and instead of the CRC, the state has created Nodal Schools that cater to 5-7 schools under them for academic guidance/ onsite support. The Mission is concerned to note that training of educational administrators from district and block levels as against annual targets is only 33%. This was actually reflected in the responsiveness and awareness of the BRCFs about key academic issues in their block. The Mission was concerned to find in its interaction with a BRCF in Chittorgarh that there was very little awareness and information about training schedules, training content and appropriateness of the trainings imparted to the different levels of teachers. One of the reasons may be that the BRC has become more of an administrative structure that issues orders than a dynamic academic resource and monitoring center. The BRCFs need to be aware of trainings that are meant for the teachers at primary levels and those for the upper-primary levels- which in the present case were not found. *The Mission strongly recommends that training of district and sub-district functionaries may be taken immediately for effective systemic functioning and quality improvement.*

6.9 Community Participation:

The Mission was informed that SMCs have been constituted in the entire Primary and Upper Primary schools as per RTE and training has been imparted to 60% members of SMC including one PRI member. Training of Community Members has been taken up and 263,762 School Management Committee (SMC) members of the approved target of 411954 have been covered through three days non-residential trainings at cluster level.

The Mission interacted with the SMC of Prathmik Vidyalaya Morevan and noted the deep involvement of the members with the day to day activities and contribution to the upkeep of the school. Most of the SMC members however, did not seem to recall having attended the training programs or the content of the same. *The state needs to appraise the efficacy of the SMC training programs and improve monitoring of the same.*

The Mission was concerned to note the disillusionment of the community members, who expressed their discomfort with doing away with annual examinations and those at the end of Class VIII. They were worried that in the absence of any kind annual examinations and with all children being passed without testing, there was no motivation for children to study, so they often came away from school and got engaged in agricultural and other activities knowing that they would pass anyway. Due to illusions that private schools could conduct examinations, they were sending their children, especially boys to private schools. Already 9 children from that school had left to join the nearby private school that was English medium. It is important to stress the need to make CCE a part of the discourse of the educational process and not to be considered as a *separate scheme*. The Mission strongly feels that the state in collaboration with national institutes, need to have large

scale orientation programs for SMCS and policy makers on the concept of assessment as envisaged under RTE. SMC training needs to include orientation on CCE to more fully understand the priorities of RTE.

Recommendation:

- The Mission strongly suggests that in the process of instructional materials development under SIERT, greater teacher involvement is ensured to integrate their feedback and create ownership of the materials created.
- The Mission suggests that the state may take up stronger monitoring systems to ensure that the TLM and kits that are produced with extremely good intentions, are actually used and the children benefit from them. This should become one of the mandatory topics for discussion and sharing in the monthly Nodal School level meetings of teachers, as well as in the Adhyapika Manch meetings.
- Rationalization of teacher positions to provide teachers as per norms in all schools to ensure that children stay in schools with close engagement of teachers. The Mission also recommends that greater attention be paid to recruitment of female teachers especially for the upper primary level.
- The Mission recommends that the concept of CCE may be shared with SMC members and policy makers in structured orientation programs to cover the key components of CCE.
- The Mission recommends that the state may closely monitor use of the e-content provided and have the content examined by the Central Institute of Educational Technology at NCERT for pedagogical and media appropriateness.
- The Mission strongly recommends that training of district and sub-district functionaries may be taken immediately for effective systemic functioning and quality improvement.

Program Management

SSA is being implemented in Rajasthan through the Rajasthan Council of Elementary Education (RCEE) which is registered as a society. At District level, the administration of SSA has been handed over to the Panchayati Raj and SSA activities are planned and monitored by Zila Parishads. Panchayat Samities are monitoring SSA at the block level. Monitoring at the cluster level and school level is supported by the Nodal Head Masters and School Management Committees respectively.

Monitoring of SSA at district level is done by the District Education Officer, Elementary Education who is also the District Project Coordinator. In 19 ex-DPEP districts, as a pilot, the work of BRCFs has been assigned to the Block Elementary Education Officer and that of the CRCF to the nodal Headmaster to ensure better coordination and monitoring.

The Monitoring Institutions for the SSA Program in Rajasthan are Institute of Development Studies (IDS) – 14 districts; Centre for Development Communication Studies CDECS– 9 districts and Social Policy Research Institute (SPRI) – 8 districts. The Monitoring Institutions mentioned that there were issues regarding quality, effectiveness of SMCs and sense of ownership, lack of running water

and cleanliness of toilets. They suggested that states should have the flexibility to use school grants for maintenance of toilets, higher level of academic support required by KGBVs; teacher rationalization required, shortage of science, maths and English teachers, there was dissatisfaction with the mid day meals provided by Naandi Foundation (corroborated by the mission's field visits), awareness of NPEGEL low and that the scheme was not understood, impact of trainings not reflected in the performance of the teachers in the classrooms., 2-3 schools running in the same campus.

While responding to the observations of the monitoring institutes, the SPO acknowledged that ensuring participation in the 3 day SMC training was a huge challenge as most members were daily wage earners and there is no facility of reimbursing wage loss under the SSA program. The funds provided for maintenance is very low and force and lift pumps are being installed to try and address the issue of lack of running water. The Total Sanitation Campaign is managed by the Rural Development Department and they are very slow in addressing issues around toilets.

Basic School Teacher Training Course (BSTC) i.e the pre service teacher curriculum has been revised after almost 12 years. More than 2000 schools which were operating from the same campus have been closed.

In Bundi district, an SSA helpline number connected to the Collector's office has been painted on the outer wall of all schools. Weekly meetings are held to track progress/action taken on the calls received. In Bundi, teachers have been asked to develop TLM themselves and these have been painted on the school walls along with the name of the teacher and the date of preparation.

A large number of vacancies exist in the state. At the State level out of the 111 sanctioned posts 12 are vacant, at district level out of 957 sanctioned posts 166 posts are vacant and at the Block level out of 2071 sanctioned posts 538 posts are vacant. DISE and SES have been unified in the state. DISE 2011 will include all information related to SES and will be the single source for all information related to Elementary Education. To ensure the authenticity of DISE data 100% checking is done by the CRCF/Nodal HM, 25% sample checking is done by the BEEO/BRCF and inter district checking in at least 2 blocks in nearby districts by APC (DISE). 5% sample check of DISE data for 2010-11 has been completed by the Directorate of Statistics Department, Rajasthan Government. A household survey was conducted by nearly 40,000 teachers in 2010 and revealed that approx 12.10 lakh children were out of school whereas the DISE data showed less than 1 lakh. The DISE data will be updated to reflect the correct figures. 7.25 lakh children were enrolled during a drive conducted in June/August 2011.

In most of the schools visited by the JRM the percentage of absentee students were about 30% which is a significant amount.

Recommendations:

- The Mission recommends that the reasons for low attendance by teachers at various trainings be looked at in greater detail. Once the reasons are identified, the state could take suitable remedial measures.
- Recruitments in the state have been hampered by legal actions. However urgent action is required to fill the large number of vacancies in the state as program implementation and monitoring is hampered owing to staff shortage.

- The JRM suggests that a survey be conducted to verify whether the absentee children are enrolled in private schools as well.

7.1 Progress on Civil Works:

In 2011-12, due to grant release issues the first installments for some of the works were not released. Some works of 2010-11, particularly under supplementary grants are still under construction. Out of total fresh target of 23776 activities only 2205 have been completed so far. Against 7016 ACR, 425 have been completed and 6089 are in progress. In major repairs, against the target of 3057 in 2011-12, only 268 are achieved. Progress in boundary wall and electrification is also low. During visit to Borkhandi PS in Bundi District, the one ACR of 2010-11 and two ACR of 2011-12 were under progress. The Assistant Executive Engineers (AEN) attributed delay to difficulty in working with SMC and their inaction in procuring materials, excessive workloads of JENs, and labour availability problems. *The Mission perceives that progress of civil works is a matter of concern.*

100% schools have single toilet. During JRM visit, most toilets were functional, CRC, BRC, KGBV, and DIET. By end of March 2013, the RTE requirement of separate toilets will be met. State has made affidavit to the Supreme Court in this regard. Toilets for CWSN are also provided with ramp and wider entrance in 1167 schools.

Interaction with the children and their parents indicates that the quality of the water is satisfactory. Drinking water is available in 22273 schools, but fluoride content is high in 40% villages of 13 districts. Under Rajasthan Integrated Fluoride Mitigation Program (RIFMP) with assistance from UNICEF domestic alumina activated filters are provided for places where fluoride content in excess of 3.00 PPM. Target for this year is 2500 schools. Also, under Jalmani scheme rainwater harvesting tanks are also being constructed. *The Mission recommends that water quality improvement initiatives need to be scaled up.*

Small innovative modification in the functioning of hand pumps is carried out to divert excess water fetched through hand pump. This is diverted to overhead tanks placed over toilet blocks. Use of merry-go-round to pump the water is also being practiced. This is found to be effective and makes toilet functional. Cost of modification of pump is quite low.

7.2 School Designs

Currently five schools are being developed under Whole School Development (WSD) in each district. WSD and Building as Learning Aid (BALA) training is given to engineers. The school mapping is almost over and computer aided drawings of the schools are available. Grant of Rs. 1.00 lac for WSD and 0.50 lac for BALA is being released to identified schools. The design quality of WSD needs to be improved with inputs from architects.

It was observed during school visits that windows were kept shut due to cold. The windows in older schools are having wooden shutters whereas those in new construction are made up of non-transparent materials (steel angles and sheets). Due to this the lighting level in the room was quite low. Since power availability in the schools is highly unreliable, the natural lighting needs to be ensured by improving window designs for new construction. Environmental mapping of schools is carried out but the data needs to be made accessible.

Designs are type designs and are followed throughout state. There is scope for improvement of designs to make schools more functional and appealing. No soil investigations are carried out for individual schools/structures. Extension of existing buildings involves use of existing walls. Rooms are constructed at upper level in case of urban schools and schools where land availability is limited.

Mission recommends use of architects and structural designers' services at state and district level.

7.3 Estimates

The unit cost for each element has been fixed at state level. Estimates are prepared based on Basic Schedule of Rates (BSR) of PWD one for each element (ACR, BW, Toilet etc.). The districts BSR are however not updated uniformly and regularly which causes district level estimates to differ, which is again adjusted to bring it in tune with fixed unit costs prescribed at state level. There needs to be flexibility in rates based on the labour and material costs in the given region. *Mission recommends use of appropriate BSR and department can check feasibility of adopting Rural Development & Panchayati Raj Dept. BSR.*

7.4 Construction Quality

Civil work quality of ongoing and completed works has some scope for improvement. As informed by the State civil works team the equipment such as cube moulds, set of sieves, slump cone are provided at block level however in absence of vehicle facility, Junior Engineers cannot carry equipment to site (particularly heavy cube moulds). *There is need for better arrangement for testing, as the current system does not appear to be working at optimal efficiency levels as observed at Chittorgarh and Bundi districts.*

7.5 Civil Works Supervision & Monitoring

At SPO, one Chief Engineer (CE) and two Assistant Engineers (AEN) plan and monitor the civil works. At district level one AE and Junior Engineer (JE) at each block is posted. Overall 278 posts are sanctioned out of which 28 are vacant at present. Out of 33 district level posts four are vacant. The engineers supervising the civil works are either on deputation from the state government/boards, lab assistants/teachers who are also civil engineers, or are contracted. Mission observed that one Junior Engineer is supervising 60-200 activities. In some blocks this is way to above the quantum each engineer can handle. Considering the RTE requirements and sudden surge in enrolment of OoSC the need for civil work supervision will further go up in coming year, which needs to be addressed. *A rationalization of these positions be undertaken and additional engineers be engaged for supervision*

7.6 Third Party Inspection

Current year the third party inspection (TPI) and quality assurance agencies have been identified to review the construction work. Works for the seven zones have been assigned to the consultants. Also, currently only 30% of sites are covered under TPI. There appear to be lack of clarity about the scope of TPI at district, block and school level. No reports were available at District level. *The scope of consultant as per terms of reference appears to be too wide, which needs to be reviewed and coverage of works can be increased from 30% to have better independent quality review.*

7.7 GIS Mapping

It is aimed at identifying school requirements by superimposing socio economic maps and existing school locations. In 18 districts covering 52 blocks GIS mapping is currently going on. It is carried out by trained JEs, with GPS to collect information such as latitude, longitude and existing school infrastructure. *The mapping can be very useful to achieve RTE compliance; the Mission suggests expediting GIS data collection.*

7.8 Financial Management

During the current financial year 2011-12, SSA is being funded by the Government of India (GoI) and the Government of Rajasthan (GoR) in the ratio of 65:35. Funds are released by the GoI and GoR to the State Implementing Society (SIS) which then releases funds to the District Project Offices. The DPOs then release funds to BRCs and Schools.

Against the AWP&B for 2011-12 of Rs 3675.46 crores, the State has received Rs 1298.38 crores from GoI. The GoR has released 1335.68 crores which includes Rs 320 crores received through the 13th Finance Commission. Combined with the opening balance of 203.14 crores and other receipts of Rs 4.32 crores the available funds to the State amounts to Rs 2841.52 crores. Till December'11, the SIS has spent Rs 2563.61 crores which is 90% of the funds available and approx 70% of the budget outlay for FY11-12. The 2 districts visited Bundi and Chittorgarh too have reported expenditure of 93% and 95% respectively of the funds available.

On reviewing the physical and financial progress report till November, it is seen that expenditure under SSA, NPEGEL and KGBV is 63%, 32% and 33% of the budget approved in the AWP&B. Low expenditure under NPEGEL and KGBV activities is a matter of concern and should be reviewed by the SPO.

The Financial Controller holds monthly Review cum Training Meetings of Assistant Accounts Officers and Accountants at SPO. In these meetings various issues regarding audit, funds, classification, procurement provisions and methods, expenditure progress, financial and physical achievements etc. are discussed in detail and necessary clarifications, instructions, information are provided. 5 days mandatory training has been imparted to accounts staff at the district level from 19-12-2011 to 23-12-2011 at Jaipur by officers posted at SPO.

However the JRM visit to the districts indicates that training provided to sub-district level staff on accounting procedures and record keeping is inadequate. Headmasters and teachers at the school level have either not received training or require more support in order to improve record keeping. In a couple of schools cash in hand was above Rs 5000. It was noticed that payments were being made in cash and few payments were above Rs 2000. Though it is mentioned in the SMC guidelines, it should be reinforced that cash payments should be avoided and that payments should be made mostly by cheque.

Almost all the schools had notice boards displaying details of finances. However, the information varied from school to school. Some schools were providing information for the last three years whereas others were displaying only the current year information or information relating to a specific program such as NPEGEL. In quite a few schools, expenditure for the current year was either not displayed at all or was not updated. In one of the schools visited, the board was placed in the Head Master's room which is not easily visible to the public.

It was observed that furniture and other non perishable items procured through SSA funds do not have markings on them to identify them as SSA property.

The State Audit report for 2010-11 has been completed and submitted to MHRD. The state is aware of the instruction regarding coverage of all VECs spending above Rs 1 lakh once in three years. The agreed fee is Rs. 24,90,000. (Rs. 10000 fixed for each block) Internal audit in the state is conducted by 3 teams consisting of 2 retired accountants in each. These teams cover all the 33 districts and some BRCs and SMCs on random basis.

Tally software has been introduced in all the districts of Rajasthan from 1st April 2011.

Out of the 312 accounts posts sanctioned, 101 posts are vacant. All the posts at the State level have been filled but 19 posts including 5 AAO posts at the district level are vacant. At the sub-district level 101 posts are vacant. The JRM team was informed that Director, Treasuries and Accounts is the appointing authority of the accounts staff in the state. Selection procedure had been undertaken by Rajasthan Public Service Commission to recruit 1500 accounts personnel. But due to some writ petitions regarding reservation before the Rajasthan High Court, the recruitment of accountants is being delayed.

Recommendations:

- It will be useful to agree a format for social audit display boards at the SPO level itself which can then be shared with all the Districts to ensure financial information is consistent, visible and adequate.
- The large number of vacancies in Accounts needs to be addressed urgently.
- The mission recommends that Training for Headmasters teachers and SMCs on basic accounts and record keeping be provided.

7.9 Procurement

The State is following the FMP Manual. An SMC manual has also been prepared in the vernacular language for circulation at the school level. This includes guidelines on finance and procurement.

The procurement plan has estimated procurement of goods and services amounting to approx Rs.150.8 crores during the current financial year. Procurement of goods and services worth approx Rs.47 crores is to be handled at the SPO/DPO level during the current financial year and the remainder is to be conducted at the sub-district level. Text books are procured directly from Rajasthan State Text Board. Most of the schools visited said that they received the books at the beginning of the session.

The Headmasters in some of the schools were unaware of the SMC manual and were unable to locate copies of the same. Minutes of the SMC meetings are being recorded in registers in all the schools. Attendance at these meetings is however thin with not more than 4-5 of the 15 members attending on any given meeting day.

The State has prepared the procurement plan for FY11-12 but it has not been hosted on the State SSA website. The procurement plan for civil works is detailed and the timelines for different procurement actions, from the time of initiation of the procurement is clearly mentioned. The plan for procurement of goods and services is less detailed. Including details as in the civil works plan

will help in better monitoring. The procurement plan needs to be reviewed on a regular basis, slippages tracked and remedial action taken to avoid further slippages. Regular monitoring of the procurement plan will help realize the full benefits of the procurement plan as a monitoring tool.

There have been no major delays in procurement conducted at the SPO level other than kits for low vision children and two schedules of science/maths kits as both kits had to be re-tendered .

Annual Maintenance contracts for equipments like computers, printers etc are to be done at the respective site. During the field visit to schools it was observed that some office equipment like computers and printers are not under AMC contracts and a vendor is called as and when a fault occurs.

The State is able to complete the open tendering process within an average time of 50 days from the time of placing the ad in the newspaper. This is a very quick timeframe. There have been a couple of cases where re-tendering had to take place and in these cases the timescale for responding to bids was reduced from the normal 30 days in order to avoid further delay in the procurement process.

RCEE is considering implementation of e-procurement in the next financial year.

Recommendations:

- The mission suggests that SMCs be regularly briefed on procurement methods and procedures as a large proportion of procurement activities are conducted through them.

Summary of Main Recommendations

Goal 1: All children in school

- The Mission recommends greater harmonization in data gathering by different sources at the state and national levels, especially in relation to the out of school children.

Goal 2: Bridging gender and social gaps

- The Mission recommends that vocational courses of non-stereotypical variety may be explored with support from the National Institute of Open Schooling (NIOS)
- The Mission recommends that teachers of NPEGEL and KGBVs and members of Adhyapika manch may be oriented on self- defense techniques that are non- traditional and empowering in nature which the teachers can impart them to the adolescent girls in the KGBVs and NPEGEL. This pilot can then be scaled up for all female teachers.
- The state in consultation with the MHRD needs to find a solution to the recruitment of teachers for special schools in the light of the High Court order against recruiting contract teachers. The present situation is affecting recruitment and teaching learning due to teacher shortages.

Goal 3: All children retained in elementary education

- Reinforced training of sub-district level personnel on micro planning to ensure even and equitable distribution of schooling system especially in deserving disadvantaged rural areas.
- The Mission recommends that the state may initiate a research study in collaboration with a national institution like National University of Educational Planning and Administration (NUEPA) to understand the causes of such high absenteeism.

Goal 4: Education of satisfactory quality

- The Mission strongly suggests that in the process of instructional materials development under SIERT, greater teacher involvement is ensured to integrate their feedback and create ownership of the materials created.
- The Mission suggests that the state may take up stronger monitoring systems to ensure that the TLM and kits that are produced with extremely good intentions, are actually used and the children benefit from them. This should become one of the mandatory topics for discussion and sharing in the monthly Nodal School level meetings of teachers, as well as in the Adhyapika Manch meetings.
- Rationalization of teacher positions to provide teachers as per norms in all schools to ensure that children stay in schools with close engagement of teachers. The Mission also recommends that greater attention be paid to recruitment of female teachers especially for the upper primary level.
- The Mission recommends that the concept of CCE may be shared with SMC members and policy makers in structured orientation programs to cover the key components of CCE.
- The Mission recommends that the state may closely monitor use of the e-content provided and have the content examined by the Central Institute of Educational Technology at NCERT for pedagogical and media appropriateness.
- The Mission strongly recommends that training of district and sub-district functionaries may be taken immediately for effective systemic functioning and quality improvement.

Civil Works:

- The Mission recommends rationalization of positions of Engineers at state, district and sub-district levels to address shortage of personnel for closer supervision of civil works.

Finance & Procurement:

- It will be useful to agree a format for social audit display boards at the SPO level itself which can then be shared with all the Districts to ensure financial information is consistent, visible and adequate.
- The large number of vacancies in Accounts needs to be addressed urgently. The State has been employing retired accounts personnel to fill up vacancies on contract basis and increased use of such consultants should be considered.
- The mission recommends that Training for Headmasters and teachers on basic accounts and record keeping be provided.
- The mission suggests that SMCs be regularly briefed on procurement methods and procedures as a large proportion of procurement activities are conducted through them.

8- Tamil Nadu

INDIA
SARVA SIKSHA ABHIYAN (SSA)
15th JOINT REVIEW MISSION

STATE REPORT: TAMIL NADU
January 17 - 23, 2012

Introduction

As part of the 15th Joint Review Mission (JRM) of the Sarva Siksha Abhiyan (SSA), a JRM team visited the State of Tamil Nadu from January 15 to 23 January 2012. The JRM team was composed of Venita Kaul GoI, consultant), James Stevens (World Bank), and Samar Ray(GoI, consultant). Mr. Asadullah (SSA- TSG) travelled with the Mission as an Observer. The mission sought to review progress in implementation of the SSA since the last JRM mission to Tamil Nadu in January 2010.

At the state level, the mission met with the Hon'ble Minister of Education, Secretary, School Education and the State Project Director and his team, DTERT faculty and representatives from the Monitoring Institutes. The mission visited the districts of Thiruvallur and Viluppuram where it interacted with the District Project Officers and their teams. The mission visited 3 schools in Viluppuram and 5 schools in Thiruvallur as well as three BRCs and various centers where SSA interventions are delivered. The team also saw two KGBVs and met several VECs, multiple parents, teachers and children throughout the two districts. In addition the mission visited an aided school and two Corporation schools in Chennai district and met with the Apo and her team. The mission reviewed the detailed documentation made available by the state and the districts as well as the Independent monitoring report by the Indian Institute of Technology Madras.

The wrap up session of the mission was chaired by Secretary, School Education. The Secretary briefed the mission on various reforms that have been initiated by the state. These include (a) Notification of the RTE rules on Nov 8, 2011 (b) harmonization of curricula of the different school systems existing in the state into a uniform pattern; (c) appointing of 25 thousand teachers to meet the norms of RTE; (d) launching of the *Shiksha Ka Haq* campaign for RTE ;(e) trimester system for schools from the coming year so that students will carry only one book at a time; (f) promotion of CCE and (g) Linking up of schools with the National E governance plan for more effective utilization of technology.

The mission appreciates the assistance, cooperation and hospitality of the State Project Director and his team and thanks all functionaries of the Government of Tamil Nadu who generously gave their time and shared their views and knowledge with us. Thanks are equally due to the students, teachers, parents and VEC members who interacted with the team and provided their generous feedback. We owe everyone involved with the mission a debt of gratitude.

Overview and Key Issues

The mission would like to commend the state for giving priority to quality of education and learning levels of children, now that it is well on the road to achieving full and equitable access to elementary education. The pedagogical reform initiated in the state through ABL and ALM approaches has begun to show positive results and needs to be sustained and carried forward.

Key issues and Recommendations

1. The diversity in the classrooms both at primary and upper primary levels is very pronounced and is being catered to through the ABL and ALM approaches, which work well for children coming in at the starting point. However, given that many children are entering laterally with varied levels at all stages is creating a complex situation and needs to be addressed in a more systematic manner.
2. Given that most children come into the school system without any preschool education and with reading levels being low at the primary stage, the zero milestone needs to include more elements of reading readiness activities as preparation for the primary curriculum.
3. English learning levels remain very low and rest largely on rote learning. Along with learning of reading in Tamil, the grade 1 and 2 curriculum should focus more on oral communication and listening skills in English so that the language base gets established and children are ready to learn reading by grade 3.
4. The ABL/ALM grading system used by schools should be complemented with periodic external assessments on sampling basis of core skills in reading and maths in order to ensure schools are meeting objective standards. In addition, more rigour needs to be built into assessing children's progress on milestones.
5. Academic support and supervision is key to the quality of the schools and with the current ratio of BRTs to school the arrangement can be very conducive for assuring quality. However, many BRTs were observed to be without any teaching experience. This needs to be urgently addressed through intensive hands on training in classrooms using the prescribed methodology.
6. While the VECs have already been in existence, the SMCs are now being constituted in the schools as per the RTE mandate. It would be necessary to clearly define their respective roles and train and empower them to prepare the School Development Plans and fulfill the important role envisaged for them
7. The population data used for calculating the DISE enrolment ratios (NER and GER) continue to be based on the Census 2001, which may not provide accurate assessment of the field situation and impact on policy decisions. On priority, the Census 2011 data needs to be incorporated and the rates recalculated. The teacher student ratios also need to be recalculated based on the reclassification of teachers at upper primary stage.

8. Internal Audit is a control function which examines and evaluates the adequacy and effectiveness of other controls in the system. In fact, it has been defined as 'control of all controls'. It is recommended that the vacancies in Internal Audit be filled up expeditiously in consultation with director of LF Audit, failing which Chartered Accountants may be engaged for the work under the provisions of FM and Procurement Manual.
9. Urgent steps need to be taken to strengthen the Finance Wing, particularly at the district and block levels. This step will bring two fold results.(1) Professional people will be in charge of financial management, in view of larger and larger allocations of resources for SSA coming in and (2) The BRTs who are directly or indirectly handling the financial issues may be relieved and can concentrate more on their academic duties which they are mandated for. In other words, this would improve the overall programme management.

Progress towards the achievement of Goals

Goal 1: All Children in School

Achievements

The January 2010 JRM reported that access issues in Tamil Nadu are negligible, and since then the state appears to have even improved even on this already high standard. From a baseline net primary enrollment rate (NER) of 93% in 2002, Tamil Nadu has reported an overall NER of 99% for the past five years. This achievement is evenly distributed across geographic areas and student categories. Each of the state's 30 districts reports an NER of over 99% with no significant variation based on gender. Tamil Nadu also reports an NER of 99% for SCs and 98% for STs. The net enrollment rates for SCs and STs have increased from 89% and 83% respectively since 2002. Enrollment in lower primary education in Tamil Nadu has increased by nearly 500,000 students over the past eight years.

Upper primary NER rates are nearly as impressive. Tamil Nadu has reported NERs for upper primary of over 98.5% for the past 4 years, an achievement which is also evenly distributed across districts and student groups. Enrollment in upper primary has increased by over 300,000 students since 2003-2004.

It is important to note that with a primary completion rate of over 97%, compared to a baseline of 64% in 2002, and nearly full gender parity, Tamil Nadu has achieved the millennium development goals for education.

Concerns

The mission has no concerns about Tamil Nadu's commitment and efforts to make sure all children complete elementary education. We do, however, have some concerns about the fact that enrollment rates (both net and gross) continue to be calculated based on 2001 census data. There

is a risk that transition to the use of age group population data from the 2011 census could result in an abrupt adjustment for these important indicators.

The mission notes that the January 2010 JRM asked for a state review of the prevalence of small primary schools e.g. those with an enrollment of less than 20 students. This trend is thought to be driven by demographic decline in some areas. The mission was not provided with this review, possibly because 2011 census data have not been available. However, it should be possible to report annually on the number of small schools in the state.

Recommendations

- *The State Education Department should begin using findings from the 2011 census beginning with its reporting for the 2011-2012 school year.*
- *As the system expands to cover all children in Tamil Nadu, efficiency issues will become more important. The State Education Department should provide annual information on the size of schools and provide recommendations for potentially consolidating non-viable schools.*

Goal 2: Bridging gender and Social Gaps

Achievements

- Tamil Nadu has been steadily working towards social equity through school education, with a clear focus on children from socially marginalised communities such as SC/ST, girls and children with disabilities. This is evident from the following parameters:
- **Enrolment:** As per DISE 2010-11, the gender parity index reported for the state is 0.95 for primary and 0.94 for the upper primary stage, with girls forming about 49% of total enrolment at the elementary stage. The percentage of SC enrolment in the total elementary stage enrolment is about 24%, which is higher than its share in the population (Census 2001). Within the SC category, girls contribute about 49% to the total enrolment at both the primary and upper primary stages of education. Correspondingly, while the ST population in the state is 1 percent of the total population, the percentage of ST enrolment is 1.71 up to Grade 8, with about 48% being girls. These percentages have been more or less static over the last three years, with marginal increase in girls' share in some categories. However, a steady increase is visible in enrolments of Muslim children in the last three years. The Muslim population is 5.5% of the total population against which the percentage enrolled has increased from just over 4% in 2008-2009 to almost 6% in 2010-2011, with girls forming about 49% percent of the population. Children with disabilities are also getting included in mainstream schools. During 2008-2009, 1,16,339 children were identified through household survey and in hospitals and temples. Of these, 1,03,133 have been enrolled in schools. In most classrooms visited by the mission, children with special needs were noticed.

- **Attendance:** According to a study conducted by the state on student attendance, there is no significant equity gap at either the primary or upper primary stages. The attendance rate of SC children at primary stage is reported to be about 97% as compared to the overall state rate of 98%. In 13 districts, the rate for SC attendance is even higher than the overall rate. For ST children the corresponding rate is about 97%, with it being higher than the overall rate in sixteen districts.
- At the upper primary stage the attendance rate for SC children is about 96% against the overall state rate of 97%, with it being higher than the state level in 10 districts. For the ST category, the attendance rate is about 95% with a gap of 2.6% with the overall rate. The attendance rates reported in the schools were also consistent with this data.
- **Learning achievement:** Although several evaluation studies have been carried out of the ABL programme, disaggregated data on learning outcomes for different social categories is limited in terms of availability. According to a recent evaluation conducted by NCERT in 2011, performance of rural students was found to be significantly better than that of their urban counterparts in both Grades 3 and 4 in all subjects and girls performed better than boys, thus further indicating a positive trend in terms of social equity.
- **Concern:** The findings point to the need for greater attention and support to the urban schools and a probe into the poorer performance of boys.
- **Interventions for bridging social gaps:** While, as reported by the previous JRM, the state has consistently demonstrated success in bridging social equity gaps, its efforts to further consolidate these gains has continued with specific interventions for the different focus groups.
- **Interventions for girls:** Kasturba Gandhi Balika Vidyalaya (KGBV) is a special intervention for out-of-school girls in the age group of 10+ to 14 years in Educationally Backward Blocks (EBBs) to promote enrolment and prevent drop outs. Since the previous JRM in January 2010, which reported 54 KGBVs, the number of KGBVs established in the state has increased to 61. Currently 4,416 girls are enrolled while provision is for 4,550 girls. The districts reported making continued efforts to identify out-of-school girl children in the EBBs and enroll them. The KGBVs are functioning in 45 EBBs in 12 districts of the state. The mission had an opportunity to visit two KGBVs in Villupuram district, both run by missionary NGOs: Ramakrishnan Mission and another run by Christian nuns. In both cases the KGBV's were fully equipped with building, classrooms and residential facilities for girls, teaching learning materials, teaching learning equipments, kitchen equipments, furniture, library books etc. The facilities and environment offered to the girls is evidently very well received by them as observed from their reactions to questions and their high level of enthusiasm. The excellent rapport of the students with the teachers is also very visible. The girls are being taught through the ABL/ALM methodology for which the teachers have been trained. In addition they are given opportunities for yoga, music, dance, games and learning of various vocational skills such as tailoring/embroidery, crafts, artificial jewelry making, and painting; Training is also provided in computer education, sports, yoga and karate. The girls reported enjoying studies as well as these activities and had begun to have

career aspirations for themselves. The KGBVs reported having facilitated the continuation of most of the girls into secondary education. The pass percentage of the girls in the ESLC examination of the government has improved from 43.3% in 2000 to 100 percent in 2010.

- **Concern:** The challenge noticed could be the diverse levels of the girls as they range from never enrolled to those continuing in upper primary. Since they are in residential settings, adopting a child-to-child approach where the more educated girls could be paired with the not so literate ones may be a possible mechanism for providing support to teachers to address this challenge. Given the immensely challenging task of the teachers in these schools as compared to the regular schools, the state may consider enhancing their remunerations.
- **The National Programme for Education of Girls at Elementary Level (NPEGEL)** is another SSA sponsored special intervention in the EBBs to enhance enrolment and retention of girls in regular schools, who are studying in primary and upper primary sections. Under this component, various interventions are reportedly being provided to currently 1.87 lakh girls. Vocational training on skills like tailoring, embroidery, handcraft etc. is being provided; girls are being taken for one day excursion visits within and outside the district to provide wider exposure. 32,170 girls are reported to have benefitted from this provision. The mission had the opportunity to see some very fine craft work, soft toys and jewelry being prepared by girls in some schools, which was reported to be made available through organising local exhibitions for sale and any proceeds collected was pooled back into the rolling fund available for this activity. In addition, preparation of sanitary napkins was also seen in the KGBVs.
- **Concern:** The previous mission had very strongly recommended widening the scope of these interventions both in KGBV and NPEGEL to include, on the one hand, projects, theatre, sports, and music and, on the other hand, life skill education beyond traditional skills to wider social issues of direct relevance to girls such as dowry, health rights, child labour, marriage, etc. Although the state has reported organisation of special programmes and camps to create awareness in these spheres, the mission was not able to observe any such camps or initiatives, possibly due to the short duration of its visit. The mission would, however, strongly endorse the recommendation of the previous JRM in this regard for the state to consider.
- **Education of children with special needs:**
- This component of the program is perhaps one of the most commendable initiatives of the state. It is being implemented in collaboration with sixty five NGOs, who have specific training and experience in this area. Of the 136,782 children identified with disability, 1,05,398 children are enrolled in regular schools and 22,703 are under home based care. 412 resource centres have been set up at block levels in the BRCs; 1,966 special teachers and 150 physio therapists and speech therapists have been appointed for therapeutic support to the children. 352 day care centres have been established in all districts at the Block level in which one care taker and one helper take care of the children. Transport facility or allowance is being given to parents to bring the children to the day care centres.

Children are provided cooked meals during the day. 14,815 children have been identified for assistive devices and 27 have been helped to undergo corrective surgery. 15 BRCs have been upgraded for offering Foundation Courses through IGNOU and 1,140 teachers have so far been trained on this course.

- The mission had the opportunity to visit two day care centres which had 15-20 children with different kinds of disabilities including, MR, cerebral palsy, autism, neuromuscular malfunctioning, and speech and hearing related problems. Mothers are also encouraged to come with the children and participate in the activities, with the objective of orienting them in management of their respective children at home. It was observed that mothers were actively participating in some group activities as well. The mission noted with appreciation that mothers' participation may well be an effective mode of group therapy for mothers too, by exposing them to other mothers with similar or greater problems than their own, thus enabling them to accept and understand their own child and his/her right to inclusive education. The day care centres provide children basic preparedness before being mainstreamed into regular schools, as per their specific needs. The resource centres are more specifically for therapy alongside school participation. Two cases of home based care, both with severe disabilities, were also visited in their homes and the aids and appliances provided to the children and attention given was found to be appreciated by the community. These cases reinforced for the mission members the importance of early identification and early intervention. The need to strengthen monitoring of child's progress and ensuring regular visits of the resource teacher may need special attention at the block level.
- Children with special needs were also observed in many classrooms of regular schools visited by the mission. The schools are also visited by the resource teachers with varying frequency ranging from once a month to once a week. The teachers are given some orientation with regard to the way to address the child's needs.
- A positive feature observed, and reported by the M.I. too was the inclusive environment of all schools with no instances seen of discrimination against SC/ST, girls or children with special needs in any classroom. The ABL classroom pedagogy itself contributes to this inclusive environment with children sitting with each other and working with each other on the basis of their 'levels' and not social identities which, to quote from the report, may well be an example of a 'tribute to our democracy!'.
- **Concern:** However, as per the Monitoring Institution's report and the mission's observations, the teachers feel the need for more intensive training in this area to help them manage the children better.
- **Early Childhood Care and Education:** In convergence with Department of Women and Child Development, 20,315 ICDS centres have been upgraded and materials supplied to them of the zero milestone of the ABL. In addition to that, mini kit materials for maths has been supplied to 750 of the upgraded centres and training given to 25,968 centres. Unfortunately the mission was unable to observe any Anganwadi in action with the materials; the one Anganwadi visited had the cards lying obviously very new and unused.

The Mission could not also meet the Anganwadi Worker on that day to get her response to the materials. The mission commends the initiative to strengthen the AWs, given that the children who come into school can get better prepared for primary education in the AWs.

- **Concern:** However, given the lack of capacity and low priority to ECCE in AWs, it is recommended that at least on a pilot basis the initial school readiness cards, as recommended in the section on quality, may be expanded for the AWs and tried out with supportive supervision in an action research mode and the impact measured on the entry level of children when they come to school.

Goal 3: All Children Retained in education system

Achievements

- Tamil Nadu continues to be innovative in its focus on enrolling and mainstreaming out-of-school children. The number of reported OoSC is reported to have been reduced from about 466,000 in 2002-2003 to about 56,000 in 2010-2011. The state has adopted a menu of programs aimed at getting children back in school including residential and non-residential bridge courses, KGVB/NCLP projects, summer camps and mainstreaming. The mission visited two KGVP residential schools for girls and was impressed by the obvious commitment of staff and teachers and the level of resources provided. Nearly 51,000 of the 56,000 targeted OoSC are reported to be covered by the above interventions. Due to the state's continuous focus and efforts, this trend towards eliminating OoSC will likely continue.
- The state has set up both residential and non residential special training centers for out of school children as per need. The children identified through the Village Education register are first enrolled in formal schools and then provided the special training for which stationery and study materials have been provided in accordance with the ABL methodology. 214 NGOs and SHGs are involved in managing the residential special training centers. On-site support for these centers are provided by BRTs. Currently 54,233 children are reported to be taking advantage of these special provisions.
- Tamil Nadu is reporting significant success in ensuring that children who enroll in school actually attend classes. Attendance rates are reported to be 98% in lower primary and 97% in upper primary against lows of 91% and 88% respectively in 2002. Regular attendance is likely a positive indicator of improved learning performance.
- Tamil Nadu has dramatically increased its number of teachers over the past 8 years. Teacher-student ratios have been significantly reduced at both primary and upper primary to near 30-1 in 2009. Although it is important to note that the accomplishment of the reduced teacher-student ratio for upper primary reflects wide variation across districts, with a high of 39-1 and a low of 19-1. In 2010, the student teacher ratio for upper primary

increased significantly to about 35-1. Interestingly, almost all variation across districts has now disappeared and all districts are tightly bunched around the 35-1 ratio.

Concerns

- The mission expresses concern that its own observation of attendance rates on student progress reports showed that few children were attending classes at a rate approaching 99%. The attendance rates reported in DISE seem to be improbably high.
- The progress review provided to the mission reported a drop in the number of upper primary teachers of 70,000 from 2008-2009 to 2009-2010. Upper primary teacher numbers dropped from about 193,647 to 123,201. The State provided an explanation of this anomaly that involves some teachers at upper primary being counted as primary school teachers, some as BRTes and some upper primary teachers moving to the secondary level. This re-classification of teachers puts in question the previous reporting of teacher numbers under SSA and the reliability of teacher-student ratios previously reported. The state should provide a detailed explanation of this change in classifying teachers and describe the impact on indicators such as teacher-student ratios at the primary and upper primary stages.

Recommendations

- Tamil Nadu is encouraged to assign BRTes to undertake spot checks of attendance rates on their school visits, as well as to request that the next independent monitoring review focus on the issue of regular attendance.

Goal 4: Education of Satisfactory Quality

The pedagogical innovations by the state in the form of Activity based learning (ABL) at the primary stage and Active Learning Methods (ALM) at the upper primary stage may well be considered the most singular achievement of the state. These have been described and appreciated at length in the previous JRM reports and these can be referred to for more detail. The Mission had the opportunity to see these being implemented in schools across two districts and in the Chennai Corporation. The most remarkable and consistent experience was of observing almost each and every child across grades completely absorbed and engaged in the task at hand, with a clear motivation to complete the task successfully. This level of active engagement and confidence is rarely seen in schools generally. The other positive feature was the individual pace at which children were learning and the meticulous tracking of their individual levels through the learning ladder and the achievement charts, in a completely non threatening manner. This element can well serve as an exemplar for the currently advocated CCE which thus becomes an integral part of the teaching learning process .

An important aspect of this state initiative has been its openness and receptiveness to new ideas and changes along the implementation process, so that many of the initial criticisms of the pedagogy such as lack of opportunity for peer group interaction, need for balance with large group activities,

introduction of supplementary readers, introduction of simplified ALM for grade 5, etc. have been now addressed, thus enriching this innovative pedagogy further.

Concerns: While endorsing unequivocal support to this pedagogy, the mission would like to highlight some areas of concern that emanate from its observations during the school visits and the reports of several evaluations carried out of the program which were shared with the mission. Although overall all evaluations show definite improvements in learning levels of children, particularly at the primary stage, some concerns continue regarding levels of reading fluency and comprehension, opportunities for higher order learning and English. In this regard the mission would like to make the following recommendations:

- (a) Since the majority of children do not have opportunity for any organized education prior to school, the state may wish to consider making the initial zero milestone period of one month be treated not merely as preparation for the mechanics of ABL but as a school readiness phase with activities focused on phonetics, sound and shape association, active conversation, vocabulary building through stories and games, exposure to print and picture book handling, which have proven to be useful for developing reading skills in children.
- (b) Activity cards may be reviewed from the perspective of ensuring adequate representation of activities involving reading comprehension.
- (c) Children were observed to be actively engaged in and enjoying Mathematics activities, which is to be commended. There was also evidence of children learning the concepts well; however it is recommended that the cards may be further reviewed and strengthened, if needed, from the perspective of ensuring opportunities for developing higher order thinking skills in children, including those of estimation, reasoning and problem solving.
- (d) English learning levels were seen as an area of concern by the mission and further confirmed by all evaluation reports. The children were learning it purely by rote and their vocabulary and expression seemed to be limited to the memorized sentences or words. Given the fact that almost all children in the schools would not come from an English speaking family background, the mission recommends that the state may consider focusing in the first two grades specifically on oral communication in English so that by grade 3 the child will be better prepared to learn reading and writing. Also, given that many primary teachers were deficient in English communication themselves, the possibility of involving the upper primary teachers who are better versed to take responsibility for English at the primary stage may also be explored. The state may also like to review the textbook for grade six in English which appears to be far too demanding on children given their levels at that stage.

Teacher availability: Tamil Nadu does not report any shortage of teachers. The pupil teacher ratio as per DISE (2010) is reported to be about 29% at the primary level and about 35% at the upper primary stage. At the primary stage, multigrade classrooms are advocated with a maximum strength of 40 which is further being considered to be reduced to 30. A wide range of classrooms were seen with some very small schools as well, possibly due to the large scale preference of

parents for private schooling. However, in some schools the reverse trend was also reported of children coming in from private schools due to better methods of teaching. In all the state has 210,573 teachers at the primary stage and 123,110 teachers at the upper primary stage. Of these, 22,849 teachers have been appointed under SSA. In some pockets, especially the tribal areas, there continue to be instances of single teacher schools or schools with teachers not knowing the children's language, which are matters of concern.

Teacher support and academic supervision: The state has invested very effectively in appointment of 6,800 Block resource teachers (BRTs) who have the exclusive responsibility of providing support and supervision to the teachers for ABL and ALM at the elementary stage. Each BRT has six to seven schools under his/her supervision which allows for much more intensive and focused support and supervision as compared to other states. This is another positive feature of the SSA programme in this Tamil Nadu. The BRTs are separate for the two levels of primary and upper primary. The BRTs are given direction from the state regarding the 20 days training to be conducted of the teachers over the year. Of these 10 days training is at the block level for each stage and 10 days at the cluster level. Some space is made available for BRTs to plan their own training as per need. The trainings conducted in 2011-2012 included on English communication, CCE, TLMs and curriculum related; content enrichment; school sanitation, peace and value education, physical education and restructuring of new ABL cards. In addition to the BRT visits and trainings, monthly discussion meetings are held in the CRCs for teachers where problems are reported to be raised and resolved and any new instructions given.

While the support system is commendable and has been a major asset in enabling the state to scale up the innovative pedagogy so swiftly, there are some concerns regarding the profile of the BRTs. Not all BRTs have teaching experience in schools, as some come from industry or corporate background. This places them at a certain disadvantage with the teachers. Considering that this level is critical for quality of implementation in schools, the state may consider providing for further training and capacity building of the BRTs particularly in classroom situations for them to have 'hands on' experience and enhance their capabilities in the pedagogies as well as methods of providing supportive supervision.

While the evaluation reports and visits to schools indicate that teachers have developed a sound understanding and skills related to the ABL and ALM methods, there is a need for capacity building and training for them in English teaching, continuous, comprehensive evaluation and in addressing children with special needs. The state may like to take these up on priority.

Availability of teaching learning materials: Since there was a delay in the distribution of revised textbooks in 2011 from the Department of Education, this also delayed the revision of the cards under ABL. It may have also created an uncertainty among the teachers in particular about the continuation of the ABL/ALM pedagogy. However, this doubt has now been allayed and with the help of a group of good teachers the ABL cards have been revised keeping in view feedback from the field and from evaluation studies. These are to be printed and will be made available from the next academic session. The older versions are with the schools and the programme is being implemented accordingly. In addition to the cards, the classrooms were seen with a substantial amount of material, including story books in book corners, maths and science equipment, consumable materials like paper and crayons for drawing, colouring with children's drawing and

work displayed in every classroom. No school reported any dearth of materials in the schools visited.

Student learning levels and assessment: The mission was impressed with the rigorous reporting of student achievement against milestones in the ABL/ALM curriculum. All schools visited were able to provide progress reports on all children in the school on a quarterly basis. The progress reports contained information on the student as well as attendance levels. The mission found evidence that the schools were reporting their results to the Block level. The Blocks are providing aggregate reporting on performance at the upper primary stage, but no evidence was found of aggregation of performance results for the primary stage.

While the grading system is functioning well, it is fundamentally a self-reporting system which includes an element of subjectivity and teacher discretion. The state should consider completing this school-based grading system with periodic standardized assessments of basic learning skills (reading and math) in the early grades. The assessments could be done on a sampling basis, which would reduce the costs. The external assessment would allow the state to monitor compliance with its overall standards and to identify problems with particular groups or in geographic areas.

Financial Management and Procurement

The following table provides the financial status of Tamil Nadu's SSA programme for year 2011-2012.

	Outlay and expenditure	Rs in crore
i.	Approved Outlay	1891.41
ii.	Opening balance	58.43
iii.	GOI Realise	666.37
iv.	State release	289.54
v.	13th Finance Commission Award	0.00
vi.	Other receipts	0.00
vii.	Total fund available	1017.34
viii.	Expenditure till December 2011	766.11
ix.	% of expenditure on outlay	41%
x.	% of expenditure on available funds	75%

Achievements

Initiatives of Sarva Shiksha Abhiyan (SSA) Tamil Nadu to promote Community Mobilisation: Tamil Nadu has developed a training module exclusively for VEC members to provide guidance for effective functioning of VEC in every school. During the year 2009-10, around 1,74,624 VEC members have been trained on their role as stake holders of the school. The module provides comprehensive guidelines regarding conduct of meetings, maintenance of registers, management of

funds provided by SSA, mobilising resources from communities for development of schools, maintaining model cashbook books, bank accounts and reconciliations etc. During the JRM visits to the school, it was noted that the heads of the schools were financially literate, which led them to maintain the necessary records in complete form. However, documents such as cash books, ledgers, stock registers etc. were current and the head of the institution was preparing the receipts and payment accounts (an abstract of the cash book) for the year. These documents were reported to be periodically checked by resource persons from the block level. The schools were displaying the details of all grants and expenditure figures prominently on the notice board for public information. The principles of transparency as envisaged in the Manual on Financial Management and Procurement were observed to be adequately met.

The mission did not observe bottlenecks in funds flow. In all schools visited, there appeared to be a smooth flow of funds through electronic transfer facility right down to the village level.

The SIS has adopted the double entry system of book keeping. Tally ERP 9 (latest version) accounting software is being used by the State Project Office, the District project offices and Block resource centres. The SIS maintains accounts on accrual basis of accounting and follows the principles of accounting as laid down in Manual on Financial Management and Procurement of Sarva Shiksha Abhiyan (FM and P Manual).

Concerns

- **Deficiency in Internal Audit System:** The Internal Audit has a sanctioned strength of 17 officials (one Assistant Director and 16 inspectors), against which the men-in-position is six (one Assistant Director and 5 inspectors) as on date. As a result, no concurrent audit has been undertaken so far and Post Audit of Account has been completed only up to 2006, leaving an arrear in auditing for five years.
- **Inadequate Staffing in Finance Wing:** There is shortage of manpower in the Finance Wing at State, District and Block levels. At the State level, against eight sanctioned posts there are five men-in-position and three posts (one Assistant, one Accountant come Data Entry Operator and one Financial Consultant) are vacant. At District and Block levels, as against 857 sanctioned posts (Superintendent, Accounts and Audit Manager, Desk Superintendent, Block Accountant), 585 persons are in position and 272 posts are vacant.
- **Inadequate disclosure in the Consolidated Balance Sheet:** Annex-XXI of the FM and Procurement Manual requires that the following should be disclosed under capital funds of the consolidated balance sheet at the State level:

Funds received from Government of India:

- a) SSA
- b) NPEGEL
- c) KGBV

Funds received from State Government

- a) SSA
- b) NPEGEL
- c) KGBV

Interest

- a) SSA
- b) NPEGEL
- c) KGBV

Others

Balance at districts

The consolidated balance Sheet of the SIS at 31st March 2011 gives only aggregate figures of SSA, NPEGEL and KGBV without disclosing the Central, State, interest and other components separately.

Statutory Audit Report /Accountant General (AG)'s Report: Four Objections of Statutory Audit (two pertaining to the State Project Office, one to DPO Chennai and the fourth to Puddukottai) relating to 2008-9 are pending for settlement. Similarly, six paragraphs of A.G Tamil Nadu are pending at State level. The objections relating to unadjusted advances featuring both in Statutory Audit and AG's Reports are pending for one of UC from two agencies.

Status of Report of Institute of Public Auditors of India (IPAI): The third phase report of IPAI (sponsored by Ministry of Human Resource Development Department of Elementary Education & Literacy, Government of India) received on 20th April 2011 is pending for at the State Project Office for remedial action.

Loans and Advances: An amount of Rs.21324.356 lakh is lying in the books as outstanding advances since 2006-07. Want of Utilization Certificates is the reason behind pendency of the old advances.

Procurement: The following table provides the progress of procurement versus the procurement plan:

Total number of contracts listed in Procurement Plan for 2011-12	24
Actual number of contracts issued as of 31.12.2011	6
Actual number of contracts under tendering as of a 31.12.2011	18
No of contracts where deliveries and payments made as of 31.12.2011	4
No of contracts amended / extended in 2011-12	1
No of repeat orders placed on same contractors after 30 days of expiry of previous order	Nil
No of contracts terminated in 2011-12	Nil

The following table shows the distribution of contracts issued / under tendering in 2011-12 by method.

Open tenders	Limited tenders	Single Tenders	Without tenders	Civil works by community	Total
11	6	5	2	-	24

During discussion it transpired that finalization of 18 tenders is pending due to the revision of ABL cards in consonance with the revision of uniform syllabus based on Supreme Court's Order in August 2011. Elections during October 2011 to the local bodies also had an impact on the time schedule. The State Project Office expressed hope that the tendering process will be completed before end of the financial year.

Recommendations

- Internal Audit is a control function which examines and evaluates the adequacy and effectiveness of other controls in the system. In fact, it has been defined as 'control of all controls'. It is recommended that the vacancies in Internal Audit be filled up expeditiously in consultation with director of LF Audit, failing which Chartered Accountants may be engaged for the work under the provisions of FM and Procurement Manual.
- Urgent steps need to be taken to strengthen the Finance Wing, particularly at the field level.
- The consolidated balance sheet should have adequate disclosure under the capital fund.
- Audit objections need to be settled quickly. Similarly, the third phase report IPAI needs attended to expeditiously.
- Steps need to be taken to adjust the outstanding advances. Particular attention needs to be given for obtaining the pending UCs. More loss of time may prove to be risky in getting the required documents necessary for adjustment of the high value advances.

Program Management

Achievements

The mission noted that Tamil Nadu government has taken effective steps to make SSA a vehicle for implementation of Right of Children to Free and Compulsory Education Act, 2009 (the Act). It has notified the RTE Rules in November 2011 under sec. 38 of the Act and School Management Committee (SMC) on 26 December 2011 under sec. 21 of the Act. The mission has observed during its visit to the schools that the SMCs have become active and functional and they, together with the Village Education Committees (VECs), are vibrant symbols of community mobilisation and management in the State of Tamil Nadu.

Tamil Nadu's capacity to plan and to collect and report on data/indicators remains an important strength. The mission was impressed with the availability and high visibility of DISE information at all levels of the system, including the BRCs and individual schools. All three block offices and 15 schools visited by the mission posted DISE information and were able to produce all information and data requested by the mission.

A particular strength of the reporting capacity is the advent of the student progress reports (report cards). All schools visited provided meticulously well kept reports on student performance across all subjects and against ABL milestones. Schools reported that all student learning outcome data are provided to the BRCs. But the three BRCs visited were only able to produce information on upper primary learning results. The State Education Department only shared information with the mission on upper primary results.

The mission met with several Village Education Committees (VECs). We were impressed with their enthusiasm and commitment and their focus on learning. VECs were unanimously supportive of ABL. They seem to be taking seriously their role of keeping the Elementary Education Registers (EERs), especially when it comes to identifying out-of-school children, displaying information on SSA funding, and maintaining the school grounds.

The mission met with BRTes from three BRCs. The BRTes also accompanied the mission to all schools. All BRTes reported making at least weekly school visits and have a manageable number of schools for which they are responsible (10 or fewer). They take seriously their role of being the conduit of information from BRCs to schools and from schools back to the system. They seem to be functioning as designed: a source of positive facilitation and innovation in the SSA reforms. No problem with staffing numbers was reported by Tamil Nadu, the districts or the BRCs.

The use of NGOs to provide management and expertise continues to be a strong area in Tamil Nadu. The mission interviewed the NGOs responsible for the programmes at two KGBVs. Their commitment to assisting out-of-school girls was exemplary and obviously extended beyond the classroom to all aspects of the girls' lives. This commitment is evident despite teacher pay among NGOs that is below government salary norms.

Research also continues to be a strong area for Tamil Nadu. The mission was provided with a summary of findings and recommendations for 7 studies conducted in 2010-2011, as follows:

1. Impact of CAL on academic achievement and personality development of the Middle school students
2. Evaluation of NPEGEL Programme in Tamil Nadu
3. A critical Analysis on the functioning of computer Assisted Learning Centres (CALC) (in Thiruchirappalli, Thanjavur and Perambalur Districts)
4. Eliminating Gender Gap in Education through Kasturba Gandhi Balika Vidyalaya (KGBV)
5. Active Learning Methodology – A Review
6. Rethinking professional Issues towards inclusion
7. Evaluation of IED Programme in selected District of Tamil Nadu

The ABL study has been referenced earlier in this report.

The mission has additional feedback only on the CAL studies, which tended to focus on the popularity of the CAL facilities and awareness of the programme. Although the study in the three districts (number 3 above) did include achievement tests, it is not clear the extent to which these tests adequately controlled for attributes outside the CAL programme. However, the mission did observe examples of the CAL programme being used for instructional purposes, as opposed to only for computer training. The programme was obviously a source of pride and enthusiasm for children, teachers and parents in the schools.

Lastly, the mission was provided with a half yearly external monitoring report which was covered out in three districts (Theni, Thoothukudi and Kanyakumari) by the Indian Institute of Technology Madras. The report is considered good practice in terms of its independent evaluation of SSA progress in the state. Findings were largely consistent with those of the JRM team. The independent monitoring report generally found that school personal had received training in most programme areas, while implementation of the programmes tends to be somewhat uneven. The JRM team would like to highlight several findings and recommendations not already covered in this report, as follows:

- The schools visited could not produce progress evaluation reports for OoSCs.
- There was a delay in distribution of textbooks in the state in 2011. However, supplementary learning materials seem to be available in most schools, and this delay is reported to be a one time incident.
- Only slightly more than half of schools visited by the monitoring team had computers, putting into question the coverage of the CAL programme.
- The monitoring report commented that School Management Committees commonly lacked awareness of their role.
- The monitoring report found that while school personnel have been trained on reporting formats for DISE, many schools were unable to provide reports filed with blocks/districts.

Concerns

- The JRM team has the following concerns, in addition to those listed above from the independent monitoring report.
- As identified by the January 2010 JRM, there are still concerns about the experience and training of BRTEs. While all BRTEs reported receiving some training for their positions, some lacked teaching experience. The January 2010 JRM recommended that BRTEs be required to gain classroom experience prior to taking on their assignments. This would be especially important if the BRTE does not have a teaching background. While the State Education Department has reported successfully training BRTEs, it is not clear whether or not on-the-job experience has been a focus on the training or the selection process.

- Tamil Nadu is collecting value information on learning performance in schools. But unlike information on enrollments or other indicators of performance, learning outcome information is not given a high level of public visibility by schools, BRCs or districts.

Recommendations

- The display of school statistics and indicators is exemplary in the classroom, in school public areas and at BRC offices. But the mission recommends that school administrators, teachers and BRC officials also be encouraged to publicly display learning outcome results. Quarterly results could be displayed in classrooms and annual results could be displayed in public areas of schools. BRCs could display aggregate annual learning outcome results.
- Neither BRCs, district offices or the State Department of Education could provide the mission with aggregated data on learning performance at lower primary (standards 1-5), although aggregate learning performance data was shared for upper primary. The mission recommends that primary learning outcome data be collected and made available at all levels.
- Schools need to be encouraged to be systematic about undertaking evaluations of OoSC prior to mainstreaming and to keep evaluation reports on file.

9- Tripura

INDIA
SARVA SIKSHA ABHIYAN (SSA)
15th JOINT REVIEW MISSION

STATE REPORT: TRIPURA
January 17 - 23, 2012

Introduction:

On behalf of the Fifteenth Joint Review Mission (JRM) of the Sarva Shiksha Abhiyaan Programme (SSA), Shantanu Das (DFID) and Prof Pramila Menon (GOI) visited Tripura from January 17-23, 2012 to review and assess the progress on achievement of SSA goals in respect of (1) All children in school; (2) Bridging Gender and Social Gaps; (3) All Children Retained in education system; (4) Education of Satisfactory Quality. The Mission also reviewed actions taken on specific recommendations of the Eleventh Joint Review Mission. Ms. Taramoni (SSA-TSG) accompanied the team as an Observer.

At the State level, the Mission met and had intensive discussions with the Principal Secretary, State Project Director, Additional State Project Director and Coordinators of different components under SSA. The team had detailed discussions with stakeholders regarding the progress towards achievement of SSA objectives. The team also had an opportunity to meet the District Magistrates of North & Dhalai District.

The team also visited formal schools, Block Resource Center, Cluster Resource Centres, and the District Project Office (DPO) in Dhalai & North District and interacted with BRC and CRC facilitators, teachers, students, parents, community members and representatives of Mother Teacher Associations, and School Management Committees. Detailed discussions were also held with the District level officials and the District Project Coordinators of both North and Dhalai districts. The places visited were border areas inhabited by primitive tribes, and therefore the children in schools were first generation learners.

The Mission wishes to thank the state and district officials for their cooperation and hospitality during the visit. The Mission would like to extend sincere gratitude to Mr. Banamali Sinha Principal Secretary Education, for facilitating the review process and sending officials of the State Project Office, who deserve special appreciation, for accompanying the Mission to the field. The Mission would like to place on record its appreciation for the Department of School Education and Literacy, Government of India and the Technical Support Group for making available all the documents and briefing the mission. The Mission shared and discussed the draft Aide Memoire with the State Project Director and his team in a wrap up meeting held on January 23rd 2012, at the State Office.

Overview and key issues:

Tripura a small north eastern state with 3.7 million population of which are 31% STs and 17% are SCs. Over the years, Tripura has made good progress on literacy and elementary education. Tripura is ranked 4th in India as per literacy rate (Census 2011) and ranked 1st in reducing gender gap in literacy in the last decade. The state has also made good progress in reducing out of school children from 62187 in 2003 to 2012 in 2011. The state has made impressive progress in opening and upgrading of large number of primary and upper primary schools and the construction is of good quality. The state has made impressive progress on rolling out of RTE. Access is no more a major issue in Tripura. The MIS system is being effectively utilized for planning purposes. A sincere effort has been put on fiscal transparency.

Key issues:

- Despite making good progress in reducing OoSC, building infrastructure, community participation, the level of teaching and learning is still very low- only 16% of the children have scored above 60% in class V.
- Though the state has favourable pupil teacher ratio but nearly 56% of the teachers are untrained resulting in poor teaching practices and learning outcomes.
- Though the schools remain open for 245 days in a year but there is high level of teachers' absenteeism because of various reasons including non teaching assignments – like Census Survey, Ration Card survey, House Hold Survey, Election Duties etc which is reducing the actual classroom transactions. Recently, the state has taken measures to reduce non-teaching assignments.
- Though system and processes are in place but the capacity at the districts and sub-districts level need improvement. Capacity of the training institutions also appears to be weak. The monitoring and supervision system need strengthening to effectively tackle the lacunae that are present in the system.
- Large number of programme staff vacancies at all levels is creating additional pressure on existing staffs and adversely affecting delivery of the programme.
- The difference between the mother tongue and the medium of instruction in tribal area schools was pointed out in discussions as both a likely reason for low performance and eventual dropout.

Goal 1: All Children in School

Sarva Shiksha Abhiyan is being implemented in the State since 2001-02 based on the Annual Work Plan and Budget which is formulated by consolidating the District Elementary Education Plans. The Right to Free and Compulsory Education (RTE) Act, 2009 was passed by Parliament of India in August, 2009 and was notified for implementation on April 1, 2010. The progress towards provisions under RTE can be seen in the following steps that have been undertaken by the State.

- Constitution of State Advisory Council with Minister, School Education Department, as Chairman.
- Declaring SCERT as the Academic Authority.
- Instructions issued for the constitution of School Management Committees at the elementary level.
- Orders issuing banning private tuitions, collection of capitation fee.
- Orders issuing prohibition of physical punishment and mental harassment to children.
- Identification of neighborhood schools by the Inspector of Schools.

In Tripura, the total number of habitations is 7829. With the implementation of SSA in the State, up to 2010-11, 7211 habitations are already covered by primary schools. Out of a total of 618 habitations, 27 are eligible for opening of primary schools. 591 habitations today are not eligible for the opening of primary schools. Proposals for the opening of 35 hostels for 1532 children living in 184 habitations were proposed in the AWP&B of 2011-12, but were not approved pending notification of State Rules of RTE Act.2009. Out of 7829 Habitations in the State, 7272 habitations have been covered by upper primary schools. During the implementation of SSA, 1002 Lower Primary Schools have been upgraded and made functional up to 2011-12.

A number of initiatives have been undertaken by the State to bring the out of school children within the purview of the schooling system. The process starts with the identification of children through a large scale household survey. To verify the correctness of the list of identified children, a sample check is carried out covering about 20-25% of the whole. One of the major strategies adopted is a special enrolment drive programme "Vidyalaya Chalo Abhiyan" carried out throughout the state. During the Household Survey 2010, a total number of 3588 children were identified. Of these, 2992 children could be enrolled in formal schools during Vidyalaya Chalo Abhiyaan 2011. It was proposed to cover the remaining 596 children through Non Residential Special Training Centre, Home Based Education Programme and Residential Hostels.

Concerns:

Though the State has progressed well in terms of achieving the goals of access, a few areas still remain uncovered. There is a need to open more residential schools and hostels in the areas demarcated for Autonomous Councils.

Recommendation:

The State may initiate discussions with the Tribal Welfare Department and the Tripura Tribal Area Autonomous District Councils to take decisions regarding setting up of residential schools in these areas.

Goal 2: Bridging Gender and Social Gaps:

In Tripura, there are seven educationally backward blocks in which female literacy are lower than the national average. The scheme of Kasturba Gandhi Balika Vidyalaya is introduced in all the seven educationally backward blocks, with an initial intake capacity of 20 children in the hostels, which has been increased subsequently to 50 in 2008-09. A total number of 350 girls have been enrolled in all the KGBV schools Out of 8 sanctioned KGBVs, 7 are operational. The enrolment of SC girls are 2 (0.57%), ST girls are 345 (98.6%), Muslim girls 1 (0.29%), and OBC girls 2 (0.57%). Of the sanctioned KGBV's 7 buildings are completed and one is in progress.

The State has made commendable progress with regard to the education of girls by fully utilizing the resources available through the scheme. The Mission visited Hezachara KGBV in Dhalai. In the current year, a total number of 50 students have been enrolled in classes VI-VIII. The children looked happy and well cared for. More importantly, the children have adapted themselves to their environment and are pursuing their studies and other activities with a vibrancy that was exhibited in the mission's interactions with them. In order to facilitate education of girl children belonging to SC, ST and RM communities at the upper primary stage, 4 Residential Girls' Schools have been established and made functional in 4 districts. So far 250 girl students have been accommodated in the hostels of the schools with the residential and academic facilities. This is a particularly important intervention in the context of the State especially for the socially disadvantaged. The Mission also visited Fulbari Minority Girls Hostel attached to the Fulbari H S School, in block Kadamtala in District North Tripura. After school hours the children are engaged in pursuing some vocational training. A total of 8 sewing machines have been purchased for a total cost of Rs. 50,000/- Most of the children are first generation learners. It was revealed that some of the minority girls from the special training centre are mainstreamed in this school. The mission had interactions with the concerned student. The state has indeed provided avenues for girls' education and their accommodation through the adoption of such strategies. The Mission would like to place on record its appreciation for such a move. A Table showing the achievement of children in the examination is presented below.

Year	VI			VII			VIII		
	Appeared	Passed	Passed with 60%	Appeared	Passed	Passed with 60%	Appeared	Passed	Passed with 60%
2009	29	29	7	13	13	5	8	8	2
2010	8	8	1	29	29	6	13	13	4
2011	13	13	3	8	8	2	29	29	6

The innovative scheme of NPEGEL was introduced during 2005-06 primarily in 2 Educationally Backward Blocks in Dhalai district. In 2006-07, 5 more EB blocks were brought under the coverage of NPEGEL. Model Cluster Schools have been developed and made functional in 7EB blocks. The mission visited Dhanyaramkarbari Para NPEGEL and had extensive discussions with the teachers.

In Tripura, the coverage of CWSN is 100%. A total of 3183 children with special needs have been identified. Of these 2737 are enrolled in schools, and 446 are provided home based education. The children with special needs are identified through the household survey conducted by the state. Teachers engaged in survey are provided special training in this regard, so that no CWSN is left unidentified. During the year 2010-11, 20 assessment camps were organized. And 113 teachers were provided 90 days' training. 40 schools were provided with ramps and 446 severely disabled children were provided home based education. The Mission was provided an opportunity to visit a home in Dhalai district at Dulubari Gate where one of the severely handicapped child was being provided education. It was observed that this child did show slow but steady improvement. The mission would like to make special mention of the teacher whose presence immediately brought a smile on the face of the child.

Concerns:

The programme of residential schools in the state have to a large extent helped in achieving equity. The environment created through these interventions need to be sustained and institutionalized.

Goal 3: All Children in education system:

The Pupil Teacher Ratio is 1: 20.23 at the primary level, and 1:17.11 at the upper primary level. The following table represents the Pupil Teacher Ratio in 2010-11.

PTR at glance - 2010-11

District	PTR	
	Pry	U. Pry
Dhalai	22.98	16.01
North	29.91	19.00
South	19.45	16.40
West	17.53	17.09
Total	20.33	17.11

The Pupil Teacher Ratio is in compliance with the RTE norms. While the transition rates from primary to upper primary is 89.18, the retention at primary level stands at 95.95. The overall retention at elementary level is 90.32.

The strategy for retention of students have been streamlined, incentives such as mid-day meal, free textbooks, school uniform, stationery and attendance grant are reaching all

students. The reported transition rates and retention rates at primary levels are an indication of improvement over the years. The transition rates show improvement even in the last two years. The teacher grants are provided to all elementary teachers for preparation of TLMs with locally available low cost materials and use them in classroom teaching.

Concerns:

There is no mechanism for ensuring the attendance of children in the schools. In the schools visited by the Mission the attendance of students was only fifty percent. This is true for both primary and upper primary classes. The reasons cited for non attendance ranged from extended holidays in many cases usually in combination with festivals, to non availability of textbooks etc The Mission would like to express serious concern in this matter as this directly impinges on the internal efficiency of the school.

Recommendations:

The State must ensure regular monitoring of student participation and retention by the functionaries in the system. The Headmaster must assume and exhibit leadership in checking student absenteeism. Additionally, class teachers of concerned classes must also be assigned with specific responsibilities to monitor the regular attendance of students.

Goal 4: Education of Satisfactory Quality:

In Tripura, the progress in the domain of quality has been slow, despite the efforts initiated by the state. The percentage of children scoring 60% and above marks in the examinations of classes V and VIII has been showing a slow but increasing trend. In class V, the percentage of children securing 60% and above has increased to 16.28 in 2008-09 from 12.29 in 2003-04. Similarly in class VIII the percentage was 8.29 in 2003-04, which has increased to 13.43 in 2008-09. The details are presented below in the tables.

In Class V Examination:

District	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
Dhalai	12.99	13.88	11.57	11.05	14.33	7.85
North	10.84	15.67	13.92	12.09	18.05	13.36
South	10.52	15.01	12.18	15.73	16.62	18.10
West	13.36	15.51	17.13	14.07	18.88	19.06
TRIPURA	12.29	15.22	14.80	13.88	17.64	16.28

In Class VIII Examination:

District	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
Dhalai	9.68	11.88	8.65	8.72	10.26	12.75
North	4.82	8.23	10.36	9.51	14.91	13.22
South	7.42	16.39	16.04	11.17	9.73	12.04
West	9.34	12.74	13.51	11.46	11.13	14.22
TRIPURA	8.29	12.71	13.03	10.78	13.12	13.43

Classroom transaction The closure of schools for various reasons limited the mission's opportunity to visit schools and observe teaching and interact with teachers and students. The Mission was however able to interact with the officials and personnel of CRC's and BRC's who has been the main source of information about the academic needs of the schools. Textbooks have reached all schools and other centres that were visited, and also that the books were received within a few weeks of school reopening.

Teaching Learning Material There has been full disbursement of grants to teachers for the preparation of TLM. The mission is disappointed however in not being able to see any evidence of these materials having been prepared by the concerned teachers. The process of transaction leaves much to be desired.

The Mission visited Sonaimuri Cluster Resource Centre in North District, and Satyaram Cluster Resource Centre in Ambassa, in Dhalai district. The members also visited a Block Resource Center and observed the one month training for upper primary teachers. Interactions with the teachers revealed that the training was indeed useful in preparing them for many aspects related to classroom transaction.

Activity Based Learning The mission was also provided an opportunity to visit Chailenta English Medium School to see the children engaged in Activity based learning. The class was arranged in groups of five and the teacher was guiding them. The interactions however revealed that the teachers had received training for ABL the year before. There was a demand for refresher training in view of the fact that many of the understandings gained from the earlier training were now forgotten.

Concerns:

In the schools visited, the mission was able to observe classroom teaching and student learning. The mission strongly feels that existing teaching practices need to change drastically. Moreover, teacher accountability also needs serious attention. In the limited schools visited, the teachers were unable to convey some of the fundamental concepts to the children. It was found that children are also unable to read sentences in Bengali. The difference between the mother tongue and the medium of instruction in tribal area schools was pointed out in discussions as both a likely reason for low performance and eventual dropout.

Recommendations:

- All training programmes must be evaluated in order to assess their relevance and impact. A comprehensive review of training programmes should be taken based on feedback from teachers. Training modules need revision from time to time.

Financial Management & Procurement

In the financial year 2011-12 against the total release of Rs. 17309 lakhs by GoI the state has spent Rs. 10860 lakhs, which is roughly 62% of the released amount. The state share has not been released yet.

Achievements:

- There is a good effort on fiscal transparency and nearly all schools displayed financial information on walls or notice board.
- Cash register and asset registers are being maintained in most of the schools.
- State team reported that the fund for the construction are being transferred to the Rural Development Department for procurement of materials like cement, rod, GI sheet etc and fund for labour components / minor constructions are being transferred to VECs.

Concerns

- Third party evaluations of civil works have not been carried out till date.
- Though IPAI (Institute of Public Auditors of India) report was submitted to the state on 26th April, 2010 and one months time period was given to send comments to the Ministry but till date the state has failed to send comments or produce any action taken report to the Ministry.
- Capacity of Districts and lower level on financial management and accounting continues to remain weak.
- Sanctioned posts of Finance Officer/Coordinator and Accounts officers in all the districts and blocks have not been filled up from inception/or for along time though large sum of money being allocated every year to the districts.

Recommendations:

- Third party evaluation of civil works needs to be carried out urgently.
- Many of the recommendation of the IPAI report need to be implemented and action taken report need to be sent to MHRD urgently.
- Finance Officer/Coordinators and Accounts officers post need to be filled up urgently before disbursement of next tranche or by beginning of the next financial year.
- Along with filling up posts, regular training and hand holding support to all relevant officials, Head masters, CRCs and BRCs on finance and accounting guideline and practices need to be conducted.

- More number of Master trainers on finance and accounts need to be developed and deployed.
- Strengthening of internal audit system with required manpower is necessary to ensure more frequent audits and action taken on recommendation.
- Financial accounting software needs to be rolled out urgently.

Programme Management:

Staffing and capacity building:

- **Staffing:** There is large number of programme management staff vacancies at state level, district level and sub- district levels. (nearly 45%-55% in all the districts.) Many of the important positions- Additional District Project Coordinators, Planning Coordinator, Finance officer, Accounts officer are lying vacant for a long time. It is also seen that SPD, ASPD, DPCs are holding dual charge and therefore unable to provide exclusive attention to the SSA programme. Large number of unfilled posts is creating additional burden on the existing staff and adversely affecting delivery of the programme.
- **Capacity Building:** There exist good programme management skills at the state level however the capacity at the districts and sub district level is weak. Capacity building institutions at the district and sub-district levels both on academic and programme management issues are weak and need to be strengthened. More number of trainings, and other capacity building initiatives need to be undertaken based on proper planning and appropriate need base assessment. Presently, the training calendars are being drawn up on the advice of DPOs or SPOs without much training need assessment and feedback from teachers. Also proper evaluation on the effectiveness of the training need to be carried out.
- To address the issue of very high percentage of untrained teachers and low learning outcomes it is important for the state to review and develop appropriate strategies for improving effectiveness of the training programmes and capacities of training institutions.
- The state has made good progress in converging with other government department especially rural development, tribal welfare, drinking water and sanitation for implementation of the programme.

Readiness of the system to take on increase on allocation (as SSA becomes the vehicle to implement RTE):

The financial progress of 2011-12, shows the state has spent Rs. 10860.43 lakhs against the outlay of Rs. 22479.75 lakhs which is roughly 48%.

In the year, 2010-11, against the due state share of Rs.1902 lakhs the state had released only Rs. 1288 lakhs. The shortfall was of 614 lakhs which is roughly 33% of the due state share.

The State has made good progress on sensitizing and training of staffs, teachers, community leaders on RTE and has strong state level leadership capacity to roll out RTE. The main challenge would lie in staff capacity at district or sub-district level in some of the districts and in ensuring redeployment of teachers to deliver the mandate of RTE.

Monitoring and supervision:

The monitoring and supervision system is in place but not very effective. Academic support and supervision system is not having much impact on teaching practices, teachers' absenteeism, and teachers' accountability and learning outcomes. District officials / BRCs / CRCs claimed that they do regularly visit and advise the schools on issues related to infrastructure, teaching methods, teacher absenteeism etc but it is not being properly recorded and being followed up.

Monitoring and supervision of civil works are carried out by VECs and SMCs. This process needs further strengthening through proper training and sensitization on roles and responsibilities of the community leaders. Overall, monitoring and supervision system needs to be strengthened and greater attention need to be given on quality issue at all levels with greater involvement of senior officials.

Data issues, EMIS:

Computerised EMIS system is in place both at the state and district levels with good quality staff. Data generated through the EMIS system are being analysed and used for planning purposes both at state and districts levels. State reported that they do a ten percent random sample check of the DISE data and appropriate rectifications are being carried out. Appropriate actions are also been taken on misrepresentation of data by the schools. However, visit reflected that the block and district level officials need to put more effort in monitoring and cross checking of the data/information which is largely absent. Training of MIS/DISE need to be conducted for district and sub district level staffs. MIS Infrastructure at state level needs to improve.

Research & Evaluation:

Not much has happened on action research in 2011-12. Only one study 'Achievement of learning of students reading in KGBV School in class VIII' has been completed. Two others project proposals have been submitted and under consideration. Capacities of DIETs are very weak without much contribution on action research or on pedagogy development.

Tripura University generally conducts a monitoring and evaluation of 1 district each year. Capacity of staffs on monitoring and evaluation both at District and State level need to be strengthened.

Community Mobilisation:

Tripura has made remarkable progress in involving communities in school affairs. SMCs / VECs / MTAs have been formed and community leaders have been trained on various issues including RTE. There are several instances of community contribution towards development of schools or hostel infrastructure. However, SMCs / VECs need more awareness and training on financial practices, their roles and responsibilities in management of schools and on civil works.

Recommendations:

- All sanctioned programme management vacancies need to be filled up urgently.
- Capacities at districts and sub-district level need to be strengthened both on programme management.
- Training institutions need to be revamped for more effective functioning.
- Overall, monitoring and supervision system needs to be strengthened and greater attention need to be given on quality issues.
- District and sub-district staffs need to check and re validate the data.
- Research and evaluation activities need to be initiated and followed up.
- SMCs / VECs/ MTAs need more awareness and training on financial practices, roles and responsibilities in management of schools and on civil works.

10- West Bengal

INDIA

SARVA SIKSHA ABHIYAN (SSA)

15th JOINT REVIEW MISSION

STATE REPORT: WEST BENGAL

January 17 - 23, 2012

Introduction

On behalf of the 15th Joint Review Mission (JRM) of the Sarva Shiksha Abhiyan (SSA), Anjali Noronha (GoI), A M Sehgal (GoI), and Sabina Bindra Barnes (DFID) visited West Bengal from January 17-23, 2012. Shalendar Sharma (SSA-TSG) accompanied the team as an Observer. The Mission reviewed the progress made by the State in implementing SSA and the results with respect to the overarching goals of SSA, including access, retention, equity and quality. The team also reviewed various aspects of program management, financial management and procurement.

The Mission visited a number of primary / junior basic schools, upper primary schools, Shishu Shiksha Kendra (SSK), Madhyamik Shiksha Kendra (MSK), Madrasah high school, Government Aided primary and high schools, and alternative schools in Hooghly and North 24 Parganas districts and Kolkata. The Mission also visited the DIET in North 24 Parganas district. The Mission held detailed discussions with the district officials of SSA, school authorities, teachers, students, parents, and members of local bodies, VEC/MTA, members of District Primary Education Council and other stakeholders. At the State level, the Mission met the Minister of School Education, Principal Secretary of School Education, the State Project Director and her team, officers of the West Bengal Boards of Primary Education (WBBPE), Secondary Education (WBBSE), Paschim Banga Sishu Siksha Mission (PBSSM) PBSSM, and resource persons from Kolkatta University, Vishwabharti University and the Chairperson of the Expert Committee on curriculum issues from Jadavpur University. The team also met with several NGOs working with the PBRSSM to get their perspective of progress in implementation of quality education and their contribution thereof.

The Mission would like to thank the state and the district teams for all the support extended to us during our visit. We would especially like to thank the SPD and her team for all the support extended and each of the district teams who responded to our request at short notice.

Overview and Key issues

The West Bengal School Education system is a multilayered structure with great complexities It has the following types of schools under different boards and managements:

- Classes 1-4 Primary; classes 1-5 Junior Basic; classes 6-8 Upper Primary; classes 5-10 Secondary; classes 5-12 Higher Secondary;

All these schools fall under the jurisdiction of the following bodies:

- Class 1-5 Primary Board; 6-12 Secondary Board; SSK – MSK under Panchayati Raj

The schools are mostly government aided and this has a very long history. There are very few entirely government or entirely private schools. The management at the school level is also different for different levels of schools. The primary schools are managed by the VEC – one VEC manages on an average 3-5 schools, while from upper-primary onwards is managed by an SMC.

The teachers are also recruited through different bodies. Though SCERT is the State level academic body, but the boards have been performing the academic functions of curriculum and academic leadership in their jurisdiction too. In such a complex scenario, any change is required to be negotiated through all these structures and processes.

In this scenario, the two major developments since the last JRM in Jan 2010 acquire even greater significance. These are:

- a) The review of the whole class 1-12 curriculum in the light of NCF 2005, by a fairly well constituted expert committee. The committee has submitted its report and most of its recommendations have been accepted by the government of West Bengal;
- b) The formulation of the rules for the RtE Act which is being processed by the law department. Meanwhile circulars in the spirit of the Act have been issued and implemented.

The progress in outcomes and in the implementation of SSA is assessed for the last six months, as well as the overall progress since the program has begun. The 7th, 9th and 11th JRM State reports have provided useful benchmark to review the program's progress. While assessing the progress, the Mission has attempted to contextualize it in the distinct characteristics of education provision in West Bengal, deeply rooted in its historical experience.

The State has achieved good enrollment in Primary and is increasing transition to Upper Primary fast. However estimates of OoSC are still not settled and may be quite large. They do not incorporate migration.

However, special focus areas remain and new issues are also added. Two of these are two districts with low ST enrollments and larger dropouts among Muslim and General category boys. These need to be addressed.

Attendance is an issue – data is not collated as to level of attendance, random head counts at the visits showed a range of 40-80%.

The State is also putting in place a child tracking system. The process for the latter requires serious review so that it becomes an information base for local action in the hands of the teacher, rather than a mere information management system.

The performance as per both the National Achievement survey by NCERT as well ASER is also consistently above the national average. But in absolute terms, grade appropriate achievement is behind by 40% percentage points.

The retention and quality for all children is the issue to focus on both at the Primary and Upper Primary level.

In this light one major issue is the urgent response to as well as long term planning for infrastructure and teacher deployment at the Upper Primary level. The State has the highest SCRs and the highest number of districts with PTRs above the RtE norms for upper primary schools.

Another area of great concern is the teacher education system to nurture further quality – at all three levels – pre-service, in-service and educational support.

The State has reviewed its curriculum and made recommendations for reform, it is also in the process of notifying its rules.

It has also completed its GIS mapping of schools and will be using this to plan for the upper primary provision with appropriate restructuring if required.

The next phase of work should be comprehensive school planning for quality and inclusion which has at its centre the learning of the child – a system where assessment, learning process and materials are designed in a manner so as to address the learning needs of each child at their particular pace, rather than infrastructure planning. The management of such a system, the role of the teacher and community and the infrastructure required should be determined on the basis of the requirements of the learning system in a balanced manner.

Progress towards achievement of goals

Goal 1: Improving access to elementary education

Achievements: The number of out of school children (OoSC) in the State has reduced from approx 13 lakhs in 2006 to 2.4 lakhs in 2010 as per the household Survey (HHS) carried out by the State SSA. This amounts to only 1.75% of the total child population in the age group of 5+ to 13+ years. However the 2009 repeat survey of OoSC by SRI-IMRB had indicated 7 lakhs (5.25%) of the children in West Bengal in the age group of 6-14 yrs to be out of school. This data need to be examined as the discrepancy is wide. As per the 2010 HSS, the estimated percentage of OoSC among various social categories was 7.6% for SC, 5.2% for ST and 6.9% for Muslim with Murshidabad, Uttar Dinajpur and Purulia together accounting for a large share of these OoSC (Table 1). The state has no information on migrant children. The HHS 2011 planned by the State was to cover these children. Migrant children are a major but issue in the country and particularly in West Bengal as it is also a border State.

Enrolment: At present there are 10.2 million children attending primary classes (grade I-V), of which 14.5% are enrolled in SSK. Around 89% children are enrolled in government and govt. aided schools and 8% attend private unaided schools, largely concentrated in urban areas. Of the 4.7 million attending upper primary grades, around 9% attend MSK, and the rest are in regular upper primary schools (composite secondary schools), out of which 2.80% are in private unaided schools. It was also reported that 218,150 children were attending various AIE centres (mainly brick kiln schools). DISE 2010-11 captured data from 630 unrecognised private schools and 1192 unrecognised Madarsas for the first time in the State. Both these type of institutions represent about 0.4 percent of total children enrolled.

As per the DISE and State HHS survey, the GER at primary level has increased from 121 in 2005-06 to 129 in 2010-11(SSK and private unrecognised schools covered for the first time). Similarly, the

NER has also increased from 98 in 2005-06 to 99 in 2010-11(MSK included). The NER at Primary level ranges from 93.9 in Uttar Dinajpur to 99.9 in Purba Medinipur. The GER (106) and NER (90) at Upper Primary level are lower than the Primary level although as per the Flash Statistics (which uses projected population) NER at Upper Primary level is 68. This discrepancy needs to be examined. The differential between the GER and NER for primary and upper primary grades indicate persistent problem of age inappropriate enrolments. There is a decline of about 3,00,000 in the enrolment in elementary schools, of which there is a decline of 1.5 lakhs in class 1 itself (census does show and absolute reduction in number of children in the 0-6 agegroup). The census 2011 has shown a decline in the decadal growth rate of West Bengal between 2001 and 2011 from 17+ % to 13+ %. This will also have some implications on the enrolment - the State is aware of this and is including it in its future planning.

There are 76,861 primary schools including 16,100 SSK and private schools. At the upper primary level there are 14,952 schools including 1920 MSK. In more than 8000 cases, the upper primary classes are clubbed with secondary education. The ratio of primary to upper primary schools in the state is highest in the country at 5.13. During the field visit also the mission observed that the upper primary classrooms were full of as many as 90 children and one teacher. Children were seated just one foot away from the blackboard in many classes as there was no space in the rooms. The state needs to expedite the opening of new upper primary schools as well as upgradation to upper primary sections. Of the 4399 sanctioned only 251 have been completed covering 5.7% of the target.

CWSN: The state has identified 2.7 lakh children with special need, of which 19,3316 are enrolled in schools, 15,833 enrolled/covered through AIE/SRP and 24,336 reached through home based education. The district of Hooghly has initiated early identification of disability (from 0 to 14 years). The mission was informed that there has been a gross delay in supply of equipment supplied by ALIMCO which has resulted in the equipment being redundant for the children, as measurements etc changes. State needs to look for alternate suppliers. The number of resource teachers continues to be inadequate and the state has planned to appoint more Resource Teachers, Special Educators, and strengthen 1277 resource rooms for CWSN.

Integration of elementary cycle: The State continues to physically keep grade V with the upper primary sections of high schools rather than integrating them with the primary stage, while it is included in the primary cycle and its coordination is with the primary board. As majority of the schools have 1-IV grades it will be a stupendous task and the state needs to take it up as recommended by 11th JRM. The state also needs to treat I-VIII as a unit under one academic authority, as per the provision of RTE Act, rather than keeping V-VIII with the secondary board.

Expansion of Upper primary stage: The State had got approval for establishing 5676 new upper primary schools (mostly by upgrading primary schools) during the period 2007-08 to 2009-10 but only 1884 schools were built. Main reason for the delay was availability of land to establish separate upper primary schools. The State has asked for sanction of the spill over money but has not got this from the MHRD. The State has since completed the GIS mapping of all schools, habitations and roads to identify gaps in provisioning of primary and upper primary schools. The mission was informed that the state had not been sanctioned the spill over money for the schools even after other hurdles have been overcome. This matter needs to be resolved quickly as it is causing a lot of hardship at the upper primary level.

Issues:

The state has not yet notified the RTE rules, which have been drafted and are now pending with its law department. In the meanwhile some of the provisions of RTE are already notified through circulars and are being implemented. This has led to MHRD not sanctioning any new schools for the states especially upper primary which has implication of provision of adequate number Upper Primary schools to students who are transitioning from primary schools.

As different data are showing different numbers for OoSC, it is important to collate data and undertake analyses of different sources. A village child register for children between the ages of 0-14 is maintained in west Bengal by the Panchayat department. It has some variation in its updation and data from this is not collated in a usable form; We saw the Village child register in some of the schools of Hooghly District. This can be a good source of total number of children in the age group and provide information of OoSC as well as dropouts. Although, state has been undertaking HHS earlier, it has not been conducted for last two year. The Secretary informed us that this will be done in the month of February after the first month of admissions. In addition the village child register can be used to get information on OoSC .

The 11th JRM was informed that the Education department in consultation with the Department of Rural Development has taken a decision to upgrade the SSK and MSK into regular primary and upper primary schools within the next two years. However SSK and MSK are still managed by the Panchayati Raj Institutions (PRIs), under the Rural Development Department and need to be brought under the Paschim Banga Rajya Shishu Shiksha Mission (PBRSSM) which runs other primary schools.

There are around 16,100 SSK catering to around 1.42 million learners, an average enrolment of 88 in these SSKs. Similarly there are around 1920 MSK for upper primary grades, which enrolled 39,7000 students. The average enrolments in these MSKs were more than 200 students. Around 1341 SSK and 57 MSK require school buildings.

The mission visit coincided with the admissions timing to schools and it was observed that the teachers in the upper primary schools had no idea of the number of children that they will be getting from the feeder primary schools of their area. The circle level resource coordinator (CLRC) need to collect list of children graduating out from each primary school in circle and make it available to each upper primary school and collate data thereafter. This would help ensuring that all children have transitioned to grade V. The information needs to be made available and used at the school level.

The inadequate number of upper primary schools/sections has become a serious issue especially with more children transitioning into grade V. Although the state has made adequate progress in provisioning for the primary schools, this has not been the case with both the physical and human resources for upper primary schools/sections.

As per DISE the Student Classroom Ratio (SCR) was 40 and Pupil Teacher Ratio (PTR) was 30 for the state. 56% of primary schools in the State have an SCR above 30, whereas 64.76% of upper primary schools have SCR above 35. Around 30% of primary schools have two or less rooms. 1341 MSK are building-less as compared to 39 Govt. and Govt. aided primary building-less schools. The SCR for SSK and MSK as reported by the state was higher than the state average at 54% and 59% respectively.

Recommendations

- The State needs to notify RTE rules with utmost urgency as they have now been drafted and are pending legal clearance. However, it is implementing the rules through circulars and actively communicating and taking action on the circulars. We would recommend that the MHRD review the Status of the circulars for implementing the RtE Act and take this into cognizance for further sanctions etc. While the Rules are being processed.
- State needs to carry out child tracking of OoSC through HHS. In the meanwhile the districts could be requested to update village child register which provides information on 0-14 yrs children.
- State to ensure that the task of opening as well as building new schools is expedited. GIS mapping analysis and verification of un-served habitation as well as scouting for alternative land as well as methods for vertical expansion of existing secondary schools with upper primary sections needs to be expedited as it will provide the actual requirements of the schools as well as other facilities. For this the construction norms and costs would have to include pillars, stair cases and ramps to the upper floors of the building. MHRD may also allow spill over and expedite release of fund for construction of these schools.
- Priority needs to be given to provide physical and human infrastructure to the SSK and MSK schools as they are lagging behind from other formal schools in terms of SCR, school buildings and teachers.
- At the policy level, the State may take steps to integrate class 1- 8 under one academic authority for the elementary cycle. The integration of SSK and MSK with the PBSSM needs to be undertaken expeditiously.

Goal 2: Bridging gender and social gaps

Gender gaps: The State has proportionately higher number of girls attending all levels of education and has achieved gender parity index of 0.98 at Primary and 1.07 at Upper Primary level. The girls constitute 49.4% of enrolments at primary and 51.6% enrollment at the upper primary grades. 2/3rd enrollments in Madarsa schools continue to be that of girls. State's estimations of transition from primary (grade IV) to upper primary (grade V) using regular school data shows an increase in transition for girls as compared to the boys. It decreased for boys from 94% in 2009 to 91.7% in 2010. At the same time it increased for girls from 91% in 2009 to 93% in 2010. However transition rate as per DISE data for grade V to grade VI (DISE Flash Statistics) has decreased both for boys and girls and for girls by 3.7 percentage points. State has analysed reason for this being the VI grade syllabus which the children can't cope with and has addressed this issue in the comprehensive review by the expert committee.

NPEGEL interventions are being implemented in 59 Educationally Backward Blocks (EBBs) covering 11 districts. The State is running 92 KGBVs, spread over 13 Districts covering 6146 girls (capacity is 7500). The State reported various interventions to promote girls education under the

innovation fund e.g. Educational Tours, Astronomical show, Nature Camp, Training of female Panchayat and Panchayat Samiti members, Sensitization of SHG etc. However they are being implemented as blanket projects across the state and need to be assessed for contribution to school completion. Each district needs to be able to identify its specific problems and devise contextual strategies including innovations that are viable to reach the hardest to reach. In Tarkeshwar block of Hooghly District incinerators have been provided in the schools for disposing of sanitary napkins. Baseline was conducted and the pilot is being closely monitored.

Social gaps: The proportion of OoSC in the state for SC, and minorities is almost identical with the general population except for ST whose proportion for OoSC is double. However as we disaggregate information for the districts the picture becomes dismal for the SC, ST as well as the minorities. Table 1, clearly depicts the high percentage of SC and Minority children out of schools in districts like Uttar Dinajpur and Purulia. For ST children the picture is even worse with their proportion of OoSC rising upto 20% in of the total number eligible to be in elementary school. There is a need to undertake such analysis blockwise also and develop specific interventions.

Table1: OoSC by gender and social category as proportion of their population in 6-14 age group

State Household data 2010-11)						
	6-10 age group			11-14 age group		
	% OoSC	% Girls (OoS)		% OoSC	% Girls (OoS)	
Overall	1.04	1.00	Purulia (5.3%) Uttar Dinajpur (6.1%)	1.67	1.53	Purulia (4.2%) Uttar Dinajpur (6.3%)
SC	1.05	1.04	Purulia (6.8%) Uttar Dinajpur (10.9%)	1.84	1.77	Birbhum (5.0%), Purulia (6.5%) Uttar Dinajpur (8.8%)
ST	2.49	2.40	Purulia (9.0%) Uttar Dinajpur (19.9%)	4.43	4.31	Cooch Behar (14.4%), Purulia (12.3%) Uttar Dinajpur (19.8%)
Muslim	1.31	1.26	Purulia (14.4%) Uttar Dinajpur (3.8%)	2.37	2.00	Purulia (12.2%), Bankura (4.1%) Birbhum (3.7%) Howrah (3.8%) Siliguri (5%)

The percentage of SC and ST children enrolled as proportion of their population in the age group is more. This is true of muslim children also. On the other hand, the shares of SC, ST and Muslims in the enrolments in SSK and MSK is 29%, 12% and 38% respectively. This indicates that a large proportion of over-age and under-age children attending schools have some correlation to these vulnerable groups.

Table 2: Percentage enrolment and population by social category at elementary level

	% population share (Census 2001)	% enrolment share (DISE 2010-11)
SC	23 %	27 %
ST	6 %	7 %
Muslim	25 %	32 %

Recommendations:

- The State should undertake an analysis of social and gender gaps, covering the OoSC, enrolment, repetition, drop out and transition rates combining the statistics of not only regular primary and upper primary schools, but also that of SSK /MSK and the Madarsa schools at the district and block levels.
- District specific innovations need to be encouraged and implemented for mainstreaming marginalised populations.

Goal 3: Universal Retention

Introduction: Universal retention would mean universal attendance and transition. While transition to the upper primary schools have increased substantially over the years, a picture of attendance is yet to emerge, as data on this has not been properly collated. In the 12 schools that we visited attendance in different schools, ranged on that particular day from 40% to nearly 80%. There were only 2 schools with an attendance of 70-80% on the day of the visit. The attendance in most schools was between 55-65%. This corroborates with ASER estimates for West Bengal.

The transition rate from primary to upper primary level has been increasing for the last three years. This is putting a lot of pressure on the upper primary provisioning in the system. As is well known, class 5 in Bengal, though included under the Primary School Board, have historically been mostly part of the secondary school physical infrastructure. Hence class 5 physically becomes the transition class from Primary to Upper Primary and due to this, creates a bit of a gap.

Sustaining enrolments, attendance and transition is integrally related to achievement. However, the upper primary system is in dire need of strengthening. If it is not equipped soon, the high transition rates will lead to push outs.

Achievements and Progress in Indicators

While enrolments in class I remain around 25,00,000 over the last 10 years, Upper primary enrolments (all classes) has increased from about 35,00,000 in 2001-02 to over 65,50,000 in 2010-11, Over 30.5 lakh increase over the last ten years. This shows that there is impressive increase in transition to the upper primary school at the primary level and transition to the upper primary over the last few years. However, the number of schools at the upper primary level, have far from kept pace with the growth of enrolment in the upper primary sector. The student to school ratio at the upper primary level has improved only from 505 to 438. The PTRs at Upper Primary level are also very high – 52.48 as compared to 31 in primary schools. There seems to be a large discrepancy

between the data shown in DISE and the State Data on the aspect of PTRs in upper primary schools – the DISE data for 2010 -11 showing a PTR of 31 for upper primary schools needs to be rechecked – according to our experience in the districts this low a figure is highly unlikely. The PTRs in the upper primary schools in the districts we visited – N.24 Parganas was 44.9 and Hooghly 89.13 (data provided by State). The transition of all categories of students except for ST boys and girls and Muslim boys is above 80%. The overall flow rate at the elementary level is 95%, it is above 90% for all marginalized categories except for Muslim boys in some districts. In Muslim and general category girls seem to be continuing education more than boys.

Flow rates primary level: 2010-11 (West Bengal)

Grades	Promotion rate			Repetition rate			Dropout rate		
	Boys	Girls	Overall	Boys	Girls	Overall	Boys	Girls	Overall
Grade I	68.0	69.9	68.9	21.6	20.6	21.1	10.4	9.6	10.0
Grade II	88.2	89.7	88.9	7.9	7.5	7.7	3.9	2.9	3.4
Grade III	92.6	93.4	93.0	5.7	5.4	5.5	1.7	1.2	1.5
Grade IV	83.9	85.4	84.7	6.4	6.0	6.2	9.7	8.5	9.1
Grade V	79.8	81.5	80.7	11.9	11.9	11.9	8.3	6.5	7.4
Primary level	81.5	83.1	82.3	11.5	10.9	11.2	7.00	5.96	6.49

Overall Dropout rate			Overall Repetition rate			Overall Retention rate (in 2 years)		
Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
						(100- dropout rate)		
5.36	4.41	4.88	11.15	10.57	10.85	94.64	95.59	95.12

This table shows that yearly drop out is around 5 % now. Hence the retention rate would accordingly be higher. To what extent detention leads to drop out needs to be examined as the repetition rate in West Bengal is more than double the drop out rate. It may be one of the reasons, of course.

Review of interventions:

The two specific interventions at the State level, to improve retention that have been put before us are the web based tracking system which is being piloted, and efforts to make the special training program so that children who are being mainstreamed get special training for the age appropriate classes.

Apart from this there were some interventions under the Innovations head for girls – mainly exposure visits to various places, a pilot of adolescent education programs for girls – mainly to do with making and disposal of sanitary napkins etc. and opening of school readiness programs where there is no ICDS. There are some district specific initiatives like child friendly schools in ST areas in Hooghly district. (We don't know whether this is being done in other or all districts as well)

The web based tracking system under a project called Dipankar, has a number of child wise formats, the last one Q, is quite comprehensive captures a lot of relevant information, which needs to be acted upon by the teacher and Headmaster and the school committee – information on monthly attendance, physical status, level of achievement. But it is not being collated in a relevant manner and relevant level to be purposeful. Hence the whole purpose of the exercise is getting lost.

The format is to be filled every month for 6 months by the teacher and then handed over to the circle (in Bengal they have circles instead of Blocks) where it is to be entered in a web based system and updated every six months. The problem is that this data can only be acted upon at the school level and not at the circle level. It is the teacher who has to track the at risk child - the child with consistently low attendance or low achievement or with specific physical needs. This has not been communicated to the teachers or the schools – so they act only as data collectors.

Similarly, the child who is being enrolled needs special training for mainstreaming to the age appropriate class in order to be retained. But the multilevel special training package is also not available to them.

Issues

There are two major problems with all the above initiatives.

The ones being undertaken under the innovations budget are general ideas, not specifically addressing the problems that are hindering attendance or retention. Activities like exposure visits and nature camps are in general good for any child. Taking them up only for girls do not serve much purpose. As is shown above, the problems of boys' retention also needs to be addressed in many cases. Similarly activities like including 'child friendly elements' in schools with large tribal populations is not very useful.

There is a major distortion in the way the Dipankar project is perhaps visualized or is being implemented. It is taking away the agency of the teacher instead of strengthening it. It has reduced the teacher to a mere data collector. The website too communicates this as it has no system to identify the teachers' whose students have high attendance and achievement and recognize them on the web. Instead it recognizes the fast entry of the Shikha Bandhus!

The problem is with the perspective of a top down 'monitoring' system that prioritises information collection over problem solving action, rather than a facilitative and supportive system for the teacher, which is required. If the data is centralized once in six months, children would have lagged behind or dropped out by then – it would be too late.

Recommendations:

The district and State offices need to develop guidelines and orient teachers on how to collate the information and take action on it. The recommendations on this count are –

- Train and support each teacher, for the entry and collation of Form Q each month.
- Collation should be
 - of lists of students who had attendance less than 20% and less than 50% and what was the action that was taken and whether and what results it yielded.

- Names of children who are malnourished or have special needs and what the teacher has attempted to do about it.
- Children who are far behind their peers in learning and the reasons for the same (most often attendance and achievement will correlate highly, but in many cases may require special teaching learning activities.)

Every three months this information could be sent to the cluster and circle office along with the teacher mentioning what support she requires. This information should be collated at the district level, if possible on a quarterly basis. The rest of the data can be fed in on a yearly basis.

The generalized application of some ideas for special categories in the name of innovation should not continue. There needs to be a clearer explanation of innovation and its purpose which should include innovation of any of the goals on a small pilot and district specific contextualized process.

Goal 4: Education of Satisfactory Quality

The quality of education is the core of all educational enterprise and affects both enrolment and retention and is in turn affected by them. Education is concerned with the learning of the child, what and how much are different children learning. Assessment of different kinds give an indication of the quality of education. In recent times, both India and West Bengal has been in the news for the lack of its children's achievement, both in abilities and in conceptual understanding and application. When such occasions as this arise, we easily blame the teacher(s), without probing into the nature of the education system, its perspective and what it provides to the teacher and through the teacher and the school to the children. Often ideas from the Central and State level are developed in a patchy manner rather than in a logically cohesive manner and permeate to the school through the district and sub-district structures in the same patchy and sometimes mutually contradictory way. This leaves the teacher a bit confused to say the least, and teachers who do enthusiastically implement the various programs designed at the State level or taken from Technical Support Group, as the underlying basis and connections are not properly explicated, it does not add up to solving the issues at hand.

In spite of this as far as achievements of primary school children of the State go as per both the NCERT National Achievement Surveys as well as ASER reports, they have consistently been substantially above the National Averages.

The main issues that the State is grappling with are:

- children are often irregular and therefore fall back in what is happening in class;
- enrolment particularly in upper primary schools is very high and there is not enough space or teachers to teach them;
- Teachers are able to identify the children who are at different levels, but they don't know how to teach them at different levels in the same class; in such situations we are not able to complete the textbook for all children.
- Activities take time; how can they complete the course and do activities?

- There are often less than 4-5 teachers in a primary school – one teacher has to take more than one class; dividing his/her time among the different classes, s/he is not able to do justice to the students.
- There is now the no detention policy and the CCE framework has not yet been put in place. If teachers are to do continuous and comprehensive assessment and this takes the form of repeated testing – that will cut time from already shortage of time for teaching learning;
- The challenge of improving quality and conceptual understanding at the Upper Primary level while fulfilling the teacher recruitment requirements specially for science and maths is even greater.

Answers to these issues need to be found in the next phase of planning for improvement of quality.

Curricular reforms: The State had set up a curriculum review committee which last June, which has reviewed the whole curriculum from classes I to XII, in the light of the NCF 2005. The review committee was drawn from University level experts, educationists and teachers. It has submitted its recommendations to the government. It has also suggested a draft curriculum and syllabus for all the classes at the end of the document. The syllabus has not included the aspect of social and political life for the middle schools. The government has accepted the report and decided to revise all the books in two years time – In 2013 it will revise all the books of the odd numbered classes – 1,3,5,7,9 and 11 and in 2014 it will revise for the rest of the classes. It has extended the tenure of the expert committee for these two years and has asked it to guide the process of syllabus and textbook revision, which will be done by committees constituted by the different boards. It has also suggested reforms in the teacher education curriculum and syllabus to align it with the methodology now required. This too is long overdue.

Textbooks: The English textbooks for the primary classes were recently revised with the help of the British Council. These are much better than the earlier books. However, they have not been contextualized to the Bengal rural context. The content as well as the illustrations need to be redone with primarily Bengali culture as its base. The Ladakh Primary school textbooks for English may be looked at for a good example of such contextualization. The pedagogical approach also needs to be better aligned with the recommendations of the NCF focus group on English language teaching. The maths books have also been revised recently. While other States have shifted to Roman numerals in all their books as well as in general life (bus numbers, sign boards etc.), in west Bengal in both they continue to retain the Bengali numerals. The State may perhaps consider revising its policy on this matter. Textbook provision is usually on time – this is the beginning of the session and most children had got the books.

The curriculum review needs to be looked at carefully. At first glance it seems to have been done very thoroughly. It is talking about subject integration at the Primary level, the nature of the integration will have to be examined carefully. One gap seems to be that Social and Political Life as a subject is totally left out at the middle grades.

Library Books and Learning materials: There does not seem to be a clear library policy in terms of book provision, use and timetable. We heard in the districts that Rs. 10,000 have been marked for libraries but out of this they have been asked to construct shelves for Rs. 7,000.00 and buy books worth only Rs.3,000. There were a number of schools particularly in North 24 Parganas where fairly good and age appropriate books have been provided, but apart from one secondary

school where they had a well maintained and well functioning library, other schools did not really know how to use them as they did not have the concept of a classroom library and how graded reading materials help transitional readers and supplement learning. This needs to be focused on seriously as it is a very strong input for enhancing reading and comprehension.

The State informed us that with the help of UNICEF and the District libraries, it will be undertaking a library program in its schools. However, they need to strengthen this by involving the NCERT reading cell as well as local groups who use children's literature for education.

As for other learning materials, there seems to be no clear understanding at the State or District levels beyond the general phrase that learning materials and activity make learning interesting for the child. This is also perhaps because National workshops organized by TSG are handled by different persons and give different messages about what is to be done and why. As workshops are short, they may also not be communicating what is intended. Workbooks in Science and Maths have been developed and provided as supplements at the upper primary level. These were not seen in use in any of the schools. The materials required or its list was not available with these books at the school.

In the name of learner friendly school, some elements from the BALA module have been taken up in 30% of the schools of Hooghly district (we don't know whether this has been done in other districts as well.) The painting of certain aspects on school walls may not enhance learning as much as storage and display space for children's own work and TLMs, along with a proper training and orientation of teachers on how to use these in the classrooms along with library books etc.

Teacher availability: (Based on data provided by the State MSK data was not provided)

	Enrolment 2010-11	Regular teachers	Para Contract/SSK Teacher	PTR	Teacher Requirement as per RTE	Net Teacher Requirement
Primary schools	6050421	174346	21439	34.70	207061	32715
Upper Primary Schools	6140996	92350	27546	66.49	157325	64975
SSK	1425236	0	46758	30.48	53861	53861
Total		266696	95743		418247	151551

As the table above shows there is a total requirement of 4,18,247 regular teachers in the Primary and Upper primary schools according to RtE norms. Of these 2,66,696 regular teachers and 95,743 para or contract teachers (which includes SSK teachers who are not yet at the level of regular teachers) are posted in the schools. This leaves a net requirement of 1,51,551 regular teachers for the system. As can be seen nearly 65,000 of these are needed for the upper primary section. (This whole estimate does not include the MSKs).

There are two issues regarding teacher deployment and teacher availability in West Bengal. The teachers cadre is recruited by the School Service Commission and is posted to a school. Hence the teacher's post is not transferable. This has had the advantage of not allowing teachers posted in remote areas to get transferred to the cities, but it also creates a periodic issue of rationalisation not being possible. The recruitment of para-teachers in excess of requirement in some districts like

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The second issue is the availability of teachers with graduation in Science and Maths for the Upper primary sections, in spite of the norms for recruiting 50% Science graduates. This is getting into a vicious circle of Higher secondary schools not offering science and therefore science graduates also decreasing. Most of the schools we visited had very few science and Maths graduates. This needs to be taken up seriously by RMSA.

There are 46758 teachers in SSK and 9715 teachers in MSK. The mission was informed that when the state changed the status of these schools to formal schools the number of teachers provided was incorrect as a result 9462 SSK and 581 MSK teachers are not covered under the SSA as MHRD disallowed the inclusion of these additional teachers. MHRD may allow the State to make this correction and sanction salaries for these teachers.

Teacher training: We visited a DIET (Banipur in North 24 Parganas) and found that in spite of the dire need for enhancement of Staff (there were only two Senior lecturers and the Principal posted there), there was fair amount of enthusiasm and engagement with the students and the learning atmosphere was good. The Principal had a broken foot and yet was on duty and guiding us throughout. However, the maintenance of facilities has no funds and therefore hostels and quarters are defunct. DIETs were envisaged as residential campuses so that student teachers could be immersed in a teaching learning experience. That is why they have large campuses in fairly remote areas. However, without maintenance of residential facilities, the whole purpose is defeated. With the challenge of upgrading teacher education being at the heart of quality there is an urgent need to invest in the DIETS.

The State has a huge number of teachers who need to be professionally trained. 87,698 teachers at the Primary School level need to be trained professionally while 49,034 upper primary level need to be given professional training. Due to this huge back log and the lack of capacity of the DIETS, the State is considering a three pronged strategy to fulfil this requirement – through IGNOU, NIOS and PTTIs for the primary level. The strategy for upper primary level is not clear.

The availability of professionally trained for new recruitment has not yet been shared. This might add to the requirement for professional training.

In service training: The State attempts to do the in-service training of teachers for 20 days a year under the SSA, and has reported the following figures. However, the mission was unable to review the structure and content of this training in the short time available. The feedback we got from the districts was that the modules and written materials are designed at the State level and often printing and distribution of these takes some time and hence trainings are delayed. They suggested that more flexibility needs to be given to the districts and they will be able to do a more relevant and quicker job.

Progress Overview of in-service teachers training during 2009-10 and 2010-11

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Teacher support and academic supervision: The system comprises of a cluster resource room and CLRCs at the Block level, which have subject resource persons who visit the schools apart from teaching in their own school. They also have shiksha Bandhu's who are supposed to assist Primary school teachers – but since they are younger and lower paid than the main teachers, this becomes a problem. The Shiksha Bandhus are also charged with date entry of the Dipankar forms. The whole academic support structure and its relationship to information based support to the teacher (**not** monitoring) needs to be reviewed along with the teaching learning materials and textbooks and a comprehensive academic strategy devised.

Classroom practices: While the basic teaching methodology that we saw in class was one of the teacher explaining the chapter to the children and using the blackboard to do so, the relationship between the teachers and student was good and children were not afraid of the teachers and eager to participate and answer. In 5 out of 11 schools the teacher was moving around the class – going to the students to ask them things. (These were primary and upper primary schools) The general classroom arrangement was usually benched rows except for two schools – an SSK without furniture where children in all classes were sitting in groups, and a primary school where there were benches but set in a way that about 8 children sat across two benches facing each other and the teacher moved between them.

Pupil Assessment Systems: Earlier there were year end exams and also detention, but now with the pressure to implement RtE and no detention policy and without a proper CCE system in place, teachers are at a loss as to how to assess children and work with different abilities. The multi-grade or non-graded system, of which ABL is an example, incorporates assessment in its teaching learning materials and process – particularly in the primary schools. It also has the flexibility of incorporating contextualized materials. These need to be looked at seriously and a phase wise trial and expansion of such contextualized systems, worked out.

Meanwhile there are graded assessment tools available in many languages, developed by different groups which could be tried out and used in the interim.

For the school system as a whole a proper continuous and comprehensive system of student assessment needs to be developed and put in place with urgency along with a system of special training for age appropriate classes as otherwise along with non detention a large number of children will continue to move ahead without learning the requisite amount.

Student learning levels: The state has not shared any collated data on student achievement. In the absence of these we looked at data from two National level achievement surveys – NAS and ASER. West Bengal, scores substantially above the National Average in all the cycles of the National Achievement survey done by NCERT and in the ASER surveys over the years, in all subjects. These large surveys have issues of both methodology and implementation which influence its results, they can at best be taken as indications of the performance in the absence of other more robust data.

Visits to the schools showed that about half or more of the children in class 4 or 5 could read hesitantly. Except for the Duttapukur primary school in which almost all children of class 2 (and here the session has just begun) could read fluently a class II text.

Assessment shows that only about 30-40% children come up to grade level, the rest lag behind and therefore also drop out. This is the case not only in West Bengal but also in most other States. The state is trying to put together a special training package with the participation of NGOs working with mainstreaming of children, for such children. However, these packages also need to be properly reviewed as they too may have issues of cohesiveness.

Other Issues: The teacher profiles at the upper primary and secondary levels and the subjects offered at higher secondary levels, of the schools we visited, revealed that there are hardly any Science and Maths graduates at the upper primary level, and not a single school (out of the ones we visited) was offering Science at the Higher secondary level. The Ministry is aware of the crisis of science and Maths teachers that is looming as more children transit to secondary and higher secondary levels. It is a matter of great urgency that higher secondary as well as secondary and upper primary schools be equipped with science teachers and promote the offering of science at the higher secondary level from now on.

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The next round of curriculum reform slated for the next couple of years, needs to incorporate learning materials, different paces of learning and continuous comprehensive assessment with its requisite action for learning, in a cohesive package rather than do so piece meal. Towards this end, the experience already available in the state and other states in the form of multi-grade learning systems needs to be reviewed and incorporated.

The 'Dipankar' data management system needs to be oriented to the school level and not the State level, which means that the data be processed and used at the school level and only relevant information be passed up. If this needs to be computerized – this too should be done at the school and cluster level rather than the block level. To this end computers be provided for data management at a decentralized level.

For the time being, the graded assessment tools designed by different groups and available in Bengali, can be used to assess levels of children and flexible materials put together for graded teaching within each classroom.

Over and above this, children from marginalized sections and first generation school goers who are getting mainstreamed require support within the schools. For this the models being run outside government schools can also be mainstreamed into schools and with the help of these organizations also expanded through the school system.

It is suggested that the Ministry allow the correction in numbers of the SSK and MSK teachers so that their salaries may be sanctioned.

Teacher education both pre-service and in-service as well as the academic support system needs a major reform and needs to be well aligned with the main curricular and learning pedagogy frame.

The academic support system also requires academic strengthening, as do the SCERT, Boards and DIETs. A plan for this should also be worked out.

Program Management

Financial Progress: The State has reported Rs. 2259 crore expenditure upto 31st Dec, 2011 which is 45% of the total outlay. Low expenditure and large number of advances have continued to be a disturbing trend in the State. Among the various components, so far only .99% of total allocations on Learning Enhancement Programs (LEP) have been utilized. Similarly, the expenditures on TLE grants is 2.3%) and even interventions for OOSC no expenditure seems to have taken place and only 20% of the outlay for teacher training has been utilized for the year 2011-12

Civil Works

Progress in Civil works: Since its inception SSA has sanctioned 1484 primary schools of which 1082 have been completed. However the picture is much dismal for upper primary schools wherein of the 4399 sanctioned only 251 have been completed covering 5.7% of the target. The state was not able to complete the backlog and because of the spill over MHRD has not sanctioned any school construction for the last two years. Of the 177,917 ACR sanctioned 123,960 (70%) are completed. There is a gap of 7,7403 classrooms and 16,232 HM rooms in the state. Of the 36,900 toilets sanctioned 56% are completed. The state shows toilets available in 92% of the schools. However, only 72% SSK and 88% MSK have toilets. 95.5% of schools have drinking water facilities. Of the 11,551 units sanctioned for construction 75.5% are completed. The schools visited by the JRM in both the districts had adequate number of fairly clean and functional toilets, separate for boys and girls. Drinking water facilities were also provided in the schools.

The mission was informed that only 23.67% of primary schools and 68.15% upper primary schools have power connection. This proportion is worse for the SSK. Most of the schools that the mission visited had classrooms that were very dark as there was no natural light. Even if the schools have electricity they find it difficult to pay the bills as it is not covered under any SSA or state education department head.

Staff positions: Of the 73 sanctioned posts at the SPO 51 are filled and 22 vacant. AT the DPO level there are 2449 sanctioned posts out of which 2198 is staff in position. There are vacancies mainly in civil works, EMIS and. Table I and II in Annex I provide further details.

Community Mobilization and Management: The State has long history of involving community in the management of the schools. With VECs, MTA and SMCs taking good interest in education and also providing funds for running of the schools. However, State needs to train the community in monitoring various aspects of quality education.

Other issues:

Innovation: The innovation fund needs to be reformulated to design pilot projects for resolving specific issues and resolving specific problems under all five of the major heads – access, retention, equity, quality and program management. To this end rationale of selecting a particular issue or problem in a particular district and the process of search for its solution should be outlined in the AWP. Funds upto Rs. 50 lakhs per district can be allocated to the total of the projects submitted.

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The academic support system also requires academic strengthening, as do the SCERT, Boards and DIETs. A plan for this should also be worked out.

Program Management

Financial Progress: The State has reported Rs. 2259 crore expenditure upto 31st Dec, 2011 which is 45% of the total outlay. Low expenditure and large number of advances have continued to be a disturbing trend in the State. Among the various components, so far only .99% of total allocations on Learning Enhancement Programs (LEP) have been utilized. Similarly, the expenditures on TLE grants is 2.3%) and even interventions for OOSC no expenditure seems to have taken place and only 20% of the outlay for teacher training has been utilized for the year 2011-12

Civil Works

Progress in Civil works: Since its inception SSA has sanctioned 1484 primary schools of which 1082 have been completed. However the picture is much dismal for upper primary schools wherein of the 4399 sanctioned only 251 have been completed covering 5.7% of the target. The state was not able to complete the backlog and because of the spill over MHRD has not sanctioned any school construction for the last two years. Of the 177,917 ACR sanctioned 123,960 (70%) are completed. There is a gap of 7,7403 classrooms and 16,232 HM rooms in the state. Of the 36,900 toilets sanctioned 56% are completed. The state shows toilets available in 92% of the schools. However, only 72% SSK and 88% MSK have toilets. 95.5% of schools have drinking water facilities. Of the 11,551 units sanctioned for construction 75.5% are completed. The schools visited by the JRM in both the districts had adequate number of fairly clean and functional toilets, separate for boys and girls. Drinking water facilities were also provided in the schools.

The mission was informed that only 23.67% of primary schools and 68.15% upper primary schools have power connection. This proportion is worse for the SSK. Most of the schools that the mission visited had classrooms that were very dark as there was no natural light. Even if the schools have electricity they find it difficult to pay the bills as it is not covered under any SSA or state education department head.

Staff positions: Of the 73 sanctioned posts at the SPO 51 are filled and 22 vacant. AT the DPO level there are 2449 sanctioned posts out of which 2198 is staff in position. There are vacancies mainly in civil works, EMIS and. Table I and II in Annex I provide further details.

Community Mobilization and Management: The State has long history of involving community in the management of the schools. With VECs, MTA and SMCs taking good interest in education and also providing funds for running of the schools. However, State needs to train the community in monitoring various aspects of quality education.

Other issues:

Innovation: The innovation fund needs to be reformulated to design pilot projects for resolving specific issues and resolving specific problems under all five of the major heads – access, retention, equity, quality and program management. To this end rationale of selecting a particular issue or problem in a particular district and the process of search for its solution should be outlined in the AWP. Funds upto Rs. 50 lakhs per district can be allocated to the total of the projects submitted.

Financial Management and Procurement

(a) Action Taken on recommendations of the 14thJRM

(i) Para 7.10 of 14th JRM recommended improvements to be made in the Financial Management System of Govt. of West Bengal. In this connection, it was clarified by Controller of Finance at state level that (i) Internal Audit cell (which comprises of 3 accountants) has started inspecting DPOs, CLRCs, VECs (ii) conducting periodic review meetings with District Controllers of Finance at State level (iii) regular internal audit of DPOs, CLRCs and VECs has been started. Furthermore, a manual cum training module has also been developed (both in English and in Bengali version) and distributed to all Group C staff of CLRCs. In view of above, adequate action appears to have been taken by the SPO to strengthen Financial Management System. In regard to other recommendations of 14th JRM contained in Para 7.13 (F M Staff), Para 7.14 (Financial Accounts Software), Para 7.17 (IPAI audit), position is summarized below.

(b) Progress of Expenditure

Actual Expenditure till 31 Dec, 2011 and Financial Outlays for 2011-12 in West Bengal are as under:

Rupees in Lakhs

Scheme	Outlay	Opening Balance	GOI Release	State Release	Other Receipts	Total Funds	Expenditure till 31 Dec	% of Exp to Outlay	% of Exp to Outlay
SSA	4935.74	261.42	1662.52	766.72	6.13	2696.81	2248.13	45.5	83.3
NPEGEL	8.58	5.26	2.00	0.0	.05	7.31	1.33	15.5	18.2
KGBV	36.24	4.45	15.00			19.45	10.08	28	52
Total	4980.06	271.14	1679.25	76.72	6.18	2723.58	2259.54 **	45	82

** includes Rs 71.2 Cr against outstanding liabilities and Rs 40.09 Cr as advance payment for Text Books

It would be seen from the Table above that progress of expenditure has been rather slow, as overall percentage of expenditure till 31st December to annual outlay is only 45 %. The SPO clarified that process of recruiting teachers in 39510 primary schools and 5445 upper primary schools (i.e. 44955 teachers) is in progress, and likely to be completed by the end of March, 2012. Similarly, as against outlay of Rs 1670 crores for civil works, only first installment of Rs 843 crores has been released, as UCs are awaited. It is, therefore, unlikely that outlay for 2011-12 will be fully utilized.

There are significant shortfalls in incurring expenditure under several other heads as under:

Rs in Lakhs

Activity	Budget 2011-12	Actual Expenditure till 31 Dec, 2011	% of Expr as ratio of Budget
Special Training	11478	1317	11.5
Teaching Learning Equipment	4614	103	2.3
Research, Evaluation, Monitoring	1035	225	22
Computer Aided Education in UP Schools	1000	71.2	7
Girls Education	300	183.45	61
NPEGEL	857.96	133.02	15.5
KGBV	3624.56	1008.75	28

Staff position of Finance and Accounts wing

The manpower of Financial Management Staff is as under:

Units	Sanctioned	Posted	Vacant posts
SPO	11	10	1
DPO	80	66	14
CLRCs (Gr C)	696	621	75
Total	787	697	90

Thus, 90 out of 787 posts i.e. 11.4 % posts are yet to be filled up. Most of the vacant posts have been lying vacant for over 2 years. In addition, there are posts of Accounts staff at Block level, which are yet to be sanctioned. During visit to DPO's office in Hoogly district, it was pointed out by them that there is a provision of one accountant for every 50 schools, but these posts are yet to be sanctioned. This may be looked into.

Training of Finance & Accounts staff

As in-house manpower is not adequate, 2 CA firms along with a team from ICWA has been engaged to impart training to Accounts staff including VEC secretary, on procurement Procedures listed in the Manual on Financial Management. Two days training has already been imparted to 10826 persons, and entire 41073 persons will be covered by end of March, 2012. The accounts staff of SPO's office is getting on the job training from Controller of Finance, and District FAO's staff is also getting trained during Review and Training Workshops conducted at state level.

Asset Registers are being maintained at SPO and DPO levels only, and even in these offices **annual verification of stocks** is not taking place. It was explained to them that **annual verification of stocks/ assets is a statutory requirement**, and needs to be taken seriously. Similarly, **Works Registers** are not being maintained at sub district levels, even though maintenance of the **Works register has been made mandatory** in the Accounts Training Manual.

Internal Audit

It was explained that **Internal Audit is being undertaken on concurrent basis**, with the help of Chartered Accountant firms in two phases of six months each. The CA firms are selected through Open Tender, and entire state is covered by more than one Firm at L1Rate. First phase of audit covers period from April to September, and second phase covers period from October to March. Internal audit reports are examined at SPO and DPO level, and necessary instructions issued to furnish Action Taken Notes. However, **summary of the internal audit observations is required to be reviewed by the Executive Committee**. The current status of internal audit, which covers all units in a cycle of 3 years is as under:

Period	No of DPOs	No of CLRCs	VEC/WECs	KGBVs	Total
April to Sept 2010	20	240	11777	42	12079
Oct to March 2011	20	240	11777	42	12079
April to Sept 2011	18	231	117772	64	11887

Capacity Building of Accounts staff and Training in Software Implementation

It was explained that an accounting software (Tally) has been installed in all 20 DPOs. However, 16 DPOs prepared their annual final accounts on Tally and the remaining 4 DPOs were having some difficulties, which were being sorted out. The position with regard to training of Tally Software is as under:

Name of Unit	No of Units	Units given Tally Training	Units still to be covered
SPO	1	1	0
DPO	20	19	1
CLRC	713	178	535
Total	734	198	536

Out of 20 districts, 6 DPOs have installed Tally software at CLRC level. The remaining 14 districts are in the process of install Tally software at CLRC level, which is expected to be completed shortly.

Procurement of Stores

It was explained that procurement procedures of inviting Open/ Limited tenders as laid down in the Manual on Financial Management and Procurement are being followed at SPO/ DPO's level. The information furnished by SPO and DPOs of (i) Paragna 24 North, and (ii) Hoogly is attached. It was noticed that DPOs are relying on E tendering to minimize costs, instead of resorting to publishing tenders in national/ vernacular newspapers, which entail huge costs. Indeed, this is a laudable practice and needs to be encouraged.

Audit by Accountants General's office

Audit by AG's office is a superimposed audit and is conducted annually, as SSA funds are received as grants from MHRD. The position of audit paras of previous Inspection reports is as under:

Period	No of Outstanding Paras	Remarks
2003-04	1	Reply furnished, but yet to be settled
2004-05	1	Do
2005-06	3	Do
2006-07	13	Do
2007-08	12	Do
2008-09	17	Reply to be sent
TOTAL	47	

It was learnt that an audit party of AG's office conducted audit of DPO Hoogly's office for 2009-10 in Nov, 2010, but their report was still awaited.

Primary Schools not having separate Bank Account

During visit to DPO's office, Hooghly, it was noticed that there are a large number of primary schools at VEC level, who do not have Bank Account. These schools do not have any Headmaster, but are headed by a Teacher-In-charge. Consequently, funds pertaining to them are included in the remittance of amounts to a nearby primary school, having Bank Account. Thereafter, amounts pertaining to them are drawn in cash from the Bank and handed over to the Teacher-in-charge. This practice is fraught with danger, as the Teacher-in-charge is required to hold entire funds in cash, instead of keeping them in Bank Account.

Booking of Advances

Para 74.1 of the **Manual of Financial Management and Procurement** stipulates that all funds released to the district and sub district level units are initially classified as advances and the same indicated as such in the Books of Accounts. The advances shall be adjusted based on the expenditure statement/ utilization certificates received in the state Implementing Society of having spent the funds. Advances, if not actually spent for which accounts have been settled, should be shown as advances and not as expenditure. However, it was noticed that this practice was not always followed. Most of the time, **advances given for civil works alone were booked as Advances and all other advances were booked as expenditure**. In case of Hoogly District, even advances for civil works were later transferred and shown as expenditure in the final accounts. This practice is fraught with danger, and needs to be discontinued. Similarly, it was noticed during visit to DPO's office in Paragna 24 North district, that only advances given for civil works were booked as advances in the books of accounts.

During visit to DPO's office, Hoogly district, it came to notice that in some primary schools at village level, mid-day meal money is made available by the Block Development office to VEC/ WEC's Bank account, where SSA funds are also credited. Thus, it becomes necessary to keep separate accounts of mid-day meal funds, to avoid mixing of funds in the opening / closing balance. Perhaps, there is need for a separate Bank account to be maintained for funds received from other sources, viz mid-day meals etc. It was also noticed that there were no Cash flow problems in Hooghly/ Parganas 24 north districts.

Audit by IPAI. During our visit to DPOs offices in Parganas 24 North, and Hoogly, it was noticed that audit teams of IPAI have not yet inspected these offices. Hence, there were no audit objections relating to them.

There is, however, an **Audit objection relating to annual Accounts of 2009-10 pertaining to un-reconciled amount of Rs 15.33 cr** in the opening balance. It has been stated that the difference in the opening balance is due to certain adjustments relating to other receipts. In the absence of detailed analysis of this discrepancy, it is difficult to accept the explanation.

Recommendations

It is desirable that provision of Para 74.1 of the Manual on Financial Management and Procurement are strictly followed, and the incorrect practice of booking Advances as expenditure discontinued forthwith. Furthermore, detailed analysis of the un-reconciled amount of Rs 15.33 cr needs to be undertaken on priority basis to resolve the discrepancy. There is also need to examine, whether all primary schools at VEC level can be authorized to have separate Bank Accounts, so that handling of cash is minimized. In the absence of Headmaster, it needs to be considered whether Headmaster of a neighboring school along with Teacher-in-charge of the school can be authorized to operate a separate Bank account.

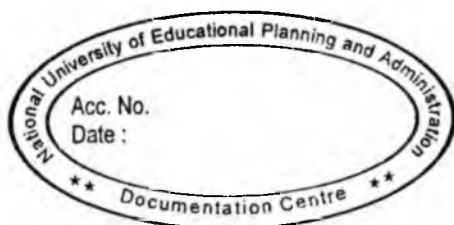
Table: I Paschim Banga Sarva Siksha Mission (Status contractual of Staffing at various level) as on December, 2011

Sl. No.	Level	Functional Areas	No. of sanctioned Post	No. of Filled up	Vacant
1	DPO	Pedagogy	60	57	3
		Civil Work	401	343	58
		Finance Internal Audit	80	65	15

	EMIS	80	69	11
	Access & alternative Schooling	112	86	26
	Gender Equity	20	19	1
	Planning & monitoring	60	38	22
	Others	176	135	41
	CLRC,CRC & BRC(GrC & D)	1460	1386	74
	Total	2449	2198	251

Table: II Status of staff position at the SPO & DPO level:

Sl. No.	Level	Paschim Banga Sarva Siksha Mission (Status of Staffing at various levels) as on December,2011			
1	SPO	Functional area	No.of Sanction Post	In position	Vacant
		State Pedagogy Coordinator	1		1
		Civil Work	7	3	4
		Finance Internal Audit	8	4	4
		EMIS	14	9	5
		Community Mobilization	7	7	0
		Gender Equity	1	1	0
		Programme Coordinator(planning)	6	6	1
		State Coordinator(Planning)	1		1
		State IED Coordinator	1	1	
		Media Documentation	1	1	0
		Cashier	1	1	0
		Stenographer	1	1	0
		ECCE	1		1
		PMIS	1		1
		Administrative Cell	2	2	0
		Technical Assistant	2	1	1
		PA to SPD	1	1	0
		PA to ASPD	1	1	0
		State coordinator, NPEGEL	1		1
		State Coordinator, Research	1		1
		Group 'D' & Night Guard	5	5	0
		ON DEPUTATION			
		SPD	1	1	0
		ASPD	1	1	0
		CF	1	1	0
		AO	1	1	0
		DSPD I	1	1	0
		DSPD-II	1	1	0
		OSD	1	0	1
		Audit Officer	1	1	0
		Total	73	51	22



**MEETING OF THE CONSULTATIVE
COMMITTEE OF PARLIAMENT**

**MINISTRY OF HUMAN RESOURCE
DEVELOPMENT**

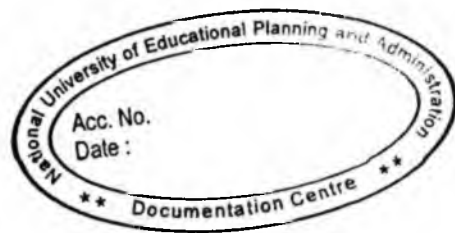
SUBJECT :

EXPANSION OF HIGHER EDUCATION

Date : 07TH November, 2009

Time : 11.30 A.M.

**Venue : Committee Room No. 'B',
Parliament House Annexe,
New Delhi**



INDEX

SL. NO	SUBJECT	PAGE NO.
1.	Discussion on "Expansion of Higher Education"	
	(i) University & Higher Education	1-9
	(ii) Technical Education	10-15
	(iii) Language	16-19
2.	Any other item with the permission of the Chair.	

MEETING OF THE CONSULTATIVE COMMITTEE OF PARLIAMENT ATTACHED TO THE MINISTRY OF HUMAN RESOURCE DEVELOPMENT.

NOTE ON "EXPANSION OF HIGHER EDUCATION"

UNIVERSITY AND HIGHER EDUCATION

1.1 ESTABLISHMENT OF NEW CENTRAL UNIVERSITIES

XIth Five Year Plan envisaged establishment of 16 Central Universities in hitherto uncovered States of Bihar, Jharkhand, Orissa, Gujarat, Haryana, Punjab, Rajasthan, Himachal Pradesh, J&K, Karnataka, Kerala, Goa, Chattisgarh, Madhya Pradesh, Uttarakhand and Tamil Nadu. Accordingly 15 new Central Universities, including three State Universities converted to Central Universities, have been established w.e.f 15.1.2009, except Goa, which has not been included on the request of the State Government. 3 State Universities which have been converted into Central University are Guru Ghasidas Vishwavidyalaya in the State of Chhattisgarh, Dr. Harisingh Gour Vishwavidyalaya in the State of Madhya Pradesh and Hemvati Nandan Bahuguna Garhwal University in the State of Uttarakhand. In addition, it has now been decided to establish two Central Universities in the State of Jammu & Kashmir catering to the requirements of the two divisions of the State in lieu of the Indian Institution of Management (IIM) proposed to be established in the State. The Ordinance amending the Schedule to the Central Universities Act, 2009, has been notified on 20th October, 2009.

Courses have been started from the temporary premises in the all the newly created universities except Himachal Pradesh and J&K from the academic session 2009-10. Sites have been identified in the States of Haryana, Karnataka, Punjab, Orissa and Tamilnadu for establishment of permanent campus of the Universities; other states, which have offered land at specific sites, are being visited by the Site Selection Committees notified by the Central Government.

1.2 INDIRA GANDHI NATIONAL TRIBAL UNIVERSITY

One new Central university, namely Indira Gandhi National Tribal University at Amarkantak in Madhya Pradesh which was proposed to be established during XI Plan, has come into existence

from 8th July, 2008. The University is a teaching and affiliating university for facilitating and promoting avenues of higher education and research facilities for the tribal population of the country. The university has started its academic programme in a modest way, with the help of guest faculty and contractual appointees. Admissions to B.A. (Hon.), B. Com (Hon.) and B. Ed courses have since taken place for the academic session 2008-09.

A new Regional Centre of the IGNTU has been inaugurated in the state of Manipur on 15th September, 2009 by the Chief Minister of Manipur with the launch of M.Phil Programme in Political Science. The State Government of Manipur has also identified land to the extent of 300 acres in the North Eastern side of Makhan Village of Senapati Hill district for this Regional Centre.

1.3 ESTABLISHMENT OF 14 WORLD CLASS CENTRAL UNIVERSITIES (RENAMED AS INNOVATION UNIVERSITIES AIMING AT WORLD CLASS STANDARDS)

During the XIth Five Year Plan period, the Central Government proposes to establish 14 Innovation Universities in identified cities, aiming to achieve world class standards. Locations have been finalised as under:-

- | | | |
|--------------------------|---|---------------|
| 1. Maharashtra | - | Pune |
| 2. West Bengal | - | Kolkata |
| 3. Tamil Nadu | - | Coimbatore |
| 4. Karnataka | - | Mysore |
| 5. Andhra Pradesh | - | Vishakapatnam |
| 6. Gujarat | - | Gandhinagar |
| 7. Rajasthan | - | Jaipur |
| 8. Bihar | - | Patna |
| 9. Madhya Pradesh | - | Bhopal |
| 10. Kerala | - | Kochi |
| 11. Punjab | - | Amritsar |
| 12. Orissa | - | Bhubaneswar |
| 13. Uttar Pradesh | - | Greater NOIDA |
| 14. North Eastern Region | - | Guwahati |

The Central Government has since constituted Site Selection Committees headed by the Chairman, UGC, to visit to Amritsar and Vishakhapatnam, to assess the suitability of land offered by the State Governments of Punjab and Andhra Pradesh, respectively. The Committee is scheduled to visit Amritsar on 26.9.2009.

A Concept Note on Innovation University aiming at World Class standards has been circulated to various Ministries/Departments, Planning Commission, IITs/IIMs, Central Universities, prominent academicians and has also been placed on the web site of the MHRD eliciting their views/comments. It is expected that the Concept Note would be finalized by December, 2009.

1.4 SETTING UP OF 374 DEGREE COLLEGES IN EDUCATIONALLY BACKWARD DISTRICTS

As proposed in the XIth Plan document, proposal to set up 374 degree colleges in the districts having GER lower than the national average is under consideration of the Government. The capital cost for establishing a college has been estimated at Rs. 8 crores by an Expert Committee constituted by the University Grants Commission.

It has been proposed that for this Scheme, the Central-State funding of the capital cost shall be in the ratio 1:1 for Special Category States, while for others, the ratio shall be 1:2. The land shall be provided by concerned State Governments and the recurring cost shall be borne by them. An outlay of Rs. 782 crores has been made for this Scheme in the XI Plan. Going by the capital cost of Rs. 8 crores per college, the share of Central Government is estimated at Rs. 1079 crores for 374 colleges. However, agreeing with the recommendations of the Expenditure Finance Committee, it is now proposed to provide central assistance for 200 colleges during the remaining period of XIth Five Year Plan with priority being given to special category states and districts having concentration of weaker sections and minorities as well as other districts in Schedule V and Schedule VI areas. Assuming that all the 61 districts falling in Special Category States are covered during this period, the financial requirement (Capital share) during the XI Plan shall be as under:

- | | |
|----------------------------------------------------------------------------------------------|-------------------|
| i) Central share for 61 colleges in Special Category States:
(@ Rs. 4 crores per college) | Rs. 244.00 crores |
|----------------------------------------------------------------------------------------------|-------------------|

ii) Central share for remaining 139 colleges: (@ Rs. 2.67 crores per college)	Rs. 371.13 crores -----
TOTAL	Rs. 615.13 crores

This is a priority scheme for this Ministry and is expected to be operationalised soon. Pending approval of the competent authority, the University Grants Commission has invited Detailed Project Proposals from the State Governments.

1.5 SCHEME FOR INCENTIVISING STATE GOVERNMENTS FOR EXPANSION OF HIGHER EDUCATION INSTITUTIONS

A new scheme has been proposed in the XIth Five Year Plan to incentivize State Governments for setting up of new institutions in higher education or for expansion of their existing institutions. The Scheme is under process. A draft EFC memo has been circulated to the concerned Ministries/Departments. It has been proposed that the Scheme may have the following components:-

- (i) Creation of new Universities by State Governments.
- (ii) Creation of new degree colleges.
- (iii) Expansion through increase in intake of new degree colleges.
- (iv) Creation of new engineering colleges in underserved areas.

Under the scheme, it has been proposed to provide Central Assistance to the State Governments to the extent of 1/3rd of capital cost for setting up of new universities and colleges or expansion of the existing institutions in the States. The State Government would have to bear 2/3rd of the capital cost and the recurring expenditure for these institutions. For Special Category State funding of capital cost will be shared equally between the Centre and the States.

Under the Scheme, the State Governments shall have to prepare Detailed Project Report separately in respect of each of their proposals. According to estimates, the capital cost for the anticipated project works out to Rs. 16,690 crore, out of which the Central Government's share is anticipated to be Rs. 6370 crore.

A provision of Rs. 6200 crore has been made in the XIth Five Year Plan for this Scheme. A token provision has been made in the Annual Plan 2009-10, under the overall Plan budget of the University Grants Commission. The additional requirement of Rs. 170 crores is proposed to be met from expected savings from the overall allocation in the XI Plan for the Department of Higher Education.

1.6 NEW CENTRAL SECTOR SCHEME OF INTEREST SUBSIDY ON EDUCATIONAL LOANS TAKEN BY STUDENTS FROM ECONOMICALLY BACKWARD SECTIONS TO PURSUE TECHNICAL/PROFESSIONAL EDUCATION IN INDIA UNDER THE EDUCATIONAL LOAN SCHEME OF THE INDIAN BANKS' ASSOCIATION

A proposal for introducing a Scheme to provide interest subsidy to poor students for pursuing professional education in India was envisaged in the XIth Five Year Plan. An outlay of Rs. 4000 crore was made in the Plan. The scheme has since been approved by Government and is being implemented starting from the academic year 2009-10.

Since the scheme will start from the academic year 2009-10, and professional courses usually start in July/August of the academic year, interest on the loan amount sanctioned to students in 2009-10 to students shall fall due sometime in July, 2010. Similarly, interest for the year 2010-11, shall be due in 2011. Thus, the central subsidy shall have to be paid for two years under the XIth Five Year Plan. The detailed modalities for payment are being decided in consultation with Canara Bank.

The XIth Five Year Plan outlay for this Scheme has been reduced to Rs. 1080 crore. Assuming that 2 lakh students in the eligible category take a loan of Rs. 1.5 lakh each year, the requirement shall be Rs. 1080 crore during XI Plan (assuming the interest @12%). In case the number of students or loan amount exceeds the estimated number or amount, the requirement shall be more.

In the Education Loan Scheme of the IBA, there is provision that 1% interest concession may be provided for loanees if the interest is serviced during the study period when repayment holiday is specified for interest/repayment under the Scheme. Since, the banks charge simple interest during the period of moratorium, a view was taken that the interest subsidy could be provided in one lumpsum immediately before the end of the course period, to avail of 1% interest concession. The

India Banks' Association has now clarified that this concession is offered only if the interest is serviced on an on-going basis during the study period. This issue is being sorted out. The requirement of Rs. 1080 crore during the XI th Plan, has been worked out on the assumption that the interest shall have to be paid regularly, and not at the end of the course period. The method of payment as beneficial to the Government shall be adopted.

1.7 CONSTRUCTION OF GIRLS HOSTELS

The colleges and universities which come within the purview of the UGC and are fit to receive central assistance under Section 12 B of the UGC Act, are eligible to receive financial assistance. In order to achieve the goal of enhancing the status of women, the Commission has been providing financial support on cent per cent basis for construction of hostels for women and other related infrastructural facilities in college. The support varies from Rs. 60.00 lakhs to Rs. 2.00 crore depending upon the size of women enrolment and the location of the colleges, whether in Metropolitan or Non-Metropolitan urban areas or rural areas. Funds released during 2007-08 and 2008-09 by the UGC's Regional Offices are as under-

Funds released during the year	2007-08 (Rs. Crore)	2008-09 (Rs. Crore)
NRCB	10.11	14.69
Regional Offices	176.05	237.35
Delhi Colleges	5.00	2.00
TOTAL	191.16	254.04

1.8 SUPPORTING 150 UNCOVERED STATE UNIVERSITIES AND 6000 COLLEGES

About 8800 affiliated colleges of State Universities are technically under the purview of UGC but do not get assistance as they do not meet the minimum eligibility norms in terms of physical facilities and human resources. During the XIth Five Year Plan, it is intended to strengthen about 6000 colleges and 150 universities with focus on underserved areas to enable these institutions to fulfil the criteria for UGC assistance. To implement this scheme the UGC (Fitness of Certain Universities for Grants) Rules, 1974 and UGC (Fitness of Institutions for Grants) Rules, 1975 has been amended

consultation with Ministry of Law & Justice and notified on 10.8.09. It is expected that the Scheme would be implemented in the current year as well as during the next two years of the Plan.

1.9 ADDITIONAL ASSISTANCE TO ABOUT 160 ALREADY COVERED UNIVERSITIES AND ABOUT 5500 COLLEGES

In the XIth Plan period, an amount of Rs. 3,000 crores has been allocated for the additional assistance to 160 already covered universities and about 5500 colleges which are already declared fit to receive grants under Section 12B of the UGC Act. UGC has planned to ensure that the Scheme is implemented in full swing from the current financial year.

1.10 STRENGTHENING SCIENCE BASED HIGHER EDUCATION AND RESEARCH IN UNIVERSITIES

Looking the declining quality and quantum of scientific research in India, an Empowered Committee under the Chairmanship of Prof. M.M. Sharma was constituted for rejuvenation of Basic Scientific Research in Universities. Based on the recommendations of Task Force action for strengthening science based education and research in Universities has been initiated. For implementing the recommendations of M.M. Sharma Committee, the grants released for the year 2007-08 and 2008-09 are as under :-

	2007-08 (Rs. Crore)	2008-09 (Rs. Crore)
State University	125.76	114.15
Deemed University	14.30	12.82
Central Universities	25.82	16.60
	-----	-----
TOTAL	165.88	143.57

The main objective of the scheme is to promote excellence in research in higher education by supporting research programmes of the University and College teachers in various disciplines. The UGC has been striving for promoting teaching and research in emerging areas in Humanities, Social Sciences, Languages, Literature, Pure Sciences, Engineering & Technology, Pharmacy, Medical Agriculture Science etc. Teachers who are permanent / regular, retired / working in the Universities and colleges which are recognised under section 2(f) and declared fit to receive grants

under 12 B of the UGC Act, 1956 only are eligible. The Empowered Committee has been constituted into Task Force for implementation of the recommendations.

OTHER INITIATIVES

- **EDUCATIONAL REFORMS:** The Department has initiated a number of steps educational reforms including reforms in regulatory and governance structures in higher education system. Brief notes on the following issues are annexed to the document for information.
 - (i) Autonomous Overarching Authority for Higher Education and Research.
 - (ii) Prevention, Prohibition and Punishment for Educational Malpractices.
 - (iii) Mandatory Assessment and Accreditation in Higher Education.
 - (iv) Educational Tribunals for fast-track adjudication of disputes in higher education.
 - (v) Academic Reforms in State Universities and Colleges.

- **RESERVATION FOR OBCs IN CENTRAL EDUCATIONAL INSTITUTIONS:** As a follow up of the Constitution (93rd) Amendment Act, 2005, inserting clause (5) in Article 15, Parliament has enacted the **Central Educational Institutions (Reservation Admission) Act, 2006** making special provisions for reservation of seats for Scheduled Castes, Scheduled Tribes, and the Socially and Educationally Backward Classes/Other Backward Classes (SEBCs/OBCs) in admissions to central educational institutions other than those listed in the schedule of the Act as per Section 4 of the Act.

- Immediately after the vacation of stay by the Hon'ble Supreme Court in April 2008, directions were given for implementation of reservation to OBCs in all Central Educational Institutions. Rs 875 crores have also been provided during 2008-09 to expand the capacity of the Central Educational Institutions by 54% so that there is no reduction in the availability of the general category seats due to the implementation of 27% OBC reservations. An amount of Rs 1033 crores has been earmarked in FY 2009-10 for the same purpose.

- To meet the shortage of faculty in higher educational institutions, orders were issued in March 2007 raising the age of retirement of teachers in centrally-funded higher

technical educational institutions under the purview of this Ministry, from 62 to 65 years with provision for re-employment on contractual basis up to 70 years (subject to availability of vacancies and screening according to UGC guidelines). Revised pay structure for faculty has also been implemented in centrally funded educational institutions of higher learning.

- All NER States have a Central University each and special funds have been given to start engineering and management courses in all the Central Universities in NER.

Technical Education

(i) Establishment of new Indian Institutes of Technology (IITs)

Consequent upon the Hon'ble Prime Minister's announcement on the occasion of the 60th Independence Day, the Government decided to establish eight new Indian Institutes of Technology (IITs) in the country during the XIth Plan period in Hyderabad(Andhra Pradesh), Patna(Bihar), Rajasthan, Bhubaneswar(Orissa), Ropar(Punjab), Gandhinagar(Gujarat), Indore(Madhya Pradesh) and Mandi(Himachal Pradesh). Six of the eight new IITs in Hyderabad(Andhra Pradesh), Patna(Bihar), Rajasthan, Bhubaneswar(Orissa), Ropar(Punjab), Gandhinagar(Gujarat) started functioning from the academic year 2008-09 with about 120 students each admitted to B.Tech. courses and the IITs at Indore(Madhya Pradesh) and Mandi(Himachal Pradesh) started functioning from the current academic year i.e. 2009-10 with about 120 students each in B.Tech. courses. Directors have been appointed in these new IITs, excepts those at Mandi and Indore. 30 faculty posts every year have been sanctioned for the 1st three years for each of the new IITs and 24 non-faculty posts have been sanctioned in the year 2008-09 for each new IIT.

(ii) Establishment of new Indian Institute of Management (IIMs)

The XIth Five Year Plan envisages, establishment of seven IIMs in the Country, out of which one IIM namely Rajiv Gandhi Indian Institute of Management (RGIIM), Shillong has been established in Shillong (Meghalaya) which has commenced its first academic session from 2008-2009 and the remaining six IIMs will be set up in Tamil Nadu, Jammu & Kashmir, Jharkhand, Chhattisgarh (Raipur), Uttarakhand & Haryana. Another IIM in the State of Rajasthan will also be set up as announced by the Finance Minister on 25th February, 2009 in Rajya Sabha.

The Cabinet in its meeting held on 27.08.2009 has approved the proposal for setting up of seven new IIMs in the States of Tamil Nadu, Jharkhand, Chhattisgarh, Haryana, Jammu & Kashmir, Uttarakhand and Rajasthan.

In the first phase, four IIMs at **Raipur (Chhattisgarh), Rohtak (Haryana), Ranchi (Jharkhand) and Tiruchirappalli (Tamil Nadu)** will be set up, which would become functional from academic session 2010-11. These following five IIMs would be mentored by older IIMs as detailed under:

- IIM-Rohtak – to be mentored by IIM-Lucknow.
- IIM-Raipur -- to be mentored by IIM-Indore.
- IIM-Ranchi -- to be mentored by IIM-Calcutta.
- IIM-Tiruchirappalli -- to be mentored by IIM-Bangalore.
- IIM-Rajasthan – to be mentored by IIM-Ahmedabad.

The Government of India in consultation with respective State Govt. has agreed to set up new IIMs at following sites:

- IIM-Rohtak – 170 acres extendable upto 200 acres in Garnawathi Village, Rohtak.
- IIM-Raipur – 200 acres under New Raipur Development Authority, in Villages Pota and Cheriya, Raipur.
- IIM-Ranchi – 204.28 acres in Kanke circle, Mouza, Nagri District-Ranchi.
- IIM- Tiruchirappalli – 192.35 acres at Suriyur village, Tiruchirappalli Taluk and District.

The Government of Uttarakhand has identified a few sites and the Chief Minister, Uttarakhand has been requested to offer a few more sites for inspection by the Site Selection Committee.

Hon'ble HRM has written to Chief Minister of Rajasthan on 23rd June, 2009 requesting to allot 200 acres of land, free of cost at a suitable location and suggest two or three suitable sites for the same. Rs. 20.00 crore has also been allocated for four new IIMs to be established at Raipur (Chhattisgarh), Rohtak (Haryana), Ranchi (Jharkhand) and Tiruchirappalli (Tamil Nadu) during 2009-10 in consultation with IFD, Ministry of HRD.

(iii) Setting of new Indian Institutes of Information Technology (IIITs)

To address the increasing skill challenges of the Indian IT industry and growth of the domestic IT market, the Ministry of Human Resource Development (MHRD), Government of India intends to establish twenty Indian Institutes of Information Technology (IIIT) during the XIth Plan. Although, the proposal is for setting up all 20 IIITs in PPP mode, since industry participation may not be forthcoming in some States like in the North East, it is proposed that IIITs in the

North East may be set up by the Central Government with contributions from DONER. In this regard, a Model Detailed Project Report was sent to the Planning Commission for approval. The Planning Commission has concurred to the broad concepts in the Model DPR subject to certain conditions / observations which the MHRD should consider while preparing the EFC Memo. In view of the observation of the Planning Commission, the capital cost of each IIIT has been limited to Rs.100 crore to be shared by the Central Government, State Governments and Industry partners. A draft EFC Note has been prepared and circulated amongst appraisal Ministries / Departments for comments. So far, comments have been received from the Planning Commission, Department of Science and Technology and Department of Information Technology. Comments are awaited from Ministry of Finance and CSIR. In view of the fact that the EFC meeting has yet to take place and the scheme has not been approved till now, the location of IIIT within the State of Orissa or one each in every State cannot be confirmed. As soon as the scheme is finalized the locations will be determined by MHRD in consultation with the State Government depending upon the response of the industry to contribute in the PPP model.

(iv) National Institutes of Technology (NITs)

Presently there are 20 National Institutes of Technology (NITs) located at Agartala, Allahabad, Bhopal, Calicut, Durgapur, Hamirpur, Jaipur, Jalandhar, Jamshedpur, Kurushetra, Nagpur, Patna, Raipur, Rourkela, Silchar, Srinagar, Surat, Surathkal, Tiruchirapalli and Warangal, Seventeen of these NITs were earlier known as Regional Engineering Colleges (RECs). These RECs were set up as joint and co-operative ventures of the Central and State Governments with an aim to meet the increased demand for technically qualified manpower. In 2003, the Seventeen erstwhile Regional Engineering Colleges (RECs) were rechristened as National Institute of Technology (NITs) and taken over as fully funded Institutes of the Central Government and granted deemed university status. Subsequently, Bihar Engineering College, Patna; Government Engineering College, Raipur; and Tripura Engineering College, Agartala, were also converted into NITs in 2004, 2005 and 2006 respectively.

As per the recommendations of the High Powered Committee under Dr. R.A. Mashelkar, the Ministry decided to bring all these NITs under umbrella legislation. Accordingly, National Institutes of Technology Act, 2007 was

enacted and brought into force w.e.f 15th August 2007. The NIT Act 2007 declares these NITs as institutes of national importance. The first Statues common for all NITs have also been notified and the same have come into force on 24th, 2009.

Establishment of 10 New NITs

At present, there are 20 National Institutes of Technology (NITs) located at Agartala, Allahabad, Bhopal, Calicut, Durgapur, Hamirpur, Jaipur, Jalandhar, Jamshedpur, Kurushetra, Nagpur, Patna, Raipur, Rourkela, Silchar, Srinagar, Surat, Surathkal, Tiruchirapalli and Warangal,

The Ministry has taken a decision to establish 10 new NITs as per provision of 11th Five Year Plan. Out of these 10 new NITs, 6 are being establish in North Eastern States of Arunachal Pradesh, Manipur, Meghalaya, Mizoram, Nagaland and Sikkim; and rest 4 in Delhi, Goa, Pudducherry and Utrakhand. Since it will not be viable to establish NITs for smaller UTs, it has been decided that NIT at Delhi will also cater to Chandigarh, NIT at Goa will also cater to Daman & Diu, Dadra & Nagar Haveli and Lakshadweep and NIT at Pudducherry will also cater to Andaman & Nicobar Islands.

Approval of the Cabinet for establishment of these NITs has now been received. Now both the Central Government as well as the concerned States Governments will need to take further follow up action. The concerned State Governments have already been requested last year to identify the suitable lands (at least 300 acres) at locations which are well- connected by road, rail and air, for setting up of these institutions. States will need to take immediate action on this issue and inform this Ministry at the earliest.

(v) Sub-Mission on Polytechnics under Coordinated Action for Skill Development

The scheme was initiated in pursuance to Hon'ble Prime Minister Independence Day speech on 15th August 2007 announcing to launch a Mission on Vocational Education and Skill Development. As far as Department of Higher Education is concerned, there was one Sub-Mission on Polytechnics which has the following components -

1. Establishment of New Polytechnics
2. Strengthening of Existing Polytechnics
3. Expansion of Community Polytechnic Scheme
4. Construction of Women's Hostel in Polytechnics

Establishment of New Polytechnics

Under the scheme, it is proposed to establish 1000 polytechnics in the country. The break up of these 1000 additional polytechnics is as under:

300 polytechnics are to be set up by the State Governments/ Union Territories with assistance from Government of India limited to Rs.12.3 crore per polytechnic to meet the capital costs of establishing a polytechnic in the districts which do not have any Government polytechnic as of now and in other educationally backward and underserved districts where it may not be easy to establish new polytechnics under Public Private Partnership (PPP) mode or under private initiative.

300 polytechnics are to be set up through Public Private Partnership by the State Governments / Union Territories with roughly 1/4th of the cost of capital assets being provided by the Government of India with a ceiling of Rs. 3 crores. These 300 polytechnics will be selected in consultation with State Governments/ Union Territories, various industrial organizations such as CII, FICCI, ASSOCHAM and PHD Chamber of Commerce, etc. It is proposed to also facilitate the creation of 400 additional polytechnics by the private sector.

Strengthening of Existing Polytechnics

Under this scheme, it is proposed to upgrade infrastructure facilities of existing diploma level public funded polytechnics by (i) providing financial assistance for modern equipment and replacement of obsolete equipments, (ii) providing modern facilities for application of IT in teaching, learning and testing processes and (iii) creating infrastructure facilities as well as introduction of new diploma courses. It has been proposed to provide financial assistance to 500 polytechnics subject to a maximum financial assistance of Rs. 2.00 crore per polytechnic.

Construction of Women's Hostel in Polytechnics

In order to attract women in polytechnic education, it is proposed to provide one time financial assistance for the construction of women's hostel in polytechnics. It has been proposed to provide financial assistance subject to a maximum of Rs. 1.00 crore for each polytechnic for construction of Women's Hostels in 500 Polytechnics.

Community Polytechnics

The scheme of "Community Development through Polytechnics" earlier known as Community Polytechnics had functioned from 1978 till July 2007 through 669 Community Polytechnics. An Appraisal Committee was constituted to review the scheme. The Appraisal Committee has submitted its report and has recommended launching of a modified scheme to cover 1000 polytechnics. It is proposed that by the end of 11th Five year plan; the scheme will be implemented through 1000 polytechnics.

(vi) School of Planning & Architecture

In this XIth five year plan two SPA, (School of Planning and Architecture) have been set up. One each at Vijayawada and Bhopal. The two schools are working since 2008-2009 session.

LANGUAGES

1. Initiative on Tamil Language:

Following the commitment of the Government of India under the National Common Minimum Programme, the official recognition to Tamil as a classical language was given by the Government of India vide Ministry of Home Affairs notification no. IV-14014/7/2004-NI-II dated 12.10.2004. Accordingly a Central Plan Scheme for Development of Tamil Language was implemented from 2005-06 by the Ministry of HRD through CIIL, Mysore. Under this scheme Presidential awards for scholars in Classical Tamil was instituted from 2005-06 with provision of 08 awards each year as follows:-

- 05 for young scholars of Tamil in the age group of 30-40 years
- 03 awards, including 02 international awards (one each for person of Indian and non Indian origin), for eminent scholars of Tamil as lifetime achievement awards.

List of 17 awardees for the year 2005-06 to 2007-8 has already been approved by her Excellency, the President of India. Action is being taken to select awardees for 2008-09.

In continuation to the efforts to promote 'Classical Tamil', the Union Cabinet approved the proposal of Ministry of HRD for setting up Central Institute of Classical Tamil (CICT) at Chennai in the meeting of Cabinet held on 30.1.2008. Subsequently Ministry of HRD issued a Notification dated 20.2.2008, conveying the decision of the Government of India, to establish CICT at Chennai. CICT started functioning from its office at Chennai as an autonomous organization fully funded by the Ministry of HRD from 2008-09. With setting up of CICT the Central Scheme for Development of Tamil has been subsumed in CICT. CICT has been registered with the Registrar of Societies, Chennai Central on 21.1.2009 with following main objectives:-

- i) To organize and offer educational and research programmes at postgraduate level in classical Tamil leading to Ph.D. and Post Doctoral Awards.
- ii) To support research projects received from universities and established institutions and also support such field studies as may be relevant.

- iii) To organize national and international Conferences, Seminars and Workshops and support similar efforts in universities and established academic institutions
- iv) To support publication of research studies
- v) To support publication of ancient Tamil works in original and its translation in English and Indian languages.
- vi) To promote and encourage studies in the composite nature of Indian culture, with focus on Dravidian component in the Indian civilization and heritage.
- vii) To provide fellowships for doctoral and post-doctoral research in classical Tamil.
- viii) To institute awards for outstanding contributions in the area of classical Tamil.
- ix) To promote classical Tamil education in India and abroad.
- x) To serve as a clearinghouse of information pertaining to classical Tamil.

Chief Minister of Tamil Nadu has been designated as ex officio Chairperson of the Governing Board of the Institute and it is administratively headed by a Director. Various Committees / Authorities of CICT are being constituted as per provision under MOA/Bye laws and action has already been initiated to create required posts for CICT.

There is a Budget provision of Rs. 7500.00 lakh for CICT during XI five year plan and position of outlay during three years is as under:-

Rs. in lakh

year	BE	RE	expenditure
2007-08	500.00	500.00	401.00*
2008-09	1200.00	450.00	450.00
2009-10	1500.00	NA	450.00(upto September, 2009)

* During 2007-08 expenditure was not as such on CICT but on central plan scheme for development of Tamil implemented by CIIL

2. Initiatives for Promotion of Pali and Prakrit Languages:

Theravada Buddhist culture of South and South East Asia as well as its adaptations to the modern world can be very much instructive. For this Pali language and its literature can function as the most authentic sources. The Official Language Commission constituted by the Government of India in 1955 had emphasized over the need to encourage the studies of Sanskrit, Pali and Apahbaramsha languages, accepting the linkage between these and Indian vernaculars. Ministry of HRD has made special efforts to promote the study of Pali language and literature. With a view to promoting Pali and Prakrit languages and Buddhist literature Rashtriya Sanskrit Sansthan (RSkS), a deemed University under the Ministry of HRD, has been entrusted with the task of development of Pali and Prakrit languages from the year 2008-09 onwards.

The main objective of the scheme is to develop the two ancient languages (Pali and Prakrit) by developing linkages between literature, text, grammatical treatises and philosophy of Pali and Prakrit and Buddhist Literature with other Classical languages. It is expected that these studies would help to reconstruct their histories and establish their linkages.

In the 11th Five Year Plan, an allocation of Rs.5 crores had been made for the scheme i.e. Rs. one crore for each financial year of the Plan. However, one year of the Plan i.e. 2007-08 had already been over by the time the decision was taken to implement the Scheme. Therefore the Budget was revised to Rs. 4 crores. The project has gained momentum from this year onwards by the special efforts of the MHRD and Rashtriya Sanskrit Sansthan.

A centre for Promotion of Pali is set up in the Rashtriya Sanskrit Sansthan for this purpose. The Govt of India has also instituted a Presidential Award of Certificate of Honour to one scholar of Pali/Prakrit from 1996 every year. It carries a monetary grant of Rs. 50000/- per annum for the life time of the scholar. One more annual award for young scholars in the age group of 30 to 40 years, called Maharshi Badrayan Vyas Samman has

been instituted for Pali/Prakrit from year 2002 onwards. This award carries a one time monetary grant of Rs. 1 lakh.

Rashtriya Sanskrit Sansthan has proposed the following main activities to be taken up under the Scheme:

1. To grant 10 junior fellowships and 10 senior fellowships as per UGC norms, for carrying out research projects. They have already advertised the fellowships. They will also appoint one Development Officer for Pali and one for Prakrit.
2. Preparation of teaching aids and study material for Pali.
3. Collation and documentation of the data on Institutions carrying out research in the field of Pali.
4. During 2009-10 and 2010-11, RSkS will undertake activities relating to publication of Pali Canons with Sanskrit rendering (Chaya), Pali Vyakarana, Status report on Pali Studies in India, and organizing National and International seminars and conference of Pali scholars.

An International Conference on "Universal Message of Buddhism with Special Reference to Pali Literature" was held in Vigyan Bhavan, New Delhi by Rashtriya Sanskrit Sansthan from 22-24 September, 2009. Scholars from Cambodia, Srilanka, Thailand and Lao LDR had also participated in the Conference.

संसदीय परामशदात्री समिति की बैठक

मानव संसाधन विकास मंत्रालय

विषय:

उच्चतर शिक्षा का विस्तार

तारीख	:	7 नवम्बर, 2009
समय	:	पूर्वाह्न 11.30 बजे
स्थान	:	समिति कक्ष संख्या 'ख' संसद भवन सौध, नई दिल्ली

अनुक्रम

क्रम संख्या	विषय	पृष्ठ संख्या
1.	“उच्चतर शिक्षा का विस्तार” विषय पर चर्चा	
	(i) विश्वविद्यालय एवं उच्चतर शिक्षा	1 - 9
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मानव संसाधन विकास मंत्रालय
से संबंधित संसदीय परामशदात्री समिति की बैठक

“उच्चतर शिक्षा के विस्तार” से संबंधित नोट

विश्वविद्यालय और उच्चतर शिक्षा

1.1 नए केन्द्रीय विश्वविद्यालयों की स्थापना

XIवी पंचवर्षीय योजना में शामिल न किए गए बिहार, झारखण्ड, उड़ीसा, गुजरात, हरियाणा, पंजाब, राजस्थान, हिमाचल प्रदेश, जम्मू और कश्मीर, कर्नाटक, केरल, गोवा, छत्तीसगढ़, मध्य प्रदेश, उत्तराखण्ड और तमिलनाडु राज्यों में 16 केन्द्रीय विश्वविद्यालयों की स्थापना करने की परिकल्पना की गई है। तदनुसार 3 राज्य विश्वविद्यालयों को केन्द्रीय विश्वविद्यालयों में परिवर्तित करने के साथ-साथ दिनांक 15.1.2009 को गोवा राज्य जिसे राज्य सरकार के अनुरोध पर शामिल नहीं किया गया है, को छोड़कर 15 नए केन्द्रीय विश्वविद्यालयों की स्थापना की गई है। ऐसे 3 राज्य विश्वविद्यालय जिन्हें केन्द्रीय विश्वविद्यालयों में परिवर्तित किया गया है, वे छत्तीसगढ़ राज्य में गुरु घासीदास विश्वविद्यालय, मध्य प्रदेश राज्य में डा० हरीसिंह गौड़ विश्वविद्यालय और उत्तराखण्ड राज्य में हेमवती नन्दन बहुगुणा गढ़वाल विश्वविद्यालय हैं। इसके अतिरिक्त अब जम्मू और कश्मीर राज्य में स्थापित किए जाने वाले प्रस्तावित भारतीय प्रबन्धन संस्थान (आई आई एम) के बदले इस राज्य के दो प्रभागों की अपेक्षाओं को पूरा करने के लिए दो केन्द्रीय विश्वविद्यालयों की स्थापना करने का निर्णय लिया गया है। केन्द्रीय विश्वविद्यालय अधिनियम, 2009 की अनुसूची को संशोधित करने के लिए अध्यादेश को दिनांक 20 अक्टूबर, 2009 को अधिसूचित किया गया है।

हिमाचल प्रदेश और जम्मू तथा कश्मीर को छोड़कर स्थापित किए गए सभी नए विश्वविद्यालयों ने अकादमिक सत्र, 2009-10 से अस्थाई परिसरों से अपना कार्य शुरू कर दिया है। हरियाणा, कर्नाटक, पंजाब, उड़ीसा और तमिलनाडु राज्यों में इन विश्वविद्यालयों के स्थाई परिसरों की स्थापना के लिए स्थानों को अभिनिर्धारित कर लिया गया है; अन्य राज्यों जिन्होंने विनिर्दिष्ट स्थानों पर जमीन का प्रस्ताव किया है, में केन्द्र सरकार द्वारा अधिसूचित स्थल चयन समितियां दौरा कर रही हैं।

1.2 इन्दिरा गांधी राष्ट्रीय जनजातीय विश्वविद्यालय

मध्य प्रदेश राज्य के अमरकंटक में एक नए केन्द्रीय विश्वविद्यालय जिसकी स्थापना का प्रस्ताव XIवीं में किया गया था, ने भी दिनांक 8 जुलाई, 2008 से कार्य करना शुरू कर दिया है। इस विश्वविद्यालय की स्थापना शिक्षण और सम्बन्धन विश्वविद्यालय के रूप में और देश की जनजातीय जनसंख्या के लिए उच्चतर शिक्षा और अनुसंधान की सुविधाओं को सुविधाजनक बनाने और प्रोत्साहित करने के लिए की गई है। अकादमिक सत्र, 2008-09 के लिए बी०ए०(ऑनर्स), बी०कॉम(ऑनर्स) और बी०बी०ए० पाठ्यक्रमों में विद्यार्थियों को दाखिल किया गया है।

मणिपुर के मुख्यमंत्री ने दिनांक 9 सितम्बर, 2009 को मणिपुर राज्य में इन्दिरा गांधी राष्ट्रीय जनजातीय विश्वविद्यालय के एक नए क्षेत्रीय केन्द्र का उद्घाटन राजनीति विज्ञान में एम० फिल पाठ्यक्रम की शुरुआत करके किया है। मणिपुर राज्य सरकार ने इस क्षेत्र के सेनापति पर्वतीय जिले के माखन ग्राम की पूर्वोत्तर दिशा में 300 एकड़ जमीन भी अभिनिर्धारित कर ली है।

1.3 14 विश्वस्तरीय केन्द्रीय विश्वविद्यालयों (जिन्हें विश्वस्तरीय मानदण्डों वाले नवाचारी विश्वविद्यालय कहा गया है)की स्थापना।

केन्द्र सरकार ने 8वीं पंचवर्षीय योजना के दौरान विश्व स्तर के मानकों को हासिल करने के लिए अभिनिर्धारित शहरों में 14 नवाचारी विश्वविद्यालयों की स्थापना का प्रस्ताव किया है। इनके स्थानों को निम्न प्रकार अंतिम रूप दिया गया है:-

1.	महाराष्ट्र	-	पुणे
2.	पश्चिम बंगाल	-	कोलकाता
3.	तमिलनाडु	-	चैन्नई
4.	कर्नाटक	-	मैसूर
5.	आन्ध्र प्रदेश	-	विशाखापटनम
6.	गुजरात	-	गांधी नगर
7.	राजस्थान	-	जयपुर
8.	बिहार	-	पटना
9.	मध्य प्रदेश	-	भोपाल
10.	केरल	-	कोच्चि
11.	पंजाब	-	अमृतसर
12.	उड़ीसा	-	भुवनेश्वर
13.	उत्तर प्रदेश	-	गैटर नोएडा
14.	पूर्वोत्तर क्षेत्र	-	गुवाहाटी

केन्द्र सरकार ने अब पंजाब और आन्ध्र प्रदेश राज्य सरकारों द्वारा प्रस्तावित जमीन उपयुक्तता का मूल्यांकन करने के लिए अमृतसर और विशाखापटनम का कमशः दौरा करने के लिए विश्वविद्यालय अनुदान आयोग के अध्यक्ष की अध्यक्षता में स्थल घयन समितियां गठित कर दी गई हैं। इस समिति का दिनांक 26.09.2009 को अमृतसर का दौरा करने की संभावना है।

विश्वस्तरीय मानकों वाले नवाचारी विश्वविद्यालय से संबंधित अधधारणा नोट को विभिन्न मंत्रालयों/विभागों, योजना आयोग, भारतीय प्रौद्योगिकी संस्थानों/भारतीय प्रबन्धन संस्थानों, केन्द्रीय विश्वविद्यालयों, विख्यात शिक्षाविदों को अपने विचार/टिप्पणियां भेजने के लिए परिचालित कर दिया गया है और इसे मानव संसाधन विकास मंत्रालय की वेबसाईट पर भी उपलब्ध कराया गया है। इस अधधारणा नोट को दिसम्बर, 2009 तक अंतिम रूप दिए जाने की संभावना है।

1.4 शैक्षिक रूप से पिछड़े 374 जिलों में डिग्री कॉलेजों की स्थापना।

जैसा कि XIIवीं योजना के दस्तावेज में प्रस्ताव किया गया है कि केन्द्र सरकार राष्ट्रीय औसत से कम सकल नामांकन अनुपात वाले जिलों में 374 डिग्री कॉलेजों की स्थापना करने के प्रस्ताव पर विचार कर रही है। विश्वविद्यालय अनुदान आयोग द्वारा गठित की गई एक विशेषज्ञ समिति द्वारा एक कॉलेज की स्थापना के लिए कुल 8 करोड़ रु. की पूंजीगत लागत का अनुमान लगाया गया है।

यह प्रस्ताव किया गया है कि इस स्कीम के लिए विशेष श्रेणी के राज्यों के लिए पूंजीगत लागत का केन्द्र-राज्य निधियन 1:1 के अनुपात में होगा जबकि अन्य राज्यों के लिए यह 1:2 के अनुपात में होगा। संबंधित राज्य सरकारों द्वारा जमीन प्रदान की जाएगी और आवर्ती लागत को भी वे ही वहन करेंगी। ग्पी योजना में इस स्कीम के लिए 782 करोड़ रु. के परिव्यय का प्रावधान किया गया है। प्रति कॉलेज 8 करोड़ रु. की पूंजीगत लागत के मद्देनजर 374 कॉलेजों के लिए केन्द्र सरकार की हिस्सेदारी 1079 करोड़ रु. अनुमानित होगी। तथापि व्यय वित्त समिति की सिफारिशों से सहमति व्यक्त करते हुए अब यह प्रस्ताव किया गया है कि ग्पी पंचवर्षीय योजना की शेष अवधि के दौरान 200 कॉलेजों के लिए केन्द्रीय सहायता प्रदान की जाए और इसमें अनुसूची- V और अनुसूची- VI के क्षेत्रों के अन्य जिलों के साथ-साथ विशेष श्रेणी के राज्यों और कमजोर वर्ग तथा अल्पसंख्यक बाहुल्य जिलों को प्राथमिकता दी जा रही है। यह मानते हुए कि यदि विशेष श्रेणी के राज्यों में आने वाले 61 जिले इस अवधि के दौरान शामिल किए जाते हैं तो ग्पी योजना के दौरान वित्तीय आवश्यकता (पूंजीगत हिस्सेदारी) निम्न प्रकार होगी:-

- | | | |
|----|-------------------------------------------------------------------------------------------------------|------------------|
| i) | विशेष श्रेणी के राज्यों में 61 कॉलेजों के लिए (4 करोड़ रु. प्रति कॉलेज की दर से) केन्द्रीय हिस्सेदारी | 244.00 करोड़ रु. |
|----|-------------------------------------------------------------------------------------------------------|------------------|

ii) शेष 139 कॉलेजों हेतु केन्द्रीय हिस्सा : 371.13 करोड़ रु.
(2.67 करोड़ रु. प्रति कॉलेज की दर से)

कुल 615.13 करोड़ रु.

यह मंत्रालय के लिए प्राथमिक योजना है तथा इसके शीघ्र ही शुरू होने की आशा है। सक्षम प्राधिकारी से अनुमोदन लंबित होने के कारण, विश्वविद्यालय अनुदान आयोग ने राज्य सरकारों से विस्तृत परियोजना प्रस्ताव आमंत्रित किए हैं।

1.5 राज्य सरकारों को उच्चतर शिक्षा संस्थानों के विस्तार हेतु प्रोत्साहित करने के लिए योजना

XI वीं पंचवर्षीय योजना में राज्य सरकारों को नई उच्चतर शिक्षा संस्थाओं को स्थापित करने या उनकी वर्तमान संस्थाओं के विस्तार हेतु प्रोत्साहित करने के लिए एक नई योजना का प्रस्ताव किया गया है। यह योजना प्रक्रियाधीन है। व्यय वित्त समिति का एक प्रारूप ज्ञापन संबंधित मंत्रालयों/विभागों को परिचारित किया गया है। यह प्रस्ताव किया गया है कि इस स्कीम के निम्नलिखित संघटक होंगे:-

- (i) राज्य सरकारों द्वारा नए विश्वविद्यालयों की स्थापना करना।
- (ii) नए डिग्री कॉलेजों की स्थापना।
- (iii) नए डिग्री कॉलेजों की दाखिला क्षमता में वृद्धि करके उनका विस्तार करना।
- (iv) सेवा वंचित क्षेत्रों में नए डिग्री कॉलेजों की स्थापना करना।

इस स्कीम के अंतर्गत, राज्य सरकारों को नए विश्वविद्यालयों और कॉलेजों की स्थापना करने या राज्यों में वर्तमान संस्थाओं का विस्तार करने हेतु पूंजीगत लागत का 1/3 भाग तक राज्य सरकारों को केन्द्रीय सहायता के रूप में प्रदान करने का प्रस्ताव किया गया है। राज्य सरकार को इन संस्थाओं हेतु आवर्ती लागत तथा पूंजीगत लागत का 2/3 भाग वहन करना होगा। विशिष्ट श्रेणी राज्यों हेतु, पूंजीगत लागत को केन्द्र तथा राज्यों के बीच समान रूप से बांटा जाएगा।

इस योजना के तहत, राज्य सरकारों को प्रत्येक प्रस्ताव के संबंध में अलग से विस्तृत परियोजना रिपोर्ट तैयार करनी होगी। अनुमानों के अनुसार, अनुमानित परियोजनाओं के लिए पूंजीगत लागत 16,690 करोड़ रु. बनती है, जिसमें से केन्द्र सरकार का अनुमानित हिस्सा 6370 करोड़ रु. है।

इस योजना हेतु XI वीं पंचवर्षीय योजना में 6200 करोड़ रु. का प्रावधान किया गया है। विश्वविद्यालय अनुदान आयोग के समग्र योजनागत बजट के

अंतर्गत, वर्ष 2009-10 की वार्षिक योजना का एक सांकेतिक प्रावधान किया गया है। 170 करोड़ रु. की अतिरिक्त आवश्यकता को उच्चतर शिक्षा विभाग हेतु XIवीं योजना में समग्र आबंटन में से बचत करके पूरा किया जाना प्रस्तावित है।

1.6 समाज के आर्थिक रूप से कमजोर वर्गों के छात्रों द्वारा भारत में तकनीकी/व्यावसायिक अध्ययन हेतु भारतीय बैंक संघ की शैक्षिक ऋण योजना के तहत निर्धारित बैंकों से लिए गए शैक्षिक ऋण पर विलंबन अवधि के वास्ते ब्याज सहायता प्रदान करने की केन्द्रीय योजना

गरीब विद्यार्थियों को भारत में व्यावसायिक शिक्षा हेतु ब्याज छूट प्रदान करने की एक योजना को लागू करने के प्रस्ताव की अभिकल्पना XIवीं पंचवर्षीय योजना में की गई थी। इस योजना में 4000 करोड़ रु. के परिव्यय का प्रावधान किया गया था। इस योजना को चूंकि सरकार ने अनुमोदित कर दिया है तथा इसे अकादमिक वर्ष 2009-10 से कार्यान्वित किया जा रहा है।

चूंकि यह योजना अकादमिक वर्ष 2009-10 से शुरू होगी तथा व्यावसायिक पाठ्यक्रम आमतौर पर अकादमिक वर्ष के जुलाई/अगस्त माह में शुरू होते हैं, इसलिए विद्यार्थियों को वर्ष 2009-10 में संस्वीकृत ऋण राशि पर ब्याज कई बार जुलाई, 2010 में भी देय होगा। इसी प्रकार से, वर्ष 2010-11 हेतु ब्याज, वर्ष 2011 में देय होगा। इस प्रकार से, XIवीं पंचवर्षीय योजना के तहत केन्द्रीय सहायता का दो वर्षों के लिए भुगतान किया जाएगा।

इस योजना हेतु XIवीं पंचवर्षीय योजना के परिव्यय को कम करके 1080 करोड़ रु. कर दिया गया है। यह मानकर कि पात्र वर्गों के 2 लाख विद्यार्थी प्रतिवर्ष 1.5 लाख रु. का ऋण लेते हैं, XIवीं पंचवर्षीय योजना के दौरान यह आवश्यकता 1080 करोड़ रु. होगी (12 प्रतिशत की दर से ब्याज मानकर)। यदि विद्यार्थियों की संख्या या ऋण राशि अनुमानित संख्या एवं राशि से अधिक होती है तो आवश्यकता अधिक होगी।

भारतीय बैंक संघ की शैक्षिक ऋण योजना में यह प्रावधान किया गया है कि यदि ऋण लेने वाले विद्यार्थी अध्ययन अवधि के दौरान, जब इस स्कीम के तहत ब्याज/पुनःभुगतान हेतु पुनः भुगतान छूट को विनिर्दिष्ट किया गया है, ब्याज का भुगतान करते हैं तो उन्हें 1 प्रतिशत ब्याज छूट प्रदान किया जाए। चूंकि, बैंक विलंबन अवधि के दौरान सामान्य ब्याज यसूल करते हैं, इसलिए यह सुझाव दिया गया था कि 1 प्रतिशत ब्याज छूट प्राप्त करने के लिए पाठ्यक्रम अवधि के समापन के तुरंत पहले ब्याज छूट एकमुश्त प्रदान की जा सकती है। इस संबंध में विधि एवं न्याय मंत्रालय से परामर्श किया गया तथा इसे दिनांक 10.8.09 को

अधिसूचित किया गया। यह आशा है कि इस स्कीम को वर्तमान वर्ष तथा योजना के अगले दो वर्षों के दौरान कार्यान्वित किया जाएगा।

1.7 बालिका छात्रावासों का निर्माण

वे कॉलेज तथा विश्वविद्यालय जो विश्वविद्यालय अनुदान आयोग के क्षेत्राधिकार में आते हैं और विश्वविद्यालय अनुदान आयोग अधिनियम की धारा 12 ख के अंतर्गत केन्द्रीय सहायता प्राप्त करने के योग्य हैं, वित्तीय सहायता प्राप्त करने के पात्र हैं। महिलाओं के स्तर को बढ़ाने के लक्ष्य को प्राप्त करने हेतु आयोग, महिलाओं के छात्रावासों के निर्माण के लिए शत प्रतिशत आधार पर वित्तीय सहायता और कॉलेज में अन्य संबंधित आधारभूत सुविधाएं प्रदान कर रहा है। यह सहायता 60.00 लाख रु. से 200 करोड़ रु. तक भिन्न है जो शहरी क्षेत्रों या ग्रामीण क्षेत्रों के महानगरीय या गैर महानगरीय क्षेत्रों में महिला नामांकन की संख्या और कॉलेजों के स्थान पर निर्भर करती है। विश्वविद्यालय अनुदान आयोग के क्षेत्रीय कार्यालयों द्वारा वर्ष 2007-08 और 2008-09 के दौरान जारी की गई निधियां निम्नलिखित हैं:-

वर्ष के दौरान जारी की गई निधियां	2007-08 (रु. करोड़)	2008-09 (रु. करोड़)
एन आर सी बी क्षेत्रीय कार्यालय दिल्ली कॉलेज	10.11 176.05 5.00	14.69 237.35 2.00
कुल	191.16	254.04

1.8 शामिल न किए गए 150 राज्य विश्वविद्यालयों और 6000 कॉलेजों को सहायता

राज्य विश्वविद्यालयों के लगभग 8800 सम्बद्ध कॉलेज तकनीकी रूप से विश्वविद्यालय अनुदान आयोग के क्षेत्राधिकार में आते हैं सहायता प्राप्त नहीं करते हैं क्योंकि वे भौतिक सुविधाओं और मानव संसाधनों संबंधी न्यूनतम पात्रता मानदण्ड पूरा नहीं करते हैं। XI वीं पंचवर्षीय योजना के दौरान, सेवा वंचित क्षेत्रों पर बल देते हुए लगभग 6000 कॉलेजों और 150 विश्वविद्यालयों को सुदृढ़ करने की प्रस्ताव हैं ताकि ये संस्थाएं विश्वविद्यालय अनुदान आयोग की सहायता प्राप्त के लिए करने मापदंड को पूरा कर सकें। इस योजना के कार्यान्वयन के लिए विश्वविद्यालय अनुदान आयोग (अनुदान हेतु कुछ विश्वविद्यालयों की उपयुक्तता) नियमावली, 1974 और विश्वविद्यालय अनुदान आयोग (अनुदान के लिए संस्थाओं की उपयुक्तता नियम, 1975 को विश्वविद्यालय अनुदान आयोग अधिनियम 1956 के 12 ख के अंतर्गत संशोधित किया गया है, वे मान्य हैं।

1.9 पहले ही शामिल किए गए लगभग 160 विश्वविद्यालयों तथा लगभग 5500 कॉलेजों को अतिरिक्त सहायता

XI वी योजना अवधि के दौरान लगभग 160 पहले ही शामिल किए गए विश्वविद्यालयों तथा लगभग 5500 कॉलेजों को अतिरिक्त सहायता प्रदान करने के लिए 3,000 करोड़ रु. की राशि का आबंटन किया गया है, जो पहले ही विश्वविद्यालय अनुदान आयोग अधिनियम की धारा 12ख के तहत अनुदान प्राप्त करने के लिए पात्र है। विश्वविद्यालय अनुदान आयोग ने यह सुनिश्चित करने की योजना बनाई है कि यह योजना वर्तमान वित्त वर्ष से पूरे जोरों से कार्यान्वित की जाए।

1.10 विश्वविद्यालयों में विज्ञान आधारित उच्चतर शिक्षा एवं अनुसंधान का सुदृढीकरण

भारत में वैज्ञानिक अनुसंधान की मात्रा तथा गुणवत्ता में कमी को ध्यान रखते हुए, विश्वविद्यालयों में मूल वैज्ञानिक अनुसंधान का कायाकल्प करने के लिए प्रो. एम.एम. शर्मा की अध्यक्षता में एक अधिकार प्राप्त समिति का गठन किया गया है। कार्यबल की सिफारिशों के आधार पर, विश्वविद्यालयों में विज्ञान आधारित शिक्षा तथा अनुसंधान के सुदृढीकरण हेतु कार्रवाई शुरू की गई है। एम.एम. शर्मा समिति की सिफारिशों को कार्यान्वित करने के लिए, वर्ष 2007-08 तथा 2008-09 हेतु जारी अनुदान निम्न प्रकार है:-

	2007-08 (करोड़ रु. में)	2008-09 (करोड़ रु. में)
राज्य विश्वविद्यालय	125.76	114.15
सम विश्वविद्यालय	14.30	12.82
केन्द्रीय विश्वविद्यालय	25.82	16.60
कुल	165.88	143.57

इस योजना का मुख्य उद्देश्य विश्वविद्यालयों के अनुसंधान कार्यक्रमों तथा विभिन्न विषयों के कॉलेज अध्यापकों को सहायता प्रदान करके उच्चतर शिक्षा में उत्कृष्टता तथा अनुसंधान को प्रोत्साहित करना है। विश्वविद्यालय अनुदान आयोग मानविकी, समाज विज्ञान, भाषा, साहित्य, विशुद्ध विज्ञान, इंजीनियरिंग एवं प्रौद्योगिकी, फार्मसी, चिकित्सा, कृषि विज्ञान इत्यादि जैसे उभरते हुए क्षेत्रों में शिक्षण एवं अनुसंधान को बढ़ावा देने का प्रयास कर रहा है। उन विश्वविद्यालयों एवं कॉलेजों में कार्यरत स्थायी/नियमित, सेवानिवृत्त/कार्यरत अध्यापकों को, जो धारा 2 (घ) के

तहत मान्यता प्राप्त है तथा अनुदान प्राप्त करने के लिए पात्र है, सहायता दी जाती है।

भारत बैंक संघ ने स्पष्ट किया है कि रियायत सभी दी जाएगी यदि ब्याज, अध्ययन अवधि के दौरान चल रहे आधार पर दिया जाता है। इन मुद्दों को निपटाया जा रहा है। XI वीं योजना के दौरान 1080 करोड़ रु. की आवश्यकता का हल इस पूर्वानुमान के साथ निकाला गया है कि ब्याज नियमित रूप से देना होगा न कि पाठ्यक्रम अवधि के अंत में दिया जाएगा। भुगतान की जो प्रणाली सरकार के लिए लाभकारी है वही प्रणाली अपनाई जाएगी।

अन्य पहल

- **शैक्षिक सुधार:** विभाग ने उच्च शिक्षा प्रणाली में विनियामक और शासी संरचना में सुधारों सहित शैक्षिक सुधारों के लिए अनेक कदम उठाए हैं। सूचना के लिए निम्नलिखित मुद्दों पर संक्षिप्त नोट इस दस्तावेज के साथ संलग्न हैं।

- (i) उच्चतर शिक्षा एवं अनुसंधान के लिए स्वायत्त सर्ववैशि प्राधिकरण
- (ii) शैक्षिक अनाचारी के लिए निवारण, निषेध और दण्ड
- (iii) उच्चतर शिक्षा के लिए अनिवार्य मूल्यांकन एवं प्रत्यायन
- (iv) उच्चतर शिक्षा में विवादों के शीघ्र निपटाने हेतु शैक्षिक न्यायाधिकरण
- (v) राज्य विश्वविद्यालयों और कॉलेजों में शैक्षिक सुधार

- **केन्द्रीय शैक्षिक संस्थाओं में अन्य पिछड़े वर्गों के लिए आरक्षण**

संविधान संसोधन (93 वां) अधिनियम, 2005, जिसमें अनुच्छेद 15 में खण्ड 5 को जोड़ा गया है के अनुसरण में, संसद ने केन्द्रीय शिक्षा संस्था (दाखिले में आरक्षण) अधिनियम, 2006 को लागू किया है जिसमें अधिनियम की धारा 4 के अनुसार अधिनियम की अनुसूची में सूचीबद्ध की गई संस्थाओं के अतिरिक्त केन्द्रीय शिक्षा संस्थाओं में दाखिले हेतु अनुसूचित जाति, अनुसूचित जन जाति तथा सामाजिक एवं शैक्षिक रूप से पिछड़े वर्गों/ अन्य पिछड़े वर्गों के लिए सीटों के आरक्षण हेतु विशेष प्रावधान किया गया है।

- अप्रैल, 2008 में माननीय उच्चतम न्यायालय द्वारा स्थगन के अवकाश के बाद तत्काल, सभी केन्द्रीय शैक्षिक संस्थाओं में अन्य पिछड़े वर्गों को आरक्षण के कार्यान्वयन के लिए निर्देश दिए गए हैं। केन्द्रीय शैक्षिक

संस्थाओं में 54 प्रतिशत तक क्षमता को बढ़ाने हेतु वर्ष 2008-09 के दौरान 875 करोड़ रु. भी प्रदान किए गए हैं ताकि अन्य पिछड़ा वर्ग के 27 प्रतिशत आरक्षण के कार्यान्वयन के कारण सामान्य श्रेणी की सीटों की उपलब्धता में कोई कटौती न हो। इस प्रयोजनार्थ वित्त वर्ष 2009-10 के लिए 1033 करोड़ रु. की राशि निर्धारित की गई है।

- उच्चतर शैक्षिक संस्थाओं में संकाय की कमी को पूरा करने के लिए इस मंत्रालय के क्षेत्राधिकार के अंतर्गत केन्द्रीय वित्त पोषित उच्चतर तथा तकनीकी शैक्षिक संस्थाओं में शिक्षकों की सेवानिवृत्ति की आयु 62 वर्ष से 65 वर्ष तक करने के आदेश जारी किए गए थे जिसमें 70 वर्ष तक संविदा आधार पर पुनः रोजगार देने का प्रावधान है। (बशर्ते कि विश्वविद्यालय अनुदान आयोग के दिशा निर्देश के अनुसार रिक्तियां एवं स्कीनिंग व्यवस्था उपलब्ध हो) उच्चतर अध्ययन के केन्द्रीय वित्त पोषित शैक्षिक संस्थाओं में संकाय के लिए संशोधित वेतन ढांचा भी कार्यान्वित किया गया है।
- सभी एन ई आर राज्यों में एक केन्द्रीय विश्वविद्यालय है और एन ई आर के सभी केन्द्रीय विश्वविद्यालयों में इंजीनियरी एवं प्रबंधन पाठ्यक्रम प्रारम्भ करने हेतु विशेष निधियां प्रदान की गई हैं।

तकनीकी शिक्षा

(i) नए प्रौद्योगिकी संस्थानों की स्थापना

60वें स्वतंत्रता दिवस के अवसर पर माननीय प्रधानमंत्री जी की घोषणा के अनुसरण में सरकार ने XIवीं पंचवर्षीय योजना के दौरान हैदराबाद (आंध्र प्रदेश), पटना (बिहार), गांधीनगर (गुजरात), इंदौर (मध्य प्रदेश) तथा मंडी (हिमाचल प्रदेश) में आठ नए भारतीय प्रौद्योगिकी संस्थान स्थापित करने का निर्णय किया है।

हैदराबाद (आंध्र प्रदेश), पटना (बिहार), राजस्थान, भुवनेश्वर (उड़ीसा), रोपड़ (पंजाब), गांधीनगर (गुजरात), में आठ में से छ नए भारतीय प्रौद्योगिकी संस्थानों ने प्रत्येक बी. टेक पाठ्यक्रम में तकरीबन 120 छात्रों के साथ शैक्षिक वर्ष 2008-09 में कार्य करना आरंभ कर दिया है तथा इंदौर (मध्य प्रदेश) और मंडी (हिमाचल प्रदेश) में भारतीय प्रौद्योगिकी संस्थानों ने प्रत्येक बी टेक पाठ्यक्रमों में 120 छात्रों के साथ वर्तमान शैक्षिक वर्ष अर्थात् 2009-10 से कार्य करना आरंभ कर दिया है। मंडी और इंदौर को छोड़कर इन नए भारतीय प्रौद्योगिकी संस्थानों में निदेशकों की नियुक्ति हो चुकी है। प्रत्येक नए भारतीय प्रौद्योगिकी संस्थान हेतु प्रथम तीन वर्षों के लिए प्रत्येक वर्ष 30 संकाय पद संस्वीकृत किए गए हैं तथा वर्ष 2008-09 में प्रत्येक नए भारतीय प्रौद्योगिकी संस्थान हेतु 24 गैर-संकाय पद संस्वीकृत किए गए हैं।

(ii) नए भारतीय प्रबंध संस्थानों की स्थापना

XIवीं पंचवर्षीय योजना में देश में सात भारतीय प्रबंध संस्थान स्थापित करने की परिकल्पना की गई है जिनमें से एक भारतीय प्रबंध संस्थान नामतः राजीव गांधी भारतीय प्रबंध संस्थान, शिलांग, शिलांग में स्थापित किया गया है जिसने अपना प्रथम शैक्षिक सत्र वर्ष 2008-09 से आरंभ कर दिया है तथा शेष छः भारतीय प्रबंध संस्थान तमिलनाडु, जम्मू और कश्मीर, झारखण्ड, छत्तीसगढ़ (रायपुर), उत्तराखण्ड तथा हरियाणा में स्थापित किए जाएंगे। 25 फरवरी, 2009 को राज्य सभा में वित्त मंत्री द्वारा की गई घोषणा के अनुसार राजस्थान राज्य में भी एक भारतीय प्रबंध संस्थान स्थापित किया जाएगा।

मंत्रिमंडल ने 27.8.09 को आयोजित अपनी बैठक में तमिलनाडु, झारखण्ड, छत्तीसगढ़, हरियाणा, जम्मू और कश्मीर, उत्तराखण्ड और राजस्थान में सात नए भारतीय प्रबंध संस्थान स्थापित करने के प्रस्ताव को अनुमोदित कर दिया है।

प्रथम चरण में रायपुर (छत्तीसगढ़), रोहतक (हरियाणा), रांची (झारखण्ड) और तिरुचिरापल्ली (तमिलनाडु) में चार भारतीय प्रबंध संस्थान स्थापित किए जायेंगे जो शैक्षिक सत्र 2010-11 से कार्य करना आरंभ कर देंगे। नीचे दिए गए ब्यौरे अनुसार निम्नलिखित पांच भारतीय प्रबंध संस्थानों के परामर्शदाता पुराने भारतीय प्रबंध संस्थान होंगे:-

- आईआईएम, रोहतक- आईआईएम-लखनऊ द्वारा अनुरक्षित
- आईआईएम, रायपुर- आईआईएम-इंदौर द्वारा अनुरक्षित
- आईआईएम, रांची- आईआईएम-कलकत्ता द्वारा अनुरक्षित
- आईआईएम, तिरुचिरापल्ली- आईआईएम-बंगलौर अनुरक्षित
- आईआईएम, राजस्थान- आईआईएम-अहमदाबाद अनुरक्षित

संबद्ध राज्य सरकारों से परामर्श के पश्चात् भारत सरकार निम्नलिखित स्थानों पर नए आईआईएम स्थापित करना चाहती है:

- आईआईएम, रोहतक - गरनावाथी गांव, रोहतक में 170 एकड़, 200 एकड़ तक बढ़ाया जा सकता है।
- आईआईएम, रायपुर - पोटा और चेरिया गांव, रायपुर में न्यू रायपुर विकास प्राधिकरण के अंतर्गत 200 एकड़
- आईआईएम, रांची - कान्के सर्कल, मौजा, नागरी जिला-रांची में 204.28 एकड़
- आईआईएम, तिरुचिरापल्ली - सुरियुर गांव, तिरुचिरापल्ली तालुका और जिला में 192.35 एकड़

उत्तराखण्ड सरकार ने कुछ जगह चिन्हित की है और मुख्यमंत्री, उत्तराखण्ड से साइट सलेक्शन कमेटी द्वारा निरीक्षण के लिए कुछ नए स्थान देने का अनुरोध किया है।

माननीय मानव संसाधन विकास मंत्री ने 23 जून, 2009 को राजस्थान के मुख्यमंत्री से लिखित में अनुरोध किया कि वह उपयुक्त स्थान पर निःशुल्क 200 एकड़ की जमीन आबंटित करें और उसके लिए दो अथवा तीन उपयुक्त स्थानों का भी सुझाव दें। वर्ष 2009-10 के दौरान आईएफडी, मानव संसाधन विकास मंत्रालय के परामर्श से रायपुर (छत्तीसगढ़), रोहतक (हरियाणा), रांची (झारखण्ड) और तिरुचिरापल्ली (तमिलनाडु) में चार नए आईआईएम स्थापित करने के लिए पहले ही 20.00 करोड़ रूपयों का आबंटन किया जा चुका है।

(iii) नए भारतीय सूचना प्रौद्योगिकी संस्थानों की स्थापना

भारतीय सूचना प्रौद्योगिकी उद्योग की बढ़ती कौशल चुनौतियों तथा घरेलू सूचना प्रौद्योगिकी बाजार प्रगति से निबटने के लिए मानव संसाधन विकास मंत्रालय, भारत सरकार बीस भारतीय सूचना प्रौद्योगिकी संस्थान स्थापित करना चाहता है। हालांकि सभी 20 भारतीय सूचना प्रौद्योगिकी संस्थानों की स्थापना सार्वजनिक निजी सहभागिता द्वारा किए जाने का प्रस्ताव है परंतु पूर्वोत्तर राज्यों जैसे कुछ राज्यों से उद्योग की सहभागिता नहीं प्राप्त होगी अतः प्रस्तावित है कि पूर्वोत्तर में भारतीय सूचना प्रौद्योगिकी संस्थान, पूर्वोत्तर राज्य विभाग के सहयोग से केंद्र सरकार द्वारा स्थापित किए जाएंगे। इस संबंध में एक मॉडल विस्तृत परियोजना योजना आयोग के अनुमोदन हेतु भेजी गई थी। योजना आयोग मॉडल विस्तृत परियोजना रिपोर्ट की मुख्य अवधारणाओं से कुछ शर्तों/टिप्पणियों के साथ सहमत है जिन पर मानव संसाधन विकास मंत्रालय व्यय वित्त समिति ज्ञापन तैयार करते समय विचार करेगा। योजना आयोग की टिप्पणियों को ध्यान में रखते हुए प्रत्येक भारतीय सूचना प्रौद्योगिकी संस्थान की पूंजी लागत 100 करोड़ रु. तक सीमित है जिसमें केंद्र सरकार, राज्य सरकार और उद्योग सहभागी भागीदार होंगे। एक प्रारूप में व्यय समिति नोट तैयार किया गया है तथा टिप्पणियाँ हेतु मूल्यांकन मंत्रालयों/विभागों के बीच परिचालित किया गया है। अभी तक योजना आयोग, विज्ञान और प्रौद्योगिकी विभाग और सूचना प्रौद्योगिकी विभाग से टिप्पणियाँ प्राप्त हुई हैं। वित्त मंत्रालय और सीएसआईआर से टिप्पणियाँ अभी आनी हैं। इस तथ्य को ध्यान में रखते हुए कि व्यय वित्त समिति की बैठक अभी होनी है तथा स्कीम अभी तक अनुमोदित नहीं हुई है अतः उड़ीसा राज्य या प्रत्येक राज्य में एक संस्थान स्थापित करने हेतु स्थान की पुष्टि नहीं की जा सकती। स्कीम को अंतिम रूप दिए जाते ही मानव संसाधन विकास मंत्रालय राज्य सरकार के साथ विचार विमर्श करके निजी सार्वजनिक सहभागिता योगदान हेतु उद्योगों के प्रत्युत्तर के आधार पर स्थान निर्धारित करेगा।

(iv) राष्ट्रीय प्रौद्योगिकी संस्थान

इस समय 20 राष्ट्रीय प्रौद्योगिकी संस्थान हैं जो अगरतला, इलाहाबाद, भोपाल, कालीकट, दुर्गापुर, हमीरपुर, जयपुर, जालंधर, जमशेदपुर, कुरुक्षेत्र, नागपुर, पटना, रायपुर, राउरकेला, सिलचर, श्रीनगर, सूरत, सूरतकल, तिरुचिरापल्ली तथा वारंगल में स्थित हैं। इन राष्ट्रीय प्रौद्योगिकी संस्थानों में से सत्रह संस्थान पहले क्षेत्रीय इंजीनियरी कॉलेजों के नाम से जाने जाते थे। इन क्षेत्रीय इंजीनियरी कॉलेजों की स्थापना केंद्रीय और राज्य सरकारों के संयुक्त तथा सहयोगी उपकरणों के रूप में की गई थी जिनका लक्ष्य तकनीकी रूप से योग्य जनशक्ति की बढ़ती मांग को पूरा

करना था। वर्ष 2003 में सत्रह तत्कालीन क्षेत्रीय इंजीनियरी कॉलेजों को राष्ट्रीय प्रौद्योगिकी संस्थान के रूप में पुनः नामित किया गया था तथा इनका केन्द्र सरकार के पूर्णतः वित्तपोषित संस्थानों के रूप में अधिग्रहण किया गया था और इन्हें समविश्वविद्यालय का दर्जा प्रदान किया गया था। तदनन्तर बिहार इंजीनियरी कॉलेज, पटना, राजकीय इंजीनियरी कालेज, रायपुर तथा त्रिपुरा इंजीनियरी कॉलेज, अगरतला को भी क्रमशः वर्ष 2004, 2005 तथा 2006 में राष्ट्रीय प्रौद्योगिकी संस्थानों का दर्जा दिया गया।

डा० आर०ए० माशेलकर, की अध्यक्षता में गठित की गई उच्च अधिकार प्राप्त समिति की सिफारिशों के अनुसार इस मंत्रालय ने इन सभी राष्ट्रीय प्रौद्योगिकी संस्थानों को इस विधान के तहत लाने का निर्णय लिया है। तदनुसार राष्ट्रीय प्रौद्योगिकी संस्थान अधिनियम, 2007 को अधिनियमित किया गया था और दिनांक 15 अगस्त, 2007 से इसे लागू किया गया था। राष्ट्रीय प्रौद्योगिकी संस्थान अधिनियम, 2007 के तहत इन सभी राष्ट्रीय प्रौद्योगिकी संस्थानों को राष्ट्रीय महत्व के संस्थान घोषित किया गया है। इन सभी राष्ट्रीय प्रौद्योगिकी संस्थानों के लिए प्रथम सामान्य संविधियों को भी अधिसूचित कर दिया गया है और इन्हें दिनांक 23 अप्रैल, 2009 को लागू कर दिया गया है।

10 नए राष्ट्रीय प्रौद्योगिकी संस्थानों की स्थापना

इस समय 20 राष्ट्रीय प्रौद्योगिकी संस्थान (एन आई टी) हैं जो अगरतला, इलाहाबाद, भोपाल, कालीकट, दुर्गापुर, हमीरपुर, जयपुर, जालंधर, जमशेदपुर, कुरुक्षेत्र, नागपुर, पटना, रायपुर, राउरकेला, सिल्वर, श्रीनगर, सूरत, सूरतकल, तिरुचिरापल्ली और वारंगल में स्थित हैं।

मंत्रालय ने 11वीं पंचवर्षीय योजना के प्रावधान के अनुसार 10 नए राष्ट्रीय प्रौद्योगिकी संस्थान स्थापित करने का निर्णय लिया है। इन 10 नए राष्ट्रीय प्रौद्योगिकी संस्थानों में से 6 संस्थानों को पूर्वोत्तर क्षेत्र के अरुणाचल प्रदेश, मणिपुर, मेघालय, मिजोरम, नागालैण्ड और सिक्किम में स्थापित किया जा रहा है; और शेष 6 संस्थानों को दिल्ली, गोवा, पुडुचेरी और उत्तराखण्ड में स्थापित किया जा रहा है। क्योंकि छोटे संघ राज्य क्षेत्रों के लिए राष्ट्रीय प्रौद्योगिकी संस्थानों की स्थापना करना व्यवहार्य नहीं होगा इसलिए यह निर्णय लिया गया है कि दिल्ली स्थित राष्ट्रीय प्रौद्योगिकी संस्थान चंडीगढ़ की आवश्यकता को भी पूरा करेगा, गोवा स्थित राष्ट्रीय प्रौद्योगिकी संस्थान दमन और दीव, दादरा और नागर हवेली तथा लक्षद्वीप की

आवश्यकता को भी पूरा करेगा और पुडुचेरी स्थित राष्ट्रीय प्रौद्योगिकी संस्थान अंडमान और निकोबार द्वीपसमूह की आवश्यकता को भी पूरा करेगा।

इन राष्ट्रीय प्रौद्योगिकी संस्थानों को स्थापित करने के लिए अब मंत्रिमंडल का अनुमोदन प्राप्त हो गया है। अब केन्द्र सरकार तथा सम्बन्धित राज्य सरकारों को आगामी अनुवर्ती कार्रवाई करने की आवश्यकता होगी। संबंधित राज्य सरकारों से पिछले वर्ष के दौरान ही यह अनुरोध कर दिया गया है कि वे इन संस्थाओं की स्थापना के लिए सड़क मार्ग, रेल मार्ग और वायुमार्ग से बेहतर तरीके से जुड़े हुए स्थानों पर उपयुक्त जमीन (कम से कम 300 एकड़) को अभिनिर्धारित करें। राज्यों को इस मुद्दे पर तत्काल कार्रवाई करने की आवश्यकता होगी और यथाशीघ्र इस मंत्रालय को सूचित करने की आवश्यकता होगी।

(V) कौशल विकास की समेकित कार्रवाई के तहत पॉलिटैक्निकों से संबंधित उप-मिशन

इस स्कीम को माननीय प्रधानमंत्री के दिनांक 15 अगस्त, 2007 के स्वतंत्रता दिवस भाषण में व्यावसायिक शिक्षा और कौशल विकास से संबंधित एक मिशन शुरू करने की घोषणा के अनुसरण में शुरू किया गया था। जहां तक उच्चतर शिक्षा विभाग का संबंध है, पॉलिटैक्निकों से संबंधित एक उप-मिशन की व्यवस्था की गई थी जिसके निम्नलिखित घटक हैं:-

1. नए पॉलिटैक्निकों की स्थापना
2. मौजूदा पॉलिटैक्निकों को सुदृढ़ करना
3. सामुदायिक पॉलिटैक्निक स्कीम का विस्तार
4. पॉलिटैक्निकों में महिला छात्रावासों का निर्माण

नए पॉलिटैक्निकों की स्थापना

इस योजना के अंतर्गत देश में 1000 पॉलिटैक्निक खोले जाने का प्रस्ताव है। इन 1000 अतिरिक्त पॉलिटैक्निकों का विवरण नीचे दिया गया है :

300 पॉलिटैक्निकों को राज्य सरकारों/संघ राज्य प्रशासनों द्वारा खोला जाएगा जिसके लिए प्रति पॉलिटैक्निक 12.3 करोड़ रूपए तक भारत सरकार द्वारा सहायता दी जाएगी जिससे सार्वजनिक-प्राइवेट-भागीदारी अथवा प्राइवेट पहल के अंतर्गत नए पॉलिटैक्निक स्थापित करने के लिए शैक्षिक रूप से पिछड़े तथा उन जिलों जहां अब तक कोई सरकारी पॉलिटैक्निक नहीं हैं तथा जहां पॉलिटैक्निक खोले जाना सरल नहीं

है, में पॉलिटैक्निकों की स्थापना पर होने वाली पूंजीगत लागतों को पूरा किया जा सके।

300 पॉलिटैक्निकों को राज्य सरकारों/संघ राज्य प्रशासनों द्वारा सार्वजनिक प्राइवेट भागीदारी के माध्यम से स्थापित किया जाएगा जिसके लिए भारत सरकार द्वारा 3 करोड़ रूपए तक की राशि प्रदान की जाएगी जिससे पॉलिटैक्निक की स्थापना पर होने वाली पूंजीगत लागतों का 1/4 भाग पूरा किया जा सके। इन 300 पॉलिटैक्निकों का चयन राज्य सरकारों/संघ राज्य प्रशासनों, सीआईआई, एफआईसीसीआई, एएसएसओसीएचएम और पीएचडी चैंबर ऑफ कॉमर्स, आदि जैसे विभिन्न औद्योगिक संगठनों के परामर्श से किया जाएगा। प्राइवेट क्षेत्र द्वारा 400 पॉलिटैक्निकों की स्थापना को भी सुविधाजनक बनाने का प्रस्ताव किया गया है।

मौजूदा पॉलिटैक्निकों का सुदृढीकरण

इस योजना के अंतर्गत मौजूदा डिप्लोमा स्तरीय सार्वजनिक रूप से वित्त पोषित पॉलिटैक्निकों की आधारभूत सुविधाओं को निम्नलिखित रूप से स्तरोन्नत करने का प्रस्ताव है (i) आधुनिक उपकरण तथा अप्रचलित उपकरणों के बदलाव हेतु वित्तीय सहायता प्रदान करना (ii) अध्यापन, शिक्षण तथा जांच प्रक्रियाओं में सूचना प्रौद्योगिकी के नियोजन हेतु आधुनिक सुविधाएं प्रदान करना (iii) बुनियादी सुविधाओं का सृजन तथा नए डिप्लोमा पाठ्यक्रमों को शुरू करना। 500 पॉलिटैक्निकों को 2.00 करोड़ रूपए प्रति पॉलिटैक्निक की दर से अधिकतम वित्तीय सहायता प्रदान करने का प्रस्ताव किया गया है।

पॉलिटैक्निकों में महिला छात्रावासों का निर्माण

महिलाओं को पॉलिटैक्निक शिक्षा की तरफ आकर्षित करने के लिए, पॉलिटैक्निकों में महिला छात्रावासों के निर्माण हेतु एकमुश्त वित्तीय सहायता प्रदान करने का प्रस्ताव किया गया है। 500 पॉलिटैक्निकों में महिला छात्रावासों के निर्माण हेतु प्रत्येक पॉलिटैक्निक हेतु 1.00 करोड़ रु. की अधिकतम सीमा के अध्याधीन वित्तीय सहायता प्रदान करने का प्रस्ताव किया गया है।

सामुदायिक पॉलिटैक्निक

“पॉलिटैक्निकों के माध्यम से सामुदायिक विकास” की योजना, जो पहले सामुदायिक पॉलिटैक्निक के नाम से जानी जाती थी, 1978 से जुलाई 2007 तक

669 सामुदायिक पॉलिटैक्निकों के माध्यम से संचालित की जा रही थी। इस योजना की समीक्षा हेतु एक मूल्यांकन समिति का गठन किया गया था। मूल्यांकन समिति ने अपनी रिपोर्ट प्रस्तुत कर दी है तथा 1000 पॉलिटैक्निकों को शामिल करने के लिए एक संशोधित योजना शुरू करने की सिफारिश की है। यह प्रस्ताव किया गया है कि 11वीं पंचवर्षीय योजना की समाप्ति तक यह योजना 1000 पॉलिटैक्निकों के माध्यम से कार्यान्वित की जाएगी।

(VI) आयोजना एवं वास्तुकला विद्यालय

XIवीं पंचवर्षीय योजना में दो एस पी ए (आयोजना एवं वास्तुकला विद्यालय) की स्थापना की गई है। इन दोनों विद्यालयों में से एक-एक विद्यालय विजयवाड़ा तथा भोपाल में है। ये दोनों विद्यालय सत्र 2008-2009 से कार्यरत हैं।

भाषाएं

1. तमिल भाषा संबंधी पहल :

राष्ट्रीय न्यूनतम साझा कार्यक्रम के अंतर्गत भारत सरकार की प्रतिबद्धता के अनुपालन में भारत सरकार ने गृह मंत्रालय की दिनांक 12.10.2004 की अधिसूचना सं. 11/-14014/7/2004-एम.आई.-11 के द्वारा श्रेण्य भाषा के रूप में तमिल भाषा को शासकीय मान्यता प्रदान की गई थी। तदनुसार, तमिल भाषा के विकास हेतु केन्द्रीय योजना स्कीम सीआईआईएल, मैसूर के जरिए मानव संसाधन विकास मंत्रालय द्वारा वर्ष 2005-06 से कार्यान्वित की गई थी। इस योजना के अंतर्गत श्रेण्य तमिल भाषा में विद्वानों के लिए राष्ट्रपति पुरस्कार प्रत्येक वर्ष 8 पुरस्कारों के प्रावधान के साथ वर्ष 2005-06 से शुरू किए गए थे जो इस प्रकार है :-

- 30-40 वर्ष के आयु वर्ग में तमिल भाषा के युवा विद्वानों के लिए 5 पुरस्कार।
- जीवन-काल उपलब्धि पुरस्कारों के रूप में तमिल भाषा के प्रतिष्ठित विद्वानों के लिए 2 अंतर्राष्ट्रीय पुरस्कारों (भारतीय तथा गैर-भारतीय मूल के व्यक्ति) के लिए 1-1 पुरस्कार) सहित 3 पुरस्कार।

वर्ष 2005-06 से 2007-08 के लिए पुरस्कार प्राप्त करने वाले 17 व्यक्तियों की सूची पहले ही भारत के महामहिम राष्ट्रपति द्वारा अनुमोदित कर दी गई है। वर्ष 2008-09 के लिए पुरस्कार प्राप्त करने वाले व्यक्तियों का चयन करने के लिए कार्रवाई की जा रही है।

‘श्रेण्य तमिल भाषा’ को प्रोत्साहित करने के प्रयासों के क्रम में केन्द्रीय मंत्रिमंडल ने 30.1.2000 को आयोजित अपनी बैठक में चेन्नई में केन्द्रीय श्रेण्य तमिल भाषा संस्थान की स्थापना करने के लिए मानव संसाधन विकास मंत्रालय के प्रस्ताव को अनुमोदित किया। तदनुपरांत, मानव संसाधन विकास मंत्रालय ने चेन्नई में केन्द्रीय श्रेण्य तमिल भाषा संस्थान स्थापित करने के भारत सरकार के निर्णय को सम्प्रेषित करते हुए दिनांक 20.2.2008 को एक अधिसूचना जारी की। केन्द्रीय श्रेण्य तमिल भाषा संस्थान ने वर्ष 2008-09 से मानव संसाधन विकास मंत्रालय द्वारा पूर्ण रूप से वित्त पोषित एक स्वायत्त संगठन के रूप में चेन्नई में स्थित अपने कार्यालय से कार्य करना शुरू किया। केन्द्रीय श्रेण्य तमिल भाषा संस्थान की स्थापना से तमिल भाषा के विकास हेतु केन्द्रीय स्कीम केन्द्रीय श्रेण्य तमिल भाषा संस्थान में मिला दी गई है। केन्द्रीय श्रेण्य तमिल भाषा संस्थान

निम्नलिखित मुख्य उद्देश्यों के साथ 21.1.2009 को सोसायटी रजिस्ट्रार, चेन्नई मध्य में पंजीकृत किया गया है :-

- i) श्रेण्य तमिल भाषा में स्नातकोत्तर स्तर पर पीएचडी तथा उत्तर डॉक्टोरल अवार्ड वाले शैक्षिक तथा अनुसंधान कार्यक्रम संचालित करना तथा प्रदान करना।
- ii) विश्वविद्यालयों तथा स्थापित संस्थाओं से प्राप्त अनुसंधान परियोजनाओं में सहायता प्रदान करना और इस प्रकार के प्रासंगिक क्षेत्र अध्ययनों में सहायता प्रदान करना।
- iii) विश्वविद्यालयों तथा स्थापित शैक्षिक संस्थाओं में राष्ट्रीय और अंतर्राष्ट्रीय सम्मेलन, सेमिनार तथा कार्यशालाएं आयोजित करना और इस प्रकार के प्रयासों में सहायता प्रदान करना।
- iv) अनुसंधान अध्ययनों के प्रकाशन में सहायता प्रदान करना।
- v) प्राचीन तमिल रचनाओं के मूल तथा अंग्रेजी तथा भारतीय भाषाओं में इसके अनुवाद के प्रकाशन में सहायता प्रदान करना।
- vi) भारतीय सभ्यता तथा विरासत में द्रविडियन घटक पर बल देते हुए भारतीय संस्कृत के समग्र स्वरूप में अध्ययन को बढ़ावा देना तथा प्रोत्साहित करना।
- vii) श्रेण्य तमिल भाषा में डॉक्टोरल तथा उत्तर डॉक्टोरल अनुसंधान हेतु शिक्षावृत्तियों प्रदान करना।
- viii) श्रेण्य तमिल भाषा के क्षेत्र में उत्कृष्ट योगदान के लिए पुरस्कार शुरू करना।
- ix) भारत तथा विदेशों में श्रेण्य तमिल भाषा शिक्षा को बढ़ावा देना।
- x) श्रेण्य तमिल भाषा से संबंधित सूचना के एक वितरण केन्द्र के रूप में कार्य करना।

तमिलनाडु के मुख्यमंत्री को संस्थान के शासी बोर्ड का पदेन अध्यक्ष पदनामित किया गया है और प्रशासनिक रूप से नेतृत्व निदेशक द्वारा किया जाता है। केन्द्रीय श्रेण्य तमिल भाषा संस्थान की विभिन्न समितियाँ/प्राधिकरण संगम ज्ञापन/उपनियमों के तहत प्रावधानों के अनुसार गठित किए जा रहे हैं और केन्द्रीय श्रेण्य तमिल भाषा संस्थान के लिए अपेक्षित पदों के सृजन हेतु कार्रवाई पहले ही शुरू कर दी गई है।

ग्यारहवीं पंचवर्षीय योजना के दौरान केन्द्रीय श्रेण्य तमिल भाषा संस्थान हेतु 7500.00 लाख रु. का बजट प्रावधान है और 3 वर्षों के दौरान परिव्यय की स्थिति इस प्रकार है :-

रु. लाख में

वर्ष	बजट अनुमान	संशोधित अनुमान	व्यय
2007-08	500.00	500.00	401.00*
2008-09	1200.00	450.00	450.00
2009-10	1500.00	उपलब्ध नहीं	450.00 (सितम्बर, 2009 तक)

* वर्ष 2007-08 के दौरान केन्द्रीय श्रेण्य तमिल भाषा संस्थान पर इस प्रकार का व्यय नहीं किया गया था परंतु सीआईआईएल द्वारा कार्यान्वित तमिल भाषा के विकास के लिए केन्द्रीय योजना स्कीम पर व्यय किया गया था।

2. पाली तथा प्राकृत भाषाओं के प्रोत्साहन हेतु पहलें :

दक्षिण तथा दक्षिण-पूर्व एशिया की येरावाडा बौद्ध संस्कृति तथा आधुनिक विश्व में इसके अन्य रूप अत्यंत शिक्षाप्रद हो सकते हैं। इसके लिए पाली भाषा तथा इसका साहित्य सर्वाधिक प्रामाणिक स्रोत का कार्य कर सकते हैं। भारत सरकार द्वारा 1955 में गठित राजभाषा आयोग ने भारतीय देशी भाषाओं के साथ इसके संबंध को स्वीकार करते हुए संस्कृत, पाली तथा अपभ्रंश भाषाओं के अध्ययन को प्रोत्साहित करने की आवश्यकता पर बल दिया था। मानव संसाधन विकास मंत्रालय ने पाली भाषा तथा साहित्य के अध्ययन के प्रोत्साहन हेतु विशेष प्रयास किए हैं। पाली तथा प्राकृत भाषाओं तथा बौद्ध साहित्य के प्रोन्नयन के लिए राष्ट्रीय संस्कृत संस्थान जो कि मानव संसाधन विकास मंत्रालय के अंतर्गत एक सम-विश्वविद्यालय है, को वर्ष 2008-09 तथा इसके बाद पाली तथा प्राकृत भाषाओं के विकास का कार्य सौंपा गया है।

स्कीम का मुख्य उद्देश्य अन्य श्रेण्य भाषाओं के साथ पाली तथा प्राकृत भाषाओं के साहित्य, पाठ्य, व्याकरण शोध प्रबंधों और दर्शन तथा बौद्ध साहित्य के बीच संबंध विकसित करके दो प्राचीन भाषाओं (पाली तथा प्राकृत) भाषाओं का विकास करना है। आशा है कि इन अध्ययनों से उनके इतिहास के पुनर्निर्माण तथा उनके संबंधों को स्थापित करने में मदद मिलेगी।

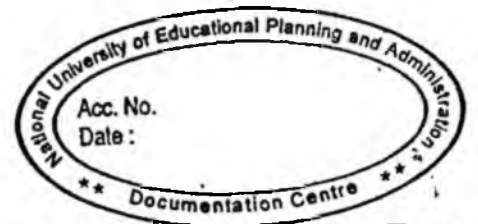
11वीं पंचवर्षीय योजना में स्कीम के लिए 5 करोड़ रु. अर्थात योजना के प्रत्येक वर्ष के लिए 1 करोड़ रु. का आवंटन किया गया था। तथापि जब स्कीम को लागू करने का निर्णय लिया गया था, योजना का प्रथम वर्ष अर्थात 2007-08 पहले ही समाप्त हो गया था। अतः बजट को संशोधित करके 4 करोड़ रु. कर दिया गया था। मानव संसाधन विकास मंत्रालय तथा राष्ट्रीय संस्कृत संस्थान के विशेष प्रयासों से परियोजना में इस वर्ष से तेजी आई है।

राष्ट्रीय संस्कृत संस्थान में पाली के प्रोन्नयन हेतु एक केन्द्र की स्थापना की गई है। भारत सरकार ने भी वर्ष 1996 से प्रत्येक वर्ष पाली/प्राकृत के एक विद्वान के लिए राष्ट्रपति सम्मान प्रमाणपत्र पुरस्कार शुरू किया है। इसमें विद्वान को 50000/- रु. प्रति वर्ष का जीवनपर्यंत वित्तीय अनुदान दिया जाता है। वर्ष 2002 से पाली/प्राकृत के लिए 30 से 40 वर्ष आयु समूह के युवा विद्वानों के लिए एक और वार्षिक पुरस्कार नामतः महर्षि बद्रायण व्यास सम्मान भी शुरू किया गया है। इस पुरस्कार में 1 लाख रु. का एकमुश्त वित्तीय अनुदान दिया जाता है।

राष्ट्रीय संस्कृत संस्थान ने स्कीम के अंतर्गत निम्नलिखित मुख्य कार्यकलापों का प्रस्ताव किया है :

1. अनुसंधान परियोजनाएं चलाने के लिए विश्वविद्यालय अनुदान आयोग के मानदंडों के अनुसार 10 कनिष्ठ शिक्षावृत्तियां तथा 10 वरिष्ठ शिक्षावृत्तियां प्रदान करना। उन्होंने शिक्षावृत्तियों के लिए पहले ही विज्ञापन दे दिया है। वे पाली तथा प्राकृत के लिए एक-एक विकास अधिकारी भी नियुक्त करेंगे।
2. पाली के लिए शिक्षण सहायता तथा अध्ययन सामग्री तैयार करना।
3. पाली के क्षेत्र में अनुसंधान करने वाली संस्थाओं के डाय का मिलान तथा प्रलेखन।
4. 2009-10 तथा 2010-11 के दौरान राष्ट्रीय संस्कृत संस्थान संस्कृत में अनुवाद (छया) के साथ पाली सिद्धांतों के प्रकाशन, पाली व्याकरण, भारत में पाली अध्ययनों की स्थिति रिपोर्ट तथा पाली विद्वानों के राष्ट्रीय तथा अंतर्राष्ट्रीय सम्मेलनों और सेमिनारों के आयोजन संबंधी गतिविधियां करेगा।

राष्ट्रीय संस्कृत संस्थान ने 22-24 सितम्बर, 2009 के दौरान विज्ञान भवन, नई दिल्ली में "पाली साहित्य के विशेष उल्लेख के साथ बौद्ध धर्म का विश्व संदेश" नामक अंतर्राष्ट्रीय सम्मेलन आयोजित किया गया था। सम्मेलन में कम्बोडिया, श्रीलंका, थाईलैंड तथा लाओ एलडीआर के विद्वानों ने भाग लिया।



SCANNED