
SARVA SHIKSHA ABHIYAN

Thirteenth Joint Review Mission

17th to 31st January 2011

Aide Memoire

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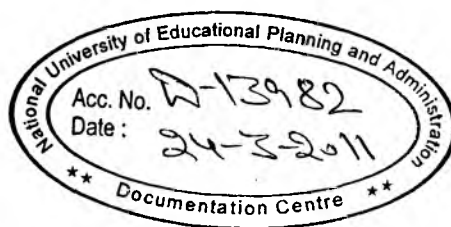
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Acronyms

ABL	Activity Based Learning
ACR	Additional Classroom
ADEPTS	Advancement of Educational Performance through Teacher Support
AG	Accountant General
AIE	Alternative and Innovative Education
ALM	Active Learning Methodology
ASER	Annual Status of Education Report
AWP&B	Annual Work Plan and Budget
BE	Budget Estimate
BRC	Block Resource Centre
BRTE	Block Resource Teacher Education
C&AG	Comptroller and Auditor General
CA	Chartered Accountant
CAL	Computer Aided Learning
CBRI	Central Building Research Institute
CCE	Comprehensive and Continuous Evaluation
CSR	Corporate Social Responsibility
CRC	Cluster Resource Centre
CVC	Central Vigilance Commission
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
DPEP	District Primary Education Programme
DSEL	Department of School Education & Literacy
EA	Environmental Assessment
EC	European Commission
Ed.CIL	Educational Consultants India Limited
EDI	Education Development Index
EDUSAT	Educational Satellite
EGS	Education Guarantee Scheme
EMIS	Educational Management and Information System
EVS	Environmental Science
FM&P	Financial Management and Procurement
GER	Gross Enrolment Ratio
GoI	Government of India
GIS	Geographical Information System
HSS	Household Surveys
HT	Head Teacher
HUDCO	Housing and Urban Development Corporation Limited
IDA	International Development Association
IGNOU	Indira Gandhi National Open University
ILIP	Integrated Learning Improvement Programme
IPAI	Institute of Public Auditors of India
IT	Information Technology
JRM	Joint Review Mission
KGBV	Kasturba Gandhi Balika Vidyalaya
LEP	Learning Enhancement Programme
MAS	Midterm Assessment Survey
MDG	Millennium Development Goal
MDM	Mid Day Meal
MHRD	Ministry of Human Resource Development

MNRE	Ministry of New and Renewable Energy
MI	Monitoring Institutions
MLE	Multi Lingual Education
MoU	Memorandum of Understanding
MS	Mahila Samakhya
NCERT	National Council of Educational Research & Training
NCF	National Curriculum Framework
NE	North East
NER	Net Enrolment Ratio
NGO	Non- Governmental Organization
NIAR	National Institute of Administrative Research
NIG	National Informatics Centre
NPEGEL	National Program for Education of Girls' at Elementary Level
NUEPA	National University of Educational Planning & Administration
O&M	Operation & Maintenance
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
REMS	Research, Evaluation, Monitoring and Supervision
RMSA	Rashtriya Madhyamik Shiksha Abhiyan
SC	Scheduled Caste
SCERT	State Council for Educational Research and Training
SDMC	School Development 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
SRC	School Report Card
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
TSG	Technical Support Group
UC	Utilization Certificate
UEE	Universal Elementary Education
UNICEF	United Nations Children's Fund
UPS	Upper Primary School
UT	Union Territory
VEC	Village Education Committee

SARVA SHIKSHA ABHIYAN
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Introduction

11 *Sarva Shiksha Abhiyan* (SSA) is a comprehensive and integrated flagship programme of the Government of India (GoI) implemented in partnership with the States, 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. Launched in partnership with the State Governments, SSA aims to provide quality education to all children in the age group of 6-14 years. The four SSA Goals are as follows:

- 1.All children in school.
- 2.Bridging gender and social gaps.
- 3.All children retained in Elementary Education.
- 4.Education of satisfactory quality.

12 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.

13 The first JRM was held in January - February 2005. This Mission is the Thirteenth JRM of SSA and was held from 17th to 31st January 2011. The Terms of Reference (ToR) for the Mission and details of the Mission composition are attached at Appendix 1. This Review is based on the evidences from visiting and reviewing the programme in 10 States and analyzing the available documents and discussions with National, State, district and sub-district level functionaries.

14 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. This Mission is the first field based Mission after these developments.

15 The Mission would like to put on record its deep appreciation of the support received from the Department of School Education and Literacy, MHRD, the Technical Support Group (TSG), rational institutions, the entire education departments (State, district, sub-district and school levels) of the ten States which the JRM teams visited. The Mission is grateful to all the above mentioned for the hospitality and support provided during its visit to States.

Mission Objectives

1.6 The main objective of the JRM is to review progress in the implementation of the programme with respect to SSA Goals and agreed indicators, and to discuss follow-up action, including capacity issues. Progress towards the SSA Goals is reported and summarized in the Modified Results Framework (to reflect the extension of SSA to 2012) attached as Appendix 3. This Mission also tried to assess the programme implementation in the light of the revised norms of SSA which have been harmonized with the Right to Education (RTE) provisions. As in the last couple of Missions, this Mission also tried to provide a focused review of quality related issues.

1.7 As in the 12th JRM Aide Memoire, this report is also organized in two parts. In Part I, an overview and summary of the progress achieved in terms of outcome and output indicators and activities are reviewed, and the recommendations are highlighted. Part II provides a detailed goal wise review of the achievements, concerns and recommendations.

Part I. Overview and Summary

2.1 The country is at an interesting juncture in elementary education today. While there is evidence of progress in all SSA goals, there are challenges to overcome in areas related to access, equity, retention and quality. The Right to Free and Compulsory Education Act (RTE) has come into effect from April 2010. The challenge of addressing capacity issues to manage such an ambitious programme must be addressed as a priority in the context of the provisions under SSA incorporated to harmonize with Right to Education. In addition, the different States and districts in this country are at different levels in terms of progress and achievement of SSA goals. The intra-State variations also need further attention. In the first part, an overview of all goals is provided.

Access: The last mile effort needed in primary, and many more at upper primary....

2.2 While the access to primary education is almost universal, the access to upper primary education within the prescribed State norms remains a challenge in a few States. The GER in primary is 115% and the NER is 98%. Despite continuing improvements, the upper primary GER is only 75% and NER, 58%. The low GER and NER at upper primary is partially explained by the fact that in 12 States upper primary is only up to Class VII, so students in Class VIII in these states are not included in the upper primary figures. While the number of OOSC is less than 5% now, the fact that a large number of 11+ years old children are still attending primary (as evident from GER of almost 120% at this stage).

Role of the Private Sector in the context of RTE

2.3 As of today, around 78% of students in elementary education attend either government schools or government aided schools, with the remaining enrolled students attending private unaided schools. While the RTE Act provides for 25% reservation of the seats in private schools for children from economically weaker and disadvantaged sections, this provision will be meaningful only in areas where there are still issues of access, like in the case of upper primary sections. Hence, the provisions under this norm should not be used merely to encourage shifting of enrolments from government to private, especially in States/ areas where government provision

has achieved universal access. Instead, these provisions should be used where there is no more capacity in government schools.

Planning for the urban deprived

2.4 Strategic planning to address the needs of the urban deprived is required at this point. Urban-based micro-planning exercises should be undertaken to assess the need for new schools. The infrastructure of the schools is often in poor conditions, with needs for both minor and major repairs. Urban authorities need to take up more integral coordination with SSA functionaries so that they understand how to use the SSA norms for quality improvements in the schools. The investments in rural areas must also not come at the expense of responding to the increasing challenges of urban areas, especially since the demand for schooling infrastructure in the urban areas will continue to rise with increasing urbanisation. The GOI and States will have to carefully consider how to set priorities for spending in rural and urban areas.

Bridging gender and social gaps: An issue beyond enrolment

2.5 It is really heartening to see that the provisions designed to reach the most vulnerable sections of the society are bearing fruit, as evident from the increased attendance of children from SC, ST, Muslim minority, CWSN, urban deprived and girls. Despite this progress, there is need to move beyond quantitative achievements in enrolling them to school. The data suggests that there is still work to do in retaining these children in schools and ensuring they complete the elementary cycle with the required competencies. There is also a need to address issues of discrimination against these children as well as lack of opportunities to learn outside schools for many of these children. An across-the-board focus on teaching and learning approaches that recognize and respond to the particular need of the child is equally an equity issue.

Ensuring children complete elementary schooling: linkages to quality

2.6 Ensuring that children enroll and stay in elementary education is dependent on a stimulating school environment which is conducive to meaningful learning relevant to child's life. Interventions aimed at preventing drop outs by improving quality should be emphasized. Research evidences suggest that children who are not engaged by teachers and the school tend to drop out faster. Hence there is also a need to look at retention and transition in a more holistic manner. Higher transition from primary to upper primary and graduation from upper primary is meaningless if these rates are preceded by low retention.

Curriculum Reform and Research

2.7 In the light of NCF 2005, the vision of what children should learn, how they should learn and who should provide them that learning experience has undergone tremendous change. While several states have already developed State specific curriculum framework taking NCF 2005 as the benchmark, developed related syllabus and rolled out text books, many other States are in the process of doing the same. There is a need for encouraging the remaining states who have not initiated the process to accelerate development of textual materials which reflect the concerns of the NCF 2005 at the earliest. The States who are currently developing their text books as well as those yet to initiate the process should do it taking into account the diverse contexts of children's indigenous knowledge and environment. The new generation of curricular materials needs to be brought out at the earliest as they are primarily the main quality intervention for teacher support and student learning under SSA.

Quality education is not possible without effective teachers

2.8 Access and equity without quality is meaningless. Transactional methodologies are at the heart of quality teaching and learning. This dimension of reform in teaching learning leaves enough scope for detailed reforms and interventions. The new wave of teacher training needs to address outcomes like all round development of child, learning how to learn and familiarization with the processes like participative learning, construction of knowledge and reflection and innovation in pedagogical practices. Key to this will be teacher educators who are able to 'practice what they preach' – i.e., be able to use (and demonstrate the effectiveness of) student-centred learning approaches in their training of teachers. There is a need to continually research and evaluate teacher education processes to provide the evidence for continuous and systematic improvement. The competence of teacher education programmes at the level of the states requires to be substantially strengthened to perform this role as presently this is a serious lack in the institutional infrastructure available for this purpose.

2.9 Some states have resorted to Open and Distance Learning (ODL) as a modality for training of teachers, both newly qualified teachers and those untrained already in service. While there is strong international evidence that this can be powerful and cost effective means of teacher education, visits to the states suggest that as currently offered this modality is not in conformity with all the tenets of sound teacher education. There are real gains that could be made in the ODL approach by upgrading curricula and better utilization of ICT opportunities such as broadband internet and India's Edusat broadcasting.

2.10 While SSA has no responsibility for matters affecting initial teacher education, it is evident that the quality of teachers has a significant impact on the ability of SSA to ensure good quality education for all children and avoid spending resources on providing basic pedagogical training in new methodologies for in-service teachers. The needs of SSA should inform pre-service training, and for this stronger alignment between SSA and the Teacher Education Centrally Sponsored Scheme should be fostered.

Rationalising the Elementary Cycle

2.11 To realize a functioning education system providing quality education to all, it is important to understand the structure of education cycle also. An important issue in connection with RTE is the structure of the elementary cycle with classes I to V constituting primary and classes VI to VIII as upper primary. Some states still conform to the cycle of classes I to IV as primary and classes V - VII as upper primary. The change to a uniform elementary cycle across the states is necessary to give elementary education a distinct pedagogical character which may facilitate implementation of RTE. However, this issue needs to be dealt with sensitivity which faces significant hurdles beyond the scope of SSA—as is evidenced by the fact that little change has been made in the past 25 years on this issue. However, given its importance, SSA should continue to provide support to States – such as additional classrooms, teachers and teaching and learning materials – to enable them to have a smooth transition from 7 year elementary cycle to 8 years elementary cycle.

Strategic Planning: Planning to achieve the results

2.12 While the SSA has explicitly stated goals, expressed in terms of results / outcomes, the evidence gathered during this Mission was that the planning at decentralized level still remains input and norm driven. While the norms specify activities that are derived from strategies to achieve SSA goals, it is important that the planners and implementers as well as those who monitor the programme have a clear understanding of the organic linkages between inputs, activities, outputs and outcomes, and emphasise that within the norms local actors need to respond to local

needs. Currently the activities implemented under innovation funds have shown their value and so should become part of the mainstream norms. The freed up resources for further innovation should be made available to the States and districts to use at their discretion to develop cutting-edge innovations for their specific contexts.

Using data more effectively for planning

2.13 The importance of data and analysis in informing planning as well as monitoring the progress in implementation of the programme and its outcomes cannot be undermined. Currently, while various types of data is collected, the analysis is limited in nature – either a status picture or a progress picture without disaggregated analysis. In order to develop a culture of analyzing data in a meaningful manner and generating an evidence base to inform planning needs to be fully developed at all levels – national, States, districts and sub-district level.

Promoting linkages to Secondary education

2.14 The success of SSA implementation has meant growing numbers of elementary school graduates seeking secondary schooling. There is now a massive, and in many States unmet demand for secondary education. The *Rashtriya Madhyamik Shiksha Abhiyan* (RMSA) is the GOI's response to this. It is important the national and State SSA and RMSA authorities find mechanisms to share the lessons from the successful SSA implementation. This is especially the case since, during the visits of the Mission, the States requested that RMSA implementation is accelerated to help the States to respond to demand for secondary education places. The Mission is concerned that having different structures and arrangements for SSA and RMSA is likely to lead to confusion at the local level.

Project Management

2.15 The Mission found unfilled posts in many States. One potential solution was found in Bihar which is using private contracting to fill project and short term contract rather than government payroll posts. This requires urgent attention as it calls into question the efficacy of the use of SSA funds. District level FM staffing is a cause for concern since the staffing for certain key states has been low and stagnant for over a year. From the current vacancy status of 54% for select 8 states the vacancy should be constantly monitored and states should be required to submit an action plan in this regard. The action plans should at a minimum reduce vacancies by 10% till July 2011 and by 25% in January 2012.

2.16 There is also a tension between a focus on the distance norms in school building access on the one hand and alternative approaches to guaranteeing access on the other. For example, building larger schools to achieve economies of scale and better teacher utilisation and providing transport or transport subsidies to ensure access from an expanded school catchment. In rural areas, in particular, population movements to cities are likely in the medium term to mean that there is less need for schools in remote rural areas.

2.17 In the earlier years, norms served a very useful purpose. These guided the investment to critical areas, brought in necessary controls, and resulted in equitable distribution of SSA resources within the implementing agencies. However, over the years the norms have also led to the following inefficiencies/ inflexibility in some cases: (a) norms force the entity to spend even if it may not need the funds; had there been more flexibility then savings could be used partly for other purposes as well, (b) norms assume that needs for each implementing entity is exactly the same, and (c) norms increase the workload in terms of flow of funds, record keeping, accounting etc since release under each head have to be tracked separately. MHRD should set up a team to look at ways to increase the

flexibility that States have in the use of resources, while maintaining clear reporting on proper end use.

Recommendations

Goal 1

- MHRD and States (and if wherever there is a capacity, at district level also) should bring out: (a) a dissemination plan to increase awareness about RTE provisions and the harmonization made to SSA norms; and (b) a staff development plan (for staff at various levels), including leadership training to strategise capacity building of staff in order to facilitate better implementation of SSA.

Goal 2

- Differentiated strategies related to the specificity of the State and its context need to be developed and reflected in AWP&B to ensure impact.
- Exchange of effective practices and convergence of learning among schemes focusing on girls issues at school, cluster and block levels within the State or with other States.
- Set up monitoring and accountability mechanisms of gender and social exclusion at different levels, notably regarding School Management Committees (SMC) composition, SMC and Local Authorities (PRI) capacity building and sensitization, under the RTE.
- Social audits should report on the practices inside the schools and classrooms and gender based discrimination should become an integral part of the social audits processes. This is a role for NCPDR.
- To strengthen KGBVs autonomy of financial and personnel management is recommended. A cadre of residential teachers and training programme management and pedagogic requirements of a residential school, its challenges and opportunities needs to be undertaken.
- Efforts to address specific issues on discrimination and exclusion (and their social and historical causes) within the schooling system are welcomed and the results of ongoing studies on the subject should be shared in the next JRM.
- States who are reviewing their curriculum and textbooks in the light of NCF 2005, should in particular pay attention to ensure that discrimination of any type is eliminated from the content of textbooks and other learning materials and indigenous knowledge is included.
- Teacher training should ensure that teachers are sensitized on the issue of overt and covert in-school discriminatory practices that have adverse effects on children belonging to disadvantaged groups.
- Community mobilisation should be strengthened to build better connections with the community. Focused intervention for caste groups and with interesting methodology should also be taken up, with particular attention on remedial classes.
- Further work needs to be done to take forward the recommendations of the Sachhar Committee Report to address the issue of Muslim children's education, and States should include regular reporting of progress made. The effects of the interventions for minority students need to be tracked separately to assess impact on attendance and achievement both.
- The Metro city plans for the urban deprived need to be completed and operationalised and the progress made should be reported in the next JRM. The use of the Innovation fund for addressing emerging urban areas should be promoted.

- Training of teachers and other professionals not only to identify CWSN but also to ensure their capacity to monitor regularly and continuously the children once mainstreamed in regular schools. In that context, it is suggested to co-ordinate with the Rehabilitation Council of India (RCI) and NCTE to plan and organize teacher education to better respond to inclusive education needs.
- SMC members could also be sensitized on the CWSN issues and involvement of NGOs in IE programme should be further promoted.
- Mainstreaming CWSN children in the school settings with adequate support.
- For effective planning a trans-disciplinary District Resource Group is necessary. This requires an intrinsic part of the pedagogy unit, where many of these principles of enabling children to become independent in the different domains need to be absorbed by mainstream classroom practices.
- Inclusive design principles for developing and renovating existing schools (classrooms and toilets) need to be carefully thought through by the states in convergence with their whole school development planning. A prototype of a barrier free toilet (boys and girls) be developed and provided for by the states.

Goal 3

- States should analyse the available data to identify the risk factors associated with those who drop out, including acquisition of skills and competencies, so as to address the risk factors directly in order to enhance retention.

Goal 4

- The quality of illustrations and design needs further attention and improvement in general. The Mission feels that States should consider spending more in the short run to acquire higher quality and longer-lasting books, in order to enhance the learning for children and save money on re-printing costs. There are resources available through SSA for these additional costs if States can demonstrate need. The Mission was happy to find that text books in Jharkhand State are all laminated lending to their quality and longevity. With higher quality books and a system of book sharing this could significantly reduce the unit cost of textbook provision.
- The relevance of available learning materials to the imparting of the curriculum needs to be made explicit to all teachers via teacher guides and training. It should be clear to the teacher where and how new learning materials should be deployed to further enhance the learning experience. The importance of display of children's work needs to be emphasised and included in all trainings. Provision of facilities for display of children's work and wall news papers need to be included in the overall planning for quality.
- The absence of storage space needs to be addressed; States can use the guidelines already issued. Guidelines for appropriate classroom furniture need to be developed urgently and designs and materials guidelines sent out to states.
- SSA authorities review the degree to which existing norms allow for innovation.
- Central authorities provide more comprehensive guidance based on existing international experience on the introductions of computers into schools.
- Build computer 'literacy' amongst teachers as a precursor to introducing computers into schools by equipping DIETs and BRCs along with appropriate support materials and

training. Where possible the power of ICT could be massively enhanced by including broadband internet connection.

- It is necessary to explicit link curriculum goals to computer based activities and content are compliant with the NCF 2005 and that can be completed by the student. This requires appropriate teacher training that facilitates integration of the CAL programme with curricular requirements.
- SSA may get the CAL programme reviewed to examine its alignment with NCF 2005 provisions and credo.
- In-service training should be designed and organized in such a fashion that each training builds upon the previous one.
- Development of a core resource group of the teachers themselves to undertake training of other teachers at district and sub-district levels.
- CRCs be freed from non-academic tasks so that they can provide on-site support to teachers
- CRCs need further training on providing effective support to schools, in terms of school visits, visit reports, follow up mechanisms etc.
- Equipping BRCs and CRCs with teacher libraries and TLMs and other support mechanisms for enhancing the quality of academic programmes Targeting and modality
- Better targeting of training is required to respond to needs as identified by teachers or to remediate learning areas which assessment indicates are poorly understood.
- A transformation of training approaches used by teacher instructors is needed so that it more closely models the pedagogy expected to be demonstrated by teachers in the classrooms (i.e. teacher educators should be able to practice what they preach).
- The importance of school leadership training and mentoring warrants greater attention with targeted programmes for existing and aspiring school leaders.
- The design of sample surveys of learning outcomes needs to be rationalized. As stated by the 12th JRM, a variety of learning assessment studies should be considered.
- The emphasis in all results presentations should be on variation within states along several dimensions and not on the rank ordering of states by average scores.
- Relevant and meaningful designs for instruments that cover co-scholastic attributes of students should be developed and trialled at the school level. These should build on the process indicators already developed in various states. Survey designs that are feasible should be proposed and discussed at various levels.
- Training of teachers and teacher educators in preparation of test items and other diagnostic tools appropriate for moving to the CCE mode through a transition that is gradual but effective.
- Programmes for teachers and teacher educators on awareness of the distinction between generic principles of CCE and flexible local practices and techniques of testing.

Programme Management

- To ensure smooth functioning of the SSA programme at various levels: (a) making the job conditions and remunerations attractive enough to get the better quality people in the State; (b) ensuring a minimum tenure to all the resource persons/ experts and functional

staff; and (c) providing training not only in the functional area, but also in terms of leadership and team functioning.

- In order to improve the data collection at school/ cluster / block levels, the Mission recommends that the States devise a strategy to: (a) identify the most important data that needs to be collected regularly and rationalize the number of information to be collected (even in DISE); (b) train staff to analyse data meaningfully at various levels; (c) devise a strategy to disseminate the analysis; and (d) use the data effectively for planning purpose.
- Researches should be encouraged, but should also be provided with clear guidelines and training on methodology. It is also recommended that there is a meta-study of the research conducted so far to identify those findings which have a solid evidence base and which can inform policy and good practice so that this can be disseminated more widely.
- State/ districts/sub-district functionaries are trained about using inputs in such plans and activities that result in outputs and outcomes.
- SSA looks at these issues and redefine the SFDs, especially in the context of RTE provisions.
- The SSA programme needs to give more attention to enhancing participation of community members, particularly in whole school development. This attention would range from a focus on the formation of the SMCs in schools, SMC training on RTE, access to funding and the management of VEC/SMC accounts to innovative mechanisms and practices that are ensuring or promoting community partnerships in the monitoring and management of programs for girls, minorities, urban slums and CWSNs.
- States should be encouraged to use part of the Innovation Funds to enable NGO/CSOs and SMCs to establish new partnerships in order to meet the specific needs of different communities.
- The States and the GOI need to document the best practices in SMC functioning and share it with all SMCs and, further, that proactive means are found to facilitate schools/districts to support and disseminate best practice. This documentation would include: lessons learnt with regard to community mobilization (including training and delivery), participation (including the roles of the Panchayat and the PRIs relationship with the VEC/SMC), and management (composition and ability to handle the work/monitoring roles as envisaged in RTE including critically matters pertaining to the management of the school grants).
- Utilize existing playgrounds or cultural facilities shared across multiple schools. In addition, land of other educational bodies like teacher's colleges can become a land and sports/cultural facility resource for local schools.
- Provision for transport being provided to enable student access despite larger traveling distances.
- Ensure any new building has the capacity for vertical expansion as necessary in the future, i.e. foundation strength, planning for a connecting passage for classrooms on the upper floor, and an appropriate space for the staircase. This will help accommodate additional students without need to demolish and rebuild. Possibility for vertical expansion would add a certain amount to the unit cost which may require States to adjust their Schedule of Rates accordingly. Most importantly, a mechanism which effectively conveys the inbuild scope for vertical expansion into the future with a reasonable degree of assurance is important.
- Simpler policy and procedures for taking down old and dilapidated construction are need to help rejuvenate campuses if buildings are beyond major repair.

- GIS based physical mapping of schools needs to be linked with other child tracking systems to rationalize the need for new schools and expansion of existing schools. Flexible methods of space sharing and vertical expansion must be developed for effective utilization of the existing resource.
- Allocate some funds for innovation in civil works for developing attractive built forms, using improved or alternative building materials & providing spaces for cultural activity like stages and open air amphitheatres.
- Promote the effective usage and visibility of teaching learning materials through appropriately sized and inbuilt storage and display areas within the classroom.
- Ensure all weather classrooms to make them comfortable and usable throughout the year through provision for insulation, energy efficient lights and fans and by ensuring adequate daylighting
- Service provisions like drinking water and toilets, although present in most schools needs to be upscaled as per no. of students enrolled and made both operational and hygienic
- School physical mapping to include making comprehensive organized school campuses, training of the staff carrying out data collection, enabling future inputs like additional classrooms, appropriate sloped Ramps, Plinth connectivity of various rooms & Staircases into a Whole school plan for future development.
- District Level FM staffing: District level FM staffing is a cause for concern since the staffing for certain key states has been low and stagnant for over a year. From the current vacancy status of 54% for select 8 states the vacancy should be constantly monitored and states should be required to submit an action plan in this regard. The action plans should at a minimum reduce vacancies by 10% till July 2011 and by 25% in January 2012..
- A preliminary report on the implementation of accounting software in States should be given during the July 2011 JRM and all ten states brought on board by January 2012 JRM..
- GoI to seek clarifications from SSA MP for not following the SSA FM&P requirements and take decisions whether the claims for procurement since the amendment to FM&P Manual will be permissible for reimbursement. GoI may also issue further clarifications on applicability of the procedure to all agencies involved in procurement in states.
- The Mission feels it is time to carry out a critical review of the procurement planning and monitoring process and how this get integrated to project management process. GoI and TSG need to orient the state teams on the usefulness of the plans and its role in project monitoring. It is recommended that periodic review require states to link the physical and financial progress details to procurement plan progress.
- GOI shall expedite the development process and start piloting the procurement MIS in at least 3-4 states by the next JRM.
- GoI to commission a group of text book developers, printing technologists and procurement experts to review and develop a model specifications for paper, printing qualities and binding requirements for text books to be procured under SSA.
- States to undertake pre-Delivery and post-Delivery Inspection of text books.

Part II. Detailed Goal wise Review

4.1 In this section, the progress in outcomes and interventions specific to each of the SSA goals is taken up for detailed review. In addition, a detailed review of programme management and financial management and procurement is also carried out. Under each goals, specific recommendations are also provided.

Goal 1 – All children in school

Progress in Access

4.2 The Mission appreciates the progress that most States have made in achieving its access-related goals, reducing out of school children and increasing enrolments into schools. This is being achieved through the opening of new schools, construction of additional classrooms, hiring of new teachers, upgrading of EGS centres to schools, and through special interventions aimed at urban, SC/ ST/ Muslim/ girls and Children with Special Needs (CWSN).

4.3 Table 1 shows the progress in elementary school education in the country from 2005-06 to 2009-10. The progress is particularly impressive at upper primary level.

Table 1: Access and Enrolment		
	2005-06	2009 - 2010
Primary Enrolment	124 million	133.4 million
Upper Primary Enrolment	43.6 million	54.4 million
Elementary Enrolment	168 million	187.8 million
GER Primary	103%	115.6 %
NER Primary	84.5%	98.2 %
GER Upper Primary	59.2%	75.8 %
NER Upper Primary	43.1%	58.2 %
Elementary Enrolment in government schools + aided schools	126 million	146 million
Out of School Children+	13.4 million	8.1 million

Source: DISE, IMRB survey of OOSC

4.4 Almost all States have improved physical access in terms of enrolling children to a school. However, access to upper primary stage, within their defined norms, is still a concern in many States. In the context of RTE, the issue of upgrading EGS centres to Primary Schools and Primary Schools to Upper Primary Schools needs to be completed.

4.5 DISE Statistics shows that enrolments at elementary level have increased from 168 million in 2005-06 to 187.8 million in 2009-10. In 2005-06, 125.7 million were attending government schools. In 2009-10, 131 million were attending government schools. In addition, another 17 million were attending government aided schools. Thus a total of 78% of all children in elementary school were benefiting from SSA interventions. Another 40 million were attending private schools.

4.6 GER at primary level is high at 115% which indicates presence of over-age and under age children possibly due to early and late enrolment or repetition. Research suggests that these children are likely to drop out sooner than later. The growth in primary enrolment has slowed down particularly in AP, MP and Maharashtra. This is to be expected as the number of out of school children reduces, and the primary NER nears 100%.

4.7 The GER at upper primary level is low but shows improvement over past years. NER is a cause of concern across all States. It varies from 45% in UP, and AP (59%) to 91 per cent for Tamil Nadu and Himachal (81%). It is evident that more children are entering the system but many are not progressing through the system. This is also a result of different States having different ages at entry (for example, earlier, Karnataka's age at entry was below 6 years). Therefore, this is an unfinished access agenda and requires priority attention.

4.8 In recent times, the enrolments in private unaided segments also show an increase, indicating the preference for private schools and English medium schools by parents. As per the RTE norms, 25% of seats are expected to be reserved for disadvantaged children and those from weaker sections in private unaided schools. The implication of this provision needs to be carefully examined at both national and state levels as States have yet to develop their policies in this area, especially as the situation regarding private unaided schools varies considerably by States.

Out of School Children (OOSC)

4.9 It is noted that there has been a significant decline in the number of OOSC in the 6 -14 age group in India. Enrolments in both primary and upper primary continue to reflect the improvements resulting from a reduction in OOSC. According to the IMRB study, the number of OOSC is 8.1 million in 2009, a reduction of 5.3 million children from the number reported in 2005.

4.10 Positive downward trends in reduction are observed in all categories (boys, girls, ST, SC and Muslim children). This declining trend in the number of OOSC was corroborated during the field visits in most of the States JRM visited. In the context of RTE and the revised SSA framework, these social groups will require special attention to reduce their representation among OOSC. In order to include all the OOSC in the education ambit and also reach the last mile child, States have undertaken a range of initiatives.

4.11 ***School mapping and Social mapping exercises*** have been initiated/ undertaken in many States, including using GPS exercise to track OOSC. For example, Manipur has initiated a GPS exercise in four districts to map unserved habitations. Maharashtra has developed and piloting an *Online Child Tracking System* for tracking out-of-school children. School mapping is in progress in Orissa for tracking out-of-school children. Community sensitization programs are being taken up to bring the OOSC into schools. States like Orissa have developed an innovative system to track child's retention in school and the database is updated every year and followed up by VECs. In the event of a child dropping out of school, *Meena Manch* members follow up with the family and visit the child to encourage him or her to return to school. Madhya Pradesh has also developed a comprehensive registration system for OOSC with their detailed profiles.

4.12 ***Provisions for enrolling OOSC into regular schools:*** RTE mandates require the upgrading of all the 8499 existing EGS Centers to regular schools over a two year period. All Education Guarantee Scheme (EGS) and Alternative Innovative Education (AIE) Centres have been phased out in Maharashtra. Almost all States have proposed to upgrade EGS centres to Primary Schools and Primary schools to upper primary schools. This would need to be done in a phased and a planned manner. In addition, provisions are also made for residential and non-residential bridge courses for children. Almost all States have enrolled OOSC in NRBC or RBC. For instance, Bihar has 21 Residential Bridge Course (RBC) Centre operational for Minority Children in 11 Districts for 6 months. The State also has 8,000 children covered under 30 day's residential bridge course. Karnataka has undertaken several initiatives that include, *Chinnar Angala* Residential and non-Residential Bridge Courses, Mobile Schools, Tent Schools, AIE Schools, feeder Schools etc. However, the concept of Special Training as defined by RTE needs to be clearly understood. Many States are

still talking about mainstreaming these children, which special training courses are for those who are enrolled in mainstream schools but need additional support. The supplementary outlays provide for transport facility to 5.41 lakh children. Karnataka and UP provided transport facilities to urban children in slums (mostly drop out children) who have been enrolled in schools or vocational skill development workshops for minorities. In Allahabad city, 2000 such children are enjoying the benefits of school transport.

4.13 **Worksite schools for Migrants:** AP has mobilized NGOs to establish schools at worksites for children of migrant, families and their children live. About 2000 worksites were identified and SSA provided teacher with materials and money to cater to the needs of these children. As for children without adult protection, AP has invested resources to set up mechanisms to identify children at bus and train stations. The Mission appreciates the involvement of SSA in this initiative.

Concerns and Issues in Access

4.14 At State/ district/ sub-district/ grassroots levels, more support is needed to develop an understanding of what RTE provides and the associated vision and sensitivity, especially with respect to the issues related to out of school children, gender, and other social groups. In particular, it is a challenge for States to devise targeted strategies to bring back to school children belonging to excluded groups like migrants, urban poor, Muslims, SC and ST, in particular. Other related issues that need attention include development of special materials for these children and recruitment and training of specially engaged teachers to address the issues of special training.

4.15 To improve access to elementary schools as per RTE norms, strategy for upgrading of EGS centres to Primary Schools and Primary schools to upper primary schools would require systematic planning. States may need to develop strategies for doing it in a phased manner.

4.16 While States have reported that SDMCs have been formed in all schools, the Mission found that in some places, old VECs have been renamed as SDMCs and they are unaware of RTE, their roles and responsibilities etc. Training is also needed on the role of SMDCs in addressing the needs of OOSC.

Recommendations

4.17 While there are various types of data available on the number of OOSC as well as the number in school (by type of school, disaggregated by gender and social groups), accuracy and full use of data for monitoring the outputs and outcomes as well as for informing the planning process seems to be less developed at State, District and Sub-district levels. While access goals are being met, it is necessary to now focus on age appropriate enrolments in neighbourhood schools. States should now be encouraged to focus on the last mile issues regarding access and equity, the issue is the concentration of OOSC in certain pockets – in a few districts, and within few districts in certain blocks. This means any effort to improve the situation requires highly contextual interventions.

4.18 In the context of the above concerns, the Mission recommends the following:

- MHRD and States (and if wherever there is a capacity, at district level also) should bring out: (a) a dissemination plan to increase awareness about RTE provisions and the harmonization made to SSA norms; and (b) a staff development plan (for staff at various levels), including leadership training to strategise capacity building of staff in order to facilitate better implementation of SSA.

Goal 2: Bridging Gender and Social gaps

4.1 The 13th JRM acknowledges the significant progress made by the States in addressing issues related to gender and social inclusion, especially in the context of RTE. The general trends in indicators related to bridging gender and social gaps are positive. However, provisions for improving girls and disadvantaged children's participation in education should be further enhanced with a focus on quality and therefore, on its impact and functionality.

4.2 The Mission acknowledges the increasing rigour with which MHRD and States are approaching to the issues of bridging gender and social gaps and focusing on different forms of inclusiveness in access. While MHRD identifies two types of physical access issue – (i) lack of physical access and (ii) poor quality of existing physical access, the third category of lack of inclusiveness is related to social access. The challenges in terms of social access include the following: (a) those relating to family and community (economic deprivation, pattern/ standards of Living, social marginalization, cultural / traditional values), (b) administration (inadequate understanding of problems of first generation school goers and subtle discrimination), (c) curriculum (relevance of content, use of mother tongue, stereotypical notions on gender and social issues, lack of appreciation for diversity as a resource, inflexible assessment systems), (d) teachers (classroom alignment, classroom practices); and (e) peers (sensitisation on constitutional and human values). SSA efforts in the last couple of years have been especially informed by these understanding of social barriers and aimed at addressing these issues.

4.3 Since SSA is the vehicle for implementing RTE provisions, gender and social gaps needs to be addressed within a holistic and more comprehensive reform framework within the programme. Its translation into new guidelines and norms, and forthcoming activities such as workshops, monitoring or tracking systems are noteworthy.

Gender

4.4 The Mission appreciates the steady advancement in all States visited towards bridging gender gaps. It is important that gender gaps need to be addressed in the context of the general adverse sex ratio prevailing in most States in the country. SSA, over a period of time, has been able to address the issues relating to the education of girls in an effective manner. Girls' share in elementary schools now reflects their share in population.

4.5 According to DISE figures 2009-10, the gender parity index is 0.94 at the primary level and 0.93 at the upper primary level. The percentage of girls in out-of school category has declined from 7.9 % (2005) to 4.6% (2009). Particularly noteworthy is the progress made by some of the States with more challenging circumstances. For example, in Orissa, gender gap in primary enrolment has come down from 3.17% in 2008-09 to 2.78 % in 2009-10.

4.6 The JRM notes progress of several strategies for improving girl's participation in schooling. These include (a) provision of girls' specific facilities and female teachers; (b) providing incentives such as uniforms, free text books, transport and bicycles; (c) girls empowerment initiatives under NPEGEL; and (d) girls' residential schools such as KGBV. These strategies have resulted in more girls attending government schools and improving the gender equity in these schools. This however is reinforced by the fact that in many States the proportion of boys is higher than that of girls in private schools.

4.7 KGBV programme has undoubtedly contributed to the process of bringing back girls who were dropouts at upper primary level, as acknowledged by all State reports. In addition to regular teaching in scholastic areas in these residential schools, girls are also given training in various non-scholastic areas such as karate, cycling, yoga in some states and vocational training, such as sanitary napkin making, embroidery, stitching, knitting. However, some of these vocational trades need to move away from gender stereotyping. In that context, the innovative vocational trainings provided in AP, Jarkhand and Orissa could be looked at as good practices. KGBVs have expanded to enroll more girls, for example, in 2009-10, around 2.3 lakh girls were enrolled in KGBVs which increased to 2.5 lakh girls in 2010-11, an increase by 20,000 more girls. KGBVs have been able to attract disadvantaged girls from their communities: in SC-dominated areas, 41% of enrollments are from the SC community, in ST-dominated areas, 66% from ST community, and in Muslim-dominated areas, 25 % from Muslims. These figures indicate a considerable improvement in all these groups as compared to 2009 figures, respectively 27%, 29% and 7.9%.

4.8 KGBVs may have started off with the primary purpose of getting out of school girls back into education, but they have become one of the most successful and celebrated programmes at keeping girls in school. In the context of the RTE, the programme is set for a significant expansion, but States should consider the role that KGBVs play in helping girls transition successfully to mainstream schools at the end of elementary education (or indeed before).

4.9 As regards management, the Mission notes that the limitation of financial powers to the Wardens affects the efficiency and the independent functioning of the KGBVs as an institution. In addition, the management of KGBVs needs to move more closely to the SSA model, with the establishment of monitoring committees at these schools. The mission notices that there is an important overlap in the issues of girls between NEPEGEL and KGBVs.

4.10 The NPEGEL programme covers Educationally Backward Blocks (EBB). At present, 1.70 crore girls are targeted in 429 districts and 40,384 model cluster schools are operational. Under this scheme, so far, 26,838 additional classrooms have been constructed, 25,593 girls toilets and 37,435 drinking water facilities provided. In addition, 2525 ECCE centres are operational under the scheme, covering 54,700 children. The NPEGEL programme ensures targeted resources through a variety of strategies (free textbooks, girls' toilets, bicycles, bridge courses, gender sensitization of teachers, innovations etc) which contributed to the significant progress in the area of girls' education.

4.11 To enhance the efficacy of KGBV and NPEGEL programmes, both schemes should be rendered more flexible to be integrated in a wider perspective of "Quality with Equity". Monitoring and impact evaluation of the schemes must be carried out leading to revision of plans at the block level. The Mission acknowledges the efforts made by MHRD to pull out best practices from the States. The Quarterly Workshops as also Education Secretaries Conferences conducted by SSA/MHRD provide a forum for exchange of best practices in the States. Comprehensive review is needed to collate good practices from different States as well as strengths and weaknesses in the light of SSA transformation to implement the RTE.

4.12 In that context, certain of the following issues could be considered: (i) States should ensure that KGBVs having access to other interventions provided under SSA; (ii) allowing KGBV to have flexibility in choosing subjects (vocational) and promote innovative courses (iii) possibility of expansion of KGBVs to reach all backward districts; (iv) systematically tracking the progress of KGBV graduates at secondary level and beyond to understand the longer term impact and cost-effectiveness of KGBV schooling; and (v) avoiding duplication or overlap of initiatives under NPEGEL and KGBV.

4.13 **Meena Manches** have also been a great motivating factor in bringing and retaining girls in schools. Girls who are part of Meena Manch contribute to bringing out of school child labour back into school, stopping child marriages (Bihar, UP, Karnataka). Although, the initiative could be further strengthened to link with concrete issues in the daily live of girls such as enrolment, drop out, and social matters which discriminate girls. The Mission would like to highlight one good practice from Maharashtra: *Meena Manch was found to be active and powerful. They took up important activities like arresting dropouts through vigilant follow-up with the community and school attachments. Attendance was being monitored by the girls themselves through extremely interesting and innovative ways. 88,000 Meena Manchs have been established and 10,353 out-of-school girls have been enrolled in regular schools.*

4.14 The Mission is happy to be informed that MHRD has recently commissioned a study on Exclusion and Inclusion in six States including gender-related discrimination. The study to be conducted by NGOs working in the field of gender and caste is expected to provide useful information for planning to bring the remaining out-of-school girls to school.

Recommendations

4.15 The Mission recommends:

- Differentiated strategies related to the specificity of the State and its context need to be developed and reflected in AWP&B to ensure impact.
- Exchange of effective practices and convergence of learning among schemes focusing on girls issues at school, cluster and block levels within the State or with other States
- The Mission reiterates the recommendation to set up monitoring and accountability mechanisms of gender and social exclusion at different levels, notably regarding School Management Committees (SMC) composition, SMC and Local Authorities (PRI) capacity building and sensitization, under the RTE
- Social audits should report on the practices inside the schools and classrooms and gender based discrimination should become an integral part of the social audits processes. This is a role for NCPCR.
- To strengthen KGBVs autonomy of financial and personnel management is recommended. A cadre of residential teachers and training programme management and pedagogic requirements of a residential school, its challenges and opportunities needs to be undertaken.

Scheduled Castes (SC), Scheduled Tribes and Muslim Minority

4.16 It is heartening to note that the educational aspirations of the children from the SC, ST and minority groups have found some expressions through the expansion of SSA. The shares of SC and ST children in primary and upper primary enrolments are now commensurate with their respective shares in population. (The details are available in Annex Results Framework).

4.17 As per the DISE data of 2009-10, there are around 37 million SC children (out of which around 18 million are girls), out of which 26.3 million are attending primary grades while around 10 million are attending upper primary. Similarly, 20 million tribal children are currently pursuing elementary education, out of which 15 million are in primary grades while the rest, in upper primary. Around 79 million children attending elementary grades are from Other Backward Castes

(OBCs) and around 23 million are from Muslim community (in some States, some Muslims are categorised as OBCs). Around 17 million (or 73% or around 3/4ths of all muslim children) attend primary grades while the rest 6 million attend upper primary grades.

4.18 The Mission had an opportunity to understand more about some of the interventions to reach out to the SC and ST children in several States visited. In table below, a few interesting interventions aimed at SC, ST and Muslim minority children's education are reported:

Table 2: Interventions for SC, ST and Muslim minorities in states visited by the Mission		
Scheduled Caste		
Areas	Interventions	States
Access	Escort facility (Tola Sewak) for Mushar children	Bihar
Quality	Bodhi Vriksha (Reading improvement prog at primary stage)	Bihar
Innovation	Bal choupal, Pehcha, Eco-Tourism, Parakh, Radio Programe, Srajan	Uttarakhand
	Incentives to meritorious students	U.P.
OoSC	Utpreran- Special RBCs	Bihar
Community involvement	Environment building and empowerment program for Mushar community	Bihar
Scheduled Tribes		
Areas	Interventions	States
Quality	Appointment of Vidya volunteers in tribal schools, provision of MLE books	A.P.
	Bilingual dictionary in tribal language, preparation of curriculum and learning materials by involving tribal teachers with support of MLE experts	Jharkhand
	Training of BRC/CRC on MLE Scaling up MLE schools, orientation of teachers on MLE	Orissa
Access	Relaxation in norms for opening primary schools in tribal areas	A.P.
Community mobilization	Badi-Bata- massive enrollment drive	A.P.
	Jati mahasabhas	Orissa
Innovation	Activity study centres in selected slums and in ST concentrated areas	Maharashtra
Muslim Minorities		
Areas	Interventions	States
Access	Providing Bus passes to the upper primary students in urdu schools	Maharashtra
Quality	Parent's awareness program	Karnataka
	Block level seminars on science & technology for Muslim children	Karnataka
	Formulation of a committee to select Urdu books to reading practices, articles by Muslim children in Hindi newspaper on different aspects	Bihar
Innovation	Supply of computer sets and educational CDs to Urdu medium schools	Maharashtra
	Life skill development program	UP, Bihar
	Child cabinet, Documentation and Translation of Dalit children's' folklore	Orissa

4.19 The range of interventions covering all goals of SSA shows the comprehensive manner in which equity issues are addressed by the States. What is important at this stage, especially when SSA has almost had a decade of existence and the onset of RTE is a reflection on these varied interventions so that the gaps in these strategies could be identified as well as further innovations could be brought in.

4.20 It is really heartening to see that the provisions reach the most vulnerable sections of the society are fruitful, as evident from the increased attendance of children from SC, ST, OBC and Muslim minority. Despite this progress, there is need to move beyond quantitative achievements in enrolling them to school. The data suggests that there is still work to do in retaining these children in schools and ensuring they complete the elementary cycle with the required competencies. While the overall results from the national survey assessments by NCERT show no significant differences between social and ethnic groups, there is a need to look more closely at particular states: for example, in Bihar the caste gap is still substantial and seems to grow in the higher classes.

4.21 While there is progress in indicators related to enrolments and activities aimed at improving the education of the marginalized groups, the issues related to discrimination in schools/ classrooms etc still remain an area where more work is needed for both understanding the issues and fostering social cohesion. The mission acknowledges the efforts of MHRD to address invisible discriminations. It is also to be noted that given the socio-economic and familiar circumstances, children from these marginalized groups have differential opportunities to learn compared to their cohort children from a privileged socio-economic background. These children have limited opportunity to devote to studies at home due to household work, sibling care. In such circumstances, it is the duty of the schools and teachers to compensate for these children's limited opportunity. Classroom transactions and processes need to be taking care of these issues. Teaching learning methods and teacher training may look at these issues more closely.

Urban Poor and Migrants

4.22 The rapid urbanization of societies has resultant impact on child populations, with increasing migration and child labour advocating for their schooling prospects. While states have developed specific programmes aimed at education of children in 35 million-plus cities, the impact of these interventions on the education of urban deprived children should be studied to make meaningful comment and develop appropriate initiatives accordingly. Many states are addressing the issue of urban slum or migrant children, worksite schools as well as mobile schools (for example, Karnataka, AP, Bihar etc). However, there seems to be an urgent need for micro planning to reassess the number of out-of-school children, in particular in State such as UP and Maharashtra.

4.23 *Worksite schools for Migrants:* AP has mobilized NGOs to establish schools at 2000 worksites for children of migrant, families and their children live. About 2000 worksites were identified and SSA provided teacher with materials and money to cater to the needs of these children. As for children without adult supervision, AP has invested resources to set up mechanisms to identify children at bus and train stations. The Mission appreciates the involvement of SSA in this initiative.

4.24 *Urban vulnerable children -* While many States are making efforts to address the education of Urban Deprived Children, the understanding of related issues needs to be deepened among States. All States need to recognize the challenges, and also make informed plans to address them. There is a need to build capacities of State functionaries and stakeholders on RTE and urban issues. Karnataka is also experimenting with *Chinnara Tangudhama*, a transit home for the Urban Deprived

children in Bangalore city. Bihar also has 3 RBC Centres for Urban Deprived Children in 3 Districts for six months.

Minority Communities

4.25 The states continue to focus their attention on the education of minority groups with a special consideration to the Muslim population. The mission observed sizeable number of children in school including girls and notice positive initiatives in some states towards that direction. In Maharashtra awareness programs and enrolment drives have been taken up for community awareness and sensitization of minority leaders for enhancing enrolment of children into schools. Urdu schools have been provided with learning corners and laboratories. Other incentives like uniforms for girls of Urdu schools and travelling passes and Computer Aided Learning (CAL) Centres in Urdu schools have been provided. These initiatives could be used as good practices.

4.26 However, Muslim children are still lagging behind in terms of enrolment and other educational indicators. And in particular, the low rate of participation of Muslim girls was noted. While the ground has been laid for reform in minority education; the states could do well in preparing a more strategic plan to take up more effective and larger coverage.

Scheduled Tribes

4.27 Overall, the trend of increasing enrolment and retention of children of ST is reassuring. However, it is clear that there are specific challenges in particular states, and within these States where STs live in remote areas. Some states such as AP, Jharkhand and UP have made significant efforts, notably by publishing a number of textbooks in tribal languages, including creating a script for a language that previously did not have one (AP and Jharkhand). In Maharashtra, in special focus districts which are conflict areas, the state have appointed district and block tribal co-ordinator for implementation of tribal policy.

4.28 In general, focus is still required at Upper primary level to retain and provide culturally relevant education. Children who belong to particular STs are lagging behind in terms of enrolment and other educational indicators. Learning levels for these children requires attention and specific focus is required on addressing their drop-out rates. Therefore, further efforts could be made to further enhance Multi-lingual education but also to design differentiated and innovative strategies according to the specificity of the context of each district in order to better address disparities intra and inter State.

Recommendations

4.29 The Mission recommends:

- Efforts to address specific issues on discrimination and exclusion (and their social and historical causes) within the schooling system are welcomed and the results of ongoing studies on the subject should be shared in the next JRM.
- States who are reviewing their curriculum and textbooks in the light of NCF 2005, should in particular pay attention to ensure that discrimination of any type is eliminated from the content of textbooks and other learning materials and indigenous knowledge is included.
- Teacher training should ensure that teachers are sensitized on the issue of overt and covert in-school discriminatory practices that have adverse effects on children belonging to disadvantaged groups.

- Community mobilisation should be strengthened to build better connections with the community. Focused intervention for caste groups and with interesting methodology should also be taken up, with particular attention on remedial classes.
- Further work needs to be done to take forward the recommendations of the Sachhar Committee Report to address the issue of Muslim children's education, and States should include regular reporting of progress made. The effects of the interventions for minority students need to be tracked separately to assess impact on attendance and achievement both.
- The Metro city plans for the urban deprived need to be completed and operationalised and the progress made should be reported in the next JRM. The use of the Innovation fund for addressing emerging urban areas should be promoted.

Children with Special Needs (CWSN)

4.30 It is heartening to note that both identification of CWSN and their enrolment has been on increase over a period of time. For example, the CWSN identified has improved from 2.4 million in 2006-07 to 3 million by 2009-10 and at the same time, the CWSN enrolled has also increased from 2.2 million to 2.8 million during the same period. Another 1.38 lakh CWSN are covered through home based education. Between 2008-09 and 2009-10, the number of CWSN enrolled in schools increased by 6.6%.

4.31 As the previous JRMs noted, this JRM also recognizes the various interventions initiated by States to identify CWSN and for meeting their education requirements. The Mission especially appreciates the focused attention provided to the most vulnerable CWSN, who is reached out through home based education. However, the Mission also notes with concern the fact that in many States, not all CWSN is identified using proper methods. Therefore, there may be a need for further training on how to identify various types of disability following the national guidelines, with the help of professionals in the field. As per the DISE statistics of 2010, 0.75% of all enrolments in schools are CWSN. One of the good practices in the direction of better analysis of CWSN data and analysis was noted in AP, where Annual Village Education Tracking (VET) survey provides the state with robust mapping data on enrolment and retention of all excluded categories and enables specific efforts to reduce the numbers.

4.32 In regular schools, regular teachers in large or even appropriate sized classrooms are not in a position to handle CWSN adequately. Yet, it is worthwhile to explore the possibility of a special educator teaming up with regular teacher for teaching and learning together. The training modules for mainstream teachers cannot be expected to include the education of such children in their classrooms with such short trainings. Few disabled were seen in regular schools and resource room facilities for children with disabilities should be generally strengthened. Often, there is too little or no awareness about the provision of writers and extra time for completing assignment for CWSN. A larger number of teachers are still left to be provided with training on inclusive education, despite the 28% of increase in the teacher training from 2008/9 to 2009/10. In general, qualified resource persons for CWSN are also in great shortage.

4.33 If Pre-Integration Camp is an impressive initiative like in UP, mainstreaming disabled from these Camp into regular school is a challenge because teacher training is of very short duration (10 months in UP). There is a lack of availability of trained resource or itinerant teachers. To ensure appropriate mainstreaming of CWSN into regular schools from various school readiness programmes, schools need to be further strengthened.

4.34 In most of the states, facilities for home-based care are limited. In Orissa, due to insufficient technical skills in the district, many of the well intentioned interventions such as physiotherapy camps did not lead to the desired outcomes. However, in Karnataka successful home based education programme for CWSNs where basic competencies at home is imparted through volunteers that could be used as a good practice.

4.35 The mission also noted that the teachers and care takers from various special training / school readiness programmes need more exposure or exchange visit from one district to the other and interaction with NGOs is limited.

Recommendations

4.36 The mission recommends that states should prepare action plans which include:

- Training of teachers and other professionals not only to identify CWSN but also to ensure their capacity to monitor regularly and continuously the children once mainstreamed in regular schools. In that context, it is suggested to co-ordinate with the Rehabilitation Council of India (RCI) and NCTE to plan and organize teacher education to better respond to inclusive education needs.
- SMC members could also be sensitized on the CWSN issues and involvement of NGOs in IĒ programme should be further promoted.
- Mainstreaming CWSN children in the school settings with adequate support.
- For effective planning a trans-disciplinary District Resource Group is necessary. This requires an intrinsic part of the pedagogy unit, where many of these principles of enabling children to become independent in the different domains need to be absorbed by mainstream classroom practices.
- Inclusive design principles for developing and renovating existing schools (classrooms and toilets) need to be carefully thought through by the states in convergence with their whole school development planning. A prototype of a barrier free toilet (boys and girls) be developed and provided for by the states.

Goal 3: All Children remain in the system till they complete the elementary cycle of education

5.1 SSA aims at providing children in the age group of 6-14 years at least eight years of quality education. According to the 2009-10 DISE data, the national retention rate at primary level is around 75% in 2009-10, which is only a modest improvement from 73.7% in 2006-07. Similarly, transition rates have improved marginally from 81.1% in 2006-07 to 83.6% in 2009-10. These national figures hide wide disparities across and within States. For instance, Nagaland, Manipur and Arunachal Pradesh have retention rates below 50% whereas HP, Punjab and Goa have rates that exceed 95%. These disparities seem less pronounced for transition and completion rates.

5.2 It is important to understand the complementarities of indicators for retention and transition. An analysis of DISE data at district level for these indicators throws interesting results. The analysis showed that there are 86 districts in the country with more than 95% retention rate and above 95% transition rates. These districts belong to Kerala (12/14), Tamil Nadu (16/30) and Karnataka (14/33). On the other hand, there are 49 districts where retention as well as transition rates are below 70%. 25 of these districts are in UP, 9 in Jharkhand and 8 in Bihar. In some districts (for example, 12 districts in UP and 4 in Bihar), retention rates are below national average, but

transition rates are above 80%. The analysis suggests the need for a strategy in lagging States and lagging districts to bring their retention and transition rates to the desirable levels to ensure universal completion.

5.3 Related to the issue of retention and transition is the issue of student attendance. As noted in the previous JRMs, the issue of persistent and sporadic absenteeism needs to be dealt with differently. While sporadic absenteeism is mainly due to unexpected events such as students' health issues to an event in the family to even seasonal migration, the persistent absenteeism is a form of drop out, as the child hardly attends school after being enrolled. According to an independent study in 2009, Bihar, UP and Orissa had the lowest student attendance rates at primary level in 2007 while HP, Kerala, Maharashtra and Tamil Nadu had reasonably good attendance. The situation seems to have improved in states like Bihar (as the State has now appointed more teachers and there are various State level initiatives and incentives to keep children in school).

5.4 Various State specific interventions as well as common interventions which promote retention among children are currently being implemented throughout the country. To give a few examples, the RBC programs in Bihar, Maharashtra and other States, programmes like KGBV and NPEGEL that addresses the issue of retention of girls from poor and marginalized groups, Orissa's Srujan programme, a child centered retention, Karnataka's *Adventure and Nature Study Camps*, *strengthening of school libraries*, *Chinnara Zila Darshan*, AP's worksite schools targeting children of migrant families etc.

5.5 Access and retention of children in the school system is integrally related to the quality of education experiences students receive in schools. A study by SSA Karnataka titled "School Performance of Drop outs and Long Absentees at the time of exit" explored the linkages of poor scholastic performance to early drop outs from the education sector. On the basis of the findings from such studies, Karnataka has been able to identify "potential drop out children" and is addressing their learning needs and issues much more rigorously. The singularity of this experience is that the State has adopted a holistic approach linking access and retention with quality of learning. Such perspective is to be encouraged, especially as many States have achieved or are in the process of achieving universal enrollment but face challenges in improving the quality of primary and upper primary education.

Recommendations

5.6 The Mission recommends that States should analyse the available data to identify the risk factors associated with those who drop out, including acquisition of skills and competencies, so as to address the risk factors directly in order to enhance retention.

Goal 4: Education of Satisfactory Quality

6.1 As in the recent JRMs, the thrust of review of this JRM is also on the quality aspects, and as stated earlier, the Mission recognizes that quality has integral linkages with access and retention. This is dependant on creating the right enabling conditions. The review of quality initiatives under SSA is organized under the following broad areas: (i) curriculum and text book renewal; (ii) Teaching learning materials and teaching learning processes; (iii) Teacher education and support; and, (iv) Learning outcomes.

6.2 As the twelfth JRM noted, as part of the 2010-11 AWP&B process, all States were encouraged by MHRD to prepare comprehensive 3-Year Quality Improvement Plans, which will lead to visible enhancement in classroom processes and students' learning. The 12th JRM Aide Memoire also noted that many State overall progress reports had included their respective State visions for quality, and their specific objectives and activities related to various quality aspects. While this is a huge step forward in terms of internalizing the concept of quality and its multi-dimensionality, States in the coming times need to work with district and sub-district levels to ensure this quality vision is shared equally at all levels in the State.

Curriculum and text book renewal:

Curriculum

6.3 Of the 28 major States, 14 have already revised their curriculum as per the NCF 2005. The Mission observed that the states visited are at different stages of curriculum reform. While some have taken recourse to implementing the provisions of NCF 2005 in terms of developing new generation of textbooks and related materials, others have attempted the development of State Curriculum Frameworks, in the first instance, for the entire school education. The Mission felt that since the SCFs are expected to reflect essentially the philosophy of NCF 2005, the state should accelerate their efforts the development of high quality textbooks and other TLM. Four of the States visited during this JRM have developed syllabus and textbooks based on NCF guidelines of the other states, AP is currently working on curriculum, textbooks and syllabus simultaneously; Jharkhand is using NCERT books and is making good progress in developing its class 1 & 2 syllabi (of the notable states Punjab and West Bengal have not yet initiated the curriculum renewal process, but the Mission could not review these States' stand as these States were not covered by JRM during field visits).

6.4 States like Karnataka, Uttarakhand, Orissa and UP have completed revision of textbooks for all classes. Though Orissa has not yet developed a curriculum framework, it has developed textbooks in line with the NCF 2005. Bihar has completed the revision of text books of classes 1- 4, 6 and 7 which will reach the schools during 2011-12 session. The revision of classes 5 and 8 are slated for 2011-12. Maharashtra, Manipur, AP and Karnataka are currently working on developing elementary school textbooks during 2011-12 and will be introducing the text books in a phased manner from 2012 to 2014. MP has also developed elementary level syllabi and a draft curriculum up to Class XII.

6.5 In Manipur, the Board of Secondary Education and the SCERT are the agencies for preparing the curriculum and they have already completed the preparation of curriculum and textbooks for the elementary level. This is now being translated into 10 tribal languages. While textbooks have not been tried out, the comments of experts have been incorporated in a workshop mode. However, the tiny hilly NE State faces particular challenges in ensuring quality and In general, the quality of the textbooks need to be enhanced substantially, Karnataka has undertaken curriculum reform in the light of NCF 2005 and will be using combined textbooks that have subjects like Science, Social science and Mathematics combined semester- wise. Karnataka plans to roll out three sets of materials- textbooks, work books and source book for teachers. Karnataka's newly developed syllabus is available on the SCERT website for public to comment. In AP, the Mission noted that many of the enabling conditions that support education of high quality are available to a reasonable degree, especially an adequate teacher workforce, a favorable PTR at both Primary and Upper primary levels, the provision of free textbooks to all students and adequate facilities for providing pre-service and in-service training and support to teachers. Textbooks are supplemented by a variety of other materials, in particular the well designed attractive Snehabala cards for grades

I and II, exercises provided in the handbooks for LEP in various subjects. The Mission had the opportunity to visit and observe a number of primary and upper primary classes. On the whole, students' level of participation and interest were high and all of them had the textbooks with them. In multi-grade classes, the habit of getting on with their work when the teacher was not formally 'teaching' seems to have been well established, even with younger children who are more likely to lose focus when not supervised directly.

6.6 However, in some of the states visited, the Mission feels that there is a need to carefully assess the quality of the curriculum frameworks, their internal consistency and their linkage with syllabus and textbooks. This has implications for the quality of the materials finally reaching the classrooms and the children.

Text books

6.7 Most States were found to have systems in place to provide children with text books before the beginning the academic session. In some cases, the Mission noticed that the textbooks had reached the block level, even before the next session had started. Timely distribution of free textbooks was observed to be undertaken for about 94% children in all States.

6.8 *Design and production quality:* In certain states, like Maharashtra, the Mission found that the textbooks were of good quality while in others this aspect has not been given the necessary priority yet. Design and production quality of text books was found to be of variable standards and would require improvement in many States. The use of third party evaluations of paper weight, binding quality, print quality and distribution as well as penalty clauses in contracting have been used to drive quality improvements in some states.

Recommendations:

6.9 The quality of illustrations and design needs further attention and improvement in general. The Mission feels that States should consider spending more in the short run to acquire higher quality and longer-lasting books, in order to enhance the learning for children and save money on re-printing costs. There are resources available through SSA for these additional costs if States can demonstrate need. The Mission was happy to find that text books in Jharkhand State are all laminated lending to their quality and longevity. With higher quality books and a system of book sharing this could significantly reduce the unit cost of textbook provision.

Teaching learning materials and teaching learning process

a) Learning Materials

6.10 It was reported to the Mission that the School Grants have been provided to 93% schools (11.49 lakh), TLE Grant to 22% new schools and TLM grant has been distributed to 90% teachers (42.5 lakh). Schools have been provided with a fair amount of TLMs through different schemes. Bihar and Karnataka have provided interesting children's literature in the form of books to all its schools. AP has provided various kinds of reading cards. Bihar is also providing a children's newspaper – 5 copies per class every fortnight. In Karnataka, the Mission was very pleased to note the availability of a multitude of materials, especially print materials for children in schools visited in Dakshina Kannada district. Every classroom had a reading corner where children's literature/ story books published monthly / fortnightly by private publishing houses were available (for example, children's magazines like "Bala Mangala", "Bala Mitra" etc). This year, Karnataka has also benefited from the library grant provided at the rate of Rs. 3000 and Rs 10000 for primary and upper primary schools respectively. In AP, though materials were available, the self-study groups were mostly reading their conventional textbooks silently rather than engaging with other TLMs,

models, or planned group tasks etc. In Bihar, classes 1 and 2 in all schools have been provided with library books.

6.11 The LEP programme head supports the provision of different kinds of materials. Some States have used it to provide for ABL and ALM, others like UP have used it for integrating learning materials in the curriculum and textbook approach. Though library books and materials are in schools, the degree to which they are being used to reinforce learning and inculcate good reading habits is very mixed. Continued efforts to ensure the sustained use of material and integration all quality improvement programs with the textbook, syllabus and evaluation system is required. A good example of 'embedding' reading and use of supplementary reading material is UP's Learning enhancement Programs (LEP) with its requirements of set amounts of reading and reading out loud per week. Similarly in States that have adopted some elements of ABL, it has gained recognition and somewhat more comprehensive training has been imparted. This was seen in some classrooms in Madhya Pradesh and Andhra Pradesh.

b) Classroom practice:

6.12 In majority of classes visited the whole class didactic teaching was observed. About 30% of primary classes were observed doing some kind of group work, more so in ABL classrooms. In contrast at upper primary level, it was almost exclusively textbook based 'chalk and talk' methods. In spite of this the general atmosphere in the schools and classrooms were found to be non-threatening and children, particularly in primary schools have opened up.

6.13 State and national figures show a large proportion of small schools with less than 150 students and 3 or less teachers (a result of the 1 to 3 k.m. distance norm). In such circumstances multi-grade approaches will need to be deployed. There are robust multilevel, multi-grade pedagogies available in India, which have been shown to perform (sometimes better than grade structured pedagogies) even at a medium scale. The Nalli Kali experience has also shown that even schools with a teacher to a class can be made into multilevel groupings.

6.14 While state teams made little comment on the use of multi-grade it is an important area where further understanding is required. International experience shows that while it can be both immensely effective in promoting learning and can also assist in cost effective teacher deployments particularly in small schools, it is dependent on thorough teacher training to prepare teachers for multi-grade contexts. Effectiveness can be further reinforced by teaching materials designed for multi grade contexts. States need to make more efforts to implement pedagogic programmes and associated support to teachers working in multi-grade classrooms.

c) The role of classroom architecture and furniture in shaping classroom practice:

6.15 The built environment has a strong influence on the learning environment and broader effectiveness of teachers. The Mission found that storage in the classrooms has not been planned for. If we expect teachers to use learning materials and books in the classrooms, then we need to ensure adequate and appropriate storage space within the classrooms. While it may be helpful to design for storage in new buildings – the purchase of cupboards for the classrooms could greatly help in this regards, though the Mission also found that schools had developed creative ways of keeping books available in the classroom (hanging them on string in AP for example). Similarly if, as is often stated group work is a key component of good classroom practice, then the provision of bench and desk furniture should be questioned as this impedes classroom organisation around groups.

Recommendations:

6.16 The Mission makes the following recommendations:

- The relevance of available learning materials to the imparting of the curriculum needs to be made explicit to all teachers via teacher guides and training. It should be clear to the teacher where and how new learning materials should be deployed to further enhance the learning experience. The importance of display of children's work needs to be emphasised and included in all trainings. Provision of facilities for display of children's work and wall news papers need to be included in the overall planning for quality.
- The absence of storage space needs to be addressed; States can use the guidelines already issued. Guidelines for appropriate classroom furniture need to be developed urgently and designs and materials guidelines sent out to states.

Computer Aided Learning:

6.17 Rs. 50 lakhs per district have been provided for Computer based Learning or CAL at the upper primary level. Previous JRM's have expressed concern over CAL implementation and its relevance and cost effectiveness. While historically, there have been good attempts of effective CAL like *Head- Start* programme of Madhya Pradesh, there is still room for raising the effectiveness of CAL programmes. The Mission's observations during the States visits found that too often there appears to be no defined learning objectives or supporting teacher or student materials associated with many CAL programmes. In particular there were insufficient links between CAL materials and the curriculum being followed in schools. Similarly there are concerns around the extent to which learning with computers can take place when there are such high ratios of students to computer terminals.

6.18 The Mission recognises the social demand for computers and endorses the importance of student familiarity with computers. But feels considerably more support is needed to ensure their effective introduction.

Recommendations

6.19 The Mission makes the following recommendations:

- SSA authorities review the degree to which existing norms allow for innovation.
- Central authorities provide more comprehensive guidance based on existing international experience on the introductions of computers into schools.
- Build computer 'literacy' amongst teachers as a precursor to introducing computers into schools by equipping DIETs and BRCs along with appropriate support materials and training. Where possible the power of ICT could be massively enhanced by including broadband internet connection.
- It is necessary to explicit link curriculum goals to computer based activities and content are compliant with the NCF 2005 and that can be completed by the student. This requires appropriate teacher training that facilitates integration of the CAL programme with curricular requirements.
- It is recommended that SSA may get the CAL programme reviewed to examine its alignment with NCF 2005 provisions and credo..

6.20 It is possible to replace the learning materials available at present (which are basically things that can be done and sometimes better done from books or by the teacher) with ones that really allow the child to create new knowledge for herself through computers.

Teacher Education and Support

6.21 All reports reflect the critical catalytic influence of teacher in ensuring the combination of education inputs are transformed into meaningful learning. A number of common concerns regarding teacher issues are evident in the reports namely:

- Compliance with the RTE Act (i) that teachers for Classes VI to VIII should possess a graduate degree and (ii) qualifications of teachers should be as per NCTE norms The adequacy (number and capacity of existing teacher training institutions) to deliver the shortfall in certified teachers (all but Karnataka)
- An overly didactic and theory focused training – no evidence of trainers modelling the types of activity based approach in teacher education that they advocate for their trainees use in the classroom.
- A lack of needs based approach to training – with budget norms defining training days provided irrespective of need

Pre-Service

6.22 While pre-service is extensively beyond the remit of SSA. The competence, number and type of teachers entering the education system are of critical importance in determining the total impact of all SSA inputs and compliance with RTE. SSA resources are wasted if they are used to re-train poorly equipped newly-qualified teachers. Thus SSA authorities should engage with the Teacher Education Centrally Sponsored Scheme to support the enhancement of the quality of teacher training institutions.

In-Service Training and Teacher Support

6.23 The importance of in-service training in remediation of learning weaknesses as identified by different assessments, introducing new concepts and approaches and maintaining motivation was common to all reports. The SCERT, DIET, BRCs and CRCs were the most commonly listed bodies being tasked. In most states, the in-service training is divided into two parts of ten days training in one block during the summer holidays and the rest distributed in shorter modules of one to five days' duration imparted at the BRC or CRC levels. The content of these trainings covers both content and pedagogy of subjects as well as developmental issues like CWSN, community mobilization, orientation to the RTE Act, development and use of TLMs etc. It is important that duration for content and subject based training is increased and the issues in different modules move beyond being stand alone issues and lead to a comprehensive understanding of the approach to education. Some good work in terms of providing teachers with quality educational literature and orienting them to their reflective reading is being done by some states like Bihar. States like Maharashtra have developed good TLM through teachers in a workshop mode. The Mission feels that there is an opportunity for NGOs for upgrading the quality of teacher training through active engagement and partnerships with BRCs/CRCs. BRCs and CRCs need enhancement of human and physical resources. Some areas require special attention.

Recommendations

6.24 The Mission recommends:

- In-service training should be designed and organized in such a fashion that each training builds upon the previous one.
- Development of a core resource group of the teachers themselves to undertake training of other teachers at district and sub-district levels.

Institutional Support mechanisms:

6.25 Many states are attempting to re-invigorate their state teacher education and support apparatus (SCERT, DIET, BRC, CRC). In many there is an impression of an imbalance between the scale of ambition envisaged for these institutions and the resourcing provided. As an example many states talked of the importance of distance based teacher education – yet few DIETs, BRCs etc had internet access – a key tool in any modern distance education programme. Some states like Maharashtra has created a cadre of Kendra Pramukh for every CRC, who works for activities related to SSA. The post of BRC Co-ordinator and Resource Persons has been sanctioned under SSA, who are also trained by the SSA. There are 405 BRC / URC Co-ordinators and 7,694 BRPs. During the visit of the Mission it was observed that BRCC / CRCC / RPs are mostly performing some administrative functions without any serious involvement for the academic / quality interventions. The same was noted in Bihar. Further inputs are needed to help BRCs and CRCs to perform their roles more effectively, and more sustained programmes for training are needed.

Recommendations:

6.26 The Mission recommends:

- CRCs be freed from non-academic tasks so that they can provide on-site support to teachers
- CRCs need further training on providing effective support to schools, in terms of school visits, visit reports, follow up mechanisms etc.
- Equipping BRCs and CRCs with teacher libraries and TLMs and other support mechanisms for enhancing the quality of academic programmes Targeting and modality

6.27 Overall reports indicate that the linkage between student/teacher need and content of training courses were weak. For example evidence of student assessment feedback informing in-service courses was limited (i.e. improving teaching of areas where assessment shows across the board poor performance).

6.28 Of the States visit during this JRM, with the exception of Karnataka, there appeared to be very little attention to moving beyond subject specific training to looking at the critical area of transformational leadership. The significance of early identification of those with potential and then preparing them as existing and future school leaders (rather than working on the assumption that seniority equates to management ability) is an important area for consideration. International experience indicates the role of the head teacher in delivering 'instructional leadership' to teachers in their school becomes ever more critical as quality rises up the agenda.

6.29 The use of a cascade model for imparting training was the pre-dominant mode used in the States visited during this JRM, though AP reported that it had reduced one level of its cascade model. International experience, however, suggests that the effectiveness of the training gets diluted with each additional level of the cascade. Though the potential of teacher peer learning was recognised in rhetoric – there is very little evidence of it being practiced. Teacher peer support and mentoring – including school based approaches need to be explored. It is also likely that new ICT technologies e.g. broadband and edusat offer far greater potential than is currently being exploited.

6.30 The timing of teacher education programmes also drew attention in a few reports. Where ever possible teacher education programmes should avoid removal of teachers from teaching duties (thereby reducing student contact time). Incentives and contractual agreements to ensure teacher education does not disrupt front line teaching duties should be strongly encouraged.

Teacher Educators:

6.31 A general concern of the caliber of the existing cadre of teacher educators and of their capacity to act as change agents is evident in most reports. If the intention is to move beyond a focus on content and theory then some consideration of the practical experience of those selected to impart teacher training is needed. It is necessary that teacher educators themselves have the experience of pedagogical practices that they need to pass on to the teachers at the elementary stage. In some states, such as Bihar, the creation of a new cadre of teacher educators is being considered. In such situations it would seem sensible to ensure that this does include proven front line teachers. Similarly, training that sees trainee teachers pick up teaching skills under the mentorship of existing classroom teachers such as the mandatory 6 month internship at an elementary school required by Maharashtra before award of D.Ed. are worthy of consideration. Uttarakhand has adopted ADEPTS program with an intention of supporting teachers in their transactions in the classroom. Due to the non availability of sub-district functionaries such as BRPs and CRCs, teacher support and academic supervision is affected. In Uttar Pradesh, the Mission felt training of CRCs and BRCs should be oriented in a manner to bring more focus on roles, responsibilities and professional development of training modules. In addition, teachers should be encouraged to carry out action research in order to identify areas where pedagogic and academic support is needed and therefore developed and plan solutions and remedial measures accordingly.

Recommendations for teacher education and support:

6.32 The Mission makes the following recommendations:

- Better targeting of training is required to respond to needs as identified by teachers or to remediate learning areas which assessment indicates are poorly understood.
- A transformation of training approaches used by teacher instructors is needed so that it more closely models the pedagogy expected to be demonstrated by teachers in the classrooms (i.e. teacher educators should be able to practice what they preach).
- The importance of school leadership training and mentoring warrants greater attention with targeted programmes for existing and aspiring school leaders.

Learning Outcomes -- Data collection and use

Nature of data relating to learning outcomes

6.33 Information pertaining to learning outcomes collected and presented by states varied considerably in source of data and level of detail. :

6.34 Bihar reports that student learning levels seem to be reasonably good according to ASER, the SCERT Learners' Achievement study and the NCERT mid-term assessment results.

6.35 The Karnataka's state initiative for assessing learning achievement in the State, KSQAO's assessment shows systematic gradual improvements in all classes. Further the findings of the Student Learning Study (SLS) conducted by Educational Initiatives (EI) reveal that Karnataka (along with its neighboring States like Kerala and Maharashtra) "clearly show an overall better performance than the national average. Madhya Pradesh reports higher than national average in NCERT and ASER surveys—but absolute levels show considerable discrepancy. Pass and A grade attainment levels (for Std V and VIII examinations) have shown an increase from 2007. In Uttarakhand, a sample study covering 1900 schools with child friendly tests shows average scores

for Language, Math, Science at 40, 43, 47 in grade III, decreasing at grade V and further at grade VIII. Orissa reports more than 60% of children in grade III and more than 50%, in grade V are getting more than 50% marks. There was no indication of specific performance data for CWSN who had been integrated into mainstreamed

6.36 The lack of systematicity in obtaining data relating to students' learning outcomes reduces its value for indicating progress toward the goal of quality in any clear and meaningful way. The NCERT's NAS with three year intervals between each round can at best reveal long term trends. The ASER surveys deal only with basic literacy and numeracy and are not based on specific grade levels. The Student Learning Study of Educational Initiatives though it covers different subject areas is a one time observation. The 12th JRM had observed that there are discrepancies between the relative/rank positions of a number of states which makes any clear inference about even the static/cross-sectional picture of levels in 2008 or 2009 difficult. The Mission welcomes the re-design of NCERT NAS tests through inclusion of the Item Response Theory (IRT). However, it is obvious that overall levels are low and this is a general finding this time also.

6.37 Survey results for each state is generally presented in the relative standing frame – rank order or above /below national mean. No criterion level of adequacy (related to developmental goals) is available—except for the task levels used in ASER. The tendency to emphasize averages (means) without the accompanying dispersion (standard deviations) is strong. States do not focus primarily on intra-state variation --across districts, blocks, and across social categories, which is the basis for responsive policy measures .

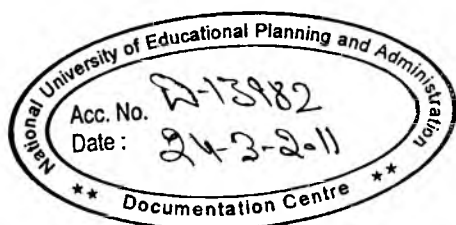
6.38 As measures of *learning outcomes* all the achievement tests used are extremely limited and need to focus more on the co-scholastic areas of learning. The all round development of the child does not feature in 'important' external assessments.

6.39 The importance of using monitoring data – including learner performance --for review and action at various levels is recognized. However, there were hardly any evidence found during visits to schools and BRCs and CRCs of clarity relating to the *analysis and use* of learner performance data at the levels of the teacher, the cluster or the BRP visiting the school .There is need for use of this rich data source at the BRC and CRC levels for identifying content for training modules and advice to teachers regarding need based TLMs.

Recommendations

6.40 The Mission recommends that:

- The design of sample surveys of learning outcomes needs to be rationalized. As stated by the 12th JRM, a variety of learning assessment studies should be considered.
- The emphasis in all results presentations should be on variation within states along several dimensions and not on the rank ordering of states by average scores.
- Relevant and meaningful designs for instruments that cover co-scholastic attributes of students should be developed and trialled at the school level. These should build on the process indicators already developed in various states. Survey designs that are feasible should be proposed and discussed at various levels.
- The earlier recommendation relating to capacity building to support the analysis, interpretation and use of survey data at different levels of the system is reiterated here.



Assessment practices

6.41 Several states report the continued and regular use of unit tests, monthly tests and halfyearly and annual examinations. This information converted to marks is fed into DISE which shows percentage of students scoring above 60%, at selected grades. Report card formats with a number of aspects (representing the *comprehensive* aspect of learning goals) are in use. Both the teacher's understanding of these dimensions of learner development and the feasibility of actual observation/assessment are taken for granted. Sharing with parents is also reported. The capacity to interpret individual student's progress (especially beyond marks) to parents with varying social backgrounds and educational levels is required on the teacher's part.

6.42 As mandated in the RTE, it is important to provide emphasis on CCE, with focus on both the comprehensive and the continuous nature of assessment. There is a tendency at the state to think in terms of a complete manual without recognition of the need to help teachers and others move *gradually* towards this significantly new approach to assessment. The example of Karnataka which has introduced on pilot basis a "self- assessment tool" for students to assess themselves in respective chapter content / competencies. followed by teacher consolidation is worth mentioning. Such exploration of simple versions of CCE within the frame of the existing syllabus and textbooks are important ways of preparing for full fledged CCE.

Recommendations

6.43 The Mission recommends that:

- training of teachers and teacher educators in preparation of test items and other diagnostic tools appropriate for moving to the CCE mode through a transition that is gradual but effective.
- The Mission recommends programmes for teachers and teacher educators on awareness of the distinction between generic principles of CCE and flexible local practices and techniques of testing.

Programme Management

Staffing and Capacity building

7.1 In many States visited by the JRM, staff vacancies remain an issue, especially at district, sub-district and cluster levels. Further, it is not only the shortage of staff to manage finance and accounts, but also programme functional areas as well as civil works engineers. The staff vacancies in the state visited is provided in table below. In some States, many of the key positions like resource persons are being filled by contract teachers, guest faculty, educational consultants and contract engineers. As a result, attrition rates are high, which results in State SSA requires providing training and building capacity of new staff more often. While some States have provided regular programmes for building capacity of the staff, many other States have not done it. In the light of harmonization of SSA norms to accommodate RTE provisions, the staff capacity building to plan for meeting the additional requirements in the next few years or so becomes even more important.

Name of State/UT	Staff Sanctioned			Posted Strength			Vacancies			% of Vacancies		
	SPO	DPO	Block	SPO	DPO	Block	SPO	DPO	Block	SPO	DPO	Block
Andhra Pradesh	9	92	0	9	92	0	0	0	0	0	0	0
Bihar	8	148	533	5	67	246	3	81	287	38	55	54
Jharkhand	12	71	259	5	53	159	7	18	100	58	25	39
Karnataka	10	60	202	9	51	202	1	9	0	10	15	0
Madhya Pradesh	10	422	313	10	330	233	0	92	80	0	22	26
Maharashtra	11	99	353	11	83	285	0	16	68	0	16	19
Manipur	5	31	0	5	26	0	0	5	0	0	16	0
Orissa	9	93	316	9	72	0	0	21	316	0	23	100
Uttar Pradesh	28	176	0	19	117	0	9	59	0	32	34	0
Uttarakhand	12	39	121	10	23	32	2	16	89	17	41	74
All States	316	2048	3825	247	1510	2608	69	538	1217	22	26	32

7.2 The Mission recommends that in order to ensure smooth functioning of the SSA programme at various levels, the following actions should be taken by States: (a) making the job conditions and remunerations attractive enough to get the better quality people in the State; (b) ensuring a minimum tenure to all the resource persons/ experts and functional staff; and (c) providing training not only in the functional area, but also in terms of leadership and team functioning.

Data and Monitoring Information System:

7.3 Enhancing quality will be dependent on good data and analysis. Around the world education administrations are seeking to move from policy based evidence (i.e. research that upholds pre-determined policy positions) to policy driven by evidence. EMIS, GMIS and purposeful research are essential in the process of analysis, diagnosis and remediation which underpin system improvement.

7.4 The Mission is particularly appreciative of the tremendous efforts made at national and State levels to improve the compilation of education data, its analysis and use in planning and monitoring purpose. In the current year, as several norms of SSA have been revised to harmonize with the RTE provisions, the importance of data and analysis to inform additional planning assumes greater importance. So, whether it is the identification of the number and type of school infrastructure required to be built, or additional teachers to be appointed, or even the number of children to be provided with school uniforms – the information emerges from the District Information System for Education (DISE). The fact that information regarding school infrastructure, enrolments, teachers and other school efficiency indicators are available in the form of School Report Cards in the website www.schoolreportcards.in for more than 1.29 million schools is remarkable not only in the context of RTE, but also for its transparency, and in the perspective of the Right to Information (RTI) also.

7.5 The system of data collection, analysis and use is robust at the national level, as evident from trend analysis and disaggregated analysis. However, the capacity to carry out similar analysis, beyond simply producing statistics, varies considerably across States, especially for analysis in a contextual manner and at inter- and intra-district levels. In addition, at the school/ cluster/ block and district levels, education planning also requires analyzing quality issues using various methods including Quality Monitoring Tools (QMT) and action research also. The Mission notes with

appreciation the concrete efforts made by TSG to build capacity at State and district levels to analyse data for planning interventions and monitoring. However, given the magnitude of information collected and the scope for using analysis to push the envelope of knowledge, further training and retraining of those personnel at sub-national and district levels will help to improve the planning and monitoring further.

7.6 In many States, it was observed that the MIs provide critical support to monitor activities at school level and inform the planning process (for example, ISEC, Bangalore in Karnataka). The Mission encourages the States to take full advantage of the availability of rich academic and research / field evidence available from MIs. The potential of using QMT for monitoring and providing inputs for classroom and school quality processes also needs to be further explored, especially in the context of the focus on quality. The village education registers (VER) provide relevant information for identifying children in school and out of school, which helps to plan strategies to reach out to them. The VERs should be regularly updated as RTE requires all children to be enrolled. The States / districts may also need to do some prioritization of the data relevant for the districts' planning and monitoring. In this way, data collection exercise will become more context specific than for reporting upwardly.

7.7 While School Report Cards (SRC) are available on the website, few schools visited by JRM had a SRC displayed on the school board. While the village level bodies reported active role in monitoring school level activities, its level and intensity varied across States, districts, sub-districts and schools. In addition to the national SSA programme's website, all States had developed State level SSA website which provided information on the finances and activities implemented specific to the State. The Mission would like to congratulate all States for their efforts towards disseminating State level initiatives and progress in SSA implementation through the State specific websites.

7.8 In order to improve the data collection at school/ cluster / block levels, the *Mission recommends that the States devise a strategy to: (a) identify the most important data that needs to be collected regularly and rationalize the number of information to be collected (even in DISE); (b) train staff to analyse data meaningfully at various levels; (c) devise a strategy to disseminate the analysis; and (d) use the data effectively for planning purpose.*

Research studies

7.9 The Mission is pleased to note that the States are commissioning and conducting various studies to inform the programme and its results. This ranged from teacher action research through to evaluation studies done by state, private and NGO bodies. Some of these States have used these studies effectively to inform their strategies. It is impossible to ascertain the quality or utility of individual pieces of research. However general impressions suggest further efforts could move research beyond the 'narrative' (focusing on 'how much', 'when', 'where') to more analytical policy related questions (such as 'why', 'what can be done', 'how' and at what comparative cost). The State also reported many action researches being carried out by DIETs and even teachers. *The Mission feels that such researches should be encouraged, but should also be provided with clear guidelines and training on methodology. It is also recommended that there is a meta-study of the research conducted so far to identify those findings which have a solid evidence base and which can inform policy and good practice so that this can be disseminated more widely.*

7.10 However, on the other hand, States also face problems in terms of getting good quality researchers to carry out research the State needs. Often, it was also reported that the research organizations / agencies submit the reports with great delay that their results become outdated.

7.11 The Mission feels that the research and analysis at national, state and district levels too often relies only on studies/ researches carried out by TSG/Ed.Cil or NCERT/SCERT, with limited inferences drawn from studies carried out by independent agencies/ researchers (not commissioned by MHRD) or by international researchers. The Mission would like to encourage national, State and district authorities to use research studies done data available and make a more realistic understanding of the issues.

Technical Cooperation Fund and Research Capacity

7.12 The Mission reviewed the progress with the DFID funded Technical Cooperation Fund (TCF) including plans for the extension phase (April 2011 – September 2012) and benefited from a presentation by the staff of the NCERT in this regard. The TCF is focused on two broad areas of capacity building: (1) providing technical assistance to NCERT for the delivery of the planned National Assessment Survey (NAS) cycle using modern measurement techniques; and (2) delivering technical support to NCERT in the design and execution of 4-6 evaluations of quality initiatives.

7.13 The TCF has supported the generation of policy related evidence via both NCERT and SCERTs. The TCF has been instrumental in the delivery of a technically robust NAS. Data collection for Cycle 3 for grade 5 has been completed, data analysis is ongoing, draft reports in multiple formats are expected by mid-2011 and construction of test instruments for grade 8 has been initiated. State capacity building in rigorous assessment techniques has been conducted, however, there was agreement that more effective advocacy and dissemination was essential. In addition, four evaluations of quality initiatives have been conducted involving SCERTS from TN, HP, Orissa, and AP. While State staff capacity building has been focused primarily on these states and selected RIE faculty, it is expected effective dissemination of results will provide evidence across India of what works and what doesn't.

7.14 The demand for the kind of work undertaken by the TCF will certainly grow both at primary and secondary level, particularly as both RTE and RMSA get implemented. In this respect it is essential that NCERT both consolidate and institutionalise achievements to date. Such planning should incorporate consideration of the following:

- Expanding outreach and strengthening linkages with the SCERTs (e.g. providing capacity building support which reaches all SCERTs directly)
- Develop a plan for sustainability of high quality outputs after the end of TC Fund support.
- Broadening the dissemination of results – moving beyond paper based reports to on line, open access publication of reports and data sets.
- Developing a business model that includes commissioning and technical oversight of other bodies rather than assumes all work should be undertaken in-house. (To note, the importance of independence and impartiality underpins the credibility of all rigorous evaluation. Thus commissioning of competent third party bodies to conduct studies may reduce the exposure to allegations of bias as a result of conflict of interest).

Planning and Appraisal:

7.15 The focus on quality related interventions at the national level is apparent. However, planning and monitoring at district and sub-district levels still seem to be more input driven (as the Mission felt while interacting with State/ district/ sub-district level staff), and it seems like States want to use all available norm-based provisions, irrespective of their relevance to the State education scenario or its implications to quality or other goals. For example, at the state, district and sub-district level, SSA staff often were not able to explain the logical linkages of many

interventions to the goals related to equity, retention and quality. It is important to inform States/ districts/ sub-districts the importance of “outcome based planning and financing” and the *Mission recommends that the State/ districts/sub-district functionaries are trained about using inputs in such plans and activities that result in outputs and outcomes.* This is all the more important in the context of RTE and the SSA norms being revised to suit RTE provisions, and the renewed focus on decentralized planning under RTE.

7.16 While the current focus on Special Focus Districts looks at each category separately (for example, districts with more than 25% SC population or Muslim population separately), the States feel an increasing need to look at these figures more cumulatively and understand the needs of districts. For example, Karnataka reported that while they have fewer districts which qualify to be SFD on account of either the proportion of either SC, ST or Muslim minority, some of their districts have more disadvantaged groups if all the disadvantaged groups added together. *The Mission recommends that SSA looks at these issues and redefine the SFDs, especially in the context of RTE provisions.*

Community and Civil Society Partnerships

7.17 A key feature of The Right to Education (RTE) Act 2009 is that ‘All schools except private unaided schools are to be managed by School Management Committees with 75 per cent parents and guardians as members.’ The 12th SSA JRM (2010) recommended strengthening of partnerships with civil society and to bridge the gaps between the community and the education system. This Mission has observed in its field visits a high level of community involvement in school activities and their contribution to school development.

7.18 The Mission noted a high level of community involvement in school activities that was being supported through a range of means such as: (i) exposure to exchange visits; (ii) specific programs that provide support to the involvement of students, teachers and the community in the development of schools of their vision (such as the Madhya Pradesh Chaha Haya school program); (iii) awards for best performing SMCs in the state with a view to promoting their involvement in school activities (in Karnataka these awards are decided on the basis of such indicators as physical components, academic components and community components); (iv) community engagement in the assessment of current and future needs of the school; and (v) use of the community in gathering household survey data and carrying out kalajatha campaigns.

7.19 The Mission also noted the following challenges affecting the main functions of the VECs/SMCs etc.

7.20 *Monitoring:* Most of the monitoring was limited to looking at inputs and activities rather than at the real outputs and outcomes; and the level and intensity of community involvement in school activities still varies considerably across states and districts, within states and districts, and across sub-districts and schools.

7.21 *Assessing:* Community participation is closely linked to learning outcomes, yet for many parents their understanding of school effectiveness is limited to the ability of students to reproduce facts (reinforced by the Class 10 and 12 results, which are considered to be the gateways to employment). With the introduction of CCE, it is especially important that community groups receive capacity building to be able to understand that the new methods and new pedagogy is improving learning outcomes and, to do this, that these groups are directly involved in the assessment process at the school level.

7.22 *Funding*: It is recognized that the role of community participation is critical to the degree of success of a large number of vital activities that include: the whole school planning process from identification of needs, planning for change and monitoring the implementation, ensuring the attendance of all children in the neighbourhood, and overseeing construction activities and the day-to-day functioning of the school. But in order for the community groups to fulfill these important roles and to be held accountable for their work, resources need to be allocated for capacity building and this training needs to be done in a more structured way (as recommended in earlier JRMs).

Recommendations

7.23 The Mission recommends that:

- The SSA programme needs to give more attention to enhancing participation of community members, particularly in whole school development. This attention would range from a focus on the formation of the SMCs in schools, SMC training on RTE, access to funding and the management of VEC/SMC accounts to innovative mechanisms and practices that are ensuring or promoting community partnerships in the monitoring and management of programs for girls, minorities, urban slums and CWSNs.
- States should be encouraged to use part of the Innovation Funds to enable NGO/CSOs and SMCs to establish new partnerships in order to meet the specific needs of different communities.
- The States and the GOI need to document the best practices in SMC functioning and share it with all SMCs and, further, that proactive means are found to facilitate schools/districts to support and disseminate best practice. This documentation would include: lessons learnt with regard to community mobilization (including training and delivery), participation (including the roles of the Panchayat and the PRIs relationship with the VEC/SMC), and management (composition and ability to handle the work/monitoring roles as envisaged in RTE including critically matters pertaining to the management of the school grants).

Civil Works

7.24 Civil Works being a third of the outlay of the SSA, is a large financial component of the program and the progress for the same ending September 2010 is as follows:

Items	Targets	Completed	% completed	In progress	% In progress
Primary Schools	177953	137138	77.1%	20645	11.6%
Upper Primary Schools	103990	84894	81.6%	12258	11.8%
Additional Classrooms	1277072	966390	75.7%	200478	15.7%
Drinking Water	210529	187789	89.2%	3172	1.5%
Toilets	430881	291172	67.6%	56685	13.2%

(Source: MHRD)

The progress of Civil works component is reasonable in most states. JRM visited states like Andhra Pradesh, Jharkhand, Karnataka, Madhya Pradesh, Uttar Pradesh & Maharashtra have proceeded well in the achievement of their targets while others like Bihar, Orissa, Uttarakhand & Manipur having a large percentage of unfinished works.

Land Availability & Compliance with RTE

7.25 The availability of land has been highlighted as a major challenge by Mission members to Bihar and Jharkhand. In Bihar, 12% of existing schools have no permanent building and the state

also had to resort to purchasing land. Availability of land in urban areas has been seen as a problem across the country specifically in light of the RTE provisions which mandate a minimum classrooms to student ratio, playground, an office cum store cum HM room, a kitchen, separate toilets for boys and girls and security for the school building through a boundary wall or fencing, barrier free access and a library for each school. It is heartening to note that most states have drawn up a plan to systematically roll out the complete provisions within the period mandated under the act.

7.26 Considering land constraints, some recommendations made by the Mission are:

- Utilize existing playgrounds or cultural facilities shared across multiple schools. In addition, land of other educational bodies like teacher's colleges can become a land and sports/cultural facility resource for local schools.
- Provision for transport being provided to enable student access despite larger traveling distances.
- Ensure any new building has the capacity for vertical expansion as necessary in the future, i.e. foundation strength, planning for a connecting passage for classrooms on the upper floor, and an appropriate space for the staircase. This will help accommodate additional students without need to demolish and rebuild. Possibility for vertical expansion would add a certain amount to the unit cost which may require States to adjust their Schedule of Rates accordingly. Most importantly, a mechanism which effectively conveys the inbuild scope for vertical expansion into the future with a reasonable degree of assurance is important.
- Simpler policy and procedures for taking down old and dilapidated construction are need to help rejuvenate campuses if buildings are beyond major repair.

Effective Access & Rationalization

7.27 Keeping in mind the changing demographics, attendance of students and the location of private schools, school infrastructure requirements would need to be adjusted accordingly. Many states have rationalization exercises carried out in districts to develop an appropriate no. of well located schools so that minimal enrollment schools are eliminated. For e.g. MP is either converting its single room satellite schools to PS's and closing the unwanted ones. Maharashtra has 42,539 surplus classrooms, which would now be used for the Head Master's room / staff room / activity room, etc.

7.28 This rationalization process needs backup data and states like Andhra Pradesh are leading the way through an online portal which provides comprehensive GIS based school mapping. States like Manipur have also initiated the process of electronic mapping with National Geo-spatial Mission Authority, whereas others like Madhya Pradesh are currently carrying out manual mapping of the physical facilities. The Mission recommends linking this physical information with child tracking systems like those in Orissa to effectively rationalize and add school infrastructure based on true demand.

Execution Methodology & Supervision Staff

7.29 Execution of Civil Works in most states is carried out with the Village Education Committee / School Management Committee with a focus on community led construction. States like Uttar Pradesh and MP have Panchayat based execution, and are facing execution delays due a lack of priority as compared to other larger responsibilities of the Panchayat. Manipur has outsourced the construction to the rural development authority, where work has been slow, leading to a decision to now develop its own engineering staff. With RTE guidelines coming into the picture, such states

would need to quickly develop in-house technical supervision structure and to train the SDMC structure to enable smooth and quality construction and Maintenance.

	State	State Level			District Level			Block Level			VEC/SDMC/PRI
		Approved	Available	%age	Approved	Available	%age	Approved	Available	%age	
1	Andhra Pradesh	9	6	66.67	92	78	84.78	368	376	102.17	VEC/SMC
2	Bihar	3	3	100.00	283	169	59.72	0	0	0.00	VEC/SMC
3	Jharkhand	3	1	33.33	48	20	41.67	259	180	69.50	VEC/SMC
4	Karnataka	12	7	58.33	34	30	88.24	202	190	94.06	VEC/SMC
5	Madhya Pradesh	8	8	100.00	50	26	52.00	783	487	62.20	PRI
6	Maharashtra	14	8	57.14	66	53	80.30	400	353	88.25	VEC/SMC
7	Manipur	1	1	100.00	0	0	0.00	0	0	0.00	Not known
8	Orissa	10	3	30.00	33	28	84.85	316	268	84.81	VEC/SMC
9	Uttar Pradesh	3	2	66.67	71	68	95.77	JEs of RES only			PRI/PTI
10	Uttarakhand	3	2	66.67	13	13	100.00	95	54	56.84	VEC/SMC

Data on Engineering Staff availability and the Construction Vehicle in the JRM Visited States. Data ending Sep, 2010. Source (MHRD)

7.30 Engineering Staff Strength was found to be a common problem in most states like Uttarakhand leading to civil works delays. Orissa is another example where only about 20% of the staff is in position. Ranking of the Engineers on the basis of completion of their allocated works was found to be useful in Madhya Pradesh. The Mission feels that this could also be a demotivating factor as engineers could be ranked low for reasons outside their control.

7.31 In Jharkhand and Maharashtra, due to a high level of community involvement, the construction quality was still reasonable despite insufficient Staff Strength. Third Party Evaluation has been conducted in a large no. of states. In Maharashtra District specific Consultants have been set up. Third Party Evaluation is pending in other states like Madhya Pradesh. In Manipur where it will be taken up after the SSA engineering wing takes over the works from the rural development authority.

School Building Construction Quality & Technology Utilized

7.32 The quality of Civil Works has generally been reasonable in terms of making the structures appear to be of appropriate strength and earthquake proof. Built Quality is mixed with states like Jharkhand reporting quality related issues while States like Uttarakhand, Karnataka & Andhra Pradesh reporting good quality. Ramps for the physically challenged are now commonly seen, although problems of slope, adequate railing support & connectivity to all classrooms remain as reported in Orissa, Madhya Pradesh & Andhra Pradesh. Therefore, universal design principles for developing and refurbishing existing schools including classrooms and toilets need to be carefully thought through by the states.

7.33 The Mission recommends working with newer & alternative materials where currently used conventional materials are posing problems. For example, brickwork might not be of quality in Black Cotton Soil regions of Maharashtra & Madhya Pradesh. Here alternatives need be explored for improving construction quality. Fear of a higher cost in alternative materials can be offset by increasing the scale of this type of construction, upgrading local skills or utilizing the skills of other building related organizations within the area and finally by working on cost effective materials.

Innovation funds are currently not allocated for any civil works initiative. Therefore, it would be useful to allocate some funds for innovative civil works. In addition, usage of a variety of attractive built forms to pull in and retain the children and instill in them a sense of pride for their school space is essential.

Classroom Quality & Child Friendly Elements

7.34 States are increasingly working to create classrooms and school buildings which engage and attract the child through innovating approaches, special classroom elements and using the Building as a learning aid. There was also an inbuilt provision of 4% of construction cost for Child friendly elements which ensured their appearance in all schools, albeit mostly in the painted format like in Andhra and Madhya Pradesh. States like Jharkhand & Uttarakhand don't have too many such elements whereas those in Maharashtra were observed to be well equipped. Pilot programs like Activity Based Learning (ABL) in Madhya Pradesh & Orissa, have developed classrooms into models with flexible seating, Interesting runner boards, ABL element based racks and painted or hanging learning elements. These can serve as useful exemplars for the complete programme.

7.35 In spite of the all pervading painted elements, not much display of teaching learning materials was found in regular classrooms primarily due to fears of damage. This can be helped through usage of low cost innovating display and inbuilt storage systems. A refocus now on helping the student teacher community to create their own TLM rather than only providing TLMs, should yield better learning outcomes. Various kinds of storage can also be helpful in also providing libraries as per the RTE in the classroom or the HM's room. Provisions of Runner boards / multiple chalkboards is essential in multi grade teaching situations common in remote areas. Provision for Stages for cultural activities would also be helpful.

Cost Effectiveness & Maintenance Provision

7.36 Progress in Civil Construction was also impeded in many states due to the increase in the costs of construction. In Madhya Pradesh, certain larger scale works given to State local bodies for development were high due to high tendered costs unacceptable under SSA norms. States like Uttarakhand recently updated the costs through the supplementary budget.

7.37 Available facilities need to be utilized optimally and plans need to be developed for appropriate maintenance. In Karnataka it was observed that the funds schools received for maintenance and improvement from SSA as well as contributions by community were mostly spent without a proper plan for usage. In Andhra Pradesh, the maintenance work was found to be satisfactory. States like Uttar Pradesh, Uttarakhand & Karnataka reported that the maintenance budgets as provided were not found to be sufficient. Besides the provision for Major repairs, which is already mandated by SSA, the Mission would recommend developing flexibility in the maintenance budget for obtaining larger sums occasionally.

Classroom Comfort to ensure Retention

7.38 Buildings which facilitate occupant comfort go a long way in promoting Retention. It was reported in Bihar and M.P. besides other states that buildings become extremely uncomfortable during harsh weather and are difficult to use. Therefore, a provision for insulation, especially on roofs which receive the maximum solar exposure in the predominantly single storeyed buildings would be useful. Secondly, Classrooms in Uttarakhand & Maharashtra were reported to be well lit and not so in Jharkhand. Therefore, creating minimum standards of daylighting to ensure comfortable while glare free lighting through the windows, ventilators and the light shelves is essential. This is all the more important as many schools which do not have an electrical connection

such as in Jharkhand & Orissa, and even where present, power supply itself is intermittent. The Report of "Committee on Implementation of RTE 2008 and the resultant revamp of SSA" shows that 33% of govt. elementary schools in rural areas have electricity while 54.57 do not have separate toilets for girls.

7.39 Many states have the school electricity on commercial meters and it is difficult to pay for the electricity bills from the limited school funds. But electricity is important even for direct educational purposes where in Karnataka, students listen in to various Radio programs. Therefore, Energy efficiency is the need of the hour. This can be promoted through a minimum daylighting provision, efficient lighting fixtures, master switches to avoid power wastage and usage of Solar lighting where possible. Interesting usage of solar energy for KGBV hostel night lighting were observed by the Mission members in M.P.

Building Services to aid retention

7.40 Services provision including Drinking Water and Toilets are generally present in most schools but now needs to be upscaled to the national building code provisions as per no. of students in the school. Kitchens for cooking midday meals are being built, though as a separate building. Kitchen designs need to be emphasize better ventilation to exhaust the smoke, should include essential storage and need to integrate with the whole school plan.

7.41 In AP, approx 30% of the toilets in the State were non-functional due to lack of running water. Therefore, effective convergence with other departments is essential to ensure that schools have water & electricity. This is already being done in some States such as Uttarakhand and Maharashtra. where a convergence with Total Sanitation Campaign and Drinking Water Mission is underway. An interesting innovation is the Forcelift pump, which does not need electricity, and is reportedly being provisioned in Bihar, UP, Madhya Pradesh & Jharkhand for the availability of water for flushing from overhead tanks. Hygiene in toilets is a major concern which is now being mapped in school environmental assessments. Finally, Water conservation and rainwater harvesting and recharge is an important provision which has been created but needs expansion and quality execution due to the falling ground water levels in various states.

Facilities in the schools based on DISE 2009-10 are as follows:		
	Elementary	Primary
% Schools having DW Facilities-	92.60	91.50
% Schools having Common Toilets-	54.30	54.10
% Schools having boys Toilets-	31.00	25.70
% Schools having girls Toilets-	58.80	51.00
% Schools having boundary wall-	51.50	-

Source: (MHRD)

7.42 There were hardly any girl toilets in Manipur and in Orissa, 47.29% of schools do not have these. Many out of the ones that exist are bereft with challenges regarding barrier free access, cleanliness and inadequate water supply. But in Maharashtra, out of the total sanctioned toilets for girls, 89.60% was achieved and are in a neat condition. Here, hygiene of the toilets was more of a concern in urban areas than in rural situations. Maintenance of school toilets in Maharashtra have either been given to an agency or to individuals using SSA school maintenance funds

Developing School Campuses

7.43 Development of a Civil works strategy for classrooms and campuses which doesn't just house the school, but provides a physical environment which attracts and retains the child is essential. Therefore, an integrated Site concept as embodied in the "Whole School Development Plan" is being focused on by a number of states. This is all the more important due to the land crunch or wastage of space faced by various state school programs and precious finances are required even to purchase land.

7.44 States like MP are developing a comprehensive School Asset Register while work is in progress at various stages in Bihar, Jharkhand, Karnataka, Maharashtra, Orissa, U.P. & Uttarakhand. This kind of a survey and its incorporation into an online system, has the potential of inputting spatial & environmental information into the civil works planning process which would prevent haphazard school campus development and provide flexibility in future expansion provision. Landscaping and Greening of the campus are urgent tasks together with need to make the campus hazard free, safe and secure which now would be governed through various RTE provisions like playgrounds, boundary walls, and fence fencing. Initiatives like those of "Vidya Van" in Madhya Pradesh by a College for Teacher's Education have the potential of becoming knowledge resources for the greening exercise.

7.45 Training of the staff carrying out data collection and drawing needs strengthening to ensure complete site data. Physical mapping should enable putting future inputs like additional classrooms, appropriate sloped Ramps, Plinth connectivity of various rooms & Staircases into a Whole school plan for future development. Therefore State and District level mapping could include building foundation strengthening for vertical expansion, Campus site area per child in the school, Playground appropriate to the school population & Classrooms which are well lit and those that are not. RTE driven Parameters which are already present in DISE, such as HM rooms, can be put down as Store cum Office cum HM Room. Ramps which are already mapped on DISE could be qualified by asking on the no. of classrooms they access and those which they don't. Many interesting School visioning exercises currently underway need to also showcase the civil works based outcomes, with an inbuilt mechanism to reduce these into unitized costs clear to the sanctioning authority.

7.46 The Mission makes the following recommendations:

- Considering the mandatory RTE requirements like playgrounds in schools together with constraints in acquiring land a holistic assessment of land available through individual site mapping is necessary. GIS based physical mapping of schools has been launched in many states. This needs to be linked with other child tracking systems to rationalize the need for new schools and expansion of existing schools. Flexible methods of space sharing and vertical expansion must be developed for effective utilization of the existing resource.
- Allocate some funds for innovation in civil works for developing attractive built forms, using improved or alternative building materials & providing spaces for cultural activity like stages and open air amphitheatres.
- Promote the effective usage and visibility of teaching learning materials through appropriately sized and inbuilt storage and display areas within the classroom.
- Ensure all weather classrooms to make them comfortable and usable throughout the year through provision for insulation, energy efficient lights and fans and by ensuring adequate daylighting

- Service provisions like drinking water and toilets, although present in most schools needs to be upscaled as per no. of students enrolled and made both operational and hygienic
- School physical mapping has started in a no. of states and this will help in centralized decision making for making comprehensive organized school campuses. But the training of the staff carrying our data collection and drawing needs strengthening to ensure complete site data. Physical mapping should enable putting future inputs like additional classrooms, appropriate sloped Ramps, Plinth connectivity of various rooms & Staircases into a Whole school plan for future development. School visioning exercises currently underway need to also showcase the civil works based outcomes, and create a mechanism to reduce these into unitized costs clear to the sanctioning authority.

Financial Management

Fund Flow

8.1 The agreed sharing pattern between the Central and the state under SSA/KGBV and NPEGEL is 55:45 for the fourth year (2010-11) of the 11th Plan. The fund sharing pattern for the north eastern states is 90:10 in the 11th Plan period till the end of programme. Consequent upon the promulgation of RTE Act, the sharing pattern between Central and State Governments has been revised as under:

- **For States/Union Territories other than States in the NER:** The funding pattern between the Central and State Government and UT Administration shall be in the ratio of 65:35.
- **For eight States in the NER:** For eight States on the North Eastern Region (NER), the existing sharing pattern between the Central and State Governments in the 90:10 ratio shall continue.

8.2 The Government of India's releases to the State/UT concerned has been 60% of the actual funds utilized by the SIS in the previous year for SSA/NPEGEL/KGBV implementation, pending approval of the Annual Work Plan & Budget by the PAB. The ad-hoc grant is subject to adjustment of unspent balances as available on 1st April of the current financial year.

8.3 The regular outlay approved by PAB (including spill over from previous year was Rs. 37,184.47 crores. Supplementary outlay of Rs. 8,521.70 crores was approved by PAB in October/ November 2010 mainly to account for the changed norms of SSA in harmonization with RTE provisions. Thus, the supplementary outlay accounts for around a fifth of total approved outlay. Thus, the approved outlay (GoI and State share) as per the AWP&B for 2010-11 was to the amount of Rs. 45,597.42 crores. Of this, Rs.15,697.20 crores was released by GoI upto December 2010. With the unspent carry over balances with States of Rs. 4,312.57 crores the total availability of funds was Rs.20,009.77 crores. With some states pooling more than their share (20 states) and other short (15 states the overall share of states reflected an excess of Rs.166.59 crores till 30th September 2010. the major defaulting states are Andhra Pradesh (Rs. 356.09 crores), Arunachal Pradesh (Rs. 40.07 crores) and Jammu & Kashmir (Rs. 81.17 crores).

8.4 Funds are being transferred to districts within 15 days to a month. The transfer of funds from MHRD to States and the districts visited by JRM is now electronic. At sub district level, in large number of States majority of transfers are electronics. However the Banking infrastructure has not been available down to the village level in all locations. In case of Karnataka and Haryana funds are being transferred partly by electronic transfer and partly by cheques from districts to sub-districts level. Kerala, however, continued to transfer the funds from district to sub-district level by

cheques. Andaman & Nicobar Islands and Sikkim are transferring funds from SPO to District level and District to Sub-district level only through cheques.

8.5 Fifteen states have started web based monitoring of funds; however states like Daman & Diu, Delhi, Goa, Haryana, J&K, Lakshadweep, Manipur, Mizoram, Nagaland, Puducherry, Sikkim, Tripura and Uttarakhand are either in the process or yet to start the web based monitoring of the funds.

Training and Capacity Building

8.6 The training efforts made so far are appreciated; state and district level officials in many of the states visited have been provided some training. In UP regular 5 day training was provide in a state level institution, Andhra/ Bihar provided 500/ 393 person days of training respectively at various levels. However, sometimes training is restricted to state level and at most some district level accounts officers. Training for staff/ functionaries below this level may be inadequate. This is the part of the system furthest away and the one with the greatest needs. There is therefore a great need to reach out to (a) all district level staff (b) BRC/ CRC coordinators (c) VEC functionaries. Since availability of management funds is not a problem, these key persons need to be provided awareness on SSA FM/ procurement guidelines, their questions responded to and some element of handholding support provided. This could be done either by hiring consultants or through in-house staff. In the medium term, this will lead to better FM results on the program.

8.7 MHRD is in the process of developing a comprehensive Training Manual for finance and accounts staff. The Manual includes checklists and practical question and answers which will improve the comprehension of the trainees on the FM aspects. Further, this will be supported with specific power-point training material which will assist trainers in the states. This initiative is appreciated and the Manual should be finalized and issued as soon as possible.

Finance and Accounts (F&A) Staff

8.8 Shortage of F&A staff has been mentioned in recent JRMs. This is important since year-on-year SSA outlays are increasing significantly. The reasons for slow progress are not clear since the SSA FM manual clearly provides indicative structure (four) for staffing at the district level. The Manual further provides states to hire additional staff within the 6% management cost and advises states regarding hiring of block level FM staff; latest guidelines allow States to hire one accountant for every 50 schools.

8.9 The table below shows the status of District Level FM staff at key states.

8.10 The possible risk to SSA funds due to the shortages at district level in high spending SSA states needs urgent attention. The following issues are important; firstly, in several states the sanctioned strength is not equal to SSA norms, this situation would not exist if MHRD were to strictly monitor creation of adequate positions. Secondly, the desire to obtain staff only on deputation basis seems to be an impediment in this regard. States should be open to hiring contractual staff e.g. accounts assistants at district levels. Third, States have not even filled all of the sanctioned posts; even though the number of sanctioned posts is often below the indicative norms set out in the SAA FM Manual.

SSA JRM January 2011- Analysis of FM Staffing at District Level									
Rs. In Crores									
State	Reported Exp. 2009-10	districts (Nos.)	Avg./District	FMPM Norms (district)	Sanctioned	Posted	Change since July 2010	Vacancy against norms	Vacancy %
				a	b	c		d=a-c	e=d/a
Bihar	2,170	37	59	148	148	67	nil	81	55%
Jharkhand	1,199	22	55	88	71	53	- 2	35	40%
Karnataka	830	27	31	108	60	51	- 3	57	53%
Madhya Pradesh	1,940	50	39	200	100	90	+ 7	110	55%
Rajasthan*	1,999	33	61	132	64	44	nil	88	67%
Uttar Pradesh	3,350	71	47	284	176	117	+ 3	167	59%
West Bengal	1,625	19	86	76	80	61	- 3	15	20%
Chhattisgarh	963	16	60	64	54	18	- 3	46	72%
Total				1100	753	501		599	54%

8.11 However the relatively recent directives to hire block level accounts staff has yielded impressive results in terms of numbers. Major states taking steps in this regard are Maharashtra which has hired 285 block level accounts staff, Bihar - 246, MP - 233, Gujarat - 216, Karnataka - 202, Jharkhand - 159, Rajasthan - 159, Assam - 138, Tamil Nadu - 87, Haryana - 75, and Chattisgarh - 73 nos.

Readiness of the system to take on the increase in allocations (as SSA becomes the vehicle to implement RTE)

8.12 The Right of Children to Free and Compulsory Education (RTE) Act, 2009 has come in to force from 01st April 2010. The Act has laid down norms and standards, which are required to be met within the prescribed time frames. Keeping in view these norms, standards and time frame, the estimated cost of the combined RTE-SSA has been pegged at Rs. 2,31,233 crores over a period of 5 years from 2010-11 to 2014-15. The 13th Finance Commission has allocated Rs. 24,068 crores for the elementary education. After deducting the allocation of Rs. 24,068 crores, the balance cost of the programme works out to Rs. 2,07,165 crores. Numbers of new interventions have been introduced under the act. The Mission suggests readiness of the system on the increase in allocations. Issues such as financial management capacity, use of financial accounting software as mentioned elsewhere become even more critical in this context. Further, the JRM suggests that significantly low utilization of management cost (e.g. 2% in U.P.) must also be monitored and highlighted as a cause for concern.

VEC level issues

8.13 The following FM/ Governance weaknesses persist at the VEC levels.

- Display of information continues to be poor in several of the schools visited by the JRM. In some cases only the budgets/ receipts were displayed, while in others the display was made in the office of the headmaster which cannot be defined as a public place. The norms are fairly simple (display of head-wise financial information of receipts, uses, and balances at a public place) but have not yet been implemented.
- The VEC bank accounts and records are sometimes being used for several schemes. In UP for example the same bank account/ record books were used for SSA, mid day meal and the state funds. While this is not a major irregularity per-se; it makes the scheme wise recording and

reporting all the more difficult and error prone. This should be discouraged and at least the accounting records for all the schemes should be bifurcated.

- In many states, releases to VECs are made electronically i.e. no cheque is issued and handed over to the VEC. This poses a communication challenge; many times the communication to the VECs is delayed and so the information on the release is sometimes available only when the VECs members visit the Bank to update their pass books. This needs attention and further analysis; effective methods of communication like text messages through mobile phones, better communication through BRC/ CRC coordinators needs to be worked on.
- While there is a provision for coverage of VEC with expenditure level of more than Rs. 1 lakh in a cycle of 3 year, there is at present not adequate attention to audit coverage of VECs with less than Rs. 1 lakh expenditure.

8.14 As per the financial management and procurement manual all VECs having expenditure of more than Rs. 1 lakh shall be covered in a three year cycle. In case of Karnataka, there are 202 BRCs and about 6000 VECs against which the external auditor has covered to all the BRCs and 1728 VECs. In the case of Maharashtra, 10326 BRCs, 960 CRCs, 3826 VECs were visited by the auditors in the financial year 2009-10. Uttar Pradesh has also reported a significant coverage of VECs in all districts. In Manipur, though the state is aware of the instructions regarding coverage of all VECs spending more than Rs. 1 Lakh once in three years there are inherent problem in hiring the CA firms due to typical problem of the states viz., geographical terrain and law & order situation in villages. The Mission suggests that all audit books be brought to the block level for audits, and random sample checks be undertaken for physical verification in (only) difficult to reach areas.

Accounts

8.15 The FM Manual on SSA has been revised recently; MHRD has sent the revised document to State Project Directors and the Manual is also on the SSA website. The manual is gradually being copied and circulated within the states for wider dissemination. A copy of the Manual in hindi needs to be issued, once the FM Manual is revised in the light of proposed changes to the SSA Framework. Also the changes in the manual are 7 – 10 enhancements, i.e. where the fiduciary arrangements have been strengthened. It may be a good idea to print and distribute a pamphlet/ circular highlighting the changes.

8.16 Mission noted with satisfaction that the arrears on accounts and bank reconciliation systems have been considerably reduced. Accounts for 2009-10 of several states have been certified by Chartered Accountants. In majority of the states, bank reconciliation statements till 30th September 2010 have been prepared. Improvement in the book keeping and capacity building are warranted. The Mission visited VECs in Karnataka where maintenance of accounting records has much to be desired. The Mission was informed that specific instances noticed in the case of Karnataka would be followed and results shared. MHRD has taken a decision to appoint block level accountants and each accountant will maintain the accounts of 50 schools in a block.

Accounting Software

8.17 Tally financial accounting software has been introduced for purpose of accounting on SSA in U.P.; this is in operation in 36 districts (50%) as it is utilized as a basis of preparation of statement of expenditure, subMission of monthly information to SPO on the UPEFA web monitoring and reporting system and subMission of quarterly information to Gol website based monitoring system. In the case of Andhra Pradesh/ Bihar the same accounting software has been introduced in the district level offices. The Mission recommends that any standard software needs to be implemented in all states/ districts in a time bound manner. The Mission was informed that Tally or

similar software is in operation in 26 states, though its extension down to district level is not universal.

Audit and Internal Control

8.18 As per the Action Taken Report 16 Audit Reports for 2009-10 were received by the Mission date; a few other have reportedly come in later. The list of states whose audit reports are on the SSA website is given below. As most of the reports have just been received they are yet to be reviewed and the Mission was unable to comment on the audit findings.

8.19 States whose Audit Reports (09-10) are on the SSA website are: AP, Chhattisgarh, Daman and Diu, Gujarat, Karnataka, Rajasthan, Uttarakhand, Chandigarh, Delhi, Goa, Haryana, Jharkhand. As on 31st December 2010, 263 audit paragraphs were outstanding for want of replies in the case of Karnataka. The Mission recommends periodical review of outstanding paragraphs at the level of SPDs.

8.20 In case of Karnataka, the Statutory Auditors have brought out the following major observations:

- Existing internal control measures in regard to transfer of funds, maintenance of accounts and records, periodical reconciliation of funds received and releases, advance outstanding, analysis of budget Vs actual need to be strengthened.
- Non-observance of guidelines regarding capitalization of assets.
- Books of accounts at district offices, BEO and VECs are not as per the prescribed procedures.
- Non-compliance of instructions regarding physical verification of assets.
- Reconciliation of funds released viz. receipt by implementing offices.

8.21 Internal Audit mechanism have been provided for all most all the states while in some states internal audit activity have been outsourced in some states There is inhouse set up of internal audit. As per the FM&P Manual, physical verification of assets is to be carried out by the SSA society, but this could not been seen. In Karnataka certificate has been recorded in the asset register of the physical verification though such a certificate is not supported by any physical verification report. The stock register maintaining at the VEC level in case of Karnataka had entries related to fixed assets. It is vital that all the assets such as building, furniture etc. are properly documented, physically verified and evaluated.

Teachers' salary

8.22 Teachers' salaries form a significant part of SSA. As can be seen from the following table:

State	Expenditure (Rs Lakhs)	Salaries	Salaries %
Bihar	124417	31618	25
Jharkhand	80992	29422	36
Madhya Pradesh	122742	77297	63
Orissa	60468	21346	35
Uttar Pradesh	194553	144992	74
Uttarakhand	14230	7987	56

Note: As per Finance Controllers Meeting; for 6 months ended September 2010

8.23 Depending upon the teachers' appointment, terms and location, attendance records are maintained/salaries bill prepared at either district or sub district level. In some states, society releases funds to the DPO. This is recorded as expenditure based on the utilization certificate as

issued by the office receiving SSA funds. In the case of Manipur, teachers' appointed under SSA are paid by the education department based on the requisition of funds made to SSA, SMA Manipur for payment of salaries on quarterly basis in advance. In the case of Karnataka, funds for payment of teachers' salaries are transferred on quarterly basis to the DPO. In the case of Andhra Pradesh, teachers' salaries have not been paid for the last four years ending 2010-11. In this connection, following points are highlighted:

- Teachers' salary is the largest component of SSA expenditure, yet it is not audited. The SSA auditor certified this as expenditure based on utilization certificate received from the office transferring the funds. This is contrary to the provisions of financial management and procurement manual of SSA.
- This expenditure as share of overall SSA expenditure is expected to go up even further with implementation of the RTE legislation.
- The MHRD has collected certain basis information on teacher's salaries. This confirms that in most cases this is left to audit by the State AG.

8.24 However MHRD in its communication to the states (refer Ms. Neelam Rao's letter) had asked for further information and monitoring. This has perhaps not been followed up as yet.

Norm based financing

8.25 The SSA program has been designed to provide funds based on certain norms and parameters. These norms cover a variety of inputs like civil works, uniform, teaching and learning material, training, interventions for out of school children, specific grants to schools, etc. The various heads under which funds are released/ reported have gradually increased to 27. Funds are released 'head wise' to subordinate entities and they are permitted to the funds for that head only. Secondly, detailed norms (on per unit costs) exist under several heads; these may have been established either by the MHRD or in some cases by the states.

8.26 In the earlier years, norms served a very useful purpose. These guided the investment to critical areas, brought in necessary controls, and resulted in equitable distribution of SSA resources within the implementing agencies. However, over the years the norms have also led to the following inefficiencies/ inflexibility in some cases: (a) norms force the entity to spend even if it may not need the funds; had there been more flexibility then savings could be used partly for other purposes as well (b) norms assume that needs for each implementing entity is exactly the same (c) norms increase the workload in terms of flow of funds, record keeping, accounting etc since release under each head have to be tracked separately.

8.27 MHRD should set up a team to look at some (or a combination of a few) of the following options:

- Categorize the 27 heads under four major groups like quality, infrastructure, equity, operations & maintenance; allow a level of flexibility within the group
- Reduce the reporting 'heads' from the current 27 to something as low as around 15
- The 'per unit norms' for all items other than civil works may be used for the purposes of monitoring and releases till the state or district level only. However implementing entities must be provided some flexibility in use of funds. Monitoring should be on proper end use of funds rather than on use under a pre specified head only.
- Certain funds for each type of entity could be provided in form of a flexi-pool. E.g. the civil works could be provided to a VEC separately but the rest of the funds could be provided to the VEC in form of a flexipool. It may have some flexibility (within SSA norms) to use the funds either for school repair, or floor mats, or a students' visit to the city etc.

Ideally, these changes would be introduced sooner rather than later, though the Mission recognizes that any changes to the norms will likely need to wait until the 12th Five Year Plan.

8.28 Recommendations

- **District Level FM staffing:** District level FM staffing is a cause for concern since the staffing for certain key states has been low and stagnant for over a year. From the current vacancy status of 54% for select 8 states the vacancy should be constantly monitored and states should be required to submit an action plan in this regard. The action plans should at a minimum reduce vacancies by 10% till July 2011 and by 25% in January 2012. .
- **Accounting Software:** The implementation of financial accounting software is still in different stages in different states. While several states have started on this, many have not completed the process. With large outlays and considering that several states have opted for fairly simple but sound software solutions, MHRD must monitor and ensure that any standard financial accounting software is fully implemented at the state and district levels for each of the top ten largest spending states. These ten are Uttar Pradesh, West Bengal, Rajasthan, Bihar, Madhya Pradesh, Jharkhand, Orissa, Tamil Nadu, Chattisgarh and Maharashtra which accounted for an expenditure of Rs 10,257 crores for the six months ended September 2010. A preliminary report on this should be given during the July 2011 JRM and all ten states brought on board by January 2012 JRM.

Procurement

9.1 **Mandatory Application of Procurement Procedures of SSA FM&P Manual:** The Mission has observed that except for Madhya Pradesh, all states have reported using the SSA FM & P Manual for all procurement carried out by the state societies. The team was informed that state stores purchase rules as approved by the EC is continued to be used in Madhya Pradesh, this is against the latest amendments to the SSA FM&P manual, where mandatory use of the manual is required for using SSA funds. Similarly, there is some degree of uncertainty among states about the applicability of SSA Procurement norms to state level agencies like Electronics Development Corporations and Text Book Corporations, engaged for procurement by SSA Societies. As per the amendments to the SSA FM & P Manual, it is essential to follow the procedures for all procurement under SSA.

Recommendations: GoI to seek clarifications from SSA MP for not following the SSA FM&P requirements and take decisions whether the claims for procurement since the amendment to FM&P Manual will be permissible for reimbursement. GoI may also issue further clarifications on applicability of the procedure to all agencies involved in procurement in states.

9.2 **Procurement Plans:** The use of procurement planning as a tool for progress management of SSA activities in the states and district level has not taken place, as observed from various states. Most states have reported availability of a Procurement plan, except Manipur, however periodic updating of the plans are not seen anywhere. Similarly states that have adopted e-procurement have not linked the process to the procurement plans developed every year. Thus procurement plans development remains as a function necessitated by the AWP process and ends with the FM department.

Recommendations: The Mission feels it is time to carry out a critical review of the procurement planning and monitoring process and how this get integrated to project management process. GoI and TSG need to orient the state teams on the usefulness of the plans and its role in project monitoring. It is

recommended that periodic review require states to link the physical and financial progress details to procurement plan progress.

9.3 Procurement MIS: One of the important aspect agreed with GoI as part of 12 JRM was to implement an MIS for all procurement valued above INR 10 Lakhs. The same is not yet completed and the lack of contracts data in states visited at a single place and incomplete procurement plans further confirm the urgency for development and rolling out of procurement MIS.

Recommendations: *GOI shall expedite the development process and start piloting the MIS in at least 3-4 states by the next JRM.*

9.4 Procurement of Textbooks and Quality Aspects: Most of the states visited has brought forward serious issues on the specifications for paper used, printing color text books and binding used. While states like Andhra Pradesh and Karnataka had confirmed a process of quality checking, the observations on printing quality and durability raises concerns. Given that a large amount of SSA resources are allocated and spent for supplying textbooks and considering the academic relevance of quality printing, the Mission urges immediate attention of GoI and states in improving the process of developing designs and specifications for printing, paper and binding. Given the overall impression about products not meeting the required standards and specifications there is a need for States to initiate urgent actions for an in-depth quality audit of the process.

Recommendations:

The Mission recommends

- *GoI to commission a group of text book developers, printing technologists and procurement experts to review and develop a model specifications for paper, printing qualities and binding requirements for text books to be procured under SSA.*

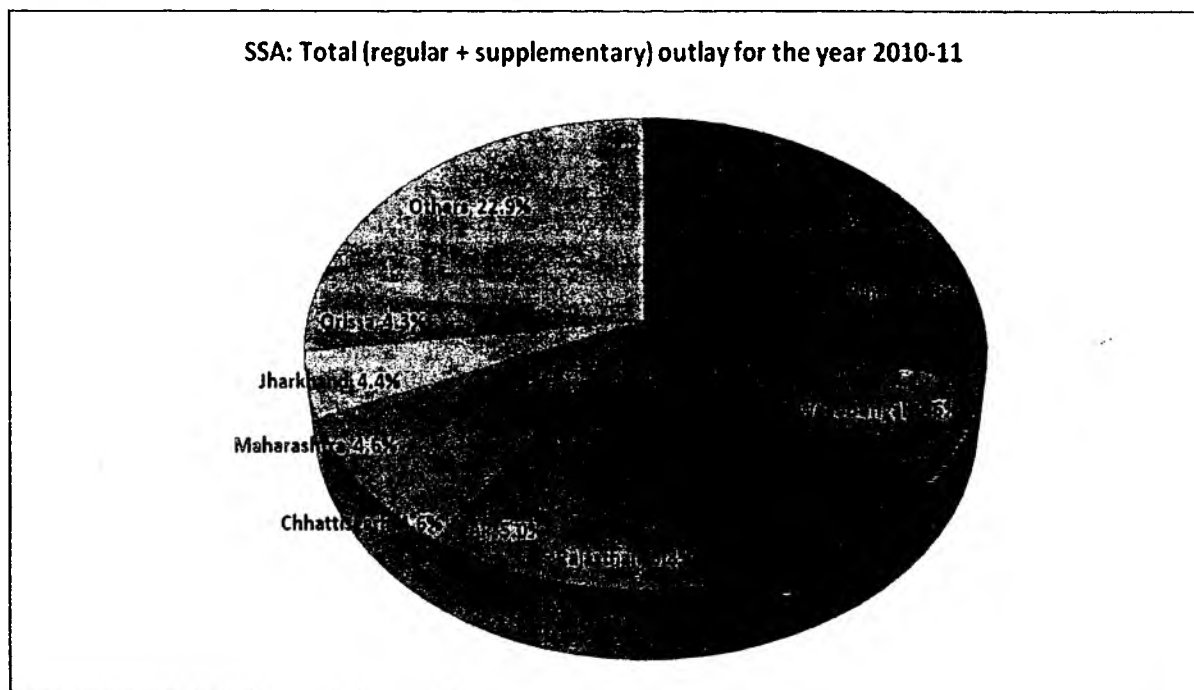
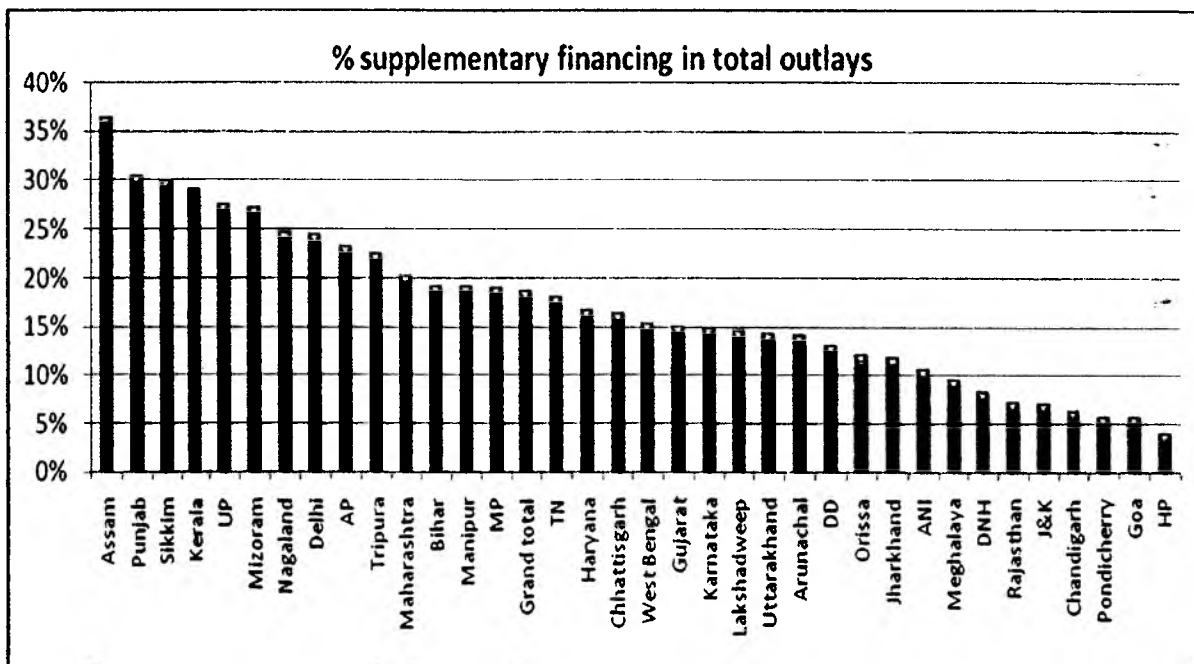
Pre-Delivery Inspection:

- *Selection of text books based on the batch size from print orders and checked as per quality sampling table of BIS/ISO or as specified/discussed with GoI for paper and printing services*
- *Check text books against the contract specification, final dummy of art work and other relevant documents.*
- *Verification of test reports submitted by printers for paper and other raw materials or witnessing of testing of raw materials.*
- *Dimensional checks of text books against contract drawings and any relevant standard or specification. These checks would either be performed by the Inspector or performed by others and witnessed by the Inspector.*
- *Check the workmanship of the textbook printing, including finishing and robustness.*
- *heck the packing, size and shipping marks against shipping instructions specified in the Contract and approve/stamp the text books for shipment, when required, quantity-verification of textbooks shipped.*
- *Issue a Certificate of Inspection and Inspection Report for each consignment as shipped. Also should it be required under the terms of the Contract for Printing of Textbooks, a release note would be supplied to clear payment against terms of payment of order(s).*

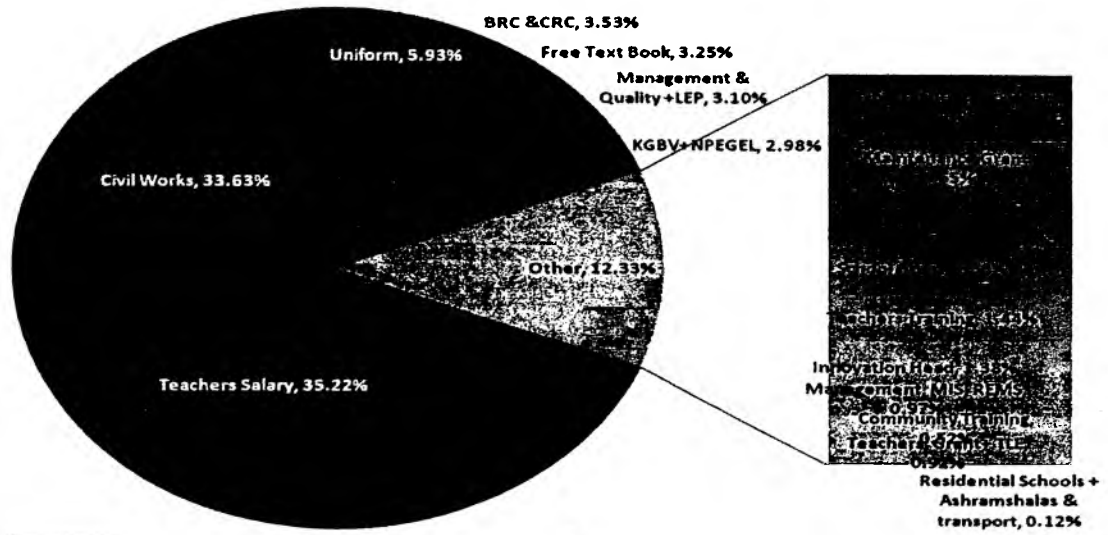
Post Delivery Inspection:

- *Confirm the text books received by the consignee are those dispatched by the printer.*
- *Confirm the quantities received by the consignee are in accordance with the contract. Report all damages observed at the consignee's site, including the extent, nature and cause of damage for future preventive measures.*
- *Confirm storage of the items is in accordance with the storage conditions stipulated by SSA or the printer.*
- *Quality Inspection and field observation on the quality and durability of textbooks*
- *Issuance of Inspection Note.*

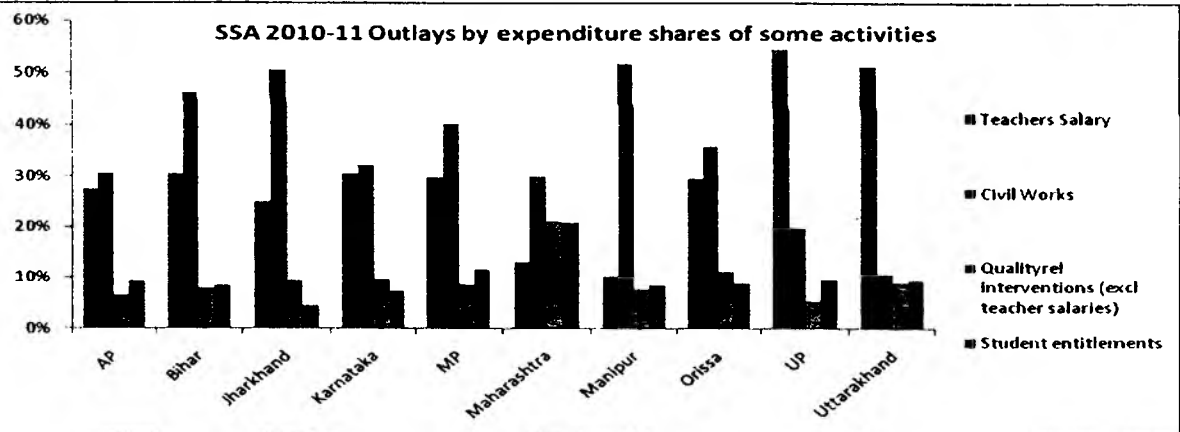
SARVA SHIKSHA ABHIYAN				
Expenditure Report Summary (Entire Program)				
For the Half Year Ended on September : 30.9.2010				
(Rs. in lakhs)				
S. No.	Name of the State	Opening Balance for the year	Releases	Reported Expenditure
1	Andhra Pradesh	4,305.21	55,173.73	35,031.41
2	Arunachal Pradesh	890.04	10,763.65	4,419.75
3	Assam	10,422.50	35,454.35	17,380.58
4	Bihar	136,012.97	202,802.05	128,085.26
5	Chattisgarh	18,245.04	73,423.00	46,853.36
6	Goa	701.89	454.00	236.16
7	Gujarat	18,399.35	37,916.16	43,195.79
8	Haryana	11,076.93	28,186.11	20,468.80
9	Himachal Pradesh	2,460.56	7,307.11	9,254.92
10	Jammu & Kashmir	4,333.44	16,068.40	18,609.94
11	Jharkhand	33,691.05	61,812.26	83,421.65
12	Karnataka	17,629.39	42,028.70	39,486.00
13	Kerala	4,074.00	12,368.13	10,230.39
14	Madhya Pradesh	18,324.11	171,761.74	126,263.53
15	Maharashtra	12,092.55	90,537.00	43,911.91
16	Manipur	510.72	4,912.00	3,188.23
17	Meghalaya	5,094.53	11,281.02	8,884.41
18	Mizoram	263.30	4,453.13	4,279.90
19	Nagaland	646.68	8,636.83	1,095.14
20	Orissa	21,273.64	79,155.67	64,441.40
21	Punjab	4,715.43	23,642.15	27,285.51
22	Rajasthan	12,043.38	165,045.87	135,257.20
23	Sikkim	306.02	3,142.51	1,060.99
24	Tamil Nadu	7,052.63	65,062.44	47,535.66
25	Tripura	109.12	5,188.15	4,923.79
26	Uttar Pradesh	52,910.36	216,262.88	206,851.24
27	Uttaranchal	3,365.63	17,552.24	14,458.22
28	West Bengal	26,254.77	166,942.16	143,069.80
	Union Teritorries			
29	Andaman & Nicobar	325.03	207.78	373.70
30	Chandigarh	741.10	2,485.61	2,284.08
31	Dadar & Nagar Haveli	243.74	-	247.25
32	Daman & Diu	99.36	260.05	117.52
33	Delhi	1,650.98	1,277.94	2,768.40
34	Lakshadweep	77.08	301.03	55.84
35	Pondicherry	224.00	335.38	525.66
	Total	430,566.53	1,622,201.23	1,295,553.39
National Component				
	Ed.CIL	556.50	565.00	525.16
	NCERT	48.65	60.38	31.66
	NUEPA	8.82	-	8.15
	IGNOU	76.84	-	56.16
	Total	690.81	625.38	621.13
	Grand Total	431,257.34	1,622,826.61	1,296,174.52



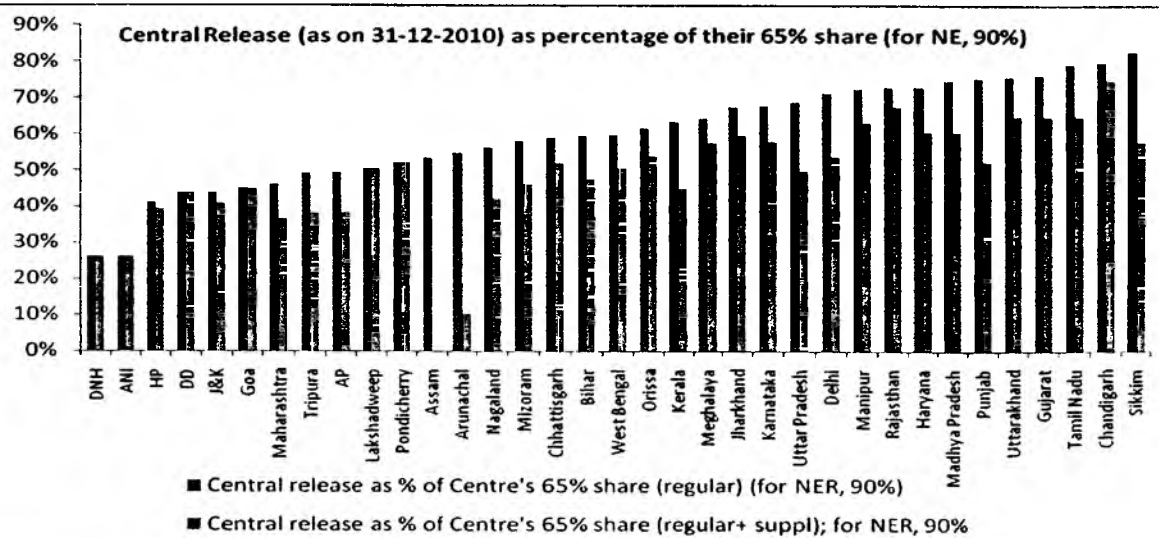
Outlays by Components/ activities: 2010-11



SSA 2010-11 Outlays by expenditure shares of some activities



Central Release (as on 31-12-2010) as percentage of their 65% share (for NE, 90%)



**Thirteenth Joint Review Mission for Sarva Shiksha Abhiyan
(January 17 - 31, 2011)**

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 Thirteenth Joint Review Mission (JRM) of Sarva Shiksha Abhiyan, is scheduled from 17th to 31st January, 2011. 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 selected districts in 10 States to review progress in overall implementation of a 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 draft Annual Work Plans for the TC Fund and progress made on TC Fund implementation;
- Estimate the financial contribution of external partners; and
- Review action taken report on recommendations of 12th 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 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 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 on implementation of Financial Management (FM) Action plan.
 - Progress against procurement plans for 2010-11
 - Discussion with States on IPAI reports (if relevant)
 - Status of annual statutory audit reports 2009-10 and compliance of 2008-09 audit reports
 - Review of accounts staffing / training
 - Issues related to Financial Monitoring Reports
- 2.6 The Thirteenth 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**
- i. Information on release of funds to states – 2010-11.
 - ii. Report on concurrent Financial Review by IPAI (if any).
 - iii. FMRs (September, 2010).
 - iv. Status of Audit Reports 2009-10 and compliance reports of audit State-wise for 2008-09.
 - v. Overall Programme Implementation Report of States (10 States) as per standard format in Annexure-I.
 - vi. Action Taken on Recommendations of the Twelfth Joint Review Mission of SSA.
 - vii. Copies of research studies completed (if any).
 - viii. 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. Andhra Pradesh, Karnataka, Maharashtra, Orissa, Uttar Pradesh, Uttarakhand, Bihar, Jharkhand, Madhya Pradesh and Manipur.** 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 Andhra Pradesh, Madhya Pradesh, Uttar Pradesh and Karnataka 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.

EC : 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 World Bank.

5. TIME FRAME

The Thirteenth Joint Review Mission would take place during January, 17th – 31st, 2011 as per the programme given below: -

Date	Activity
17 th January, 2011 (Mon)	Briefing by Government of India
18 th January, 2011 (Tues)	Internal discussion on distribution of tasks and writing responsibilities among Mission members, preparation for field visits and Departure for States.
19 th January, 2011 (Wed)	Briefing at the State Project Office and discussion with State level resource organisations / Monitoring Institutes / Convergent Departments/ other districts.
20 th – 23 rd January, 2011 (Thurs – Sunday)	Visit to Districts.
24 th January, 2011 (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.
25 th January, 2011 (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. ⇒ Departure of members other than those in the core group.
26 th January, 2011 (Wed)	Writing of Report by Core Group.
27 th January, 2011 (Thurs)	⇒ Discussion with MHRD and NCERT regarding TC Fund. ⇒ Writing of Report by Core Group.
28 th January, 2011 (Fri)	Writing of Report by Core Group.
29 th January, 2011 (Sat)	Pre-wrap up meeting with MHRD officials.
30 th January, 2011 (Sun)	Finalization of report.
31 st January, 2011 (Mon)	Wrap-up meeting.

OVERALL PROGRAMME IMPLEMENTATION REPORT OF STATES

1. State and District wise outlay and expenditure, 2010-11.
2. Provision and Release of State share – 2010-11.
3. Component wise physical and financial progress against AWP&B 2010-11.
4. **Status of the Programme Implementation:**

i. Access

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

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

iii. Retention

Pupil Teacher Ratio & status of teacher recruitment & redeployment.

- a. Student Classroom Ratio
- b. Provision of additional teachers
- c. Context-specific measures including sensitisation of teachers, parents and community and removal of socio-psychological barriers in the education of girls and from disadvantaged groups.
- d. Initiatives and interventions to remove discrimination against SC & ST children in the school environment.
- e. Tracking and readmission of drop-out.
- f. Availability of free Text books and TLMs

- g. 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.

v. Strategies for Community Mobilization

- a. Training of Community Members and Initiatives to mobilize SFGs
- b. Convergence of PRI institutions with VEC/PTA/SDMC
- 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*
 - Status of implementation of FM&P Manual
 - Progress against procurement plan for 2010-11
 - Status of audit reports for 2009-10
 - Status of accounts staffing/ training.
 - Functioning of internal audit system.

13th Joint Review Mission

Government of India Nominees

1. Prof. A.K. Sharma (Mission Leader)
2. Prof. Jacob Tharu
3. Mr. K. Ramachandran
4. Prof. Anjali Dave
5. Ms. Anjali Narhona
6. Dr. Amukta Mahapatra
7. Ms. Chetna Kohli
8. Prof. Zubair Meenai
9. Ms. Nishi Mehrotra
10. Dr. C. G. Venkatesha Murthy
11. Mr. J. B. Mathur
12. Mr. Deependra Prasad

Development Partner Nominees

13. Mr. Toby Linden (The World Bank)
14. Ms. Shabnam Sinha (The World Bank)
15. Mr. Tanuj Mathur (The World Bank)
16. Mr. Leopold Remi Sarr (The World Bank)
17. Ms. Ranjana Srivastava (The World Bank)
18. Ms. Deepa Sankar (The World Bank)

19. Mr. Colin Bangay (DFID)
20. Ms. Ritu Chhabra (DFID)
21. Mr. Michal Latham (DFID)
22. Mr. Joseph Shine (DFID)

23. Ms. Frederique Hanotier (EU)
24. Ms. Renu Singh (EU)

Annex: Monitoring Results Framework

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
Goal 1 : All children in School / EGS centers / Alternative and Innovative Education Centers								
1	Number of children aged 6-14 years not enrolled in School	8.1 million children estimated to be out of school (Independent sample study by SRI-IMRB, 2009)	Reduction in the number of OOSC by at least 1.5 million	2.87 million (PMIS based on household survey)	Annual PMIS Report disaggregated by States. Independent Sample Survey on out of school children in 2011-12; Disaggregated by States / Gender / Rural / Urban and Social Categories of SC / ST / OBC / Muslim Minorities/CWSN	Household Data and updated village and ward register Independent Sample study instruments	States and districts Independent agency	<ul style="list-style-type: none"> ▪ 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 UP (2.8 M), Bihar (1.3 M), Rajasthan (1 M), West Bengal (0.7 M), Orissa (0.4 M) ▪ 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 EGS/AIE (PMIS)	Increase in enrolments to commensurate with the decline in OOSC	131.7 million (DISE: 2009-10) 54 million (DISE 2009-10)	Annual DISE Report disaggregated by States, gender, SC, ST and Muslim.	DISE	NUEPA	<p>DISE 2009-10 is Provisional data. State wise disaggregation is needed to see where the enrolment is stabilized or standardized to the relevant age population</p> <p>Upper primary enrolments are larger than what is reported in DISE as many States where Grade VIII is with Secondary has not reported it.</p>
3	Number of States with PS:UPS >2.5:1	15 (DISE 2007-08)	Reduce the number to 12	9 states	Annual DISE data	DISE	NUEPA	<ul style="list-style-type: none"> • Need to re-look at the indicator as the number of sections in entry grade of upper primary to be sufficient to accommodate all primary graduates; • Ideally, the ratio of primary: Upper primary enrolment should be 5:3 or 63% primary and

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
								37% upper primary (reflecting the number of grades, and with mild reduction in subsequent grades). However, currently, it is 5:2 or 71% in primary 29% in upper primary
4	Number of children with special needs (CWSN) enrolled in school/ alternative system including home based edu.	2.5 million (2008-09: PMIS Report from Inclusive Education for Disabled Unit)	Increase/ maintain enrolment to commensurate with the CWSN identified	2.78 million (2009-10: PMIS form IE unit)	Annual PMIS Report on IE	PMIS for IE	States and Districts	Identification of CWSN has improved from 2.6 million in 2007-08 to 3 million by 2009-10, of which 91% are covered by education now
5.	Decline in the shortage of number of classrooms	3,00,494 additional classrooms required (11 th Plan estimates - 2009)	Cumulative Additional classrooms targeted till 2009-10 is 1105797	Cumulative Additional Classrooms completed till March 2010 is 916946 (69793 between December 2009 and March 2010)	Annual PMIS Report on civil works disaggregated by States	PMIS Reports from civil works unit	States & Districts	<ul style="list-style-type: none"> • Increase of 3.9 Lakh classrooms reported in DISE between 2007-08 and 2009-10, of which 1.16 lakh is between 2008-09 and 2009-10 (estimated using number of schools multiplied by average no of classrooms) • 1.72 lakh new additional classrooms in 2010-11 sanctioned • In the context of RTE which prescribes one classroom per teacher, and a PTR of 30:1 instead of 40:1, the estimations of shortfall in classrooms is going to increase
Goal II : 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	48.38% in 2008-09 & 48.44% in 2009-10	Annual DISE Report disaggregated by States	DISE	NUEPA	<ul style="list-style-type: none"> • Gender parity index at primary is 0.94 in 2009-10 • Gender parity index at upper primary is 0.92 • Girls' share in total OOSC is still larger than their share in
		Share of girls in upper primary schools is 46.99% (Share of girls in population of 11-13 is 47.40%)	Share of girls in primary school reflects their share in population	47.58% in 2008-09 and 48.04% in 2009-10				

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
7	Enrolments of Scheduled Castes & Schedule Tribe children reflect their shares in 6-14 age group population in Primary and Upper Primary Schools	Share of SC children In Primary Schools is 19.17% (Share of SC in population of 6-10 is 17.60%)	Share of SC children in primary reflects their share in population	19.98%	Annual DISE Report disaggregated by gender and by States	DISE	NUEPA	<p>population</p> <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 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 Decline in the shares of SC and ST in enrolments from 2007-08 shares shows improving age appropriate enrolments in these groups
Share of SC children in Upper Primary Schools is 20.08% (Share of SC in population of 11-13 is 17.10%)		Share of SC children in upper primary reflects their share in population	19.14%					
Share of ST children in Primary Schools is 11.60% (Share of ST in populn of 6-10 is 9.34%)		Share of ST childn in primary reflects their share in pop	11.55%					
Share of ST children In upper Primary Schools is 9.23% (Share of ST in population of 11-13 is 8.56%)		Share of ST children in upper primary reflects their share in population	9.45%					
Goal III: Universal Retention								
8	Transition Rates from primary to upper primary	81.13% (DISE 2007-08)	Improve it to at least 82%	83.04%	Annual DISE Report disaggregated by States, gender, SC, ST and Muslims	DISE	NUEPA	<ul style="list-style-type: none"> Better transition rates among girls- 83% compared to boys (82.6%) Average Annual drop out rate at primary level is 9% (9.3% among boys and 8.8% among girls) Retention rate for boys is 73.5% compared to 75.24% for girls 114 low retention districts notified as SFDs for 2010-11
9	Retention at Primary level	73.7% (DISE 2007-08)		74.92%				
10	Retention at Elementary Level	38.37% (For States where Elementary Stage is Class I - VIII)	Improve it to at least 40%	44.36%				
		56.35% (For States where Elementary Stage is Class I- VII)	Improve it to at least 52%	71.48%				

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
11	Gross Completion Ratio ¹	Primary level: 90.23% (DISE 2007-08) Upper Primary level: 58% (2007-08)		Primary level: 96.3% (DISE 2009-10) Up primary: 59% (2008-09)	Annual DISE Report disaggregated by States, gender, SC, ST and Muslims	DISE	NUEPA	Need further analysis using various sources like NSS
12	Improvement in % schools with drinking water facility	86.75% (DISE 2007-08)		91.42% (Pry) 92.54%(All) (DISE 09-10)	Annual DISE Report disaggregated by States	DISE	NUEPA	<ul style="list-style-type: none"> More than the availability of facilities, the functionality of the facilities and their use is more important. Only 34.5% of all schools have functional common toilet Only 43% schools have functioning girls' toilet
13	Improvement in the % of schools with common toilets	62.67% (DISE 2007-08)		54.30%(Pry) 54.47%(All) (DISE 09-10)	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) Upper primary level: 60% (DISE 2007-08)		Primary level: 50.72% 58.56%(All) (DISE 09-10)	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	Pupil Teacher Ratio at Primary Level is 34:1 and at Upper Primary level is 31:1	Maintain PTR below 40:1	PTR at primary: 33:1 PTR at U Pry: 33:1	Annual DISE Report disaggregated by States	DISE	NUEPA	<ul style="list-style-type: none"> Till December 2009, 10.30 lakh teachers recruited (out of 12.8 lakh sanctioned) high vacancies exist in Bihar (100696), MP (18696), WB (45614) Rajasthan (21013) and UP (26736) 1.3 lakh new teachers sanctioned for 2010-11 Of this, 59,000 teachers for primary schools 36,000 for UPS (24,000 Maths & Science teachers). The sanctions posts are mostly in WB (46362), UP (25765), Bihar (12413), Assam (10118). In the context of RTE, with revised PTR norms,
		States with average PTR > 40 at Primary level is 4	Reduce the states with high average PTR >40 to 3	Number of States with PTR >40 is now 3				
		States with average PTR > 40 at Upper Primary level is 4	Reduce the states with high average PTR >40 to 3	Number of States with PTR >40 continues to be 4				
		Districts with PTR >40 are 151 at elementary level		Number of districts with PTR >40 is now only 130				
		Shortfall of number of Teachers (Baseline - 3.2 lakh teachers; PIMS 2009-10)						

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)

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
								the "shortfall" is going to increase
ii	Availability of Teaching Learning Materials	98% of eligible students received free text books	All eligible students to receive free text books in time	99% (Quarterly Progress Report, 2010)	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%	95% (Quarterly Progress Report, 2010)	Annual QMT Report disaggregated by States Annual PMIS Reports disaggregated by States	QMT Report Program MIS	NCERT State and districts	
		Percent of schools using material in addition to textbooks such as workbooks / worksheets (Baseline :AWP&B 2010-11)		75 to 100% in 27 states/UTs and 50 to 75% in 8 states/UTs	Sample District Report - six monthly	MIS Sample District Report	MI	
16	Process Indicators on Quality							
i	Training							
(a)	Teachers	78% Teachers received in-service training against annual target	Improve this to 80%	86%	Annual PMIS Reports disaggregated by States	Program MIS	States and Districts	States with <80% targets of in-service training were UP, Bihar, J&K, Jharkhand, West Bengal etc Target for 2010-11 is to provide in-service training to 3.95 million teachers
(b)	Administrators	Training of Educational Administrators from State to Block level			Annual PMIS Reports disaggregated by States	Program MIS	States and Districts	
(c)	Community training	Development of training Modules focusing on School Development Plan		1. The TSG, MHRD is planning to organize a National level training cum workshop for the State level resource persons on effective preparation of school development plans. 2. The no. of training days has been increased from 2-6 and most of the States are planning to train	Annual PMIS Reports disaggregated by States	Program MIS	States and Districts	

S. No.	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
				the community leaders/ SMC members on formulation of School development plan.				
		Number of VEC/SMC/PTA members trained (4 million) (2008-09 : PMIS)		3837353 % Achievement 80.44%				
(ii)	Teacher Support & Academic Supervision	BRCs undertaking residential teacher training on monthly basis		99% BRC and 99% CRC are functional As per study conducted by TSG-the finding reveals that the mean number of visit made by BRCC ranged from as high as Himachal Pradesh as 11.9 to as low as 0.3 in Mizoram	Annual PMIS Reports disaggregated by States	Program MIS	States and Districts	
		Number of school visits undertaken by BRC/BRPs during previous year (Baseline as per State plan)		Average no. of visit per school by BRCs Assam-3.2, Haryana-3.1, Himachal-11.9, J&K-3.8, Jharkhand-3.9, Karnataka-0.8, Kerala-2.6, MadhyaPradesh-2.6, Mizoram-0.3, Orissa-6.5, Punjab-4.5, Rajasthan-2.2, U.P.-3.3, West Bengal-11.4	Sample District Report - six monthly	MIs Sample District Report	MI	
		Number of school visits undertaken by CRC / CRP during previous year		Average no. of visit per school by CRCs Assam-18.2, Haryana-6.3, HP-6.6, J&K-5.2, Jharkhand-12.8, Karnataka-5.7, Kerala-0.8, MP- 17.3, Mizoram-6.0, Orissa-13.3, Punjab-3.2, Rajasthan-12.1, U.P.-7.7, West Bengal-19.3	Sample District Report - six monthly	MIs Sample District Report	MI	
		96% CRC and 100% BRC are functional.		99% BRC and 99% CRC are functional	QMT /PMIS – Annual Independent study in	QMT Report/PMIS	NCERT/ States and District	

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
					20011-12 on effectiveness of BRC/ CRC in academic support, extent on- site support Quantum of training given by BRC/CRC	Independent sample study 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		Eight states proposed to conduct the time-on-task study during 2010-11 the related training program will be conducted in Aug 2010	Independent study in 2011-12 in select states on time spent in classrooms on teaching/ learning activities	Independent sample study commissioned by GOI for select major States	Department of SE&L, GoI	
iv	Students Learning Assessment	Number of States Moving to Continuous and Comprehensive Evaluation (CCE)	50% States to move to CCE	22 States/UT have initiated efforts towards CCE, 5 states/ UTs plan to undertake initiatives 8 states/UTs have not taken any concrete initiatives	Annual PMIS Reports disaggregated by States	PMIS program	States and Districts	
V	Attendance Rates							
a	Student	Student Attendance at primary and upper primary Sample study (Baseline from 2009-10 Study) - to be available by July 2010	Improvement in student attendance by 2 percent point from baseline	Students attendance between 96% to 100% :6 States 91% to 95%: 6 States 86% to 90%: 8 States 80% to 85%: 3 States < 80%: 6 States No information for 9 states/UTs as per QMT	Annual QMT Reports disaggregated by States Sample District Report - six monthly Independent Sample Study on student attendance to be repeated in 2009-10 & then in 2011-12	QMT Reports MIS Sample District Report Independent Sample Study commissioned by GOI.	NCERT Department of SE&L, GoI	
b	Teacher	Teacher Attendance at primary and at upper primary	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	Annual PMIS Reports disaggregated by States	Program MIS Independent sample study commissioned by	States and Districts Department of SE&L, GoI	

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
		(Baseline from 2009-10 Study) – To be available by July 2010		primary levels; Latest data not available	Independent Sample Study on teacher attendance to be repeated in 2009-10 & then in 2011-12	GOI.		
17	Accountability to the Community							
i	SMCs to have 3/4 members from parents and at least 50% members would be women (Baseline: AWP&B 2011-12)				Sample District Report - six monthly	MIs Sample District Report	MI	
ii	% of SMCs prepared School Development Plans (Baseline as per AWP&B 2011-12)				Sample District Report - six monthly	MIs Sample District Report	MI	
18	National student achievement level outcomes							
	Learning levels for class III							
	Learning levels for class V		Round III for Class V in 2009-10	Round III has been conducted and administered; data analysis underway; Report to be ready by January 2011				Round III using the revised sampling methodology, test items and IRT methodology
	Learning levels for class VII / VIII							

ACTION TAKEN REPORT ON THE RECOMMENDATIONS OF 12th JOINT REVIEW MISSION

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

<i>Recommendation</i>	<i>Action Taken</i>	<i>Remarks</i>
<i>Goal 1 - All Children in School</i>		
<p>1. States, particularly where large number of out of school children are located and where large number of children do not attend schools regularly, should define strategies to equip schools and teachers to handle the “special training” needs of newly enrolled children. This should include mechanisms for coordination, monitoring of progress and tracking mainstreaming of these children in a time bound manner.</p>	<p>MHRD had set up an Expert Committee on Implementation of the RTE Act and resultant Revamp of SSA. The Committee has suggested the following steps and processes to operationalise the provisions of age-appropriate enrolments. This includes:</p> <p>(i) A formal enrolment process to ensure that the child’s name is entered in the school records.</p> <p>(ii) Imparting of special training to enable the child to be at par with other children. One component of the special training will be to induct children into the age-specific class.</p> <p>(iii) Actual admission of the child in age appropriate class and his /her participation in all class activities. A flexible and realistic view should be taken regarding age appropriateness and after special training the actual admission should be in the class in which he /she would be able to be at par with other children, even if that class is different from the one to which he /she was admitted in the first place.</p> <p>MHRD has also organised national and regional workshops to discuss issues on academic support to out of school children. Major agreements evolved during these workshops with regard to strategising the new approach are as follows:-</p> <p>I. School supported by SMC will be the fulcrum of planning for education of out of school children.</p> <p>II. An intensive situation analysis will be made to identify the schools having the wherewithal to provide special training with the available teachers, space and resources and the schools which would need extra</p>	<p>In the context of RTE and the revised SSA frame work; a disaggregated approach to the interventions for social groups is required. MHRD may ask the states to pay special attention to the representation of the disadvantaged sections within the OOSC to reach the last mile child. Very little or no information/data is available on this as noted in the states visited and it is a challenge to plan targeted strategies</p> <p>A national strategy is needed for the urban deprived children to improve their access to quality learning and cover the neighbourhood concept under RTE.</p> <p>The 2:1 ratio is insufficiently sensitive to pick up contextual and local requirements, especially in the urban context. Saturating all requirements of upper primary through provision of sufficient sections and other innovative ways is necessary at this point.</p>

Recommendation	Action Taken	Remarks
	<p>support in terms of manpower and space for conducting special training.</p> <p>III. Training would be conducted of all Head Teachers and Teachers on Special Training covering the child psychology issues, TLM, teaching learning and assessment methodologies as an integral part of the twenty day teacher training programme.</p> <p>IV. Capacity building would be undertaken of the education department and project functionaries on the challenges involved in organising effective Special Training.</p> <p>V. Development of appropriate TLM would be initiated, in close coordination with the pedagogy team, ensuring that every school has a minimum of five to ten sets of these TLMs in the school library or learning corner.</p> <p>VI. Enrolment of children in age appropriate class immediately after identification and specific measures like introduction of school readiness package, empanelment of NGOs in the beginning of the year itself, delegation of decision making powers, formation of resource groups etc. to cut down the delay in operationalisation of special training centres.</p> <p>VII. Active involvement of parents and community in the management and monitoring of special training centres.</p> <p>VIII. Development of on line child tracing system for regular feedback on attendance and drop out.</p> <p>IX. Continued support to the children after their mainstreaming into the regular school.</p> <p>X. Use of Child Line, dedicated help lines, special surveys squads, drop in centres etc. and convergence with other departments.</p>	
<p>2. Recognizing the efforts to expand upper primary by MHRD, it is clear that more needs to be done particularly in States where large gaps persist between primary and upper primary enrolments. This Mission reiterates the 11th JRM</p>	<p>After enactment of RTE Act 2009, indicator of ratio of PS to UPS has become redundant as schools (primary or upper primary) are to be provided within the limits of neighbourhood as defined by respective states and</p>	

Recommendation	Action Taken	Remarks
<p>recommendation to MHRD and State governments to evolve specific strategies to establish equal number of classrooms / sections to accommodate all the primary school graduates into upper primary. (SSA's metric of a 2:1 ratio between primary and upper primary schools is an insufficient indicator of access to upper primary.)</p>	<p>all schools need to conform to RTE provisions. The schedule under Section 25 of the RTE Act mandates:</p> <ul style="list-style-type: none"> a. For sixth to eight class there shall be at least one teacher for every 35 children. b. At least one class room for every teacher. <p>The above mentioned norms ensure that there will be sufficient number of classrooms / sections to accommodate all the primary school graduates into upper primary.</p> <p>As far as SSA is concerned, it has sanctioned upper primary schools almost equal to the number of primary schools. It has sanctioned 1.95 lakh and 1.71 lakh primary and upper primary schools respectively.</p> <p>In addition, 3569 residential girls' only upper primary schools (KGBVs) have also been sanctioned in Educationally Backward Blocks. SSA has also provided residential upper primary schools (172) in sparsely populated areas where population density is less and a regular school is not viable.</p> <p>The strategy for saturating the requirement of upper primary schools include inter- alia the following</p> <ul style="list-style-type: none"> I. Define 'Neighborhood' as required under RTE Act 2009. II. Undertake an extensive habitation and school mapping exercise to ascertain the number of un-served habitations. III. Undertake 'Access Audit' to enable a clear picture on the quality of access to emerge and have a credible assessment of the gaps to be filled. 	
<p>3. Intensified efforts towards ensuring physical facilities, adequately equipped learning spaces and fully trained human resources are needed. It is important to think beyond "access" to the question of "access to what?" In this context, the Mission recommends that the approach of the Whole</p>	<p>In order to meet the increased requirement of infrastructure in the light of the RTE Act, States were asked to assess their requirements and submit the supplementary plan for 2010-11. PAB considered the Supplementary Plan proposals for the States and the</p>	<p>Considering the supplementary plan for additional infrastructure, and mandatory RTE requirements like playgrounds and additional classrooms, a holistic assessment of land available, land supply</p>

Recommendation	Action Taken	Remarks																																
<p>School Development Plan be adapted by all States. In other words, SSA engineers and designers need to study the real needs of schoolchildren for learning spaces, and work out appropriate solutions with the community for implementation in both existing and proposed school buildings.</p>	<p>total civil works sanctioned during the year 2010-11 is:-</p> <table border="1" data-bbox="936 392 1500 762"> <thead> <tr> <th>Civil Works</th> <th>Sanctioned in PAB</th> <th>Sanctioned in Supplementary PAB</th> <th>Total</th> </tr> </thead> <tbody> <tr> <td>New primary schools</td> <td>13069</td> <td>1473</td> <td>14542</td> </tr> <tr> <td>New Upper primary schools</td> <td>4779</td> <td>179</td> <td>4958</td> </tr> <tr> <td>Additional Classrooms</td> <td>172489</td> <td>95171</td> <td>267660</td> </tr> <tr> <td>Toilets</td> <td>96398</td> <td>24147</td> <td>120545</td> </tr> <tr> <td>Drinking Water</td> <td>14500</td> <td>3714</td> <td>18214</td> </tr> <tr> <td>KGBV</td> <td>0</td> <td>999</td> <td>999</td> </tr> <tr> <td>Residential Schools</td> <td>40</td> <td>111</td> <td>151</td> </tr> </tbody> </table> <p>SSA has adopted the Whole School Development (WSD) approach to ensure that both the built and open spaces in a school serve as a source for child centred and activity based learning. Guidelines and action plan in this regard have been developed and shared with the states in series of workshops. A National Consultation Workshop on WSDP was held in August 2010, which was attended by the practising architects, engineers, eminent academics like Prof. Krishna Kumar and Prof. Yash Pal beside the state and district civil works coordinators. This was an important initiative to share the vision of WSDP.</p> <p>A template for developing action plan on WSDP has also been developed and shared with the states. States have been advised to construct new school buildings as per the WSD approach.</p> <p>In addition, MHRD has initiated steps to to associate NDMA, MNRE, DDWS, and MH&UPA for enlarging the vision of development of WSDP.</p>	Civil Works	Sanctioned in PAB	Sanctioned in Supplementary PAB	Total	New primary schools	13069	1473	14542	New Upper primary schools	4779	179	4958	Additional Classrooms	172489	95171	267660	Toilets	96398	24147	120545	Drinking Water	14500	3714	18214	KGBV	0	999	999	Residential Schools	40	111	151	<p>gaps and flexible methods of space sharing and vertical expansion must be developed and put into the system.</p> <p>School physical mapping has started in a no. of states and this will help in centralized decision making for making comprehensive organized school campuses. But the training of the staff carrying out the data collection and drawing needs strengthening to ensure complete site data. Physical mapping should enable putting future inputs like additional classrooms, appropriate sloped Ramps, Plinth connectivity of various rooms & Staircases into a Whole school plan for future development.</p> <p>School visioning exercises currently underway need to also showcase the civil works based outcomes, and create a mechanism to reduce these into unitized costs clear to the sanctioning authority.</p>
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<p>Goal 2 - Bridging Gender and Social Gaps</p>																																		

Recommendation	Action Taken	Remarks
<p>4. The Mission recommends a systematic approach to pull out best practices from the States, to reflect and build on lessons learnt from practices, and to promote formal mechanisms of exchange of experiences related to gender and social inclusiveness.</p>	<p>The Quarterly Workshops as also Education Secretaries Conferences conducted by SSA/MHRD provide a forum for exchange of best practices in the States. For example, the work of Kalikayatna on integrated and inclusive curricular interventions was shared with all State Education Secretaries and SPDs, SSA. Similarly, best practices in respect of CWSN (pre - integration programmes, inclusion of children with severe- profound disabilities) have also been shared during Quarterly Review Workshops. Efforts in this direction have been supplemented by development of guidelines for CWSN at the national level.</p>	<p>While the distribution of female teachers seems to have parity at the national level, at supervision and management level there is an under-representation of women, at the district level especially in the BRCs and CRCs.</p> <p>A comprehensive approach is required to ensure that inclusion of CWSN happens in its most meaningful manner. There seems to be little understanding of the process of inclusion to be able to ensure that these children have access to learning as well as the social skills to be able to integrate into a mainstream school.</p> <p>State level studies are needed to understand discriminatory practices in classrooms and school activities for all groups, especially the tribal children. The initiative of textbooks in tribal languages needs further strengthening through training of bi-lingual teachers and other supplementary reading materials.</p>
<p>5. To effectively integrate Gender and Social Equity with Quality, the Mission reiterates its recommendation to develop an action plan, with strategies and goals clearly articulated and including sensitization at community level. The envisaged action plan should be based on a consultative process and with the support of resource groups and persons with relevant experience in gender and social inclusion. Specific attention will be required to include boys within gender sensitization strategies and suitable resources such as material/handbooks for teachers, training modules, etc. could be developed to further enhance the understanding of gender and discrimination issues in education.</p>	<p>The Report of the Committee on Implementation of RTE and Resultant Revamp of SSA has specific suggestions for integration of Gender and Social Equity. These have been shared with States and include interventions for:</p> <p>I Training and academic support: Gender and social inclusion concerns, as an integral part of pre-service, in-service and induction training by all providers, should form a core aspect of the training curriculum of DIETs and other Teacher Education Institutions. Gender and social category equality should also be integral to the subject-specific content.</p> <p>II Curriculum and classroom practices</p> <p>(i) NCF 2005 provides a framework for revising</p>	

Recommendation	Action Taken	Remarks
	<p>the syllabi, text books, teacher training and assessment, especially in relation to classroom experience of children belonging to SC, ST and minorities, girls in all social categories, and children with special needs. Efforts should be made by all states/UTs to undertake reform processes based on the NCF-2005.</p> <p>(ii) It is equally important to see how inequalities operate at the level of everyday classroom practices (referred to as the 'hidden curriculum'). Some crucial aspects of the 'hidden curriculum' in schools would be: Classroom arrangement (who sits where), differential task assignment (reinforcing that SC girls undertake the 'domestic' tasks (sweeping, cleaning), extra-curricular activities and types of play etc., subject choice (often girls or children from SC families are actively discouraged from taking Mathematics and Science subjects), language used by teachers and peers in the school environment etc. It is, therefore, important to make explicit different aspects of the 'hidden curriculum' and then undertake sensitization measures to work on these issues. Sensitization may not be enough and classroom practices would need to be monitored, and for this protocols and grievance redressal mechanisms should be established at the school and other levels. SSA acknowledges that bringing about change in these realms is extremely difficult as they are based on deeply entrenched beliefs and attitudes, and therefore need to be worked on a sustained basis.</p> <p>(iii) With regard to Special Training to support age appropriate enrolment, appropriate curriculum would have to be developed. As a majority of the children who would be availing this would be girls, and children belonging to disadvantaged groups and</p>	

Recommendation	Action Taken	Remarks
	<p>weaker sections, the pedagogy used should be gender sensitive and flexible. The mainstreamed children would require continued support to keep pace with other children and to hold their own in the face of subtle discrimination.</p> <p>Further, in order to address gender and equity with quality issues with regard to RTE, MHRD has been working to develop a strong conceptual understanding on these issues through capacity building workshops for state gender / equity coordinators. The focus has been on how to address key gender issues in education with greater focus on community mobilisation. A national level workshop was organised to address the issue of gender and social inclusion, with an emphasis on community mobilization. The focus of the workshop was on developing the understanding of factors that prohibit the participation of Muslim girls in mainstream education and then to develop appropriate strategies to create a conducive environment for their better enrolment and retention.</p> <p>States having pockets with low transition and retention rates have been advised to constitute resource groups at the district/ block / cluster level to address the issues of social access, equity and exclusion. Similarly, a National level Expert Group has been constituted for CWSN with persons having relevant experience in social inclusion to address various issues related to the education of CWSN.</p>	
<p>6. Progress in regard to teaching in tribal languages requires special attention as these communities have severe constraints in keeping pace with the States' official languages. The Mission was informed about some initiatives being made in terms of preparing TLM in tribal languages/ dialects, but these efforts are currently limited to a few schools only. The Mission recommends the extension of these measures to all the children speaking these languages in their respective States to ensure the move from piloting to</p>	<p>Several states including Andhra Pradesh, Arunachal Pradesh, Assam, Chhattisgarh, Jharkhand, Madhya Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura have made initiatives towards developing material in tribal language. This needs to be extended and states will be encouraged to develop well thought out strategies for education in mother tongue.</p>	

Recommendation	Action Taken	Remarks
mainstreaming of the critical inputs of teaching in one's mother tongue.		
Goal 3 – All Children Retained in Elementary Education		
7. Given the requirements of RTE, it would be critical to not only measure the transition of children from primary to upper primary but also their re-induction into school from special training courses, including the duration of this special training. This would be an important way to ensure that children are not falling through the cracks.	<p>The duration of special training will depend on the learning needs of the children and may vary from 3 months to 2 years as per the model rules under the RTE Act.</p> <p>Regarding re-induction into school from special training, states have been advised to develop mechanisms to monitor their transition through Head Teachers, which is verified by the CRC/BRC. States have also been advised to provide continued support to such children even after their mainstreaming in regular school, so they cope with regular school environment both academically and emotionally. States are also developing online child tracking system.</p>	<p>There is a need for harmonizing the various sources of data to build a unique, consistent and reliable database on retention and dropout. Moreover, to be able to assess progress in SSA goal 3, it is necessary to develop trend data with longitudinal series on retention, transition rates, and attendance and dropout rates.</p>
8. Progress on transition from primary to upper primary cannot be looked at in isolation from other school efficiency indicators such as retention and attendance, neither can it be separated from quality issues. The Mission recommends all States to fully implement the no-detention policy at all grades, and also assess qualitatively how well children are prepared to move into upper primary school	<p>The following states/UTs have issued notification on No Detention Policy: -</p> <p>A&N Islands, Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Chandigarh, Delhi, Gujarat, Haryana, Himachal Pradesh, J&K, Jharkhand, Kerala, Lakshwadweep, Madhya Pradesh, Maharashtra, Orissa, Puducherry, Punjab, Rajasthan, Sikkim, Tamil Nadu, Tripura, Uttarakhand, West Bengal</p> <p>The following States/UTs have issued notification banned board examination at elementary cycle: -</p> <p>A&N Islands, Andhra Pradesh, Arunachal Pradesh, Bihar, Delhi, Gujarat, Haryana, Himachal Pradesh, J&K, Jharkhand, Kerala, Lakshwadweep, Madhya Pradesh, Maharashtra, Manipur, Mizoram, Nagaland, Orissa, Puducherry, Punjab, Rajasthan, Sikkim, Tamil Nadu, Tripura, West Bengal.</p> <p>CCE is envisaged as the main instrumentality to assess</p>	

Recommendation	Action Taken	Remarks
	<p>the learning achievement level of the children and ensure that they are prepared to cope with the learning expectations at the upper primary level. States have prepared comprehensive quality improvement plans and several initiatives have been taken to conceptualize and roll out CCE. A series of workshops have been held in Bihar and a pilot project is being implemented in Chhattisgarh. Besides, states are developing their own models of CCE. It is proposed to have a National level workshop in February, 2010 to develop a shared understanding of the CCE.</p>	
<p>9. In addition to States' attempts to build up a data base for absent students, the Mission recommends that State and district education officials ensure that local authorities and school management committees are apprised of their responsibility under RTE to ensure that all children are regularly attending schools.</p>	<p>Capacity building of the local authorities and School Management Committees in respect of their duties and responsibilities under the RTE Act, 2009 has been initiated. MHRD has taken the help of Bharat Gyan Vigyan Samiti (BGVS) for community mobilisation through a well conceptualised kala jatha programme, followed by identification of people in villages to take responsibility for universalising elementary education. The BGVS strategy encompasses capacity building of persons at various levels to social mapping to ensure that all children are in school. The draft revised SSA Framework of Implementation also provides the following suggestive guidelines for social mapping:</p> <div data-bbox="943 885 1541 1255" style="border: 1px solid black; padding: 5px;"> <p>Mapping for access to neighbourhood schools</p> <ul style="list-style-type: none"> • What is the 'neighbourhood' that the school serves? Does it serve one or more habitations? Is there more than one school serving the habitation? • What is the situation of children in the whole area that the school serves in terms of their enrolment, attendance and retention, completion of elementary education? Do all children go to school? Are there children in some habitations and hamlets which form part of the school's 'neighbourhood' who are not accessing school? • Who are the children not going to school? Are they involved in child labour or domestic chores? How can they be freed of their wage earning and domestic work responsibilities so </div>	

Recommendation	Action Taken	Remarks
	<p>that they can attend school?</p> <ul style="list-style-type: none"> • Are all girls going to school? Are there girls who have been married off at an early age and are forced to stay at home? Are all children from SC, ST and Minority communities attending school? Are they unable to attend school on account of social distance or discrimination? How can the social distance be bridged and the school environment made discrimination free so that they can attend school? • Are children with special needs able to attend school? How can they be facilitated to access school? • How will we ensure that all children come to school and participate in the learning process regularly? How can we create a data base of children in the catchment area of the 'neighbourhood' school? • Are there children who require Special Training for age appropriate admission to school? How will their needs be addressed? • What is the availability of teachers, teaching learning material, library facilities and infrastructure in the school? • What are the resources available to the school in terms of school grant, teacher grant, maintenance grant, teaching learning material, scholarships, infrastructure, drinking water, toilets, mid day meal, etc? Is this being optimally utilised? • How can the school benefit from provisions under other schemes, such as NREGA, JNNURM, TSC, DWM, NHRM? • How will we ensure adequacy of teachers, teaching learning material, infrastructure and other resources? • How can we support the school? 	
Goal 4 – Education of Satisfactory Quality		
<p>10. The JRM recommends that the various learning assessment surveys by government and non-governmental agencies be analyzed by all States, DIETS, BRCs and CRCs and particularly by the pedagogical resource groups and quality improvement teams established, to identify where students excelled and where they did not. This would require training</p>	<p>DEME, NCERT conducts capacity building programme for SCERT, SIE, DTERT and DIET personnel in two phases i.e., 1st phase (October- November) and 2nd phase (January-February) on National Achievement Survey. The first phase of the programme focuses on theoretical concepts of National Achievement Survey</p>	<p>A clearer framework for monitoring learning outcomes by going beyond mere test scores is needed. There is need for greater clarity relating to the <i>analysis and use</i> of learner performance data at the levels of the teacher, BRP, identifying training needs, TLM development and in DIETs. This will ensure that Continuous and Comprehensive Evaluation is not merely a slogan but moves into real</p>

Recommendation	Action Taken	Remarks
and capacity building of these bodies to effectively analyze the data and conceptualize remedial interventions. Furthermore, the Mission recommends that States analyze these findings as part of their revision of curricula, syllabi, text books and teacher training. Finally, NCERT and/or TSG should sponsor inter-State discussions of these learning assessment studies.	and second phase focuses on practical aspects like data analysis and reporting. Nearly 100 faculties from above mentioned institutes participate in this activity. An Action Plan has been developed by TSG to initiate a nationwide discussion on learning outcomes.	practice
11. The Mission recommends that within a period of six months all States undertake measures to comply with the PTR stipulations of the RTE Act in the most cost-effective manner. In addition, the Mission suggests that administrative measures be taken at the State level to ensure that redeployed teachers (or teaching posts) remain in those under-served areas for minimum periods, and that future teacher transfer processes and decisions are implemented according to transparent and objective criteria, as is currently being done in several States.	TSG, SSA has developed software for undertaking the redeployment exercise in an objective and transparent manner, which has been shared with the states in the meeting with the Education Secretaries and SPDs and also in the National level workshops with the state MIS coordinators. Six states including Maharashtra, Tamil Nadu, West Bengal, Uttarakhand, Orissa and Rajasthan have taken steps to get the software customized and then use it for the purpose of redeploying teachers.	Including un-recognised private schools in school mapping exercises (in preparation for RTE monitoring and rationalisation) is an important step that needs to be taken up both at national and state levels.
12. The Mission recommends the development of a comprehensive nationwide dissemination and communication strategy for the 3 rd Round of the National Achievement Survey, which distils the results into messages which both educators and the public at large can easily understand.	As the data analysis of 3 rd round of the National Achievement Survey is underway, DEMA is planning to organise a national seminar to disseminate the results to a larger audience. Regional workshops will be organised to look into the data and results at grassroots level. SCERT/ SIE/ DTERT faculty will be involved in the data analysis procedure for their respective state reports. E-publication will be available for instant access for large audience. Multiple reports like national report, state report, subject report, technical report will be generated for appropriate audience	For efficient utilization of the TC Fund it is necessary to expand outreach and strengthen linkages with the SCERTs; filling vacant posts within NCERT as a priority, and ensuring wider dissemination of results through on line, open access publication of reports and data sets. Developing an exit strategy and sustainability plan post DFID funding is required.
Programme Management		
13. With the passage of the RTE, the Mission recommends greater programmatic and functional convergence between the BRC/CRC structure and that of the SCERT and DIETs in all the states. In fact, the Bordia Committee suggests that these structures be integrated. This would be accompanied	Integrated action by academic support structures at state, district and sub-district level has been emphasised in the meetings with the Education Secretaries and SPDs. Ministry has started inviting all the stake holders at the state level in the	

Recommendation	Action Taken	Remarks
<p>by a systemic analysis of the roles and activities of the Pedagogy Cells, Resource Groups, SCERT, DIETs and BRC/CRC structures, with the objective of reducing overlap and increasing synergy and consistency in messages.</p>	<p>National/Regional quality workshops to foster unity of thought. The letter written by AS (SE) on plan formulation for 2011-12 emphasizes the need for integration of the project management structures. The Ministry has constituted two committees to study the role and responsibilities of the academic support structures and professional development of the teacher educators at various levels.</p>	
<p>14. The Mission recommends that the new DISE format should be piloted in a selection of regionally-representative States – before asking all schools to provide information on the new format. This would provide an opportunity to amend items that States are finding unclear, difficult to answer or lacking adequate data on.</p>	<p>The Ministry of Human Resource Development had set up a committee of experts to revise the DISE Data Capture Format in the light of Right to Free and compulsory Education Act, 2009. After rigorous discussions DCF was finalized. The committee opined that even if the revised DCF is piloted in few States, it would cost the same exercise at the National level e.g. modification of Software data entry and modification in the database and since the DISE has been functioning in the States since almost 10 years, it would not be difficult to implement the changes in the DCF from this year itself.</p> <p>Before finalizing the DCF, a National Workshop was held at Puducherry in August, 2010, to share the revised DCF with all State Coordinators. The State MIS Coordinators welcomed the changes made in the DCF and also suggested a few changes in the format. The States were also requested to prepare a Plan of Action for successful implementation of the revised DCF.</p> <p>The MIS Unit, TSG conducted 6 Regional Workshops to train all the District and State MIS Coordinators on revised DCF and software (overall 700 participants attended). The provision was also provided in the DISE software to print the DCF with previous year's static data. The District coordinators were also asked to train all the BRCs, CRCs and Head Master on revised DCF.</p>	

Recommendation	Action Taken	Remarks
	As per the video conference conducted by the MIS Unit during December 2010, TSG, all the States have made significant progress in collection and data entry of DISE 2010-11.	
Financial Management and Procurement		
<p>15. The primary recommendation of the Mission with respect to Financial Management is that MHRD and the States fully implement their respective Action Plans, with monitoring of progress assessed during the quarterly meetings of the Finance Controllers. A special focus should be placed on staffing and audit issues, particularly in the 9 largest spending States. A progress report on the implementation of the MHRD's 2011-11 Action Plan would be shared with the January 2011 JRM.</p>	<p>(i) Implementation of FM Action Plan</p> <p>The MHRD's revised FM Action Plan for 2010-11 for strengthening Financial Management system was shared with all States vide this Ministry's letter No. SSA/FM/2009-10/81 dated 20th April 2010 requesting State Govt. to develop their own FM Action Plan and activity-wise monthly expenditure plan. The main focus on the above revised Action Plan and the need to develop States own FM Action Plan and realistic activity-wise monthly expenditure plan were also discussed with the State Finance Controllers during the 25th quarterly review meeting held on 12th-14th May, 2010 followed by video conferences held on 15-17 June, 2010 and 12th July, 2010. The progress of the States FM Action Plan was further discussed in the 27th quarterly review meeting of State Finance Controllers held at Bhubaneswar on 30th October 2010. All the States have developed their own FM Action Plan and monthly expenditure plan. The result of the review is available in the Minutes of the 27th Quarterly Review Meeting. The monitoring of the progress of the same is an Agenda item for the 28th Quarterly Review Meeting of the State Finance Controllers to be held on 3rd-4th February 2011.</p> <p>(ii) Staffing</p> <p>The position of finance and accounts staff is very closely monitored during the quarterly review meetings of State Finance Controllers. The position of staff as on 30th September, 2010 is given below:</p>	<p>Training on FM is restricted to state level and at the most one district level accounts officer. Training for staff/ functionaries below this level is skeletal. There is a great need to reach out to (a) all district level staff (b) BRC/ CRC coordinators (c) VEC functionaries.</p> <p>District Level FM staffing remains a cause for concern since the staffing for certain key states has been low and stagnant for over a year. From the current vacancy status of 54% for select 8 states the vacancy should be reduced to 25% by July 2011.</p>

Recommendation		Action Taken						Remarks					
S. No.	Name of State/UT	Staff Sanctioned			Posted Strength			Vacancies			% of Vacancies		
		SPO	DPO	Block	SPO	DPO	Block	SPO	DPO	Block	SPO	DPO	Block
1	A&N Islands	9	6	9	9	3	9	0	3	0	0	50	0
2	Andhra Pradesh	9	92	0	9	92	0	0	0	0	0	0	0
3	Arunachal Pradesh	8	2	16	7	1	16	1	1	0	13	50	0
4	Assam	20	92	145	13	89	138	7	3	7	35	3	5
5	Bihar	8	148	533	5	67	246	3	81	287	38	55	54
6	Chandigarh UT	11	0	0	9	0	0	2	0	0	18	0	0
7	Chhattisgarh	10	54	146	2	18	73	8	36	73	80	67	50
8	D & N Haveli	5	0	0	2	0	0	3	0	0	60	0	0
9	Daman & DIU	2	5	0	2	4	0	0	1	0	0	20	0
10	Delhi	7	27	0	7	0	0	0	27	0	0	100	0
11	Goa	3	4	11	2	4	11	1	0	0	33	0	0
12	Gujarat	8	108	224	7	95	218	1	13	6	13	12	3
13	Haryana	22	42	119	11	37	75	11	5	44	50	12	37
14	Himachal Pradesh	4	24	0	4	22	0	0	2	0	0	8	0
15	Jammu & Kashmir	7	22	0	5	0	0	2	22	0	29	100	0
16	Jharkhand	12	71	259	5	53	159	7	18	100	58	25	39
17	Karnataka	10	60	202	9	51	202	1	9	0	10	15	0
18	Kerala	9	56	0	9	51	0	0	5	0	0	9	0
19	Lakshadweep	3	0	0	2	0	0	1	0	0	33	0	0
20	Madhya Pradesh	10	422	313	10	330	233	0	92	80	0	22	26
21	Maharashtra	11	99	353	11	83	285	0	16	68	0	16	19
22	Manipur	5	31	0	5	26	0	0	5	0	0	16	0
23	Meghalaya	7	44	39	3	37	0	4	7	39	57	16	100
24	Mizoram	6	10	26	5	10	26	1	0	0	17	0	0
25	Nagaland	6	22	46	6	22	46	0	0	0	0	0	0
26	Orissa	9	93	316	9	72	0	0	21	316	0	23	100

Recommendation		Action Taken						Remarks					
27	Puducherry	8	10	61	8	10	54	0	0	7	0	0	11
28	Punjab	11	55	432	10	48	432	1	7	0	9	13	0
29	Rajasthan	7	64	241	7	44	159	0	20	82	0	31	34
30	Sikkim	3	2	0	3	2	0	0	0	0	0	0	0
31	Tamil Nadu	6	60	90	6	60	87	0	0	3	0	0	3
32	Tripura	10	28	123	7	20	107	3	8	16	30	29	13
s3 3	Uttar Pradesh	28	176	0	19	117	0	9	59	0	32	34	0
34	Uttarakhand	12	39	121	10	23	32	2	16	89	17	41	74
35	West Bengal	10	80	0	9	19	0	1	61	0	10	76	0
	Total	316	2048	3825	247	1510	2608	69	538	1217	22	26	32
		<p>In the supplementary AWP&B for 2010-11, 16,177 Accountants at block level have been approved by the PAB which will result in more Accountants at the block level in order to facilitate proper accounting at sub-district level units.</p> <p>(iii) Audit Issues Audit reports for 2009-10 in respect of 16 States have been received so far. MHRD is taking all efforts to get the remaining audit reports from the States by 15th January 2011.</p>											
16. The Mission recommends that States/UTs implement measures to enhance their capacities for absorbing the higher level of funds in the following years for implementation of the provisions of the RTE Act. This requires focused attention to all SSA activities and expenditure categories, which in turn requires activity-wise quarterly planning and budgeting to ensure that funds are spent in accordance with the actual needs of the calendar of activities.		States have taken adequate measures like strengthening of staff particularly in the case of civil works and financial management, preparation of activity-wise monthly expenditure plan and strict adherence of the same in order to avoid back loading of expenditure. In view of the approval of the supplementary AWP&B for 2010-11, the States are in the process of revising the activity-wise monthly expenditure plan. This will be closely monitored during the next Quarterly Review Meeting of the State Finance Controllers to be held on 3-4 February 2011 to ensure that funds are spent in accordance with the actual needs of the Calendar of activities.						For transparency and social audit, display of information on display boards in schools needs significant strengthening.					

1. ANDHRA PRADESH

INDIA
SARVA SIKSHA ABHIYAN (SSA)
13TH JOINT REVIEW MISSION
(19-24 JANUARY 2011)

STATE REPORT: ANDHRA PRADESH

Introduction

As part of the Thirteenth Joint Review Mission (JRM) a team comprising of Prof. Jacob Tharu (GOI), Mr Joseph Shine (DFID) and Mr Toby Linden (World Bank), visited Andhra Pradesh from 19 to 24 January 2011 to review how the State has implemented the Sarva Siksha Abhiyan (SSA) programme so far and what are its plans to take the programme to its next level in the coming years. 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, procurement, safeguard issues.

At the State level, the Mission benefited enormously from the detailed discussions with Mrs. Chandana Khan, IAS., Principal Secretary, Primary education & SSA; Mr. Mohd. Ali Rafath, IAS., State Project Director, APRVM; and the entire team of personnel in charge of the design and implementation of various components of SSA. The Mission members visited two districts – Anantapur and Chittoor – and met with the District Collectors, an Additional Joint Collector, a member of the legislative assembly and a police chief; and observed the school environment, classroom processes and interacted with teachers, students and parents, Academic Monitoring members in government schools, worksite schools, and several Kasturba Gandhi Balika Vidyalaya (KGBV). The Mission members also got an opportunity to interact with the District Education Officers and their teams, Mandel Education Officers and Resource Persons, a DIET Principal and faculty. (A full schedule is attached at Annex 1.) The Mission would like to express our heart-felt gratitude to each and everyone for being so open and helpful, so making the Mission a great learning experience. The Mission team would especially like to thank the SPD and his team for their time, hospitality and for their assistance with detailed documentation of SSA programme and all the facilitation during the district visits.

Overview and Key Issues

The State of AP has introduced a number of innovations since the last Review mission (in 2007). These include:

- Reaching out to the hardest to reach, for example, through worksite schools
- Introducing an extensive assessment and performance management system
- Introducing school-level Academic Monitoring Committees to revitalize community engagement, especially around issues of student and school performance

- KGBVs have been extended up to class X

Amongst the key issues identified by the Review Team are:

- There is a need to look at trend data rather than a single year's results
- The uniformity of inputs (like materials and teacher training courses) threatens to bring uniformity to the classroom and so undermine the need to respond to the diverse needs of students
- A careful balance has to be struck between measuring performance regularly and creating a bureaucracy
- Audit reports need to be followed up to ensure necessary corrective action is taken

Progress towards the achievement of Goals

Goal 1: All Children in School

Achievements

Overall, Andhra Pradesh has made impressive progress towards ensuring that all children are enrolled in school. As indicated in Table 1 below, the out-of-school rate now stands at around one percent of the 6-14 age group, with most the out-of-school youth in the older half of this range. Similarly impressive results were observed in Chittoor and Anantapur (the two districts visited during the Review).

At present, 71,885 of the 74,946 habitations in the State have regular schools located in them; and 2,561 Education Guarantee Centres have been opened in most of the remaining 3061 habitations. According to information from the DISE provided to the Team, there are 51,647 schools in need of additional classrooms to meet the RTE norms.

One minor caveat should be noted regarding the numbers. The Review Mission found some differences between the districts and the State in the way out-of-school youth were defined. In particular, children in madarasas, work-site schools and private unrecognized schools were sometimes considered 'out-of-school' because these schools are not considered 'regular' schools; even though the children are attending some form of educational provision. At the State level, children in Madrasas supported through SSA were considered in school. On the other hand, those runaway children who were rescued from train and bus stations were generally not considered out-of-school because they did not belong to any community in the State (it is not clear whether they were included in the enrollment figures).

Progress on Indicators

Table 1

	6 – 11 Children			11 – 14 Children			6-14 Children		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Population	3501811	3360596	6862407	1996044	1910825	3906869	5497855	5271421	10769276
Enrolment	3477050	3337439	6814489	1957377	1870317	3827694	5434427	5207756	10642183
Out of School (OSC)	24761	23157	47918	38667	40508	79175	63428	63665	127093
Percentage of OSC	0.71	0.69	0.70	1.94	2.12	2.03	1.15	1.21	1.18

Review of specific interventions

The Review Team noted with pleasure the strong commitment of the State to trying to reach the small number of remaining children who are out of school. The Team show good practice in:

- Worksite schools. Working with NGOs to establish schools at worksites where, usually migrant, families and their children live. SSA provides money for teachers and some materials. As importantly, the involvement of SSA signals that these children are not forgotten. However, AP reported that a survey found some 2,000 worksites.
- Runaway children. SSA has invested resources to establish facilities for identifying children at bus and train stations who are homeless, taking them to a residential facility and providing some education. These interventions have had very good results, especially as links to the ministries have been established.

Concerns/Issues and Recommendations

- Worksite schools: It was not possible for the Team to assess directly the quality of education being provided at the two work site locations visited because no evidence of children's work was examined and the schools were not operating at the time of the visits. However, in both places physical conditions were very difficult and there were very few teaching and learning materials. In addition, in both worksites, there were schools close by and this suggests that one strategy would be for the worksite schools to be seen as ways to transition children to mainstream schools (especially given that it seems that families remain at the sites for years even if they travel back and forth). Both worksite schools were recently established and run by NGOs.
- Runaway children. The Team welcomed the initiative taken by the State in this area, but feels that the leadership for such initiatives should be taken more properly by other agencies (such as those dealing with child welfare). In this way, the initiative is likely to be more permanent and the many other problems that these children face (beyond not being in school) can be addressed. At present, significant SSA human resources are taken up by having to coordinate these other agencies, instead of addressing other education issues within SSA.

Goal 2: Bridging Gender and Social Gaps

Gender Gaps

a. Achievements and Progress on Indicators

Girls are only marginally more likely to be out-of-school than boys (Table 1 above). The State results framework also reported that the share of girls in primary and upper primary schools is above 49 percent. The Team did not have information on the proportion of girls in the overall population, but it seems very likely that it is less than 50 percent, indicating that girls are likely to be enrolled at the same rate as boys.

b. Review of specific interventions

The Team visited about half a dozen KGBVs and schools offering the NPEGEL programmes and was impressed by the way these programmes develop personal confidence in girls who have had difficult histories. In addition, the team noted in some NPEGEL programmes that girls were going beyond simply making craft items and being introduced to design elements (though a collaboration with the National Institute for Fashion Technology) and, when questioned by the Team members, most girls were able to talk about the cost of the materials and how much their items might sell for in the market place. In one NPEGEL programme observed by the Team, young girls not yet in puberty were confidently and publicly making sanitary pads—ensuring they have the information they need to make (and talk about!) healthy choices with regard to an important life event.

c. Concerns/Issues and Recommendations

KGBV and NPEGEL. It is clear to the Review team that the KGBV programme can no longer be considered a temporary solution to getting out of school girls back into education – and indeed the programme is set for a significant expansion, both in the numbers of schools and through extension into classes IX and X. And the Team was pleased to see that the management of KGBVs will move more closely to the SSA model, with the establishment of monitoring committees at these schools. Based on the evidence available to the Team, this expansion seems justified. However, this raises several questions about the place of these programmes in the overall education system and in particular their relationship to NPEGEL since there is a significant overlap in the issues the girls in these two programmes face. Issues for consideration include:

- Is it now expected that KGBV children will remain in these institutions throughout their careers, especially now that KGBVs have been extended to class X, or that they should transition to other mainstream schools?
- The KGBV schools do not offer a conspicuously vocationally oriented programme, yet this the approach for NPEGEL. Is there a well-founded rationale for the different approach? Should schools be given more choice in the types of courses offered to respond to the needs of their students?

- What is the role of NGOs, which have traditionally been more responsive to the needs of disadvantaged groups?
- Should the norms for KGBV more closely resemble those for other types of residential education? The Team was also told by officials that that KGBVs have not been given library grants and materials from the Learning Enhancement Programme?

These issues of course are relevant to the national SSA programme and are not just for States to consider.

Gender stereotypes. The Review Team also noted that there are several features of the education system in AP which continue to stereotype girls and women into traditional roles.

- The NPEGEL programmes. There is great potential for these programmes to offer more than vocational skills – and as noted above the team saw some positive elements. But more should be done to link these vocational skills to more general skills which girls will need to be successful in the labour market (such as marketing, financial management, book keeping, design, managing a small business, banking, use of ‘green’ materials, creativity, the chemistry/biology behind the material used, etc). Such an extension of the programme would also move away from stereotyping the occupations that girls can be expected to perform.
- Sitting arrangements. In all of the schools and in the DIET visited by the Team, girls and boys sat separately in class. The Team was told that this was typical in the two districts visited. When directly asked, teachers in one district said that when doing group work they mixed children, but the Team did not observe this in the schools they visited.
- Block resource persons. These professionals are key to the quality of education and have a privileged status in the system (passing through a competitive process) even though there is no salary increment. However, the Team was very disappointed to find that very few such persons (less than 5 percent in the districts visited) are female. The team was told by State officials that this picture is repeated across the State.

Disaggregated achievement data. This section deals with enrollment and retention gaps. However, the Team would like to record its concern that learning *achievement* gaps should also be monitored. The State has introduced an extensive system of assessing pupil achievement and the conditions for learning at each school. As yet, however, these figures have not been analyzed with respect to the differential performance on these measures for children from disadvantaged groups or for schools where a significant proportion of the enrollment is from these groups.

Social Gaps: Scheduled Caste, Scheduled Tribe, Muslim Minority

a. Achievements and Progress on Indicators

	SC			ST			Minority		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Population	1007223	979366	1986509	548720	501875	1050595	462725	476325	939050
Enrolment	994749	965786	1960535	536187	488957	1025144	449508	465950	915458
Out of School	12474	13580	25974	12533	12918	25451	13217	10375	23592
Percentage of OSC	1.24	1.39	1.31	2.28	2.57	2.42	2.86	2.18	2.51

b. Review of specific interventions

The Team noted that the State has made efforts to reach out to madarasas (for both boys and girls) and is offering additional teachers and learning materials in academic education subjects. The take-up of these services varies considerably across madarasas but almost certainly the quality of education has improved as a result, though it seems unlikely that it will have affected enrollment and retention very much since the main reasons for enrolling in such institutions are not related to the academic education provided.

The State has published a number of textbooks in tribal languages, including creating a script for a language that previously did not have one.

c. Concerns/Issues and Recommendations

The participation of Muslim girls remains very low.

Children with Special Needs

a. Achievements and Progress on Indicators

In 2009/2010, the State offered education in mainstream schools to 159,373 children and a further approximately 13,000 at home. These figures are somewhat below the target of 181,999 but a credible outcome nevertheless. This number is also impressive given that the majority of these children are in mainstream schools.

b. Review of specific interventions

The Review Team was impressed by the range of services being offered to CWSN. The Team visited physiotherapy days when parents (usually mothers) can bring their children to get advice on helping their children—it seems demand is very high. The professionals that the Team observed seemed to have done a good job in helping the parents learn important techniques—the Team visited in a home where the father was deeply engaged with the physiotherapy for his daughter.

c. Concerns/Issues and Recommendations

As with runaway children, the leadership of SSA on CWSN is laudatory. The Team wonders, though, whether other agencies need to be more fully involved in the leadership role since most of the immediate needs of this population are non-educational.

Goal 3: All Children Retained in the Education System

Achievements and Progress on Indicators

According to figures from the State report and documentation provided to the Team, the overall retention rate for 2009/10 was 70.46 percent at the elementary level, which was significantly above the 2008/09 figure but significantly below the 75.35 percent target. However, the trend for the past three years has been positive: 65.76 percent, 68.57 percent and now 70.45 percent (it is worth noting that the 75.35 percent target was perhaps too ambitious given the 2008/09 figure of 68.57 percent). (A similar story is found for retention at the primary level.) The transition rate from primary to upper primary remained essentially unchanged (93.46 percent as against 93.16 percent last year; though the figure before that was 91.42 percent).

ST and Muslim retention remains very much lower than that for other sub-populations, with the situation much worse for upper primary than for lower primary. Given the very good figures for girls overall, it is clear that the situation of Muslim girls in upper elementary education is particularly difficult. Unfortunately, trend data is now available here, so the Team could not judge whether the gap is closing, and therefore whether new strategies are needed.

Indicator	All	Girls	SC	ST	Muslim
Transition from Primary to Upper Primary	93.46	93.01	91.74	84.65	74.22
Retention at Primary level	84.55	84.44	81.43	69.20	59.91
Retention at elementary level	70.46	70.76	76.72	56.88	37.24
Gross Completion ratio	84.70	85.19	Not available	Not available	Not available

Source: State presentation of results framework

Review of specific interventions

The Review Team is noted with keen interest the introduction of health cards for all students. This card will in fact also contain academic progress information. The Team was able to see these being used in one of the schools it visited.

Concerns/Issues Recommendations

Data trends. Policy makers at the State and district levels would find the figures presented more meaningful if trend data for several years were analysed rather than just one or two years as was typically the case. The Team however did see good practice in which out-of-school data was presented at the District level over 10 years, clearly demonstrating a sharply downward slope—and therefore putting in perspective individual years in which there was an

up-tick. As more data becomes available this should become standard practice. This longer term perspective would also help State and District make sense of some District level figures presented in the State report, for example on retention, in which the changes from 2008/09 to 2009/10 in many districts are enormous (more than 15 percent) and different Districts are going in different directions.

English language as a subject at primary level. The Team also noted that the State plans to introduce English as a subject from class I next year. The rationale for this is in part to respond to parents' wishes for English language as evidenced by their shifting to the private sector and in part to improve language competence by grade VI when it is used as a medium of instruction in government schools. To the extent that this distracts attention from giving children strong core skills in reading and mathematics, by reducing the time given to these subjects to fit in the new subject, this will reduce the likelihood of retention. In addition, there is a need to ensure that the benefits of mother tongue instruction are not diluted.

Health cards. It would be useful to give priority to the most disadvantaged populations in this initiative as these students are most likely to need most basic interventions and to go from school to school, in which case the health cards can provide a good instrument for continuity of care and support. The Review Team recommends that children in KGBVs and in work site schools are amongst the first to get these cards.

Goal 4: Education of Satisfactory Quality

Achievements

Many of the enabling conditions that support education of high quality are available in the state to a reasonable degree, especially an adequate teacher workforce (recently expanded by about 28,000), a favourable PTR at both Primary and Upper primary levels, the provision of free textbooks to all students and adequate facilities for providing pre-service and in-service training and support to teachers.

Textbooks are supplemented by a variety of other materials, in particular the well designed attractive Snehabala cards for grades I and II, the CAL software available on computers in 1742 upper primary schools, exercises provided in the handbooks for LEP in various subjects.

All newly recruited teachers have received induction training, and older teachers have also been covered by 10 or 6 day course during the current year. The monthly meetings at the cluster level are a regular feature the scheme, and teacher attendance is very high. Interaction with teachers at two centres visited indicated a high level of interest and participation on their part.

Pupil assessment is carried out frequently using the LEP guidelines and progress is noted and reviewed both during on site visits by resources persons and during the monthly meeting.

Classroom practices

The mission had the opportunity to visit and observe a number of primary and upper primary classes. On the whole, students' level of participation and interest were high and all of them had the textbooks with them. In multi-grade classes, the habit of getting on with their work when the teacher was not formally 'teaching' seems to have been well established, allowing for the natural proneness to distraction of the younger ones. The readiness with which children selected by the Review Team at random answered questions, read aloud from their books, went to the board and wrote answers to unexpected questions indicates that such activity is familiar to them. Wall newspapers and, less frequently, other displays of children's work were seen in schools as were TLMs and other aids. Charts were available, though no occasions of their actual use were found during the visits.

Teacher training and support

The mission was able to visit only one DIET where D.Ed, training was in progress, and only a TLM preparation workshop session of the second year group was observed. While the students were active and had prepared charts in many colours, a number of them seemed to be enlargements of material in textbooks with pictures being the main 'value added'. The group working on question/item preparation seemed to be following a highly conventional model. A few questions put to the group about the purpose and actual manner of use in the classroom of these materials yielded only routine and very general comments on their usefulness. For students near the end of their 2 year training programme this was somewhat disappointing, as an active sense of the role of TLMs in the new type of classroom lessons aimed at now was lacking. The students in general were keen confident and fluent in English.

One CRC at which a routine monthly meeting was in progress was visited. The active engagement of the teachers of varying ages in discussion in groups (and presumably in other scheduled sessions for the day) was striking. The recall (for the benefit of the visitors) of earlier sessions suggested that some of them were routine reporting sessions not leading to discussion in depth related to current issues and needs. The discussion relating to a demonstration lesson (apparently competently done) seemed to be highly content specific without extending to pedagogic challenges faced in handling diverse learning groups.

Concerns/Issues and Recommendations

Multi-grade teaching. A number of the schools visited had multi-grade classes. While grouping of students was done and different activities in progress (during the visits) there was no clear indication of the pedagogic purpose and the likely follow-up by the teacher of those left unattended for short or long spells. Further the noise level was high enough that it disturbed the self-study groups sitting elsewhere in the same classroom. The self-study groups were mostly reading their conventional textbooks silently rather than engaging with other TLMs, models, or planned group tasks etc. This will require specific teacher strategies for handling multi-grade classrooms.

Provide support for teachers in proportion and in response to need. At present, almost all training provided under SSA has been standard modules delivered to all teachers. This may be necessary in the short run, to introduce all teachers to the new curriculum and learning materials, but it is also important to provide more customized training which responds to particular needs of teachers. These specific needs might either be identified through the assessment results, through block/cluster resources persons, or through teachers' own proposals. Mechanisms need to be found to enable this demand-driven training to be provided, ideally through a range of recognized providers to offer teachers choice and match more closely their needs.

Use of performance indicators. The State has introduced an extensive range of indicators to measure the learning achievement of students and the performance of schools across 25 process indicators. School performance is made public at the school level, with chart displays. The Team believes these have a valuable role to play in raising quality and it is also important that these results are made public both to hold schools and the system accountable but also to engender a discussion with the parents and other stakeholders about performance. However, the Team has several concerns about the way the system is currently being implemented:

- Assessments (culminating in an year-end assessment) are taken too often, when significant change is not likely between assessments
- It is important to look at trends rather than one or two data points or specific figures achieved
- The modality of school-level Academic Monitoring Committees in assessing quality should be reviewed. At present, randomly selected children are asked to demonstrate what they have learnt. However, this does not accurately reflect the overall school performance, nor, in the meetings attended, were performance standards explained to parents. This undermines parents' ability to judge whether the school is doing well.
- Attention to be paid to equity, so that the differential performance of relevant sub-groups is also monitored.

ICT in education. It is clearly important that children are increasingly exposed to new technologies and the internet, so that they have the skills to function effectively in the modern world. However, it is not clear to the Team that the current investments will yield significant results in terms of student capabilities (at present 851 schools are covered and a further 900 will be included next year). The allocation of four computers and a server assumes all schools are the same, electricity supply is non-existent or unreliable in most places, and internet access is negligible. In these circumstances, it may be that the resources devoted to ICT should be channeled in other directions. At the least, the introduction of computers should be done in a cross-section of schools so that the difficulties and barriers can be identified which will have to be tackled during the longer term roll-out to all schools.

Early reading initiative. The Team was pleased to see that all schools are now giving two lessons a week to reading. This is an important initiative to strengthen these essential skills. The

Team would recommend that there is a need for more varied material available to students, so that young children are able to read for pleasure during this time. The quality of the libraries in the schools visited was generally very poor, with few books likely to be of interest to children and stored away from the classroom setting. The State indicated that it will increase the budget for libraries next year, and continue the practice of allowing schools to select the books they desire from a list of approved titles.

Enhancing the teaching of science. Mobile science labs are a good innovation and increasing the number per district is to be encouraged, if resources allow. The materials used were generally low cost and could be developed by schools once they have seen them in action with the lab; and the resources persons appeared knowledgeable. The Team saw good practice in one District where the schedule of visits is planned one month in advance, and notified to the relevant schools. This allows them to prepare for the visit – for example, by reviewing/learning the relevant material from the textbook, talking with the resource persons about particular issues in the school, etc. It is also important that teachers have dedicated time to sit with the resources persons during the visit to clarify any issues and get further professional support, and that students get some hands-on experience. All this would greatly enhance the impact of the science lab visits.

Similar considerations apply to the district science museum that the Team visited. Here, however, none of these elements of good practice were in place.

Procurement

SSA Andhra Pradesh is following the SSA FM&P Manual. The latest version of the FM&P manual has been printed by the State and distributed to the Districts. VEC Manual has been printed in vernacular. It prescribes process for maintenance of Accounts and Purchase process.

Tendering is not done at the District level. They rely on rate contracts set up the State Project Office (e.g Printing). Orders for printing work are placed with the printers that have been identified for each zone in the state. An order to this effect has been sent to the District Offices.

Computers are being purchased through A.P State Technology Services (The State Electronic Corporation for AP) as they have the requisite expertise. Service charge of 4% is paid. The SPO could try and negotiate this fee down.

The quality of paper used for textbook/modules is checked through an approved testing agency and payment is made only after receiving a clear report by the testing agency vis-à-vis the specification of paper quality originally quoted by the approved supplier. No complaints regarding quality of paper used have been reported. However, it seems that the textbooks were not of sufficient quality to last from one year to the next in reasonable condition. The State may wish to consider whether higher up-front costs for more robust materials (e.g., book binding) would enable larger savings to be made from less frequent re-printing. As per the norms textbooks need to be printed in four colour but this is not being practiced. It is recommended that the State complies with this requirement. However it is noted that SSA is not providing funds for textbooks as this is a State funded scheme in AP.

Major portion of the procurement is conducted in a de-centralized manner at School level.

Total value of procurement handled by the State is : Rs 2,39,65,199. Out of this procurement with a value above Rs 10 lakhs amounts to Rs.1,32,34,130. Procurement with a value below Rs 10 lakhs amounts to Rs 1,07,31,069. In all procurements done at State level valued above 10 lakhs, open tender method is being followed.

E- tendering is done at the State level.

Procurement plan for 2010-11 is available on the website ssa.ap.nic.in.

The Asset Register is maintained at State Office as well as District Project Offices.

Annual maintenance contracts for equipment are in place.

Issues/recommendations

Procurement through State Corporations is permitted, however it is mandatory for these government organizations to comply with SSA FM&P procedures. The SPO should ensure that the FMP procedures are being adhered to. Capacity of these organizations to deliver in a timely manner too needs to be assessed before placing orders with them.

The procurement plan needs to be reviewed on a regular basis (for example once a month), slippages tracked and remedial action taken to avoid further slippages. Computers that were to be delivered in September 10 (as per plan) have not been received as yet.

In a few instances, at the schools visited, the assets have not been marked. Recommend that asset identification numbers are assigned to all assets.

In a few places stores registers have not been updated. Registers need to be kept up to date.

Printing quality needs to be improved. Though paper quality, colour specs, brightness etc have been mentioned, binding specifications have not been provided in the order. It is recommended that binding specifications be provided at the time of inviting bids.

Proof reading prior to bulk printing is recommended to avoid printers devil/typo errors/ language.

Financial Management

Audit Process

One Auditor (Narasimha Rao & Srinivas) has been appointed for entire state for statutory audit of the State Office and all District Project Offices. The fee paid to the auditors for this purpose is Rs.5.00 Lakhs for the year 2009-10. This state conducted almost 100% audit of schools for the

year 2008-09 and 2009-10 by appointing 13 Chartered Accountant firms. The fees paid for the school audit is Rs.300/- per school. 1137 BRCs, 6973 CRCs and 50,445 schools were visited by the Auditors in the state.

The expenditure is considered only on receipt of Utilization Certificates and statement of expenditure from the sub district level. Till then releases are treated as advances. The Auditors verified all the Utilization Certificates with supporting bills during the time of audit to confirm the actual expenditure.

Staffing & Capacity building

	No. of posts	In place	Vacancies
SPO	9	8	1
District Project Offices	92	88	4
Mandal level	1200	--	1200

The number of training days in the calendar year 2010 is 500 person days. The expenditure incurred for this training is Rs.3,00,000/-. The consultants from Ed.Cil, New Delhi, Chartered Accountants and Officers of Finance Wing collectively are involved in providing the training.

Internal Audit

Chartered Accountants (Prem Gopal & Co) were appointed for conducting Internal Audit. The fees paid towards internal audit is Rs.4,80,000/-.

Village Level Accounting

The social audit boards displaying the expenditure & release of grants are being prepared based on the school audit reports. The process will be completed by June, 2011. Presently the releases and unaudited expenditure are written on the board with chalk temporarily. Steps have been initiated to replace these with painted boards with audited figures. This process will be completed by June, 2011.

The VEC manual is available with all school committees in vernacular. The trainings for Head Masters, Sarpanches and Committee Members have commenced from January, 2011 and will be completed by June 2011.

Finance Controllers Meeting

The State is regularly attending the meeting of the Finance Controllers. Dr.P.Brahmananda Rao, Finance Controller, P.Raja Sekhara Rao, S.Rama Seshu Kumar, Jr. Accounts Officers have attended the last two meetings.

Finance Controller conducts review meetings with FAOs and Finance staff of all districts on 4th of every month. In the current financial year 10 review meetings were held. Finance Controller visited the District offices 5 times in this financial year

Salaries for Teachers

Teachers' salaries have not been paid during the years 2007-08, 2008-09, 2009-10 and 2010-11. The SPO has requested the State Government to furnish the details of salaries paid to the teachers on behalf of SSA society. The amount will be reimbursed to the State Government on receipt of details from the State as the teachers are paid in this state through Government Treasury system. The statutory auditor and Accountant General will conduct an audit on the expenditure on teachers' salary once the reimbursement has been completed.

The SPO transfers money for the salaries of para teachers to districts, who then pay teachers through an electronic transfer to individual teacher bank accounts.

Training of trainers (TOT) programme on Right to Education (RTE) Act, 2009 is outsourced to Dr. MCRHRD Institute, a Government of Andhra Pradesh training institute. Feedback is being sought from all the participants. Teachers training are done by in house arrangements only. It is not out sourced (some is done through the District Resource Groups).

Observations/Recommendations:

SSA funds are being operated through a single bank account system at all levels. This is a good initiative by the SPO.

Tally accounting software has been introduced at the District Level offices. The manual books and the computerized records on Tally should be matched on a daily basis. Records should be kept up to date.

Online transfer of funds to BRCs, CRCs, schools and individual recipients is being done through the RTGS system

The advance registers should be monitored on a regular basis. Time frames for settling advances should be clearly intimated to all staff.

The State has only received the first tranche of Rs 1195.08 crores (date received) from MHRD. Now that there are only 2 and a half months left in the current financial year, even if the second tranche were to be released, there is likely to be large unspent balances.

Together with the opening balance of 43.05 crores the funds available amount to 1238.14 crores. The supplementary plan with an outlay of Rs 528.22 lakhs was approved on 17.12.10. . The spend is 964.43 crores (78% of funds received). The two districts (Anantapur and Chittoor) visited by the mission team too have reported 80% and 92% spend against the funds received. A backlog of Rs 20.43 crores is due as State share. Release of the second tranche is contingent on this being cleared.

On staffing of finance people, vacancies at the mandal level need to be filled. Approval for filling up these posts was approved by the PAB on 12th October, 2010. The state has initiated recruitment process for filling up of mandal level Accountants.

Civil Works

Out of the target of 23631 units, the State has achieved 9072 which is only about 38%. 3711 units were a spillover from the previous year. 11339 units are in an advanced stage and the SPO hopes to complete these within March 2011. In monetary terms the spend has been 305.59 crores against a target of 464.97 (not clear whether this includes the spillover budget) i.e., approx 65%. The state has been facing adverse weather conditions (rains/cyclonic weather) till December and this has impeded progress on civil works.

The quality of civil works in general was found to be good. ACRs and some new KGBVS visited by the JRM team were found to be good. Third Party Inspection agencies (SGS India Ltd & Kanav Fabcon Ltd) have been appointed by the State in order to verify the quality of works. Payments are made only after receipt of rectification reports.

Observations/recommendations

Approx 30% of the toilets in the State were non-functional. However the SPO has taken steps to improve the situation. 16 districts have been visited by the SPD and PS. They met with the Collectors and Panchayati Raj officials to impress upon them the need to make the toilets functional. As a result, maintenance of school toilets have either been given to an agency or to individuals using SSA school maintenance funds. This has yielded results and the Mission is happy to report that most toilets in schools visited were functional and clean.

The ramps constructed in some of the schools visited by the Mission did not have railings and there are complaints that the gradation of the ramps are not as per specification. Have these been reported in third party quality assurance reports. This needs to be investigated further and steps taken to address this issue.

Some of the classrooms had paintings on the walls but on the whole there is scope for improvement in the classroom environment.

Programme Management

Staffing and Capacity Building. The SSA programme as it pursues the obligations under the RTE will require additional expenditures, from both national and State governments. Added to this will be the expansion of secondary education, both through natural demand from the increasing completion rates in primary education and through the CSS RMSA, with even larger additional expenditures. These expenditures will be needed for investment costs as well as recurrent expenditures. It will be very important for States and districts to estimate these costs and to project annual costs at least for the next 5 years; and thereby consider the impact on the overall education budget and government spending.

Most of the vacancies at the District Officers are being filled up by Staff on deputation from other departments.

Management of KGBVs. The Review Team was told that the Minister had recently taken the decision to remove the management of KGBVs from the current societies and put them under the management a new, dedicated society (for which Cabinet approval is being sought). The Team was told that this was in response to the varied performance of existing societies. At the same time, KGBVs would have Academic Monitoring Committees (as noted above). The Review Team highlights the importance of ensuring that the KGBVs continue to get the support they need, including to build up the AMCs, during this transition, since the Team is concerned that the existing Societies will further reduce their oversight before the new Society has recruited and trained staff. One option being considered is that only new KGBVs would move to the new society. More generally, it is important to ensure that a single society does not mean that all KGBVs become uniform in their approaches to serving the girls in their communities, given the different needs of different communities, and that the role of NGOs in serving these communities is neglected.

Duplication between AMCs and SDMCs. The Review Team was told that the SDMCs were generally not as effective as expected and that this was part of the motivation for the introduction of AMCs. However, in one district the Team visited, both bodies continued to exist because of the statutory powers of the SDMCs. It seemed to the Team that it would be simpler to give the relevant statutory powers to AMCs to avoid needless bureaucracy, and the Team was told that this is being proposed, with rules shortly to be approved by the Cabinet which would make AMCs consistent with the provisions of RTE.

**Andhra Pradesh, Sarva Shiksha Abhiyan
9th Joint Review Mission
Visit: 19.01.2011 to 24.01.2011**

**Members: Mr.TOBY LINDON, WORLD BANK
Mr.JOSEPH SHINE, DFID
Mr.JACOB THARU, GOI**

19.01.2011

11.00 am to 1.00 pm : Briefing session at the State Project Office, APRVM, Hyderabad

- Mrs. Chandana Khan, IAS., Principal Secretary, Primary education & SSA
- Mr.Mohd. Ali Rafath, IAS., State Project Director, APRVM, Hyderabad
- Mr. Satyanarayana Rao, IAS., Secretary, APTWREI Society
- Mr. Appa Rao, Joint Secretary, APTWREIS
- Mr.V.Chennakesava Bhadrudu, Additional Secretary, Tribal Welfare Department
- Mr.V.Nageswara Rao, ASPD, APSSA
- Mr.S.Venkateswara Sarma, ASPD, APSSA
- Mr.Bramhananda Rao, Financial Controller, SPO, Hyderabad
- Mr.N.Upendar Reddy, State Academic Monitoring Officer, SPO, Hyderabad
- Mr.S.Prasada Murthy, State IED Coordinator, SPO, Hyderabad
- Mr.V.Madhusudhan, State Coordinator, Community Mobilization, OSC, SPO, Hyderabad
- Mr. K.Narayana Reddy, Planning Coordinator, SPO, Hyderabad

19.01.2011 Post Lunch Session
Visit to worksite school at Patigadda
Visit to Secunderabad Railway Station
Visit to DIET, Hyderabad

Anantapur District

20.01.2011

- 10.00 am : Meeting with the District Collector and other officials from Converging Departments. Joint Collector Mrs.R.Anitha, made a power point presentation. This was followed by discussions. Certain NGOs also attended the meeting and briefed members of the JRM about the activities they are doing under SSA. They were CFBT, Royalaseema Development Trust, Timbactoo Collective
- 11.30 am : The members formed into two teams and visited
- (1) Madarasas:
 - (a) Girls Madarsa, Housing board, Anantapur.
 - (b) Fazal Ur Madarsa, Anantapur Town
 - (2) Special Residential Training Center:
 - (a) Special RST at Bramhmana palli, Anantapur Rural mandal
 - (b) SRT near TV Tower, Anantapur managed by RDT
 - (3) Academic Monitoring Committee
 - (a) MPPS, KVS Colony, Bukkaraya Samudram

(4) KGBVs visited:

(a) KGBV, Singanamala

(b) KGBV for Minorities, English Medium, Kurukunta,
Raptadu Mandal

21.01.2011

09.30 am

: Discussions with the District Collector, Anantapur
Mr.B.Janardhan Reddy, IAS

10.30 am

- : 1. Visit to Mandal Parishad Primary School, Prasannapuram,
Raptadu Mandal, Classroom observation.
2. Visit to District Science Center, Anantapur district
3. Visit to Zilla Parishad Girls High School, Bathalapalli,
Mobile Science Laboratory activities seen, Interaction with
Head Mistress and Teachers. MEO and MRPs were present.
4. Visit to Mandal Resource Center, Dharmavaram, Facilities
available, Data availability were observed.
Discussions with MEO and 2 MRPs about visits to schools
and what they do at the schools.
5. Visit to one House Based Education Kum Saileela House at
Kothacheruvu, IE Resource Teacher was present
6. Visit to DIET, Bukkapatnam
Interaction with D.Ed. Trainees & Lecturers, TLM
preparation of II year D.Ed. Trainees was observed
7. Visit to worksite school at Saidapuram, Kadiri Rural mandal,
Quarry site, NGO; REDs, 46 students
8. Visit to District Project Office, Anantapur. Verification of
accounts, office procedures and related records were seen.
9. Civil works: School building at Upparapalli

CHITTOOR District

22.01.2011

09.00 am

: Visit to Mandal Parishad UP School, Kandla Madugu, B.Kotha
Kota Mandal
Verified SMC accounts. CAL was observed

10.30 am

: Meeting with the District Collector and other Converging
Department officials
Mrs. Sarada Devi, IAS., Additional Joint Collector made the
presentation

12.00 noon

- : 1. Visit to AMC at MPPS, Basinikonda, Madanapalle, Rural
Mandal
2. Visit to MPPS, Sugalimitta, Tribal Habitation, Punganur
Mandal
3. Visit to ZP High School, Kurabalakota NPEGEL mela and
MCS.
4. Visit to KGBV, Kurabalakota
5. Visit to Govt. Girls High School, Madanapalle,
Physiotherapy monthly camp. Civil works (supplementary

plan)

6. Visit to ZPGHS, Valmikipuram (CRC) primary
7. Visit to School Complex at MPPS, Gudurupalli, Punganur Mandal (CRC). Interaction with teachers
8. Visit to Monthly Physio Therapy Center at MPPS, Gangavaram (Mandal). Interaction with the IE Resource Teachers & Parents. Distribution of Escort Allowance, Donation of beds and pillows by NGO
9. Visit to office of the Project Officer, RVM, Chittoor

MIS REPORT FOR THE CONTRACTS VALUED ABOVE Rs10.00 lakhs DURING THE FINANCIAL YEAR 2010-2011

Sl.No	Bill No Date	Description of the Item	Name of the supplier/ successful tendered	Process of procurement	Value of the supply
1	2	3	4	5	6
1	<u>118</u> 26-4-10	Towards Advertising Charges in various News papers on RTE.	M/s Catalysis Advertising, Hyderabad	The advertisement charges were paid to agency based on the charges fixed by the Commissioner of Information & Public Relations, who followed the Open tender system to fix the rates.	Rs.11,62,040/-
2	<u>153</u> 1-5-10	Towards Printing and supply of training module for teachers on IE activities	M/s Vijayavani Printers Chowdepally, Chittoor District.	Open Tender system is followed.	Rs.11,60,100/-
3	<u>525</u> 6-7-10	Towards Advertising charges in various News papers on Badibata.	M/s Catalysis Advertising, Hyderabad	The advertisement charges were paid to agency based on the charges fixed by the Commissioner of Information & Public Relations, who followed the Open tender system to fix the rates.	Rs.14,24,400/-
4	<u>1136</u> 20-10-10	Towards conducting computer training programme for teachers.	Director General, Dr.MCR HRDI, AP., Hyderabad.	Dr.MCR HRDI, AP., Hyderabad is a Government Institution.	Rs.15,87,390/-
5	<u>1199</u> 30-10-10	Towards printing and supply of School Academic calendars 2010-11	Director, A.P.Government Text Book Press	Open Tender system is followed.	Rs.79,00,200/-

2. BIHAR

INDIA
SARVA SIKSHA ABHIYAN (SSA)
13th JOINT REVIEW MISSION
(January 19 - 24, 2011)

STATE REPORT: BIHAR

1.1. Introduction

SSA was officially initiated in Bihar in 2001-02, in partnership between the Government of India and the State government. The State was visited previously by the First, Third, Seventh, Ninth and Eleventh SSA Joint Review Missions (JRM) in 2005, 2006, 2008, 2009 and 2010. As part of the Thirteenth JRM of SSA a two member team comprising Anjali Noronha (GoI) and Colin Bangay (DFID) visited the State from 19th to 24th January 2011. The main objective of the JRM was to review progress in the implementation of the Programme with respect to SSA Goals and objectives and to discuss follow-up action, including capacity issues. The team met the following official personnel:

Sri Rajesh Bhushan , State Project Director, BSPP, Bihar, Sri Ashutosh, Director, Primary Education and MD, Text Book; Dr. Moin, HOD, Dept. of Teacher Education, SCERT; Ms. Shweta Shandilya, Education Specialist, UNICEF;

OSD, Hunar Cell, Director, MDM; Dy. Director, Primary Education; Dy. Director, Planning, Primary Education; State Co-ordinator, Mahila Samakhya; Civil Works Manager, BSPP; Administrative Officer, BSP; Chief Accounts Officer, BSPP; Programme Officer, AIE, BSPP; Programme Officer, Elementary Formal Education; Programme Officer, KGBV & NPEGEL, BSPP; Programme Officer, MIS & MRE, BSPP

Vaishali :

1. Sri C.Sridhar - DM-cum-Chairman, SSA, Vaishali
2. Sri Naseem Ahmad - DSE-cum-DPC, Vaishali

Patna :

1. Sri Shashi Bhushan Rai - DSE-cum-DPC, Patna

The team also met the State Minister HRD Shri P.K. Sahi and Shri Anjani Kumar Singh the Principal Secretary Education.

The mission members would like to express their appreciation to everyone who gave time, co-operation and hospitality during the visit, particularly to Shri Deepak and Shri Pankaj who accompanied the JRM team on its field visits and took care of them diligently. Their candour and willingness to provide the information requested was a vital contribution to the work of the mission.

We are grateful to the state for reorganizing our visit schedule at short notice and change from Nalanda to Patna urban district.

1.2 Overview and Key Issues

Key Achievements:

Bihar has made dramatic progress in provision of education inputs over the last five years (table 1). Review of learning outcome measures from the state, national assessment (NCERT) and ASER are encouraging with state learning achievement scores in language, mathematics, science and social science scores being above the national average. The number of out of school children and out of school girls has been dramatically reduced from over a quarter of the respective populations in 2001 to around 4% in 2010.

Positive trends are seen in the growth in participation, retention and transition rates of girls schedule castes, tribes and other minority groups in schools. (4575692 (26%) in 2001 and 784900 (3.77%) This success is due to a combination of strategies, some of which have been laudably funded by the State Government. In meetings state officials were well informed and came across as enthused with a sense of purpose.

School and land mapping done electronically is underway and will do a lot in enhancing planning of basic infrastructure.

Its work for Children with Special Needs could be said to be exemplary. The total population of CWSN is 313500 (Of these 1,35,221 are physically impaired) out of which 241995 have been enrolled in schools. 740 resource persons professionally trained for responding to different needs have been put in place at district level. These were seen to be functioning well.

Bihar is also on its way in providing inputs for quality. The state resource centre for education research and training is at the centre of this activity and has good coordination with the SSA. It has developed and published its own curricular framework, syllabus from class 1 to 8 and published revised textbooks for classes 1-4 and 6 & 7, which will be used from this session. It has also provided good Teaching Learning Materials as well as good library books for classes one and two in all its schools.

It has also begun to revive its DIETs which had become defunct for the last 12 years prior to the previous 2 years, with a new curriculum with some of the features of new pedagogy. It has also done a survey of all the private teacher education institutes in the State. But most of them are not recognized by the NCTE. But these will have to be revised in the context of the new National Curriculum Framework for Teacher Education (2010). It's BRCs are in place with good infrastructure and are being regularly utilized for residential in-service trainings particularly in the rural blocks. The CRCCs are also functional.

The State is contemplating upgrading their BRCs to BIETs (Block Institutes of Education and Training)

It has begun work on developing a Continuous and Comprehensive Evaluation (student) system and should have a reasonable system in place by the coming session.

The State has commissioned a number of studies by premier research institutes of the state like ADRI, AN Sinha Institute, Jagjivanram Institute and Chandragupta Institute of Management. Many studies have been completed and inform policy. This is a good attempt to connect with other academic institutes outside the department.

It also has partnerships with Civil Society Institutions like MV Foundation, Gyaan Shaala and Pratham.

Major Parameters	Status 2005	Status 2010
Schools (Govt. & Aided)	52112	71031
Out of school	2300000	784900
Enrolment (Govt. & Aided)	14079124	19092050
Annual Drop Out (Primary)	36.06	12.2
Teachers (Including Aided)	146448	334308
Pupil Teacher Ratio (PTR)	96	57
School Buildings	49575	61058
Classrooms	143027	262685
Student Classroom Ratio (SCR)	99	82
Common Toilets	27227	43110
Separate Girls Toilets	8292	31664
Drinking Water	49050	60633

Key Concerns

In Bihar, which is one of the most densely populated states of India, with very fertile and therefore valuable land, in rural particularly in urban areas, access to land for new schools, school expansion remains a binding constraint. The land/space/additional classroom challenge can only increase with a growing population, improving school enrolment and attendance. This combination of factors will make complying with the space norms and playground requirement detailed within the RTE particularly challenging.

As bridging of students nears its targets, there is a danger of the bridging attempts like Gyaan shaala and Talimi Markaz getting stabilized as small alternative or private schools. Policy to preempt this need to be in place well in time.

Though a large number of physically challenged children have been admitted, ramps have not been built in all schools with higher plinths.

Approximately 25,000 of its over 70,000 schools has 3 or less than 3 teachers which makes them multigrade schools. Of these at least 20,000 will remain multi-grade even under RtE norms, unless there is a possibility of consolidation of schools. At the moment there is no strategy apart from some tips to deal with such a situation. School and classroom construction is not

incorporating the needs of active classrooms at the moment. There is no proper storage space being built into classrooms.

A policy on furniture will also need to be taken. At the moment the schools are proceeding to provide benches and desks wherever they have funds. These are not the best for active learning classrooms. Furniture and seating arrangements can be learnt from other schools like gyaan shaala, Bodh, Digantar, Shishu Van Bombay etc.

The attendance of students along lines of caste and minority is not being tracked. The gap in the achievement of girls and SCs is a matter of concern.

Staffing schools with sufficient trained teachers is also a major challenge. The pupil teacher ratio has deteriorated from 53:1 in 2008 to 57:1 in 2010. This shows that the recruitment of teachers is way behind the enrolment of children. A range of initiatives to recruit teachers at State and Panchayat levels while also certify existing untrained teachers to meet RTE qualification norms are in operation.

Teacher and student attendance at around 80 and 70 % respectively remain an issue with which state and school authorities continue to grapple. The problem appears more acute in urban areas where attendance was recorded at around 40%.

The Basic Schools, though addressing class 1 to 8, have somehow been left out of the SSA ambit and therefore are facing neglect in spite of possessing a large amount of land and a holistic concept of education in the original vision. Bihar government has taken cognizance of this fact and processes to integrate these schools in the modern context are underway.

The meaninglessness of CAL is evident. Its utilization is also very low. It needs to be thoroughly reviewed. Of the 38 Districts in Bihar only 24 have DIETs. But there are also 35 Government PETCs giving a total of 61 government teacher training institutions.

While BRPs and CRCCs are in place, CRCs do not have enough time to devote to academic issues as they are inundated by a lot of data collection, nor do the BRPs and CRCCs have the time & resources for their own academic rejuvenation – they are called for workshops only to discuss their role or to be trained to impart further training.

An attendance tracking system would capture the situation such that it can be addressed meaningfully. If children with 0 attendance, less than 25% attendance, 26-50%, 51-75% above 75% are categorized every month, the reasons for their irregular attendance can be enquired into and addressed.

We look forward to 'bridge courses' transitioning to 'special training', whereby out of school and newly enrolled first generation school goers and potential school goers are provided requisite support.

Key Recommendations:

Strategies to speed up teacher provisioning and building of additional classrooms and schools while keeping up the quality is of essence.

Basic Schools (based on the Gandhian philosophy) can be revitalized and reinvigorated by providing them the same measure of support and nurturance that is provided to other regular Government run schools (including exploring scope for expansion) without taking away from the uniqueness of their identity.

With the huge number of teachers required, many of them (over two lakhs in Bihar) would be untrained. A strategy for their appropriate pre-service training in in-service dual mode needs to be developed on war footing. This will require both revision of the teacher education courses as well as the educator courses, as well provision for providing onsite support through internet and other software.

DIETs, BRCs, CRCs be strengthened and academically revived, the CRCC should be freed and equipped for academic support. We look forward to the outcomes of the efforts being undertaken currently to this end.

A cadre of teacher educators needs to be built. A task force on building a teacher education and educators' education strategy needs to be put in place. Bihar is already exploring this and needs to be encouraged and supported.

It is also suggested that the Rs. 50 lakhs per district used for CAL be used to develop educational material that will enhance the use of computers for educational outcomes.

Implications for policy:

As with urban areas, consolidation of schools is to be looked at as a viable option for delivering universal quality (large schools make facilities like sharing of playground, library, labs much more cost effective) then there needs to be some way of building in a transport subsidy. This may also require some flexibility in the distance norm of the RtE.

Teacher education needs to become the thrust in the next few years. Without this, universal quality will not be achieved. Both pre-service and in-service teacher education need to be looked at as a continuum. Bihar is trying to integrate the management of both these and wherever the funds are coming from and this is the way to go.

Progress towards the achievement of Goals

Goal 1: All Children in School

Achievements

Bihar has made dramatic progress in bringing children to school. Since 2002 the number of children enrolled has almost doubled from 10.4 million to a little over 19 million by 2009-10 (DISE). The state reports 280,000 out of school children (OOSC) have been enrolled/covered by outreach programmes in 2010/11.

The government is making particular efforts to bring the estimated 4% OOSC into school and has begun a programme to keep individual records of OOSC to try and better reach and monitor them and their families.

The success in bringing children to school is a combination of concerted efforts to identify and provide schools to under served communities and targeted interventions such as 'bridge programmes' and government / NGO initiatives to reach and support marginalized communities.

Currently 98% of habitations of 300 people are served with a primary school within 1 km and 96% with an upper primary within 3 km. 18,712 new schools have been opened and 16,852 been upgraded to upper primary. Decision making regarding the upgrading of schools are made at local level with decisions being referred to the district and reviewed by the district magistrate to ensure sound selection.

A range of 'bridge' residential trainings and out of school programmes are in operation to reach marginalized communities, children of migratory families and those with special needs. The JRM team visited 'bridge' programmes, a Hunar training for Muslim girls and a Gyan Shala school. The team also viewed specialist teaching for children with special needs. In addition the team had the opportunity to discuss the performance of SANKALP (an ongoing programme focused on reaching OOSC and improving student attendance operated by a coalition of Pratham, UNICEF, and M.V. Foundation) with those engaged in its evaluation.

The state is in the process of establishing its own open school. This should provide greater flexibility and responsiveness in certifying 'bridge' courses and thereby offer a 'passport' to transition into mainstream schools for 'bridge course' graduates.

Concerns

While achievements to date are impressive, the plight of the remaining un-served cannot be neglected. A growing population will mean the system will need to accommodate increasing numbers of children while also continuing to tackle with the out of OOSC. The current student: classroom ratio of 82:1(indicates the system is still under immense pressure. Indeed if it was not for the high levels of student absenteeism (observed at around 30-40% rural areas and 50 to 60% in urban areas) schools would be hard pressed to physically accommodate all the children on their rolls.

The State government reports that 12% of existing schools have no permanent building. It is clear that the binding constraint in Bihar is availability of land in the face of ever growing numbers of students. (Bihar is one of the most densely populated states with very fertile land. Within this too its urban areas are about 5 times denser than its rural areas, even though its urban population is only 10% of its total population. After Delhi, Chandigarh, Daman and Diu, Pondichery and Lakshadweep, it is the second most densely populated, with a density of 881 persons per kilometer, West Bengal being the most densely populated state.) This dilemma is brought into sharp contrast by the space and playground requirements prescribed within the RTE. A further concern is that with enactment of RTE it could be expected that a number of existing low fee private schools could be closed for non-compliance. Students from these schools would need to be accommodated in nearby state schools adding to space and classroom pressures.

Recommendations

The mission would encourage the authorities to continue its efforts to digitize and integrate MIS data - equipping survey teams with GPS hand held devices to capture geographical location accurately. (The progress made by Vaishali in amalgamating EMIS and GIS data is exemplary).

In order to minimize survey costs consideration could be given to surveying all schools (primary and secondary) as well as other education institutions (e.g DISE, BRCs) in one survey process.

In preparation for the implementation of RTE un-recognised private schools should also be captured. A comprehensive mapping of the education estate would enable efficient planning and implementation for rationalization of school expansion.

It is clear that land access will remain a key issue in the expansion of education provision in Bihar. The state is already responding through a variety of means including land purchase and building rent. Given the all pervading nature of this challenge the state could consider:

- A comprehensive survey and digital mapping of the education estate and possibly more broadly the government estate. This should move beyond location to include data on compound size, building footprint, building storey's and potential to add additional storey's etc. This could inform future planning regarding expansion, rationalization, and possible change in the purpose of existing buildings.
- Consider the feasibility of alternative options such as larger combined schools served by transport.
- Allow flexibility around the population: distance eligibility criteria for school construction (in line with the above).
- The development of a contingency plan to deal with the absorption of current private school students into government schools in the event of closure of private schools for non-compliance with RTE.

Goal 2: Bridging gender and Social Gaps

A. Gender gaps

Achievements

Enrolment figures provided show a negative gender gap of -2%. While 93% of the girls of the 6-14 age group have been enrolled only 91% of the boys have been enrolled. The retention figures are also higher for girls than for boys.

However, achievement in classes 1 to 5 as studied by the SCERT, continues to show a gap of 3 to 6% between boys and girls, with boys scoring higher than girls.

Review of interventions

School based interventions:

Separate girls toilets have grown from 8,292 in 2005 to 31,664 in 2010.

A cash grant of rps 2000 for purchase of cycles has been distributed to girls of modern cluster schools from the State budget.

Meena Manch

Meena Manch appears to have been successful motivating factor in bringing and retaining girls in schools. Girls who are part of Meena Manch are now bringing out of school child labour back into school, stopping child marriages etc.

Hunar (100% State funded) are two extra-curricular vocational education programs school under the NPEGL focused on bringing back minority girls to upper primary schools. Nearly 14,000 minority Muslim girls participated at 298 centres in the first phase of Hunar. In the second phase 40,000 muslim, SC and ST girls are to be reached. Certification of the trades is being done by NIOS. In the Hunar centre visited most of the girls were already enrolled in schools – hence there is an issue of effective targeting and potential to deliver to original intent.

Auzar: Is a state funded component for giving tools to the girls attending Hunar courses.

KGBV:

In addition to the original 391 sanctioned KGBV an additional 146 KGBVs were sanctioned in November 2010 under the supplementary budget. 388 are now functional with about 36,000 girls enrolled in them. The KGBV girls have also been given an as life insurance cover of Rs. 1 lakh. The girls are also being given training in karate, cycling, yoga and vocational training, e.g., sanitary pad making, embroidery, stitching, knitting etc. The girls in the KGBV visited were very happy with what they were getting.

Concerns

The motivation of girls to study further has increased shown in their increasing retention. Constraints to girls to continue schooling to secondary level need to be addressed.

While vocational training is regarded as important for all. The training currently can only be funded under NPEGEL and therefore is confined to girls.

There is also concern re the adequacy of the Rs. 2,500 grant provided to purchase start up tools on completion of the training.

In the KGBV observed by the JRM, for the 100 places available more than 200 eligible applications were made. Moreover, all the girls housed in the KGBV came from within a 10km radius as the Block we were told is only of that distance radius. This begs a question whether an alternative non-residential approach which provided greater financial support for transport etc. to each student and continued provision of the kinds of excellent after school support and extra curricular activity viewed at the KGBV could be a more equitable option where distance is not a problem. Such observations may warrant further study and consideration pro's and con's of the various models in operation. An across SSA survey on KGBV cost effectiveness and eligibility criteria may be considered to gain better insight into such matters.

Recommendations

Consideration of expanding KGBV, Meena Manch into the secondary level should be considered.

Vocational education should be included as work throughout the education stream including the residential bridge courses.

A nationwide review of KGBVs models and their cost effectiveness against existing demand could be considered by the SSA at national level.

The premium for life insurance of KGBV girls provided by the State Government should be used to cover health instead.

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

Achievements

Progress in Indicators: The retention rate for SCs in primary has gone up from 32% in 2007-8 to 51% in 2009-10. (DISE data). This has also gone up in the upper primary.

The learners achievement among SCs is also increasing.

No discrimination on any grounds was seen in the schools visited.

One cannot say anything on the retention and achievement of the minorities as this figure has not been tracked.

Review of interventions

A range of initiatives are in process for both minority students and Mahadalits.

Minority

21 Residential Bridge Course (RBC) Centre operational for Minority Children in 11 Districts for 6 months.

2810 Batch Remedial Teaching operational for Muslim children in 28 Districts for 2 months.

416 Batch Vocational Training operational for Muslim children in 26 Districts for 3 months.
1000 Batch Special Coaching running for urban deprived children in 10 Districts for 2 months.

160 Batch Vocational Training operational for urban deprived children in 10 Districts for 3 months.

3,770 Talimi Markaz (NRBCs) with over 75,000 children and 815 Madarsas with over 16,000 children are being supported for muslim children. The children in the Talimi Markaz that we visited seem to be very young and was functioning more as a Bal Varg.

Urban Deprived Children: 3 Residential Bridge Course (RBC) Centre operational for Urban Deprived Children in 3 Districts for 6 months.

For Mahadalit

19,442 Utthan Kendras with over 5 lakh children are being run for the Mahadalit populations. We did not get to see any of these as we changed our program from Nalanda to Patna in order to get a feel of the interventions for the urban deprived.

Concerns

The effect of the interventions for minority students are not being tracked so it is difficult to say anything about their impact. These should be tracked for attendance and achievement both.

The caste gap in achievement is still substantial and seems to increase in the higher classes. This needs to be addressed urgently. Remedial classes are being taken up but their coverage is not universal.

Recommendations

The indicators for minorities need to be tracked separately.

As more and more minority students enter schools, there is need to provide them specific out of school support for bridging the achievement gaps.

Efforts to address specific issues on exclusion (discrimination and their social and historical causes) have begun and these could be further pursued with regard to how they are covered in textbooks and through pedagogy in the upper primary.

C. Children with Special Needs

Achievements

The programs related to addressing the children with special needs seen in Bihar were some of the most heartening (though no home schooling was observed). This is an extremely difficult group and the commitment with which the Government of Bihar is taking these initiatives is commendable.

Progress in Indicators

The total population of CWSN is 313,500 out of which 241,995 have been enrolled in schools. Details of CWSN are as follows

Mentally Challenged	40,294
Hearing Impaired	62,650
Visually Impaired	47,396
Physically Impaired	135,221
Multiple Disability	21,791
C.P./Spastic/LD/	6,148

The updating of a CSWSN survey has been completed in all the districts, uploading of new data on website by February, 2011.

Results reported

- 740 resource teachers/ rehabilitation professionals engaged at district level
- 840 children covered through long term RBC with the help of NGOs.
- 2,780 caregivers appointed at CRC level among parents against 4,479 of physical target.
- 5,000 Braille books distributed for VI children.
- 74 Brailers procured for imparting Braille teaching
- ear-mould laboratories established (Muzaffarpur, Saran, Gaya, Sitamarhi, Khagaria and Samastipur)
- 4,507 Orthopedic impaired children were reached through 30 days residential bridge course during June, 2010.
- 4,950 severely CWSN provided support through the Home Based Education Programme (HBEP).
- 19,423 children were assessed for appliances through 152 assessment camps organized in all the districts with the support of ALIMCO, Kanpur.

- 37 CWSN resource centres along with all needful equipment now functional in the districts.
- 76,460 community leaders trained under Pahal module
- 30,640 teachers trained under Samajh module
- 8,000 children were covered under 30 days Residential Bridge Course.
- 2,780 care givers have been provided seven days training.
- 7,040 ramps and 3,400 toilets have been constructed in all the districts.

Review of interventions

The special educators observed working with CWSN were capable, committed and compassionate. Individual child records were being kept

One question is of possible mainstreaming of some of these children into regular classrooms. It is clear that regular teachers in large or even appropriate sized classrooms cannot handle children with special needs adequately. Yet some level of integration could be explored.

While the two training modules for mainstream teachers is a good initiative – its objective can be only to sensitise teachers to CWSN. It is unlikely such short training could equip teachers to integrate CWSN into mainstream classroom and adequately respond to the needs of all.

Concerns

The challenge here is one of sustaining a laudable intervention. The shortage of special educators and high demand for their services across India increases their turnover. The limited efforts and some degree of integration is a concern.

Recommendations

A system of collating the attendance and retention of such children needs to be included in the MIS systems.

There needs to be a long term policy for integration of the education of children with special needs into the system.

Supply of special educators needs to be assessed along with their requirement and programs made to fill the gap. Simultaneously, in the process of revamping the teacher education system, the education of children with special needs to be integrated at a more fundamental level.

Teaching in groups is something that can be given impetus by integrating children with special needs. There are good examples of this being put into practice from Pune district.

Goal 3: All Children Retained in education system

Achievements

Progress in Indicators: Transition rates from Primary to Upper primary according to DISE (as quoted by Results monitoring) show that these were 71.23% for boys and 74.13% for girls for 2009-10, while the retention rates at the Primary level were 54.63 and 55.73 respectively and that for upper primary were 83.74 and 91.87.

It appears the State's focused efforts on retaining the girl child in school (discussed above) are yielding results so much so that they are leading to a greater number of girls retained in comparison to boys.

Attendance is another indicator that we checked on our field visit to schools of two districts – Vaishali (Rural) and Patna (Urban).

The attendance in the rural schools was found to be good ranging from 62% to over 80%. An unannounced visit to a primary school – P.S. Sreerampur, yielded 80% attendance.

In the urban schools that we visited, the enrolled numbers are pretty high but attendance is very low – between 35 and 45%.

According to a study commissioned by the BSSP and done by the ADRI:

- The total enrolment in class I is 3,486 thousand of which the normal attendance works out to 69.7 percent. A similar trend of attendance may be observed in all the classes upto class VIII.
- Around 20 percent of total enrolled children attend classes infrequently.
- Anecdotal evidence suggests the low attendance in urban government schools could be due to large numbers of students attending low fee private schools. Furthermore, that these students first register in government schools to ensure access to free textbooks etc before moving to these private schools. We were unable to visit any low fee private schools but further investigation of this area is required as this double enrolment will skew state figures.

It was heartening to see that attendance records are being kept regularly and honestly and not being fudged. This is a very positive sign and no investigation into attendance and its causes should in any manner penalise this honesty.

Review of interventions

The effect of strategies to bring and retain girls in school is showing both on their attendance and retention rates which are much higher, sometimes higher than boys.

Absence of figures for the retention and attendance of minorities and other social groups precludes meaningful comment on the effectiveness of the strategies on them.

The huge expansion of additional classrooms has led to a reduction of SCR to 82:1 which was 99:1 earlier. RtE norms of 1:40 for primary and 1:35 for upper primary means requires for a further halving of the ratio requiring the building of 261,152 classrooms.

Recruitment of teachers is being done with a sense of urgency – over 2 lakh teachers have been recruited over the last few years (30,000 only last year). Currently 334,308 teachers are in place but an additional 3,14,906 new teachers are required to move from a TPR of 1:57 to one of 1: 40 (and 1:35 in upper primary schools) .

The TPR has grown from 1: 53 in 2008 to 1:57 in 2010 as more children have entered school than the state has been able to recruit teachers.

The state has formed its SCPCR and issued orders regarding no corporal punishment and no expulsion. A congenial atmosphere was observed in all schools visited. No rudeness of teachers to children, there was no scale or stick on the teachers table even where we reached unannounced.

Concerns

The State faces a huge challenge in terms of numbers. As its enrolment and retention strategies on the demand side meet with success the supply side of building classrooms and recruiting teachers becomes a challenge.

Finding trained teachers is the greatest challenge as by the state's own estimates over two lakh teachers would need training after recruitment. The State has taken cognizance of this issue and the UNICEF has done a study of the conditions in the State's 61 recognized teacher education institutes and many older institutes which were not recognized by NCTE. However, as Bihar until relatively recently had a policy of not recruiting trained teachers, most of these institutions have fallen into disrepair. This issue is being flagged here but will be taken up in the quality section in more detail.

A major concern is the retention of the urban deprived. Government schools in the urban areas have very low attendance. If attendance were to increase, there is no space for additional classrooms and there would be no place for them to sit. It is said that the children are going to unrecognized private schools. We would have liked to visit some of them, but due to lack of time were unable to do so.

Recommendations –

The attendance needs to be collated in a meaningful manner so that it facilitates child tracking. It is suggested that the number of days that a school works needs to be recorded. Summary monthly statements of children present for more than 75% of the days, number present for 50% to 75%, those present for 25% to 50% and those who did not come at all (0 attendance), could be collated class and school wise and then cluster, block, district and State records could be collated similarly.

The children in the 3rd and 4th categories could be independently tracked and supported more by not only the teacher and H.M. but also the CRCC, BRP etc.

While only a few schools were visited, a pattern of lower middle grade class attendance was observed. This could be explored further.

A separate strategy for the urban deprived for access, retention and quality needs to be developed, both at State and National level.

Goal 4: Education of Satisfactory Quality

Achievements and review of initiatives

Curricular, Syllabus and textbook reforms

BCF 2008

Curriculum, syllabus, textbooks, teacher education and student assessment need to be aligned with each other in order to pursue the objective of quality education. This review of initiatives for quality education attempts to assess to what extent are these aligned and to identify some gaps as well as suggest some areas for further work.

The Bihar Curriculum Framework had been published in 2008 taking cognizance of the National curriculum Framework 2005. The BCF should be a good reference document, the lack of page numbering and indexing makes it difficult to refer to as does its fine print and rather obtuse language.

A curriculum framework has two purposes – to provide a framework for action – otherwise it tends to become a pious statement not taken too seriously and to provide a basis for critical discourse on educational issues. Having the document available in English as well would facilitate its larger dissemination and discussion which would clarify and take many ideas forward.

A cursory reading of some sections of the document reveals that while its general approach is in the same direction as the NCF, there needs to be conceptual clarity on a number of issues to be able to carry these ideas into implementation. For example the approach to the acceptance of the child's language but the approach to learning to read, comprehension and writing is not very clear.

There is a separate chapter on a syllabus for Rural Education and one on school based curriculum. The chapter on rural education seeks to address the issues of basic schools and learn from them.

Both these chapters stop at some rhetoric about the rural scenario and about the specificities of school. While the chapter on school based curriculum does have a section on how a school based

syllabus can be made, they do not engage with the relationship between this syllabus and the state syllabus or textbooks.

Syllabus 1 to 5

In order to implement the BCF, Bihar has developed the syllabus for classes 1 to 8. This syllabus covers the main school subjects but has nothing to carry forward the issues of rural and basic education, and school based syllabus development.

The positive features of the syllabus are that music and art sections have been included and there are separate syllabi for Hindi, Urdu, Bangla, Maithili and English. However, recognizing the multilingual situation of the state, there is no clear indication of a multi or bi-lingual approach to instruction.

The class 1 and 2 syllabi for Hindi struggle with trying to reconcile the whole language and the alphabet approaches. At class 3 level no reading or writing levels are indicated. What is rather disconcerting is that the chapter topics for the language textbooks for classes 3 to 5 have been specified and these are quite inane. We do not have the new class 3 and 4 textbooks to be able to say whether they have overcome this barrier.

We have seen some of the new textbooks. The content of the class 2 language (Hindi and English) and Maths books, the class 4 Maths and English books seem to be reasonably good. The texts in the English books could do with some improvement and could also use more and shorter texts also as part of the exercises. The visuals leave much to be desired.

Similar positive and negative issues would there with all the subjects, which would require in depth review by experts across the country.

Teacher availability Teacher recruitment

Teacher recruitment has been slow compared to demand. Only 30,000 teacher were recruited this year. In addition a large number of untrained teachers are being recruited. There are four kinds of teachers at the moment – regular teachers of the older cadre, prakhand shikshak for the upper primary schools, panchayat teachers for primary rural schools and nagar shikshak for urban primary schools. The expenditure on salaries for these teachers is being borne by the State government while they are being recruited by the decentralised bodies. They also earn much lower salaries than the regular teachers.

They have to pass a qualifying test after 3 years but their long term career paths are not clear as they are on fixed pay, with a fixed increment of 350rps every three years. Recruitment rules are being revised.

Teacher training

Bihar has been recruiting untrained teachers for the last many years. Two years ago tied up with IGNOU for its pre-service training needs in distance mode. This is at present not recognised by

NCTE. Since DIETs have been defunct there does not seem to be a method of mentoring for the classroom internship.

In the last two years there is an attempt to revive the DIETs and pre-service D.Ed. classes have begun. This syllabus is better than the old syllabi for D.Ed as it takes cognizance of child centredness in education, the syllabus structure is still constrained by many factors. 45 periods have been allocated for field tasks including practice lessons and action research, as mentioned by Dr. Moin. The thinking seems to be there to go towards internship.

However, though the syllabus for these courses was revised only two years ago, as the NCTE revised curriculum and syllabus that allies with the expectations of the NCF 2005 has come only in 2010, there is need to revise and strengthen the Bihar D.Ed.

In-service training:

A series of in-service trainings has been the focus of the SSA and earlier DPEP programs in Bihar. Various modules of such trainings have been developed and transacted. There is also a concern about the impact of such trainings on the field.

Bodhi Samvad module and an associated resource material have been developed for the training of primary school teachers. The resource material compendium has some good articles but is a mixture and the framework of use is patchy. It is not possible to review these in much detail here but a brief observation of a training at a BRC in Vaishali District on Maths teaching revealed that the trainers were not clear about why they were doing the session. On looking at the session in the module, it revealed that the fault was not entirely the trainers but the module too had inadequacies of understanding. The resource paper referred to in the module for the 6th day is not there in the resource material compendium.

While the approach in the Bodhi Samvad module is laudable in that it has included reading and reflection in the training, but the time is too little as it attempts to cover all the subjects and gives just two days for each subject.

A large number of stand alone training programs for teachers are also done in the form of 1 day, 2 day and 5 day modules for access, Sankalp, Inclusive education, reading enhancement program etc. There does not seem to be any coordination between these trainings. It is more in the perspective of instructions about what is expected of the teacher on various aspects. This does not build a holistic vision of education in the mind of the teacher.

Due to time constraints we were unable to see any module for upper primary school teachers being transacted.

The training, seem to have opened up the teachers' receptivity to the kind of child centred and constructivist education that the curricular frameworks are setting the stage for.

Availability and use of teaching learning materials

Textbooks are available with all children. The textbook distribution system has been strengthened – textbooks for the new session have already been received by many BRCs.

While the Bodhi Vriksh (RIP) books were distributed to all schools and were found in all the schools visited – only a few books in some schools (none in the urban schools) were displayed – most of the books were in the cupboard in the office. Training is said to have been imparted at all levels, but the content of the training is not clear – set of guidelines have been issued for the use of books, but these seem to be inadequate. Other teaching learning materials are also available in schools but not being used. In some schools some maths materials were seen to be used. In one place even in a crowded classroom a plastic model of the skeleton was being shown in the context of a human body lesson.

Thus one can say that materials supplied are being marginally used. The reason perhaps is the lack of appropriate/sustained training and support.

Teacher support and academic supervision

The BRCs, BRPs and CRCs are in place and have a regular routine of school visits and meetings. But the issues that seem upper most in their minds is collecting data on progress of the schemes for enrolment and retention like midday meals, school and classroom construction etc. These are extremely important and need to be laid out in order that quality issues may be taken up. But it is too much to expect one person to do both.

In Vaishali District the DM has instituted his own mechanism of supervision of all departments including schools. These have most of the information gathering on school programs like midday meals etc. Whenever quality issues are to be taken on board seriously, a full time academic coordinator for the task of quality will be required. They and the full time BRPs would need continuous academic mentoring and enrichment themselves. The framework is one of supervision and identifying hard spots. There is no space for the CRCs and BRPs own academic rejuvenation as both are inundated by collection of scheme data. They also do not have good educational libraries and access to internet.

Classroom practices:

Classrooms are quite bare, except for the class 1 classrooms being called anand dayi kaksha and painted with the pyaasa kauva story and certain number and alphabet chart.

Groups were not seen to be functional anywhere, not even where space and number allowed. In fact the teaching system seems to be quite traditional. Yet the relationship between teacher and learner is very congenial. Children are happy and eager to learn. The next stage of moving to more learner centred pedagogies would be possible only when classroom sizes come down and teacher training and teacher support systems are strengthened down the line.

Some materials in Maths is being used in a few schools.

While the children's newspaper Chal Padh Kuchh Ban is an interesting and exciting initiative efforts need to be made to ensure it is fully integrated in the classroom learning programme. The appropriateness of name of newspaper and some of the materials could be regarded as antithetical to the approach being propagated by the BCF.

An exception was the Basic school (Bhagwanpur Rati part of the Buniyadi school category of schools established by Mahatma Gandhi during the freedom struggle) in Vaishali District. In spite of being a upper primary school, it has not been integrated into the elementary school department. It has a lot of land but is totally neglected. Attendance here was around 40% and teachers had not been paid salary for the last 3-4 months. No pedagogical intervention seemed to have reached here.

Thought the DIET practice school was closed due to election duty of the teachers of the block, we got the rooms opened and found that this school to have fallen into disrepair and do not show signs of any student activity.

Pupil Assessment Systems:

Bihar is in the process of moving to CCE. It is trying to develop the CCE system and has held a couple of workshops for this. Meanwhile it has continued with the half yearly exam and will perhaps do the year end exam this year. We did not get to see the exam papers but were told that these are set and corrected at the cluster level.

Student learning levels

Student learning levels seem to be reasonably good according to ASER, the SCERT Learners' Achievement study and the NCERT mid-term assessment results. However, both gender and caste gaps in learners achievement persist.

Concerns

Stand alone training modules may not have amounted to a cumulative effect on quality and may even have given rise to some cynicism or confusion.

Bihar has a long way to go to be RTE compliant as is clear from the need for teachers and classrooms. Under the circumstances, it is natural that quality issues have received a greater priority only in more recent times.

One of the concerns is that since campaigns for enrolment and retention have been successful, there may be a tendency to take up a campaign for quality enhancement. It has to be appreciated that improvement of quality is a long term endeavor and needs to be prepared for in a parallel manner.

The Bihar Government has taken these issues on board

Recommendations

Short term recommendations: A thorough review of BCF, Syllabus, text books and teacher training modules and quality programs like Reading Enhancement Program needs to be undertaken with a view to creating synergies and alignment and improving these efforts, not totally changing them.

Schools need to be oriented towards displaying children's work in the next round of quality initiatives.

Supplementary reading materials (many have been distributed) need to be made more readily available.

Greater availability of resources for teachers (books, computers, internet connection) should be considered at the CRC and BRC levels.

A program of implementing group work and pair work with certain chosen activities can be taken up through the CRCs and BRPs.

Medium term recommendations: There needs to be a comprehensive and understanding of quality and a coherent long term plan (shared and owned) by teachers for its implementation. Formation of a resource group at State, District and Block levels and building their capacities and understanding of quality through workshops and certificate courses can be the starting point. The Bihar Government and Unicef seem to be moving in this direction.

The CRCC needs to be freed from information gathering tasks (this would best be undertaken by specialist MIS bodies) in order that they can deliver instructional leadership and motivation.

Long term recommendations:

In the long term there needs to be a perspective and strategic plan to develop teachers, teacher educators. Bihar has a requirement of over 6 lakh teachers of which over 2 lakh teachers will be untrained. The availability of graduate teachers for upper primary will have to be ascertained.

There is a huge task of training untrained teachers as training institutes have been defunct for quite some time. Pre-service training in an in-service online or dual mode needs to be employed.

There will be a huge requirement of qualified and competent teacher educators and mentors. The idea of a separate cadre of teacher mentors and educators should be seriously considered. Moreover the importance of bringing good teachers who have practical experience into the teacher educator cadre is to be encouraged.

The teacher education and teacher educators education courses need to be revised drastically in line with NCFTE framework.

In addition the in-service training needs to be looked at as a complement to pre-service in terms of certificate courses building up to diplomas and later even to degrees.

Computer Assisted Learning

The JRM team witness two CAL centres in operation while this is a small sample some serious questions were asked about the relevance and cost effectiveness of CAL as currently practiced.

As currently practiced there appears to be no defined learning objectives or supporting teacher or student materials to the existing programme. The schools observed had been provided with a set of computer equipment but no defined learning objectives (e.g. by the end of x the students should be able to use the basic functions of MS word, Excel and powerpoint). In the activities observed students were mainly drawing pictures with a very basic programme (wordpad). In the one instance where Microsoft Excel was being used students were unfamiliar with very basic functions. The selection of E learning CDs was also questionable. For example one covered the human skeleton – however previously in classroom visits we had seen good quality instruction on this topic using a simple plastic model and students feeling their own bones.

A second concern is that computers appear to be provided in lots (generator, 3 computers, UPS, integrated projector and processor K-Yan and a selection of digital learning CDs) irrespective of need. Both schools visited were on mains electricity and yet had been provided with a generator.

Though it is acknowledged the project has been awarded a South Asia award (MANTHAN) for digital inclusion – the general impression gained was computers had been provided under the assumption that their presence would automatically improve learning and with no thought as to what learning was desired, where computers could best be deployed to add to learning or how to support teachers to deliver desired outcomes. Given the great expense of providing computers the following observations are provided for consideration:

- Central SSA authorities review the degree to which existing norms allow for innovation.
- Central authorities provide more comprehensive guidance based on existing international experience on the introductions of computers into schools. (The World Bank's edutech website provides useful guidance on a range of issues associated with CAL in schools. Of particular use is the very brief overview of 'worst practice' designed to enable education authorities to not repeat the mistakes of others in their IT for schools strategies. See <http://blogs.worldbank.org/edutech/worst-practice>).
- Creating computer 'literacy' amongst teachers is an important first step in introducing computers into schools. Thus ensuring teacher competence with computers by equipping DIETs and BRCs along with appropriate support materials and training could be considered.
- The potential of a desk top computer and printer when linked to the internet via broadband in terms of: distance education and training, rapid information sharing and data transfer is massive. Given the teacher training challenge internet access for DIETs and BRCs would greatly enhance the potential for distance teacher education.

- Clarity over what children should be expected to be able to do with a computer should be defined before introducing computers into schools. In most instances basic operation of word processing, spread sheet and presentation software linked to existing curriculum goals in maths, science and languages would be preferable (i.e. using Excel to generate a pie chart when doing classwork on percentages) to random CDs on subjects many of which can be taught more effectively in a classroom context.
- Having workbooks that explicitly link curriculum goals to computer based activities that can be completed by the student would better integrate computer use to curriculum learning.

Financial Management

Financial Progress

The reported fund utilization (% expenditure against funding) was reported as 99% for 2009/10 and 75% as of 31.12.2010. State records indicate total fund releases for 2010 were 204789.63 for GoI and 83012.42 for GoB.

While the utilization rate over the last two years appears impressive, however a note of caution is warranted. Those district offices visited suggested that funds disbursed to lower level fund users (e.g. BRCs, KGMVs) were deemed as expenditure though it was difficult to verify the degree to which transfers from district office and been fully utilized by lower level spending agencies and the extent of the remaining balance held in their accounts. It was encouraging to note that no concerns were expressed during the mission about delays in provision of funds.

GoB follows national procurement guidelines – utilizing competitive tenders. Large procurements are generally done through government agencies: Elimco for stationery, the State Electronic and Development Corporation for computer goods and State textbook board for textbooks. At district and BRC level procurement is generally through local shopping. The state had received a clean bill of health from MHRD who on a procurement audit conducted in 2009.

Discussions with the V.K. Verma state accounts officer suggested that audit is taken very seriously. The internal audit for 09/10 (conducted on a quarterly basis) has been completed in all districts and the statutory audit will be completed within the next two weeks. The statutory audit is undertaken by chartered accountancy firms listed on the CAG list as competent for public sector audit. In addition the state does not allow audit companies to undertake the audit of the same accounts for more than three consecutive years.

The audit of a one third sample of school committees spending more than 1 lakh rupees is currently underway. The delayed start on this work is explained by the disruption caused by recent elections. As civil works is predominantly done by the village committees in Bihar around 95% of all school committees spend over 1 lakh thus it audit is a significant task. 35 CA firms have been selected to undertake this task and the state has provided additional training and a standard format for reporting to ensure smooth execution and results to be returned in a user friendly format. In addition, it has been instructed that the audit should cover a two year period in order to enable particular scrutiny of closing balances and bringing forward of monies.

Financial Management and Procurement

Achievements

The accounts staff in the SSA SIS should be fully recognized for the efficient disbursement of funds and procurement of goods. Without their efforts none of the broad range of activities delivered by SSA would be possible.

Progress has been made in the use of electronic transfers with funds from the state project office being transferred through electronic or RTGS (bank advice). It was also noted that the SIS has also rolled out Tally 9 computerised accounting software across all DPOs.

The JRM notes the rigour with which financial irregularities from the 2009/10 audit of 80.38 lakhs in Arraria, 8.28 lakhs in East Champaran and 17 lakhs in Aurangabad have been pursued. It is important that the SIS fully report on the final outcomes on resolution to demonstrate their commitment to transparency and the following of due process.

The SIS financial team should also be applauded for their selection of an delivery companies (Prakriti Enterprises, MaFY, Inductus) selected from a panel approved by UNICEF to source the assistant accountant / data entry operators. Feedback to JRM members suggested this had been an immensely successful and cost effective initiative, rapidly filling a large staffing of over 200 staff with competent staff who bring fresh skills, assist with systems maintenance and remain strongly motivated.

The SIS financial team should be congratulated on their efforts to build staff capacity. 842 days of training were provided last year. The establishment of an internal audit cell – which will enable accounts staff to peer review accounts across the state and share experiences is also to be applauded.

Concerns

While considerable effort is being made to audit the Vidyalaya Shiksha Samitis (VSS) spending more than 1 lakh rupees there appears to be significantly less attention with regard to scrutiny of bodies such as BRCs, NGO's funded to provide bridge programmes and KGBVs many of which routinely spend considerably more than 1 lakh rupees. (To note the chief accounts officer reported that plans were in process to audit all KGBVs). This is to be applauded. None of the BRCs visited reported having being audited in the last three years. It is understood that the accounting end is at the district level and that DPO payments are adjusted on receipt of various types of documentary evidence and statements of expenditure. However, in the visits made by the JRM the level of reporting and use of evidence to verify bone fide expenditures were made was variable – in such a situation it is difficult to verify appropriate utilization leaving all parties vulnerable to allegations of misuse.

In response to concerns about text book provision and quality the SIS commissioned a third party review undertaken of Text Book Distribution and Utilisation by ASSERT Patna. This is a

positive step, however falls somewhat short of the intention stated in the 11th joint review mission (paragraph 2.50) which suggested an intention to review ‘the whole process of textbook printing and distribution’.

Salaries funded by SSA constitute a significant proportion of expenditure. At least two channels of payment appear to be used in this matter. Firstly funds transferred via the district to the BRC who then pay BRC and CRC staff (as distinct from teachers) directly. The second involves transfers to the DSE who then transfer to the Panchayati Raj Institutions who provide salary to PRI teachers. The detailed mechanics of these transactions were complex and varied considerably between offices – in some instances bulk salary transfers of two to six months advances were being made in others payment appeared to be paid in arrears after deductions for absenteeism had been made. This is clearly a complex issue and the mission did not have the time to pursue this in great detail, however given the size of payroll payments this would seem an area where further review with a view to developing practical guidelines on teacher salary transfers is warranted.

In line with previous finding of the statutory audit the review team found asset management and the keeping of asset management registers to be weakly developed across the institutions visited. In all visits mission members requested to see the establishments computer equipment. Of all the institutions visited only the state office had a registration number visible on said equipment. The importance of registering and clearly marking such high value equipment (and registering the same within the audit book) is essential both to deter theft and to protect the integrity of the institutions staff.

Asked of the major challenges in undertaking accounts duties in all offices visited by the JRM staffing was the consistent answer both in terms of number of unfilled posts and capacity of staff recruited. Post the HR company recruitment of assistant accounts/ data entry operators the majority of unfilled posts are accounts assistants at district level. It was also reported that the current salary, terms and conditions were insufficient to attract and retain staff of sufficient calibre. There was a clear view that it was possible to take on inexperienced staff and build their capacity – however if SSA was unable to retain their services then it would not reap the benefits of the investment made in these staff.

Recommendations

An expanded third party evaluation that looked beyond distribution to include scrutiny of whether contract specifications pertaining to : weight of paper, quality of binding and printing are being adhered to as well as compliance with the FMP manual with regard to sub-contracting would further strengthen the culture of due diligence being pursued by the SIS.

Given the size of the transfers to BRCs and some NGOs operating bridge courses consideration should also be given to periodic audits of their books. This would provide useful feedback on strengths and weaknesses and how to further improve the financial management system.

The size of the teacher payroll transfers from districts and variation in systems being used suggests value in gaining a better understanding of process with a view to develop best practice guidelines and focused training for staff. This should include periodic payroll checking.

Given the success of the HR initiative to recruit assistant accountant/ data entry operators it would be worthwhile considering expanding this approach to cover other areas of staff shortage.

Attention should be given to existing employment packages to particularly with regard to staff retention. It was reported that the management element expenditure for SSA was currently around 2% where the budget ceiling for the management overhead was 6%. Therefore there appears to be some leeway to make the packages of SSA staff more attractive.

The process of verification of appropriate use of BRC expenditure was variable. The major expenditure for BRCs appears to be residential training costs. It would be helpful to provide guidelines to BRCs as to what information should be submitted to verify legitimate expenditure. Various some or all of the following had been suggested: attendance register, food invoice, training programme, DRG report following inspection.

The use of a (set) of participant evaluation forms filled in on completion of the course – detailing views on the quality and appropriateness of content, competence of trainer, catering and ways for improving the course etc may be helpful both in (i) verifying overall numbers of those trained; (ii) giving insight into participant views on the quality of what is being provided and how it could be improved.

As much of the procurement was done through government sanctioned institutions the JRM was advised there was no felt need for a state procurement plans or procurement MIS. In current circumstances with a competent and well established team with a strong institutional memory this may well be the case. However, looking to the future it would be sensible for the SIS to make such documented plans to enable smooth transition when key staff retire or move to other jobs.

The JRM team saw no evidence of the use of public disclosure of VSS financial information (e.g. a simple table of receipts and expenditure with dates on public display). International experience shows that this can have a massive positive impact on financial probity. Providing a format for this to be done along with guidance on why it is beneficial and how it can be done could be considered. Similarly on civil works there was some evidence (though not at all sites visited) of public display of construction information consisting of: total estimated cost, financial year of grant, advance given, date received, detail of work currently underway, name of engaged masons and numbers of labourers. Consideration of a revised format for display on building sites is provided below (recommended changes in bold).

Construction type	
Estimated Cost	
Start / estimated completion date	
Amount of grant received to date/ date received	
Current funds balance (spent / funds remaining)	
Contractor / chief masons name	
The measurement book and site book detailing all construction related expenditures and site observations is available for view from the school office.	

Program Management

Bihar covers a vast area of over 94,000 km² and a large (8.29 crores) and fast growing population. In this context programme management is generally good – using a decentralized model and utilizing the expertise, commitment, knowledge and dynamism of communities, NGOs and the private sector as appropriate.

Staffing and capacity building

As a recent study reported the quality of an education system cannot exceed the quality of its teachers. It is clear the state government is making a concerted effort to both recruit more teachers and upgrade existing teachers through in-service training to both meet need and comply with RTE. It still has a daunting challenge to face with an estimated 314,906 teachers required. Furthermore it is not clear to what extent this figure factors in (i) staff attrition e.g. due to retirement (ii) a breakdown in terms of subject specialists at upper primary level (critical for planning around shortage areas of Maths, Languages and Science).

Achievements

The state government should be commended for their concerted efforts to reinvigorate the decentralized state run teacher training apparatus and for their use of distance in-service training models (see also quality section).

In addition to teacher education there was reported evidence of training across the SSA activities from capacity building of auditors and accounts staff, block level training, to community mobilization on school sanitation and hygiene and orientation and training for VSS, PRI and community members.

Recommendations

Given the magnitude of Bihar's teacher staffing challenge a more comprehensive approach to labour force planning could be considered. This should not only capture data on the existing stock of teachers gender, qualifications, age (important in planning for retirement loss) etc but also; current levels of attrition and projected need as against population growth and RTE requirements.

Given Bihar's strong focus on quality improvement it would also be important to pay particular attention to the needs of subject specialist teachers. Though it is recognized there are significant political/and organizational challenges in the light of chronic shortages in key subject areas – maths, languages and science the feasibility of deployment of subject specialist teachers to serve across both upper primary and junior secondary levels could be considered (e.g. either through combined primary/junior secondary schools or deployment of teachers so they teach across grades in separate schools).

Monitoring and Supervision arrangements, Monitoring institutions

Because of time the JRM team were not party to meetings with the two monitoring institutions. With regard to EMIS the state has historic data going back to 2002/03. A household survey was conducted during 2009 to further strengthen understanding of provision and need. DISE data for the year 2009/10 has been submitted to GoI. The state is developing its capacity in using IT based data management and sharing. This includes: a website for sharing DISE data and providing programme updates (including on recruitment thereby strengthening transparency) (<http://bspssa.org>); a web enabled project monitoring information system (<http://bicssabihar.org>) and a individualized child tracking system for OOSC and children with special needs.

The JRM noted a growing culture of monitoring and research being commissioned which was very encouraging. However, the real value of such efforts is not in the number of reports produced – but the use of findings to inform and refine policy and implementation.

Data issues, EMIS etc

The JRM team were impressed with progress on data collection processes. Of particular note were (i) the use of a private sector agency to address staff shortages at block level and (ii) the use of the same agency to develop an interactive web based data sharing website (iii) the production of unique data entry forms for each school (which had all non-dynamic information, school name, number, location etc already filled in). In combination these initiatives: significantly reduced the burden on school staff for completing the form (i.e. they had only to verify pre-filled sections and then complete fields that change year on year); increased accuracy in reporting and aided the speed in which data could be collected and returned; increased the potential for data sharing, and analysis.

Discussions were had with MIS staff about how to further increase the efficiency and accuracy of data entry and collection while reducing the burden on school staff. An interesting suggestion worthy of consideration would be to equip block level data entry operators with a laptop and spare battery (and possibly GPS units) in order that they could conduct enumeration on site entering data directly as a digital format. This could have benefits in terms of improving accuracy (and verification) in data input and possibly speeding up returns – however would have travel cost and time implications.

As discussed previously there is scope rationalisation in the surveying of the educational estate and its GIS mapping. It is recognized that this goes beyond the mandate of the SIS and is a broader question of collaboration amongst the different state departments of education.

Research and evaluation

As noted above there is good evidence of a culture of research and evaluation in Bihar. The body of work demonstrates a focus on pertinent topics and the utilization of a broad range of providers from within the state and further afield. The real utility of this work is however not in the number of reports produced but the degree to which it informs policy. Moving forward it may be helpful to incorporate studies that synthesis findings from rigorous Indian and international impact evaluations include randomized control trials that explore unit cost data and better enable 'value for money' decision making around future policy options being considered within the state; similarly to commission such work to be undertaken in Bihar as a prelude to policy reform deliberations.

Community Mobilization and Management

The responsibility of elementary education is given to PRIs. Responsibility for key decisions including: teacher recruitment (Panchayat, block and district level); opening of new primary schools (Panchayat and district level), upgrading primary to upper primary (block level) are all responsibilities vested in the PRIs. Monitoring of school performance is undertaken through community meetings (Aam Sabha). While the annual School Elementary Education Plan (SEEP) is prepared in consultation with the community.

School management responsibilities in Bihar are undertaken through the VSS. The VSS is a sub body of PRI institutions and hence strong linkage has been established between VSS and PRI. The VSS is constituted through state wide elections held every 3 years with the next election scheduled for third quarter 2011. The VSS consists of 15 elected members of which 9 are parents. The elected members then select the VSS secretary and chair. A dual signatory system is used for funds release – with the elected secretary and school principal being cheque signatories. In light of the forthcoming elections civil works programmes are currently being organized by Ad Hoc committees.

Civil Works

The mission members were struck on their site visits in the contrast in build quality between buildings constructed under DPEP and SSA. Without exception DPEP buildings were of a much higher quality and incorporated environmentally efficient materials such as use of filler slabs and rat trap bonding which increased insulation and reduced material cost. It is important to stress this is not a reflection on the efforts of the civil works staff more a consequence of the mode and urgency of implementation. DPEP was a small pilot project using especially trained constructions teams. SSA has stressed rapidly building expansion. To meet demanding SSA building targets, Bihar (as with most other states) has used local shopping for construction. This has delivered the desired results of rapid expansion at low cost. However, it was explained that

the trade off has been that local masons were not able to use materials used under DPEP nor build to the more complicated designs.

The lack of build space was the other consistent observation of the JRM. It was clear in many locations that to deliver school expansion in many locations the 'only way is up'. It is therefore important that all future civil works are undertaken with the contingency to add further storey's to buildings at minimum disruption and cost (this contingency is in place – however the number of storeys needed will vary by location and plans may need to be review to better reflect this).

The JRM team were pleased to note the inclusion of design features such as larger and lower windows to improve light availability and installation of 'force and lift' hand pumps which enable gravity fed flushing toilets and multiple hand washing points. However, from the inspection of sanitary facilities even with this innovation there is still a long way to go in terms of sanitation and health education to deliver the behaviour change that would lead to consistently clean and useable toilets.

Building compliance is particularly important when constructing multiple storeys in an earthquake zone. Further consideration by technical experts may be warranted. However two possible options to meeting the more demanding task of building for vertical expansion are presented. Clearly both models could be deployed simultaneously.

A revisit of the DPEP model: While DPEP designs were flawed in Bihar because they did not allow for vertical expansion – their build quality is exceptional and long term maintenance cost are likely to be lower. Given the continued expansion in school building (at both primary and secondary levels with RMSA) it may be worth revisiting the DPEP approach and training up 'school building teams' who move around the state building schools (of a new non DPEP design) to higher specifications, using better quality materials and delivering better finish quality.

Strengthening the quality assurance and building oversight: If local shopping is used for school construction and buildings are being constructed as potentially multiple storey then further strengthening the inspection regime (which should be commended for already utilizing third party monitoring and quality assurance and technical supervision) may be warranted. Ensuring inspections are booked at critical points of build – such as piling and laying of foundations, setting of earthquake bands – and that builders require sign off from the appropriate technical authority before proceeding further could be considered as an important additional safeguard to build quality. (this is currently in formulation for third party evaluations).

The regime for engineers inspecting building work could be reconsidered. The rescinding of the requirement of engineers to do a quick review of the 'measurement book' to ensure appropriate quantities of materials needed and that materials that have been purchased at a fair market price seems anomalous with broader efforts evident to strengthen both technical and financial oversight.

As virtually all SSA schools are offering free hot school meals there is a case (not specific to Bihar) into providing national guidance on options for low cost, fuel efficient stoves (i.e. solid

material, biogas etc). This could make a contribution to reducing environmental degradation, reducing health risks to cooking staff and reducing CO² emissions.

Finally a universal complaint from school management was that the maintenance budgets were inadequate to keep schools in good repair. Given the consistency of this complaint it warrants further investigation. Perhaps one possible option could be to provide a flat maintenance grant on a yearly basis for painting and minor plastering etc – and a more substantive grant on say a five year cycle to cover more costly repairs. A emergency maintenance fund could be established for repairs caused by exceptional circumstances would schools could apply for – with release from the authorities following an damage assessment inspection. The cost effectiveness of doing this through commercial buildings insurance could be explored.

Conclusion

Bihar has made tremendous strides in providing access to education for all. It is widely recognized the challenge now is to deliver a meaningful quality of education – meaningful learning which will contribute to individual, social and economic growth. Key to success in this area are teachers. The state is right focusing on re-invigorating its teacher education infrastructure for both in-service and pre-service. Ensuring that teacher trainers and mentors at district level are fully equipped to deliver regular instructional leadership will be critical. This would relate to time available to bring teachers together, regular exposure to fresh ideas and the tools to better enable sharing of learning.

The state should also be prepared for as quality improves so will enrolment and attendance. This could possibly include the migration of students back from the private schools into the government system. Classrooms are already overcrowded in Bihar – regularly higher rates of attendance would push the system to crisis point. It is therefore essential that a comprehensive school expansion plan is put in place which takes stock of existing land and building availability and considers the feasibility of radical solutions such as re-designation of purpose and combined grade schools.

Computers could play a critical role in improving the system. They are already being effectively deployed to improve financial administration and EMIS. However there are still considerable gains to made in these areas – notably the computerization of school record keeping. IT could also play a significant role in building teacher competence at through DIETs and BRCs particularly when harnessed to the internet.

Bihar has made tremendous strides in providing access to education for all. It is widely recognized the challenge now is to deliver a meaningful quality of education – learning which will contribute to individual, social and economic growth. Key to success in this area are Bihar's teachers. The state is right focusing on re-invigorating its teacher education infrastructure for both in-service and pre-service. Ensuring that teacher trainers and mentors at district level are fully equipped to deliver regular instructional leadership will be critical. This would relate to time available to bring teachers together, regular exposure to fresh ideas and the tools to better enable sharing of learning.

The state should also be prepared for further student increases for as quality improves so will enrolment and attendance. This could possibly include the migration of students back from the private schools into the government system. Classrooms are already overcrowded in Bihar – regularly higher rates of attendance would push the system to crisis point. It is therefore essential that a comprehensive school expansion plan is put in place which takes stock of existing land and building availability and considers the feasibility of radical solutions such as re-designation of purpose and combined grade schools. The whole area of civil works processes could also be reviewed to ensure the more exacting demands of multi storey buildings in earthquake zones are fully accounted for.

Computers could play a critical role in improving the system. They are already being effectively deployed to improve financial administration and EMIS. However there are still considerable gains to be made in these areas – notably the computerization of school record keeping and integration of MIS and GIS data. IT could also play a significant role in building teacher competence via the DIETs and BRCs particularly when harnessed to the internet. The whole area of priority in targeting education IT expenditure and CAL in schools would benefit from further considered attention.

Bihar has made strong progress with financial management. Its use of private sector contracting to fill large numbers of vacancies is exemplary. The challenge now is to continue to build the culture of review and transparency by focusing on those areas of financial transaction of highest value and beyond the immediate purview of the district office – namely the BRCs, KGBVs and NGO run programmes. Similarly greater use of public display of financial records in every school would be a no cost means of greatly improving public scrutiny.

Overall the JRM were impressed with what was observed in Bihar. The mission is in agreement that greater focus on the quality agenda is the right direction to go. This is an infinitely more challenging task involving a paradigm shift in thinking - from numbers of inputs (buildings, teachers, textbooks) to a focus on learning outcomes and what factors lead to learning outcome improvements. However, given the progress to date we are sure the SIS and Bihar government will rise to this challenge.

3. JHARKHAND

INDIA
SARVA SIKSHA ABHIYAN (SSA)
13th JOINT REVIEW MISSION
(January 19 - 24, 2011)

STATE REPORT: JHARKHAND

Introduction

From January 19 - 24, 2011 the Joint Review Mission (JRM) of Sarva Shiksha Abhiyan visited Jharkhand. The team was composed of Anjali Dave (GoI nominee) and Ritu Chhabra (DP nominee). The team would like to acknowledge and sincerely thank the Education Secretary, Ms Mridula Sinha, the State Project Director (SPD), Mr V K Choubey, and Mr P K Sinha all other educators, education stakeholders and educational officials for their time and sharing of views regarding SSA. The entire Jharkhand SSA team did an excellent job organizing the comprehensive schedule of visits and meetings, and the Mission sincerely appreciates the spirit of teamwork and open dialogue during the JRM discussions. This State Report has been discussed with the SPD and his team.

The mission members would like to express their appreciation to everyone who gave time, co-operation and hospitality during the visit and especially to the SPD and his team, particularly the members of the State Project Office (SPG) who accompanied the team to the districts, the DCs, DPCs and their staff in the districts visited and all the teachers, students and parents that the Mission interacted with.

The JRM visited East and West Singbhum. It visited selected lower and upper primary schools (both Government and Private Aided), Block Resource Centres (BRCs), Cluster Resource Centres (CRCs), training programs at Block Resource Centre for teachers, bridge schools and Kasturba Gandhi Schools

Overview and Key Issues

Table 1: Progress in Key Educational Inputs

Major Parameters	Status 2010
Total No. of Schools	43,253
Schools (Govt. & Aided)	40,984
Enrolment (Govt. & Aided)	69,81,654
Annual Drop Out (Primary)	29.78

The state has been able to bring children to school and retain them in the education process. Efforts are also made to bring back the 'out of school children' through drop in centres, residential bridge programmes etc. A large number of primary schools have been up graded to

elementary levels, which also indicate that the physical infrastructure required for schooling is fast being completed. Many simultaneous processes are in place to achieve the goals of UEE, the essential challenges observed are towards offering Quality education to the children of Jharkhand.

Some of these concerns are regarding availability of trained teachers, existing vacancies of teachers, administrative requirements and procedures for recruitment, they being drawn into non teaching tasks like elections, census, other components of SSA like MDM, MIS etc. To support and sustain quality of education and teachers, presently there is insufficient number of state Academic and Research educational institutions, like the JCERT, DIET, teachers training colleges, etc. State level unit to support English language learning required including bridges with regional language institutions.

The larger community which is expected to own the school is not fully equipped to envision education. Their participation and mobilisation is limited to being members of the VECs and their prescribed roles. The democratic institution of Panchayat has now been formed at the village levels, drawing the participation of the villagers and their representatives will go a long way in facilitating RTE in the state. The community is interested in education today, since the govt land to build schools has not been available, the community members have donated land, raised as much as 1.5 lakhs to buy land, and these are indicators that community will and can participate and envisage a greater role. Emphasis on Community Participation and mobilization to achieve SSA goals is required.

The Entire Education Machinery will now have to ready itself to the demands of RTE in 'letter and spirit'. Till date this has functioned either as a mission and or a component of the Dept of education working mainly on directives. The administration plus the teachers have will have to learn to work with a deeper understanding of the RTE with the children in the small classroom too. To this end leadership at state level and team building at District levels will be vital, nurturing the 'mission' element part of the SSA.

Progress towards the achievement of Goals

Goal 1: All Children in School

Achievements

The reports and the statistics indicated high enrolment rates in the state, it was heartening to see children in school and we acknowledge the efforts that are being made by the state teams and to ensure that these children persevere in the education process. Children are increasingly being retained in education system- numbers in middle school of both the girls and boys is also growing every year. The numbers of OSC are small, more in urban areas and efforts are being to get those children too to centres near their dwellings. Out of 121,758 habitations, 120,614 habitations are covered with primary schooling facility within a distance of 1kms or less and 120,840 habitations are covered by Upper Primary Schooling within a distance of 3 kms or less. The Jharkhand Education Programme plans to upgrade all primary school (PS) to Upper Primary School (UPS) in this financial year.

Progress on indicators for 6-14 years as on 31-3-2010

Population	7,108,784
Enrolment	6,981,654
Out of School Children	127,130 -
Percentage of OSC	1.7%

Trends in Enrolment

Girl's Enrolment over 2002 to 2009	more than 100% from 11,73,434 to 30,21,170
SC Enrolment over 2002 to 2009	approx 100% increase from 3,57,864 to 9,26,418
ST Enrolment over 2002 to 2009	more than 100% increase from 8,19,563 to 18,77,218

Concerns / Recommendations

To enable these children to get full benefit of their elementary education it would be necessary to reach optimum levels of quality education wherein tools of teaching and learning are available, context specific and comprehensible to the student. This education is creating aspirations in the parent community and children along with alienation from their present realities, thus the responsibility of the education system will also be to envision with these stakeholders the outcomes and goals they want to reach.

Goal 2: Bridging gender and Social Gaps

A. Gender gaps

A social change towards girl education's was evident, most schools we visited seem to have made efforts to ensure girls inclusion in activities which allow her to be visible, interact with grow a sense of self. The Girl's numbers matched the boys in school The numbers show that different schemes , programs, aids, and campaigns have encouraged the parents to send their girls to school they have opted to take the risk of sending the girls now for future benefits. Programs like NPGEL, KGBV and other programs which help girls to build bridges with education. Jharkhand has decided to extend the KGBV up to XII at state expense - are showing results along with increasing churning in society for girl education. In fact it was found that in the no. of OSC –the number of boys was higher than that of the girls.

The girls are taking advantage of the opportunity offered to them of educating themselves but that in itself does not shift the power relations or change the oppressive social structures they find themselves in, the curriculum, related activities, role models and active breaking of day to day barriers become important. The mission often found work with girls well developed and projected along with girls sitting at the back of the classroom and vocational training continues to be gender specific and no serious break through was observed.

While we are making all attempts to bring girls into the mainstream of education there is a noticeable Gender gap in the personnel of SSA. There are very few women leading any other component of SSA apart from NPEGPEL, KGBV and girl child education, in fact it is becoming

a women's ghetto, leaving very little room for role modelling for girls in the education system itself. Vocational training continues to be gender specific and no serious break through was observed.

The Minority population was also visible during our visit to the schools – we met and interacted with children, teachers and as VEC members. In west Singbhum at present there is only 1 madrasa which has been supported under SSA for education, the literacy rate of Muslims is 60% in the district, Muslim children are accessing govt schools apart from going to Madrasas. In all our interactions with VEC there was no voice which requested for increased support of madrasas neither did we hear any Muslim specific arguments. Nonetheless micro studies may give us in depth understanding of requirements, impact and direction for finer work.

The two districts visited by the team had predominantly tribal populations followed by SCs and then Muslims, this was reflected in classrooms too. These children participated and were represented in activities like the Bal-Sansads, Bal-reporters etc. The tribal children in our interactions with them were found to be shy and self assured, quiet and absorbing demonstrating a distinct cultural connection with their community. While they understood, read and wrote Hindi comprehension and responsiveness to concepts were swifter in their language. The state has produced language study books of five tribal languages in the state if these are used much more than presently it would facilitate the community's communication and interaction for growth and development as decided by them besides preserving languages which hold the history of cultures. The team was greeted in many places by children and villagers with tribal rites and practices of welcoming guests to their villages alongside their participation in scouts' salutes and Christian practices, all simultaneously in one place and time.

Trends in Enrolment over 2002 to 2009

Girl's Enrolment	more than 100% from 11,73,434 to 30,21,170
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B. Children with Special Needs

The energy of 'DPEP' is seen in this group; the team is very motivated and made an all out attempt to include this community in the education process. The resource rooms, materials, equipment, the special teachers and technicians like physiotherapist were being put into place with the help of local civil society organisations. These were also being used by children with special needs and their parents for remedial work. While attempts were made to mainstream these children were not as visible in the classrooms, yet. Most schools had erected the mandated ramps usage of the same was limited.

CWSN Children as on 31st Dec 2010

Identified	In school	Remaining
80,210	55,695	24,515

Goal 3: All Children Retained in education system

The state has build bridges with a variety of Civil Society Organisations to create room for education for the OSC, we visited the evening drop in centre for working children, a residential programme for dropout girls specifically and girls and boys together to cross over to mainstream school again, and night school in urban areas. School enhancement programmes in conjunction with organisations like UNICEF on sanitation are also inviting for students for the facility it provides.

Goal 4: Education of Satisfactory Quality

A. Analysis of Learning Achievement results

The Gender wise percentage of children passed & passed with more than 60% marks in class V & VIII in Govt. & Govt. Aided Schools over the years as per DISE are as follows –

Year	Class V											
	All Student				SC Student				ST Student			
	Boys		Girls		Boys		Girls		Boys		Girls	
	% passed	% passed with more than 60% marks	% passed	% passed with more than 60% marks	% passed	% passed with more than 60% marks	% passed	% passed with more than 60% marks	% passed	% passed with more than 60% marks	% passed	% passed with more than 60% marks
2007-08	94.46	31.55	93.93	29.97	95.44	30.76	94.79	28.87	94.60	28.87	94.15	26.87
2008-09	95.72	35.08	96.21	33.16	96.79	33.59	96.67	30.91	95.88	32.21	95.99	29.92
2009-10	96.26	37.01	97.70	35.28	96.54	35.11	96.42	32.12	95.48	32.30	96.30	30.73

Year	Class VIII											
	All Student				SC Student				ST Student			
	Boys		Girls		Boys		Girls		Boys		Girls	
	% passed	% passed with more than 60% marks	% passed	% passed with more than 60% marks	% passed	% passed with more than 60% marks	% passed	% passed with more than 60% marks	% passed	% passed with more than 60% marks	% passed	% passed with more than 60% marks
07-08	95.64	28.14	95.14	27.86	97.51	27.43	97.01	24.71	95.97	22.84	95.22	21.53
08-09	96.20	32.79	95.82	31.61	97.11	31.55	97.37	29.45	95.08	27.60	94.98	26.04
09-10	94.42	33.28	92.79	31.88	98.99	33.34	97.28	31.16	96.08	28.41	96.78	24.82

There is progress with existing resources as indicated in the table above and if the state is able to enhance its resources, education will serve its purpose.

B. Teacher Effectiveness - Status of Teachers Training (In-service, Induction and Untrained Teachers.)

Providing quality education to the children of Jharkhand at present is a challenge that the state recognizes and is echoed by teachers, students and community members. A VEC member said “though there is land available here to build a high school we will not let it come up if teachers for elementary school are not put in place” All efforts of bringing children to school infrastructure and variety of other components of SSA become redundant if well trained and motivated teachers are not in place. Today there are 66,987 Govt teachers (PS and UPS) sanctioned while only 48,546 teachers are at the schools, while there are Para Teachers of the 97,782 sanctioned posts 84,230 are working.

The young state of Jharkhand has yet to set up the much needed institutions for capacity building, research and teacher education. Academic support required and often given by SCERT, DIETS for teacher’s continuing education is still at the intent stage. Teacher Training Colleges and other academic institutions are also very few, this leaves the education system to rely on themselves and other existing resources which may not be context specific. The state has quipped itself to give short-term training to teachers but often find that it is not sufficient.

Trainings are undertaken periodically on a variety of subjects but targets have been difficult to reach due to the teachers being drawn into many non teaching tasks like elections, census, in the last two years including time away from the students. Ongoing data compilation and MIS MDM, etc also decreases their time in the classroom and preparations for teaching learning activities.

Types of Training	Target 2010-11	Ach. As on 30.11.2010
15 days Induction Training (Para Teacher)	13596	251
07 days In-Service Training (Residential)	101611	5672
10 days In service (Non residential)	101611	26112

Quality teaching of languages new to teachers and student like English seems a challenge, not withstanding that children often come with their tribal/minority group language, this slows comprehension and creates a distance from the subject/education.

Text books produced were of quality good (laminated), reached the children on time this year, the state has reached the draft stage of creating state specific curriculum for class one and two but yet to be finalised. During the field visit, the mission noted that while some well qualified personnel are available in CRC and BRC they all are not drawn into strengthening the teachers in transacting the curriculum. Administrative load does not allow BRP and CRP to play active role in academic support; lot of time is spent on collating data for Quality monitoring tools rather than on analysis and feeding it back for classroom performance.

In our visits to the schools we found libraries, small laboratories, teaching learning material, computers and many more resources drawn from a variety of agencies while this enhanced the possibility of quality education for children the teachers were often teaching multi-grade classes due to lack of rooms and or teachers.

Delivery of Quality education is affected by hierarchy and contest within the Education Dept and the mission component. There is a need to ensure greater liberty, space for innovation and

critical thinking for the mission component to meet the daily challenges of finding answers to multiple requirements including remaining buoyant and motivated at all times.

Financial Management

A. Audit Process: 25 Chartered accountant firms have been appointed for the conducting quarterly internal audit of SPO and 24 districts. They are being paid Rs. 5000/ per quarter towards audit fee. Internal auditors would also have to conduct VECs audit for which they are being paid Rs. 100/ per VEC. Apart from this 13 statutory auditors were appointed to conduct statutory audit for 2009-10. Their audit fees were Rs. 15000/per district for SSA, Rs 750/ per KGBV, Rs. 60000/ for lead auditor to consolidate audit report. TOR of statutory auditors include coverage of sample BRC and CRCs. Almost 80% audit of schools/ VECs have been covered in the last three years.

The JEP had three own audit staff who review all the audits and its compliance.

B. Staffing and Capacity Building

Total Accounts strength sanctioned at S.L.O., D.L.O. & B.L.O. is 295 against this 232 posts are filled while 63 is vacant data is given below :

Management of Accounts	SPO	DIV. L.O.	DLO	BLOCK	TOTAL
Sanctioned Post	12	5	66	212	295
Filled up	5	5	42	180	232
Vacant Post	7	0	24	32	63

Training of accounts persons has been conducted by the divisional offices in this calendar year covering their divisional districts accounting staffs.

C. Village level Accounting – The mission noted that social audit boards of receipt and expenditure of grants in schools were not maintained in the schools visited. Only one school had written receipt of funds in chalk, out of all (approx 10) the school that the mission visited. The VEC manual is available with the Head master in Hindi. The headmaster and sarpanch have received training but they are kept safely rather than using it regularly and making other committee members aware of information. No written material on training was available at village level though a few BRC did have the same.

D. District Accounts Officers Meetings - No meetings with the state finance controller have been held for the last three months as it was agreed that monthly data will be reviewed in the district project officers meeting. FC meetings were held till August 2010. The office has now agreed to hold the FC meetings monthly again from February onwards.

Monitoring from the state level is through visits to the 24 districts and 5 divisions during the year. This year four visits have been made to the district and division including the one planned in January 2011.

E. The financial progress of the state is 52% of the sanctioned budget including supplementary where as 72% against grant received till 31 December 2010. The state has received two tranches in June and Dec 2010 from GOI and one tranche from state govt. 100% online transfer of funds to BRCs and CRCs, schools and individual recipients is being done.

Observations/Recommendations

- It was observed that SSA funds are not being operated through single bank accounts consistently. It is recommended that SSA funds are operated through a single account
- Regular meetings to review the progress under AWP&B to accelerate expenditure.
- Major challenge is to fill vacancies at state, district and block level will facilitate smooth implementation of the programme.
- Advances of the state are high. Steps should be taken by the district to submit utilisation to bring down the advances.
- More effort require to strengthen VEC capacity on financial systems

Procurement

JEP is following SSA FMP Manual. VEC manual has been printed in Hindi and prescribes accounting and purchase processes including the financial limits as per budget lines.

The e-procurement has not been started. Though the state had a procurement plan for the year but did not have an updated status. Procurement plan is not reviewed as a separate component but as part of other component heads. There have been approx. 50% delays during the year on procurement.

Tendering process was followed for printing of textbooks. The quality of textbook was quality assured by Indian Institute of Packaging, Kolkatta. The textbook were quality assured for all specifications as per the bid document. The rates of final bidder were very competitive leading to savings in the budget.

All the books were laminated for long life and missions checks in the field confirmed the quality. The books were received and distributed on time.

Assets register is maintained in the state manually. We saw asset numbers assigned in the state but not in the districts.

In house training is provided to master trainers in the state.

Issues/ Recommendations

At the schools the mission visited, assets have not been marked. It is recommended that asset identification number is assigned to all assets.

Procurement plan should be reviewed regularly to avoid slippages

Asset register is not in their computerize system. It is maintained manually.

Program Management

A. Staffing and capacity building – The state will require additional expenditure to fulfill its responsibilities as per RTE and for staff vacancies to be filled and trainings planned and completed to be prepared for RTE.

Staffing position

Details	Sanctioned	Filled	Vacancy
Manpower structure for MIS	344	38	306
State Project office	76	35	41
Divisional Office	20	17	3
District Project Office	502	318	184
Block Project Office	1272	1097	175
Cluster Resource Centres	2094	2074	20

B. Monitoring systems are well established at the state level. However there is no evidence of analysis. The main MIS are :

- a. Educational Management Information System (EMIS) – data on students, teachers and schools is compiled on annual basis. This data is used to make annual workplans
- b. Project MIS – This provide monthly progress against targets both in physical and financial terms- This is used for monthly review meetings
- c. Financial MIS – The districts prepare and submit accounts on monthly basis. These monthly accounts are reviewed in monthly meetings of district education officers till August 2010. Since then they are reviewed in DPO monthly meetings.

The Monitoring Institute appointed from the Centre provide independent input on programme implementation. More interaction of the Monitoring institutions is required with the state level in order to benefit from the analysis and identify steps for better implementation.

However the monitoring systems at the district level need to be strengthened along with academic monitoring. More emphasis and efforts are required on analysis of data at district and Block officers.

C. Civil Works

Progress on civil works (2001-02 to 2010-11 (upto 31st Dec 2010)

Name of Scheme	Target	Completed	In progress
Block Resource Centre	154	139	14
Cluster Resource Centre	1015	986	27
Primary New School Buildings	18984	16830	1367
Additional Classrooms	59892	39146	17830
Toilets	9357	8506	272
Drinking water	6095	5785	20
Upper Primary School (3 ACR)	10174	7340	2402
KGBV Buildings	198	84	81
Model Cluster ACR	2952	2857	91

The construction seems fair, however old buildings racking and no action is being taken. With the whole school concept and land being a major issue that needs to be addressed.

Civil works are being monitored by engineers. The construction seems to be of reasonable quality even with so many vacancies, mainly due to community participation. Third party evaluation is underway for all the civil works. Till date 10,000 sites have been evaluated

For KGBV, 2.3 cr supplemented for by state plans for each KGBV. KGBVs are well monitored

Observations/ recommendations

1. Lot of time spent on collating data for monitoring tools rather than on analysis
2. Review the monitoring task which are still with the teachers like MIS, MDM, civil works etc.
3. Need for strengthening academic support through BRC and CRCs
4. Administrative load does not allow BRP and CRP to play active role in academic support
5. Steps to be taken to make SCERT operationalise at the earliest for it to play larger role in implementation
6. Staff turnover is an issue across all levels

4. KARNATAKA

INDIA
SARVA SIKSHA ABHIYAN (SSA)
13th JOINT REVIEW MISSION
(January 19 - 24, 2011)

STATE REPORT: KARNATAKA

Introduction

Sarva Shiksha Abhiyan (SSA), one of the flagship programme of the Government of India (GOI), implemented in partnership with State Governments aims to universalise elementary education (UEE) in India by providing relevant education to all children in the 6-14 years age. As the programme is entering the second decade of its implementation with norms that are harmonised with the Right to Education (RTE) Act of 2009, the 13th Joint Review Mission assumes renewed meaning.

As part of the Thirteenth Joint Review Mission (JRM) a team comprising of Prof. Zubair Meenai (GOI), Mr J. B Mathur (GOI) and Ms Deepa Sankar (World Bank), visited Karnataka from 19 to 24 January 2011 to review how the State has implemented the programme so far and what are its plans to take the program to its next level in the coming years. 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, procurement, safeguard issues.

At the State level, the Mission benefited enormously from the detailed discussions with Mr. Naik, Secretary, Education; Ms. Sandhya Venugopal Sharma, State Project Director, SSA; Mr. B. V. Kulkarni, Director, SSA; Prof Seetaramu, Expert Advisor to SSA and the entire team of personnel in charge of the design and implementation of various components of SSA. The Mission members visited two districts – Dakshina Kannada and Hassan, and observed the school environment, classroom processes and interacted with teachers, students and parents / SDMC members in government schools and one Kasturba Gandhi Balika Vidyalaya (KGBV). The Mission members also got an opportunity to interact with the District Education Officers and their teams, Block and Cluster Resource Coordinators and personnel, DIET Principals and faculty. The Mission members also had detailed discussions with the Director and faculty of DSERT who were involved in the preparation of State's new curriculum and text books. The free and frank discussions at all levels have helped the mission to understand the strengths of the programme and areas for possible improvement. The Mission would like to express our heart-felt gratitude to each and everyone for making the Mission a great learning experience. The Mission team would especially like to thank the SPD and her team for their time, hospitality and for their assistance with detailed documentation of SSA programme and all the facilitation during the district visits.

This State report is organized in the following lines. In Part I, the overview provides a gist of the achievements, concerns along with the list of recommendations under each SSA goals and for Financial Management and Procurement (FMP) and for Programme Management. In Part II, a

detailed goal wise analysis of achievements and issues are provided with examples drawn from the field and recommendations.

PART I: Overview, Key Issues and Recommendations

The Karnataka State is at an interesting juncture in elementary education today. The State has made significant progress in various aspects of elementary education with respect to most of the SSA goals. The State has used the opportunity under SSA to implement a number of interesting initiatives. The State has definitely earned for itself a position among the many better performing States on account of various outcomes. Yet, the inter district and intra-district variations within the State provides an archetype of the regional variations within the country.

Achievements

As far as goals related to access, gender and social equities are concerned, the State is now trying to cover the “last mile”, which is the most difficult phase. Access and retention is meaningless without quality, and the State has attempted to analyze retention and drop out issues in the light of quality and learning achievement. As “prevention is better than cure”, State has made efforts to identify ‘potential drop outs’ and attend to their learning needs. In terms of measuring learning outcomes, the State has carried out a series of assessments using Karnataka State Quality Assessment Organization (KSQAO) tools, apart from NCERT’s two rounds of assessments and independent studies such as Education Initiatives. Using these studies to identify the core competencies that need further attention needs to be identified. The State has recently revised the curriculum.

In the light of the new Karnataka Curriculum Framework 2007 (which is an adaptation of the NCF 2005 for the State), the State, with the help of DSERT has revised the syllabus. The text books based on the syllabus is under preparation and will be rolled out from 2012-13 to 2014-15 for all grades. The PTRs in the State is quite satisfactory and State has a sound transfer/ rationalization policy. The DSERT and DIETs in the State have adequate staff and provide sound programmes to support teacher training. The State is planning to use its existing HRMIS for teachers to develop a teacher profile that include all details regarding teacher’s in-service training, which will help them to plan teacher training in future in a better manner. The children in a majority of schools have already access to a variety of reading materials and with the development of library in each school, there are graded, age specific, colored reading materials that would help cultivate the habit of reading and writing. The State initiative in the direction of improving better writing and reading through “Clear Reading, Clean Writing” has resulted in children focusing on improving their diction as well as neater note books. The highlight of Karnataka SSA’s initiative is the Nali-Kali programme, now rolled out in all government schools in grades 1-3 which facilitate student centered learning in a joyful manner. Also, in-built in the Nali-Kali programme is the element of continuous and comprehensive evaluation (CCE). The State SSA is piloting self-assessment tool for children in grade 5, and based on this along with teachers’ evaluation, is a cumulative child record, education progress card forms a basis for CCE which has the potential to develop into a CCE once the new text books come into

place. The State has also introduced several innovative interventions to promote scientific temper among students, their knowledge and curiosity to learn from environment.

The State's strength in managing the SSA programme encompasses the effective SDMCs at school /village level on one side to DSERT and DIETs at State and district levels which provide academic and training support to the programme and Monitoring Institutions that provide critical insights on the programme progress and needs on the other side. The various types of leadership and management capacity building programme has also facilitated the efficacy with which the SSA programme is managed at various levels.

Key Issues:

While the State now has to focus on the last mile issues regarding access and equity, the issue is their concentration in certain pockets – in a few districts, and within few districts in certain blocks. This means any effort to improve the situation requires highly contextual interventions.

Similarly, while there are several interventions aimed at improving quality, how it leads to desired quality outcomes as specified in the State's Quality Visioning effort has not percolated down to district and sub-district level as it is in its early stage. Also, such visioning requires several rounds of deliberations and reflections. The learning assessment studies from KSQAO, NCERT and private agencies such as EI needs to be analyzed to identify academic /pedagogic hard spots.

While there are various types of data available, the full potential of using the data for monitoring the outputs and outcomes as well as for informing the planning process seems to be less explored at district and sub-district levels.

Recommendations:

- *The Mission recommends that the State take a fresh look at the OOSC data available as disaggregated analysis by gender and social group, as well as by urban deprived, CWSN, and migrant children etc. so as to get a realistic picture of the OOSC scenario and identify appropriate strategies.*
- *Specific strategy for bridging the gaps and removing disparities between districts and social groups should be worked out. In addition, a rapid mode needs to be adopted to increase the coverage and ensure that all children are in school.*
- *The Mission recommends the implementation of the WSD planning*
- *The Mission recommends a special training programme for teachers of the KGBV, wherein the management and pedagogic requirements of a residential school, its challenges and opportunities are covered.*

- *The Mission recommends that the teacher trainings should build in a component of effectively handling mainstreamed OOSC, particularly with regard to their retention and transition.*
- *The Mission recommends that the state may develop retention strategies based on the findings of various research studies that have been completed or are in progress.*
- *The Mission recommends that the State SSA team, along with DSERT, analyze all available learning assessment studies and use the findings for (a) informing in-service training programme for teachers on subject areas, contents etc; and (b) for informing, improving and modifying interventions related to quality, especially pedagogy and classroom practices.*
- *The Mission recommends that several rounds of district /sub-district level “Quality Vision” workshops should be conducted so as to ensure that the desired processes and outcomes developed for quality for each stakeholders (students, teachers, DPs etc) and at each level (different classes, schools etc) and their linkages to inputs are fully understood.*
- *The Mission recommends that the State reviews all issues related to teacher availability, training, effectiveness, accountability and professional development in an integrated and holistic manner, and identifies measures that are more appropriate to State needs. In this context, the Mission fully supports State’s decision to change their teacher training programmes to be made school based.*
- *The Mission urges the SSA team at various levels (State, district, sub-district and school levels) that to increase the understanding and efficacy of the varied and various quality interventions, some reflection is required, and using both quantitative and qualitative analysis (or existing analysis), the processes and outcomes of these programmes need to be reviewed.*
- *The Mission recommends that the lessons from the experience of piloting a simple version of CCE based on existing syllabus and text books be evaluated and consolidated to inform the development of CCE practices and methods along with the new text books in 2012-13.*
- *The Mission would like to recommend that the teachers are provided with further support and guidelines as to how to conduct the action research is a meaningful way so as to inform their teaching and professional development.*
- *The Mission recommends that to increase the understanding and efficacy of the varied and various quality interventions, reflective analysis using both quantitative and qualitative analysis (or existing analysis) should be carried out and the processes and outcomes of these programmes need to be reviewed.*

- *The Mission urges SPO and DPOs to take necessary steps to get BRC/CRC posts in positions to facilitate a smooth functioning of the programme.*
- *The Mission gives an opinion that the State to discuss the issues with states with similar predicament (Maharashtra, Kerala etc) and comes up with a time-bound strategy to align class 8 with the elementary education cycle, both in terms of physical spaces as well as learning/ pedagogic methods.*
- *the Mission recommends that efforts should be made to (a) reduce the burden of too many data collection by integrating various available tools and prioritizing indicators for which data should be collected; (b) rigorous analysis of available information both in terms of time series and disaggregated should be carried out not only State level, but also at district and sub-district levels; (c) the results from the analysis – especially that on outcomes and output should be shared with the various stakeholders like parents, SDMCs, teachers, BRCs/CRCs etc; and (d) the inferences and insights from the analysis should inform the planning.*
- *The Mission recommends that the State SSA initiate activities to (i) document the best practices in SDMC functioning and share it with all SDMCs and (b) pro-actively facilitate schools/ district with sub-optimal community participation to interact and learn from better performing SDMCs.*
- *The Mission recommends that the “Whole School Planning” idea be rolled out as early as possible and train communities / SDMCs about the concept and activities possible under this. Landscaping of the available area is needed to make the school free of various environmental hazards and to make it more children friendly.*
- *The Mission recommends that the capacity building of the accounts staff should take into consideration the incorrect processes / procedures and outstanding issues.*
- *The Mission recommends that monthly/quarterly review of outstanding audit paragraphs at the level of SPD should be taken up to accelerate the progress of settlement.*
- *The Mission recommends accelerating the pace of training at SDMCs level to ensure proper maintenance of books of accounts.*
- *The Mission recommends that accounts display board should be provided at some prominent place outside the room of the head master.*
- *The Mission recommends that the text book society should assess and pass on the penalty recovered on pro-rata basis for children in aided schools (the State government provides text books for all children in government schools) based on the no. of books printed for SSA.*

PART II: Detailed Report on the Progress towards the achievement of Goals

Goal 1: All Children in School

Achievements:

The state of Karnataka has, on an average, 11 primary schools and 10 upper primary schools per 1000 child population. The ratio of primary schools to upper primary schools is 1.80. Almost 61% of primary schools have drinking water facility and 83% primary schools have a functional toilet. Around 54% of primary schools have girls' toilet, out of which close to 77% are functional. 83% of primary only schools have electricity connection (DISE, 2009-10). The state has completed almost 91% of the new school building construction and 86% of additional class rooms. However, the progress with regard to rooms for upgraded schools is quite slow with only about 0.28% completed.

The state has made considerable progress in ensuring that all children are in school. Several initiatives have been taken by the state that include among other things, *Chinnara Angala* Residential and non- Residential Bridge Courses, Mobile Schools, Tent Schools, AIE Schools, Meena Clubs, Feeder Schools, transport facilities, home based education etc. The State, on their own has made preventive measures to identify potential drop out and address them effectively. The total number of OOSC has been estimated to be around 111218. The State has developed a specific content for its *Chinnara Angala* Teachers Training for age groups 7-10 and 11-14 years. 180 MRPs have been trained in this special training.

The State is also experimenting with *Chinnara Tangudhama*, a transit home for the hard core urban deprived children in Bangalore city. Children without assured shelter are being provided with a shelter to dwell for a short period where their educational needs are also taken care of.

Concerns: With increasing urbanization and migration etc, the number of children in difficult circumstances, particularly in small and growing urban centres, children of parents who migrate for work outside the district, children of construction workers etc is bound to increase. The State has a number of locations like coffee plantations etc where child labour is being engaged. This aspect needs to be addressed in a realistic manner and with more rigour. Efforts need to be made to look at OOSC in a disaggregated manner and work out localized interventions.

Data on OOSC reveals that in some districts the proportion of OOSC of specific social groups is very high, SC (26% in Gulbarga), that of minorities (23% in Bijapur) and others (47% in Bidar). Specific intervention strategies need to be evolved to address this issue. There are considerable disparities across districts in ensuring that all children are in school. There is also a shortfall of coverage of OOS children.

In spite of decrease in the number of OOSC, the number of children enrolled in schools is declining. As per DISE statistics, the total enrolments at primary have declined from 5651879 in 2006-07 to 5418842 in 2009-10. Similarly at upper primary level, the enrolments have declined from 2237627 to 2217903 during the same period. The share of government in total enrolment has declined from 73% in 2008-09 to 70% in 2009-10. While one possible explanation is the

demographic stabilization and hence the decline in child population, it does not explain the plausible reasons for decline in share of government schools. However, the fact that the decline in enrolment in government schools is mostly in urban areas where there is a shift to government aided and unaided private schools is noticeable.

Recommendations

- *Since during the field visits it was observed that there are a few places where the OOSC data did not appear to be realistic, it is recommended that the OOSC data available with the state should be updated, disaggregated by social group, to present a more realistic picture of OOSC.*
- *Specific strategy for bridging the gaps and removing disparities between districts and social groups should be worked out. In addition, a rapid mode needs to be adopted to increase the coverage and ensure that all children are in school.*

Goal 2: Bridging gender and Social Gaps

A. Gender gaps

Achievements

Progress in Indicators: As outlined above, the enrolment share of girls is around 48% since 2005. Presently the enrolment share for girls stands at 48.26% and the gender parity index for 2009-10 is 1.0051 (girls proportion in enrolment adjusted their proportion in population). The State has been implementing the NPEGEL and has also established 64 KGBVs.

Review of interventions: The State has two special programmes for girls in the EBBs, viz, The National Programme for Education for Girls Elementary Level (NPEGEL) and *Kasturba Gandhi Balika Vidyalaya* (KGBV). Under the NPEGEL, one model cluster school has been established in each cluster. In addition, a number of activities like vocational skill development, exposure visits and experience sharing, Meena programme, counseling for girls, coaching for girls for entrance to Navodaya Vidyalayas have also been undertaken under this programme.

64 residential schools (KGBV) with close to 6500 girl children have been opened in the State in the Educationally Backward Blocks (EBB). These residential schools cater to out of school girls in the 6-14 years age group belonging to SC/ST/Minorities. The State has created 3 permanent teachers positions in each KGBV and at present around 100 teachers are working in the KGBVs. 225 part time teachers have been outsourced. The KGBVs have been effective in getting the OOS girl children in school. Some of the activities, apart from the academic programmes, conducted for KGBV girls include *Chinnara Karnataka Darshan*, participation in national celebrations, and self defence etc.

Apart from the above, a menstrual hygiene programme in collaboration with UNICEF and technical support of ILFS and CEE has been implemented in 921 model clusters. The state has

also developed a training module and handbook for girls on adolescent issues known as 'Kishori' and 'Kelu Kishori'.

The State has also up-scaled the Meena Programme in all higher primary schools. Resource material has been developed to train one teacher and 4 Meena children from each higher primary school. Meena clubs have been formed in each school that appears to be functioning effectively, particularly in ensuring attendance and reducing absenteeism and drop outs.

Concerns: Although the initiatives on reducing gender gaps seem to be working, there are a few operational issues that the state needs to sort out. Prominent among these issues is the issue of the deployment of teachers in the KGBVs. It is seen that not all teachers are particularly interested in a KGBV posting. In addition, the security concerns of the KGBV need to be addressed as not many KGBVs have a boundary wall and provision for a guard etc. The KGBV teachers have not been provided any special training in running a residential school which needs to be taken up soon.

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

Achievements: As per the Census 2001, the share of SC children (5-9 years old) in total same age child population is 18.4% (as against the overall population share of around 16%, and the differences are on account of differential growth rate of population in SC compared to overall growth rates). Similarly ST accounts for 7.7% of the child population (as against the overall population shares of 6.6%). Out of the total enrolment in elementary classes, 19.25% are SC children out of which more than 48% are girls. Out of the total enrolment in elementary classes, close to 8% are ST children, out of which more than 48% are girls. As regards minorities, their share in the population of Karnataka is around 12.23%. Out of the total enrolment in elementary classes, the enrolment of minorities is around 15% in 2008-09.

C. Children with Special Needs

Achievements: The State has identified approximately 127777 CWSNs. 11308 CWSNs have been enrolled and approximately 14739 have been covered through home based education. Thus there is near universal coverage of CWSNs. The proportion of CWSN to total enrolment in primary schools is around 1.04% and in upper primary schools 1.22%.

Progress in Indicators: Under Inclusive Education the state has appointed 1010 resource teachers, trained around 606 IERTs and 404 special teachers have been placed at the block level. All IERTs have been trained through the 10 day training organized by AISH, Mysore as well as a 10 day multi-category teacher training. Aids and corrective devices etc have been provided for 63928 CWSNs. Almost 70% of the schools have ramps for the CWSNs.

Review of interventions: The programme has taken off quite successfully. The State has established resource centres for CWSNs at BRCs. In addition, the state also implements a fairly successful home based education programme for CWSNs wherein they are imparted basic competencies at home through volunteers.

Concerns: A larger number of teachers are still left to be provided with training on inclusive education. Also, a significant proportion of the schools still need to be made barrier free. The honorarium for the home based education volunteers appears to be on the lower side considering the intensity and work load of each volunteer. Each volunteer is expected to handle the home based education of 3 children each for which she is expected to pay 3 visits a week to each child's home and is paid Rs 350/- per child. There is also a need to supply a kit to the parents of the CWSNs undergoing home based education that could be used by the parents, including among other things, soft toys etc. In addition, there is little action research on the effectiveness of various interventions.

Goal 2: Recommendations

- *A more rational deployment of KGBV Teachers so that they have a minimum assured tenure at the KGBV. A sub cadre of residential teachers with appropriate incentives may be examined.*
- *A special training programme for teachers of the KGBV, wherein the management and pedagogic requirements of a residential school, its challenges and opportunities needs to be undertaken.*

Goal 3: All Children Retained in education system

Achievements

Progress in Indicators: The state has an apparent survival rate at Grade V of 98, i.e., the proportion of Grade V to Grade I. The transition rate from primary to upper primary level is 95.80 for girls and 96.14 for boys. The average dropout rate for girls at primary level is 4.17 and that for boys is 4.06. The retention rate at primary level is 75.90 while the Gross Completion Rate at the same level is 100.47.

Review of interventions:

All schools in the state are covered by the mid day meal scheme. The mid day meals are prepared at the school level under the supervision of the SDMC. There is a provision for a kitchen, a head cook and two helpers to provide for mid day meals. Some of the urban areas are served the mid day meal through outsourcing to NGOs.

The state also runs several programmes aimed at the retention of children in school. Prominent among them are the Adventure and Nature Study Camps, Early Childhood Care and Education, Strengthening of school libraries etc. The Adventure and Nature Study Camps are specifically aimed to retain SC/ ST children. This programme is part of the innovative 'Chinnara Zila Darshan'. 600 children have been covered in the first phase of the programme. Children of KGBV are also included in the programme.

620 centres under the ECCE initiative of the SSA have been established in Bangalore urban. Around 1500 children have benefitted from the same. The state has a target of 1085 centres, out

of which 800 have been established @ 15 centres per district to take care of the sibling care of children.

Libraries have been established in almost all schools with a grant of Rs 3000 for primary schools and Rs 10,000 for upper primary schools.

Since, among the OOSC, around 28% are those who have never been enrolled and around 72% are dropouts, their retention and transition is an emerging challenge. It is suggested that the teacher trainings should build in a component of this special category that would be admitted to age appropriate classes, to ensure retention and transition.

The State has done a detailed analysis of “transition loss” at various classes. While the transition loss from class 6 to 7 was around 1.7% while that from 7 to 8 was around 10% and from 8 to 9 was 11.4%. The transition loss from class 7 to 8 assumes importance in the State as class 7 is currently the terminal grade of upper primary stage and the magnitude of the loss indicates the issue of “where to go after elementary education”. The transition loss is very high among SC/ST, Muslims and OBCs (including Muslims). The issue is even more serious when the transition losses in subsequent grades are considered. (See Annex table B for details)

A study by Basavaraj Shetty (Lecturer, DIET, Kamalapur) of 17 urban Schools of Gulbarga and 14 rural schools around Kamalapur in March 2010 using exam results presented in DISE provided interesting following insights: (a) enrolments in both rural and urban schools in grade V as well as in grade VII were on the decline since 2003-04; (b) the number of children who appeared for the school final examinations were less than the number of children enrolled and their number was not increasing; and (c) as a result, the proportion of children enrolled appearing for school final examination has been less than 90% in Class 5 while in class 7, this has been around 93-95%, though overall it shows improvement. ***The significance of the study is that it shows every year, not less than 10% of children in class 5 and not less than 5% of children in class 7 in the sample schools either drop out or repeat the grades. However, the analysis over time also shows improvement in this trend.*** While the study was about what proportion of children pass examination, it showed the proportion of children transited from one grade to other without break. The re-worked table from the study is provided in table Annex B.1.

Quality is an integral part of access and retention. In many contexts, these linkages are missed and access and retention are analyzed without looking at quality. The Mission would like to congratulate the State SSA for looking at all the three goals of SSA (access, retention and quality) in a holistic manner, as represented in the study on “School Performance of Drop outs and Long absentees at the time of exit – A Study of Karnataka State (in 5 districts)”. The study found a close relationship between learning attainments of children and their school participation. It is only in one out of five cases of children that they learn something and still drop out from schools. Nearly 4 out of every 5 drop outs had secured the lowest grades in examinations (C/C+) at the time of exit among those dropped out during 2002-03 to 2009-10 from classes 1-8. The study also found close relationship between attendance behavior and dropout rates. The State has identified, on the basis of such analysis, “potential drop out children” and is addressing their learning issues much more rigorously.

This kind of analysis facilitates evidence based planning of interventions, especially related to quality improvement, for out of school children and drop outs. This is a good example of how to analyze drop out data, and needs to be emulated at national level/ other states with high drop out problems.

Recommendations

- *It is recommended that the teacher trainings should build in a component of effectively handing mainstreamed OOSC, particularly with regard to their retention and transition.*
- *The state may develop retention strategies based on the findings of various research studies that have been completed or are in progress.*

Goal 4: Education of Satisfactory Quality

The progress in providing education of satisfactory quality is assessed through: (a) performance of children in the State in National and State level learning assessment tests; (b) State's Vision of quality; (c) curricular reforms and text books; (d) teacher availability, training and effectiveness; (e) availability of teaching learning materials; (f) teacher support and academic supervision; (g) classroom practices; (e) teacher attendance and accountability to community; (f) role of VEC /local bodies; and (g) student achievement levels.

Learning Assessment

The State basically tracks learning assessment of children through the analysis of data emerging from DISE (based on school level tests), NCERT assessments of classes 3, 5 and 8; and (c) Karnataka School Quality Assessment Organization (KSQAO). An analysis of the NCERT studies¹ shows that the State has performed consistently above national average in Round I, but in Round II, the State performance had not only declined, but in some subjects, the State mean scores were less than the national average. However, the State initiative for assessing learning achievement in the State, KSQAO's assessment shows systematic gradual improvements in all classes. The findings of the Student Learning Study (SLS) conducted by Educational Initiatives (EI) reveal that Karnataka, along with its neighboring States like Kerala and Maharashtra "clearly show an overall better performance than the national average". For example, their study showed that in Class 4 Maths, around 22% of students reached advanced benchmark (90th percentile or above), 39% students reached 75th percentile or above and 64% students reached 50th percentile or above.

The State SSA has now developed and conducted a curriculum based assessment survey (State SSA is calling it as "the Base Line Assessment or students learning achievement test") for class III, V and VII level competencies. These tests, held in July 2010, covered 2589 schools sampled from all blocks. After the 1% validation tests, the report is under preparation, and is expected to be ready by end of January 2011.

¹ For Class V, Round I was done in 2001-02 and Round II was done in 2005-06. For class III, Round I was done in 2003-04 and Round II was done in 2007-08

The purpose of testing / assessments are not to assess children (as only a sample of children are covered, and they are not informed about their performance), but to identify areas for improvement at systemic/ curricular/ competency levels. *Hence the Mission recommends that the State SSA team, along with DSERT, analyze all available learning assessment studies and use the findings for (a) informing in-service training programme for teachers on subject areas, contents etc; and (b) for informing, improving and modifying interventions related to quality, especially pedagogy and classroom practices.*

State Vision of Quality

The overall programme implementation report presents the State's "vision of quality", which is translated in to certain desired scholastic and non-scholastic (behavioral) outcomes at the level of students, teachers, classroom processes and schools, to be achieved in the next 3-5 years (See the State's desired outcomes for quality in Annex B4). While this shows an impressive effort at the State level, the vision and its outcome focus was visible at district/ sub-district levels as evident from the interactions with various people. While the Mission understands that the translation of this vision into activities as well as trickledown process at district and sub-district levels to inform SSA planning involve time and greater effort, the Mission also feels that it is important to communicate the quality vision to all levels so that there is a shared vision and understanding of the quality outcomes. *The Mission recommends that several rounds of district /sub-district level "Quality Vision" workshops should be conducted so as to ensure that the desired processes and outcomes developed for quality for each stakeholders (students, teachers, DPis etc) and at each level (different classes, schools etc) and their linkages to inputs are fully understood.*

Curricular reforms and text books preparation:

The curriculum and the evaluation procedure developed by the State are in consonance with the large frame work of NCF 2005. The state curriculum was revised under the Chairmanship of D. Jagannatharao, Retired Director, DSERT (State Curricular Policy Framework and Guidelines for Curriculum and Text book revision in Karnataka, 2006-07) and consisted of Senior Lecturers from DIET/CTE and subject experts of different fields. While the NCF 2005 and the existing Curriculum of the State had many common features, there were areas, especially making learning more child-centered, that was incorporated in a detailed manner in the adaptation and KCF 2007. Another main change is that of teaching science in upper primary grades. Karnataka's current syllabus has separate text books/ teachers for teaching Physics, Chemistry and Biology, while under the new syllabus, there will be an integrated Science text book. The new State Curriculum also want to equip the coming generation to face the challenges of life by strengthening their moral, social, cultural, intellectual and emotional spheres. Hence, value education is integrated into regular curriculum and in addition, has introduced another subject – Physical Education (on the basis of the recommendation by Prof. Vaidyanathan Committee). Physical education is a compulsory subject and to be evaluated and certified for grades 6-9. Text books for physical education are provided to schools since 2009-10.

The draft curriculum, shared with the State government after incorporating suggestions from the NCERT, was approved by government in 2008. The syllabus and text books are revised taking

into account the new State Curriculum Framework. Revised Syllabus is posted on DSERT website on since May 2010 to invite observation, objections and suggestions from public.

Based on the new curriculum/ syllabus, the State has plans to roll out three sets / types of books: text books reflecting the syllabus; workbooks for students and source books for teachers. The guidelines for CCE are to be integrated into the source books. The new text books will have four colours from classes 1-4 and in two colours in subsequent grades. Another feature of the new set of text books for class 5 social sciences is the introduction of a chapter that familiarises the students with their regional history, environment etc. While the core chapters (State and country related) will be uniform for all regions, the four geographical regions of Karnataka will have different text books with specific regional chapters.

One of the very good practices regarding free / all text books distribution in the State is that the State distributes the text books for the next class / academic year at the end of the previous academic year itself. This way the State ensures that students have received text books well in advance of their academic calendar. This is a good practice that other States may like to emulate. Another good practice is that of producing integrated text books. The State provides, for each grade, two text books for each of the semester in an academic year. One text book is for all core subjects (Science, Social Science and Mathematics) while the other text book is for languages (Mother tongue, English and third language). This way, the State has reduced the load of carrying multiple text books for students. This also enables them to view subjects in a more integrated manner.

The revised text books will be rolled out in the following manner: new text books of classes 1-5 and 8 during the academic year of 2012-13; new text books of classes 6 and 9 during 2013-14; and new text books of classes 7 and 10 during 2014-15. The State has an advantage that they are rolling out the first set of new text books only by 2012-13, which gives the State more than 12 months to ensure quality and contextuality of content and presentation. *The Mission recommends that the State, along with DSCERT, review all text books taking into account the suggestions from public and experts before finalizing the text book content, especially to ensure that the names of people, places and experiences etc are drawn from familiar environment, especially for text books at primary level.*

Teacher availability, teacher training and teacher effectiveness:

The State has a comfortable PTR at all levels – a PTR of 16 at primary level and 25 at upper primary level, thus an overall elementary PTR of 23. The PTR varies from 15 in Chkkamangalore to 30 in Bijapur at the overall elementary level (Education in Karnataka 2009-10: An Analytical Report; based on DISE data). 30 DIETs, 40 aided D.Ed colleges and 923 unaided D.Ed colleges together produces in a given year, more than 40000 graduates eligible for teaching at elementary level in the school. While these graduates also cater to the needs of neighbouring States as well as the private aided and unaided schools in the State, the government schools in the States require, on an average, around 2000 teachers every year to replace the teachers who retire every year. The teachers are recruited through a rigorous selection examination conducted by the Department of education and appointed wherever the vacancy exists. The State also has strict rules about teacher rationalization. Teacher transfers are made

based on some rules that allow the teachers to remain within the districts. Whenever teachers retire in urban area schools with excess PTRs, the vacancy is transferred to rural areas where there is a need for teachers.

The challenges of the State in terms of teacher availability are in the context of RTE. RTE requires subject specific teachers to be provided at upper primary level. The new recruitments now take into account the school specific needs of subject specific teachers. The new policy is to recruit 40% general teachers, 30% of new recruits to be Science teachers, 20% to be English language teachers and 10%, to be Hindi (third language) teachers. In addition, teachers to handle Physical Education subject is also included.

One important aspect of teacher availability is related to teacher presence in schools for instructional activities. While the State has a prescribed calendar of 240 school days, it is expected that at primary level 200 instructional days and at upper primary level, 220 instructional days should be available. A study by the State SSA a few years ago indicated less than 200 instructional days, in some schools, the available days are less than that due to various reasons. The State reported that the situation has improved since then.

DSERT and DIETs plays a pivotal role in the determination of the quality of teachers and their effectiveness and they prepare teachers at various levels. DSERT provides support to SSA programme in the State by (a) planning the in-service training programmes; (b) preparing, refining/ modifying and distributing training modules and materials; (c) conducting training for Master Resource Persons (MRPs) through face to face mode or teleconference mode; and (d) monitor the training programmes at district and block levels. The MRP training programmes addresses areas of English language training, multi-grade and multi-level activity based learning for Nali-Kali, motivational and leadership programmes for head teachers, induction training for newly recruited teachers, training of SDMC members etc, and all the training now covers teachers in class 8 (though currently they belong to secondary schools). Teacher training currently takes place through either cascade mode or satellite mode.

The State reported that SSA prescribes a 20 day in-service training for teachers; often it is difficult to meet such targets. While 5 days of each teacher's 20 days meant for training is earmarked for Nali-Kali training, and around 5-7 days on an average is occupied by Cluster trainings/ meetings, the remaining training days are distributed across a range of programmes. The State has assessed that the average training days achieved per teacher is around 7 days. The State has also expressed concern over the current type of teacher training on the following grounds also: (i) During training, teachers are away from school which affects instructions in general; and (ii) the routine training has reached a level where teachers are training fatigued.

The State has got a HRMIS for teachers in the State that basically links treasury / salary payments to teacher service records. The State now plans to use this forum to have a teacher profile that also provide information on the various trainings teachers have undergone at various points of time. This will help the State to plan various types of training and re-training and develop a teacher professional framework in a holistic manner. The State can easily do this as the teacher profile in terms of various training undergone is already available at block level and with some efforts of digitalizing this information, the HRMIS will be ready with critical

information for analysis and policy planning. Hence the Mission urges the State to carry out this exercise as early as possible.

The Mission recommends that the State reviews all issues related to teacher availability, training, effectiveness, accountability and professional development in an integrated and holistic manner, and identifies measures that are more appropriate to State needs. The State informed the Mission that it is planning to change the training mode from the current cluster/ block centred to a school-based training programme in the next academic year / round of SSA plan. The Mission strongly supports this proposal of the State as this will promote teacher training more hands on than lecture mode.

Availability of teaching learning materials

The Mission is very pleased to note the availability of a multitude of materials, especially print materials for children in schools visited in Dakshina Kannada district. Every classroom had a reading corner where children's literature/ story books published monthly / fortnightly by private publishing houses were available (for example, children's magazines like "Bala Mangala, Bala Mitra etc). This year, the State has benefited from the library grant provided at the rate of ` 3000 and ` 10000 for primary and upper primary schools respectively. The State reported that a committee under the Chairmanship of SPD, SSA, books published by around 235 publishers were reviewed and selected by teachers across the State. This will enable all schools to have children's literature through at 50-60 titles. The Mission also got an opportunity to see that the schools get daily newspapers and old newspapers for students to read. In addition, children's creative pieces (stories, poems, jokes, drawings and paintings) are displayed in the school /classrooms for 15 days in a flannel board and then compiled at cluster level (in 2820 clusters) and brought out as a magazine. These types of reading materials helps to sustain the interest of the students in sustaining what they have learned and earn proficiency in reading and understanding.

Classroom practices

Without a discussion on the Nali -Kali programme, the review of SSA, especially quality initiatives in the State, will be incomplete. The joyful teaching-learning method introduced in classes 1-3 is practiced in all schools since 2009-10. While the current set of materials are in black and white, next year onwards, State is planning to introduce these materials in 4 colored cards. Azim Premji Foundation has initiated a process to evaluate the programme, with a baseline study carried out in November 2010. A qualitative sub-study of the evaluation showed that the Nali-Kali classrooms were livelier and better done up. However, peer learning was not happening to its expected level. Similarly, teachers needed more clarity about the intervention and while parents were aware that the programme was different from traditional method, many were not clear about how learning takes place.

Pupil Assessment Systems

The method of evaluation in the Nali-Kali classes (classes 1,2 and 3) are more or less on the lines of Continuous and Comprehensive Evaluation (CCE), as it is activity based learning and self

evaluation at every step. In V to VIII standards there is a semester system. The current system of student assessment systems in these classes consist of unit tests, the results of which are reported in grades. On a pilot basis, in class 5, the State has introduced a “self- assessment tool” for students to assess themselves in respective chapter / competencies. The teacher then consolidates the self evaluation made by students with his/ her own observation of students on scholastic and non-scholastic areas as well as behavioral traits. This is a variant of CCE. The experience from this piloting is expected to inform and improve the preparation of CCE methods for new text books. The Mission members got an opportunity to see these students’ self-assessment tools in schools as well as the comprehensive student evaluation forms while interacting with teachers and CRPs/ BRPs in Hassan district. *The Mission recommends that the lessons from the experience of piloting a simple version of CCE based on existing syllabus and text books be evaluated and consolidated to inform the development of CCE practices and methods along with the new text books in 2012-13.*

Teacher support and academic supervision

The interactions with CRPs and BRPs in Hassan district revealed a pro-active role played by these academic support people. Training of CRCs and BRCs has been provided to bring the major focus on roles, responsibilities and professional development through “Ashaya” training modules. Under the Education Leadership Development Programme (ELDP), strategies have been developed for enhancing the functioning of BRCs/ CRCs in the current year. ELDP I focus on the development of management abilities of BRPs and CRPs and an evaluation report suggests these programmes help in building leadership quality among these sub-district levels.

The Mission is very pleased to see that teachers are encouraged to carry out action research to identify areas of pedagogic and academic hard spots and evolve solutions and remedial measures based on the same. *The Mission would like to recommend that the teachers are provided with further support and guidelines as to how to conduct the action research is a meaningful way so as to inform their teaching and professional development.*

Innovative programmes for quality improvement introduced at State level

The State has several programmes that are implanted under “innovation funds” all across the country, such as Computer Aided Learning (CAL), Early Childhood Care and Education (ECCE) centers for children below six years to provide pre-school education, interventions under National Policy for the Education of Girls at Elementary Level (NPEGEL) etc. However, using the same innovation funds and same goals of equity and quality, the State has introduced several interventions to improve learning among children and knowledge of children on various aspects. While a few of these interventions are already reviewed and commented under various heads, a few of these interesting interventions that needs a mention include: (i) Radio lesson programme; (ii) Adolescent camps; (iii) Prajayatna - Kalikayatna; (iv) Prathibha Karanji; (v) district level quiz programmes; (vi) TLM/ metric mela; (vii) chinnara zilla darshana programme; (viii) mobile Science labs in collaboration with NGOs etc.

The Mission while visiting schools found that children were eagerly listening to radio lessons programme and responding to the questions in the radio lessons. These radio lessons (Keli- Kali)

are broadcasted daily from 13 stations of All India Radio (AIR) which is attended eagerly by children in all primary schools in the State. Teachers are provided with handbooks in advance which give the schedule of the programmes and activities to be conducted before and after broadcasts.

Another interesting intervention is the “Clear reading, Clean writing” programme aimed at improving children’s reading and writing skills. The Mission observed that the students in the schools visited in general kept their notebooks neater and the reading reflected understanding of the underlying text. The Kalikayatna programme is about bringing a focus on “learning how to learn”, and while doing that empowers teachers. The block level “Prathibha Karanji” encourages the talents of students from rural areas in scholastic and non-scholastic areas. The “Chinnara zilla darshana” programme facilitates children from marginalized background to get an exposure to the district specific surroundings from various perspectives. The mobile science labs in collaboration with various NGOs help to rekindle a scientific temper among students and help them to see actual experiments and try it out. The cluster level magazines help to create/ promote students’ interest in literature and developing imaginative writing skills. The TLM/metric mela facilitate students to help teachers develop TLMs and handle it themselves and develop a skill for business and marketing.

One can’t help but appreciate the many efforts by State in elementary education. However, the organic linkages of this basket of interventions and how they contribute to various aspects of children’s overall development – cognitive and non-cognitive - need to be established in a systematic manner. *The Mission recommends that to increase the understanding and efficacy of the varied and various quality interventions, reflective analysis using both quantitative and qualitative analysis (or existing analysis) should be carried out and the processes and outcomes of these programmes need to be reviewed.*

Program Management

Staffing and capacity building

At the SPO level, of the 74 posts, all are in place except one, but this is a critical area (pedagogy) and hence needs to be filled up urgently. All functional area has a full time co-ordinator except in community mobilization and equity. At the district level also, of the 412 posts, 410 are filled and only two are vacant, both in the area of gender equity. However at the BRC level, 214 posts are vacant and at CRC level, 428 posts. Thus there exists a total of 645 vacant posts at all levels taken together (around 10.5% of all sanctioned posts). *The Mission urges SPO and DPOs to take necessary steps to get BRC/CRC posts in positions to facilitate a smooth functioning of the programme.*

Structural issues in the process of moving from 7 year to 8 year elementary cycle

A major task in front of the State is to evolve a strategy to align class VIII with the elementary education. As in the case of some of its neighbouring states, the issue in the State is the fact that with almost near universal provision of elementary and secondary education schools / facilities, re-aligning classes across cycles would require huge systemic changes. While the State is fully

prepared to align the new syllabus to treat grade VIII as part of elementary cycle, the physical shifting of learning spaces is a huge challenge for the State for its logistic issues. However, as noted by 9th JRM which visited the State, SSA is already providing various inputs of teacher training, teacher grants, teaching learning equipments and additional classrooms to class VIII also, even if they may be located in a secondary school. A number of upper primary schools were “upgraded” from terminal grade being 7 to 8. *The Mission gives an opinion that the State to discuss the issues with states with similar predicament (Maharashtra, Kerala etc) and comes up with a time-bound strategy to align class 8 with the elementary education cycle, both in terms of physical spaces as well as learning/ pedagogic methods.*

Research, Evaluation, Monitoring and Supervision (REMS)

The REMS funds are utilized on a series of items. Many of the pilot activities are carried out in the State using the funds available under the REMS head. The State should be appreciated for initiating some evaluations of the existing programmes under SSA in the State. The State SSA is also facilitating the compilation of all studies carried out by all DIETs in the State using meta-analysis techniques. As mentioned earlier, teachers undertake action research to look into the issues of pedagogic and curricular areas. The State brings out annual status reports of elementary education every year using data available from DISE. However, often, time series and cross sectional analysis is not available for all indicators. The Monitoring Institutions (MI) seems to be providing critical inputs from their field experiences. The BRC/CRC persons as well as those at SPO mentioned that apart from QMT, the State department also monitors various aspects at schools through a different check list collected outside QMT. However, very little evidence of QMT being used meaningfully was observed during the limited time available to the Mission. Also, the Mission feels that existence of many tools to cover areas of school improvement and quality involves duplication of efforts.

The school activities are monitored by two kinds of agencies – the SDMCs and CRCs. Interactions with the members of SDMCs of the schools visited and the CRCs/BRCs/ BEOs in Hassan district also indicated the existence of such support. However, most of the monitoring was limited to looking at inputs and activities than the real outputs and outcomes.

As the State is at a critical juncture in which its various interventions have been there for long, it is important that more research and evaluation should be done to understand what has happened under these interventions and what were the results so far. Therefore, *the Mission recommends that efforts should be made to (a) reduce the burden of too many data collection by integrating various available tools and prioritizing indicators for which data should be collected; (b) rigorous analysis of available information both in terms of time series and disaggregated should be carried out not only State level, but also at district and sub-district levels; (c) the results from the analysis – especially that on outcomes and output should be shared with the various stakeholders like parents, SDMCs, teachers, BRCs/CRCs etc; and (d) the inferences and insights from the analysis should inform the planning.*

Community Mobilization and Management

The Mission is very pleased to observe the high level of community involvement in school activities in the State and their contributions to improve the school environment. While the community involvement and contribution to school development is very high in the State in general, it is also observed that the level and intensity of community's involvement in school activities varies across districts and within districts, across sub-districts and schools. This is also a reflection of the general socio-economic and infrastructural development variations across these geographical units. The State and district level functionaries could take efforts to compile the best practices in SDMC and community involvement and share it with the SDMCs in general.

The State SSA has initiated awards for best performing SDMCs in the State with a view to promote their involvement in school activities. The awards are decided on the basis of three focus areas: (i) physical components (25% weightage), (ii) academic components; and (iii) community components. In the physical components, the criteria used are: (a) school environment, aesthetics, attractive building, wall writing, information board, complaint box etc; (b) classroom environment such as good seating arrangements, availability and quality of blackboards, TLMs preparation and display, board that display students' activities, etc; (c) enabling physical facilities such as good toilets, drinking water facility, clean and safe kitchen etc; (d) environmental friendliness of schools such as school garden, school forest management etc; and (e) learning –facilitating factors such as availability of good library, access to books for children, quality of books available etc. Academic components considered include (a) school academic plan, evaluation and CCE; (b) teaching in classrooms; (c) achievement of students; (d) teacher / head teacher initiatives; (e) extra curricular activities promoted. As of now, this assessment is carried out based on a questionnaire filled in by CRCs. In future, it will be worth to bring in some more rigor. In its present form, it still serves as a good practice to encourage SDMCs to look beyond physical components. This also serves a platform for documenting best practices in SDMC activities.

The Mission recommends that the State SSA initiate activities to (i) document the best practices in SDMC functioning and share it with all SDMCs and (b) pro-actively facilitate schools/ district with sub-optimal community participation to interact and learn from better performing SDMCs.

Civil Works

In the schools that the Mission team visited, the following issues were evident: (i) the funds schools received for maintenance and improvement from SSA as well as contributions by community were mostly spent without a proper perspective plan. This has resulted in use of funds mainly for items that need not be the priority of the school. It was also noticeable to the Mission team that due to lack of proper planning as to where to locate new school properties, a lot of physical space is being wasted and the optimal value for money not achieved. To illustrate an example, in one of the schools visited, a huge kitchen room was available with only 1/4th space within that used for cooking. Instead of converting the available space into a store room to keep kitchen items, the school built a pucca store room first using SSA fund separately, outside the kitchen room, and when the door of that store room cracked, instead of using community

contribution to repair the door/ replace one, the school built another store room! This results in not only under-utilization of facilities, but also wastage of resources. While some schools have very enabling child friendly elements, in some other schools, such facilities were not available. The rural schools in the State are also fortunately blessed with huge areas. While in some schools, SDMCs have invested in developing gardens and have installed various child friendly elements, most schools seems unevenly planned. While these problems may not be the general trend across the State, such aberrations also need to be addressed. *The Mission recommends that the "Whole School Planning" idea be rolled out as early as possible and train communities / SDMCs about the concept and activities possible under this. Landscaping of the available area is needed to make the school free of various environmental hazards and to make it more children friendly.*

Financial Management

Maintenance of book of accounts at SDMC Level: While a good effort has been made in the maintenance of the various books of accounts at the SDMCs level the quality of the maintenance of records needs to be further improved in regard to the identification of heads of accounts, postings in respective books, reconciliation of bank balances and in the SDMC visited by the Team cash book entries have been made on a single page by distinguishing the entries with red and blue ink.

The procedure prescribed in the Financial Management & Procurement Manual for opening a Cash Book for each financial year is yet to be followed in most of the SDMCs. In some of the cases the Cash Book was continuing from 2003-04. At the block level the Bank Reconciliation is upto date. In one SDMC uncashed cheque was shown as part of the Bank reconciliation activity. Payment entries in the Cash Book are duly attested by Head Teacher/teacher the entries in the receipt side are not being attested by anybody. The Receipt & payments are recorded on the basis of realization of cheques and /or entries made by the bank in the pass book.

The stock register are being maintained at the SDMC level the entries relating to acquisition of assets are also finding place in this register instead of showing it as part of asset register. Neither physical verification report nor the assets purchased under SSA have been marked with distinct numbering. The additional class rooms and head masters room donated by the community members do not find place in the asset register.

The schedule of assets attached to and forming part of the annual accounts does not figure any asset donated by the committee members. It was mentioned that in the absence of any valuation of these donated assets these are not being included in the schedule of assets. The Mission team suggests such assets which are at no value should form part of the schedule at no value. *The Mission recommends that the capacity building of the accounts staff should take into consideration the above issues.*

Internal & External Audit

As per the Financial Management & Procurement Manual (FM&P), all SDMCs which have expenditure of more than 1 lakh will be audited by the Internal and External Auditors. There are

SDMCs visited by the team which have not been covered in either of the audit since inception of SSA Programme irrespective level of expenditure. Efforts need to be made to ensure coverage of Internal and External audit at least in respect of those SDMCs where level of expenditure is above 1 lakh. However, in regard to those SDMCs which have expenditure level less than 1 lakh the Team suggest that a phased programme has to be drawn to ensure coverage of all such SDMCs having expenditure level of less than 1 lakh. The External Audit is presently conducted by one Lead Auditor who is assisted by 5 auditors at the districts level. Against the 202 BRCs and about 6000 SDMCs the external audit is complete for 202 BRCs and 1728 SDMCs. The accounts for 2009-10 have been certified by Chartered Accountants. The Internal audit has been outsourced and 04 Chartered Accountant firms have been appointed to carrying out regular Internal Audit. The appointments of both External and Internal Auditors are based on the terms of reference prescribed with the Financial Management and Procurement Manual. During 2010-11 till 31st Dec 2010 Internal audit has covered 20 districts and 119 blocks. The internal audit reports have been received in respect of 12 DPOs and 10 DIETs.

The Internal & External audit is largely confined to block level. As on 31.12.2010, the position of outstanding paras for both internal and external audit is indicated below:-

External Audit

Sl. No	Year	Opening Balance on 1.10.2010	No. of paras settled, during the quarter including paras marked for local verification	Replies not received	Closing Balance as on 31.12.2010
1	2001-02	2	2	-	-
2	2002-03	6	3	3	3
3	2003-04	7	2	5	5
4	2004-05	17	4	13	13
5	2005-06	32	16	16	16
6	2006-07	76	8	68	68
7	2007-08	66	3	63	63
8	2008-09	98	3	95	95
	Total	304	41	263	263

Internal Audit

Sl. No	Year	Opening Balance on 1.10.2010	No. of paras settled, during the quarter including paras marked for local verification	Replies not received	Closing Balance as on 31.12.2010
1	2002-03	57	0	57	57
2	2003-04	140	3	137	137
3	2004-05	1216	13	1203	1203
4	2005-06 & 2006-07	1559	4	1555	1555
5	2007-08 & 2008-09	1432	21	1411	1411
6	2009-10	607	3	604	604
	Total	5011	44	4967	4967

The above tables depict the progress of settlement of paragraphs of both external and internal audit which is quite slow and needs to be geared up. *The Mission recommends that monthly/quarterly review of outstanding paragraphs at the level of SPD should be taken up to accelerate the progress of settlement.*

Staffing and Capacity Building

The Chief Accounts Officer and Accounts Superintendent have been taken on deputation from State Accounts Department. The engagement of other staff is outsourced. The sanctioned strength, men in position and vacancies are indicated below.

	Sanctioned	Posts Filled	Vacant
At SPO Level			
Chief Accounts Officer	1	1	-
Accounts Superintendent	2	2	-
Cashier	1	-	1
Accounts Assistants	-	7	-
At DPO Level			
Accounts Superintendent	30	23	7
Accounts Assistants	-	30	-
At Block Level			
Accounts Assistants	-	202	-

Efforts need to be made to fill the remaining vacancies. The recruitment of Block level assistants have been mandated.

While there is a sanctioned strength of Chief Accounts Officer, Accounts Superintendants and Cashier, no sanctioned strength has been fixed in respect of other posts. As mentioned earlier at the SDMCs level the books of accounts are maintained by Head teacher/Teachers who have been entrusted with this additional work. This seriously affects not only their regular work but has a cascading effect in the maintenance of books of accounts.

In so far as the capacity building of finance and accounts staff is concerned 05 day training is prescribed for accounts staff of SPO & DPO officials. Though some efforts have made in the direction, SDMCs are yet to be covered. *The Mission recommends accelerating the pace of training at SDMCs level to ensure proper maintenance of books of accounts.*

Display Board

As a part of the social audit the school are required to maintain a display board indicating the grants received and expenditure incurred there against to ensure that the information remains in the public domain. The Tam however observed that while the grants received have been indicated on the display board. The actual expenditure of these grants is not been mentioned. The display boards have been fixed in the Head Master room and as such purpose of having

display board is not being fulfilled. *The Mission recommends that display board should be provided at some prominent place outside the room of the head master.*

Procurement

The SSA programme in Karnataka is following the Financial Management & Procurement Manual for procurement of goods and services at State, District, block and SDMC level. The State is following the e-procurement for meeting its requirement. Tenders are uploaded on the website and bids are also received online. The evaluation of tender document for technical part by technical committee and for financial part by the financial committee. As pointed out in the last JRM the procurement MIS is yet to be developed.

The printing of text books has been outsourced to Karnataka Text Book Society an organization of the Government. Funds are placed in advance at disposal of the society for supply of text books. Quality checks of the paper, printing is being done by the society. A review of the quality report has revealed that there are cases where printing of text books is not as per specifications. The society has levied and recovered penalty in such cases. However, the penalty recovered is not passed on to SSA. It was explained that it is difficult to assess the penalty for SSA work since in addition to SSA books the society is also printing text book in behalf of the State Govt. *The Mission recommends that the society should assess and pass on the penalty recovered on pro-rata basis for aided schools based on the no. of books printed for SSA.*

Computers are supplied to the upper primary schools. The terms and conditions for purchase provide for installation and annual maintenance for a period of three years. The orders for purchase are released at the level of SPD and order copies/ agreements are not being endorsed to any of the users. Consequently it is not possible for the user to verify the receipts with the specifications listed out in the agreement/purchase order. Since the contract covers annual maintenance for three years, in the absence of agreement/ order, the maintenance is also poses problem leading to delayed maintenance. *The Mission recommends that a copy of the contract / purchase order should be sent to the users.*

Conclusion

This report tried to highlight some of the achievements of the State in implementing SSA and resultant outcomes, as well as assessed the problems / issues while doing the same. On the basis of the review, the Mission has put forward some suggestions/ recommendations mainly with an aim to help the State to push the envelope to a higher level. The Mission is very appreciative of the State's achievement in many areas, and sympathetic to some of the issues which are beyond the realm of SSA. The Mission would like to suggest that the State SSA team review the programme periodically to see how the districts and sub-districts are moving in terms of the suggestions/ recommendations made by this JRM.

Table Annex B.1**Transition losses (%) from grade to grade, analysis of DISE from 2004-05 to 2008-09**

Category	6 th to 7 th	7 th to 8 th	8 th to 9 th	9 th to 10 th	7 th to 10 th
All Children	1.69%	9.75%	11.36%	10.89%	28.72%
Girls	1.84%	11.06%	11.26%	9.90%	28.9%
SC	3.18%	13.26%	16.3%	13.85%	37.46%
ST	3.95%	15.46%	17.48%	15.53%	41.07%
OBC	0.62%	19.8%	14.30%	11.40%	39.20%
Muslims	6.25%	19.5%	17.38%	15.94%	49.20%

Source: State SSA

Table Annex B.1

YEAR	URBAN: CLASS-V					URBAN: CLASS-VII				
	Enroll	Appear	Pass >60%	% of enrolled appeared for exams	% of those passed in total enrolled	Enroll	Appear	Pass	% of enrolled appeared for exams	% of those passed in total enrolled
2003-04	806	656	336	81%	42%	731	665	611	91%	84%
2004-05	778	675	352	87%	45%	813	749	747	92%	92%
2005-06	699	598	243	86%	35%	731	664	663	91%	91%
2006-07	738	648	286	88%	39%	744	662	653	89%	88%
2007-08	728	627	323	86%	44%	709	645	644	91%	91%
2008-09	648	556	275	86%	42%	705	659	658	93%	93%
YEAR	RURAL: CLASS-V					RURAL: CLASS-VII				
2003-04	687	587	225	85%	33%	845	772	403	91%	48%
2004-05	709	609	251	86%	35%	824	766	415	93%	50%
2005-06	740	618	250	84%	34%	795	727	344	91%	43%
2006-07	721	600	230	83%	32%	776	724	308	93%	40%
2007-08	639	556	259	87%	41%	799	755	345	94%	43%
2008-09	642	572	214	89%	33%	724	685	359	95%	50%

Source: Reworked using data provided in the study by Shetty, Basavaraj, 2010

Table Annex B.2

	Language		Maths		EVS		Social Science	
	Round I	Round II	Round I	Round II	Round I	Round II	Round I	Round II
Class III								
Karnataka	69.96	69.00	68.45	59.66				
National Average	63.12	67.53	58.25	60.92				
Class V								
Karnataka	58.63	64.56	46.03	57.48	51.46	60.34		
National Average	58.87	60.31	46.51	48.46	50.30	52.19		
Class VIII								
Karnataka	63.68	51.73	43.30	40.57	46.47	41.53	59.96	47.80
National Average	53.86	56.13	39.17	41.50	41.30	41.75	46.19	46.94

Source: NCERT Round I and II, Analysis by DSCERT

Table Annex B.3

Subjects	2nd/3rd std		5th std				7th std				8th std
	2005-06 (2nd std)	2006-07 (3rd std)	2005-06	2006-07	2007-08	2008-09	2005-06	2006-07	2007-08	2008-09	2008-09
Kannada	65	75	51	63	70	83	54	68	73.2	84	85
Maths	61	74	46	58	73	86	40	57	74.3	82	70
EVS	78	78	53	65	69	78	50	65	65.9	77	62
S.S	47		47	60	71	79	46	61	71.5	75	71
English				72	68	71		68	67.3	71	69
Total	63	76	49	64	70	79	48	64	70	78	71

Source: KSQAO

Table Annex B.4

Visioning Exercise of Quality at State level: Outcome Indicators identified

Learning Achievements by the end of

• 3rd Standard.

- Attends to school with not less than 95% attendance
- Has friendly relationship with other students
- Listens with comprehension the speech of the teacher and friends
- Responds in a context as expected, Shows interest in narrating simple stories
- Participates in activities organized in the class and the school

- Reads simple texts in L1, Writes legibly in L1
- Comprehends simple speech in English
- Knows basic operations in mathematics using 3 digit numbers
- Identifies and names living and non living things
- Has awareness of personal cleanliness, keeps the surroundings of school clean
- Distinguishes between public and private property
- **5th Standard**
 - Listens and comprehends speech inside and outside the classroom in L1
 - Speaks with appropriate pronunciation and intonation in L1
 - Has the ability to read a given text including unseen texts in L1
 - Writes the summary of the text read in L1
 - Can engage in simple conversations, read simple texts, and write simple sentences in English
 - Solves verbal problems, does mental calculations
 - Knows basic operations of mathematics with reference to decimals and fractions, identifies algebraic letter and numbers, calculates the area of simple shapes
 - Identifies the importance of energy and its conservation, establishes the relationship between living being and the environment
 - Knows about one's family, habitation/village/village properties, locates places and their directions
 - Is aware of the cultural, social and geographical background of his/her place of living and the district in general
 - Can understand the environment from the point of view of eco balance
 - Helps others when they are in need, participates in group
 - Exhibits skills learnt in part – B
 - Has clarity of concepts learnt up to class V in different subjects understands one's environment with a scientific bent of mind/cause and effect relationship
 - Is time conscious and completes the work assigned to him/her with interest
- **7th Standard**
 - Engages in studies independently
 - Reorganizes a given text in one's own language, Reads and comprehends unseen texts in L1
 - Elaborates a given a topic in order to write a paragraph independently in L1
 - Expresses ideas in simple language in L2
 - Is capable of applying the basic concepts of mathematics in day to day life situations
 - Takes decisions based on facts and logical conclusions
 - Completes the project work given in time
 - Engages in discussion of environmental issues, social issues and health issues
 - Displays an understanding of the concepts learnt up to class VII in science, maths & social science
 - Assumes responsibilities, Is aware one's rights and duties
 - Participates in curricular and co-curricular activities with a positive attitude
- **8th Standard**
 - Has good communicational abilities in L1, Reads in L1 fluently, Has the knowledge of

the grammar of in L1, Writes in L1 independently and creatively

- Reads unfamiliar texts in English, Engages in simple conversation in English
- Expresses one's ideas using simple English in oral and written forms
- Willing to refer to different sources of knowledge like dictionaries, encyclopedia
- Reads simple sentences and write without mistakes in III language
- Displays an understanding of all the concepts in Mathematics, Science and Social Science introduced up to class VIII
- Draws pictures, and interprets graphs
- Displays an understanding of India's historical background, geographical setting and social life
- Conducts experiments using different apparatus
- Works towards the specified goal-
- Has scientific knowledge of the changes that take place in body
- Expresses one's views freely and respects others' views

Performance Indicators

• Students

- Attends school in time and follows school timings, Presents oneself in an acceptable manner, Has the ability to speak with courtesy and coordination
- Maintains cleanliness at school, Takes part in school activities
- Physically and emotionally healthy.
- Engages in independent learning, Participates in classroom learning activities enthusiastically
- Expresses opinions without any hesitation, Reflects over one's learning, behavior, receives feedback from others
- Has concern for others in the school, and outside.
- Has concern for protecting and preserving nature

• Teachers

- Utilizes community resources and knowledge.
- Ensures maximum learner participation in classroom activities, defers from answering questions and allows children to think and explore answers
- Creates a congenial teaching learning environment in school
- Knows the family background, socio economic conditions and linguistic background of the child and maintains profiles for all children.
- Can express the intents and expectations of the curriculum
- Prepares for lessons, Prepares and uses TLM appropriately
- Has good communication skills, both verbal/non-verbal including narrating stories /artistic skills
- Respects his/her profession.
- Relates oneself to the community
- Has command over the subject and methodology, regularly updates the same.
- Is committed to spread human values
- Maintains learner portfolios to monitor progress in each key area of student's overall development
- Analyses and shares student performance with the community.

- Shares professional experiences and receives feedback from students, colleagues and others
- Can identify learning levels of students & organize learning experiences according to their needs.
- Engages in reflective practices.(Reflection over classroom processes, learning of children, sensitive to needs of children)
- **Classroom processes**
 - All students have opportunities to construct their knowledge through activities
 - Teachers work as facilitators of learning
 - Children sit in groups and conduct discussions
 - Children engage in project work and learn through discovery method
 - Learning processes are not limited only to the classroom. They also get extended to the community. Children apply whatever they learn to their daily life.
 - Students ask questions. Instead of answering them right away, teachers engage them in a process of searching for answers.
 - Class is learning centered. Students as well as teachers are engaged in the process of learning.
 - Teachers organize activities beyond the textbooks.
 - Students collect the records of their learning in portfolios and reflect over their learning and be active in making up for the losses
 - There is no discrimination in classroom processes. All children are engaged in collaborative learning.
 - Different professionals take class for the benefit of children
- **Schools**
 - Has all infrastructural facilities and barrier free environment for children with special needs
 - Children can approach the teachers without any hesitations
 - Has an attractive atmosphere
 - Provides space for individual expressions through various activities
 - Children engage in learning even in the absence of teachers
 - Provides for community participation in school processes
 - Respects child rights
 - Makes use of locally available resources for providing learning experiences
 - Has subject clubs which are functional
 - Has a time schedule that suits the needs of the life style of that village where the school exists
- **Teacher Educators**
 - Is aware of the curriculum frame work and syllabus, including contemporary issues and trends in educational thinking
 - Has clear awareness and understanding about background of participants, including previous trainings attended (if necessary draws upon case studies).
 - Maintains profiles of trainees, Identifies training needs and plans programmes accordingly
 - Has an overview of complete training design: including training objective, content,

transaction methodology, evaluation of training and also follow up activities(+ operational aspects: e.g. finance, schedule, etc.).

- Plans before each session, as well as training.
- Provides experiential inputs in trainings, i.e., generates experiences of different kinds
- Provides onsite support to teachers in implementing the inputs provided in the training
- Evaluates impact of training on classroom processes
- Documents and disseminates the processes of the training programme
- Identifies performance indicators in light of the trainings conducted.
- Develops one's own vision related to empowerment of teacher

• **Head Masters**

- Head Master has Vision for the school, Shares the vision with others
- Collectively develops / facilitates vision and plan for school development, based on needs / issues of children, & from children's perspective, along with stake holders
- Prepares a School Academic and Development Plan in consultation with children, colleagues, SDMC and members of the community.
- Arrives at & agrees upon 'desired practices'/guidelines in light of vision for school.
- Enables regular capacity building of teachers through discussions, debates, sharing, reading, reflection – conducts staff meetings every month
- Receives feedback from children ,parents and colleagues
- Develops of resource centre by collecting stories, materials locally.
- Observes the classroom processes and guides teachers where necessary – preparedness to take class, assessment of children, feedback mechanisms
- Ensures community participation in school processes
- Ensures optimum use of resources available by consulting the teachers, members of the community
- Head Master has Vision for the school, Shares the vision with others

• **CRC/CRPs**

- C R P has the knowledge of National Policies and other educational thinking
- Has Vision for the school, Shares the vision with others
- Recognizes the talents of and good practices of teachers
- Documenting views / experiences of stake holders, incorporates good practices in the cluster.
- Identifies needs / gaps (strength, weakness, socio-eco profile, actual classroom difficulties) and prioritize areas for training
- Develops in self and others institutional vision / goals in consultation with all.
- Sets short term objectives for each school with time line.
- Arrange for visits of teachers to each others schools to observe good practices
- During school visits observes classroom processes, gives feedback and makes teachers reflect over their own practices ; Listens to teachers with patience,
- CRC acts as resource Centre in terms data related to schools, TLM, Print resources, Research and studies community resources
- CRP has conviction in his/her work

• **BRCs/BRCos/BRPs**

- Setting vision / targets in collaboration with all key stake holders; in light of local

variations, identifying needs / gaps to be covered in order to achieve the vision.

- Aware of the current status of block in UEE, clear understanding and plan for increasing enrolment, access, retention, & quality education.
- Involve key institutional stakeholders for planning.
- Implement planned activities to reduce dropouts, increase gender parity and achievement levels)
- Maintains Data base of Schools, RPs, HMs, Teachers and others. (updated, validated)
- Update knowledge through regular use of all available sources, including multimedia; reflects in meetings with CRCs and teachers.
- Monitoring performance of clusters, providing platform for sharing best practices, eliciting appropriate feedback.
- Develops strategy to grade schools and clusters and motivate them to reach a higher level
- BRC sets targets to visit schools, evaluates schools, including inspection of CRCs.
- Reviews the functioning of CRPs /BRPs once in a month, gives feedback
- Provides platform for conducting teacher empowering activities like Research and studies, seminars, symposiums and develops itself as an academic resource centre.
- Uses assessment / monitoring tools to know what is needed.
- **Office of the BEO**
 - Has a well equipped building
 - Is connected with all schools, district offices and other block offices through internet
 - Undertakes follow up and gives educational guidance from school level to block level.
 - Administration is transparent –No pending of files beyond 3 months(Unless there is a valid reason)
 - Gets the co-operation of other departments, and the community.
 - Attends interaction meetings, conducts review meetings.
 - Acts as a reflective practitioner.
 - Has a well equipped building
 - Is connected with all schools, district offices and other block offices through internet
 - Undertakes follow up and gives educational guidance from school level to block level.
 - Administration is transparent– No pending of files beyond 3 months(Unless there is a valid reason)
- **DIETs**
 - Has well equipped buildings with library, laboratories and computer room, Multi-media room and a training hall with residential facilities for trainees
 - Plans activities in consultation with key stake holders.
 - Recognizes performing teachers, BRPs, CRPs and schools, in collaboration with DPO.
 - Publishes success stories through newsletters, newspapers, electronic media, to promote innovations, good practices
 - Acts as resource centre – library, laboratory, Computer centre, and an updated website which are used by the teachers. (Teachers even visit for experiment)
 - Sets goals in view of state, BRC, CRC visions; to be realized through interventions at least in terms of research, training, faculty development including BRC-CRC, material development
 - Developing appropriate models (in light of curricular needs, ways in which teachers learn

best, which allow practical implementation by trainer, and are known to lead to desired impact)

- Documentation / dissemination about known issues / needs, containing good practices that are appropriate to the context
- Share resources / documentation with various levels
- Creates vibrant DRGs as needed.
- The pupil teachers develop theatre abilities and artistic skills which they can use in classroom processes
- Promotes facilitation skills in activity based classroom processes both in service and pre service teacher education
- Creates and maintains a garden as an academic experience for pupil teachers
- Provides a platform for conducting teacher empowering activities like Research and studies, seminars, symposiums and develops itself as an academic resource centre.
- Analyses academic data of the districts and undertakes suitable activities to remedy the deficiencies.
- Aims at 50% of the children achieving 80% of the expected competencies, rest of them would be provided extensive support to learn the expected competency/content.
- **Office of the DDPI**
 - Has a well equipped building
 - All the files are disposed within three months (Unless there is a valid reason)
 - The complaints received or suggestions made are followed up regularly
 - Has teacher friendly atmosphere/listens to the grievances.
 - The officer in charge has a vision of educational development of the district
 - The DDPI meets the staff of the office every fortnight to review the progress of work
 - The office is computerized
 - Educational decisions are taken after consulting all the stakeholders and one holds a collective responsibility for the decisions taken.

5. MADHYA PRADESH

INDIA
SARVA SIKSHA ABHIYAN (SSA)
13th JOINT REVIEW MISSION
(January 19 - 24, 2011)

STATE REPORT: MADHYA PRADESH

1.1. Introduction

On behalf of the 13th Joint Review Mission, K. Ramachandran (GOI), Michael Latham (DFID) & Deependra Prasad (GOI), visited Madhya Pradesh from Jan 19th to January 24th, 2011 to review progress in the implementation of Sarva Shiksha Abhiyan in the state as per the outcomes and objectives set out by the GOI and the development partners. This review was especially crucial keeping in mind the imperatives of the RTI Act which have now come into force and the challenges that the State will face in its execution.

The Mission members interacted with the State Project Director, and the other officials at the state level, the Collectors of Dewas and Ujjain districts, the District Project Officers, the Block and Cluster Resource Centers. The mission members visited Primary schools, UPS, RBS, KGBC, NPEGEL centers and the DIETs of both the districts. A visit to the CTE of Ujjain was also carried out. The team wishes to thank the State Project Director Mr. Manoj Jhalani, the Collector of Dewas, Pushplata Singh and the Collector of Ujjain, Dr Geetha, for facilitating the visit. The members also wish to thank the District Project Coordinator of Dewas, Mr. R.K.Pandey, and the DPC of Ujjain Mr. N.D. Somani and the complete state level and district level staff for all operational help, data and time provided by them.

1.2 Overview and Key Issues

Achievements

Madhya Pradesh has 50 districts out of which two districts Dewas and Ujjain were visited. The Mission is impressed with the achievement of Universal Access and the programs for student retention that the state has launched.

The provision for data collection through the portal and its usage at various levels for proactive decision making is an exemplar for all other states to follow. The assistance that the portal provides for information dissemination and corrective action is highly valued by all functionaries. Information on student achievements, teacher efficacy & civil works progress is routinely utilized by the people.

Issues for consideration going forward

Specific issues identified by the Mission and in the session with the Commissioner for Education and his team included:

Access and Retention

- Need to reduce the number of children that are not classifiable as 'out of school' but who are nevertheless habitually absent on such a regular basis or absent due to disinterest / illhealth / lack of parental support etc.

Quality

- Despite the large number of in-service training programs being available, the lack of effective teaching at the school level is a core issue together with the need to identify appropriate and practical training programs with child-centred pedagogy.
- Need to recruit large number of subject-based teachers for UPS in Maths, Science and English and to be able to deploy them into the more remote and rural communities
- Development of a Civil works strategy for classrooms and campuses which doesn't just house the school, but provides a physical environment which attracts and retains the child.
- Structuring of Teaching and support staff responsibilities & training to help energize the classroom

Equity

- Challenge of encouraging and enabling women/SC's/ST's to play a significant part in the SMCs

Monitoring

- Challenge of enabling the community to be involved in a range of new functions that includes social and quality of education audits
- Need to include registered private schools data onto the e-portal.
- Effective monitoring of school campus development to prevent haphazard development and creating an agenda for future development of the campuses

Governance

- With introduction of SMCs in place of PTAs, there will be a requirement for division of appropriate roles and responsibilities for the Panchayat and the SMCs in order to ensure efficient coordination between the two, most specifically with regard to civil works.

All data provided in this Report has been drawn from the Madhya Pradesh Overall Programme Implementation Report and documentation drawn from the presentations made in Bhopal, Dewas and Ujjain to the Mission.

Progress towards the achievement of Goals

Goal 1: All Children in School

Achievements

Year	Government Primary schools	Government Upper Primary schools
Before SSA	56147	12415
2009	83034 (+48%)	27559 (+ 121%)

In 2010-2011, 920 new UPS and 378 PS have been sanctioned. As a result of this endeavor, there is no district with a classroom gap of more than 3000 but there is still a need for:

- **Rooms:** 10395 additional classrooms, 59634 primary HM rooms, and 15424 Upper Primary HM rooms
- **Facilities:** Toilet provision in 43451 schools for boys and, most critically, toilet provision in 73909 schools toilets for girls and drinking water in 7702 schools.

Current status of provision

Requirement of additional classrooms as per RTE after deducting already sanctioned	Net Requirement of HM Rooms		Disaggregated year-wise construction plan (ACR)			Disaggregated year-wise construction plan (HM Room)		
	Primary	Upper Primary	2010/11	2011/12	2012/13	2010/11	2011/12	2012/13
10395	59634	15424	7161	3234	0	5692	39549	29817

Current status of schooling facility

- Primary school - Target and achievement:
 - Satellite Schools- 919 Satellite schools were sanctioned and opened
 - Upgradation of EGS to Primary Schools- All 25968 Education Guarantee Schools have been upgraded to Primary Schools or satellite schools.
 - In 2010-11, 386 Primary schools were approved under SSA, out of which 378 new schools with teacher posts have been sanctioned by the State Government.
- Upper primary school- Target and achievement:
 - Under SSA till the year 2009-10, 15144 Upper Primary Schools sanctioned under SSA, all sanctioned 15144 schools upgraded into Upper primary schools.

- In 2010-11, 944 Upper Primary schools approved under SSA, out of which 920 new schools with teacher posts sanctioned by the State Government.

Proposed actions for schooling provision

- Access to Primary schools

- The State Government has revised the policy in the light of The Right of Children to Free and Compulsory Education Act 2009. There will be no Satellite schools. Only Primary schools will be opened, as per the neighborhood norms of the RTE Act and as per the norms under M.P. Jan Shiksha Adhinyam 2002.

- Access to Upper Primary schools (UPS)

- Habitations not having an upper primary schooling facility within a distance of 3 kms are being provided upper primary school by upgradation of the existing centrally located primary school as per the State norms which include availability of at least 12 children who have passed Class 5.
- In the light of The Right of Children to Free and Compulsory Education Act 2009 the state is making provisions that - where no school exists within the area or limit of neighbourhood - adequate arrangements, such as free transportation, residential facilities etc. for providing elementary education in a school, are provided.
- Universal access to schools for children in terms of proximity to the habitation is close to being achieved, with out of 88276 surveyed habitations, more than 98% having primary school within 1 km and more than 97% having an Upper primary school within 3 kms. The last mile has been tried to be covered with One room – One teacher Satellite Schools, which under the neighborhood norms of the RTE, would become minimum 2 Room-2 teacher Primary schools. Under the purview of the RTE, for Scattered Habitation, where provision of a separate school is not viable, either the existing surrounding PSs are to be rationalized and/or provision of free transport, bicycles for the girls in class 6, and residential facilities are to be ensured to allow all children access to elementary education.

Concerns

- There are still gaps persisting between primary and upper primary enrolments and there are larger numbers of dropouts in the upper primary section.
- There are accounts of problems in the management of the use of budgets in the Village Panchayat Bank accounts.
- Last Mile Connectivity has obvious problems of teacher availability and willingness to commute long distances, plus supervision issues of remote school buildings through engineers. This needs quick addressal, as quality at the last mile has a potential to create an exemplar for the entire program.

Recommendations

- i. Fast track the Building as Learning Aid (BALA) programme- making a child friendly environment and facilitating learning and teaching concepts into the design and unit cost. One equipment aspect could be the provision of bunk cots for the hostels and, given lack of furniture, the supply of cushions for students to use in the classrooms
- ii. To address absconding with funds and ensuring the most appropriate solutions for implementation in both existing and proposed school buildings, focus on increasing Community involvement through rolling out such means as the Chah Gaya School – working together to develop the vision of the school with all the stakeholders – which has been done successfully in 120 schools.

Goal 2: Bridging Gender and Social Gaps

A. Gender gaps

Achievements

	2007-2008	2008-2009	2009-2010
Girls	104.5	104.34	119.78

- Motivation camps like Maa - Beti Melas have been organized for mobilizing out of school girls and their mothers. Motivation camps of community members, door-to-door contact, and orientation of PTA members were also organised
- Specific incentives have been introduced such as: (i) Distribution of free uniforms to all girls enrolled in Government schools in educationally backward blocks (EBB) under NPEGEL - out of 313 blocks 280 blocks are educationally backward blocks and covered under NPEGEL. Procurement and distribution of these uniforms are provided by the PTAs through funds received at the district level; (ii) 5338 schools received awards in 2009-10 in recognition of raising learning outcomes of girls.
 - One Model Cluster Schools in each cluster in EBB is selected for developing as a 'Model Cluster School for Girls' - these are the schools which enroll more girls from the SC, ST, OBC, and Minority categories.
 - Specific interventions include: Distribution of bicycles – distribution of uniforms – higher scholarships for girls – push for girls' toilets – state support for building of girls hostels and KGBVs

Operationalisation and functioning of KGBVs

Madhya Pradesh is following Model 1 and 3 of GOI guidelines. 15 Model 1 KGBVs are new UPS with 100 seater hostel facility. 185 Model 3 KGBVs have a residential facility for girls with existing middle schools.

- Till 2007-08, GOI has sanctioned 185 KGBVs.
- In 2008-09 GOI has sanctioned 15 new KGBVs as Model 1. All of these KGBVs have been made functional
- All 200, KGBVs are functional. All KGBVs are 100 seater.
- in Supplementary AWP 2010-11 6 new KGBVs are sanctioned

Enrolment status of KGBVs

<i>Total</i>	<i>SC</i>	<i>ST</i>	<i>Gen+OBC</i>	<i>BPL</i>	<i>Minority</i>	<i>CWSN</i>
18997	3657	10057	5283	7218	114	109
	19.3%	52.9%	27.8%	38.0%	0.6%	0.6%

Concerns

- *Is there a challenge emerging whereby the girls are being enrolled in public sector system while boys are being enrolled in the private school system? In many schools visited there was a clear majority of girls attending, and when asked the reason for this from the students and staff, the answer was that the male siblings were going to the private school.*
- 3255 Seats in Ashram Shalas - Ashram Shalas are residential schools being run by the Tribal Welfare department and SC Welfare department. The standard of the hostel facilities here did not seem to be of the same standard as those noted in the KGBV and Girls Hostel run under SSA.

Recommendations

- i. Conduct studies looking into the communities' perceptions of gender and schooling
- ii. Establish the means for collecting and analyzing data on the migration to and from public and private schools

Social Gaps: Scheduled Caste, Scheduled Tribe, Muslim Minority

Achievements

Primary – Population share and Percentage of Enrollment 2008-2010

<i>Category</i>	<i>Population share</i>	<i>2008</i>	<i>2009</i>	<i>2010</i>
<i>Girls</i>	48	47.9	48.0	48.1
<i>SC</i>	15.2	17.8	17.9	17.5
<i>ST</i>	20.2	24.1	24.3	24.3
<i>Minority</i>	6.4	-	4.2	5.3

Upper Primary - Population Share and Percentage of Enrollment 2008-2010

Category	Population share	2008	2009	2010
<i>Girls</i>	48%	45.8	46.5	47.4
<i>SC</i>	15.2%	17.7	18.0	17.6
<i>ST</i>	20.2%	18.8	19.9	20.8
<i>Minority</i>	6.4%	-	4.1	5.0

- The social gap in enrolment across the different social categories is narrowing. For SCs the GER goal is achieved GER while there is a small gap for STs at Upper Primary level (94%).
- Enrollment of Muslim minority children in Primary schools has increased from 2.3% in 2006-2007 to 5% in 2009-2010.

Review of interventions

- Identification of weak pockets and ensuring mobilization and monitoring
- Priority of enrollment of SC/ST girls in KGBV and hostels
- Residential Bridging Courses (RBCs) for tribal children
- Scholarships for SC/ST girls from Class III onwards
- Specific teaching training for Madarsas (2874 teachers trained from a target of 3588)

Strategies	Total Target children	Total Target No. centres	Total covered OOSC	Total Opened centres
Residential Bridge Course	8304	166	8304	166
New Residential Bridge Course	35013	700	11542	441
Non-Residential Bridge	16570	1657	16570	1657
New Non-Residential Bridge Course	26824	2687	6150	477
Human Dev. Centre/Paraspar Yojna	5908	235	1664	65
Direct in schools	61052	-	44320	-
Home based education	3727	-	-	-
	157398	1851		2806

Concerns

- STs focus is still required at Upper Primary level
- Specific focus on addressing the drop-out rates for STs
- Learning levels for STs still needs focus

Recommendations

- Ensure greater equality across the types of provision – RBC, KGBV etc – since there is a disparity between these types of provision and in the funding allocated to each (eg., Per child INR 833 for RBCs compared to INR 1700 for KGBVs)

- ii. Ensure inclusion of sensitization training at the community level for the new SMC training programmes and use the services of persons with relevant experience in gender and social inclusion to develop and deliver the gender and social equity component of the SMC training
- iii. Conduct a tracer study/survey to assess which of the interventions – KGBVs, hostels, RBCs, scholarships – have the best rate of success in completion, mainstreaming and then ongoing academic success

Children with Special Needs

Achievements

Specific interventions include:

- 96,144 CWSNs were identified and of these 83835 were covered
- Mobile Resource consultants appointed in 160 blocks
- 90 day Foundation Course training given to 4353 teachers
- Medical assessment camps organized at 221 blocks of 37 out of 50 districts
- 50 hostels for CWSN run by SSA functioning with the help of approved NGOs

Other supporting interventions include:

- Annual Village Education Tracking (VET) survey provides the state with robust mapping data on enrolment and retention of all excluded categories and enables specific efforts to reduce the numbers. In addition this online tracking system (<http://www.educationportal.mp.gov.in>) of OOSC and CWSN children that includes-
 - Registration of these children with their profiles
 - Automation of various processes involved in their identification
 - Registration of the OOSC/CWSN
 - Efforts being made for enrollment and mainstreaming of OOSC/CWSN
 - Online tracking of follow-up efforts made by the concerned authorities for their enrollment and mainstreaming
 - Common public can also report an out of school child for mainstreaming
 - Portal facilitates online follow-up and tracking of efforts being made by government for the individual follow-up and mainstreaming of the child
 - Improvement in the quality of the services being rendered to OOSC/CWSN and proper and transparent utilization of the budget and resources
- All children in Ujjain with cleft lip problems have been addressed as a result of a district wide campaign.

Recommendations

- i. Use the portal to analyse what programmes are the most efficient and cost effective for the different types of CWSN
- ii. Ensure inclusion of sensitization training at the community level for the new SMC training programmes and use the services of persons with relevant experience in special needs and social inclusion to develop and deliver this component of the SMC training

Goal 3: All Children Retained in education system

Achievements

Progress in Indicators

Drop out rate	2007-2008	2008-2009	2009-2010
Primary	15.6	11.9	9.8
Upper primary	14.7	11.0	9.3

The drop out rate has decreased but there are still 1.33 lacs students are out of school

Review of interventions

There is an impressive array of specific interventions that include:

- Free text book distribution to all children
- Provision of a mid day meal
- Distribution of bicycles for girls from Grade 6
- Scholarship scheme to the socially and economically weaker sections
- Distribution of two sets of uniforms for girls
- Focused monitoring of potential dropouts using the education portal and instances of child absence at the monthly test
- A toll free number 155343 has been provided to report teacher absenteeism
- The community can report directly the names of absentee teachers.
- Monitoring of teacher attendance in school by PTA, JSK, JPSK & ZSK
- PTA has been entrusted with the responsibility of ensuring teacher attendance.
- An online monitoring system has been developed to monitor the attendance and learning levels of the children. This monitoring helps in identifying the irregular students who are tracked thereafter.

Concerns

- Is there a possibility that a certain proportion of the students are being registered as enrolled and absent from class rather than being OOSC or dropout?
- 21.49 %of school dropouts among OOSCs in age range 6-10 but of this 35% is for urban boys and girls compared to 18.85% for rural boys and girls

- The absentee rate is still high – around 85% (DISE 2009) – and this fact was borne out by the mission’s visit to schools

Recommendations

- i. Given the state’s comprehensive registration of OOS children with their profiles – which is in turn supported by the comprehensive family-wise survey of all children aged 0-14 that includes identification of OOS children – micro level data can be used to evaluate the different levels of impact of these interventions
- ii. Consider apportioning some more interventions towards overall retention of students through quality. It must be noted that there seems a tilt in society for boys to go to private schools and girls to govt. schools
- iii. Ensure inclusion of sensitization training at the community level for the new SMC training programmes so that the SMC members understand that they have a responsibility under RTE to ensure that all their wards are regularly attending school
- iv. Using the portal compile and monitor the dropout rate on a monthly and quarterly basis and publicize at the block level good and poor performers
- v. Establish a role for volunteers for special training who would address those students that had dropped out consistently and/or with legitimate reasons but were now lagging in their studies.

Goal 4: Education of Satisfactory Quality

4.1 Curricular reforms

Achievements

- The state compared the learning continuum with the NCF-05 and identified the linkages and gaps between them. From this process the elementary level syllabuses has been revised and a draft curriculum has been prepared for classes I to XII.

Specific activities under the Learning Enhancement programme include:

Under Primary:

- To reduce the gaps in attainment of class appropriate competencies (Maths & Language) the Dakshata Samvardhan programme has been implemented in classes II to V. in all 50 districts in all the 82000 Schools
- The Activity Based Learning (ABL) Methodology has been adopted in classes I & II on sample basis. Training of DRGs and teachers was organized to ensure effective implementation. In 2010-11 class III has also used the ABL methodology. In 2009-10

3880 schools and 1.35 lac children were covered and 500 DRGs and 7724 teachers trained.

Upper Primary

- The Active Learning Methodology (ALM) has been adopted on a sample basis in 500 Schools with 75000 children covered. In 2010-11 an additional 9254 schools will be covered
- In 2000 the State initiated the *Headstart* programme using computers as a teaching-learning tool at elementary education level. During the years 2008-10, the Headstart centres of 3052 upper primary schools were upgraded by providing additional three PCs and one UPS. Similarly, 287 new Headstart centres were opened in select upper primary schools of the State. During the year 2009-10, under the “Universal Services Obligation Fund” (USOF) of BSNL, Internet facility has been provided to select Headstart centres, where connectivity has been provided by BSNL.

Concerns

- Under the RTE ruling a proportion of teachers that have Grade 12 qualifications and are teaching in UPS will have to be transferred to PS as they do not meet the qualification mandate.
- Due to problems such as lack of power, funds and loss of equipment, ‘Headstart has not been a huge success, although getting computers into these schools for administrative, teaching and indeed enhancing the status of the public education provision school, is a priority.

Recommendations

- i. Introduction of the pilot ABL has clearly been a success. The plan is for a rollout in 2011/2012 from 200 to 5000 schools. But for a programme in which each class costs INR 12,000 for T/L materials alone, there is a need to conduct a study that seeks answers for such questions as: *is the ABL attracting all children including those who were attracted to private schools? How best to rollout equitably in all classes? What are the academic gains compared to traditional classroom delivery? What are retention rates compared to the traditional delivery?*
- ii. As in any education system, there is a need for ongoing rationalization of schools, but administrative measures still need to be taken at the district level to ensure that redeployed staff remain in underserved areas for minimum periods and that future transfer processes and decisions are implemented according to transparent and objective criteria. The state is shortly embarking on a survey to assist with this process using the longitude and latitude of each school.

4.2 Teacher availability

Achievements

- The PTR at primary level is 38.3 and at upper primary level is 35.8. In every primary school at least two teachers & at upper primary level one teacher per class is being ensured.
- 31599 teacher posts and 6052 HM posts were sanctioned in the supplementary AWP 2010-11 and a further 26026 teacher posts and 4239 HM posts, 11630 posts of Health and Physical Education Instructors sanctioned in supplementary AWP 2010-11.
- In PS a total of 194994 were posted with a total of 14757 vacancies still outstanding
- In UPS a total of 83177 were posted with a total of 5212 vacancies still outstanding

Concerns

- Placement and staffing allocation
 - School staff: One urban school had 14 teachers for 360 students – 5 over the norm whereas other examples of under deployment (one school with 82 students in Class 1, one Class 6 with 65 with 33 absent and another with 58 with 26 absent). One satellite school had five grades in one class
- There is a possible challenge downstream due to the combination of the onset of RTE and the allocation of places for public students in private schools and the fact that the state will possibly have reached nearly 100% enrolment and nearly 100% teacher supply targets. In this case in the future there could be a surplus of teachers in government schools and a situation where the PTR becomes lower than the mandated ratio.

Recommendations

- i. There is a need to determine not just the supply requirements generally but more specifically at UPS to ensure supply to meet specific subject based requirements.
- ii. Need to determine the main reasons for training targets remaining unmet - lack of space; lack of teaching staff; unavailability of teachers; over-ambitious targets and non teaching loads etc
- iii. Possible set up of a teacher supply scheme for those cases in which a teacher from a single school is absent for acceptable reasons for a long period of time.
- iv. There are various factors which require additional teachers in schools. Simultaneously, there are provisions where govt. will be putting in need based students into the 25% quota of a private school. Therefore there might be a requirement to rationalize the no. of additional teachers coming into the schools.

4.3 *Teacher training*

Achievements

- Primary and Upper Primary school teachers of all have received 10 days training during the summer vacation at the block level.
- 10 days monthly training is also given to teachers during monthly meeting at cluster level.
- During 2009-10 out of 2.69 lakh teachers 2.34 lakh teachers have been trained in the summer vacation.
- The indicative range of training activities conducted at a DIET include:
 - D.Ed through regular and/or correspondence course
 - Certificate courses conducted by IGNOU
 - Induction training based on content and methodology
 - In service teacher training based on hard spot and general topics
 - Other trainings including: Needs based – ABL training – ALM training – Science and Maths kits – Madarsa training – Microsoft computer training – Edusat training – Orientation of CAC – Inclusive Education – Teleconferencing

Concerns

- The training is overly focused on theory rather than practice in the classroom
- The days allocated for training inputs are often led by the budget rather than responding to the needs analysed on the ground
- There was no indication of provision of context-specific performance indicators for the teacher trainers although the e-portal and the monthly assessment tests provide the instruments for developing such indicators
- The state still has 40% of its teachers listed as contract and guest teachers. After service of three years these teachers are awarded permanent status.
- Needs analysis training for teachers that have been noted to deliver poor results is a focused and commendable addition. The input however is only for five days. It is recommended that the number of days be increased and that these teachers are then mentored post training and their improvement levels monitored using the schoolwise achievement levels of children through the monthly tests. *The ongoing difficulty is then knowing how to deal with those teachers who are repeat poor performers even after they have received this focused support.*

Recommendations

- i. *Practitioners*: In Ujjain 50% of the training programme was delivered by contract staff including serving teachers – it is recommended that high performance teachers are recruited to provide practical inputs (serves recognition for merit and opportunity to provide incentive for value added service)
- ii. *Allocation of training days*: Currently the allocation is based more on the availability of funding streams - this is fine but more flexibility is required for DIET staff to allocate training based on needs identified on the ground
- iii. *Participants for training*: Non attendance was noted for the regular in-service training while a better response was recorded for specific needs based training – so one option could be to increase the latter and drop some of the former's allocation. Compliance for attendance should be enforced
- iv. *Alternative certification routes*: It is proposed that alternative paths for teacher certification be developed and recognized to support integration of such teachers into the permanent workforce
- v. *Measuring impact*: The number of days of training or the number of participants is not the necessary measure of impact but rather the levels of improvement in the students. It is recommended to correlate the days and persons trained with levels of improvement on the school monthly assessment. This monitoring of context-specific indicators can also provide a possible means for grading the performance of the DIET. The current Active Research activities could be used to support this measurement activity
- vi. *Research*: A number of very relevant studies have been undertaken under the teacher training certification programmes at CTE and DIET in the state. This research should be longitudinal.

Proposed research studies for 2011-12 include (i) Assessment of teachers teaching competencies; (ii) Study on effectiveness of integrated education (IE) on educational status of children with special needs (CWSN); (iii) Effectiveness of Bridge Course; (iv) The status of civil work in Primary schools (To be evaluated by third party); and (v) Achievement level and attitude towards education of main streamed children's from RBCs. Earlier studies (see below) though can be used upon which to monitor progress over time in some of these areas.

Incentive schemes (Panjabi 2007)

TLM grant used by only 58% of teachers and only 25% of the teachers submitted demand for T/L materials

Mid Day Meal (Samath, 2007)

Third of children attended schools merely for the sake of the meal, quarter did not return after the meal

Teacher Absenteeism (Yadav et al, 2007)

90% found present compared to Mishra, (2007) who found 22% absent of whom 19% were absent without leave

Bridging course (Trivedi, 2008)

80% of students brought back into the mainstream and 90% completed the competency test

PTA (Gupta, 2007)

Strengthening of PTAs cannot be achieved by designating power to them unless they are aware of their rights and duties.

vii. It is recommended that a further study for 2011-2012 should be undertaken that identifies practices of discrimination in schools.

4.4 Availability of teaching learning materials

Achievements

- As per the State policy Free Text Books are distributed to all children enrolled in all government primary and upper primary schools, Madarsa and Sanskrit schools
- The MP Government provides additional funds to the SSA funds.
- The Free Text Books are provided to the block directly by the Madhya Pradesh Text Book Corporation in the month of March every year and these books are then distributed by PTAs in the first week of April.
- All teachers are provided the allocated teacher grant for TLM.
- The state uses SMS to ensure that the teachers have received their TLM grant

The following is a list by class of textbooks in Hindi, Urdu, Marathi and English and their year of renewal that are provided by the MP Textbooks Corporation and have been developed by SCERT.

<i>Class</i>	<i>Year of Renewal</i>	<i>No of books per class</i>
Class I	2005	3
Class II	2006	3
Class III	2005	4
Class IV	2006	4
Class V	2007	4
Class VI	2005	7
Class VII	2006	7
Class VIII	2007	9

Concerns

- The textbooks still require to be more child friendly in content and presentation/format.
- The number of textbooks provided is still considerable
- The books for Classes I, 3, and 6 have not been changed for over five years

4.5 Teacher support and academic supervision

Achievements

- *Portal and transparency:* The portal makes non performance more transparent and this broadens debate to a wider community (administrators and community have quantitative data that can be used to take non performers to task)
- There has been a concerted focus on the provision of pre-service and in-service training that supports use of child-centric methodologies such as ABL and ALM
- The target for in service training was 98% and statewide data records 95.5 % was attained

Concerns

- *Enhanced role of the Community in governance and supervision:* The changeover from PTAs to SMCs still awaits the official notice but it must be introduced and supported carefully in order to address possible friction in a situation where there has been decentralization to the Panchayat and now here is an additional community representation added to the mix. One of the roles of this new SMC goes beyond merely the functions of social audit and accountability to that of developing innovative methods of teaching and learning. Currently the convergence of PRI institutions with VEC/PTAs/SDMCs follows the following path:

- The Madhya Pradesh Jan Shiksha Adhiniyam 2002 provides for a Parent Teachers Association (PTA) in every school which is providing elementary education. The PTA has been made solely responsible for overall management of all Government Elementary Schools. PTA is thus a statutory body in Madhya Pradesh.
- The Madhya Pradesh Jan Shiksha Adhiniyam 2002 provides for constitution of a village level Education Committee in accordance with the provisions of Madhya Pradesh Panchayati Raj evam Gram Swaraj Adhiniyam 1993.
- In the rural areas, the PTA functions as a unit of the Village Education Committee under Madhya Pradesh Jan Shiksha Adhiniyam 2003.
- The aforementioned provisions fulfill the aim of community ownership of schools.
- As per RTE 2009, SMCs are being constituted.

Recommendations

- i. Need to enhance means of measuring, monitoring and publicizing the effectiveness of BRC/CRC in academic supervision and improving school performance. This

measurement should be taken across the following five indicators: performance against agreed roles and functions - extent to which the tasks are being done – extent of on-site support given to schools/teachers - the content and quantum of training given – the perception of the teachers, parents and students.

4.6 Pupil Assessment

Achievements

- With the school-wise achievement levels of children being monitored through monthly tests that are maintained on the education portal, the education system has an excellent means at hand for student and teacher performance tracking. These tests are independent and reliable pupil assessment grade wise, there are subject-wise competency based Question Papers provided and competency based, unit based Question Banks have been developed for all classes and all subjects.
- The state is now monitoring monthly the achievement of class VI, VII and VIII in Math, Hindi, English, Sanskrit, Social Sciences and Science in all 50 Districts, 26,928 schools for 30,84,688 children
- The state has started a very interesting motivational tool for PTAs - *Sampurn Shikshit Gram Yojana* – whereby different amounts are paid based on the % of students attaining defined learning levels (i.e., 90% receive Rs 5000 per class and 80% receives Rs 2,500 per class. This incentive system could use different measures of achievement to access the reward depending on what was a key quality area of focus for improvement

Concerns

- A key aspect of RTE is the emphasis on evaluation of the students' learning as they progress through the grades rather than at some specific gate at the end or during the teaching process. However, at the DIET/BRC/CRC and school level, concern was voiced as to the need for assistance in understanding and incorporating Continuous and Comprehensive Evaluation (CCE).

Recommendations

- i. *CCE*: Need to share intra state lessons learnt on how best to train teachers (and inform parents) on how CCE can be of benefit to all the stakeholders
- ii. *Other indicators for monitoring*: Track average attendance of teachers and students at schools at the block/district level on a monthly basis as an indicator of systemic achievement – currently the average is around 85 percent for students – and publicize the good and poor performers.

4.7 Student learning levels

Achievements

On the following national rating levels, the state has shown considerable gains in academic achievement, as evidenced from the following four tables:

Standards 1-IV: Enhancement of Learning - ASER 2009

<i>Std I-II</i>	<i>National</i>	<i>MP</i>	<i>St III-IV</i>	<i>National</i>	<i>MP</i>
% children who can read letters, words or more	78.5	95.4	% children who can read Level 1 or more	64.2	87.5
% children that can recognize numbers 1 to 9 or more	78.7	94.4	Children who can do subtraction or more	56.3	81.9
% children who can read letters or more in English	54.6	70.8	% children who can read sentences in English	16.7	18.5

Class 5 – NCERT Survey

<i>Subject</i>	<i>BAS</i>		<i>MAS</i>	
	<i>National</i>	<i>MP</i>	<i>National</i>	<i>MP</i>
EVS	50.30	54.09	52.19	56.62
Language	58.87	58.25	60.31	58.82
Mathematics	46.51	49.03	48.46	46.52
Overall	51.89	53.79	53.65	53.99

Class 5 Results

<i>Year</i>	<i>Class 5 Examination passed</i>	<i>Class 5 % Examination A Grade</i>
2007	81.4	22.5
2008	95.4	27.4
2009	92.8	43.4

Class 8 Results

<i>Year</i>	<i>Class 8 Examination passed</i>	<i>Class 8 % Examination A Grade</i>
2007	71.1	17.3
2008	92.6	25.7
2009	89.4	36.2

Concerns

- Discussions with teachers and perceptions of children indicated that the ABL, ALM and the CAL methodologies were making a difference in both levels of motivation and attainment by teachers and students alike. The challenge is how to rollout these different programmes equitable and quickly across the state as presently the funding for such programmes is limited through such means as the Innovations Fund only.

Recommendations

- Possible use of Public Private Partnerships:* a possible option for trialing could be to use the PPP modality in two areas - for increasing support for CAL and for increasing the supply of pre service and in service teacher training:
 - PPPs for CAL:
 - the government provides the classroom site
 - the private operator provides the trainer and equipment
 - the private operator trains children during school hours for free and then has use of facilities to provide training for a charge to the community
 - Or, given difficulty of power supplies, another possible option could be the use of a PPP for Mobile Computer laboratories that travel to schools within a particular Block

The additional costs of supporting CAL can be offset by making it a common vehicle for improved newer learning systems which might have a high per-student cost. This higher cost could be offset as the cost of working on CD-based or Online programs is low and also lowers the corresponding infrastructure required once the computer backbone is setup. One important constraint in this is the irregular power supply, especially in rural areas. One could begin to address this through pilot programs utilizing decentralized energy generating systems like Solar and Wind, which already have a precedent in certain parts of the state including the districts visited. A number of NGO's in the country have also initiated local women into battery maintenance work for UPS power backup and these programs could serve as a model for promoting decentralized energy sources.

➤ PPPs for Teacher Training:

Teacher's training is a large requirement and only govt. institutes might not be to cater to the requirement. Therefore Private and Non Governmental Organizations should also be encouraged to join the effort and PPP's between the govt. and the private/volunteer sector could be explored.

<i>Type of training</i>	<i>Funding</i>	<i>Provision</i>	<i>Ownership of facility</i>
<i>Computer aided training</i>	Public during school hours and private after school hours	Private training to public teachers	Public
<i>Teacher certification</i>	Public for govt teachers and private individuals	Public training to private teachers	Public

5 Civil Works

Progress & Finances

The state has made progress in the achievement of Civil Work's goals, but has faced delays in the implementation of new works due to a number of reasons including:

- In 2009-10, due to slow pace of civil works, the second and third instalments could not be released and out of budgeted 73176.43 lacs only 42847.95 lacs was spent. Some of the larger scale urban work usually entrusted to local bodies faced problems like high tendered rates vis-à-vis those budgeted, while the smaller scale rural schools to be constructed by the Panchayat have also faced problems.
- Since the Panchyats have many other programs like NREGA on their plate, the relatively minor school building problem failed to get priority.
- A lack of adequate engineering staff prevented timely building project valuations. The staff crunch also disallowed direct tendering to contracting agencies in urban areas, despite a special permission for the same having been taken up from GOI in 2008-09. Speed of Civil works is being now tackled through additional contract engineering staff and measure like releasing money directly from the state into the village Panchayat bank account.
- Maintenance grants as provided of Rs.5000 (PS) & Rs.7500 (UPS) are found to be insufficient and since community contributions are also rare, the Panchayats have sometimes used their own funds for additional help for the same.
- Serving engineers have been classified from A to D as per their progress of the works and has helped in improving compliance. Finally, the complete provision of the Whole School Development Plan in all schools as per the RTE is the next challenge being taken up.

The unit cost of building, toilet and drinking water has increased in last two year

	<i>Cost in year 08-09</i>	<i>Cost in year 10-11</i>
Additional Class Room	2.40	2.63
Primary School	Not Sanctioned	6.70
Middle School	7.25	8.08
Toilet	0.30	0.565
Hand Pump	0.75	0.75

The Total Number of Civil Works over the years are as follows.

CIVIL WORKS progress				Statement - 3			
S. No.	Number in Persp. Plan	Overall Plan Target	No. Sanccd	No. Completed	No. Incompleted	No. yet to be Sanctioned	Plans for these
1	BRCs	87	87	78	9	0	
2	CRCs	613	613	613	0	0	
3	NEW PS	26159	26159	25021	1028	0	
4	NEW UPS	17948	17948	14512	3252	0	
5	Building Less PS	0	0	0	0	0	
6	DO UPS	0	0	0	0	0	
7	Addl. CRs	160839	113388	58164	67933	47451	
8	Addl. CR VIII (Headmaster room cum store)	75058	5692	0	0	69366	5692 sanctioned in AWP 2010-11 (Headmaster room cum store) which are under progress.
9	Toilet	84379	40928	27551	13102	43451	In urban area work will be done through SSA and in rural area through convergence with rural development Department
10	Girls Toilet	73909	6469	0	3250	67440	
11	Drinking Water Facility	24146	17146	17051	0	7000	
12	Elec. Supply	99471	0	0	0	99471	
13	Major Repairs PS	6122	6122	3106	2338	0	
14	Do UPS	0	0	0	0	0	

Quality

The quality of Civil Works has been reasonable in terms of making the structures appear to be of appropriate strength, earthquake proof and appropriate management of buildings in Black cotton soil areas through plinth beams and plinth slabs. There was also an inbuilt provision of 4% of construction cost for Bala - child friendly elements which ensured their appearance in all schools, albeit only in the painted format. Toilets were mostly in place with a provision for pumps from the handpump to the toilet roof.

Achievements

- ABL driven classrooms have developed into model classrooms, with flexible seating, large scale usage of runner boards, ABL element based racks and painted or hanging learning elements. These can serve as exemplars for the complete program even for non ABL classrooms.
- An integrated Site concept as embodied in the Whole School Development Plan is being focused on through ongoing workshops and training. In-house capacities for this are being developed as was seen through an ongoing training during the JRM visit.
- A detailed School Mapping approach, which develops a comprehensive School Asset Register is commendably running throughout the state and is 70% complete. This survey and its incorporation into the portal, has the potential of creating spatial & environmental

information into the civil works planning process. It would also prevent haphazard school campus development and provide flexibility in future expansion provision.

- School Vision development exercise like the “Chaha Gaya School” are being piloted respectively in 60 schools in Betul and Hoshangabad districts each with emphasis on using Cognitive, Social, Institutional and Physical aspects of the school. Discussions are held with students, teachers, PTA and the community for creating a vision for the entire school. These are valuable exercises with a potential for providing inputs into comprehensive Whole school development Plans (WSDP). Therefore, an incorporation of a civil works person for planning and helping provide physical shape to the ideas would be critical.
- Under the RTE requirements, additional facilities like HM rooms and Boundary walls are being planned and sanctioned also for existing schools.
- Designs are being developed currently by a govt. design body called EPCO. Certain new designs for KGBV schools/hostels have been recently developed with compact buildings have a bunk bed system.

Concerns

- In spite of the all pervading painted elements, not much display of teaching learning materials was found in regular classrooms primarily due to fears of damage. This can be helped through usage of wooden reapers with hooks and other low cost innovating display systems. Storage was primarily using steel almirah, with few situations of inbuilt wall storage provided. A refocus on helping the student teacher community to create their own TLM rather than providing TLMs, would yield better results. Various kinds of storage can also be helpful in also providing libraries as per the RTE. Provisions of Runner boards / multiple chalkboards is essential in multi grade teaching situations common in remote areas. Provision for Stages/Otlas for cultural activities would also be helpful.
- The data collecting engineers for the School Mapping exercise for creating the Asset Register need better training and sense of detailing the campus plans, which in most cases was found to be sketchy and only containing the site outline and the main building. To enable comprehensive decision making at the State / District /Block level, this needs to show adequately the entry/exits into the campus, doors/windows of the classrooms, the basic site level difference, ramps, trees, water points, existence or non existence of the boundary wall, possibilities if vertical expansion and mark any special problem areas like encroachments.

Recommendations

- i. Usage of a variety of attractive builtforms to pull in and retain the children and instill in them a sense of pride for their school space.
- ii. Ramps for access of physically challenged individuals have been extensively sanctioned with a large no. being created across the state. These need to be integrated with the

general continuous plinth to provide access to all the classrooms present and to avoid disrupting the central open spaces.

- iii. Quality of Supervision of civil works needs to be improved through augmenting staff capacity which is being run primarily by contract engineers (AE's and Sub engineers at the ground level) and by training them on essential detailing techniques (grooves / chicken wire mesh at RCC/Brick joints, avoiding disruptive columns / projections into the teaching spaces, providing ramps in tandem with strategically located steps, provision for Plinth Protection to provide longevity to the building, skirtings.
- iv. Carry out research related to better teaching outcomes from a better, stimulating environment. As DIETs and the divisional CTE's are the basis of this research, utilizing their skills and research/dissertation programs would be useful. For. e.g. CTE, Ujjain, has developed a Vidhya Van Policy for green plantations / trees. This could be effectively interfaced for horticultural development and greening of school campuses, and development of school environment as a pedagogic resource.
- v. There could be possibilities to experiment with newer / alternative materials where currently used regular materials are posing problems. For example. Brickwork might not be of quality in B.C. Soil regions, and alternatives like concrete blocks or hollow concrete blocks can be explored. Fear of a higher cost in these can be offset by increasing the scale of this construction, upgrading local skills or utilizing the skills of other building related organizations within the state and working on cost effective and alternative materials. Although innovation funds are currently not allocated for any civil works initiative. Therefore, it would be useful to allocate some funds for innovation in civil works.
- vi. Buildings which facilitate occupant comfort go a long way in promoting Retention. Suggestions here include the provision for insulation, especially on roofs which receive the maximum solar exposure in the predominantly single storeyed buildings. In addition, creating minimum standards of daylighting to ensure comfortable while glare free lighting through the windows, ventilators and the light shelves would help.
- vii. Energy efficiency being the need of the hour, promoting this thorough a minimum daylighting provision, efficient lighting fixtures, master switches to avoid power wastage and usage of Solar lighting where possible. Interesting usage of the same for KGBV hostel night lighting were observed by the Mission members.
- viii. Services provision is generally present in most schools. Kitchens for the MDMs are being built and provided as a separate building. The problem of water availability is being solved through the provision water pumped from the hand pump upto the toilet roof. Simultaneously, Water conservation and rainwater harvesting and recharge is an important provision which has been created but needs expansion and quality execution due to the falling ground water levels in the state.

Financial Management

FUNDS FLOW

- The State Government Expenditure on Elementary Education in the year 1999-2000 is to be maintained in subsequent years
- There are no bottlenecks, as electronic- transfer right up to the block level. The banks which at the village level have no core facilities are expected to have e-transfer facilities by the end of this financial year.
- However, as State Govt. did not receive a tranche, as 50% of the expenditure had not been incurred, as required in Para 90.1 of FM&P Manual. There was also a case of The Govt. of India releasing funds of 2009-10 in March 2010, which were received by the SIS in April, 2010.

ACCOUNTING

- The State Purchase Rules and the SSA Financial Management and Procurement Rules are followed by the SIS as adopted by the EC and amended from time to time. It is understood that the accounts to be sent under Law to the Registrar of Societies are not being sent. They may either be sent or exemption sought.
- A concurrent audit is carried out at district & block level there is need to strengthen the maintenance of books and the preparation of Books such as the Register of Assets and preparation of statements like the Bank Reconciliation statement at the village level.
- The statement of sanctioned posts in Finance and Vacancies is enclosed. (Statement-2) Action to fill up the vacancies is already under way. The persons in position have also received training.

Post	Sanctioned Post	Filled Post	Vacant Post	Cadre	Qualification
State Office					
Manager Finance	1	1	Nil	Class-I MP Govt. Officer, Joint Director Finance	M.Com, LLB CA (Inter)
Deputy Manager	1	1	Nil	Retired Officer from school education Department MP Govt.	
Assistant Manager	1	1	Nil	Class-II Officer Asstt. Director Finance, FD	
03 Accountant	3	3	Nil		Accountant training pass
01 Clerk	1	1	Nil		
Internal Audit Cell at SPO					
Auditors	3	3	Nil	Class-III Officer of Finance Department	Subordinate accountant Services of state treasury

Post	Sanctioned Post	Filled Post	Vacant Post	Cadre	Qualification
District Level					
Assistant Project Coordinator (Fin.)	50	46	04	SAS Officer of Finance Department	Subordinate account ser vies of state treasury
Accountant	50	40	10		Account training pass
Block Level					
Accountant cum Clerk	322	240	82		Account training pass

- Process of filling of 82 vacant position of block accountant is under process the vacancies is to be filled through CEDMAP a semi Govt. agency of MP. Govt.
- It is felt that with the implementation of RTE and the increase in the flow of funds more financial staff will be required. A rational evaluation may be made for getting the extra posts at all level including the State.
- Reportedly some personnel advances are outstanding for a number of months. This may be reviewed and necessary action be taken. Similarly there are UC outstanding from long periods these items are also required to be reviewed & necessary action taken.
- There is set of financial rules & delegations available for the SIS.

PROCUREMENT

- The VECs have been instructed through a Booklet and through training in all matters of procurement. State purchase rules are followed in all cases of procurement as approved by EC.
- It is suggested that an MOU is entered into with MPLUN so that the respective responsibilities & duties of SIS and MPLUN are clear. While purchasing Computers it is understood that "Value aided items" like speakers were got from the supplier through an oral arrangement. As the purchases were made through a rate contract entered into by DGS&D, this practice of getting extra items not in the contract entered in to by DGS&D would spoil the required level playing field for all parties.
- The practice of life time costing in the comparative statements prepared for procurement will be kept in mind for future cases; so will the system of according weight ages where required.
- The circular from the Central Vigilance Commission regarding negotiations has been conveyed during training.
- Reportedly there are some issues on procurement, out of which a few were found to be within procurement rules and the rest are under considerations.

INTERNAL AUDIT

- Internal audit from 2008-09 is conducted concurrently by Chartered Accountants. These reports are not submitted to EC at present. The last audit done by CAG was of the account of 2009-10. There is a Committee that is chaired by the Principal Secretary of Finance. This Committee has also been empowered by the EC to monitor audit reports and internal audit reports.
- It was noticed that internal audit reports contains suggestions on training and improvement of other accounting procedures.

Preparedness for RTE

- The local authorities have been assigned pivotal role for implementation of the Act. Therefore, the representatives of the local bodies have been briefed about their roles and responsibilities through organization of special programs at all levels The RTE has been made an integral part of the training of the representatives of the Panchayat Raj institutions.
- A Mobilization campaign was carried out throughout the state to make the people aware of the provisions of the new Act. Draft rules under the Act had been prepared in the month of March 2010 and were put on public domain to seek the views of the public and civil society organizations. Consultations with organizations of the teachers, representatives of private schools and office bearers of non- government organizations has also been held to enlist their views on draft RTE rules.
- Sensitization of the officials at the district level , the district Collectors and the Chief Executive Officers of the Zila Panchyats regarding provisions of the RTE were carried out.
- A Special Convention was organized in the month of March 2010 for briefing the Members of Legislative Assembly about the various aspects of the RTE Act.
- With a view to ensuring compliance of various provisions of the RTE Act detailed instructions have been issued to the district level officials. It has been instructed that no teachers should be engaged in non teaching tasks and on line mechanism has been developed to track deviations. The provisions of non detention of children at elementary level and ban on holding board examinations under the Act have been communicated to the district officials.
- Similarly instructions have been issued that no child should be punished mentally or physically. Any violation of this instruction will attract punishment under the conduct rules.
- The Act envisages minimum number of working days and working hours of the schools. These provisions have been communicated to the field level so that the local authority may keep Act's mandates in mind while framing the academic calendar of schools lying under

their jurisdictions. An undertaking has been taken from teachers regarding compliance of the provisions of the Act.

- An online mechanism for redressal of grievances of teachers has been developed. Similarly the school teachers have been informed that the out of school children should be enrolled in the schools at age appropriate classes and should be mainstreamed after providing special training.
- The Act provides maintenance of records of children at the age group of 6 – 14 years by the local authority. To carry out this responsibility household survey has been organized in the state and data of children upto the age group of 14 years have been collected. This data has been collected in habitation-wise. This will help in chalking out strategy to provide access, teachers and infrastructure support in habitations where interventions are needed.
- The exercise of rationalization of teachers has been undertaken in the state and school-wise teachers' requirement has been calculated on the basis of PTR prescribed under the Act. Similarly the infrastructure gaps have also been calculated. The suitable provisions are being made in the AWP to fulfill the gap.
- As per the provisions of the Act, the following notifications have been issued:-
 01. The Section 2 mandates, notification of disadvantaged group and weaker section in the State – Two notifications in this regard have been issued.
 02. The State under Section 29, is to issue the notification of academic authority for framing curriculum and evaluation process. This has also been done and the SCERT has been notified as the academic authority of the State for the purpose of the Act.
 03. The State has constituted the State Commission for Protection of Child Rights (SCPCR) as mandated under the Section 31 of the Act.
 04. Section 36 provides for issuing notification of competent authority to accord sanction of prosecution against the schools that violate certain provisions of the Act. The State Government has issued notification in this regard and the Principal Secretary, Government of Madhya Pradesh, School Education Department has been declared competent authority for the purpose.
- The Sarva Shiksha Abhiyan Programme has been made a vehicle for implementation of the provisions of the Act and SSA framework has been suitably modified. The AWP for the year 2010-11 has been revised keeping in view the new framework of the SSA. The revised AWP was submitted before the Project Approval Board for consideration. The Board approved Rs.758.56 crores as supplementary demand to meet out the requirement under the RTE Act.

- The RTE-SSA AWP for the year 2011-12 has been prepared keeping the view of revised framework of SSA. The requirement needed for implementation of the provisions under the Act have been incorporated in the proposed AWP 2011-12.

Program Management

The Program is currently run through a robust system with a clear chain of reporting with the requisite cross linkages created when required for effective program implementation. Some changes like a separate DIET cadre are under consideration to retain quality people under the DIET system. The Mission approves of the same but with a caveat where, to ensure direct linkage with teaching, the DIET's would take under their wing a set of schools or a cluster to be used for academic experimentation / upgradation. This would help in avoiding the classic "Research – Application" disconnect.

Staffing and capacity building

- Quantity of Staff has been always an issue both for teachers, program staff and civil works engineers. This problem has continued and positions are being filled by contract teachers, guest faculty, educational consultants and contract engineers. The teachers are regularized after a 3 year service with exams on their performance and quality and to create incentive, it is required in other areas as well.
- It was seen from DIET data that teachers prefer to come for specialized programs like ABL, rather than for regular in service training. The training modules therefore need a relook and it might be appropriate to have shorter action oriented training modules and emphasis on presentation skills. There have been significantly lesser programs for UPS teachers as compared to PS teachers and these programs need to be strengthened.
- Besides the regular 2 year B.Ed and 1 year M.Ed being offered by the program, Incremental Modular Certification programs would be very helpful which could be short term in nature (1 month / 3 month) but are also accounted for in providing increments / promotions.

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

- The Financial Progress of 2010-11, showcases a total target of 399439.4 lacs, a total receipt from GOI and GOMP of 259867.9, achievement of 195976.2 lacs which is only 49.1 % of the total amount budget. Therefore the capacity of the system to take on the increased allocations for RTE implementation in the state is a concern, where already staff strength is challenged. Vast increase in staff strength, and training requirements of the same will be required, as would be the continued strong leadership at all levels.

Monitoring and Supervision arrangements, Monitoring institutions

- The Monitoring requirements are comprehensively laid out. But some of the recommendations of the program officers in terms of non-performance of teachers / staff was without teeth since the financial powers lay with the Department of Education. The linking of the Disbursal officer of the DOE with the Cluster level program, would ensure the much needed accountability link.

Data issues, EMIS etc

- The System portal is of course a major highlight of the SSA MP program and works at all levels to ensure the achievement of the goals of SSA. The system has the potential to develop further to provide individual student results.
- The School Mapping for the Asset Register is another area where interfacing with the portal could provide valuable gains and data input for a comprehensive upgradation of the total school environment, where a decision maker sitting at the state level can see exactly how a school's physical environment is currently and what needs to be done to upgrade. This would also help in looking at these as campuses and not as rooms – toilets – kitchen- etc. separately.

Research and evaluation

- Action Research is being carried out on a regular basis at CTE's and the DIET's. Some impressive cases where the research conclusions were actually implemented were noticed where the distribution and disbursal of bicycles as per student retention objectives was decentralized from the block level to the cluster and the individual school level. Secondly, the current provision of Anganwadi in the PS campus, and direct linkage with the Anganwadi program are research outcomes
- The Research outcomes are being collated at the state level and put on the website / peer reviewed where they can be accessed by all Researchers and teachers in the state. The abstracts for the collation must be put down by the researchers themselves as some of the content and major recommendations are being lost.

Community Mobilization and Management

The biggest challenge before the program, DIET trainers and teachers is to facilitate community involvement in the various aspects of the school program under the RTE through two conduits – the Panchayat for the civil works program and the SMCs primarily for the social audit, teaching and learning and accountability functions.

Conclusion

Specific issues identified by the Mission and in the final Wrap Up session with the Commissioner for Education and his team included:

Access and Retention

- Consideration of use of PPP model to support a cost efficient and effective means of increasing coverage fast for computer assisted learning
- Consideration of a role for Volunteers to support habitual ‘absentees’ to catch up on lost learning opportunities and to be encouraged to return to school on a regular basis
- Consideration of the role of a Supply teacher to provide coverage in the case of teachers who are absent with leave for approved reasons
- Inclusion of sensitization for the SMCs in areas of gender, special needs and discrimination
- Composite School Mapping for fast tracking activities under the Whole School Development Process

Quality

- Use of the school monthly assessment tests to monitor DIET/BRC/CRC performance and to support focused provision of teacher upgradation
- Use of the new SMC structures to assist in conducting the quality audit of the teaching and learning process in the school at the community level
- Focussed support for the rollout of the current pilot initiatives in ABL, ALM, CAL and the School Visioning since they are child-centric and popular with teachers, students and parents
- This incentive system - *Sampurn Shikshit Gram Yojana* – whereby different amounts are paid based on the % of students attaining defined learning levels could use different measures of achievement to access the reward depending on what was a key quality area of focus for improving quality

Civil

- The State provides a good fundamental structure and willingness to create improvement in school environment and infrastructure
- The program although delayed is creating sound /functional buildings. The ABL classrooms provide a good interior learning environment which needs replication in the entire program
- The school mapping and asset register , if utilized well, has a potential to finally look at creating better composite school campuses

Monitoring

- Need for mapping of registered private schools on to the education portal and for tracking of attrition trends either to or from public to private schools
- Improved recognition and usage of action research from the field through CTE's , DIET's and teachers to assist with the provision of qualitative and quantitative data

Abbreviations

ABL	Activity Based Learning
ALM	Active Learning Method
BRC:	Block Resource Centre
CAL	Computer Based Learning
CCE:	Continuous and Comprehensive Education
CRC:	Cluster Resource Centre
CTE:	College of Teacher Education
DIET	District Institute for Education Training
EPCO	Environmental Planning and coordination organization
KGBV:	Kasturba Gandhi Balika Vidyalaya
MP:	Madhya Pradesh
RBC:	Residential Bridging Course
SIS:	State Implementation Society
SSA:	Sarva Shiksha Abhiyan
UPS:	Upper Primary School
WSDP:	Whole School Development Plan

6. MAHARASHTRA

INDIA
SARVA SHIKSHA ABHIYAN
13th JOINT REVIEW MISSION
(January 19 - 24, 2011)

START REPORT : MAHARASHTRA

1.1 Introduction

The 13th Joint Review Mission (JRM) team comprising of Prof A K Sharma (GoI) and Dr. Ms. Shabnam Sinha (World Bank) visited Maharashtra between January 19-24, 2011 to review the progress against program interventions and towards the overall goals and objectives of the Sarva Shiksha Abhiyan (SSA). The Mission benefited from extensive discussions with the State Project Director, Mr. Nand Kumar IAS, Joint Directors, Deputy Directors and Chief Engineer and all the thematic Heads in-charge of various components of the program. The Mission members visited Aurangabad and Ahmednagar districts of the state and were able to interact with the Education Officers and their teams, a number of teachers, children, Cluster and Block Resource Persons, parents and School Management Committee / Village Education Committee (SMC/VEC) and Panchayat members. The Mission visited Maharashtra Institute of Educational Planning and Administration (MIEPA), Block Resource Centre, Khultabad and Special Centres for Children with Special Needs. At the beginning of the Mission, a visit to a specially organized Teaching Learning Material (TLM) exhibition was also arranged. During the Wrap-Up meeting, the Mission benefited from the views of the State Principal Secretary (Education).

1.2 Overview and Key Issues : Towards RTE:

Convergence of SSA with Right of Children to Free and Compulsory Education (RTE) Act, 2009 has been taken up during the current financial year, as it has come into force with effect from April 1st, 2010. The RTE Act has been translated into Marathi for wider circulation amongst the stakeholders and for discussion in the orientation programmes for teachers currently being organized by MIEPA under Lok Chetna, with good result.

The Government of Maharashtra has amended the Model Rules provided by the Government of India for the state in respect of certain provisions and have uploaded the above on its website, inviting suggestions and holding discussions with Non-Government Organizations (NGOs), Community members and Panchayati Raj Institutions (PRIs). The Rules will soon receive the approval of the Government. Maharashtra State Council of Educational Research and Training (MSCERT), Pune has been notified as the Academic Authority as per Section 29 of the Act. The State Council for Protection of Child Rights (SCPCR) has been in existence in the state since 2005 with potential for improved functioning. No Detention Policy was notified vide an Order issued on 10th May, 2010. An Order notifying that no Board Examination will be held till completion of elementary

education was issued on 10th May, 2010. A circular banning corporal punishment was issued on 11th June, 2010. *The Government has initiated steps toward change in the Elementary Cycle of eight years with Classes I to V as Primary and Classes VI to VIII as Upper Primary. The present structure of Elementary Education in the state is Classes I to IV (Primary) and Classes V to VII (Upper Primary). The state has initiated discussion with the stake holders as the change has implications of academic, administrative and financial nature.*

Maharashtra has 19.30% private aided schools and 8.84% private unaided schools. The Mission observed a plethora of private schools in urban Mumbai, in the slums of Dharavi and Wadala. It was informed that these were fee charging schools, charging a tuition fees ranging from Rs 200-300 per month. The teachers were paid a stipend of Rs 5,000- 6,000 per month and were untrained. Under RTE Act, such schools will need special attention and scrutiny.

Progress towards the Achievement of Goals

Goal 1. All Children in School

Goal 3. All Children Retained in Education System

Maharashtra has 94,274 elementary schools out of which 65,029 are state / local bodies, 20,399 private-aided, 8,846 are private-unaided. The state has 40,87,002 children at the primary level and 62,67,411 at the upper primary level. The Pupil Teacher Ratio (PTR) is 29.84 and the School Classroom Ratio (SCR) 31.23. The Gross Enrolment Ratio (GER) is 100.96 with the Net Enrolment Ratio (NER) at 99.77. At the primary level, the NER is 92.39% for boys and 91.95 % for girls and at the upper primary level, it is 92.96% for boys and 92.08% for girls. As per the IMRB study, the number of out-of-school children in 2009 was 2,07,345. As per the state estimates, it now stands at 84,483 children. Out of these, 77,443 have been mainstreamed in regular schools. For 2010-11, the state has proposed 3,334 seasonal residential hostels for 56,863 children in the age group 10 to 14 years to arrest the migration. The state has developed an *Online Child Tracking System* for tracking out-of-school children. The software has been developed and data capture forms have been designed. The software was used on pilot basis in Dhule and Parbhani Districts. In the draft Rules for RTE Act, now under finalization by the state, four types of out-of-school children have been defined: those who have absented school for more than five days in a month; continuous absence for more than thirty days; absence upto two years and children never enrolled. Special efforts and community sensitization programs are being taken up to bring the out-of-school children into schools

Strategies for out-of-school children include 448 Non-Residential Bridge Centres, 150 Maktabs for minority children, and 16,325 Seasonal/ Residential Hostels. All Education Guarantee Scheme (EGS) and Alternative Innovative Education (AIE) Centres have been phased out. Though the state informed that the PTR is at acceptable limits, the Mission had occasion to note that the PTR in many places was more than 1:40. This is a phenomenon that needs to be studied carefully, for while the records show that PTR is

less than 30, interaction with sub-district level functionaries showed that there are cases of PTR being more than 40.

Recommendation

There should be more effective and rigorous teacher rationalization exercises undertaken by the State.

The state has opened 8,758 primary schools for physical access. However, out of the 843 schools sanctioned in 2010-11, 4 schools in Mumbai are yet to be opened. This is critical in the context of RTE Act, as there would be habitations left without a primary school, if these are not opened immediately. *13,465 habitations do not have upper primary schools, and as per norms 69 habitations are unserved. Out of this, GoI has sanctioned 60 Upper Primary Schools (UPS) as per norms.*

The state expressed its difficulty in opening the new schools due to problems in land acquisition. As the issue seems to be a long drawn one, the state would need to come up with innovative ways of addressing this issue. In the districts of Mumbai the classroom gap is of 3,793, and in Thane, it is 3,508. Out of the 8,506 ACRs sanctioned in 2010-11, 5,723 have been constructed and the state expects to complete the rest by March 2011. *The Mission was informed that the state had 42,539 surplus classrooms, which would now be used for the Head Master's room / staff room / activity room, etc.*

Out of the total sanctioned toilets for girls, 89.60% was achieved; the Mission was pleased to note that there were sufficient girls' toilets in the schools visited, which were in a neat condition. Toilets were also being constructed through convergence with Total Sanitation Campaign. However, 18,486 schools continue to run without toilets for girls, which need to be addressed. *The state has conducted infrastructure survey of local body primary and upper primary schools for digital mapping which are used for whole school development plans.* Third Party Evaluation of civil works has been undertaken by the state and in each Division, consultants have been appointed for technical guidance. Environmental Assessment is being taken up for construction and 39,970 schools have been surveyed.

Goal 2. Bridging Gender and Social Gaps

A. Gender Gaps

The Mission noticed a very vibrant girls' education program being carried out in the schools visited. *Meena Manch* was found to be active and powerful. They took up important activities like arresting dropouts through vigilant follow-up with the community and school attachments.

Attendance was being monitored by the girls themselves through extremely interesting and innovative ways. 88,000 Meena Manchs have been established and 10,353 out-of-school girls have been enrolled in regular schools. The Mission saw the training being imparted on gender issues to the Gender Coordinators of SSA at MIEPA.

36 Kasturba Gandhi Balika Vidyalaya (KGBV) have been made operational by the state, 3,468 out-of-school girls are enrolled in these KGBVs, 15 are operationalized by NGOs and 21 KGBVs are run by the SSA Society and 7 new KGBVs have been sanctioned in the supplementary plan under RTE. National Programme of Education for Girls at Elementary Level (NPEGEL) is implemented in 523 model clusters.

A.1. Early Childhood Care and Education (ECCE)

Colation of Early Childhood Care and Education (ECCE) Centres with primary schools has resulted in the children transiting with primary schooling with ease. Good coordination has been achieved with ICDS.

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

B.1 SC/ST children

Maharashtra has 10.20% of Scheduled Caste (SC) population and 8.90% Scheduled Tribe (ST) population. At the elementary level, there is enrolment of 14.50% SC and 11.63% of ST population (Source: DISE). The SC concentrated districts (Census 2001) are Chandrapur, Latur, Washim, Nagpur, Bhandara, Nanded, Amravati, Osmanabad, Gondia, Solapur, Sangali, Kolhapur & Aurangabad. ST concentrated districts (Census 2001) are Nandurbar, Gadchiroli, Dhule, Nashik, Yavatmal, Chandrapur, Gondia, Nagpur, Jalgaon, Amravati & Raigad with special focus on Dhule and Nandurbar.

In the rural schools visited in Aurangabad, there seemed to be a proper integration of SC children with the general category. However, there seemed to be no special strategy informing the teachers' plans and interventions. The state had some initiatives under the Innovations fund like academic supervision and study centres for enhancing the achievement level and reducing the dropout rate of SC/ST category. Note books, geometry boxes, uniforms, etc. have been provided and efforts have been taken to remove discrimination at meal times, etc. However, the Mission feels that there is need for a more carefully thought-out strategy for enhancing the learning levels of children at the elementary level. There are special focus districts which are Left Wing Extremism (LWE) affected like Gadchiroli and Gondia. A further sharply disaggregated strategy for these naxalite and tribal dominated areas was not visible. But the state has appointed district and block tribal co-ordinator for implementation of tribal policy.

The share of SC children in Primary Schools is 12.96% and in Upper Primary it is 11.70%. The share of ST children at the primary level is 13.68% and at upper primary level, it is 9.42%. While incentive programs have been planned by the state, the Mission could not witness focused attention on special interventions to attract SC/ST children into school and ensure that they are retained and are integrally engaged in the teaching learning processes. It is hoped that when the Child Tracking System and household surveys are fully operational, more nuanced information about issues related to SC/ST children would be available.

Recommendation

The state needs to make a long term strategy with specific inputs, associated processes leading to pre-determined outcomes and gains to address the specific issues related to the SC/ST communities

B.2. Muslim Minority Children

The minority concentrated districts are Mumbai, Aurangabad, Akola, Mumbai Suburban, Parbhani, Amravati, Buldhana, Washim and Hingoli. Under SSA, awareness programs and enrolment drives have been taken up for community awareness and sensitization of minority leaders for enhancing enrolment of children into schools. Urdu schools have been provided with learning corners and laboratories. Other incentives like uniforms for girls of Urdu schools and travelling passes and Computer Aided Learning (CAL) Centres in Urdu schools have been provided. The Mission had occasion to witness the engagement of the minority community in school arrangements, with one of the Mother Teacher Associations (MTAs) having a minority woman representative as its Chairperson. *As the ground is already laid for reform in minority education, the state could do well in preparing a more strategic plan to take up more effective and larger coverage.*

B.3. Urban Deprived Children

Maharashtra has a large population of children who are in the urban areas of Mumbai, Nashik, Nagpur and Pune and the total enrolment in these areas at the elementary level is 17,97,907 (Source : DISE). Majority of the schools are Urban Body schools, under the municipal corporation. There are 11,102 out-of-school children in Mumbai, 141 in Nagpur, 862 in Nashik, and 4,128 in Pune. These are the extremely hard to reach ones. *A more detailed analysis may reveal a larger number of out-of-school children, as the Mission members could see many street children, loitering aimlessly instead of being in schools.* In Mumbai, there are 100 notified slums and 189 Urban Resource Centres (URCs). *There seems to be an urgent need for micro planning to realistically assess the number of out-of-school children and the requirement for additional schools.*

The Mission was informed that the state had undertaken initiatives for the urban deprived segments in the state like providing school bags, sports materials, sports equipment for schools in urban slums and self-learning materials under the Learning Enhancement Program (LEP). Enrolment of children is attempted through Non-Residential Bridge Courses (NRBCs), which are for special training for mainstreaming of children. 3,579 children have been mainstreamed and 4,189 are in NRBCs. The Mission especially visited the urban schools of Mumbai, in the urban slums of Wadala and Dharavi (the largest slum in Asia). In Shivuri Wadala High school, which also has the elementary segment, there were as many as five schools, (Marathi, Telugu, Urdu, Hindi and a Special School). The school had large population of children in each one of the schools. It was found that there was no school in the vicinity of 4 km around the surrounding habitations,

and there was a need for more schools. Hence, children from far off areas flocked to the large integrated elementary and secondary school, having to cross major roads with traffic and a railway track to reach the school, which was highly hazardous. The SMC and the community present demanded transport facilities to ensure safety of the children in reaching the school. The Mission visited Nadkarni Park school and Sant Kakaiya Marg school in the slums of Wadala and Dharavi, which were found to be catering to more children than they could cater to. The building (Ground +3) housed six to eight schools (Marathi, Hindi, Tamil, and Urdu). There were 3,500 children and 108 teachers. PTR was 1:40 in the Wadala school. The schools run in double shifts and seemed to be bursting at the seams. Teachers were overworked, and in-service training had not been taken up since a few years. Two days of training on Continuous and Comprehensive Evaluation (CCE) and two days on Advancement of Educational Performance through Teacher's Support (ADEPTS) had been provided. Teachers faced problems of children dropping out as some were engaged in labour with parents and others were engaged in sibling and home care. Infrastructure of the schools was in poor condition, the walls were peeling and there was need both for minor and major repairs. Interaction with the school authorities showed that they were not fully aware that they could draw upon the resources and norms of SSA for school improvement. A School Development Plan (SDP) was examined by the Mission, which had no mention of the obvious requirements that could be met out of SSA funds. There is a need for much greater coordination between the Bruhan Mumbai Municipal Corporation (BMC) and the SSA authorities at the highest level. *The Mission strongly feels that a high level Coordination Committee comprising of the BMC Commissioner and the State Project Director (SPD), SSA along with eminent personalities and educationists be formed to assess the requirements and monitor implementation.*

A School Improvement Plan undertaken by UNICEF involving Corporate Social Responsibility funds being managed by McKinsey and Company and implemented by the NGOs- Rishi Valley, Naandi Foundation and Kaivalya Foundation was found to be taking up interesting activity based teaching learning in the schools. Self Learning Materials and cards were prepared based on the syllabus and the teachers and children were encouraged towards lesser dependence on textbooks and focus on activities and TLM for teaching learning. There was also a component of Head Masters' coaching, which attempted an overall holistic approach to quality improvement. The Mission observed the materials available and witnessed the enthusiasm of the teachers.

A UNICEF-sponsored program for promoting sports activities in schools was found to generate enthusiasm amongst students and teachers. There were coordinators who were engaged on a part-time basis to provide sports training during school hours. A Quality Cell is also functioning at State Project Office (SPO) with support from UNICEF.

The NPEGEL Centres were functioning in the schools and adolescent girls were enthusiastically engaged in cultural and vocational activities. Interesting convergence had been undertaken with the Directorate of Adult Education, Ministry of Human Resource Development (MHRD), Government of India in these urban schools for vocational training. There was a plan to scale up vocational training to newer non-traditional areas like AC repairing, electronics, etc.

The Mission strongly feels that considering the large population residing in the four municipalities of Mumbai, Nasik, Nagpur and Pune, a clearly fleshed out strategy for addressing the specific needs of the children – physical, emotional, social and locational, does not seem to inform the planning or interventions being thought of.

Recommendation

- 1. *Coordination at the highest level under the Chief Secretary comprising of the concerned departmental Secretaries, BMC Commissioner and the SPD, SSA along with eminent personalities and educationists to assess the requirements and monitor implementation.***
- 2. *Urban based micro planning exercise to be undertaken to assess the need for new schools. In case of paucity of land, innovative strategies need to be evolved to cater to large numbers of children living in the slums, not having access to a school within a kilometer of habitation.***
- 3. *Use of the Innovation fund for provision of transport facilities to children living near railway tracks and busy roads to send them safely to their schools and back to their homes.***
- 4. *The Mission learnt that some BMC schools are being outsourced to private agencies. The Government of Maharashtra may need to address this issues carefully to ensure that the deserving children of slums do not get left behind inadvertently.***

C. Children with Special Needs

Maharashtra presents an encouraging picture for the Inclusive Education of Children with Special Needs (CWSN) with 100% coverage of enrolment of children in this category. Such children constitute 2.58% of the total child population. Provision of barrier free access and hand railing for such children is augmented by the support of aids and appliances. As per the information provided by the State Government, all categories of disabilities are covered namely low vision, totally blind, hearing impaired, mentally retarded, orthopedically handicapped, learning disabled, cerebral palsy, speech impaired and autism in conformity with the provisions of the Persons with Disability Act, 1995. Almost all children in this category appear to be enrolled either in formal schools or through Home Based Education (HBE) with assistance provided by a Resource Teacher and the facilities of a Resource Room in each school.

The type of services recommended by the doctors are provided to these children namely, certificates, spectacles, audiometry, hearing aids & appliances, orthopedic aids & appliances, IQ testing, pre-surgery screening, surgery (actually fit), braille book, ramp position, modified chair, commode chair, commode toilet, escort allowance, etc.

The support services provided under the interventions include services such as therapy services, braille kit, blind cane, handrails, resource room, transport allowance, hostel

allowance, reader allowance, writer allowance, speech trainer, loop induction system, audio MP3 CD player for visually impaired children, disability wise Special Mobile Teacher, some of which the Mission had a chance to see in the schools visited.

Recommendation

- 1. As a long term strategy for mainstreaming these children in the school settings, it would require a well organized re-orientation of all the existing teachers to handle the learning needs of such children with appropriately designed pedagogic processes. This could also provide a basis for establishing a few model inclusive schools.*
- 2. Establishment of Multipurpose Resource Centre for CWSN in each block to cover children with severe disabilities.*
- 3. There is also a need to co-ordinate with the Rehabilitation Council of India (RCI) to plan and organize teacher education to suit inclusive education needs, as their present methodology is confined to practice teaching in special schools.*

Goal 4. Education of Satisfactory Quality

4.1 State's Vision of Quality

Draft Quality Vision document has been developed by state and forwarded to the MHRD, GoI. Having achieved nearly 100% enrollment of children in the age group of 6-14 years, the state is to initiate efforts to further improve the quality of access by updating the existing infrastructure and provision of facilities in primary (classes I to IV) and upper primary (classes V to VII) schools. Interventions for enhanced rate of retention of children by ensuring reduction in school dropout and ensuring better transition rate may have to be planned through implementation of the Child Tracking System being put into place. The Mission is concerned with all out efforts to be made by the state in the area of improving the quality of learning achievement and issues related to it. The Mission noted some steps that have been initiated in regard to various dimensions related to quality interventions, though a lot needs to be done in each area:

4.2 Curriculum Reform

In accordance with the directive of the GoI to conform the State Curriculum to the philosophy of the National Curriculum Framework (NCF)-2005, the state has prepared the Maharashtra State Curriculum Framework (MSCF) incorporating the focus on provisions contained in the RTE Act-2009 and the NCF-2005. This MSCF has been developed with the collaborative effort of Maharashtra State Board of Secondary and Higher Secondary Education, Pune, Maharashtra State Council of Educational Research and Training, Pune, Maharashtra State Bureau of Text Books Production and Curriculum Research, Pune and Maharashtra Prathamik Shikshan Parishad, Mumbai. The draft has been uploaded on the website and comments of various stake holders incorporated. Draft

was also published through Jeevan Shikshan and Shikshan Sankaraman monthly magazine. Eight regional workshops were organized to capture feedback of stakeholders. Special meetings of NGOs organized for suggestions. A set of sequential activities are now planned; based on the MSCF, syllabus in different curricular areas will be developed and thereafter new generation of text books and related instructional materials are proposed to be developed in phases.

Recommendation

Some pilot studies and trialing may be conducted to ensure the acceptability of the new textbooks as prime tools of teacher support and student learning, as and when these materials are available for implementation in the schools.

4.3 Quality of Textbooks and Status of Textbooks Renewal Process

The last textbook development initiative in the state dates back to 2004 and renewal work was undertaken for textbooks for different classes during 2006-2009. Now that a generation of new textbooks is proposed based on the MSCF during June-2012 to 2014 for classes I to VIII, the analysis of quality factor of the textbooks has to wait till then. The textbooks developed at the state level may have some disadvantages in addressing the local specific contexts. In order to ensure focus on this aspect, a committee already has been set up to incorporate local specific context in the textbooks to the extent possible.

Recommendation

Orientation programmes for teachers to adapt the state level textbooks incorporating local contexts, wherever so required, should be organized to make teaching-learning closer to the environment of the child.

4.4 Status of Learning Enhancement Programme

In the Learning Enhancement Programme (LEP), the state has provided to Government Primary Schools supplementary learning boards, Nandadeep boards, attendance card, temperature record card, geometrical box, learning corner material. It has also provided Nandadeep school booklet to all Government Primary Schools, Cluster Resource Centres (CRCs), Block / Urban Resource Centres (BRCs / URCs), District Institutes of Education and Training (DIETs). In respect of upper primary classes, modules on Science and Mathematics as well as Science and Mathematics kits have been provided. The schools visited did indicate the involvement in programmes related to LEP by provisions of teaching aids, learning kits, etc.

Recommendation

Teachers need to be oriented not only to the use of the materials supplied under LEP but effectively trained to use the natural and social environment of the child as a laboratory for teaching and learning.

4.5 Analysis of Learning Achievement

The Mission was apprised of a Baseline Assessment Study (BAS) conducted in all the 35 districts of Maharashtra for Class III and Class VI students in Language (Marathi, English) and Mathematics in 2004-05. The overall achievements of the students did not come out to the required expectations. A Mid Term Assessment Study (MAS) was also undertaken in 2008-09. The results of the BAS were analyzed by the state to find out the items and the related topics where achievement was very poor. The content areas thus identified were conveyed to the teachers in the training programmes under SSA.

Recently, a study on Systemic Quality Index (SQI) has been undertaken by the NCERT for different states of the country. The SQI is a composite index, consisting of indicators which have impact on the health of school education and outputs like student learning achievement. The State of Maharashtra has been ranked number 3 in the study. Considering the fact that many of the quality parameters need significant strengthening, the fact that Maharashtra has been ranked number 3 seems surprising. This needs to be relooked at very carefully.

The mission was also informed by MHRD that NCERT has initiated a study on the impact of in-service training in classroom processes in Maharashtra. It is important that state gets integrally involved in the study and is made aware of its progress, implications and outcomes.

Recommendation

The state may seek the details of factors including those related to learning achievement from the NCERT in order to have an understanding of factors on which it has scored high as well as factors which may require attention for further interventions.

4.6 Research and Evaluation Studies

The Maharashtra Prathamik Shikshan Parishad, Mumbai made available to the Mission a compilation of research studies undertaken in the Chandrapur, Kolhapur, Ratnagiri, Jalgaon & Ahmednagar district of the state during 2009-10, including a First Half yearly monitoring report of SSA and Mid Day Meal by Indian Institute of Education (IIE), Pune and Tata Institute of Social Sciences, Mumbai. The studies pertain to impact of Mid Day Meal, Innovative Programmes for enhancing achievement level of girls, Effect of Computer Labs in enhancing quality education, Problems of Single / Two teachers school, Community Mobilization, Reading Corners under LEP, Benefits of School

Grants, etc. *The Mission did not have the time to scan the findings of the studies but it was informed that steps are being taken to study the findings for further interventions.*

Recommendation

Research is extremely important to understand the impact of various interventions for improving the quality of education. Institutions like the MSCERT, Pune need to take a more pro-active role in identifying areas which call for intensive studies and undertake of commission research studies and provide feedback for improvement.

4.7 Status of Teacher Training

This is the most critical area concerning quality of teaching-learning and the whole process of improving the classroom dynamics. The concern of teacher training needs to be addressed both at pre-service and in-service levels as the two components are inseparable. The turnout capacity of trained teachers at the pre-service level needs to be analyzed in relation to the existing institutions. It was ascertained that there are 1,487 D.Ed. Colleges in the state with distribution of management under Government (47), Private Aided (99), Private Un-Aided (1,341).

Recommendation

The quality of professional education provided by Teacher Education Institutions needs to be monitored by an appropriate authority in the state, in addition to such a monitoring being conducted by the National Council for Teacher Education (NCTE) under Section-13 of the NCTE Act, 1995. This is particularly important in view of 1,341 Private Un-Aided institutions out of a total of 1,487 institutions connected with D.Ed. programmes. Equally important to note in this regard is the fact that against an annual requirement of 20,000 teachers, the output from teacher training institutions is around 75,000.

The teachers with whom the Mission had an opportunity to interact were academically all and professionally qualified as per NCTE norms. *The Mission was further happy to note that a redeeming feature was a mandatory 6-month internship in an elementary school before the prospective teachers earn their D.Ed. as this is a quality intervention for pre-internship training vital to be developed in the prospective teachers.*

In addition to the D.Ed. institutions, there are 33 DIETs which were established under a centrally sponsored scheme of strengthening teacher education. The staff position in the DIETs is not satisfactory as per the data given in the following Table:

Sr. No.	Post	Sanctioned	Filled	Vacant
1.	Principals	33	12	21
2.	Senior Lecturers	132	37	95
3.	Lecturers	198	142	56

The mandate of the DIETs was quality elementary teacher education at pre-service level and conducting in-service teacher education in multiple areas concerning the content and process of elementary education. *It was somewhat discouraging to note that these institutions are not mainstream actors for in-service training under the SSA.*

Recommendation

- 1. There is an urgent need to enable the DIETs to perform at their optimum level, become the research hub for identification of problems in elementary education through the “lab areas” and provide the needed feedback for qualitative improvement of elementary education.*
- 2. The new wave of teacher training should address outcomes like all round development, learning how to learn and process like participative learning, constructing knowledge and reflection and innovation in pedagogical practices. In view of no recent studies available as to the impact of the current teacher education on the classroom practices, studies may be initiated to understand the performance of teacher education programme.*
- 3. The in-service teacher training on ADEPTS and CCE may be enhanced across the state.*

The Mission observed that the problem of un-trained teachers in the state could be addressed by the number of institutions that are expected to take care of this concern. Some of the EGS centres (Vastishalas) have been closed. The teachers from these centres were given the status of *para teachers*. According to G.R. dated 5th February, 2009, these para teachers were given a chance to get admitted to D.Ed. course and during 2009-10, 7,839 para teachers were admitted to the first year D.Ed. course through ODL modality.

In terms of the provision of the RTE Act, teachers for Classes VI to VIII should possess a graduate degree with a component of professional training thereafter. This will require a major intervention at the administrative level and may involve Colleges of Education in meeting with the emerging requirement of teachers. There is also a serious concern of shortage of Science and Mathematics teachers which will require as a policy, induction of graduates in Science and Mathematics into teacher education courses, as a mandatory requirement at the time of admission.

Recommendation

The state may undertake urgent steps to identify teacher requirement based on the provision of teacher pupil ratio of 1:30 for the primary and 1:35 for the upper primary classes. This may require enhancement of intake of graduates in the existing D.Ed. institutions as well as special programmes that may have to be designed for the purpose.

The Mission observed that the use of CAL has now informed the school culture but it is largely related to familiarization with basic computer skills, which is a good beginning. What is needed now is to generate learning software and organize training for teachers in integrating computer education with the transaction of curricular concepts relevant to the various levels of elementary education.

4.8 Continuous and Comprehensive Evaluation

The concept of CCE is one of the features of Section-29 of the RTE Act, 2009 and is a significant intervention in view of the RTE Act, 2009 not permitting any Board Examination. A Manual on Continuous and Comprehensive Evaluation has been prepared by the MSCERT, Pune and the same has been provided to all the schools and teachers in the state. CCE propagation and strengthening activities like press conference, medium of EDUSAT was used. During the visit of the Mission it was found that the teachers were familiar with the purpose of CCE and were able to indicate their understanding of the modality of assessment of children on the points specific to CCE as mentioned in the manual. The scheme has already been implemented though the tools necessary for making a comprehensive evaluation of traits of the facets of child's personality will need to be designed to make the scheme fully operative.

Recommendation

Effective motivational and pedagogic orientation of teachers to the tools to be employed for assessment of CCE parameters need to be organized on an intensive scale.

4.9 Role of BRCs / CRCs

The state has created a cadre of Kendra Pramukh for every CRC, who works for activities related to SSA. The post of BRC Co-ordinator and Resource Persons has been sanctioned under SSA, who are also trained by the SSA. There are 405 BRC / URC Co-ordinators and 7,694 BRPs. During the visit of the Mission it was observed that BRCC / CRCC / RPs are mostly performing some administrative functions without any serious involvement for the academic / quality interventions.

Recommendation

The Mission recommends that there is a need for undertaking study on the performance of BRC / CRC Co-ordinators / RPs which may provide necessary inputs for improving the quality of their interventions.

4.10 Classroom Practices

The Mumbai Municipal Corporation initiated activity based learning including multi grade teaching in 103 schools. Besides, the Government of Maharashtra initiated multi grade teaching as a pilot project in 30 schools in Bhor block of Pune district. It has been decided by the state that this methodology will be piloted in one district each in all the 8

regions of the state. A team of 90 teachers with state level officials were deputed to Chhattisgarh, Tamil Nadu and Madhya Pradesh for familiarizing with this methodology.

The seating arrangement of the children in the school visited did not indicate any segregation in seating boys and girls in separate rows. The children were seated on mats except in one school visited in Ahmednagar and schools run by Mumbai Municipal Corporation where wooden furniture was provided for seating children. The provision of wooden furniture, some teachers felt, restrict their setting children in groups for activities and peer learning. The state has developed Self Learning Material Cards (SLMs) in all curricular areas and the same have been distributed to all the elementary school,

Financial Management

Against a sanctioned outlay of Rs.1599.52 (fresh excluding supplementary budget) crores for 2010-11, GoI sanction was for Rs. 505.37 crores and releases from GoM was Rs. 400 crores, with an opening balance of Rs. 120.93 crore, taking the total funds available to Rs. 1026.30 crores. The expenditure upto 31st December, 2010 was Rs. 772.16 crores, with Rs. 254.14 crores as balance funds remaining by end of December 2010. The percentage of Expenditure against AWP&B was 48.27%, while expenditure percentage against Funds available was 74.27%. The second installment from the GoI as well as the State Government is yet to be received.

Great variation in spending pattern district-wise has been noticed. Large spending districts were Ratnagiri, Gadchiroli, Aurangabad while the least spending districts like Latur had spent only about 31%. The Municipal Corporation of Bhivandi was the largest spending at about 67%, while Mumbai was at about 18%. The expenditure against the total allocations for 2010-11 up to December 31st was 48.27% of the allocation. Teachers' grants and other expenditures like school grant, maintenance grant, TLE and textbook grants have shown more than 97% expenditure. Interaction at the school level showed that textbooks reach the schools on time, at the beginning of the academic session. Funds for SC/ST have shown only 17% utilization, and a strategy for meeting the needs strengthening.

The MPSP Maharashtra has appointed a Statutory Auditor for the year 2009-10 for State and 8 regional Internal Auditors have been appointed for 8 Educational Divisions (35 districts) through an expression of interest. The State Auditor (Statutory Auditor) and District Auditor (Internal Auditor) have not been paid audit fees though the rates have now been finalized. Instructions have been issued to auditors to cover all VECs spending above Rs. 1 lakh. The Mission checked this out at the school level- VECs spending more than a lakh were being audited. For FY 2009 -10,326 BRCs, 960 CRCs & 3820 VECs were visited by the Auditor. For the F.Y. 2009-10 Auditor's Reports had not been received when the Mission visited. The state reported that advances were paid for civil works and teacher training programs after receiving Utilization Certificate and after receiving detailed vouchers', advances are adjusted.

There were vacancies of staff for Finance and Accounts at different levels. At the district level, out of the total sanctioned strength of 99, there were 22 vacancies in different categories. At the Block level, out of 353, there were 78 vacancies. At the Municipal Corporation level, out of the total strength of 50, there were 13 vacancies- this seemed to affect efficient planning of resources under SSA, in coordination with the Corporations. 294 accounts persons have trained in 5 days training during F.Y. 2010-11. The overall expenditure for FM staff training in F.Y. 2010-11 is Rs.6.62 lakhs. MIEPA, Aurangabad conducted training through in-house staff and consultants. The teacher's salary is paid through Zilla Parishad concerned. Utilisation Certificate is sought from Zilla Parishad and detailed audit of Zilla Parishad is done by Local Fund Audit Department. To fill up vacant posts circular has been issued.

Internal audit has been conducted by Chartered Accountants firms through an external agency. Division wise Empanelment of CA Firms has been undertaken for appointment of Internal Audit by following the requisite procedure of calling Expression of interest through Newspapers. The proposed expenditure of Internal Audit for the year 2010-11 was Rs. 104.45 lakhs. District wise CA Firms has been appointed for maintaining school accounts. Finance Controller MPSP and Asstt. Account Officer MPSP has been attending meetings of Finance Controllers. Meetings have been held at divisional headquarters (eight) in last quarter for all districts Accounts Officers to review account and audit matters. There is monthly meeting of all district and Municipal Corporation account personnel in first week of each month

While a monthly Procurement Plan is available with the state, there did not seem a fully fleshed out realistic strategy for its implementation. The state is implementing the revised FMP Manual of SSA. Monthly expenditure plan for RTE has been prepared. The state has completed compliance of Financial Review by IPAI for the year 2008-09 and submitted it to the GOI. Consolidation of Annual Accounts and the Audit Report of SSA including NPEGEL & KGBV Schemes of Maharashtra for the year 2009-10 is in progress.

Teacher training shows only 14.37% utilization of funds. There was a plan to outsource teacher training to private agencies, and tenders for the same had been floated. The new SPD has scrapped the process and wishes to strengthen institutional capacities of MSCERT and BRCs and CRCs to take up this activity, which is a very welcome step. However, the fact remains that teacher training remains a huge area of concern and will need to be taken up immediately. Teachers' salaries were being provided on time, and interaction with teachers at the field level showed that they were very happy with the increased structure after the 6th Pay Commission and received salaries in full and on time.

However, the state needs to ensure that all procurement, for training (for teachers as well as educational administrators) as well as other procurement, like CAL needs to be taken up as per the revised SSA FMP Manual. Textbooks in the state are printed by the State Textbook corporation and is validated by Gol agencies for quality and specifications..While the textbooks were found to be of reasonably good quality and in

four colours, the Mission recommends that the state may like to go in for an audit of the quality of textbooks, through independent agencies.

An area of concern which was noticed by the Mission was that none of the schools visited had any Social Audit display board having expenditure statements and accounts. SMCs had been newly constituted and SMC Chairperson and Headmaster were the joint signatories to Bank accounts. At the local level, the community was deeply engaged in monitoring of the works and other procurement related issues. VEC manual in Marathi has been circulated in the state. Asset Registers are maintained and updated in all offices in SSA Maharashtra. Equipments and Annual Maintenance Contracts carry asset number assigned by SSA.

Recommendations:

- 1. There was very little utilization of funds in critical areas that impact quality like teacher training. Further, innovations component was also under-utilized, showing need for greater attention to issues of SC/ST and minorities. The state may take up steps to ensure that robust systems and planning processes are in place to address this area*
- 2. Social audit display boards at the school level are not available- the state needs to issue instructions to all schools to ensure that the boards with latest data are available with immediate effect.*
- 3. Filling up of vacancies under Finance and Accounts.*

Program Management

The Mission had a sense that there had been a phase of relative inactivity in program management in SSA Maharashtra in the last few years. With positioning of newer senior management, there now appears to be an urgency and strategy in planning and implementation, but it will take a while before the state can come up to speed. It seems that there will be a time lag till the state is fully prepared to gear up and face the exigent needs emerging from RTE.

At the SPO, vacancies were being filled in, but 18 vacancies still remained in MPSP society. Filling up of the positions of Resource Persons and Coordinators in critical areas at block and Municipal Corporation levels need to be taken up immediately to meet the needs of quality improvement. Capacity building at the different levels to meet the needs of preparing for RTE was visible- MIEPA and other resource organizations were taking up large scale training of educational functionaries and various coordinators, like gender, community mobilization etc for major interventions.

Half-yearly reports from major Monitoring Institutions like Tata Institute of Social Sciences (TISS) and Indian Institute of Education (IIE) are provided to the state. The

Mission could peruse the report of TISS for the urban areas of Mumbai and Thane, and critical issues continued to be teacher training especially that for newly recruited teachers.

The state is taking up large scale House hold surveys and school mapping to locate all schools on the Google map with the help of cluster head and BRC/DRC data entry operator in coordination with SSA district programmer. This is expected to identify the requirement of schools in each district of Maharashtra at the Primary, Upper Primary, Secondary levels. School code from DISE and SEMIS data are being used. The process is as follows:

- Step – 1: District wise DISE data and SEMIS data was linked with census village code to generate the village wise distribution of schools
- Step – 2: District wise ‘kml file’ which includes the marking of schools on the map [google earth
- Step – 3: Coupling of kml file with the village wise distribution of schools to generate buffers for calculating the requirement of schools in each district. For Primary, the buffer was 1km and 3 and 5 for upper primary and secondary levels.

Data validation for 16 out of 35 districts has been completed and the rest are expected to be covered before March 2011.

Decentralization of powers to Village Education Committee / Panchyats / Urban Local bodies and Mother – Teacher Associations and Parents – Teacher Associations has been taken up and they were found to very active and interested and are contributing school development. The state has initiated community mobilization program called Lok Chetana and for this, resource persons from school teachers, CRC, Coordinators, Subject Experts and NGO trainers have been selected. The Mission saw that processes for training of the newly constituted SMCs were being taken up now in a month. Elaborate process for trainer preparation was adopted which has resulted in good quality trainers as well as training module. Training of all SMCs is likely to be completed within this session.

Recommendations:

1. *Filling up of vacancies at different levels*
2. *Motivational and program management training and capacity building of functionaries at state, district and sub-district levels with attachments to national resource organizations like Lal Bahadur Shastri Academy of Administration etc and exposure visits to other states.*

INDIA
SARVA SIKSHA ABHIYAN (SSA)
13th JOINT REVIEW MISSION
(January 19 - 24, 2011)

STATE REPORT: (MANIPUR)

1.1. Introduction

A team of two members, Dr. Ranjana Srivastava and Ms. Chetana Kohli visited Manipur as part of the 13th Joint Review Mission of SSA from 19th to 24th January 2011. The Mission interacted with the State and District officials of SSA Manipur including Mr. V.K Deewangan, Commissioner, Education (Schools), Mr. Sumant Singh, State Project Director SSA, Mr. Praveen Singh, Assistant Project Director SSA, Mr. Raj Mohan Singh, Secretary Board of Secondary Education, Manipur, Mr. Roman Singh, Finance Controller, SSA, and officials from SCERT, DIETs, Monitoring Institute, In charges and Coordinators of REMS, Planning, Civil Works, Girls' Education, and District Program Managers, Block Resource Persons Cluster Resource Persons, Head Teachers, teachers, special teachers, SDMC members, Children etc.

The team visited 4 elementary/ higher secondary schools, 1 Non Residential Bridge Center (NRBC), 1 Residential Bridge Center (RBC), 1 Block Resource Center, 1 Cluster Resource Center, 1 District Project Office, 1 DIET, SCERT, and met with SDMC members in 3 schools in Churachandpur and Imphal East districts apart from Zonal Education Officers of these two districts, District Managers (SSA) of all districts, and heads of six DIETs. The team had briefing and de-briefing meetings with the Education officials and SSA team. The team would like to express its gratitude to everyone for their support and co-operation during the visit.

The Mission notes that this is the first time ever that a Joint Review Mission team has ever visited Manipur for an in-depth review.

1.2 Overview and Key Issues

Manipur is a state with unique and complex challenges like difficult terrain and reach, law and order situation, and frequent bandhs with schools closing for long periods which affects the pace of implementation. The team appreciates the progress made by the state under these circumstances.

The Mission appreciates that Manipur was the first State in the North East to notify the State Rules for RTE which were published on 21st Oct. 2010. Mandatory notifications issued include those on Capitation Fees, Screening Procedures, Corporal Punishment, Mental Harassment, Private tuition by the Govt. Teacher, Recognition of Schools without recognition and Formation of SMDCs.

A two Days workshop on RTE was conducted in Collaboration with the MHRD, TSG, EdCIL and SSA. An Action Plan for implementing RTE has been prepared. Awareness creation on RTE and implementation is underway.

While the state has completed the household survey, the state reported discrepancy between DISE and HHS (Household Survey) data which needs to be addressed through capacity building. The state has a vision for covering un-served habitations; however, strategy for addressing the needs of OOSC needs to be strengthened. Competent agencies and trained investigators and analysts are required to carry out 5% sample checks. State will also need to strengthen its process of DISE data collection, scrutiny and verification.

State needs to undertake reviews, micro - studies, action researches in areas of classroom practices and processes, gender, other social groups, functioning of BRC's, CRC's and SMC's etc. This may require technical support from MHRD.

Curricular reforms are underway in the State. The curriculum and syllabus for primary and elementary classes (1-8) as per NCF 2005 have been prepared by the Board of Secondary Education and Language text books for classes 1-8 are expected to be introduced in schools from the next academic session. While this will fill in a major existing gap in curricular reforms, State will need to incorporate the RTE vision of school quality which requires an in-depth review and assessment of the current curriculum and textbooks with regard to gender and social/tribal/other sensitivity and provision of non- discriminatory environment of teaching and learning for various groups of learners. These may be undertaken by the national resource institutions.

Teacher availability in terms of appropriate numbers including subject teachers for upper primary remains an issue of concern. The State is unable to have a policy to recruit trained teachers as they are not available in required numbers in the State. The State faces a huge challenge of training its untrained teachers at primary and upper primary levels.

In addition, comprehensive understanding and orientations are needed for teachers and administrators on the concept and approaches of child centered, activity based, teaching learning methodologies as per NCF 2005 guidelines and the national vision on quality.

State needs to prepare its vision on quality and a plan to strengthen academic support structures, restructure teacher education programs, etc for which guidance and support is required from the national resource institutions and other experts.

Special assistance from the Centre is required as a 'Special State' for providing continuous support to restructure various program components as per RTE requirements and for monitoring their progress. This is being suggested in view of the fact that Manipur has had no prior experience of educational reforms such as the DPEP, and no JRM has ever taken an in-depth review of the program components.

Progress towards the achievement of Goals

Goal 1: All Children in School: Status of the Program Implementation:

1.1 Out of School Children (OOSC)

It is noted that the number of OOSC has decreased significantly from 1.1 lakh in 2005/06 to 32,000 in 2009/10 which is 5% of the total child population in 6 – 14 age group. The state has set a target of covering 21,340 OOSC in 2010/11 through Non Residential Bridge Centers (NRBC) and (RBC) in 2010-11. Almost 66% of the 21,340 OOSC belong to scheduled tribe, general categories are 18%, Muslims are 14%, and schedule castes are 8%.

There exists a wide inter – district variation regarding the numbers of OOSC. At primary level the number of OOSCs varies from 754 in Bishnupur to 3,767 in Senapati district. The variation at upper primary level, again, ranges from 299 in Bishnupur to 2,409 in Senapati district. Maximum number of these OOSC is concentrated in 2 districts i.e. Churachandpur and Senapati.

The strategies adopted by the state government to provide schooling facilities to OOSCs include opening of EGS centers, NRBCs and RBCs. A large number of out of school children (17,239) have been enrolled in Non Residential Bridge Courses (NRBC- 13,632) & in Residential Bridge Courses (RBC)- 3,134 children in 2010-11. As a preparation of “Special Training” all NRBC & RBC Centers have been opened within the school campus. State Academic resource group is formed. Developing of reading materials for “Special Training” is in progress.

Status of served and un-served habitations:

The SSA/SMA’s initiative of conducting a school mapping exercise with the use of GPS in collaboration with National Geo- Spatial Mission Authority is appreciated and recognized. It is expected that this exercise will provide accurate data base in respect of school less habitations and will help in planning for provision of schools and schooling facilities. The exercise has been completed in Bishnupur and Imphal West Districts and it is in progress in Imphal East and Senapati Districts.

As per the state data, total number of un served habitations is only 253 and most of these are concentrated in 4 districts (Chandel, Imphal west, Senapati and Ukhrul). District Churachandpur does not have a single un-served habitation.

Manipur has a total of 4,004 habitations. Of these only 3,034 habitations have a regular primary schools, 3,751 have both Primary schools and EGS centres. There are 717 habitations covered with EGS centers only. The number of un-served habitations at upper primary level is much larger. Only 2,363 habitations out of 4,004 have an upper primary school. There are 1,641 habitations which are un-served by an upper primary school.

State Government did not open any new schools under SSA in 2009/10. Based on an assessment conducted by the State, the number of EGS centers has also been reduced from 970 to 717. The state had proposed up-gradation of 180 EGS centers to primary schools in the Supplementary AWP&B 2010 and PAB has approved it. The process for their up-gradation is under progress.

Achievements

The GPS exercise is initiated in four districts. The State government proposes to upgrade all EGS centers to primary schools, and all primary schools to upper primary schools to cover all 1,641 un-served habitations.

Two residential schools (KGBV) were sanctioned in the Supplementary AWP&B 2010-11, one for Imphal West district and the other for Tamenglong District.

Concerns

Even though the overall number of OOSC has reduced, the understanding of the concept of neighborhood schooling and age appropriate enrollment needs to be strengthened. The household survey data available with the State needs to be utilized for planning access interventions for out of school children. Moreover, deviation is observed between the DISE and 5% sample check data; this makes it difficult to plan interventions for district and sub-district levels and for special focus groups.

The concept of special training is not understood and very young children have been enrolled in NRBC and RBC located far away from their homes. This is not as per RTE norms. Volunteers at NRBCs and RBCs have not been trained and there is lack of special materials for the bridge courses.

Systematic, context specific strategy/plan to address the learning needs of OOSCs belonging to different social groups is not available.

Recommendation

State needs to take steps to ensure that district specific accurate data is available. There is an urgency to build capacity of the SMA and other functionaries engaged in data collection, compilation and analysis.

Priority attention needs to be given to create an understanding of RTE norms in general and specifically with regard to initiating age appropriate enrollment in neighborhood schools. As the GPS system will take time to be completed, it would be necessary to develop a systematic plan for upgrading all the 3,034 primary schools to upper primary schools and the remaining EGS centers to formal primary schools in a phased and accelerated manner, based on the existing information available with SPO. This could be included in the 2011-12 AWP. Since NRBCs and RBCs are at the inception stage, a systematic plan for mainstreaming of admitted children from

Bridge Courses needs to be developed. The Mission recommends that monitoring, tracking and support mechanisms be strengthened to ensure that mainstreaming of currently admitted children in age appropriate grades is accomplished. As per RTE norms, all children need to be admitted into formal schools in age-appropriate classes with provision of 'special training centers. Within the context of RTE, The State has decided to utilize NRBCs and RBCs as their special training centers for bringing marginalized children at par with other children (on account of age appropriate admissions under RTE). Systematic, context specific strategy/plan to address the learning needs of OOSC/and newly admitted children belonging to different social groups needs to be urgently developed.

Goal 2: Bridging gender and Social Gaps

The Mission is of the view that Gender equity does not pose a major challenge as far as access to schooling is concerned particularly at the macro level. The enrolment is almost 50% for both boys and girls. The literacy rate of ST/SC children is at par with general category children. The mission observed that there were more girls than boys in most classes and schools visited. The state level GER for 2010-11 presents a positive picture. NER at primary level is 80 (Boys – 79, Girls – 80) but at upper primary level it is 58 for both boys and girls. The average dropout rate in the state is 10.4%. Drop-out rate for girls is 8.1% and those for SC and ST girls are 7.5% and 9.3% respectively. There are no major gender differences in access and retention indicators, however, social group differences are seen across districts which may need group specific strategies to address them.

The curriculum and the text books have not been reviewed through a gender/social equity lense. No overt traces of discriminatory classroom practices were observed during the school visits. There is a general lack of understanding, vision and sensitivity to gender and social equity issues across the state. Interactions with VEC/SDMC members, teachers, Head teachers, CRPs, BRPs etc confirmed the observation.

Achievements

The state has appointed a consultant in April 2010 who is responsible Bridging Gender and Social Gaps. It was observed that Twelve Master Trainers (Resource Persons) have been appointed and they would be responsible for training of SDMC's and Community Members on RTE, gender and social equity issues. A training module has also been prepared – draft copy is available with the State.

KGBV

During 2010 -11, 5 KGBVs were sanctioned. Only one is operational in Tousle block of Tamenglong district. 81 girls belonging to ST communities from 27 villages have been enrolled. Steps for the establishment of more KGBVs are being taken up.

NPEGEL: The state has 13 fully functional Model Cluster schools in Tousem block of Tamenglong district - 1500 girls have been enrolled in them. Activities for vocational and life skill improvement are being taken up. Special teachers are being engaged for remedial classes. Community awareness programmes are also being taken up. Special camps for mobilizing girls are being organized in different blocks on life skill education, basket weaving, sewing etc., basically reinforcing gender stereotype. This area needs to be reviewed and strengthened.

Urban Poor/Minority/Migrants

The SC and minority population in the state is only 2.80% and 8.81% respectively. There are 5 districts in the state concentrated with minority population which are Thoubal, Chandel, Churachandpur, Senapati and Ukhrul. The state has reported identification of 917 children from Imphal Municipal Council area. Also the children of migrant workers are mostly in Tamenglong and Imphal West Districts of Manipur. There are issues related shifting of villages among these tribal groups. Very little or no data/ information is available on these issues. Therefore no context, specific targeted interventions for different focus groups have been planned.

Separate toilets for girls

The percentage of schools without separate toilets for girls is high particularly in district Chandel 86%, Ukhrul – 90% and Senapati – 92%. Only 23% of elementary schools have separate toilets for girls.

CWSN

The mission appreciates the work done for CWSN. The state has identified 7,816 Children with special needs (CWSN) in 6-14 age groups. Of these 4,567 are enrolled and 1,087 CWSNs have been provided aids & appliances. The state has appointed 25 resource teachers and they are working at the district level. Also, 600 out of a total of 1,300 general teachers have been trained on VI. HI. M.I. Home based education is going on for 200 CWSN. 112 home visits were undertaken for maintenance of aids and appliances.

Other Incentives

Free text books are given to all children of classes I-VIII. School bags are also given to minority children both in rural and urban areas. PAB has recently approved additional incentive of free uniforms for SC, ST children as part of the Supplementary AWP&B.

Concerns

There is a lack of vision, understanding and sensitivity regarding RTE and within that, of issues related to gender, and other social groups. Very little or no information/data is available on these areas. There is a limited vision regarding planning and implementing targeted strategies to bring girls to schools in general and for those belonging to excluded groups like migrants, urban poor,

Muslims, SC, ST etc., in particular.

While state has reported that SMC's have been formed in all schools, it is observed that they are not functional. In some places, old VECs have been renamed as SDMCs and they are unaware of RTE, their roles and responsibilities etc. There seems no clarity on formation of SMDCs at the level of the school which needs to be addressed by the State.

There was no evidence of construction of ramps.

Low coverage of schools in terms of separate toilets for girls.

Recommendations

- There is an urgent need to create an in depth understanding of RTE and within that issues related to gender and other social groups across the state.
- Capacity building of Monitoring Institute and relevant officials on developing an accurate data base on gender and focus groups.
- Micro studies, rapid assessments and action research may be undertaken to substantiate information base on gender and special focus groups.
- Also, important is to study discriminatory practices in the classrooms and schools.
- In order to strengthen the implementation of NPEGEL and KGBV's, regular reviews and monitoring mechanisms maybe developed.
- Exposure visits for concerned officials maybe organized to learn from good practices from different States.
- Accelerated efforts need to be made to make all schools child/gender friendly and barrier free –construction of separate toilets for girls and ramps.

Goal 3: All Children Retained in education system

Achievements and Concerns

Progress in Indicators

The State's Drop out and Retention Rates have evidenced improvement over the past few years though they remain areas of concern as Manipur's drop-out rates continue to be one of the highest in the country. If DISE data for the last year (2008-09) is to be considered (as there are serious concerns of quality and reliability), the Sate shows remarkable improvement by almost

50% from 19.9% in 2006-07 to 10.4% in 2008-09. Drop out at upper primary level is low at 2.2% which is a marked improvement over the figure of 6.2% for the year 2007-08. However Transition Rates from primary to upper primary at 85% are still low as compared to the rest of the country and require substantial improvement. Grade wise retention suffers at the level of class 3 at the first stage as there are a number of lower primary schools with classes 1-2 that need to be upgraded. There is further loss of children at the higher primary and upper primary levels as the concept of neighborhood schools is not yet fully operational and many upper primary schools are located far from the habitations.

Average drop-out rates have improved from 19.9% in 2006-07: Primary

Indicator	2006-07	2007-08	2008-09
Average Drop Out Rate(%)	19.99	19.62	10.48*
Retention Rate (%)	-	-	45.90
Transition Rate (%)	84.02	78.61	85.68

Source: National DISE Data 2009-10; Provisional: The DISE data reports 50 percent variation as per sample check results for the year 2008-09 indicating unreliability of the collected data.

Review of interventions

The State has put in place interventions such as provision of additional class rooms at the upper primary level, hostel facilities for girls and residential schools, provision of incentives for girls, SC, ST, etc, that are largely input based and have positively impacted the retention of children to an extent. However, the State needs to understand real reasons for low transition and retention in general especially in many hill areas, and devise clear-cut strategies to address them.

Concerns

The state has not been able to provide information on Student and teacher attendance rates. The research study on student and teacher attendance rates sanctioned during the past years has not been initiated; instead it has been replaced by two studies to be undertaken on student learning achievement levels and identification of learning difficulties. The State is advised to initiate the said study with specialized support if required to be able to generate sufficient knowledge on the current status and inform further decision making on various aspects of student retention and improvement of the overall quality in elementary schools.

Recommendations

- *Clear-cut contextualized strategies are needed to improve the retention of children in schools.*

Goal 4: Education of Satisfactory Quality: *Achievements and Concerns*

Curricular reforms, Syllabus and Text books

Curricular reforms are underway in the State. The Board of Secondary Education, Manipur (BSEM) and the SCERT have been identified as academic authorities for initiating quality reforms as per national guidelines. The Board of Secondary Education, Manipur (BSEM) has taken the responsibility for revision of curriculum, syllabus, and writing and publication of textbooks in the light of NCF 2005 where as the SCERT is the responsible authority for undertaking and guiding teacher education reforms- both pre-service and in-service.

The curriculum and syllabus for primary and elementary classes (1-8) as per NCF 2005 were prepared by the Board of Secondary Education in 2007 after the completion of the revision of syllabus and text books for the secondary classes (9 & 10). The Mission is informed that the writing of textbooks for the elementary stage has also been completed and the Board will introduce the revised textbooks in Languages (English, Hindi, and Manipuri) for classes 1 to 8 from the next academic session (2011-12). The BSEM is also initiating their translation into 10 recognized tribal languages. These along with the above stated language books for classes 1-8 are expected to be introduced in schools from 2011-12 academic session. Textbooks of other subjects viz Science, Mathematics, Social Science and EVS for all classes will be introduced in schools from the academic session 2012-13. BSEM has its own resource pool of textbook writers (mostly drawn from the University teaching higher classes) who are trained by NCERT on NCF 2005, and on text book writing including framing of questions and exercises etc. While the textbooks have not been tried out or externally evaluated, they have incorporated the comments of reviewers through long drawn out workshops of 7 to 10 days conducted for their revision. These may need to be reviewed to incorporate the RTE vision.

The schools are currently using textbooks developed on the basis of NCF 2000 which suffer from various limitations and adversely impact the overall quality of teaching-learning processes. The introduction of first set of Language books from the next academic session (2011-12) will thus fill in a major existing gap in curricular reforms. However, as of now, textbooks in use by children use single to two colours and do not follow the prescribed national standards and norms of textbook production. Use of four colours and bigger fonts is desirable for lower primary textbooks with appropriate illustrations and exercises where as smaller fonts can be used for higher classes. To ensure use of good quality paper, SSA SPO has taken a decision to purchase the required quantities and pass them on to the Board for final printing of various textbooks.

Recommendations

- *Textbooks need to be made more attractive to the learners. In this respect, the State is advised to pay special attention to the prescribed norms and standards of production of textbooks both with regard to the quality of paper and the colours and font- size/s to be used for textbooks for children of lower and upper primary classes.*

- *The Board may also consider involving teachers/ text book writers with experience of teaching at the elementary level for the development of age appropriate and attractive textbooks in the remaining subjects.*
- *The State will need to incorporate the RTE vision of school quality which requires an in-depth external review and assessment of the current curriculum and textbooks with regard to gender and social/tribal/other sensitivity and provision of non- discriminatory environment of teaching and learning for various groups of learners.*

Teacher availability

The State had set up a target of appointing 365 teachers up-to the year 2009-10 and in addition, 450 teachers were expected to be recruited during the year 2010-11. Against this, a total of 265 primary teachers and 22 upper primary teachers (a total of 287) have been recruited during 2010-11. In addition, 3485 teachers have been recruited under the Autonomous District Council Schools during the last year which include the 450 planned teachers for the last year. There still remains a backlog of 78 teachers to be recruited as per the planned target of 365 additional teachers, up-to the year 2010-11.

Teacher availability remains an issue of concern. On the one hand there are vacant positions of Head Masters(in almost all upper primary schools) that need to be filled up by eligible teachers at the earliest, on the other, additional teachers and subject teachers need to be provided (1 Maths and 1 Science) and ensured in primary/upper primary schools as per requirements of the RTE Act. Moreover State's assessment of additional teachers during the past years was based on state/district averages of pupil teacher ratios (20:1; 19:1 at primary and upper primary levels respectively) which do not fulfil the required teacher needs as per prescribed RTE norms. In addition, about 11.6% of schools (478 schools in all) are single teacher schools that need to be provided with an additional teacher as per RTE norms of appointing a minimum of two teachers for up-to 60 children. *The State will thus need to reassess its requirement of additional teachers based on RTE norms and prescriptions of school wise teacher pupil ratios that may need to be filled up both through new recruitments and redeployment of teachers.* So far, the state has been unable to provide a plan for the rationalization and redeployment of teachers based on school wise teacher pupil ratios (which range from 1: 4 to 1: 96.5 for the existing schools with primary sections and classes). *The State is advised to devise and urgently initiate a workable process of redeployment of teachers while ensuring objectivity and transparency given the political sensitivity in the state about the issue.*

Recommendations: The State will need to

- *Reassess its requirement of additional teachers based on RTE norms and prescriptions of school wise teacher pupil ratios that may need to be filled up both through new recruitments and redeployment of teachers.*

- *Devise and urgently initiate a workable process of redeployment of teachers while ensuring objectivity and transparency given the political sensitivity in the state about the issue.*

Teacher training

The State faces a huge challenge of training its untrained teachers at primary and upper primary levels. As State data for government schools reveals, of the 10, 769 teachers at Primary level, 5,342 (49.6%) are trained and 5,427 (50.4%) are untrained. Around 57% of the upper primary teachers are untrained (1,729 out of 3,236 working teachers). Inter district variations show there are 5 out of 9 districts where more than 50% primary teachers are untrained. Overall the range of untrained teachers at primary level is between 20% (Chandel) to 64% (Chura Chandpur) and 68% (in Tamenglong districts). The percentage of untrained teachers at upper primary level also ranges between 24% in Chandel to 78% in Chura Chandpur and to 80% in Ukhrul district.

The State's strategy for training of teachers includes the following:

- **20/10 days in-service teachers training:** This has been imparted to 26, 723 elementary teachers at Dist./Block/Cluster level: The 20-day training module is divided into two parts of 10-days each: whereby the ten-day BRC level training **includes (a) 2-Days Sensitization programme on RTE Act,2009, (b) 5-Days Training on specific subjects viz Maths, Science, etc. and (c) 3-Days Training on language subject and classroom transaction.** The training is largely subject based training. Details of the second phase are not known as they have not been implemented as yet.
- **A Certificate/Diploma in Primary Education (CPE) under IGNOU** whereby 900 primary teachers are undergoing two year Diploma/certificate course in Elementary Teacher Education through distance mode..
- **In addition: 6-months Basic/ elementary teacher education course followed by 18 month course in elementary teacher training imparted by 8 DIETs of the State** (as one district does not have a DIET). The program includes teachers with professional qualification of B.Ed and M. Ed but no training received in Elementary education.

The State is unable to have a policy to recruit trained teaches as they are not available in required numbers in the State. This can be corrected by strengthening the existing DIETs in terms of their staffing, roles and capacities, and through innovative recruitment of students for teacher education courses to eliminate the existing paucity of trained teachers in a phased manner. The SCERT's current roadmap for training of untrained teachers has cut down the time line from 2017 to 2015 in view of the reduced burden of training based on RTE's/NCTE's new regulations which require only those teachers to be trained that are appointed after 3rd September 2001.

In addition to the above stated trainings, State SSA also imparts skill based learning to CWSNs at the District Level as follows:

Braille Book reading	to	Visually impaired	children
Total communication, Lip reading	to	Hearing Impaired	children
Behaviour modification	to	Mentally Retarded	children

Recommendation:

- *The State will need to develop/restructure in-service and pre-service training programs integrated with innovative training methodologies, content and inputs at improving classroom processes. (See section on Class room practices).*

Availability of teaching learning materials

Availability and use of teaching and learning materials is virtually non-existent in class rooms and schools visited by the Mission. Its use has not been made an integral part of the teaching-learning process. All schools are receiving teacher grants though there have been issues of irregularity in receiving grants by some schools during the past years on account of non-communication of bank accounts by the Village Education Committees. While these issues have since been sorted out and schools are directly receiving teacher grants through the VECs, there seems little awareness about the amounts and purpose for which they are provided, both among the VECs and the school Head Masters/Senior teachers managing the schools. Teachers are not aware of such a provision nor have they been ever consulted on the use of grants which have largely been utilized for purchase of reference books, dictionaries, purchase of blackboards, or even sometimes furniture (chairs etc) mixed up with school and other grants available to the schools for various purposes.

The Mission recognizes that given the difficult situation of the State of Manipur (on account of insurgency and UG activists' movement) and the hesitation of the school heads and others to handle grants directly, VECs have been assessed by the State to be the best handlers of such grants. *However, the State needs to urgently initiate orientation of VECs/SDMCs and school heads and teachers on different types of grants available to the schools along with their purposes, and take steps to ensure their proper utilization through rigorous monitoring mechanisms that need to be developed and strengthened at various levels. Teachers need to be simultaneously oriented on the type of learning and teaching materials that can be developed and used in child friendly and activity based class rooms in spirit with the new pedagogic vision within RTE and Revised SSA framework and must invariably define their needs for utilizing the TLM grants for the purpose for which they are provided (even if they do not want to handle the grants directly). A culture of participatory decision making with sufficient trust reposed in the ability of the teachers to make best possible use of the grants needs to be developed and*

strengthened through continuous orientation of the VEC members and other stakeholders at all levels.

Recommendations

Given the above context the State needs to initiate following steps urgently:

- *Orient VECs/SDMCs and school heads and teachers on different types of grants available to the schools along with their purposes, and on the use of TLM grant*
- *Take steps to ensure their proper utilization through rigorous monitoring mechanisms that need to be developed and strengthened at various levels.*
- *Simultaneously train teachers on the type of learning and teaching materials that can be developed and used in child friendly and activity based class rooms in spirit with the new pedagogic vision within RTE and Revised SSA framework.*
- *Teachers to identify their TLM needs for use in class room teaching and learning process.*

Teacher support and academic supervision

State/ District Resource Groups have been constituted for various interventions under SSA as academic support and monitoring systems. Five Resource Groups at the state level These are constituted for IED, Pedagogy, Innovation, REMS, and RTE Media Planning.

The State has appointed 420 Block level Resource Persons (BRPs) and Cluster level Resource Persons (CRPs) for providing academic resource support to schools and facilitate in improving the overall quality of elementary education. Interactions with groups of CRPs and BRPs of two districts revealed total non clarity of tasks to be performed by them at various levels, especially the academic support to be provided to teachers. Most BRPs and CRPs are engaged in collecting, scrutinizing and analyzing DISE data and hardly make visits to the schools for purposes of providing academic support. Nor are the Resource persons equipped to train and provide the required guidance to teachers. The resource persons are drawn from senior cadres of teachers at upper primary/primary level and have undergone trainings in various aspects of SSA except for the ones for which they are recruited viz the quality and academic support in education. The areas in which they are trained include: DISE-Data Capture Formats, RTE, development of web-portal, civil works, population census and household data, Planning and Management and Action Research, and ECCE. Clearly, the State faces critical challenges in training and adequately equipping its resource institutions with the required knowledge, skills and attitudes for implementing the national vision on quality.

The State is in the process of recruiting more BRPs (153) for subject specific training, 70 resource persons for inclusive education (CWSN), 35 MIS Coordinators/ System Analysts at the block level for strengthening various Resource Groups. *If the Block Resource Centres and*

Cluster Resource Centres are to provide academic support to teachers, they will need comprehensive trainings on several aspects of quality reforms and new curricular and pedagogic practices. Moreover, the roles of SCERT and DIETs along with those of the Board of Secondary Education will require to be analyzed and clearly understood at various levels to enable them play their roles effectively in the overall quality reforms. The SSA SPO must work in collaboration with the concerned institutions to develop an overall vision and plan of action for the State. Skills of all stakeholder institution faculties will need to be upgraded and trained in NCF 2005 and quality vision.

DIETs have challenges that are basic to their functioning. They are neither fully staffed, nor provided with adequate infrastructure and are weak non performance indicators. The institutions need immediate attention with regard to their up-gradation in terms of skills and knowledge, and envisaged contribution to the strength and capacities of BRPs and CRPs which will be crucial in strengthening the overall academic support structure for the school teachers.

Recommendations:

- *State must prepare its vision and plan to strengthen academic support structures with formal linkages to DIETs and SCERT on the one hand and with the BRCs and CRCs on the other.*
- *All stakeholder institutions and their faculties need to be trained in national vision of quality and the NCF 2005 requirements of child centred pedagogic and evaluation practices.*
- *Role clarity is needed for all levels of institutions and Resource Persons to be trained and utilized for the tasks for which they are recruited.*

Classroom practices

Traditional, teacher centric, text book based teaching and learning process is followed in schools and other learning centres in the State. At best, teachers use the blackboard to write questions (and sometimes even answers for lower primary children to copy) which the students are expected to answer during class assignments. There is complete lack of understanding of child centred and activity based teaching and learning process and methodologies among teachers as this has not been made a part of their training as yet. Even the EGS centres and residential and non residential bridge centres functioning in the state have been found to have no understanding of multi-grade/ multi level teaching-learning processes. Student learning abilities vary, most children in alternative learning centres and even in formal lower primary classes /schools with some exceptions are able to read and write though not necessarily with understanding. Special difficulties are faced by children learning in large crowded classrooms (with Teacher pupil ratios of 1: 63 or 75) and by those lower primary learners who study through textbooks written in different language and scripts: e.g. Manipuri Language books written in English, Bengali (which have been banned by the local activists/ groups operating in the State), or other scripts/

languages. Such students are found to have no reading or writing skills and are unable to understand the lessons taught by the teacher.

The State needs to pay special attention to the language policy and encourage mother-tongue-based education of children especially at the primary stage. The State may need to explore and learn from the experience of some states like Orissa and Chhattisgarh which have implemented a well defined system of multi-lingual education/mother tongue based education and have developed teaching and learning materials and workbooks in different tribal languages that cater to the learning needs of children and help in evoking interest and facilitating higher levels of learning among them. The teachers too need to be trained on handling the differentiated learning needs of children studying in different languages in a common classroom.

Recommendations:

- *Comprehensive understanding and orientations are needed for teachers and administrators on the concept and approaches of child centered, activity based, teaching learning methodologies as per NCF 2005 guidelines and the national vision on quality. All training programmes- pre-service, in-service and induction training-for teachers and Head Masters require restructuring in view of the new pedagogic approaches and practices as per national guidelines.*
- *Special attention needs to be paid to the language policy. State is advised to encourage mother-tongue-based education of children especially at the primary stage and orient the teachers accordingly to cater to the differentiated learning needs of children.*
- *The State's draft vision on quality based on national guidelines (that too in terms of 5-6 bullet points) requires thorough understanding, review and follow-up with various stakeholders at various levels. Basic pedagogic concepts need to be clearly understood for which the State may need to organize workshops with assistance from national level resource institutions and other professionals. The Centre itself needs to pay special attention and facilitate development of state vision and understanding on critical issues of quality.*

Pupil Assessment Systems

The State is yet to work out and define its vision on Quality in a participatory manner involving all the stakeholder institutions and resource persons working for the improvement of quality of education at the elementary level (classes 1 to 8). Involvement of all stakeholders will not only help in enhancing the understanding of all involved towards quality issues that is most urgently required in the State but will also result in motivating and helping them take pride in taking ownership at all levels for implementing the required reforms at all levels. Institutions, particularly the SCERT and DIETs are keen to take on reforms along with the SPO but require comprehensive understanding and skill up-gradation in implementing the child-centred teaching-learning and assessment methodologies as per requirements of the NCF 2005 and the formulated national vision on quality.

The BSEM introduced the concept of CCE in classes 9 and 10 during the year 1994. Based on the model, the Board is thinking of extending the system of CCE for classes 3 to 8 as well for which a detailed paper outlining broad guidelines have been prepared and schools have been instructed to initiate the system. BSEM has also incorporated a session on CCE as part of its 4 day-orientation programme on NCF 2005 for its secondary level teachers. The Mission is informed that SCERT is planning to constitute a team for making training module on CCE.

The Mission is of the view that the system of Comprehensive and Continuous Evaluation cannot be introduced in isolation of the overall quality reforms and must be in synergy with the new pedagogic reforms of child centred and activity based teaching and learning techniques that are yet to be introduced in its formal schools.

Recommendation:

- *The State is advised to review the existing practices/models in the State on Continuous and Comprehensive Evaluation and finalize its pupil evaluation system for the elementary classes in synergy with the new pedagogic reforms and overall vision of quality that is yet to be formulated.*

Student learning levels

The State has not been able to provide any details nor analyzed the student learning achievement levels for classes 3, 5 and 8 for the two completed rounds of Learning Achievement Surveys of NCERT for all subjects. However, the State has constituted a Resource Group on learning assessment surveys and has developed its Terms of Reference. Detailed work on this aspect is yet to begin. The State has also planned an independent pilot/research study for identifying the learning levels and learning difficulties for the children of primary and elementary classes (1-8) in two districts (Tamenglong and Thoubal) the proposal and methodology for which may need to be reviewed and finalized to accomplish the desired objectives. As per DISE data, only 20 to 32% of students are reported to have scores over 60%. About 18 and 43% students are in D and E categories respectively, scoring less than 50%. The State also has no system of analyzing data received from the QMT (Quality Monitoring Tools).

As per information available from the national documents (NCERT First Round comprising Baseline Assessment Surveys 2001-02 for class V, 2003-04 for classes III, VI and VII and second Round comprising Mid-Assessment Surveys in 2005-06 for class V, 2007-08 for classes III, VII and VIII), the findings of NCERT Study on learning achievement are as follows:

State Results/National Average	Language		Mathematics		EVS		Social Science	
	Round I	Round II	Round I	Round II	Round I	Round II	Round I	Round II
Class III	73.21	60.11	72.27	69.17				
National Average	63.12	67.53	58.25	60.92				
Class V	73.39	62.09	74.46	41.12	73.60	55.10		
National Average	58.57	60.31	46.51	48.46	50.30	52.19		
Class VIII	61.53	47.91	61.24	55.09	55.91	46.06	61.11	46.01
National Average	39.17	41.5	53.86	56.13	41.3	41.75	46.19	46.94

A notable point is that the State's performance during the 2nd Round has shown consistent decrease in achievement levels of students in all subjects as compared to the First Round results. However, in most cases with some exceptions, the state performance is better than the overall national averages in respective subjects.

Recommendations:

- *The State needs to take stock of the results of the first and second rounds of National and State Achievement level Surveys conducted by the NCERT which are not yet available with them at any level/ Institution. The results such collected need to be analyzed to understand the arrived status in respect of student learning levels for classes 3, 5 and 8 in different subjects for disaggregated categories of students: viz boys, girls, SC, ST, Others, for various classes and subjects. These will help assess areas/ subjects in which different groups of children require special attention.*
- *The State will need to match and harmonize monitoring of student learning and assessment procedures with the envisaged pedagogical and curricular reforms and enhance their human resource strength and capacities to undertake these challenges.*

Financial Management

Financial Progress

- Approved outlay for 2010-11 for Manipur is Rs. 15,970 lakhs. Details of Approved outlay, funds released and spent are given in the table below. About 53.5% of the fund available for the current year is utilized by the state (3rd quarter). Some expenditure is still in pipeline (e.g. for procurement of uniforms for girls, SC and ST children as approved in supplementary annual plan- amounting to Rs. 954.3 lakhs; teachers' training and community training installments to be released-60% to be released as 40% is already released and spent; amount to be released to Residential Bridge courses (RBCs) and Non Residential Bridge Courses (NRBCs) for 3 months only as they have just been implemented for this year in January; EGS-60% of the allocated amounts to be released, etc.) There will be further expenditure on account of salaries for further staff to be appointed: Engineering, Finance and others at SPO and DPO levels.
- The State has a funding pattern of 90:10 between the Centre and the State. There is no backlog of state share in previous years. Cumulative financial progress up to third quarter 2010-11 is given below:

Table: Financial Statement: Approved Outlays, Amounts Released and Spent by SSA Manipur

Year	Appd Outlay	Amout Released		Opening Balance	Other Receipts	T. Amount Released	Expenditure	Exp as % of Available Funds
		GOI	State					
2010-11	15970.858	8412.00	545.78	510.72	96.41	9564.91	5116.03	53.49

Action Taken Report of 12th Joint Review Mission (for all States) on Financial Management and Procurement (FMP):

Joint Review Mission's recommendations on

1. States/UTs to enhance capacities for absorbing higher level of funds

Action taken:

- Institutional strengthening by recruiting 9 DPMs, 9 AOs undertaken.
- The process of further recruiting 24 engineers, 35 system analysts, 78 Accountants is at the recruitment stage.

2. Status of training in States with highest expansion in Finance & Accounting staff in Manipur (456%)

Action taken:

- 10 Days induction conducted for all freshly recruited staffs under SSA followed by 5 days TALLY (accounting software) and 3 days training for all Finance & Accounts officials of the state and districts level

3. Internal Audit of SSA, Manipur for the year 2009 is in progress?

Action taken

- The Internal Audit of 2008-09 & 2009-10 has been completed for SSA, Manipur

4. Mode of transfer of funds

Action taken

- Funds are transferred directly to VECs through e-transfer wherever feasible and through Bank advice where such facilities are not available.

5. Concerns on quality of paper used in printing of Textbooks

Action taken –

- The 9th Executive Committee of SSA, Manipur has advised State Project Office to procure quality paper of Free Text Book through open tender.

6. *JRM recommends States to finalize and uplink the procurement to the websites. No action initiated.*

Financial Management and Procurement: Achievements and Concerns

1. **Audit Process:** There is one auditor for the entire state and they conduct audit for all the districts. The fee paid to the C.A. firm for external audit is Rs. 20,000/- per district and for the State Project Office. In addition, a fee of Rs. 40, 000/- is paid for consolidation of accounts.

The state is aware of the instruction regarding coverage of all VECs spending above Rs 1 lakh once in three years but there are inherent problems in hiring the C.A. firms due to the typical problems of the State: a) geographical terrain and b) law and order situation in the villages. The State will explore the various available options which could be: (a) involving the (already overloaded) Local Fund Audit Department for conducting audit of VECs spending above Rs 1 lakh once in three years; or (b) dovetailing with various flagship programmes of the Government such as NREGS or NRHM, which have a well defined audit system. A third option could be to bring all audit books to the district/ block level for audits, and random sample checks be undertaken for physical verification. There will be about 200 such villages- one-third of which will be required to be audited once in three years. Once a decision is taken to this effect, the State will accordingly work out its fee structure. As of now this has not been worked out.

Auditors have not visited the BRCs, CRCs, schools or other such institutions as part of their audits. As per practice the audit take place at the State and district levels, and institutions are not actually visited by Auditors.

Expenditures and Releases: As per norms, releases of funds are treated by the State as expenditure on attainment of UCs by the Auditors. Sub districts offices are expected to submit UCs within one month of release of funds and for VECs within one month of completion of the financial year. Releases to districts and sub – districts are treated as advances until UCs are submitted and expenditure/s verified through vouchers are treated as actual expenditure.

2. Staffing and Capacity Building

The State has overcome all the past hurdles in this respect. Manipur unlike other states cannot go for contract engagements after EC approval and has to seek the approval of the Committee of Officers and the State Cabinet. The State Cabinet has given its approval in January, 2011 for the new recruitments and the process for advertising the vacant posts and those approved under supplementary AWP&B has been initiated. The ex-post facto approval of the E.C. will be sought for the posts approved by the Supplementary AWP&B. The State plans to fill these positions by end February, 2011.

Sl. No.	Particular	Sanctioned strength	In place	Vacancies	Remarks
1.	State Project Office	6	4	2	2 posts of Sr. Audit Officers
2.	District Project Office	22	17	5	
3.	Block Level	78	0	78	56 posts recently approved by the Supplementary AWP&B 2010-11

Two posts of Senior Audit Officers at the State Project Office and 78 posts of Accountants at the Block level have been recently approved. The advertisement for the vacancies has been prepared and all the vacancies and posts as recently approved will be in place by 28 February 2011.

Details of Training provided to staff in Calendar year 2010 are detailed as below:

Sl. No.	Details of Staff trained	No. of Mandays Training & dates	Expenditure Incurred
1	District Programme Manager, Accounts Officer & Accountant	324 & 12 - Days Induction Training from 17 th to 28 th July, 2010	Rs. 0.75 Lakh
2	Accounts Officer & Accountant	66 & 3 - Days Training from 10 th to 12 th July, 2010	Rs. .026 Lakh
3	Accounts Officer & Accountant	110 & 5 - Days Training on TALLY ERP.9	Rs. 0.549 Lakh (Including Rs. 0.379 Lakh institutional fee to TALLY Solutions Pvt. Ltd for training component).

5 Days training on Tally and 3 Days mandatory training have been conducted for all accounts and Finance Staff of SSA, Manipur. Trainings are provided by eminent faculties of the State Academy of Training, Manipur (Administrative Training Institute of Manipur).

3. Salaries for teachers

The salaries of the teachers appointed under SSA are paid by the Education Department, Manipur based on the requisition of fund made to SSA, SMA, Manipur for payment of salaries on a quarterly basis in advance. The list of such teachers along with the details of salaries paid, posting (name of school) etc is made available on quarterly basis to the Office of the Accountant General, Manipur and SSA, State Mission Authority, Manipur for auditing.

4. Internal Audit

No in-house internal audit mechanism is in place as of now, except for a Senior Audit Officer at the State Project Office. 2 (two) more posts of Senior Auditors have been approved by the E.C. and they will be in position by February, 2011. However, the Internal Audit (2009-10) has been conducted by a C&AG empanelled C .A. firm appointed by open advertisement and the 9th Executive Committee of SSA, Manipur has advised SPO to conduct the Internal Audit (2010-11) concurrently on bi – yearly basis and 7 (seven) C.A. firms have been shortlisted for financial bid. A copy of the TOR with details of fee paid fee paid has been made available to the Mission.

5. Village level accounting

All formal schools visited by the Mission displayed information on grants received and spent during the year along with crucial information about class wise enrollments and teachers etc. In all cases, 100 percent grants received were also spent. However, there seemed very little understanding of the received funds at the level of parents or even the school heads, who often had to consult their pass books. In many cases, all grants were clubbed and released together electronically for one or two years. Teachers seemed unaware of the grants for TLM. There is a need for orienting teachers, school heads and even the VEC members on the different types of grants and their purposes as has been discussed under an earlier section on Quality/ TLM grants.

The State has not provided any extensive training to the Village Education Committee members or schools in the absence of sufficient accounting staff at district and block levels but a basic book keeping training has been imparted which can be further strengthened. However, as part of Community Mobilization strategy, the State is planning to provide accounting and record keeping training to VECs/ SMDCs members (SMDCs are being constituted in January, 2011 as per RTE Act, 2005). The VEC Financial Manual draft is available at the SPO, though it needs further revision in view of revised SSA norms. By February/ early March, 2011 the revisions are expected to be incorporated and published.

6. Finance Controllers' meeting and monitoring of FM performance

Finance Controllers' meetings are regularly attended by the senior Finance staff. For example both the past FC Quarterly Meetings were attended by the State Finance staff. The 1st Quarter FC Meeting held in Chandigarh was attended by the Finance Controller and Senior Audit Officer where as the second meeting was attended by the Senior Audit Officer.

The FM performance is monitored at the State through different forums such as need based review meetings with District Project Officers, District Programme Managers and Accounts Officers. Imphal East & Imphal West have been visited by the FC.

Recommendations:

- State needs to define its agency for conducting village audits once in three years for those spending more than Rs. 1 lakh.
- The Monitoring and supervision mechanism needs considerable strengthening at various levels especially at the level of the villages and the schools. Now that the State is expected to appoint additional Audit Officers (State) and accounting staff at district and block levels, the State will be in a better position to work out its monitoring plan.
- Orientations at the local level are important. VECs/SMDCs and School heads and teachers need orientation on different types of grants and the purposes for which they are released. Close supervision and monitoring on utilization of funds will be required as per defined objectives and purpose of grants.
- Adequate training on book keeping and accounting will need to be taken up expeditiously at local levels. This has remained one of the challenging areas in Financial planning.

Procurement

Procurement MIS is being developed at the national level.

Procurement guidelines: The State follows SSA FM&P guidelines for procurement. State Corporations follow State Government Financial Rules. The State SPO is not in a position to comment on the practice of financial norms being followed by other Centrally Sponsored Schemes

VEC Financial Manual: The State has prepared a draft VEC Financial Manual which needs further updation due to the revised SSA norms and RTE Act coming into force. This has been shared with the Mission members. The VEC Financial Manual lacks procurement procedure to be followed at the VEC level.

Procurement Plan: The State has not prepared Procurement Plan for 2010-11. E- Procurement has not been initiated.

Quality audit of paper used for textbooks: The printing of Free Text Books is done in Bi-colour and there have been issues of sub standard quality of paper used in printing of Free Text Books. As per advice of the Executive Committee of SSA, the State Project Office is in the process of inviting open tender for procuring quality water marked paper for printing Free Text Book – 2011.

Asset Register Maintenance

Asset Register is maintained by the State but not updated. Asset number has not been assigned on acquired assets. Equipments are also not covered by AMCs except in the case of CAL computers which are covered by three year AMC with State Electronic Corporation. There has been an in-house expertise in computer repairs (hardware and Software).

Teachers' Training Contracts: There is no outsourcing in the State for providing teachers' training. These are conducted by Resource Persons at various levels (State, District and Block/ Academic Resource Institutions) which are being prepared for the same. In addition, trainings are undertaken by IGNOU via distance mode. No private institutions/ NGOs have been hired for the purpose of imparting teacher training.

Recommendations:

- The State will need to pay special attention proper Maintenance of Asset Register and provision of asset numbers as per prescribed norms in the Procurement manual. Revised Procurement Plan for 2010-11 needs to be prepared and VEC Financial Manual updated.

Program Management

Staffing and capacity building

The pace of program has suffered in the State on account of lack of trained and professional staff at State and district project offices level. The number of vacant positions till date is: 270 out of a total approved number of 856 at SPO, DPO, BRC and CRC levels. The PAB has recently approved 433 posts at the SPO, DPO and BRC level for implementing RTE. Steps are being initiated to fill these positions. This is expected to clear the backlog of the previous years and in addition, provide overall support to the implementation of RTE and the Revised Framework of SSA. However, there are huge issues of capacity building and upgrading of skills of all staff at the state, district, block and local levels in various aspects of program implementation, particularly for the additional staff to be placed at different levels. The existing program coordinators and other staff have participated in trainings/ workshops on RTE, DISE Data Capture Formats, and analysis, Action Research, IED, and Planning and Management organized by national resource institutions including NUEPA, NCERT, LBSNAA and TSG of SSA, EdCIL. Further trainings and capacity strengthening is needed on the analysis and use of DISE and other data for planning perspective as well as annual work plans and budgets, visioning of quality perspective and its planning, child centred pedagogic approaches and theories, and assessment practices, to enable create a facilitative environment for quality education in the State. The State Pedagogy Cell needs considerable strengthening both in terms of required staffing as well as in subject specific and specialized skills of IT, analysis, planning and essential language.

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

Manipur has initiated a number of steps to implement RTE in a systematic manner. Mandatory notifications have been issued by the State. To generate sufficient understanding on RTE issues, a two day orientation workshop was conducted in collaboration with the MHRD, TSG, EdCIL, and SSA. The Mission is informed that the State Action Plan for implementation of RTE in the State is ready. Preparatory actions initiated by the State include the following:

A School Mapping Exercise: Based on Global Positioning System (GPS) is underway – two districts have completed the exercises. Constitution of State Commission for Protection of Child Right (SCPCR) & State Advisory Council (SAC) are in the process for addressing grievances and issues of discrimination against marginalized groups.

Curricular reforms in consonance with NCF 2005 are underway. The BSEM has developed the first set of Language books for all grades of elementary education (1-8). The State is also modifying its Child Census software to Child Tracking software with the help of NIC, New Delhi and expects to upload all data collected for all districts to be uploaded on software. The State has also formulated a detailed strategy/roadmap for ensuring teachers to acquire requisite academic and professional qualification and is working with IGNOU and DIETs towards completion of trainings.

All prescribed activities for implementation of RTE Act, 2009 have been initiated a) Workshop conducted b) RTE Action Plan prepared. Its Right Based policies of 8 year Elementary Education Cycle is already in place. BRCs/CRCs have been oriented and sensitized on RTE Act and its implications for SSA, and SCERT along with DIET centres is planning to develop training modules for teachers in the light of National Council for Teachers Education norms.

- ❖ Marginalized section: CWSN: State group has been formed, Modules on training/sensitization have been prepared, and Special teachers are in place at the SPO level.
- ❖ BSEM : curriculum based on NCF 2005 and Text books based on NCF 2005 ready, and will be published in the academic session 2010-11.
- ❖ State has also approved a number of positions at the SPO, DPO and block levels to take on the activities of RTE-SSA.

Monitoring and Supervision arrangements, Monitoring institutions, DISE

Strategies for monitoring and supervision currently include collection and analysis and dissemination of DISE data, and development of school mapping exercises with GPS devices to strengthen monitoring and analysis,. Strategies for local level planning and monitoring need to be considerably strengthened. DISE data is collected through Revised Data capture developed by NUEPA and MHRD each year.

While Sensitization of government school Principals/Head Masters has been a regular practice, training of Heads of Private Schools for Collection of information for DISE 2010 is yet to be initiated. The University of Manipur has been identified as the nodal Monitoring Institute for SSA, which has provided six monthly monitoring reports on various aspects of the program based on the monitoring format developed by the Centre. The state however, will need to develop its capacity for the analysis of both Monitoring report results and DISE data for further use in planning appropriate area specific and contextualized interventions. Five per cent checks on DISE data have thrown up several issues of concern of reliability of DISE data as the variation between the DISE data and the sample checks is considerably high. The State has initiated the process of engaging MIS coordinators/ system analysts with adequate academic background (MCA) to be positioned at the block level. This arrangement is expected to improve the quality of data collected through DISE and other household surveys. Interim measures initiated by the State include thorough scrutiny of the currently available data by the various officials at district and block levels. The State has also identified a competent institution (Management department of Manipur University) to undertake 5% sample checks for the new round of DISE data.

Research and evaluation

The State will need to strengthen its capacities in undertaking research and evaluation activities. The sanctioned study on Student and teacher attendance has not been initiated. Another study has been sanctioned for assessing student achievement levels and learning difficulties which again is yet to be initiated. A number of short and rapid assessment studies on understanding the status and causes of out of school children, gender and social discrimination in teaching and learning, and action researches to improve teaching and learning skills will be helpful in formulating contextualized strategies for addressing the critical issues of access, retention and quality.

Community Mobilization and Management

Twelve Master trainers have been recruited recently to provide induction training to VEC/SDMC members. The Mission is informed that the process of constituting SDMCs has begun though in districts visited, the VECs are still operational and the process of constituting SDMCs is yet to begin there. Unlike VECs, SDMCs will have a much wider membership (12 persons) and representation of parents and teachers with overall responsibility for the whole school development planning and monitoring of schools. This poses a great challenge as current capacities in this are limited. The concept of whole school development is yet to take shape and SDMCs will require comprehensive training on their roles and understanding of RTE implications for SSA.

Village Education Committee/School Development Committee

The state has issued orders for formation of SMDC's in all schools. State has reported that 2,768 VEC/WEC and 2,963 SDMCs have been constituted. Most schools visited did have active VECs, some of which had been renamed as SDMCs, though without clarity on their enhanced roles. No

new process was followed to constitute the SDMC. School related grants are being electronically transferred to the bank accounts of SDMCs where possible. The mission notes this as good practice.

It was observed that the SDMC members were quite involved in school activities. A manual to train SDMCs has been developed by the state resource group and a draft is available with the State. It will be used to train all SDMC members in the coming months. The mission suggests that this task be undertaken as a priority.

Civil Works

State's implementation in Civil works had suffered as the SPO was dependent on the DRDA department's engineers for technical sanctions and clearances. This led to inordinate delays in initiating and releasing the second installment of funds for completing their respective works as per identified work plans. The State has recently taken a decision to appoint its own Engineers and technical staff at state and district levels which will help in expediting the implementation process to a significant extent. In all about 26 engineering/ technical persons are being appointed which include, among others, 1 Executive Engineer, 2 Assistant Engineers and 2 Section Officers at the State level (Civil and Architect) and 13 zonal level SOs and 9 AEs in 9 districts. The State has since initiated the sanctioned civil works including the last year's backlog of construction of girls toilets (419 out of 1600 revised target) and construction of additional classrooms. 378 works of additional class room construction out of a total of 1024 sanctioned are in progress. The State surrendered 150 numbers of additional class rooms due to lack of space and not recognized/identified by the School Reorganization Committee of the Education Department. Against this, a residential school in Imphal West District has been approved which will include urban deprived children.

Main challenges here include development of Whole School Development Plan by the SDMCs and school authorities, Environmental assessment to be initiated with SSA's engineering cell to be formed shortly, and conduct of third party evaluation by DRDA after the supervision has been taken over by SSA's engineering cell as per Executive Committee's resolution.

8. ORISSA

INDIA
SARVA SIKSHA ABHIYAN (SSA)
13th JOINT REVIEW MISSION
(January 19 - 24, 2011)

STATE REPORT: (ORISSA)

1.1. Introduction

We are extremely grateful to the OPEPA (Orissa Primary Education Programme Authority) team for hosting and facilitating our visit with so much professionalism. As part of the 13th JRM, Amukta Mahapatra (GoI nominee) and Dr Renu Singh (European Union nominee) visited Orissa from 19th - 24th Jan, 2011. The JRM team visited the OPEPA Office in Bhubaneshwar, as well as the Districts of Mayurbhanj and Dhenkanal. The latter is one of the top three performing districts of the thirty in the state; and Mayurbhanj has a range of difficulties, from being a predominantly tribal region along with left-wing extremism. Visiting these two along with looking at the situation in an urban slum gave the JRM team a perspective of the state's achievements in the past few years and the context of the challenges faced by it.

Visits in Mayurbhanj included Rangamatia UP School, Dhanapura Primary School, Sathilo UP School, BRC, CRC, DIET faculty and student trainees, KGBV and met VEC and MTA members. In Dhenkanal JRM visited Bapuji Primary and Upper Primary School (Sadar Block), ECCE class, Baripada DIET, Aloka Special School for Deaf and Blind, Physiotherapy Camp, Jeevan Jyothi Special School, Kotagara UP School, Model Cluster School Batagaon UP School, Dangapal UP School, Kamakhya Nagar BRCC and CRC, KGBV and met VEC and MTA members. The JRM team also requested the OPEPA team to show an urban slum school in Bhubaneshwar, which was not originally in the plan. The JRM also studied the Seventh JRM report of Orissa.

The state personnel were open to sharing their difficulties, with the approach taken by the JRM and state teams that it was a learning opportunity for all involved in the Review Mission.

A variety of people were met that included the following -

State: Secretary cum SPD, Director Elementary Education, Director Secondary Education, Additional Director, OPEPA, SCERT Director, OPEPA staff e.g. DPC's , 28 DI's, Financial Assistant Director, Financial Consultant, Assistant Directors, Deputy Directors Pedagogy, Coordinator IED, Coordinator Gender State Project Engineer , Research Associate, Monitoring Institutes (NCDS, Bhubaneshwar and PMIAC, Sambalpur), RtE Cell members and Deputy Mayor.

Mayurbhanj District: DPC, District Inspectors, SIs, BRCC's, CRCCs, Technical Consultants-Pedagogy, IED, Civil Works, Finance, VEC and MTA members, HM's, DIET Principal In-

Charge and faculty, teacher trainees (DIET), teachers undergoing in-service training Programmer MIS, teachers of schools and KGBV, children, parents and community members

Dhenkanal District: District Collector, DPC, CDMO, RWSS Assistant Engineer, District Social Welfare Officer, District Labour Officer, District Inspectors, SIs, BRCCs, CRCCs, Technical Consultants- Pedagogy, Civil Works, Finance, Pedagogy Assistant, Accountant, IED, Pedagogy and Planning Coordinators, Programmer MIS, VEC and MTA members, HM's, DIET Principal and faculty, teacher trainees (DIET), teachers undergoing in-service training teachers of schools and KGBV, children, parents, community members, NGO's

The team made visits to the following -

Sites Visited: OPEPA (SSA) office at the state level, SIEMAT building, District Collector's office, DIETs, BRCs, CRCs, Schools – Primary Schools, UPS, KGBVs, Kanya ashram schools, Civil works completed & in progress, Technical Support Centres for CWSN, NGO partners,

1.2 Overview and Key Issues

1.2.1 Achievements

The Education Secretary, who is also the SPD has initiated a convergent consultation process among the ten directorates within the education department and six-seven other departments, like the Social Welfare Board and the RWSS. This convergence of all the departments that contribute to the quality of a school and a child's life, is having a positive effect at the District level as well.

Orissa is one of the four states to have notified the State Model Rules for RtE and the first of the larger states to do so.

The data indicates that there has been improvement in all four goals, with numbers of out of school children reducing from 3.50 lakhs in 2007-08 to 1.87 lakhs in 2009-10. The drop-out rate has also reduced to 6.34% in 2008-09. The Secretary /SPD reported adopting the focus of GMQ i.e. Grievance redressal, Monitoring and Quality for SSA. A Grievance Redressal Cell has been instituted for teachers; for addressing issues faced by children or a school, a student helpline has been started in Oct 2010. To identify strengths and gaps in implementation of different interventions and monitoring performance of elementary schools, 'Samiksha' has been introduced -(incorporating 80 indicators) involving various stakeholders. OPEPA has also initiated a number of quality initiatives that are extremely commendable e.g. 'Samadhan' and 'Sadhan' – handbooks for improving quality in schools. Education of tribal children is a major focus for the state and MLE has been introduced in 544 schools covering 10 tribal languages in 8 tribal districts.

It was heartening to see district level leadership demonstrating enthusiasm and sensitivity to issues related to education of the most marginalized groups of children. The JRM witnessed meetings where various departments like Rural development, Labour, Social Welfare etc

discussed ways of addressing concerns and challenges within SSA through convergence and dialogue.

1.2.2 Issues

Going forward it is vital that all the innovations that have been initiated are implemented by adding skilled human resources into the system. Issues related to teacher requirement, capacity building of Cluster and Block personnel, teachers and SMC members (once constituted), and incorporation of Grade VIII into elementary schools need to be addressed. Strengthening programme management at the sub-district level through analysis of data collected, generation of sub-district plans and periodic review and monitoring of plans, will add value to each of the components.

Progress towards the achievement of Goals

2.1 Goal 1: All Children in School

There has been a positive trend in enrolment both at the primary and upper primary level. The state has initiated reform of bringing Grade VIII within the fold of elementary education in 2010. Redeployment of teachers and holistic planning to make provision for integrating Grade VIII in a systematic manner needs attention. The State Model Rules has adopted the norms given in the RtE Act regarding primary schools within one km of a habitation and 3 kms for UP Schools. For the purpose of establishing neighborhood schools the state government has expressed intent to undertake school mapping to identify children in remote areas, children with disabilities and children belonging to disadvantaged groups, including migratory populations. This needs to be taken up urgently. Orissa has a very large population of tribal children living in remote and isolated habitations and their needs must be addressed through targeted intervention.

2.1.1 Achievements

GER and NER at Primary Level is 119.42 and 96.40 respectively for 2009-10 (DISE) and GER and NER at UP Level is 69.16 and 49.16 (DISE, 2009-10). The total number of primary schools is 35928 and UP is 20427(Government, aided, unrecognized and recognized Source: State Statistics) and 1008 UP attached to secondary education. 6414 VIII standard classes are still attached to secondary schools.

Total Habitations are 88218 and amongst these there are 4758 unserved habitations without Primary schools and 4420 habitations without Upper Primary schools i.e. 9178 or 10.4% of the habitations are unserved (State Data). Tribal areas still seem to be the most underserved and need a focused attention. Mayurbhanj reported 22,642 OoSC with 16,491 ST OoSC in the 6-14 years while Dhenkanal reported 2317 OoSC with 529 OoSC ST children.

2.1.2 Concerns

13,419 primary schools do not have Grade VIII attached to them i.e 23.8% of schools still need to make provisions to fulfill the commitment to elementary schools till Grade VIII.

School mapping is in progress, and it has been reported that it will be completed by the end of March as the Census, involving a large number of staff from the education department will be completed by March 15th.

As per SRI-IMRB Study the OoSC children in the age group 6-13 years was 7.02% in Orissa. Since the State has included Grade VIII within elementary education only this year, there is a concern regarding the strategy to ensure that this is achieved immediately.

Children of families migrating to other states, is a phenomenon that needs to be studied. Planning for how these children can be given education in situations whether they are left behind in the villages or taken with their parents to other non-Oriya speaking regions, seems to be necessary.

2.1.3 Recommendations

1. A situational analysis of RtE requirements need to be undertaken in the state soon after the school mapping is completed (inclusive of schools run by the Tribal Development Board, private aided and unaided schools), with specific reference to provision of Grade VIII and PTR as per the new norms.
2. Tribal boys, particularly those in areas affected by left-wing extremism, require special schemes to provide them with uniforms just as the girls. Where there is extreme deprivation boys must be provided with hostels as well, with the aim to improve access and retention.
3. Disaggregated analysis of retention and transition rates as well as movement from government to private schools needs to be tabulated and used for monitoring access.

2.2 Goal 2: Bridging Gender and Social Gaps

A. Gender gaps

2.2.A.1 Achievements

The focus on girls' education over the past few years and pointed enrolment drives have brought in remarkable attitudinal changes within the communities to send their girl children to school up to the elementary level.

The number of young women taken on as SSA coordinators at the district and state level is a positive feature in encouraging girls to work, outside the conventional office or teaching jobs.

With travel to villages as one of the routine tasks, it takes these young adults to rural areas and they are possible role models for young girls across the state.

The KGBV schools seem to be vibrant organisations, especially with the UP schools attached to them, bringing the girls in contact with children and peers from the local communities, without a feeling of being isolated.

'Lady Counselors' have been appointed in every UPS. The name of the counselor along with her mobile number has been painted on the school wall.

The training of the Gender Coordinators in the state seems to be done professionally creating the right attitude and orientation to them, while being sensitive to a variety of issues, especially in encouraging girls to talk and be articulate.

Progress in Indicators

Gender Parity Index in primary enrolment has come down from 0.96 in 2008-09 to 0.95 % in 2009-10. At the UP level GPI was 0.93 % in 2008-09 and changed to 0.9 in 2009-10. Girls enrolment in 2008-009 was 48.8% and in 2009-10 remained at 48.75%. The drop out rate at primary level is 6.58% (DISE 2009-10).

2.2.A 2 Review of interventions

- 2633, 567 or 94% of the girls have received uniforms .
- 157 KGBV's have been made operational though there are 173 EBBs
- Vocational training initiated in 6 KGBV's in convergence with Jana Shiksha Sansthan
- 61.5% of the vacancies have been filled within KGBV's
- NPEGEL implemented in 3159 clusters of 190 Blocks in 27 Districts
- 2576 Cluster Model Schools completed out of 2,892 planned CMS's
- 45 crores worth cycles to be distributed to girls by March
- Srujan a community based retention drive has been undertaken in 180 Blocks covering
- 2264 CRC's in 30 Districts

2.2.A. 3 Concerns

- *NPEGEL needs better planning and implementation. In districts like Mayurbhanj with 19 KGBV's it is very difficult for one Gender Coordinator to implement both KGBV as well as NPEGEL without added human resource support.*
- *% of schools without girls toilets stand at 47.29% and even the ones that exist are bereft with challenges regarding access, cleanliness, water supply etc.*
- *Gender equity in all aspects of the curriculum*

- *Some KGBVs are located far away from the communities the children are coming from. Therefore the interaction with the family diminishes over time. Girls may drop out due to non-availability of Secondary education in the KGBVs*
- *Boys in difficult circumstances need to be also considered for some benefits that girls are provided*

Recommendations

1. KGBVs to be located within close proximity to their community within the EBB, as far as possible
2. The state may explore the possibility of making provision for Grade X in the proximity of existing KGBVs
3. Though the textbooks are by and large gender sensitive all the material being produced from SSA needs to be reviewed from this perspective.
4. Flexibility to use funds within the NPEGEL budget (and others) must be provided to allow for improvisation
5. Vocational Education in the KGBVs need to be reviewed

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

2.2.B 1 Achievements

The ST population makes up 22.13% of the state's population. There are 62 tribal communities in Orissa, with sixteen tribal languages being more dominant in the state. The Multi-Lingual Education (MLE) programme has been rolled out in ten languages, and it has been one of the four best practices in the country studied recently by NCERT.

The orientation and training designed for MLE teachers seems to be based on sound principles of androgogy and ethnographic principles. Having senior people as resource people has probably given the required depth to the training programme, with the 'volunteers' as they are called, having understood the pedagogy of multi-language learning and teaching, while also incorporating activity based and interactive practices.

'The presence of tribal teachers, especially from the same community, has shown an improved school participation of ST children. Coming from the same community, it is believed that the teachers would understand and respect the culture and the ethos with much greater sensitivity. Studies suggest that teacher motivation contributes more to teaching – learning process than teacher competence' (Vaidyanathan and Nair, 2001).

Progress in Indicators

With respect to ST children the drop out rate has improved from 13.16% in 2007-08 to 4.16% in 2009-10 at the Primary level, whereas at the UP level it improved from 20.05% to 9.61% at the UP level.

ST Girls drop out rate has decreased at Primary level from 19.75 % in 2007-08 to 6.66% in 2009-10 and at UP level from 25.53% in 07-08 to 6.82% in 09-10.

SC children have also shown a marked improvement from 19.75% in 2007-08 to 6.66 % in 2009-10 at the primary level and from 25.53% in 2007-08 to 6.82% in 2009-10 at the UP level. SC Girls have also shown a decline in the drop out rate from 13.16% (07-08) to 4.36% (09-10)at primary level and from 20.05%(07-08) to 9.61% (09-10)at UP level.(OPEPA data)

2.2.B.2 Review of interventions

Tribal languages such as Saura, Kui, Kuvi, Munda, Koya, Bonda, Santhali, Juang, Kisam and Oram are spoken in the state. Multi- Lingual Education has been operationalised in 10 languages across 8 Tribal Districts covering 64 Blocks. MLE teachers have been trained in activity based practices. Books are available up to Grade 3 at this point and no expansion has been undertaken this year, since the state is consolidating its MLE interventions and may also await the outcomes of the NCERT assessment.

- 24,000 Shiksha Sahayaks are to be recruited by March 2011
- In 157 of the 173 EBB's KGBV's have been made operational enrolling 15,632 girls
- Srujan a community based child centered retention drive has been taken up in 180 Blocks covering 2264 CRC's across 30 Districts
- Rupantar a teacher training module is used to train tribal teachers

2.2.B.3 Concerns

- *Induction and orientation of MLE Coordinators and teachers*
- *MLE books need to be reviewed and illustrations made increasingly appropriate*
- *Currently MLE volunteers cannot join CTE or D.Ed Course due to existing language barriers. The state needs to explore running bilingual CTE/D.Ed courses to enable them to get certification*

2.2.B.4 Recommendations

1. *Introduce a Multilingual paper in the DIET curriculum*
2. *MLE classroom practices must be adopted by the regular classes and MLE must not remain to be a stand alone programme.*
3. *The drop-out rate at the UPS level seems to be higher for boys than for girls. This could be studied to understand the needs of the community and the boys and adjustments to be made for a larger participation in the schools*
4. *Cultural identity, going beyond the songs and dances, along with validation of different ways of living and knowing have to be understood more deeply, to enable children to be in touch with their own strengths and heritage*

C. Children with Special Needs

2.2.C.1 Achievements

Personnel for IED have been appointed and sensitization training to many of them has been done.

Progress in Indicators

- 115714 CWSN children enrolled out of 123101 (1.83% of the total children) identified, including 24974 LD children
- 4258 children provided with aids and appliances during 2010-11
- 2400 IE volunteers engaged out of the allocated 3068
- 1298 toilets made barrier free
- 39419 ramps constructed

2.2.C.2 Review of interventions

- Medical camps are unable to provide accurate diagnosis for CWSN in the two districts we visited
- Barrier free toilets were not seen in the field visits conducted and some ramps were badly constructed with a steep gradient and no grab rails.

- No special chairs were provided to CP children and a large number of LD children were wrongly diagnosed
- Children were being referred to for physiotherapy from schools and no treatment plan was available with the BRT. No IEP's had been made in either of the two districts.
- No prognosis sharing had been undertaken and parents were not given training for carrying and transfers.

2.2.C.3 Concerns

- *There is very little understanding of the process for inclusion to ensure that CWSN are able to access learning as well as gain independence and social skills in mainstream schools. A large majority of the children have been enrolled in schools, however there is need to conduct proper assessment and provide adequate support to children within the schools. The BRT's and IED Coordinators though well meaning do not have the requisite skills to ensure successful inclusion of CWSN. A plan to provide capacity building to these personnel needs to be implemented*
- *The DC in Dhenkanal was extremely concerned about the well-being of CWSN. However due to insufficient technical skills in the district, many of the well intentioned interventions such as physiotherapy camps did not lead to the desired outcomes. Diagnosis of LD children is a big concern since no expertise is available to conduct assessments*
- *There was no awareness about the provision of writers and extra time for giving exams for CWSN.*

2.2.C.4 Recommendations

1. Universal design principles for developing and refurbishing existing schools (classrooms and toilets) need to be carefully thought through by the state. It is vital that a prototype of a barrier free toilet (boys and girls) be developed and provided for by the state. Adequate number of ramps need to be made depending on the number of separate buildings (if any) in the schools and easy access to toilets with adapted water source be recommended. Norms will need to be revised to modify existing toilets and/ or construct new ones
2. We need to ensure that individual needs of CWSN are catered to and IEP's result in short and long term goals that will be periodically reviewed and monitored by the BRT's and teachers to ensure progress and learning. The CTS can be adapted to track progress against IEP goals.
3. It is vital to plan for a trans-disciplinary District Resource Group (special educators, psychologists, PT/ OT, Social worker and developmental pediatrician, civil society members) to augment efforts in achieving the goals of IED.

4. A capacity building plan including finalizing a curriculum for training of Volunteers, teachers at Primary and UP level, BRT's and OPEPA staff on developing, implementing and tracking Individualized Education Plans must be developed and implemented. Again, this need not be a stand-alone programme, but an intrinsic part of the pedagogy unit, where many of these principles of enabling children to become independent in the different domains needs to be absorbed by mainstream classroom practices.

Goal 3: All Children Retained in the Education System

3.1 Achievements

OoSC has been reduced by about a lakh of children in the year 2008-09 to 2009-10. Retention of children at the primary level of schooling has been increasing; however interventions seem to be required at the Upper Primary level, where children seem to continue to drop-out. The enrolment drives done regularly have brought children into the schools. Perhaps a quick pedagogy turnabout could be planned for the state, especially at the UPS level to enable school to be as attractive as the children's life activities; and further, it may help to look at possibilities of linking children's lives and schools (children were seen during school time catching fish, which would be more interesting than sitting in a dull classroom), so that both are a continuum, rather than unconnected paths as at present.

Progress in Indicators

OoSC has reduced from 2.70 lakhs in 2008-09 to 1.87 lakhs in 2009-10 constituting 0.94 girls and 0.93 lakh girls. There has been a reduction in OoSC amongst SC children from 0.50 lakhs to 0.39 in the last year, and ST children from 1.17 lakhs in 2008-09 to 0.96 lakhs (State data)

The transition rate from Primary to UP has declined from 93.81% in 2007-08 to 83.16% in 2009-10 (DISE data). A total of 728070 children were enrolled in Grade VI (2009-10) and 15969 children have repeated Grade VI.

Retention Rate for Primary level is 77.51% (DISE 2009-10)

The overall promotion rate was 93.8%, the transition rate was 93.4% and completion was 72.7% at primary level and 63.6% at elementary level (Cohort Study, OPEPA 2009-10). Dhenkanal District had 94.8% promotion rate (Grade 1-7) while the lowest was Kandhamal with 93.2% according to this study.

3.2 Review of interventions

Srujan a child centered retention drive has been taken up in 180 Blocks covering 2264 CRCs of 30 Districts

- Students Helpline started in Oct 2010 and number and email is posted on every school wall. Four persons man the helpline cell from 8a.m. - 8 p.m. Total calls received as of

10/01/11- are 1388 and 400 were related to teacher absenteeism and negligence. 633 reports have been received; action not required 207 and action pending 168. Pay has been withheld for 67 and 6 persons have been suspended

- Child Tracking System remains an innovative way to track children's retention in schools by Orissa. This database is updated on an annual basis and provides for follow up action through VEC etc.
- Meena Manch is a means to empower girls and increase their participation using stories, songs and cultural activities, including a newsletter. In the event of a child dropping out of school, Meena Manch members follow up with the family and visit the child to encourage him or her to return to school.
- Students' cabinet exists in Upper Primary schools and they help in building self esteem of students and ability for decision making.

3.3. Concerns

- *Student Help line requires dissemination of information on how to use the same in a judicious manner. Many children were unaware of the same, though a number of VEC members and teachers understood the rationale and usage.*
- *The existence of 8,200 single teacher schools and numerous multi- grade classrooms (without multi-grade pedagogy) creates a large vacuum for ensuring achievement and retention.*
- *Though Tribal Department provides a few Ashram schools, the infrastructure and numbers are not sufficient and these must be upgraded by Tribal Dept to meet SSA norms, for tribal children living in very remote and conflict affected areas*

3.4 Recommendations

1. A situational study of the children and their communities, especially in the age group of 9 years to 15 years, to understand the tensigrity between the requirements of the family and educational needs of the children could be taken up.
2. There needs to be a study undertaken to provide a situational analysis of the availability and vacancies for teachers in the next academic year to meet the requirements of RtE. This includes rationalization of teachers, teacher deployment, particularly Maths and Science teachers.
3. VECs are going to be replaced by SMCs and therefore need capacity building regarding formulation of School Development Plans and SMC's role in actualizing and monitoring the same. This may lead to enhanced retention rates, since learning and participation could be positively impacted.

4. Whole School Development, once conceptualized for the state to implement would lend itself to providing a stimulating and attractive learning environment for all children , particularly the most marginalized , thereby supporting them to complete their elementary education

Goal 4: Education of Satisfactory Quality

4.1 Achievements

The overall direction of the state towards providing quality education to elementary school children has many components.

Based on a study done by SSA last year, it was seen that teachers needed content-based training especially in science and mathematics. This has been the focus for primary school teachers across the state. Two of these programmes were seen in the districts.

The pedagogy unit has also brought out a hand book, called Samadhaan for teachers and resource persons, with lesson notes for each of the topics in the textbooks.

A source book of activities had been issued so that teachers have the flexibility to use them in different contexts and for different subjects.

The LEP (Learning Enhancement Programme) is one of the initiatives from the state that has reached directly to the schools – supplementary books for the school library have been distributed with 60% of the budget spent last year on purchase of books. The rest has been given to the VECs to buy books at local book fairs. This has been implemented for both PS and UPS.

Graded early readers have been brought out by the state bureau of textbooks in Oriya. They are in the process of being printed and will be issued in February to the schools.

A newsletter, Sishulekha is being distributed every quarter to all the primary schools.

To initiate the ABL programme, classrooms have been painted with the low level blackboards in lower primary classes.

To strengthen the Block Level Resource Centres, textbooks from NCERT, CBSE and other boards have been purchased, so that teachers and resource people could compare the state books along with these and also use them as resource books.

Besides these, there have been programmes done as *melas* for improving numeracy levels along with a Parents Day (27 Nov 2010) that was organised in each school.

Reading activities are being done twice a week; and two days a year have been declared as 'reading days'.

Exposure visits to local science centres, laboratories for some students from each block has been initiated.

Another success has been the way teachers' attendance and punctuality has been addressed by the state, by giving teachers, both men and women a uniform.

The monitoring tool, Samiksha, with 80 indicators over five domains is one of the key initiatives that has made a mark in making the stakeholders aware of the various quality dimensions of a school, even though it has been done only from November 2010.

4.1.2 Curricular reforms

- Textbooks were made as per NCF 2005 principles recently.
- Books are getting ready for distribution for the next academic year starting in April, so that all children receive their books on time.

4.1.3 Teacher availability

- An advertisement regarding the recruitment of 24,000 teachers has been released. This should cover the backlog related to teacher shortage in single teacher schools, vacancies in elementary schools across the state. The delay in recruitment has been caused due to a High Court stay on an earlier recruitment process.
- The implementation of the State Model Rules will throw up a large challenge in terms of meeting the new PTR norms in Primary and UP Schools. This process has been delayed due to staff being engaged in Census duty.
- Out of 92337 teacher posts sanctioned by SSA UPTO 2010-11, only 61728 posts have been filled and 30609 positions are vacant i.e 33% posts lie vacant as per data provided by the State

4.1.4 Teacher training

- 6003 teachers have been provided in-service training recently and 6022 RPs have been oriented on Samiksha.
- A composite training plan has been developed for 2010-11. Approximately 17,383 untrained teachers are undergoing training by distance mode.
- Teacher training modules on Science and Mathematics called Anweshan and Sambhav have been developed for Primary and UP teachers and approximately 75% of training of teachers has been achieved. With a large number of teachers being recruited next year's

plan will have to focus on induction and training of all teachers in Samiksha and CCE, which is currently absent.

- Also impetus must be given for training in implementation of constructivism. The JRM witnessed two teacher training sessions, which did not follow the principles of andragogy and were still largely focussed on content delivery.
- Very little convergence exists between DIETS and District SSA Offices; the pre-service and in-service arms of the education departments.

4.1.5 Availability of teaching learning materials

- Sadhan a handbook on TLM's has been developed. This is currently being distributed to the Districts.
- Sanjog a graded reading material has been developed for Grades I and II. Activity based cards were also seen being used in a few classes we observed.
- TLM Corners have been provided, however there is much more scope for innovation and provision of certain guiding principles for developing and usage of TLMs. Every teacher must be empowered to use her/ his own creativity to develop culturally relevant and developmentally appropriate TLMs . The JRM saw a workshop with TLM displays. Many of these materials were not made for long-term use and had no control of error in-built for students to learn independently and check their work.

4.1.6 Teacher support and academic supervision

- Samiksha has launched in 2010 in order to strengthen teacher support provision through regular monthly visits, assessment and reviews by State Monitoring Officials, SI's, DI's, DPC's , CRCC's and BRCC's. Samiksha has indicators that include teacher performance and allows for needs assessment to be done for teacher training which can be utilized for develop need based teacher training modules. Currently this is in the initial phase and coverage of the target 54,000 schools, 36062 were covered in Nov and 41544 in Dec. There is a need to analyse and present the data in the bi-monthly meetings being conducted in the block,

4.1.7 Classroom practices

- Activity based classroom transactions are still not the norm in schools. Teachers need a lot of time allocation for planning and be shown demonstrations of good practice. Boys and girls were seen sitting separately, even in the Primary classes.
- Some TLM were being used, but were not individualized and thereby meeting the learning needs of every single child.

- The schools were declared as no punishment zones and the JRM saw good teacher child relationship.
- Child attendance records were visible in all the classrooms, with the aggregate for the month filled by children in three different colors

4.1.8 Pupil Assessment Systems

- The state is utilizing QMT and 4 Unit tests, one half year and an annual assessment test and the no detention policy is being implemented. CCE needs to be planned with urgency. Though Samiksha also captures learning achievement of schools, it should be strengthened to help in tracking individual child performance.

4.1.9 Student learning levels

- According to the State learning level data more than 60% of children in Grade I and 50% of total children in Grade 5 are getting more than 50% marks(securing A,B,C) in language and mathematics.
- SC and ST children were at par with the other children.
- No learning levels for CWSN was available.

4.1.10 Achievements

- Arrangement for distribution of text books for 2011-12 has already begun at BRCC level
- Grievance handling system has been streamlined

4.1.11 Concerns

- *Out of 9 sanctioned posts in SPO for civil works only 2 are in position*
- *24,000 Shiksha Sahayak's are yet to be engaged . These teachers will need a lot of capacity building.*
- *Last year books were made available only in December 2010. This is bound to have an impact on learning achievement of children.*
- *Formation of SMC's not begun and VEC's have been dissolved. This will impact monitoring of schools*

- *Though many interventions have been made over the past year, an overall plan is required for addressing classroom practices to ensure that conceptual learning levels are achieved by each and every child.*
- *The potential of children's levels of comprehension and abstraction are underestimated for the 6 to 14 age group, which needs to be reviewed not only in Orissa but across the country as well.*
- *Activity-based practices need to become the norm in the classrooms for most part of the day*

4.1.12 Recommendations

1. An SMC Manual to be developed for elementary schools and community and SMC training strengthened
2. Evaluation of the state requirement for teachers to be initiated and plans developed towards meeting the same by the State Government. To meet the state needs for teacher requirement, the state needs to evolve a strategy and plan for increased capacities and/ or more Teacher Training Institutes.
3. Teachers to be trained in active learning pedagogy and the same to be utilised in in-service and pre-service teacher trainings
4. Expert groups in various areas such as pedagogical areas such as TLM, Evaluation and assessment etc to be constituted at the state and district level. A data base of experts to be updated by the state
5. Samiksha can incorporate appraisal indicators for teacher performance
6. The curriculum reform plan could be reviewed with the requirements and the mandate of RtE
7. Disaggregated analysis of learning achievement of children needs to be regularly monitored at block and district level
8. The pedagogy of training needs to be aligned to constructivism as an approach that is expected to be in place in the classroom. A theoretical understanding may be available at the state level but this need to permeate into the teacher development in-service practice at the district and sub-district levels.
9. The pre-service curriculum of the DIET and other training institutions needs to be reviewed. The DIET faculty need an orientation towards present-day thinking and practices in the education system

10. Many of the quality interventions with reference to reaching materials and books seem to be based on purchasing, rather than on in-house development. Whereas, this could be seen as a quick remedy to get things going for short term gains, it is imperative that skills for the various areas are developed within the departments with professional expertise
11. The academic support staff, the BRTs and the CRTs need to develop professionally and there needs to be a rationalization done taking into account age and suitability of this sub-district cadre
12. The mainstream in-service and pre-service training programmes could learn from the MLE and Gender training programmes in the state, which seem to have successfully helped persons to work with positive and proactive attitudes and practices. How to incorporate participatory methods of teacher development into the mainstream programmes, without being didactic is the challenge ahead.
13. The BRC requires to be staffed as per the norm of 5 +1, as there is only one person now heading the Centre with no other subject resource persons in place

Financial Management

The FMP Manual has been adopted by the State Office. The District Finance personnel and MIS Consultants were very skilled and Mayurbhanj shared the fourth quarter internal audited report with us. We were informed that the State level the external audit is conducted through CAG, IPI Audit, Performance Audit by Govt of Orissa. Cash Flow was also checked by looking through the Funds Received Register. The total AWP& B 2010-11 Budget was 194366 lakhs, with GOI share of 68177.85 lakhs and State share of 35977.82. GOI has released 68177.85 lakhs, whereas the State has released 35977.82 lakhs so far.

Financial Progress

- Total % of expenditure with respect to AWP&B in the state is 43.86% (up to Dec 2010).
- Total % expenditure as per funds available- 66.04%

Component wise expenditure:

• Teachers Salary:	45.73%
• Teacher Training:	16.54%
• LEP:	66.7%
• Free text books:	48.83%
• BRC :	11.28%
• CRC:	21.28%
• Community Training:	11.88%
• Interventions for CWSN:	40.13%
• Repair and Maintenance:	92.79%

Civil Works:

- Construction of ACR's Grade VIII : 24%
- KGBV Total: 7.29%
- Construction of buildings KGBV 5.84%
- NPEGL Total: 79.06%
- Construction of buildings NPEL 3.10 %
- New PS: 62%
- New UPS : 89%
- Girls Toilets: 27%
- ACR Class VIII: 24%
- MCS Building: 90%

Financial Management and Procurement

Achievements

BRC's and CRC constructions have achieved 89 and 98% completion rates.

Schools seen in Dhenkanal and Mayurbhanj showed a lot of variety and a few elements of the local tradition which was very commendable

School support system through PP's is being undertaken with ICICI and Rotary to fill infrastructure gaps

The Finance staff are efficient and seem to be some of the best both at the state and district level.

Concerns

ACR for UP at 24% is cause for concern.

Girls toilets are very few and even the toilets that are existing do not have water supply.

KGBV buildings are still in progress and many buildings have not been completed due to increase in costs from the earlier plans.

Absorption of funds within the year seems to be an issue for the last couple of years

Recommendations

1. The concept of Whole School Development must be taken up and initiated by the state after saturating school infrastructure as per RtE norms
2. Convergence with other departments is essential to ensure schools have electricity, water etc

3. Boundary walls / green fencing must be provided for in all schools. Beds need to be made safer (sharp edges) and locker/ storage space provided in hostels
4. Better utilization of funds at the right time could be part of the fiscal plan for the coming year
5. Ensuring that key staff positions are filled across various levels will make it possible for money to be absorbed steadily over the year and better financial controls to be established through intensive training

Program Management

Staffing and capacity building

Under SSA, out of 110 sanctioned posts of SPOs , 78 are in position. 22 personnel are on deputation to the State Dept. 2 Asst Engineers have been filled and total vacancies are 30.

At the District level in SSA, out of 1357 sanctioned posts of DPOs, 1093 are in position. Appointment order for 59 TC's and 5 Senior TC's have been issued already and will join on 24 Jan. Regarding 699 BRT's advertisement has been given on 27th Oct 2010 and DC has been given instructions to completed by Nov 30th. Only 46 BRT's have been given appointments so far. Out of 3268 IED volunteers, 2077 already joined.

The State does not have all the information regarding IED posts, which remains within the IED Cell. There needs to be strengthened MIS system capturing all the posts.

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

Currently there is only one BRCC and one BRT in the BRC. The other four posts including Accounts Officer needs to be filled in order to enhance capacity of the system to deliver its plans.

Monitoring and Supervision arrangements, Monitoring institutions

Two monitoring institutes are in place in the state

Data issues, EMIS etc

Data was being collected in the state, however there was very little usage of the data to make intervention plans and monitor progress. This is critical especially at the Block and district level.

Research and evaluation

This component has spent a total of 18.1% so far from the REMS budget. Follow up actions on research needs to be reviewed and assessed.

Schools Visited

Mayurbhanj District

1. Prakalpa UPS, Badjunabani block
2. Govt. Girls High School, Asanjoda Sebasram, Kuliana block
3. Rangmatia UPS, Samakhunta block(MLE SCHOOL)
4. Dhanpur PS, Samakhunta block
5. Maharani T.K Govt. UP School, Taktapur, Baripada KGBV
6. Sathilo Nodal UPS, Kuliana Block
7. Bhogabati PS, Kuliana block

Dhenkanal District

1. Physiotherapy workshop, Nirtar sub-center, Dhenkanal town
2. Bapujee UPS and ECCE Centre, Dhenkanal Municipality
3. Akshama Kalyana Samiti - Alok school for blind and deaf, NGO run school, Braille camp (one year) for SSA, Dhenkanal Municipality
4. Kotgarh UPS, Kamakshyanagar block
5. Batagaon, UPS Model Cluster School, Kakadahad block
Talent search competition, Srujan - story telling and creative writing for tribal students
6. Dankapal UPS and KGBV, Kankadahad block

Bhubaneswar

1. Janata Nagar, Saliya Sahi, Bhubaneswar city

9. UTTAR PRADESH

Key areas of research for the next year needs to be:

- Situational Analysis of teacher vacancies and teacher availability
- Learning Achievement of children with focus on marginalized groups such as CWSN, tribal children and children from special training centers
- Review of classroom teaching practices and correlation with children's learning in the state
- To ensure more rigour in research, review by experts must be initiated

Community Mobilization and Management

- Enhanced participation of community members in school development must be given due attention
- Role of MTA to be better defined and information sharing from Samiksha and other tools to be shared with MTA, SMC's and community
- IEC material to be developed for sensitizing community members regarding issues of child labour, gender, special needs etc
- SMC training on RtE , information regarding the same must be imparted to the community using participatory methodology
- Training in handling accounts to be provided to SMC's and procurement policy to be tightened at the District level

Conclusion

The state has made a lot of progress in the last few months and it was heartening to see that convergence is beginning to show both at the state as well as the district level operations. Strong leadership is visible at the state and district levels. There are very good individuals at the state, district and sub- district level and they need to be recognized, given encouragement , provided professional development . Also vacancies at the State and District level needs to be filled.

With RtE the capacity to absorb funds has to be ensured by adding trained and skilled personnel at all levels particularly at the Block, district and state level. A lot of investment will have to be made in capacity building of teachers to truly reflect practices adopted by NCF 2005, Teacher training institutes need to be given immediate attention and DIETs to be strengthened and revitalized. Current curriculum and pedagogy of training at pre service and in-service level needs to undergo a paradigm shift. The Vision Plan for the state needs to be reviewed in light of RtE.

Convergence between the various aspects of SSA needs to be forged and technical expertise brought into the system to ensure quality education. Technical personnel must have the qualifications and experience in their respective sector and efforts must be made to support them to also develop a basic understanding of other sectors to encourage convergence across departments; e.g. whole school development must incorporate all elements related to school planning, matching the skills of civil engineers to pedagogy.

Development of programme management skills at the Block and Cluster level is essential to ensure success in achieving the goals of SSA. Generating directed district and sub district plans with robust monitoring of children's learning will enable the State to attain quality levels that will contribute to the overall achievement of the state.

Schools Visited

Mayurbhanj District

1. Prakalpa UPS, Badjunabani block
2. Govt. Girls High School, Asanjoda Sebasram, Kuliana block
3. Rangmatia UPS, Samakhunta block(MLE SCHOOL)
4. Dhanpur PS, Samakhunta block
5. Maharani T.K Govt. UP School, Taktapur, Baripada KGBV
6. Sathilo Nodal UPS, Kuliana Block
7. Bhogabati PS, Kuliana block

Dhenkanal District

1. Physiotherapy workshop, Nirtar sub-center, Dhenkanal town
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3. Akshama Kalyana Samiti - Alok school for blind and deaf, NGO run school, Braille camp (one year) for SSA, Dhenkanal Municipality
4. Kotgarh UPS, Kamakshyanagar block
5. Batagaon, UPS Model Cluster School, Kakadahad block
Talent search competition, Srujan - story telling and creative writing for tribal students
6. Dankapal UPS and KGBV, Kankadahad block

Bhubaneswar

1. Janata Nagar, Saliya Sahi, Bhubaneswar city

9. UTTAR PRADESH

INDIA
SARVA SIKSHA ABHIYAN (SSA)
13th JOINT REVIEW MISSION
(January 19 - 24, 2011)

STATE REPORT: UTTAR PRADESH (UP)

1.1. Introduction

The JRM members visited two districts in UP, Meerut and Muzzafarnagar, from 19th – 24th January, 2011 commencing with a briefing by the SPO in Lucknow. The members Ms Frederique Hanotier (European Union), Mr Tanuj Mathur (WB) and Nishi Mehrotra (GOI Nominee) reviewed the documents and reports of the project, was apprised of the progress of the Project by the SSA team and others and conducted field visits to the two districts. The Mission met with the State Project Director of SSA & Director MDM and interacted with the Additional Director of SCERT, Director of SIEMAT, Director of Mahila Samakhya, Senior Professionals of the SPO, the Financial Controller and other key officials in SSA. Other persons met were Senior Researchers from the GB Pant Institute Allahabad and the Giri Institute of Development Studies Lucknow.

The Mission members would like to place on record their sincere appreciation and gratitude to the District Teams of SSA, the DIET Principals the BSAs /ABSAs, all teachers, students and VEC members for giving their time and providing valuable insights in the process of reviewing the progress of the Project.

The field visit of Meerut and Muzzafarnagar districts was fruitful and enlightening. Due to the expanse of the state, the short duration of the field trip and to recent elections of the Gram Panchayat held in November 2010, the mission members felt that the districts visited represented the better developed scenario. Mission members would have liked to even sample the diversity of implementation challenges in those districts which represent the typical issues of the state. Also the efforts in the preparation for the mission have gone in probably enhance the veracity of the condition.

1.2 Overview

UP being a mega state in all dimensions, certainly does pose challenges for the implementation of SSA as new issues crop up during implementation of the project from time to time. Despite these, the project has seen some good initiatives being launched successfully, specially for out of school children, children with special needs, children who have dropped out from school, urban children in slums and girls from marginalised homes in remote areas. The inclusion of these children within the ambit of education has shown results, even though the beginnings are small. The challenges that continue to persist are those of shortage of staff and teachers, monitoring and quality support, besides teacher capacity building and deployment. The state has areas and

pockets of best practices and on the other hand those that defy remedial measures. As the report unfolds, the picture of the performance of the project will emerge under each of the sections.

Progress towards the achievement of Goals

Goal 1: All Children in School

Enrolment of children at elementary level:

The District Report Cards data 2009/10 indicates that at primary level the gross enrollment ratio (GER) was 87.44 %, whereas the net enrollment ratio (NER) was 79.8%. In both case the percentage for girls is superior to the one for boys. In comparison to 2007-08 data, both the GER and the NER at the primary level have respectively decreased from 96% and 88%. These facts suggest that even if the enrollment is more favorable to girls at primary level then this decreased trend this year is not so positive.

While the revision of the norms of access by the state government certainly contributed to improve the **access of schooling** in UP over the past few years, in comparison to last year this result has declined. The DISE 2009-10 figures show a decrease in Class I-V is a little over 1 million students compared to 2008-09. The state has commissioned three monitoring agencies¹ to conduct an independent study to find out the reasons for decline in primary enrolment, which should be completed in February 2011. Moreover, the corresponding increase in Class VI-VIII is around 189,000 students compared to 2008-09. At elementary level, only 69% of the enrollment was in Government schools and schools aided by the Government, which is not an encouraging trend to ensure universal access to elementary education.

However, the state has focused on access to upper primary schooling facilities, as this is generally the main area of concern in the universalization of elementary education in the country. The data from the state indicates a reduction in the difference in ratio between primary and upper primary schools at present at 1:2.07 at present. In the RTE, the State shall provide upper primary schools within the neighbourhood has provided by the state. However, the ratio of 63.55% is a factor in the transition rate from primary to upper primary.

As per the data from the Household Survey conducted in 2001/11, the number of **Out of School Children (OoSC)** in UP has reduced to just 193,775, which is approximately 36% less than in 2009 with 302,526 OoSC. This number also corresponds to less than 0.5 % of the age group population relevant to elementary education (39,377,833). This figure seems a bit unrealistic and suggests that the total of OoSC might not correspond to the real situation as per the population numbers and migration to urban areas where HH surveys are yet to be accomplished fully. However, as the special survey in urban areas of million plus cities has only covered three cities out of the six as of now, it is expected that the total number of OoSC will be revised accordingly. So far, the methodology is confronted with the difficulties of identifying urban OoSC, as they

¹ Giri Institute of Development Studies Lucknow, PADR Lucknow and GB Pant Institute of Social Sciences Allahabad

often belong to migrant families or to street children categories who are not part of the school level Household Survey.

This number is equally divided between the OoSC in the age group of 6-11 (51%) and the age group of 11-14 years (49%). Desegregated figures show that there is minimal gap of 2% between the number of boys (51%) and girls (49%) out of school. However, the Schedule Cast (SC) and the minorities have a percentage of OoSC (respectively 31% and 22%) which is superior to their share of total age group population relevant to elementary education (25% and 15%); while Other Backward Castes (OBS) and Schedule Tribes (ST) have a percentage of OoSC (respectively 36% and 3.4%) which is inferior to their share of the total age group population relevant to elementary education (45% and 15%). While these percentages hint that the SC and the Minorities have more OoSC than the other groups, this situation could also be due to greater difficulty in identifying OoSC from their locations in more remote areas. District-wise breakup of these out of school children was provided to the mission.

UP initiated commendable steps to enroll identified out of school children. Districts have started training centres within schools to impart special training in view of enrolling OoSC into age appropriate classes and in alignment with RTE Act. Out of 10,819 special training centers sanctioned, 8,638 have already been established by the districts and 5,793 (50%) are operational within existing school campuses. Since the initiative was launched this year only, the initiative is still in progress. According to the SPO, 88,291 OoSC have already been enrolled under this intervention, while appropriate material for teachers have been developed and 5,793 teachers were trained during the Special Training Programmes at District level.

The mission visited one of the 19 (out of the 37 targeted) running Special Training centers in Muzafarnagar District which is run in primary schools since September 2010. 217 children are reported to be enrolled in the 19 schools running special training programme. The one visited was having 7 children, all OoSC from the Muslim community. After the requisite training of six months the children will be inducted into the age-specific class. The class was fully equipped with teaching learning materials, specially developed text books to help the children bridge the learning gap; and be taught by the trained and motivated teacher. The children were familiar with the learning materials and were cheerful in class. In four months they had grasped a lot so they were able to do random additions on the board, recognize shapes and colors, and were able to spell and write.. As per plan they will be moved to the age appropriate class. This drills the habit of coming to school daily in the children, so by the time they move to the class after 6 months they become regular in school. The mechanisms for coordination, monitoring of progress and tracking mainstreaming of these children in a time bound manner are still being worked out.

As UP has not yet notified the state rules in line with the RTE Act, no new primary schools were sanctioned by the GoI for 2010-11 and only 1,126 new upper primary schools were sanctioned on the basis of specific needs. According to initial rough estimation by the SPO there would be a need of around 12,000 primary schools and 1,500 upper primary schools. A number of these

elementary schools would be required in unserved habitations (around 1/3 of all districts), where some district have Muslim majority population and others are flood prone districts. The rest are eastern/central districts which are fairly backward in terms of education and health development indicators.

During 2001-02 to 2009-10, 236,454 additional classrooms have been provided in schools. This has resulted in a significant improvement in student classroom ratio. As per DISE 2009 -10, the Student Classroom Ratio (SCR) at primary level has decreased from 43 to 39 and both percentage of schools with SCR>30 at primary and with SCR>35 at upper primary have slightly decreased in comparison to the previous year. However, as per RTE norms there is requirement of 148,300 additional classrooms which should contribute to further reduction the SCR ratio. During 2010-11, 8,604 additional classrooms have already been constructed and the Government has further sanctioned the construction of 30,000 additional classrooms under RTE Supplementary Plan 2010-11.

Concerns

Identification and inclusion of more OoSC into the special training programme is a challenge which needs particular attention in order to comply with RTE requirements. As per the Mission's observation such a center works well in villages where a group of 6 to 8 children are identified and can come to a centre. The initiative might become more difficult where the OoSC are scattered in several villages with the risk to be ineffective to run a centre for 1 or 2 children only.

The number of OoSC identified is quite low. It is needed to strengthen their identification and in particular to develop specific strategy to identify OoSC from migrant families, and those living in large cities or disadvantaged areas where OoSC might have been missed out. It is necessary to develop appropriate tools targeting OoSC outside traditional households from urban deprived areas or itinerant children in the light of preliminary results from the household survey in million plus cities. This is a critical issue as once identified, hundreds of urban OoSC would be required to be encompassed within the fold of education and mainstreamed subsequently.

Recommendations

Positive steps to integrate OoSC into the education system have been taken, notably through the establishment of special training programme in existing elementary schools. Although tracking tools, monitoring and coordination mechanisms are still to be developed.

The State progresses to enhance access of children were noted by the mission. However, to sustain the positive developments, the Mission suggests the need to consider further efforts to improve access and enrollment in upper primary schools. This would require improved planning so that informed decisions can be taken in the upcoming year and following saturation of all upper primary schools under the norm of the RTE. In that context, additional primary and upper schools should be sanctioned in due time under RTE regulations and appropriate financial commitment needs to be made by the State Government. Construction of additional classrooms for primary and upper primary schools and more schools in 23 districts should be a critical

consideration in the context of commitment toward RTE Act. In addition, other critical steps should be pursued to address the RTE necessities, notably toward the Whole School Development Plan.

The survey for OoSC in the million+ population cities should be re-customized and expedited to identify migrant and slum children and these surveys should be completed within a prescribed time frame so as to include such children by the next academic session for 2011-12.

Goal 2: Bridging Gender and Social Gaps

A. Gender gaps

The mission appreciates that major progress has been achieved in bridging the two gaps. According to information from the SPO and the Results Framework of UP, all the indicators related to bridging gender and social gaps are showing a positive trend against target for 2010-11.

Table 1: Girls in Primary and Upper Primary Schools

Indicators	Achievements	Targets
Share of girls in primary schools (PS)	49.47 %	48 %
Share of girls in upper primary school (UPS)	50.04 %	46.74 %

Source: Results Framework 2010

According to the 2010-11 Household Survey, for the age group 6 to 14 years, there are 98,197 boys out of school versus 95,578 girls. This implies that the gender gap is not a serious issue. Interestingly, among children aged 6 to 11 there are more out of school boys (52,126) than girls (47,435), while among children aged from 11 to 14 there are more out of school girls (48,143) than boys (46,071). This fact suggests that on the long run a gender gap will emerge at the upper primary level. In light of the fact that the gap between out of schools girls and boys is higher this year than last year, this issue should be taken seriously. As regards primary enrollment data, it shows that girl's enrollment constitutes 52% of total enrollment, whereas at the upper primary level it constitutes 54%, which suggests that gender disparities are not an issue in enrollment. However, there are disparities district wise, which confirms that in some districts the participation of girls is very low and that steps should be taken up to bridge the gap. A recent study (in 2010) commissioned by SIEMAT on gender gap and enrolment in primary and upper primary schools in 8 Districts found that in Badaun, Balrampur and Shravasti this gap is prominent - 6%, 9% and 7% respectively. The gap in these districts is among SC, OBCs and Minority communities.

The progress achieved in UP are certainly part of the implementation of various components meant for girls, which some of them were witnessed by the mission:

KGBV program has undoubtedly contributed to a reduction in girls' dropout at the upper primary level, in particular. 75% of the infrastructure has been completed and all the KGBVs visited where located in their own building. Over 41,929 girls are enrolled in KGBVs. In comparison to 2009, the enrolment of girls has improved from 68% to 92% which added to increased

enrolment, though the attendance of girls was found to be 80%. The KGBVs are reaching out to the target groups of girls as per the norms that is out of all enrolled girls, 41% are from SC, 1.6% are from ST, 36% are from OBC communities, 11% from BPL families and 10% are from the Minority community. It was found that, in the KGBVs visited, 20% to 40% of the girls were never enrolled, due to which they have to be bridged before they move on to class 6, while the rest were dropouts from class four or five,

As regards management, the Mission notes that the limitation of financial powers to the Wardens affects the efficiency and the independent functioning of the KGBVs as an institution. The provision of financial autonomy to KGBVs would be coherent with the presence of the full time accountant already attached to each KGBV and diminish the risk of mismanagement. Nonetheless, the initiative to set up a Resource Center for KGBVs at State level, in collaboration with UNICEF and CARE, has been a positive step towards improving the academic aspect, particularly for bridging the never enrolled girls. CARE has rendered significant academic support for science and math teaching, including capacity building of teachers which could spread to other KGBVs through the Resource Centre via the district resource groups. It is an attempt to build the capacity of wardens and teachers which needs to be further strengthened. For the first time, Wardens of KGBVs were trained and so were master trainers for different subjects. The Resource Center is now in process of developing non negotiable standards for KGBV.

Under the National Programme of Education for Girls at Elementary Level (NPEGEL), the libraries were visible in the schools visited. The books have been purchased are of National Book Trust through book fairs at district level. The girls of 'Meena Manches' are managing the libraries to some extent. However, some of the books appeared rather inappropriate for the level of adolescents which affect the purpose of having a library at school. The additional incentives under the scheme such bicycles were well used as girls were eager to learn cycling. Uniforms were distributed to 7.2 million primary school girls, and bags to 1.8 million of girls of upper primary schools. At the sights visited the girls had them and were using them.

In 16 blocks of 15 districts, Mahila Samakhya, another scheme of GOI for Education for Equality for women and girls is partnering with SSA, for the implementation of NPEGEL. As a member of State Gender Resource Group, Mahila Samakhya has provided inputs in formulating the state Gender Policy, with special focus on education. It has developed an enriched curriculum with issues informing adolescent girls about legal issues, dowry, child marriage, physical abuse and violence. It has evolved Sakhi, a module for imparting life skills education and one for gender training of teachers. Life skill camps have been organised in 523 blocks.

A gender sensitisation module "Pahchan" has been developed, which was used to train 1,832 master trainers, following which 25,605 teachers have received gender sensitization training. This is a very small number in comparison to the total of teachers in the working in the system in UP.

Vocational courses have been organised for 16,416 upper primary girls both under NPEGEL and Meena Manches (also in KGBVs). At present they are more like craft and hobby courses like – beauty culture, embroidery, sewing, toy making which is reinforcing gender stereotypes.

However, 12 optional modules are in the process of being developed for vocational awareness programme. Some other could be –eg karate, legal literacy, first aid/para-nursing etc.

Concerns

Gender gap is an issue in a different paradigm in UP, consequently analysis of patterns in girl's enrollment require particular attention, and appropriate measures need to be developed to address the emergence of gender gap at upper primary level. To maintain the progressive trend of girls' enrolment, it is necessary that the quality of interventions focusing on girls' education be further strengthened to empower them. To that end exchange of best practices and convergence of learning among schemes focusing on girls issues should be promoted. Exposure trips and dissemination of good practices at school, cluster and block levels within the State or with other States would contribute to developing a comprehensive approach.

Recommendations

Since the focus on provision of incentives and infrastructure has brought positive results, the mission noted the need to focus more on process and quality improvement. Gender perspective has been incorporated in all trainings since 2009 to a certain extent. In case of UP, the Mission felt that the gender perspective has been diluted. Therefore, the gender approach would benefit if it was strengthened through the development of a cohesive Action Plan across all components, not only those for girls education.

From what could be observed by the Mission Meena Manch activities are often stand alone events, especially Melas and skill enhancement activities. Even the skill enhancement activities under the Vocational Training Programs are very gender stereotypical. The initiative needs to be linked with concrete issues in the daily lives of girls such as their enrolment, to retention and learning , as well as social matters which discriminate girls. They need support and guidance to tackle them in their homes and at the village level. There should be a holistic approach to all the initiatives for girls' education – NPEGEL, KGBVs, Vocational Trainings and co-curricular activities to enable gender issues to be addressed through cross learning so that they can be transferred to even UPS and not remain isolated within each component. These will help adolescent girls realise their potentials as change and decision makers.

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

UP has made significant progress to address disparity at both primary and upper primary level. Vulnerable groups have benefit from SSA interventions as regards, expansion of schooling, access to remote habitations, provision of incentive such as text books and uniforms, midday meals, increased provision of teachers from disadvantaged groups and enhancing learning in schools through child center pedagogy. There have been significant improvements in the proportion of children from socially disadvantaged groups as indicated below:

Table 3: SC/ST children in Primary Schools

Indicators	Achievements	Targets
Share of SC children in Primary schools	27.47 %	21 %
Share of SC children in Upper primary	26.17 %	21 %
Share of ST children in Primary Schools	0.62 %	0.10 %
Share of ST children in Upper primary	0.56 %	0.10 %

Source DISE/NUEPA 2009-10

It is noted that the proportions of SC and OBC enrolled at elementary level in 2009-10 (SC 26%, and 50% OBC) are greater than their share in the population as a whole (21% among SC, 27% among OBC.). The proportion of SC children enrolled at both primary and upper primary levels are approximately similar, while the proportion of OBC and Minorities at upper primary level is lower than at primary level, which indicates that OBC and minorities are more vulnerable to the school system.

As regards children enrolled in primary and upper primary schools, it is clear from 2009-10 enrolment data that the percentage of children enrolled in government schools, OBCs constitute the highest percentage, followed by SCs and children from the general community. The reason for the higher percentage of OBC children is that Muslim children representing a significant part of the population in UP are included within OBC category children in school data. It is evident that there are equal number of districts where the enrollment of SC children is high and others where it is the enrollment of OBC children which is high, with only marginal difference in the enrollment of boys and girls at primary level. On the other hand and at upper primary level, there are more districts having a higher number of OBC children.

To augment schooling and learning among the Muslim community **Madrasas** are provided free text books and TLM in each, along with the school grant. Consequently, under this intervention 2018 Madarsas were strengthened by these provisions, benefiting over 66,000 children.

The Madarsa visited in Muzzafarnagar district had 168 children children enrolled, of which 103 were girls. Only 25 children for class 3, were supported with textbooks from SSA. It was good that the TLM provided was being used for all children.

Others specific initiatives are - provision of transportation for children in slums (mostly OoSC or drop out children) who have been enrolled in schools or vocational skill development workshops for minorities. In Allahabad city, 2000 such children are enjoying the benefits of school transport

Recommendations

Gender and social gap must integrate concerns of quality and equity. To that end, more strategic thinking should lead to the definition of a comprehensive strategy and specific goals

encompassing all programmes and initiatives focusing on girls and disadvantaged groups. Such strategies should be articulated into a State action plan including monitoring indicators. Designing differentiated strategies according to specificity of the context of each district would be needed according to the disparity of the State. Resource groups and professionals should be identified and strengthened with relevant expertise accordingly within the project. In that context, some of the components meant for girls should also be revitalized in terms of process and social issues to focus on and specific to their context for girl education that are focused on addressing gender and social gaps.

Analysis of patterns in girl's enrolment needs particular attention, and appropriate measures need to be developed to address the emergence of gender gap at upper primary level. It is essential to maintain the progressive trend of enhanced enrolment of girls. In this context, the quality of interventions focusing on girls' holistic education needs to be strengthened within a gender perspective.

More analysis of the data collected and usage of studies conducted is recommended. In addition, rigorous qualitative research could be conducted to gain in-depth understanding of the programmes and equity issues. In particular, it is advised to analyse the reasons behind the emergence of gender gap in the long run in the light of figures related to out of school girls from primary to upper primary. Regular review and analysis of gender and social group wise disaggregated data at all levels would contribute to strengthening the tracking of the progress for planning purposes. And for districts where participation of girls or disadvantaged groups remains very low, the AWP&B for the coming year may focus more on their participation at primary and upper primary level.

The mission would like to stress the strengthening and importance of indepth analysis of exclusion factors and invisible social discriminatory practices that remain at social level towards girls and in particular, towards lower castes or children from backwards regions, sometimes occurring in schools. In that context the issue regarding secular school would require particular attention to be placed in line with RTE. This would help to better address social inequity and other push out factors impacting retention and learning.

In regards of the vulnerability of OBC and minorities to school system, the mission suggests to strengthen tracking on the basis of regular analysis of disaggregated data. Appropriate academic support and training of resource person should be enhanced at school, cluster and district level and innovative initiative should be encouraged.

C. Children with Special Needs

UP has shown a progressive approach towards CWSN. However, though the State has increased the identification of CWSN of 19% as compared to 2009, the overall coverage of enrolled children in education centers has decreased from 90% to 84%.

Identification of CWSN has been done through micro planning activity, household Surveys and medical camps. During 2010-11, 84% of the CWSN identified were enrolled in the schools or

AIE while relevant resource persons were trained at block level to strengthen the identification of CWSN. To date, 124/128 Pre- Integration Camps (PIC) are operational and include about 8% of the identified children with visual and hearing disability. The first three months are organized to assess the appropriate class of the child. All along, each child has an Individual Educational Plan and its development is evaluated through monthly tests. After 10 months of appropriate learning, the children will be mainstreamed in the nearby school of their village. However, the lack of academic support at cluster and block level was obvious.

At state level, 1107 Itinerant and 130 Resource Teachers are already in place to provide support to CWSN in schools. Moreover, 1135 additional itinerant teachers have been sanctioned, out of which recruitment of 744 itinerant teachers has already been completed. In addition, ramps have also been provided in 946 schools during 2010-11, which cumulatively bring the number of schools with ramp to 85% under SSA.

The Mission visited two PICs which were both well equipped and maintained. A variety of appropriate pedagogic and learning based activity material according to the age and the disability of the children was being used. Specialized teachers were running the camp with the assistance of care takers. However, the lack of itinerant and resource teachers at district level was identify as a concern.

These inclusive camps are certainly a positive initiative for a certain category (visual and hearing impediment) of disabled that needs to be pursued. In both camps visited, nearly 50% of the targeted CWSN were enrolled in view of being included in regular schools at the end of the 10 months of integration. Still adjustments would be needed on the basis of the first year of experience.

Concerns

Identification of CWSN remain quite low (1% at State level) in comparison to national figures which suggests that the strategy of identification of these children during household surveys be sharpened. This situation is notably resulting from teachers conducting identification who are neither trained nor qualified for the purpose or identifying certain subtleties of disability, which only medically qualified person can conduct.. In most of the time teachers in regular schools are not trained to handle specific needs of these children. The situation would become even more problematic considering that there is a shortage of itinerant and resource teachers at block level. And if the integration of these children will not be well prepared and monitored by qualified professional it might lead to the marginalization instead of the inclusion of these CWSN at school level.

As regards the level of qualification, working conditions and the commitment required by teachers of PICs, their level of salary is certainly inappropriate. There is a huge disparity in comparison to regular teachers' salary which generate unnecessary informal category of teachers. This situation raises the risk of turn over of staff which might affect the efficiency and the quality of the camps. However, it is expected that once the norm prescribed by NCTE for regularization of resources teachers as regular teachers would come into effect, it would address

this situation. The mission also noted that the teachers and care takers from the PIC visited are working in isolation in the sense that there is no exposure or exchange visit from one district to the other and interaction with NGOs is limited as in some districts as there are few which work with CWSN.. Interaction is only ensured through inter-district meetings in which the IE officer only is participating. Home based care is not yet implemented in the districts visited as the PICs have just started a few month ago.

The expenditure under Inclusive Education was underutilized at 56% during 2009/10.

Recommendations

The efforts put in inclusive education in UP have to be commended. The PIC visit shows the positive aspects of this initiative which needs to be encouraged. The mission recommends that adjustment should be made in the light of the first year of implementation. Based on the camps visited the Mission felt that the duration of 10 months in the camp might be too short to allow the children to be well prepared for their integration into regular system and would recommend an extension of two years or more, a duration to be fixed according to the achievements and readiness of each child.

The quality of support provided by itinerant and resource teachers remains a concern. Therefore, a comprehensive approach is required to ensure that quality of academic support will be ensured at every level. The strategy should ensure the training of professionals to identify CWSN but also to ensure their capacity to monitor regularly and continuously the children once mainstreamed in regular schools. In complementarity, VEC member could also be sensitized on the CWSN issues and involvement of NGOs in IE programme be encouraged.

Exchange of best practices and partnerships with NGOs working for CWSN would be of benefit. Regarding the PIC, the duration of 10 months in the camp could be relaxed and be made specific to the needs of each child. Similarly, the assessment of the inclusive setup of the schools which will integrate CWSN from PIC is essential to the success of their inclusion.

Goal 3: All Children Retained in the education system

Regarding transition from Primary to Upper Primary and according to DISE 2009-10 data, the transition rate in Uttar Pradesh is 62.75 % which is lower than the national average of 83.5 %. In addition, transition rate of girls is slightly higher with 63.11% comparing to 62.4 % for boys. Given the high number of private upper primary schools in the state, this transition rate may be significantly higher but DISE does not capture enrollment data from these schools. These figures skews the reflections for the achievement regarding the goal of completion of elementary education to ensure transition to upper primary schooling of all children. It is significant to note that at primary level the government schools represent 90%, while at upper primary the proportion of private schools is more - approximately 40% government schools against 60% of private schools. This situation leads to a certain difficulty under DISE data collection as regards class VI to XII; which may contribute to show lower trends than in reality.

The shortage of upper primary schools / classrooms and upper primary teachers are the key supply-side factors limiting the transition rate. In addition, the high primary level dropout rate combined with a rather low transition rate from primary to upper primary, indicates that UP still has to make significant efforts in view of achieving universal completion of elementary education. However, the vigorous ongoing teacher recruitment process together with the forthcoming regularization of para-teachers should partially contribute to reduce shortage of teachers at both primary and upper primary levels.

The Mission also notes weak teacher motivation which is also contributing to dropouts. However, a positive step is the tracking of drop out children and their re-admission is currently being done through School Chalo Abhiyan and Household Survey. The state has studied the computerized mechanism in Orissa and will also study it in states like MP and Rajasthan to develop mechanisms to track drop out children.

Monitoring of teacher and student attendance is being done regularly, even at Chief Minister level. Through the system in place, (specific in UP) is that inspection reports are accompanied with a photograph of the school, which are sent to the SPO from each district. These inspections are being regularly conducted to monitor teacher attendance at district, department and block levels. Random evaluation reports on each and every intervention are submitted by BSAs, ABSAs and District Coordinators to cover about 40 schools per week per district.

Recommendations

The Mission recommends the tracking of childrens retention through the child tracking system as implemented in other States and a consider biometric system for monitoring of teachers at school level. In that context, the findings and recommendations of the State study of dropout rates conducted in 2008/09 should be used and translated into specific measurable dropout prevention strategies. This may include short, medium- and long-term interventions, on both the supply and demand side.

The Mission strongly recommands further efforts by the DIETs to increase teacher motivation to improve the quality of teaching, which in turn would be expected to reduce student dropout or even lateral transition to private schools . In that context, it is needed to continue incremental progress in the development and implementation of a comprehensive teacher accountability framework. Even School Management Committees could be provided with additional training which emphasizes social accountability of teachers, and the role of VECs/PTAs in demanding effective teacher performance, including regular updates by the teacher to parents of each student's progress.

Goal 4: Education of Satisfactory Quality

At the strategic level, the state's vision of quality education is focusing on the content of learning in the initial stages at primary level through a paradigm shift from conventional instruction to activity based learning in curriculum transaction. This is translated by the importance given to language learning through interactive approach so that appropriate reading and writing skills are

build up at primary level, learning of sciences and math explorations, projects and hands on activities at upper primary level, and greater emphasis on physical activities and health education at upper primary level. Kits for work experience in math and sciences have been developed and should be reflected in students' assessment. Professional competencies of teachers are in the process of being upgraded through pre and in-service programmes at every level.

In addition, the State has designed a comprehensive Learning and Enhancement Programme (LEP) that integrates various activities such as teacher training, TLM grants, BRC/CRC support, remedial teaching, focusing on reading and numeracy improvement at primary level, science and mathematics at upper primary level and REMS. The LEP which was started last year is showing considerable impact, as the mission witnessed in the primary schools. The children were happy while learning and actively participated in the learning activities. It was also noted that spending under the various heads for these components has taken place, though under some heads as shown below the expenditures are below par.

Table 4: Expenditures under select heads for quality improvement

Financial Yr	Overall utilization	AWBP	AWBP utilization on some select heads
2009-10	84% i.e. Rs. 3250.34 crores		OOSC, EGS, AIE (54%); Innovative Activities (47%); Int. for disabled (48%); Research and Evaluation (29%); community mobilization (0%); Teacher training (47%); KGBV (51%)
2010-11	67% i.e. Rs. 3282.16 crores		OOSC, EGS, AIE (30%); Innovative Activities (20%); Int. for disabled (22%); Research and Evaluation (22%); TLE (16%); community mobilization (0%); Teacher training (18%); KGBV (44%)

Source: Analysis by Team Member Tanuj Mathur

Curriculum Framework

The adoption of the National Curriculum Framework (NCF) 2005 has contributed to implied quality-related changes in the different aspects of elementary education in UP: curriculum and textbook development, teachers' workbooks, pre-service teacher preparation, teacher in-service professional development and student assessment. If UP is on the right track, the task ahead is to push forward, deepening and broadening the qualitative reform process. The entire revision of the curriculum and syllabus undertaken by SCERT over 2008-09 and 2009-10, for classes 1-8, was in compliance with NCF 2005. It has included an emphasis on student-centered learning, interdisciplinary approaches, the life outside of school, and learning by doing.

Teacher availability

Teacher availability is one of the key factors impacting on quality. According to 2009-10 DISE figures, 36% of the teachers are para-teachers in Government schools. In addition, the District Report Cards indicate 52% regular teachers and 48% of para-teachers at primary level for 94% teachers in place.

UP has 69 out of 72 districts where PTR (all schools) is above 30; while 60% of the schools have a PTR > 30 at primary level and 30% a PTR > 35 at upper primary level. In addition, 22% of primary schools have a PTR in excess of 60, with more than half of primary schools with 3 or fewer teachers (indicating multi-grade teaching). The overall PTR at the primary level is 43:1 and 42:1 at upper primary, which indicates a bigger improvement at primary level in comparison to last year. Thus the PTR 43:1 at primary level remains higher than the target of 40:1. However, since UP is a very large state, the state average does not necessarily show the real picture and there are tremendous inter-district disparities in terms of teacher availability. About 31% of primary schools have a PTR greater than 60:1 so the overall PTR certainly justifies the teacher recruitment now underway.

Despite all efforts made by the State to address shortage of teachers, teacher availability remains a concern, with about 200,000 vacancies as per RTE norms. This is mainly due to the size of the State and therefore, the huge number of government schools -140600 primary and upper primary. According to SPO, out of the massive recruitment of 88,000 special BTC teachers 76,000 teachers have already been recruited and placed in the schools of remote areas facing teacher shortage. The remaining 12,000 teachers are under training and are expected to be placed in the schools by the end of June 2010. Such recruitment will certainly continue to contribute to impact significantly on improving the transaction of and quality of teaching in schools.

During 2009-10 the PTR has improved to 43:1 at primary level and 42:1 at upper primary level. Teacher recruitment financed by SSA constitutes close to 80% of UP's expenditures on quality.

In the light of RTE Act, Government of UP has ceased further recruitment of untrained para-teachers (Shiksha Mitras), except for Naxal affected districts which have been given a relaxation for one year. A proposal is being considered to provide professional training to the untrained Shiksha Mitras through distance mode in order to regularize them all as regular teachers. The SPO has approached NCTE to grant permission for the same, as under RTE only trained teachers are to be employed.

If itinerant and resource teacher qualification required is a one year diploma/degree in area of concerning disability or special B.Ed in the concerned disability for primary level, their salary is 40% to 50% lower than regular teachers. This situation does not reflect the level of commitment required for this type of post. A similar situation for full time KGBV teachers creates categories among teachers which could result in consistent turn over of teachers.. It would be valuable to promote better alignment of salaries and working conditions for teachers across all national educational schemes.

Teacher training

Improvement of teacher training was noted by the mission. The majority of teachers interviewed in the schools visited had received at least one in-service training session in 2010. However, teachers acknowledged that trainings remain insufficient according to their needs. The most popular topics were said to be Math, Science, English and quality action research. In addition, the lack of penetration of teacher in-service training to classroom practices also suggests that the

quality of in-service training is insufficient and/or the follow up and the academic support provided to teachers trained needs to be seriously strengthened. During 2009-10 teachers training of 3,152,860 person days was implemented as against a target of 2498095 person days – higher than planned.

Teacher support and academic supervision

This is one of the areas which need improvement. The mission visits two DIETs where training sessions were in progress. Training sessions for teachers in sciences and math were also observed at BRC level. While the trainee teachers were actively involved in TLM activities the training appeared to be conducted in a rather conventional manner that would not be applicable with children in context of renewed pedagogical practices required at present.

The Quality Monitoring Tool (QMT) appears to be effective, with most schools, BRC/CRCs, DIETS and Districts completing their formats, accompanied by District and State-level analysis of results. QMT provides useful information for key education officials to take early action to improve quality, though the analysis of the results is not sufficiently visible. If BRCs/CRC and resource persons conduct routine monthly/weekly meetings at their level to gather information it seems that not much is leading to in depth analysis related to current issues and needs at school level.

A positive step is the deployment of a cadre of resource persons, (BRC/CRC Coordinators) at block and cluster levels and ABSAs at block level. They work in tandem as academic agencies, directly supporting a variety of quality improvement interventions at school level. However, concrete outcomes of this initiative were not observed by the Mission. Also CCE is still in the process of being developed.

The majority of DIETs are key institutions meant for rendering academic support, capacity building for teachers and undertaking research and monitoring of education. They need to be better equipped with financial and human resources. Currently there are 400 lecturer vacancies across 72 DIETs in the state. These vacant positions will possibly be filled through a prolonged process of not less than a year.

Classroom practices and availability of teaching learning materials

School visits showed that the transition from teacher-centric pedagogy to student-centered learning still needs to be further strengthened. More activity-based learning and group seating arrangements were observed in primary than in upper primary classes. In the upper primary schools visited, most of classrooms were still arranged in traditional rows, with the teachers lecturing students and calling out for repetitive recitations of answers. The use of green board by children and sharing of written work of children among peers was observed in primary schools. While the use of TLM was observed at primary level, the science and mathematics kits in upper primary schools had just arrived and not yet been used.

School grant, TLM grant and other grants had been released at the beginning of the academic session and these grants have been utilized substantially by the districts. The distribution of text books and work books has been done timely in July i.e. start of the academic session.

A number of other actions such as special TLM materials prepared by itinerant/resource teachers; a resource center established in all districts, appropriate materials for visually impaired children had been purchased (Braille slate/books, Taylor frame, Abacus, cane, hearing aids). Similarly for hearing impaired children audio and related materials had been purchased. Though LEP was been implemented in Classes 1 & 2, it still needs to be further strengthened and extended to Classes 3-5. The teachers' modules have been revised, though the teacher guides and work books are due for revision.

Provision of grants for library books is a good step and the Mission observed that the Upper Primary Schools had procured several books and placed them in the library. However (a) some of the books seemed to be inappropriate in content and would not interest a UPS student (b) all the books were in pristine condition i.e. signaling that they had not been read by the students (c) the libraries did not have any furniture etc. to make the reading a pleasurable experience.

During 2008-09 all textbooks were revised for classes 1 to 5 except English. In 2009-10 textbooks were revised for classes 6 to 8 and also for English at primary level. For the two districts visited, the text books seemed to have been received and distributed in the month of July, after reopening of the schools on July 1. However, the following two factors are a cause for concern. Firstly, the record keeping and reporting of distribution of text books is very haphazard and it was impossible to come to a clear confirmation regarding adequacy in numbers and timely distribution of books. It is unclear how this is being monitored if basic data on this is missing. Secondly, in one district, there were reportedly deductions from bills of printers on account of a variation of quality from the prescribed norms. While the financial aspects are well guarded, this needs further investigation in case the variation from quality is a systemic issue. The children received books which were inferior in quality. Action should be taken to improve the quality of the books and to disseminate the learning to other districts for the future. With the BRC computerization on the anvil, the management of stock and movement of text books needs to be standardised and computerized. This should also result in periodic reporting upwards for the purposes of monitoring.

Pupil Assessment Systems

The DIETs monitor the implementation of unit tests at school level and development and implementation of school development plans. Quality Monitoring Tools from BRC coordinators are collected, compiled and analyzed at DIET level and sent to the SPO in the DCF formats. BRCs check 25% while CRCs check 100% of these formats. Reports of learners' achievements based on QMTs for 2009 – 10 are illustrated below. The show that the majority of students getting less than 50% marks has declined for the different classes.

Table 5: Students performance in class III 2009-10²

Marks obtained (%)	% of children	
	Maths	Hindi
above 80%	16.01	16.88
65-79%	31.91	32.48
50-64%	31.49	31.81
35-49%	15.78	14.66
less than 35%	4.81	4.17

(QMT 2nd Unit Test – 2009-10)

In Primary schools about 14,732,532 children were assessed. While in upper primary schools 3677324 children were assessed.

Table 6: Learning levels for class V (MAS) 2009 -10

Marks obtained (%)	% of children			
	Maths	Hindi	Science	Social sc.
above 80%	15.62	17.46	16.92	18.88
65-79%	29.84	32.54	32.58	31.66
50-64%	36.54	31.23	30.97	31.14
35-49%	14.16	14.75	15.17	14.28
less than 35%	3.84	4.02	4.37	4.04

(QMT 2nd Unit Test – 2009-10)

Table 7: Learning levels for class VII/VIII (MAS)

Marks obtained (%)	% of children			
	Maths	Hindi	Science	Social sc.
above 80%	16.53	17.57	16.52	18.09
65-79%	31.47	31.86	33.49	32.12
50-64%	31.35	31.33	29.25	31.03
35-49%	15.45	14.71	16.76	14.63
less than 35%	5.20	4.53	3.98	4.13

(QMT 2nd Unit Test – 2009-10)

² Tables NCERT National Achievement Survey

Other concerns that require particular attention in term of quality are the following:

- Irregular teacher and pupil attendance;
- Capacity building for teacher preparation for classroom transaction;
- Lack of proper system for learner's assessment and performance evaluation of various functionaries;
- Availability and usage of appropriate learning material in schools;
- Weak on-site academic support and follow up system.

In addition, to the challenges posed by the scale of UP (which results in delays for changes at the state level to reach the classroom), three additional factors prevent greater positive impact in improving quality: stratification (economic, social, religious), weak mechanisms to hold teachers accountable for performance, and the quality of teachers themselves, reflecting on the quality of in service teacher training.

Another aspect is that the expenditure on quality aspects is lower than that on the hard outputs like civil works.

Recommendations

Teacher availability continues to remain a concern as 200,000 vacancies exist per RTE norms. If this should be address through the ongoing vigorous process of completing teacher recruitment (80,000 new teachers), the mission advises the rationalization of teacher deployment so that underserved areas are covered first and restrictions are placed on transfers of teachers from rural to areas closer to towns. Therefore, it should also contribute to reduce shortages at both primary and upper primary levels.

A more pro-active role should be played by the academic support teams, which are in short supply at DIETs. Training of CRCs and BRCs should be oriented in a manner to bring more focus on roles, responsibilities and professional development of training modules. In addition, teachers should be more encouraged to carry out action research in order to identify areas where pedagogic and academic support is needed and therefore developed and plan solutions and remedial measures accordingly.

To enhance quality of learning outcomes, it is suggested to put efforts into an holistic approach with particular focus on the identification of low-performing schools and the reason behind their performance in order to better address their specific needs, and on assistance from BRC and CRC in preparation of school development plans, including the needs of teacher training, the assessment of the teachers, and the level of attendance of students. In this context, a more efficient use could be made of the QMT and in depth analysis of these reports could be systematically made. Perhaps QMT could be used parallel to school performance grading.

In addition, the mission recommends the expansion of peer-based, mentor-facilitated teacher professional development, perhaps undertaken in clusters of schools coordinated by a nodal upper primary school in the area. UP needs to continue incremental progress in the development and implementation of a comprehensive teacher accountability framework. If all DIETs, BRCs and CRCs are functional in the state, their capacity building to monitor and assess effective change needs to be strengthened.

State Institute for Educational Management Administration and Training – SIEMAT

This was established under Basic Education Project has been strengthened under UP DPEP-III and has been entrusted with the responsibility of training Educational Planners and Administrators under SSA. The Institute plays a key role for conducting training-cum-workshops for district level planning teams (DPO/BRCs/ CRCs) for the preparation of AWPB, analysis and dissemination of EMIS, theme based training programmes for staff and teachers. It has undertaken and commissioned researches and evaluations over the years. Every year SIEMAT carries out Research studies on important topics commissioned by the State Project Office. During 2010-11, 8 topics were identified among which five studies have been accomplished. Findings of these studies can be used to further inform the field personnel to sharpen their intervention strategies in the districts.

Table 8: Research Studies sponsored by SIEMAT in 2010

Title
Learning achievements of students in English Language at primary level to improve learning
Enrolment of girls in primary and upper primary level to find out the gender gap and reasons for that in sampled Districts
Study of ‘Time on Task’ in classrooms in primary and upper primary schools in UP
Pre Integration Camps for children with special needs in developing academic and other skills – their effectiveness
A comparative study of the scholastic and co-scholastic activities of girls in KGBVs and Parishadiya schools

Financial Management

Financial Analysis

The expenditure for the current year (9 months ending December 2010) is Rs. 3282.16 crores (67% of the utilization of the AWPB); expenditure for the FY ended March 2010 was Rs. 3250.34 crores.

SSA in UP has seen a significant increase in expenditure over the past few years. Expenditure during the period FY 04-05 to FY 10-11 has more than doubled. This trend is expected to continue with the GoI deciding that SSA would be the primary vehicle for implementation of the RTE legislation. Activities relating to RTE may mean additional civil works, uniform, salaries,

KGBV expenditure etc. The state needs to gear up to be able to effectively enhance the expenditure patterns without compromising on quality.

Trends in SSA outlays/ expenditure

Table 9: Outlay and Expenditure in SSA over the years

Year	Outlay (Rs crores)	Expenditure (Rs crores)
2004 – 05	1613.47	1251.74
2006 – 07	3757.42	2844.58
2008 – 09	3746.26	3216.71
2010 – 2011	4924.23	3282.16 (9 mnth)
2010 – 2011 incl RTE	6794.64	- do -

Positive Developments

Some of the positive developments relating to FM in SSA are as follows.

➤ *Training*

- Training on financial management aspects (a 5 day session) was provided to 75 SPO and DPO staff during the month of November 2010. This covered book keeping, grant management, advances, statutory deduction etc.

➤ *Improvements in recording of advances/ coverage of VECs*

Reporting of advances as expenditure in the audit reports, has been an important concern in case of the state and this was highlighted during the January 2009 JRM. It is heartening to note that the issue has got the required attention and now district offices are maintaining spreadsheets which record releases to Village Education Committees (VECs³) and receipt of utilisation certificates. The balance, if any, is recorded as advance and this amount gets co-related with the books of the VEC as well; this is then reviewed and confirmed by the auditors. This will lead to increased accuracy in reporting of SSA expenditure. Secondly, audit coverage of VECs was another issue that had been raised earlier and this has now shown considerable improvement. Confirmation from several district audit reports list the VECs that were audited, others will be covered in subsequent audits. The increase in audit fee has also helped in this regard. This will improve compliance to the provisions of manual on FM&P that least 1/3rd of the VECs spending above Rs 1 lakh should be covered by audit each year.

➤ *Use of Financial Accounting Software (FAS)*

The Tally FAS has been introduced for the purposes of accounting on SSA. This is in operation in 36 districts (50%). This is now considered as the basis for (a) preparation of Statement of

³ VECs are allocated funds for civil works, shiksha mitra salaries, teaching learning material/ equipment, school grant etc.

Expenditure; (b) submission of monthly information to SPO on the 'UPEFA web monitoring and reporting system'; and (c) submission of quarterly information to the GoI's web based monitoring system.

➤ ***Internal Audit***

A team of 6 auditors has been hired in the past two years. Their work is done as per an audit plan, the coverage was more than 3600 locations in the previous year, the report findings are shared with the auditee and corrective action asked for. A monitoring committee at the state level reviews the findings and confirms whether the necessary corrective action has been taken. This was also presented as a good practice study in the Finance Controllers meeting in August 2010. Around 26 districts have been covered in the current financial year.

Concerns

Certain important FM concerns are as follows.

➤ ***Staffing for Financial Management:***

The shortage of FM staff in the state was noted as one of the biggest concerns during the January 2009 JRM; as per the indicative staffing structure they should have been 210 positions at district level. However, 95 posts were found to be vacant i.e. 45% vacancies. However this aspect seems not to have got any attention in the last two years and currently **vacancies have gone up to 102 i.e. 48.6%. This poses a significant risk to program implementation** since staff is considered inadequate as compared to SSA indicative staffing structures. The state government has yet to sanction even the minimum required FM staff on SSA; while SSA norms provide for 210 posts, only 176 have been sanctioned.

While three districts have no accounts staff at all (Kashiram Nagar, Sant Kabir Nagar, Siddharth Nagar), several districts are working with only one staff in position e.g. Ambedkar Nagar, Azamgarh, Kannauj, Kanpur Dehat, Kaushambhi, Mathura, Rae Bareilly, Rampur etc.

Further the GoI guidelines (para 85 of the Financial Management Manual revised in early 2010) also require states to put in place Block level Accountants to provide capacity support for accounting at the block level. No block level accountants have been sanctioned or appointed as yet.

➤ ***Roll out of Financial Accounting Software (FAS)***

Though the start of implementation of the Tally FAS is heartening, a computerized accounting system should be the basic requirement for such a large and decentralized program. The software needs to be implemented at all districts in a time bound manner.

➤ ***Audit***

The audit process has improved as mentioned earlier. The audit fee has been enhanced, VEC coverage has increased, a 5 – 6 member audit team is spending around 10 days in each district. While the advances at various levels have been documented and correctly presented as part of the Annual Financial Statements, the treatment of the same in the subsequent financial year is not clear. The opening balances of advances need to be considered while providing releases in the next FY. However, this adjustment is being done only when SPO releases funds to the DPO. Understanding of guidelines regarding treatment of opening balances are not clear at the district level. Moreover various formats relating to Utilisation Certifications also do not take opening balances into account. This needs to be remedied in form of adequate guidance to district level staff and required modification in formats.

➤ ***Capacity Building/ Training***

The capacity building efforts though appreciated need to be significantly enhanced. (a) training needs to cover all staff at the district level including all district level accounts staff, DIET/ KGBV accountants; (b) the current setup proves insufficient to provide any support to the VECs in managing of funds and record keeping, BRC level accountants could provide the necessary support.

Recommendations

Staffing

Firstly, the existing vacancies need to be filled urgently. These have been vacant for several years now and the reasons for the same are not clear. This is more a cause for concern since the level of SSA finances are increasing with each year; moreover the outlays will go up even further with the RTE implications. Vacancies at the district level need to be filled in on a priority basis. Secondly, with increased outlays there is need for staff at the block level as well. The MHRD has recently advised states to hire accountants at the block level and they can play a very effective role in BRC accounting, as well as monitoring of activities at the NPRCs (Nyay Panchayat Resource Centers or CRCs) and visit schools regularly for monitoring and capacity building. Availability of funds/ resources for the additional staff is not an issue.

Roll out of Financial Accounting Software (FAS)

Successful use of the Tally FAS in some districts now provides a strong case for roll out of the software to the entire state and quickly making this the de-facto standard and discontinuing with most of the manual book-keeping. This will go a long way in improving internal controls and quality and timeliness of financial reporting. (a) the system that is in operation at 36 locations should be rolled out to all the districts within this calendar year; (b) users need to be provided continuous training and support on the software; a helpdesk and regular support to the districts

will be very important; (c) data submission from the district to the state and consolidation should be done using this FAS as the base.

Program Management

The programme management structure is well established as per the norms of the society registered as the UP Education for All Board. Over the course of expansion of the project from its BEP days the SSA is now a fully established project across all 72 districts of the state. The Project is supported at state and district levels by the SCERT, DIETs, BSA/ ABSAs and the DPO staff respectively.

The MIS cell is fully functional at SPO and in all the districts, which is visible in the DISE – 2010 -11 updated reports for all districts, that is also available on the website. The reports of House Hold Survey conducted in 2009-10 were generated and used in AWP&B for 2010-11. The data has been generated for the year 2010-11 also. Decision Support System (DSS) has been developed for Planning & Monitoring of EMIS Data. The data like (single teacher schools, PTR, GER NER, toiletless schools etc.) is also available and used for planning in all districts. 5% sample checking of EMIS data for year 2009-10 has been completed by Monitoring Agencies. The outcomes of the sample survey have been shared with UNEPA, State/District level officials. All MIS persons have been given three days training on DISE, Oracle, HSS etc. Instructions for DISE 2011-12 have been issued and data is being computerised at the district level. As per MHRD instruction emphasis is being given on 100% DCF checking by NPRC and 25% checking by BRC, sharing of information with community/VEC on main indicators. Janvachan is also being initiated.

Presently the SPO is facing staff constraints. As reported, the sanctioned staff in the SPO of 66 persons as against which there are 9 vacancies. This is impacting the qualitative management of the project as existing staff are fairly overstretched in handling their job responsibilities. It is in the interest of programme implementation staff are appointed without any delays. Indeed, the state's extremely low management costs are suggestive of the fact. In recent years the project has seen several SPDs who have had short tenures. This has impacted the programme as much as the shortage of the team at state level.

This is reflected in management costs being grossly under - utilized by the state. A provision of 6% of the expenditure is allowed at the district and the state level. This is currently close to 2% only. Considering the difference, the state could easily spend an additional Rs 130 – 150 crores on program management as per the guidelines.

The DIETs (majority of them), though key institutions meant for rendering academic support, capacity building for teachers and undertaking research and monitoring of education at district and sub district level are fairly ill equipped and severely understaffed. The reasons for this are twofold a) potential staff are not attracted to them and b) recruitment of lecturers is a lengthy process. The vacant positions of 400 lecturers are to be done through the State Public Service Commission, the process for which will take over a year, even though the ball has been set rolling now. This obviously constrains the more understaffed DIETs' abilities to support

BRCs with the number and variety of training courses required, which in turn limits what BRCs can offer to teachers.

Both DIETs visited by the mission were understaffed in that few positions of lecturers were vacant. Whereas there are at least 25% DIETs which are severely understaffed. This obviously constrains DIETs' abilities to support BRCs with the number and variety of training courses required, which in turn limits what BRCs can offer to teachers. The recent decision (December 2008) taken at the top policymaking body of the State to transform the staffing pattern of DIETs through a separate cadre and set of rules, regulations and recruitment procedures should be implemented as quickly as possible, and strong consideration should be given to use of open, competitive processes for selection of DIET staff. GoUP has notified the order for DIETs to have a separate cadre to recruit faculty in the DIETs and SCERT.

Recommendations

The Mission therefore recommends that all the vacant positions in the State and District Project Offices and DIETs may be filled up at the earliest. This is important so as to ensure that the programme is managed properly and all proposed and sanctioned activities are undertaken in the districts without delay. Indeed, the state's extremely low management costs of 1.26% in FY 2007-08 (versus the SSA approved norm of 4%) suggests increased funding for programme management can be justified and could be use for computerisation of BRCs and DIETs.

Conclusion

In UP it is clear that a Vision for education in the context of RTE exists, so it has to be concretized further for incorporation in planning for the next year across all components. The Mission is confident that UP SSA could go ahead, as positive steps have already be taken- for instance revision of curriculum and text books, proposed appointment for a separate teacher cadre for DIETs, identification of habitations for coverage of schools etc. This would also mean additional teacher recruitment and additional classrooms in some areas. The Whole School Development approach and CCE would need strengthening through preliminary trainings. The new initiatives for equality and inclusion of dropouts and OoSC will have to be sustained and increased to cover all identified children.

The overall assessment is positive if the size, disparity and diversity of the state is considered. The challenges of teacher deployment and sustaining quality and equity will remain, given which, the state will have undertake advance visioning and area specific planning. The State took this mission as an opportunity to learn.

10. UTTARAKHAND

INDIA
SARVA SIKSHA ABHIYAN (SSA)
13th JOINT REVIEW MISSION
(January 19 - 24, 2011)

STATE REPORT: UTTARAKHAND

1. Overview of Report

1.1. Introduction

A Joint Review Mission of Sarva Siksha Abhiyan (SSA) comprising Prof. C. G. Venkatesha Murthy (GoI) and Dr. Leopold Sarr (Worldbank) visited the State of Uttarakhand from January 19 to 24, 2011 to review progress of SSA implementation as well as the achievements in terms of SSA outcomes. The 13th JRM wishes to express its gratitude to the Chief Minister, the Chief Secretary, the Education Secretary and its sincere thanks to the SPD for providing an excellent support that facilitated the review. Her remarkable understanding of the education and social issues in the State, her sincere passion and proactive role enabled the JRM team to get a quick and comprehensive grasp of the major SSA achievements and challenges facing Uttarakhand. The Mission would also like to acknowledge the State Project Office for the outstanding effort put in organizing the visit to a variety of sites allowing the JRM to fully appreciate the extent of SSA implementation in the field.

The JRM visited the districts of Tehri and Haridwar and met the DPOs, DIET faculty, SIEMAT, SCERT faculty, BRCs and CRCs. The Mission visited several PS and UPS, KGBVs, NPEGEL, an ECCE Centres and interacted with VEC and SMC members to understand the dynamics within the school that may explain the relative performance of various schools. The Mission is thankful to all of them. Furthermore, the team benefited from interactions with SPD who graciously accompanied the team in visiting the various sites.

1.2 Overview and Key Issues

The JRM has identified the following achievements and laid out the key issues facing the project implementation.

Key issues:

Achievements/strengths

- (i) State has a functional SIEMAT which is a great source of strength to SSA
- (ii) Innovative activities such as Room to Read, Library Facilities, etc. exist
- (iii) Strong leadership of SPD at the State

Weaknesses

- (i) Teacher recruitment and staff vacancies at the District and Block levels.
- (ii) Lack of consolidation of resources at State level is reducing efficiency with specific reference to SCERT as it is geographically isolated from State HQ.

- (iii) Low implementation capacity at the Block, Cluster and Habitation level: need for training in various modules.
- (iv) Topography of the State (with hilly districts) entails unit costs of construction that are higher than those provided by guidelines related to KGBVs.

2. Progress towards the achievement of Goals

2.1 Goal 1: All Children in School

2.1.1 Achievements

- Like some States, Uttarakhand is progressively approaching universal enrollment in primary school with an NER close to 99 per cent in both PS and UPS. Furthermore, the number of out of school students has dropped from 39,733 in 2005-06 to about 13,000 in 2010, according to the latest Household Survey conducted by the State.
- The retention rate of students is 93.9 per cent in PS and slightly higher in UPS at 94.9 per cent. Similarly the transition rate from PS to UPS (e.g., from grade 5 to grade 6) is estimated by DISE to be at the satisfactory level of 97.0 per cent.
- These outstanding achievements reflect the effort deployed by the State to reach out to children who are out of school, most of whom never attended school. In this regard, an estimated 3581 Out of School Children (OOSC) are currently being covered by 101 EGS centers; 4184 OOSC are benefiting from AIE interventions while 2158 OOSC are directly enrolled in regular Government schools.
- Despite the State effort to enroll all children aged 6-14 and retain them in school, there is still a small share of children who are not currently attending school (1.7 per cent according to ASER latest report, 2010).

2.1.2 Concerns

There are no major issues related to bringing children aged 6-14 to school.

2.1.3 Recommendations

- (i) There may be a need for a study by a third party to assess the effectiveness of these OOSC schemes in terms of getting children in school and retaining them.
- (ii) For migrant children, Uttarakhand should develop coordination mechanisms with all sending States, including Bihar or UP to ensure that each migrant child receive adequate education.

2.2 Goal 2: Bridging gender and Social Gaps

A. Gender gaps

2.2.a1 Achievements

- The State average transition rate for male students is slightly higher than that of female students and both rates largely exceed those at the national level by more than ten percentage points.
- In the same perspective, the average dropout rate for boys is very similar to that of girls at around 7 per cent, which is below the national average dropout rate. This seems to point to some State level interventions that are effective in curbing children dropout rate, especially among socially and economically disadvantaged groups.

2.2.a2 Review of interventions

- The State currently operates 26 KGBV centers covering 1083 girls. The KGBV program focuses on identifying girls from disadvantaged groups (SC, ST, Muslims, OBC, BPL), girls with special needs enrolled in Class 6-8 to offer them special activities geared toward enhancing their school progression.
- A similar initiative for girl's education is NPEGEL. It is currently running in 40 Blocks out of 95 and benefits about 32,549 girls. Activities such as yoga, Judo, Karate, sewing, painting, computer training are organized to enhance girl's ability to learn and remain in school as well as prepare them for life.
- Besides the KGBVs and NPEGELs, an estimated 101 EGS centers are operating to provide education to about 3,581 children. However, under RTE rule, these centers are expected to be converted into regular schools.
- The JRM visited few KGBVs and NPEGEL schools in Tehri and Haridwar districts and appreciated the extent of these initiatives in impacting girl's education. Moreover, it observed that some KGBV girls had participated in international competitions of Judo and Karate and won some awards.

2.2.a3 Concerns

- (i) There is provision for additional classrooms and other facilities in NPEGEL schools and they are being utilized but there is concern about the planning for utilization of these facilities. In addition, the available facilities need to be utilized optimally. -
- (ii) All KGBV buildings and schools need to be more CWSN friendly.

2.2.a4 Recommendations

More careful planning is necessary in utilizing different facilities.

B. Social Gaps: Scheduled Castes, Scheduled Tribes, and Muslim Minority

2.2.b1. Achievements

- In the absence of earlier figures on enrollment, completion and transition rates retention decomposed by social groups, the Mission reported the high achievement in 2009-10 observed among SC, ST and Other Minorities in terms of NER, gross completion rate and transition rate. More specifically, SC, OBC and Muslim show an NER exceeding 96 per cent while ST population has slightly lower NER around 93 per cent. Furthermore, SC and OBC have the largest transition rates (respectively 96.6 and 96.3 per cent) among the socially disadvantaged groups whereas Muslims and ST exhibit respective rates of 87.8 and 91.6 per cent. Gross completion rates follow similar patterns across these social groups.

2.2.b2 Review of interventions

- The State has also a number of AIE interventions that benefit about 25,773 children. These AIE interventions include the MUSKAN program focusing on migrant children (14,607); the PAHAL initiative which has identified and provides support to about 1,209 urban deprived children; the MAKHTAB/MADARSA geared towards Muslim children (8,175) to ensure that they are given adequate education.

2.2.b3 Concerns

- As per RTE rules, the system needs to be prepared for special training centers.

2.2.b4 Recommendations

- There is a need to focus more on ST and Muslim children as they are lagging behind in terms of enrolment and other educational indicators.

C. Children with Special Needs

2.2.c1 Achievements

- Between 2001/02 and 2009/10, the enrollment coverage of identified CWSN has improved from 79 per cent to about 85 per cent. In other words, the number of CWSN who were enrolled has increased from 8,138 to 19,237.
- Among these identified CWSN, about 12 per cent were assessed as children with special needs in 2002. This share has substantially improved over a decade to 22 per cent. On the other hand, the share of CWSN equipped with aids and appliances has also increased but at a smaller pace from 11 per cent to 15 per cent, between 2002 and 2010.

2.2.c2 Review of interventions

A Home Based Education program for CWSN is being implemented and covers about 1782 children. The JRM visited one such and found it to be working very well.

2.2.c3 Concerns

- (i) The Mission felt that children are not always adequately identified with a specific disability in all places. Therefore, there may be a need for further training on how to identify various types of disability following the national guidelines, with the help of professionals in the field.
- (ii) All school buildings should be CWSN friendly.

2.2.c4 Recommendation

The IERTs and EVs need continued training given that their levels of clarity vary, as observed by the JRM.

2.3 Goal 3: All Children Retained in education system

2.3.1 Achievements

- In terms of retention rate, Uttarakhand has made remarkable progress in retaining children enrolled in school as the rate has increased from 59.1 per cent (below the national average of 70.3 per cent) in 2006/07 to about 76.0 per cent (above the national average of 74.9 per cent) in less than three years.
- In the same vein, various interventions targeting out-of-school children have also contributed to reducing dropout rates from 10.1 to 7.0 per cent (below the national average of 8.0 per cent) in 2007/08.
- Consequently, more children are able to transit up from primary to upper primary: from 2005/06 to 2009/10, the transition rate has gone up from 81.1 to 97.0 per cent respectively, well above the national average rate.
- Finally, the State average attendance rates of students reported by TSG in 2009 were 80.0 per cent and 83.2 percent respectively in PS and UPS. They stand well above the national averages of 68.5 and 75.7 per cent respectively.

2.4 Goal 4: Education of Satisfactory Quality

2.4.1 Curricular reforms

- Based on the NCF 2005, the State has developed a curriculum framework and a new generation textbooks have been rolled out after a small pilot testing. Teachers have been trained to handle the textbooks. The JRM team saw the new textbooks. The SCERT of the State has also developed teacher-user manuals to facilitate a better transaction in the classroom. The State is also willing to assess the effectiveness of these textbooks through studies/researches.

¹ The Attendance Report prepared by TSG show that the dropout rate in 2009 was about 1% for PS vs 3% nationwide whereas for UPS, it is at par with national average dropout rate at 0.1% in 2009.

2.4.2 Teacher availability

- The State of Uttarakhand currently needs 2,850 Primary School teachers and 266 full time teachers in UPS as well as 1,221 part time teachers as per the RTE rules.
- The State teacher attendance rate of PS teachers is slightly higher than the national mean (81.7 per cent vs 77.7 per cent). However, in UPS, Uttarakhand average teacher attendance appears to be lower than the national average (80.5 per cent).

2.4.3 Teacher training

- In the State, teacher training covers 20 days, of which 10 days are organized by DIET at the Block level during summer holidays and 10 days at the Cluster level at different points of the academic year. There are serious attempts to understand the training needs before organizing the training program. The State has also undertaken a study which recommended a need for a “subject oriented training” in which it has a belief. It is desirable that training takes care of subject specific as well pedagogic concerns.

2.4.4 Availability of Teaching Learning Materials

- Teachers are provided training for the use of TLM and it is acknowledged by the Monitoring Institute that throughout the State they are being properly utilized by teachers. As per the Monitoring Reports, TLM grants were sanctioned to all the schools on time and they were found displayed in about 70 per cent of the sampled schools.

2.4.5 Teacher Support and Academic Supervision

- Uttarakhand has adopted ADEPTS program with an intention of supporting teachers in their transactions in the classroom. Due to the non availability of sub-district functionaries such as BRPs and CRCs, teacher support and academic supervision is affected. Their recruitment is not possible as it is subjudiced now. However, the State has decided to appeal to the Supreme Court to get the stay vacated in light of the RTE requirements. Thus, the State is concerned about teacher support and academic supervision.

2.4.6 Classroom practices

- Keeping the spirit of NCF 2005 concerns, the DIETs are promoting the use of Action Research in enhancing the effectiveness of classroom practices. The State has also *Kunjapure* activity-based learning in 95 Clusters across all Blocks. This was witnessed by the JRM which was encouraging.
- The State identifies and felicitates innovative practices of teachers through certificate of recognition and financial incentives.
- The State has a *Room to Read* program which aims at promoting literacy, reading skills and instilling reading habits in children. This program started in 2005 and by 2010, the number of children enrolled has increased fourfold. Similarly, the number of books checked by students has also arisen at the same pace.
- Uttarakhand has provided 40 books developed by NCERT to all PS to enhance reading skills among students.

2.4.7 Pupil Assessment Systems

- DIETs are serious about promoting CCE in its true spirit. The State has collaborated with Azeem Premji Foundation to implement child-friendly evaluation methods under Learning Guarantee Program. This program has been found to be effective by local studies undertaken by organizations such as SIEMAT. However, the JRM could not go into the depth of these studies.

2.4.8 Student learning levels

- Based on the Baseline Assessment Survey (BAS) and Mid-Term Assessment Survey (MAS) carried out by NCERT, learning outcomes, in Uttarakhand, are shown to have improved in Mathematics and Environmental Sciences (EVS) by two percentage points respectively although student performance in Hindi has slightly declined by one percentage point.
- Further studies such as the Learning Level Assessment administered child-friendly tests, in 2009/10, to 27,935 students from 1900 schools. Their results show that the following shares of students were able to achieve the required level of performance:

Grade	Mathematics	Sciences	Hindi
III	47.4%	43.3%	40.6%
V	39.5%	28.8%	23.9%
VIII	24.1%	26.0%	65.9%

2.4.9 Concern

- Teachers are generally involved in non teaching activities related to elections, cattle surveys or census activities, leading to their absenteeism. This is a serious concern that needs to be adequately tackled at the State level.

2.4.10 Recommendations

- The JRM strongly recommends that shifting of the SCERT to the State Capital is a necessity in order to improve the coordination and consolidation of available State resources. If for any reason the State finds difficult to do so, as an effective alternative, it needs to have technology mediations in keeping SCERT functionally close by to SSA State Office, Dehradun.

3. Financial Management

3.1 Financial Progress

- The financial performance of the State is satisfactory as most of the activities have been implemented as planned in the AWP&B 2010-11, except few interventions for which the funds are in the process of being disbursed. The State is confident that payments for these activities will be made by March 2011. District-wise, the share of total expenditures against available funds is also quite satisfactory.

- The State has provided reasonable explanations as to why few SSA interventions were showing low levels of spending. For instance, (i) the intervention related library to schools has orders already being placed for book purchase; (ii) the TLE could not be procured because buildings are still under construction but the State expects them to be completed in the coming months; (iii) CWSN teachers were not recruited but now about 142 teachers have joined and the share of expenditure against AWP&B is expected to rise accordingly; (iv) under State component, research studies are commissioned but given they are not complete yet, payments have not been processed, furthermore, the State is facing some challenges in recruiting staff at the Sub-district levels.

3.2 Financial Management and Procurement

- The State audit reports for 2008-09 and 2009-10 have been reviewed and they show that all audit observations have been complied with. All DPO are reported to be collecting Utilization Certificates from VECs and other relevant agencies. VECs are following single entry system and keeping proper supporting vouchers, in line with the Manuals on FM&P.

3.3 Concern

FM: Few Districts are currently preparing bank reconciliation statement on a monthly basis and bank wise, including at the sub-district levels, as reflected in the audit reports 2009-10.

Procurement: The delay in procuring computers, under the innovative activity component of SSA, has been the main concern as few were interested in participating in the bids. However, the State is in the process of completing the procurement process.

4. Program Management

4.1 Staffing and capacity building

- As of Jan 18, 2011, 23 per cent of positions are being currently vacant at the State level. At the District level, 169 positions were sanctioned with 10% of them still vacant. Most of the staffing challenge is at the Block level where 1,730 positions were sanctioned and only 55% of them were filled.

4.2 Civil Work

- Civil work is under way at various stages of completion. In 2007, 320 new PS were constructed and by 2010, the number of schools built has increased up to 558. Similarly, in UPS, 176 new schools were built in 2007 and by 2010, the number of constructed schools has increased to 453. The remaining sanctioned buildings are under construction and the State is confident that all constructions will be completed within the stipulated deadline given by GoI. At the SPO level, a technical cell has been established. It is comprised of an Executive Engineer, two Junior Engineers, one assistant Engineer at the District level and two Junior Engineers at the Block level.
- At the Panchayat level, a Village Construction Committee (VCC) is in place to implement the execution of civil work.
- Each year, there is a 7 day training for supervisory staff and continued on site support from CBRI scientists.

- Finally, there is convergence with TSC and DWM.
- Despite the State's effort to construct buildings that are in conformity with GoI norms, there may be a need to improve building maintenance. The study conducted by TSG on condition of school buildings across India provide evidence that, in PS, only 46.8 per cent of schools have well maintained buildings in Uttarakhand against the national average of 49.1 per cent. In UPS, the share of schools is even lower at 34.5 per cent compared to the national share of 49.8 per cent. However, 86.3 per cent of all sampled PS in Uttarakhand have classrooms with good ventilation and sufficient natural light, relatively to the national share of 73.8 per cent.

Girl toilets

- In 2007, 1,446 girl toilets were functional in the State and by 2010, that number has more than tripled to 4,776. About 3280 new girl toilet are under construction and the State expects them to be completed by March 2011.
- The TSG study also shows that, 44.5 per cent of sampled PS in Uttarakhand have separate toilets for girls that are usable whereas the national share is at 36.5 per cent. The same is true for UPS where the State share (62.9 per cent) is well above the national share (51.6 per cent).

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

- The State has developed the following readiness strategy to prepare for the implementation of SSA under RTE.
 1. Formation of a high level committee headed by Secretary, School Education.
 2. Workshops were held to prepare State Rules and the draft has been discussed in apex body meeting (*Sachiv- samiti*).
 3. Final draft of State Rules is put in public domain for open discussion.
 4. SCERT has been notified as Academic Authority.
 5. The State Cabinet has approved the constitution of SCPCR.
 6. A separate cell for monitoring the implementation of RTE has been formed at SPO under SSA.
 7. A Resource Group is also set up, comprising renowned Education experts, retired Officers of secondary & higher education, representatives of NGOs and people working in social activities.
 8. Multiple orientation workshops, consultation meetings, seminars, awareness campaigns (by BGVS in Haridwar District for instance) have been organized to sensitize community members and education stakeholders.

4.4 Monitoring and Supervision arrangements, Monitoring institutions

- The NIAR, Mussorie is the Monitoring institution identified by GoI which has the responsibility of monitoring all the 13 Districts. The nodal officer has been continuously functioning in monitoring SSA interventions. It covers the sampled schools and prepares reports to be presented to the State and shares with MHRD, GoI.

4.5 Data issues, EMIS etc

- The State has adequate computers and technical staff to manage school data. However, there are problems at the Block level as EMIS operators are not in place. The State is trying to accelerate their recruitment process.

4.6.1 Research and Evaluation

- SIEMAT which commissions and supervises the Research and Evaluation studies for SSA is functional in the State. It is actively involved in various activities related to Research and Evaluation. Research and Evaluation studies are proposed by the team of experts for various interventions in consultation with SIEMAT. There is an advisory committee which finalizes the sampling strategy and methodology of research proposals. The research and evaluation studies are conducted by external agencies empanelled through national level bidding. SIEMAT has also developed a plan of action to operationalize the findings of the studies completed. Finally, Action Research in the State is promoted with the active collaboration of DIET.

4.7 Community Mobilization and Management

- On this component, the State needs to do a better job as it has not been able to train the VEC and SMC members commensurate with its target set.

4.8 Recommendations

1. Given the topography of the State which has around 70 per cent of the total area composed of hills, it is recommended that the unit cost of civil work be adjusted to account for the additional cost. It is estimated that the unit cost provided by GoI is likely to double in the State of Uttarakhand. This is even more pressing for residential school constructions.
2. Realizing the critical role played by the SPD, the JRM strongly recommends that the SPD be retained at least for a period of two to three years to allow the SPD to make a significant contribution towards the SSA goals. The State needs to take this issue seriously.
3. Capacity building needs to be strengthened, especially at sub-district levels, to improve the implementation of SSA interventions. This will require not only recruiting qualified staff but also providing them with adequate and sufficient training.

Conclusion

1. There are no major concerns regarding issues of All Children in school.
2. As regards major gaps, gender has none while Muslims and ST have gaps which need to be addressed by the State.
3. The empowerment of functionaries related to CWSN needs to be uniform across the State.
4. On the issue of retaining children in school, the progress has been satisfactory.
5. The State appears to be stronger in its preparation for teaching-learning than actual processes leading to outcomes.
6. The financial performance of the State is satisfactory on the whole. However, in few interventions such as TLE, CWSN, Library to Schools, there is a need to accelerate the disbursement.
7. The recruitment of teachers, BRCs and CRCs functionaries need urgent attention.
8. The State is doing well on the issue of girl toilets.
9. The State has a clear road map for RTE implementation
10. The existence and functioning of SIEMAT is a definite advantage to the State.
11. The State needs to do more on community mobilization.

PAB: New Commitments of SSA for 2010-11

Visit details of JRM Team**Dated: 19.01.2011****Interaction at State Project Office, SSA Mission**

- The JRM team interacted with SPO, SIEMAT, Director of Education, DIET officials, DPO from various districts and NGO partners of the States.
- State Project Director, SSA Mission, Uttarakhand gave a brief presentation about the status of the Elementary Education and SSA programmes.
- SIEMAT, Uttarakhand also made a brief presentation about its activities.

Dated: 20.01.2011**DPO, Tehri**

- District Project Office (DPO) gave a brief presentation regarding their activities and work.
- JRM suggested that unrecognized schools should also be listed.
- SPD informed that it is being done on priority basis and State is in the process of creating GIS based database which shows the actual neighborhood of the schools and unrecognized schools will be dealt with as per the provisions of RTE.
- The District presented its innovative programmes such as *Paachan*, *Srijan* (Creation), *Dibba Andolan*, Community Radio programme etc.

Primary School, Dhalwala & ECCE Centre

- JRM Team reached primary school, Dhalwala, Tehri Garhwal.
- Interacted with the Room-to-Read facilitator appointed by Room-to-Read. 1000 books have been provided by the Room-to-Read.
- The ECCE Centre, Dhalwala was well equipped.
- Visited Banali, CRC and it explained the activities of the CRC.
- The Financial sanctions were displayed outside on the wall for social audit purposes.
- JRM team interacted with SMC at Dhalwala. The Chairman of VEC was also present.
- The community has arranged a computer instructor in the primary school, Dhalwala.
- JRM team also inspected MDM facilities at the Primary School, Dhalwala.

Visit of Primary School, Kharasoot

- Primary School Kharasoot has KAGL (*Kunjapuri* Activity Based Graded Learning) where the children were enjoying the KAGL activities.
- The school was full of KAGL materials the teacher appeared confident in using KAGL.
- The JRM team visited the Junior High School, Kharasoot and also visited CAL facilities in the school. Azim Premji Foundation has provided 12 interactive content based CD's which has been mapped as per Uttarakhand syllabus for Upper Primary Schools.
- The SSA Mission has also procured content based CD's from NCERT and provided to schools since last 2 years.

Discussion at SCERT

- SCERT, Narender Nagar, Uttarakhand gave a brief presentation on its activities.
- JRM team interacted with SCERT.
- SCERT has developed NCF-2005 based books for elementary level which are being used.
- It has developed user manuals for using NCF based books.
- The SCERT did Training Need Analysis (TNA) for the teacher training of 2009-10 and developed modules for In-service teacher training.
- SCERT has developed NCF-based BTC curriculum.

KGBV Ampata'

- JRM team visited the residential faculty of KGBV, Ampata Tehri,
- 42 Girls are enrolled at KGBV, Ampata and 1 Warden and 2 instructors were present.
- Children appeared cheerful, energetic, and they presented folk songs & prayers.

Dated: 21 January, 2011

Visit of DIET, Tehri

Interaction with DIET

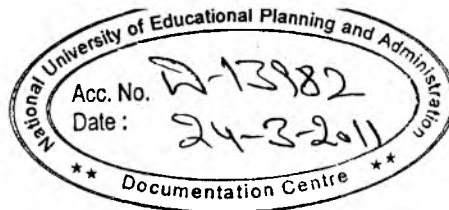
- DIET, Tehri made a brief presentation on functions/work of DIET.
- Explained the roles of 07 Departments of the DIET.
- In-service teacher training Deptt. Explained the class room processes.
- Enquired about special initiatives DIET Tehri has taken.
- Discussed activities under Lab area.
- Enquired about the action research, CCE and Block mentors.
- The DIET informed about the NCF-2005 based BTC curriculum.
- A batch of 200 BTC trainees is under training at DIET, Tehri.
- Interacted with the BTC trainees.

Major Issues discussed include

- The training needs to be identified.
- Professional Development platform to be created, Library, internet etc. should be provided.
- DIET explained the process of In-service teacher training of 10 days at BRC & 10 days at CRC and the process of TNA.
- Diagnostic test & achievement test should be made part of In-service training.
- JRM team also looked at printed training module and other printed materials.
- JRM suggested DIET, Tehri to study the use of computer for teaching learning processes.
- DIET informed that the focus is on computer enabled teaching.

Interaction with District Magistrate (DM)/Chairperson, SSA District Committee, Tehri

- State Project Director explained the purpose of mission and programme of SSA. The DPO, DEO were also present during the meeting.
- JRM team interacted with DM Tehri and discussed the School Education issues.



- DM Tehri explained the role of DM in School Education and assured all support to SSA programmes.

BRC Chamba

Major issues discussed

- The use of TLM grant needs to be monitored
- Training of teachers on use of TLM grant.
- The field reports of TLM need to be analyzed.
- BRC should play a vital role in the use of TLM.
- Action Research should be promoted on regular basis.
- The BRC informed that under innovative programmes girls are trained to make paintings and soft toys, which were very attractive.

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Dated: 22.01.2011

UPS Ranimajra

- Total Student enrolled - 132
- KGBV Student - 50
- Total present - 47
- The JRM team visited the construction site of KGBV, Ranimajra, the KGBV buildings is near completion.

Primary School, Jasawala and Model cluster NPEGEL:

Focussed activities and observations

- 3 toilets are not adequate for 152 students of school.
- Study on usage of toilets should be undertaken by Civil wing of SPO.
- The use of School grant.
- Ramps and railing issues.
- The resource teacher was teaching skills of embroidery on cloth.
- The boundary wall was completed with community assistance.
- Inspected the Rice meant for MDM & MDM facility.

Primary Rehmatpur & ECCE Centre

- The center has two Anganwari worker and 40 kids
- The Anganwari worker requested for more training as she found them to be beneficial.
- ECCE Centre appeared vibrant
- School had one OH child which has been given tri-cycle.
- Total Student – 351, student present – 314
- Teacher – 11, Present – 11

Junior High School, Aaneki

- Interacted with class – 8B, 31 Students, present – 27
- Enquired about the MDM
- A room of 16' x 20' constructed with community assistance.
- School is taking help of retired teachers for remedial classes school teacher also takes remedial Classes.
- Interacted with SMC the, last meeting of SMC held one and half months back. Total 9 SMC members were present during interaction.