

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

STATE REPORT: HARYANA
January 17 - 23, 2012

Introduction

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

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

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

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

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

Key Issues

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

together provides little space of child-centred pedagogy, continuous and comprehensive evaluation of children's talent and learning, and other innovative practices of teaching and learning. This has a serious impact on retention of children at higher levels and their learning.

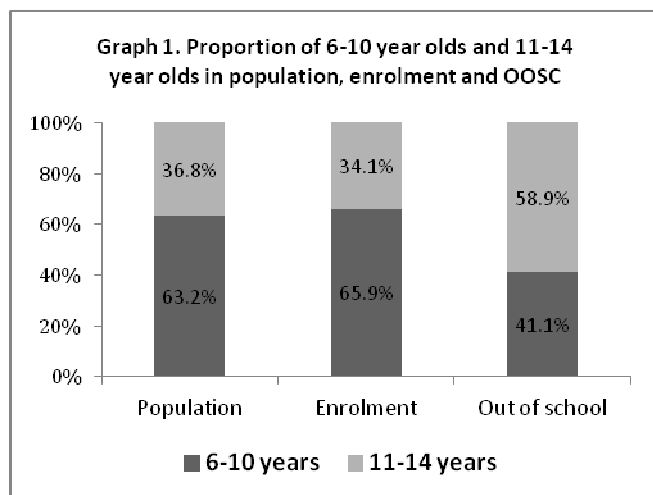
- Use of school space for creative expressions or as learning aid is an under-utilization of the resources created in the state. The whole school development programme could be effectively used to convert these barren and underutilized spaces to one that enables learning.
- There is a concern over the sub-optimal use of all inputs provided to improve learning. The virtual absence of any effective use of TLM in classrooms, the library, CAL and absence of any effort to build capacity in support organizations like SCERT, SIEMAT, DIETs, BRCs, CRC- all these programmes need some "out-of-the box" thinking and planning.
- The proportion of out of school children, though small, still remains a challenge when we look at the number of children to be addressed. Added to this is the challenge of student absenteeism. The issue doesn't end in counting them or identifying them, but also devising mechanisms to effectively meeting their learning challenges.
- The non-availability of useful information regarding the number of unrecognized private schools or private schools, especially those that do not follow state curriculum not only makes planning difficult, but also provides a skewed picture of education related indicators in the state. This is an area that needs some pondering. The penetration of private schools in every nook and corner of the state is often interpreted as the result of a desire among parents to have quality education, but as interactions with teachers and communities revealed, in reality, it seems like a manifestation of different factors, mainly one of social stratification.
- In Haryana, the age at which children are admitted to grade 1 has been 5+ years. With RTE, the state needs to progressively move to 6+ years as the age for entry into school. At the same time, for 5+ years children needs to be provided with early childhood care and education (ECCE) facilities, both for the purpose of readying them for schooling as well as with a holistic development programme, including nutrition and safety.
- There are apparent problems in the data collected from various sources on education in the state. Use of research and analysis to help mid-course corrections and guiding SSA implementation seems to be missing in the state, or not effective. The lack of capacity at various resource and support institutions is a matter of concern. Capacity building remains key to improve the situation.
- Vacancies remaining filled in key positions at state, district and BRC level is a serious concern. The capacity of the staff to understand the varied dimensions of SSA seems inadequate (especially those related to understanding soft issues of education) and hence needs careful planning for capacity building.
- The SSA expenditure in the initial quarters needs to be increased. The allocations on text books, TLMs etc could be easily expedited in first quarter itself. An analysis of timeliness of fund flows to lower levels and finally to SMCs is worth as it will throw important insights as to where the delays happen.

Progress towards the achievement of Goals

Goal 1: All Children in School

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

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



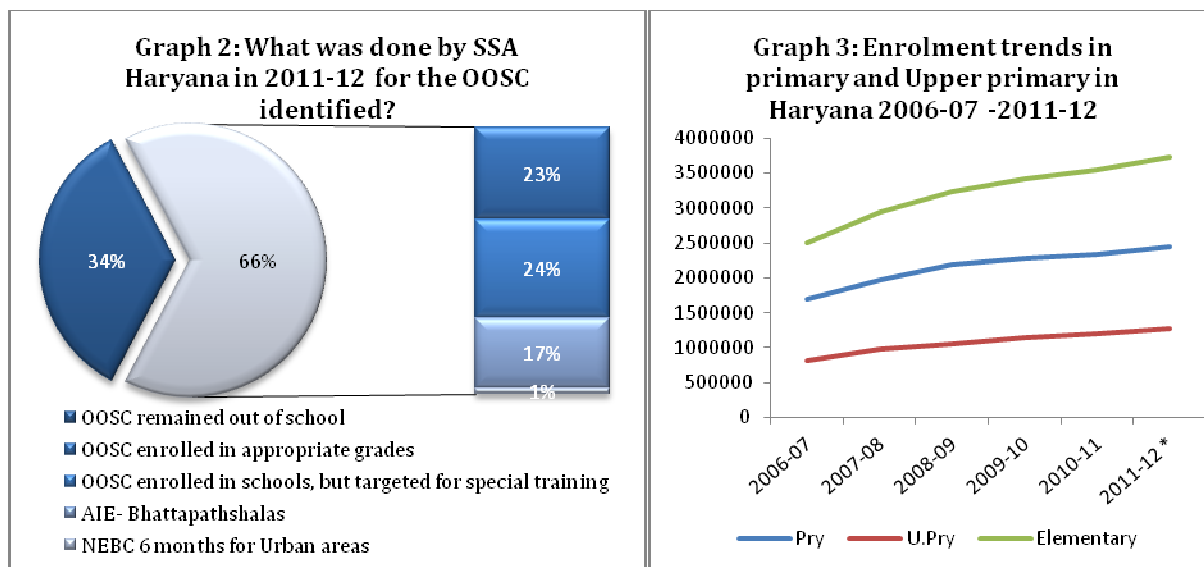
While Haryana accounts for around 2% of 6-14 year old child population in the country, the share of state in OOSC in the country shows that it accounts for 1.7% of OOSC among 6-10 year olds and 4.2% of OOSC among 11-14 year olds in the country. The majority of OOSC are from 11-14 years age group or upper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

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

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

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

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



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

Goal 2: Bridging gender and Social Gaps

A. Gender gaps

While girls (6-14 years) constitute only 45%³ of all child population and also enrolments, they form 55% of all out of school children (OOSC) in the state. For every 100 boys enrolled at primary level, only 84 girls are in the system, and at upper primary level, it is further less -82 girls. The gender parity index (GPI) in enrolment of the state is second worst (after Punjab) in the country. However, there is an increase of 5% in girls enrolled reported in 2011-12 DISE compared to 2010-11 DISE figures, as against the general increase in enrolments reported (4.2%) during the same period. The gender disparity is also evident from the type of school children attend. Author’s estimations using NSS 66th round (2009-10) shows that 70% of the girls attended a government school for upper primary education whereas half of the boys attended a private school for the same.

In many of the schools visited by the Mission, girls formed only a third of the enrolments at upper primary level. This somewhat demystifies the belief that girls crowd in government schools and

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

while boys move out to private schools due to parental perceptions and gender preferential behavior.

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

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

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

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

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

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

However, a deeper analysis of the issue shows the social parity is achieved without an inclusive nature of education. The government schools in the state predominantly serve children from the socially marginalized groups. This is evident from an analysis of NSS 66th round (2010) data which

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

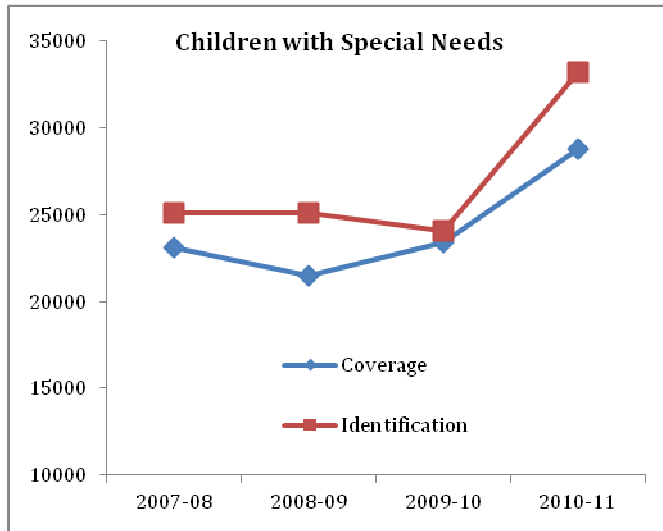
⁵ During the Mission member's interaction with students in a classroom, the skewed sex ratio issue came up. While half of the boys in the classroom reported that they do not have female sibling and all girls had at least one or more than one male sibling. Girls reported that "girls are considered as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

the mission members had a chance to analyze. As per the estimates from NSS 66th round (2010) around 80% of SC students, 55% of OBC students and 87% of Muslim minority attended primary education in a government school. However, only a fifth of the general category children attended a government school. Around 44% of those who attended government schools for primary education were from SC, 36% from OBC background and only around 20% from other general categories. On the other hand, in private schools, SC students constituted only 13%, OBC formed 32% and general category, 55% of all primary enrolments (estimates from NSS 66th round). These figures are highlighted here to show that the apparent social parity in government sector is mainly on account of the general category students moving out from the government schools⁶.

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

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

C. Children with Special Needs (CWSN)



The identification of CWSN and their enrolments have been stagnant till recently, but as could be seen from the graph, the number of CWSN identified and reached out increased in 2010-11. This was made possible through organizing health assessment camps at block level, in close coordination with the Department of Health and National Rural Health Mission (NRHM). During this, a first time “on spot-certification” was given to CWSN. The state has managed to enroll around 28787 CWSN to school. However, no CWSN is covered under home based education. The state SSA has employed 105 Resource teachers, and 100 IE volunteers to manage the IED.

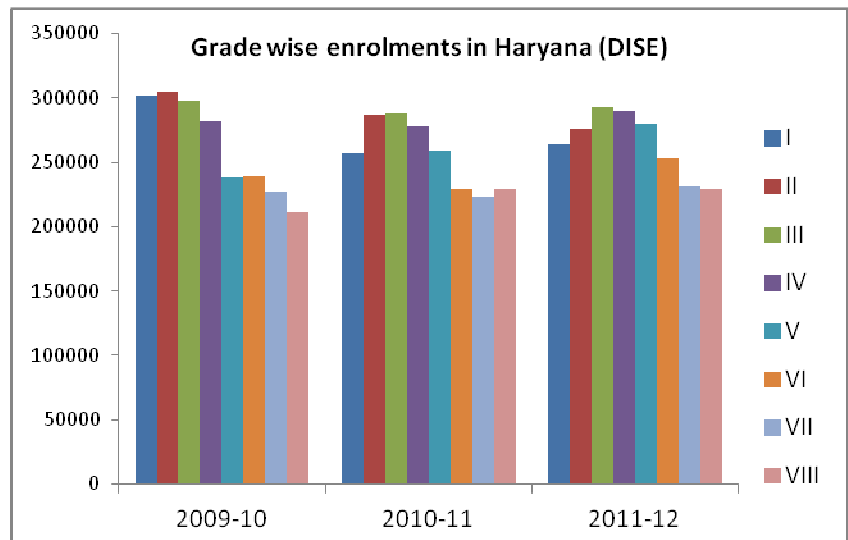
Special teachers reported attending 18 days orientation programme organized by MHRD, on the basis of which a 5 day workshop for SRG was organized for developing modules for CWSN. As per DISE 2010-11, 59% schools have ramps.

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

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

Goal 3: All Children Retained in education system

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



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

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

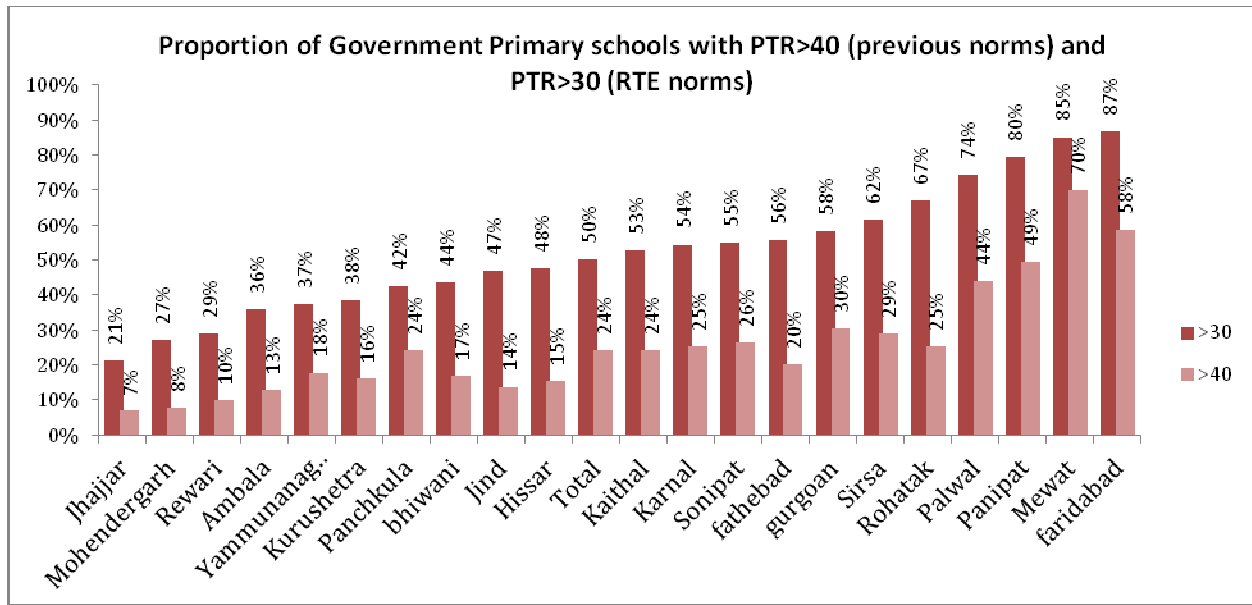
An issue closely related to student retention is the issue of student absenteeism. Teachers reported that since most students in government schools come from agriculture labor families, during the harvest season, they are away from classrooms to help the family in the harvesting. In several cases, this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

Goal 4: Education of Satisfactory Quality

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

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

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



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

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

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

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

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

There is an issue that the teacher cadre is differentiated for primary and upper primary, with differential qualification (primary teachers with qualification of +2 and JBT and upper primary

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

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

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

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

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

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

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

reading habits are encouraged. In many schools, the new library books were safely locked inside the almirahs and an examination of these books showed that no student had used them⁸.

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

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

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

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

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

In the non-scholastic areas, evaluation guidelines need further relook. For example, in sports, the framework talks about awarding marks to students who participate and perform in sports events at state or district level. This is an unfairly system for developing sports. Students who are not able to participate at district level sporting events, but do engage in sporting activities in schools are given

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

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

no recognition in this modality of CCE. Even in cultural activities, the spirit of evaluation is one based on competition and achievement rather than interest and involvement – and 30% of overall scores are devoted to these so called achievements in the overall system in the grades below elementary!! The state has allocated Rs. 555.35 lakh in the current years' budget for the same.

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

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

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

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

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

Program Management

Staffing and Capacity building: At the state level, out of 142 posts, 103 are in position. At district level, of the 464 posts, 80 are yet to be filled, which includes 8 vacant posts of district gender coordinators, 5 Accountants, and 16 Junior Engineer posts. But at the BRC level, there are huge gaps in staff availability for various tasks. At BRC level, 41% posts are vacant as on 30th November 2011 (1080 out of a total of 2619 posts). These vacant posts includes 530 posts of CRCs (36% of total

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

CRC posts), 104 special teachers posts (29% of all ST teacher posts), and all sanctioned MIS and Accountants posts (119 and 180 posts each). This is a matter of serious concern.

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

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

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

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

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

Progress of Civil Works upto 31st Dec. 2011 as approved by AWP&B 2011-12							
SN	Component Name	Physical Status				Financial Status	
		Approved	Completed	In Progress	Not Started	Fin.l Outlay Approved	Expenditure
1	New Schools building	8	0	1	7	123.52	53.32
2	Building less School (P)	1	0	0	1	15.44	0
3	New School building (UP)	49	0	19	30	916.3	279.85
4	Additional Classrooms	3948	43	2436	1469	15634.08	7984.58
5	Toilets (Boys & Girls)	83	7	58	18	125.33	95.04
6	Separate Girl Toilets	632	64	378	190	477.16	395.36
7	Drinking water(Urban)	167	29	99	39	46.76	39.64
8	Boundary wall	718	16	360	342	3739.34	1887.66
9	Electrifications	597	111	326	160	119.40	106.20
10	Head Master Room	2695	29	1427	1239	10672.20	5287.70
11	Ramps	2628	23	1230	1375	630.72	502.06
12	Toilets I.E./ (P.H)	650	46	373	231	357.50	271.47
Total		12176	368	6707	5101	32857.75	16902.88

Cumulative Progress of Civil Works Year 2003-04 to 2011-12							
SN	Activities	Physical Status				Financial Status	
		Targets	Completed	In Progress	Not Started	Approved Budget	Expenditure
1	BRCs	58	68	0	3	348.00	448.74
2	CRCs	565	563	2	0	1116.50	980.91
3	New Primary Schools	691	565	65	61	2964.53	2402.26
4	Building less School (PS)	334	294	0	40	1070.24	897.44
5	New Upper Primary Schools	1248	994	197	57	8196.64	6410.53
6	Building less School (UPS)	129	119	1	9	645.00	497.09
7	Additional Classrooms(Primary)	28145	20632	5960	1555	73677.98	58351.61
8	Toilets (Primary)	6767	6681	68	18	1162.09	1054.12
9	Separate Girl Toilet	9466	8679	595	192	3031.18	2769.87
10	Drinking water(Primary)	5512	5209	99	204	839.81	729.37
11	Boundary wall(Primary)	1219	517	360	342	3939.74	2074.22
12	Head Master's room	3612	824	1542	1246	12409.31	6825.02
13	Electrifications	9960	9474	326	160	587.55	571.41
14	Major Repair	165	110	4	51	149.99	81.91
15	Child friendly element	275	254	21	0	13.75	13.75
16	Residential Hostels	4	0	1	3	258.16	39.83
17	School Library (Primary)	7766	7766	0	0	232.98	232.98
18	School Library (Upper Primary)	4307	4307	0	0	430.70	430.7
19	Last year balance	0	0	0	0	145.68	86.93
20	Ramps	2628	23	1230	1375	630.72	502.06
21	Toilets (IE)	650	46	373	231	357.5	271.47
Total		83501	67125	10844	5547	112208.05	85672.22

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

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

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

Financial Management

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

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

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

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

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

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

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

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

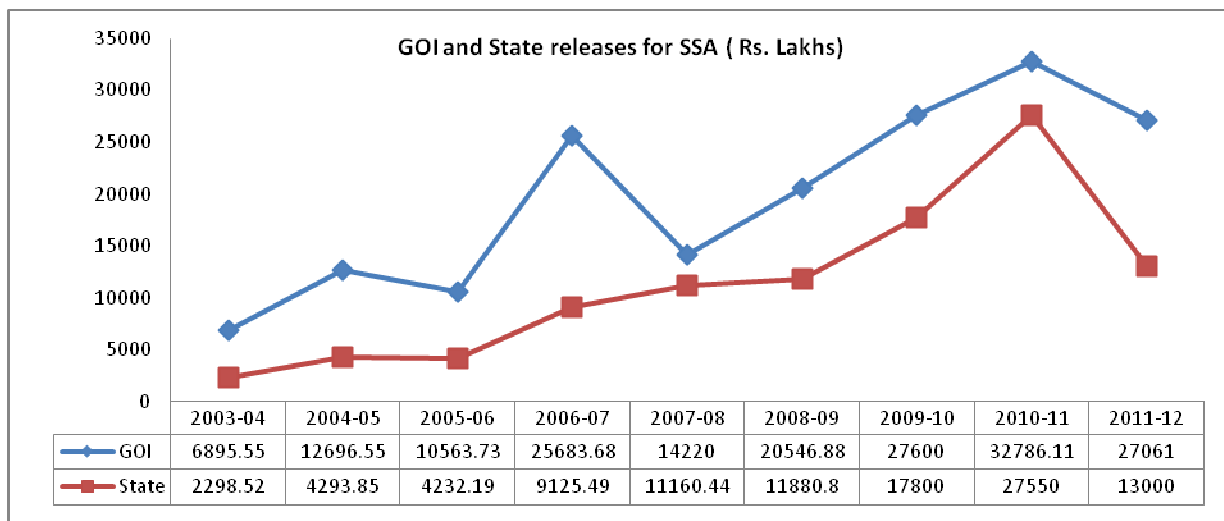
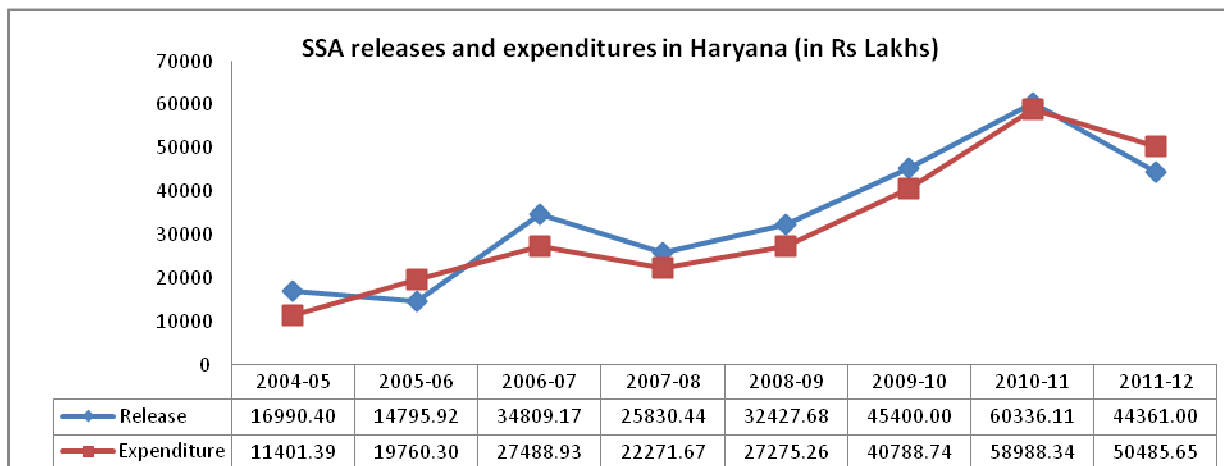
Accounting software: The state uses TALLY software for accounting purpose. At the state headquarters, the software has been in use since 2004-05. 20 districts (out of 21) are implementing / using the TALLY system since the last two years. The manual books are not required to be maintained. Those drawn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

Expenditure Patterns in the state

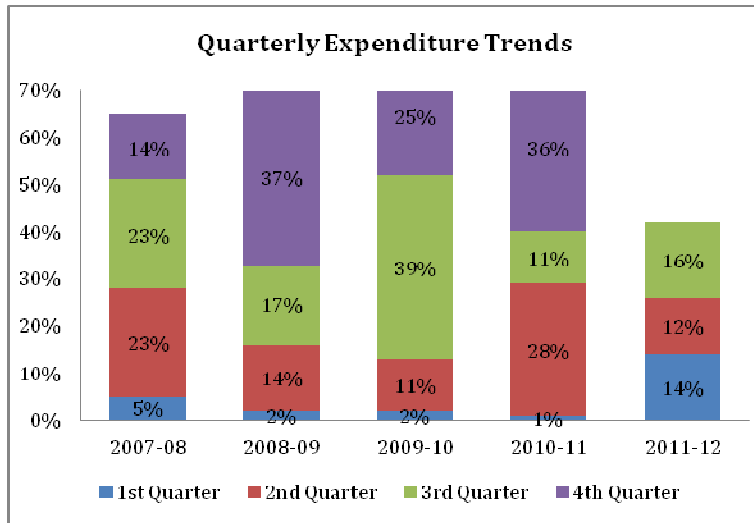
Haryana is one of the states with high per student (enrolled in government + aided schools) expenditure by state government. In 2009-10, the state on an average spent around Rs.11100/- for elementary education. In addition, SSA spent around Rs.1836/- per student that year.

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

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



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



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

Activity wise Expenditure Statement of SSA (State wise)

(Rs. in lakhs)

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

