

SARVA SHIKSHA ABHIYAN
Seventh Joint Review Mission, 21st January to 5th February 2008
Aide-Memoire

1. Introduction

1.1 *Sarva Shiksha Abhiyan* (SSA) is a comprehensive and integrated flagship programme of the Government of India (GoI), to attain Universal Elementary Education (UEE) in the country in a mission mode. Launched in partnership with the State Governments, SSA aims to provide useful and relevant education to all children in the age group of 6-14 years by 2010. It is an initiative to universalise and improve the quality of education through decentralized and context specific planning and a process-based, time-bound implementation strategy. Its goal is consistent with the Constitution (86th Amendment Act) 2002, making elementary education a fundamental right of every child and with the Millennium Development Goal (MDG) of universalising primary education by 2015.

1.2 SSA is a national programme supported by domestic resources, supplemented partially by external funding from the World Bank's International Development Association (IDA), United Kingdom's Department for International Development (DFID) and the European Commission (EC). As per the Agreements, the GoI and Development Partners (DP) carry out a Joint Review Mission (JRM) twice a year. The main objective of the JRM is to review progress in the implementation of the programme with respect to SSA's Goals and to discuss follow-up actions in the light of the Terms of Reference (TOR) agreed upon for each JRM.

1.3 The first JRM was held from January - February 2005. This Mission is the Seventh JRM of SSA and was held from the 21st January to 5th February 2008. This JRM was combined with the 26th JRM of DPEP. The Terms of Reference (ToR) for the Mission and details of the Mission composition are attached at Appendix 1.

1.4 The four SSA Goals are as follows:

- i. All children in school.
- ii. Bridging gender and social gaps.
- iii. All children retained in Elementary Education.
- iv. Education of satisfactory quality.

1.5 The Mission's approach is one of learning to understand the progress made under the programme and to indicate experiences that highlight strengths and weaknesses, with a view to strengthening implementation. The Mission has undertaken the task of reviewing progress towards the programme goals in terms of educational and programme monitoring indicators and the processes, including management functions. This review is based on study of available documents and discussions with National and State level functionaries and observations from field visits in eleven States.

1.6 The Mission records its deep appreciation of the support received from the Department of School Education and Literacy, GoI, the Technical Support Group, national institutions, the State Governments, district officials and community members in making available documents, providing insightful presentations and discussing issues in a transparent and candid manner. The Mission is particularly grateful to the States included in the JRM for facilitating the field visits.

Mission Objectives

1.7 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 on below and summarized in the Results Framework attached at Appendix 2. The purpose of the Seventh JRM was to look at processes being adopted to achieve the development objectives of SSA, particularly in respect of quality, and to review State and district specific strategies being adopted that underpin the impact of the programme. The objectives of the Mission were as follows:

- (i) Review progress in.
 - (a) overall implementation including access and equity and quality.
 - (b) financial management, procurement and safeguard issues.
- (ii) Look at processes being adopted to achieve the objectives of SSA.
- (iii) Examine issues related to State and District implementation capacity.
- (iv) Recommend any studies to be undertaken in the following six months.
- (v) Review TC Fund implementation.

1.8 The 7th JRM for SSA visited 27 districts of eleven States, viz., Assam, Bihar, Chhattisgarh, Haryana, Jammu and Kashmir, Maharashtra, Meghalaya, Orissa, Rajasthan, Tamil Nadu and West Bengal. The Mission members visiting Orissa and Rajasthan, also covered one district of DPEP. The Mission comprised twenty six members, with 12 members, including Mission Leader, from the Government of India, 6 members from the World Bank, 5 members from DFID and 1 member from the E.C.

1.9 The Mission focused on

- (i) Progress against sanctioned interventions.
- (ii) Status of out of school children – implementation of strategies towards bringing children back to school.
- (iii) Progress from the baseline with regard to gender and social groups – identification of districts, clusters and communities needing more focused intervention.
- (iv) Quality of education including learning levels of students, time on task by teachers and instructional quality, status of teacher recruitment and training and teacher and student absenteeism.
- (v) Programme management: issues of staffing, monitoring capacity building; adherence to financial management & procurement procedures; timeliness and volume of fund releases (both from the State and GOI) and utilization

(see the summary report at Appendix 3); environmental and site selection issues in school construction.

- (vi) Measures taken to improve quality and usage of DISE data.

1.10 A review of the Financial Management and Procurement (FMP) procedures was carried out as part of the JRM. The Mission has reviewed the extent to which States are complying with the provisions and processes laid down in the FMP Manual of SSA, including:

- (i) Progress against procurement plans for 2006-07.
- (ii) Post review of a few contracts
- (iii) Discussion with States on IPAI reports (if relevant)
- (iv) Status of annual statutory audit reports 2006-07 and compliance of 2005-06 audit reports.
- (v) Review of accounts staffing / training.

1.11 The seventh JRM for SSA has made recommendations centred around the following issues based on the States visited:

- (i) Assessment of progress towards SSA goals, in particular improvement in quality of education and expansion of upper primary education.
- (ii) Assessment of programme management and implementation arrangements (including financing & procurement).
- (iii) An assessment of State, district and sub-district monitoring systems in place.
- (iv) Specific districts and states requiring focused attention and targeting during the project.
- (v) Focal areas requiring attention / emphasis

1.12 The seventh JRM for SSA has provided State reports for each of the eleven States visited (attached at Appendix 4) and one overall report, this document.

2. Overview of progress

2.1 The country is getting on track to achieve the first of the three SSA Goals and some States are well on the way to achievement – see the State Results Framework attached at Annex 2 of this Report. The fund flow constraints that affected the programme in some of the larger States in the previous years have been largely overcome and planning and management systems are generally functioning well at all levels of implementation in most States. Further progress has been made in expanding access to all groups and habitations, in recruiting teachers and in delivering infrastructural improvements. School and teacher grants are being made available to a greater extent and textbooks (funded entirely by the State Governments in some States for all students in Government and aided elementary schools) and other learning materials are being delivered to most schools in a timely manner. Progress on community participation continues to be positive, indicating the enthusiasm and high demand for access to quality education throughout the country, and gradually bringing benefits in terms of

accountability and efficiency of resource use. With full enrolment of children aged 6 to 14 years in sight in many States, the key challenges now are to bring the last seven million or so out-of-school children into the system, to reduce dropout, particularly among girls, SC, ST and Minorities at the Upper Primary level, improve attendance, fill the remaining teacher vacancies, to further empower the VECs, to eliminate all remaining infrastructure gaps and to improve the quality of education, which remains a major area of concern.

2.2 Given that the Programme has been going on for more than 7 years, the Mission is concerned to note that some States are still struggling with the basic inputs required to achieve universal access and equity. These basic inputs include the recruitment of additional teachers, the construction of new schools and additional classrooms, carrying out household surveys to identify out of school children and developing and implementing strategies to get all the children into school. Special efforts are required in these struggling States – particularly, Assam, Bihar, Meghalaya, Orissa and West Bengal. It seems that for these States the current arrangements led by the State Project Director and Secretary Education by themselves are not able to achieve the required results. The Mission suggests that these States receive more regular visits from GoI representatives at the highest level.

2.3 The States need greater assurance regarding the continuity and funding of SSA components by GoI. The Mission has observed that several States are taking ad hoc measures in elementary education and SSA is not being mainstreamed largely because of the states' worries about the recurrent implications of the SSA investments. The mainstreaming of SSA within the general education administration of the States is increasingly urgent in the light of delays in implementing constitutional commitments in some States.

2.4 With the progress that has been made in so many States the challenge in SSA is increasingly one of addressing pockets of educational disadvantage. It is therefore now time to shift the focus of planning and implementation from the district level to the block level. The block level focus should concentrate on the more critical areas of the programme, such as eliminating gender disparity, bridging the gap for minorities, ST and SC, increased transition to upper primary, reducing dropouts in upper primary, delivering effective remedial teaching, improving the coverage and effectiveness of teacher training and skill up-gradation, building core competencies, quality evaluation etc. With a notable exception, Tamil Nadu, all the other States visited by the Mission have a lot of ground to cover in these areas and GoI's handholding is needed. Particular attention needs to be given to the building the capability of institutions at the State, District and Block levels – this will require these institutions to have constant interactions with Central Institutions as necessary. There is a need for greater convergence of schemes at all levels

2.5 There are still some issues in respect of the flow of funds. The accumulated shortfall in releasing the States' shares of funds up to 2007-08 has been problematic, for example in Maharashtra the shortfall was to the tune of Rs.55.38 crores up to 2007-08. The Mission views with concern how the promises given by States at the time of the PAB meetings have not been fulfilled in many of the States.

2.6 There are also rigidities in the financial arrangements that are straight-jacketing the implementers of the programme and constraining the utilization of SSA resources. States should be given greater flexibility over the use of SSA resources, particularly those States that are performing well. There should also be greater flexibility at district level, particularly across the components, such as teacher training, VEC training, KGBV, civil works norms, AIE, etc.

2.7 Mission noted the role being played by the 42 Monitoring Institutions (MI) and appreciated the outputs of these. The quality of these outputs are variable and the Mission suggests that MHRD and the States review the extent to which the MI's are useful to them.

2.8 Given the momentum towards quality improvement, SSA needs to incentivise performance at all levels: States, Districts, Sub-districts and schools for value addition.

2.9 The Mission got a strong sense that one State in particular is on the move with regard to quality improvement. In Tamil Nadu, the introduction of Activity Based Learning (ABL) in all the primary schools and the Active Learning Methodology (ALM) in all the upper primary schools of the State has clearly stimulated and excited officials, teachers, students and parents in an unprecedented way. The teaching and learning process in all of the State's 37,486 elementary schools has been transformed through the introduction of ABL and ALM and the Mission was greatly impressed with the way the intervention is being carried out and the speed with which change is taking place. While it is still early days, Tamil Nadu's experience with ABL/ALM to date suggests that a holistic, comprehensive and systemic approach to quality improvement is feasible within the context of SSA. There is now a model of system-wide quality reform in place in Tamil Nadu that other States can look at and consider. In the light of Tamil Nadu's experience, all States should give thought to how they might develop a comprehensive model of quality elementary education that responds to the problem of unsatisfactory learning levels. The development of these models need not and cannot wait until all the children are in school; quality can be effectively addressed even while there are large numbers of children out of school – in fact, improved quality should be a core element of the strategy for bringing children to school in all States.

3. Follow up of action taken on the recommendations of the sixth JRM

3.1 The detailed report of progress against the recommendations of the 6th JRM are given in Appendix-IV. Overall, the recommendations have been given due attention as reported by MHRD and seen in the visits to the states. The center –state sharing pattern has been amended to 65: 35 for the first two years and 50:50 in the last year of the XIth plan, thus relieving the anxiety of the states. Recommendations regarding improving learning levels through classroom based training with a focus on setting /acquiring of acceptable standards for teachers and continuous,comprehensive assessment of children are getting addressed through state initiatives described in the main aide memoire; however these are long term , process based initiatives which would need continued

attention and nurturance. The recommendation regarding streamlining data collection for the states and reducing overload has been addressed through making DISE the only school based data source and encouraging states to do 5percent sample checks to ensure quality. Efforts to enhance participation of Muslim children has been given a boost with 18 percent of the total allocation for SSA FOR 2007-08 targeted to the Muslim concentrated districts. Recommendations regarding improvement in financial management and procurement procedures related mainly to internal audit, training of sub district /VEC level structures and web banking. These have been addressed by MHRD as reported in the Annex and are reviewed in the main aide memoire.

4. Progress towards the Achievement of SSA Goals

4.1 Progress in the implementation of the programme with respect to the four SSA Goals is assessed against a set of agreed indicators (recorded in the Project Appraisal Document or PAD). The status of these indicators is reported in the attached Results Framework (Appendix 2). This section of the Report summarises the JRM's discussion of the status of the Results Framework with GoI, the States and district representatives and sets out recommended follow-up action, including future plans, financial allocations and capacity issues. The section is organised in accordance with the four Goals.

Goal 1 – All children in school

All Children in Schools

4.2 States have made steady progress in improving enrolment and reducing the number of out of school children (ages 6-14) during the past year. TN is well on track with relatively few out of school children (OOSC- 2%) and gains have been high in Assam, Maharashtra and Haryana with scope for improvement at both primary and upper primary levels. Progress in other states has been positive in general (in particular Assam, HA, Chhattisgarh, J&K, Meghalaya) though the number of OOS children remains high. Increased access has been made possible through opening of formal primary and upper primary schools, alternative education centres, residential and non- residential bridge courses, residential care centres, provision of early childhood care and education, and girls' education through KGBVs, and NPEGEL and processes initiated for community mobilisation.

4.3 Of a total of 75 lakh children (2007) identified, SSA has reached 58.7 lakh children. About 20 lakh children remain unreached and are targets in the current year. Many state like Tamil Nadu, Assam, West Bengal, Bihar, Maharashtra and Orissa have been able to ascertain the out of school children through household surveys; however attempts in states like Rajasthan, Haryana, Jammu & Kashmir and Chattisgarh seem inadequate and it is required that a comprehensive household survey be undertaken to identify and reach out of the school children. Special survey may be conducted in states where there are migratory communities; this was particularly noticed by the mission in states of Haryana, Orissa, Rajasthan, Chattisgarh and Bihar. These were seen to be located at brick kiln (Haryana, Rajasthan), sometimes even in madrassas (Rajasthan).

4.4 Enrolments at the upper primary stage are still of concern in all states with the exception of Assam and TN. This is also reflected in the states' NERs that range between 30 percent for Bihar and slightly above 60 percent for Maharashtra. Achievements in Tamil Nadu have been exceptional with respect to all indicators of access and retention.

4.5 The Mission notes that the issue of non enrolment is much more significant in 4 States: of Bihar, Orissa, Rajasthan, and West Bengal, where the numbers range from 5 lakhs (Orissa) to 21 lakhs (Bihar). West Bengal has 42% OOS. Where high, the non-enrolled children are confined to specific districts and blocks that are hardest to reach (e.g. Haryana, Orissa, Assam). Well articulated strategies are needed for covering the urban deprived, CWSN, tribal and SC children in remote and impoverished areas and children of migrant/ brick kiln workers across the various states.

4.6 The mission appreciates the diversified strategies adopted by the states within the AIE, to reach this very difficult group. These include back to school program (Meghalaya), bridge centre, apna/angana vidyalaya, Prayas Kendras (Bihar) , alternative schools and EGS schools (West Bengal), residential bridge courses (Bihar) Residential bridge courses at brick kilns, for street children, within red light area (Rajasthan). However customized strategies need to be developed for all the out of school urban poor, migrant children, tribals, minorities and older girls in states like Maharashtra, Rajasthan, Bihar. West Bengal also implements AIE centres, SSK are now not supported by SSA but run by Panchayats; EGS has not been upgraded into formal schools. In Bihar, there was a reflection of a special concern and sensitivity towards pre-school education, children enrolled are mainstreamed as per the state tracking system.

4.7 The residential facilities within the residential bridge courses needs a careful review as in cases such as that in Bihar it was reported to be poor in states of Bihar and Jammu and Kashmir. Further, the issues of quality of teachers, poor teacher compensation, systematic teacher training teacher support and learning outcomes remain a challenge in states (West Bengal, Rajasthan, Chattisgarh, Haryana) across the different strategies adopted by them. The compensation paid to teachers of residential bridge courses seem particularly low given the high demands of their jobs – which often requires them to stay full time at the camps, it includes motivating children and their parents, taking care of them as well as teaching in multi age, multi grade situations. Thus it is recommended by the mission that the teacher compensation within the EGS –AIE is reviewed and is made more attractive to find suitable teachers.

4.8 In most states that the mission visited, mainstreaming of out of school children appeared as a concern, it is important to track children and provide them the requisite support for mainstreaming. Bihar provided a good example in providing a follow up support for one year to the children it mainstreamed from its AIE centres in border districts.

4.9 The issue of planning for out of school children requires a long term planning; it is recommended that strategies to reach OOSC be planned for 3 years as opposed to an annual plan as it often conflicts with provision as per needs of the target group. On the basis of a comprehensive survey, which might in itself be a time consuming exercise

strategies may be planned to reach all children. Given the interstate migration, inter state task forces could be formed to develop appropriate strategies and work out accreditation issues. Orissa is a good example in this regard

4.10 Also TLM grant and MDM may be provided to the AIE schools.

4.11 Recommendations

- (i) Well articulated and planned strategies are needed for urban deprived, migrants, SC/ST, CWSN, older girls.
- (ii) It is required that a comprehensive household survey is undertaken to identify and reach out of the school children. Special survey may be conducted in states where there are migratory communities.
- (iii) The issue of planning for out of school children requires a long term planning; it is recommended that strategies to reach OOSC be planned for 3 years as opposed to an annual plan as it often conflicts with provision as per needs of the target group. Children dropping out of schools also need to be included through specific strategies.
- (iv) Given the interstate migration, inter state task forces could be developed to develop appropriate strategies could be planned and accreditation worked out.
- (v) Greater capacity is needed across states at district for improving the quality of AIE schools and up-scaling the AIE strategies to reach all identified children.
- (vi) TLM grant and MDM may be provided to the AIE school
- (vii) A review of the teacher compensation within the EGS –AIE for making it commensurate with their responsibilities.

Access in Civil Work

Access in Civil Work is both a macro and micro level issue in planning and design:

- Macro level planning issue addressing physical as well as social accessibility.
- Micro level design issue that allows various provisions and facilities in the physical environment to be accessible to all children.

The various state reports and other data provided do reflect that physical access is largely achieved for large number of habitations. Nationally, by 2006, at the primary school level, about 98% habitations were covered, while at upper primary level 86% schools were covered. Across states, by 2006-07 about 71% schools had permanent structure, and within this, about 73% classrooms were in good condition. However, this may not be uniform across the states. *This is a significant improvement since the commencement of programme.*

Goal 2 – Bridging gender and social gaps

Gender/Girls' education

4.12 The Share of girls in enrolment seems to have increased in primary across the states visited. It stands highest at 50% in Meghalaya and lowest at 46.5% in Rajasthan in primary schools. At Upper primary this is relatively lower and stands lowest in Rajasthan (40.8%) and Bihar (41.7%). And the state with highest share amongst those visited remains Meghalaya (50%). Girls have an equal share within the category of out of school children identified in Rajasthan (51%), West Bengal (50%). A high gender gap at primary and upper primary in Bihar, Rajasthan requires attention.

4.13 Intensive community mobilization may be required to be taken up in pockets where gender gap at upper primary remains very high (for example: Mewat in Haryana, with Meo communities in Alwar of Rajasthan). Efforts have made to involve more women in some states like West Bengal; but their role in community groups in states like Rajasthan, Haryana remains limited. It needs to be strengthened in areas where there is a high gender gap.

4.14 NPEGEL - Very few states have hired the necessary staff to operationalise the softer component of the NPEGEL. In almost all states in the MCS, additional classrooms are being constructed. In some states like Rajasthan, Bihar sports, library materials have been provided, cycles have been provided and some sort of vocational education has been initiated across all states. Stereotypical practices still cut across the vocational education of the NPEGEL in northern states as well as in Tamil Nadu. Among those visited, states of Bihar, Orissa, Chattisgarh and Assam reported having undertaken Meena Manch, an activity for the empowerment of adolescent girls. States need to be encouraged to plan activities that motivate and provide the space for girls to express, develop life skills relevant to their empowerment (which do not promote stereotypical beliefs), have enhanced mobility and are able to negotiate decisions regarding their future aspirations. A short gender training for teachers has been conducted in few States. Further remedial teaching for girls too has been taken up in few states. Gender aspect needs to be part of the quality monitoring framework as well as regular in-service teacher training. Teacher protocol should be developed by states in residential school to maintain issues of safety and security and clearly defined redressal mechanisms are needed in all residential programs for girls including the KGBVs.

4.15 KGBVs: 2184 KGBVs were sanctioned and 1724 have been operationalised. They reach 1.23 lakh children of which 29.6% are SC, 29.4% ST, 24.2% OBC, 5.38% muslims and 11.28% BPL. The JRM appreciated the quality of the schools. The KGBVs are still in the process of transition from the rented building to its own buildings. This needs to be expedited. The exception was noted in Jammu and Kashmir where they do not have adequate Water and sanitation facilities and its proves difficult to house girls, which requires urgent attention.

4.16 Given the issue of safety and security there seems to be an unmet demand for provision of a boundary wall for KGBVs. It is also recommended that grievance

redressal mechanisms are put in place across KGBVs where girls could communicate their problems confidentially and they be dealt with sensitivity.

4.17 The mission recommends that the formal school teachers deputed to the KGBVs be provided with an incentive to teach in KGBVs as these positions do not appear attractive to them and they prefer to return to a less demanding job. Also in states where despite the provision in GOI guidelines, where states (like Rajasthan) are paying low salaries to residential teachers, this issue of compensation needs to be addressed by GOI. Further, there is a high demand from community as well as the girls to develop the KGBVs as secondary schools so as to provide continued education to these girls who may otherwise dropout. **The mission too would recommend that this be considered.** In pockets where gender gap remains very high, there appears to be a larger need for residential schools.

4.18 Female teachers – As per DISE 2006-07, the overall female teachers is 41%. Of the 11 states visited few have less than 50% female teachers (West Bengal – 29.78; Rajasthan – 28.41, Chattisgarh – 31.72, Orissa – 33.61, Jammu and Kashmir – 43.14, Haryana – 44.74) , An increase in female teachers (increase from 27.91 in 2006-07 to 40% reported by state) in Bihar seems to have an impact on enrolment and retention of girls; Rajasthan continues to have much lower proportion of female teachers and has not been able to meet its PAB commitment to have 50% female teachers among its new recruits.

4.19 Innovations are seen to rather unimaginative and indicate on absence of initiative. The States need to take forward some of the good practices like provision of cycles, conducting life skill programs for both boys and girls in pockets where gender gap remains high. In some states visited by the JRM, toilets for girls seemed inadequate. In some states (Rajasthan, West Bengal) the collaboration with Total Sanitation Campaign seems to be meeting these needs. Emphasis clearly needs to move to ensuring that the toilets are made functional in schools and are used by children.

4.20 Recommendations

- (i) Transition rates of girls is collected and analyzed; strategies for better transition are put in place. Intensive community mobilization may be required to be taken up in pockets where gender gap at upper primary remains very high. Strategies to prepare girls for continuation are taken up in grade 4 and 5, others strategies for transition are supported.
- (ii) States need to be encouraged to plan activities that motivate and provide the space for girls to express, develop life skills relevant to their empowerment (which do not promote stereotypical beliefs), have enhanced mobility and are able to negotiate decisions regarding their future aspirations.
- (iii) Usage of toilets is encouraged. A recurring cost of cleaning toilets be allowed within the school maintenance grant.

- (iv) KGBVs – Resources are made available for boundary wall of KGBVs.

SC and ST children

4.21 The share of the SC population has increased in the grades 1-VII/VIII has increased from 9.02% in 2005-06 to 10.69% in the coming year. Looking closely at the information provided by the states, it can be seen that it is lower at upper primary levels as compared to primary levels in the states of Rajasthan, Bihar, Haryana and Tamil Nadu. The overall share of ST enrolment has increased from 9.02% in 2005-06 to 10.69% in 2006-07. Amongst the states visited a high coverage of ST population was seen in Meghalaya and Chhattisgarh.

4.22 Free textbooks are provided to all SC children. Further different states have made provisions of uniforms and scholarships. Learning material such as stationary and school bags to SC/ST children were provided by various states from the head of innovation. Though a few states have undertaken teacher training for sensitization towards SC/ST children, this area required further impetus. Other initiatives include MLE programme in monolingual schools in ST dominant areas attitudinal training of teachers, community members and development of TLM in 10-12 languages, etc but most of these are confined to the early primary grades in Orissa. Based on the field visits, it was felt that there is a need to adopt appropriate strategies especially in border districts where more than one languages are spoken or in pockets which are multi lingual. Also the need to up-scale the multi lingual approaches to cover the primary and the upper primary levels may be considered.

4.23 Learning centres have been initiated for the SC children in Bihar and are appreciated; such strategies require to be upscaled in SC pockets with high out of school children. Special enrolment drive for SC-ST children were undertaken in some states. Residential Bridge Courses, tent schools, pre-fabricated school structures Gyan Jyoti Schools with single teachers in tribal hamlets are efforts noted in this direction.

4.24 Recommendations

- (i) Transition and dropouts by social backgrounds should be included in DISE and reviewed to ascertain that children from these communities remain in school and continue.
- (ii) In states like West Bengal, Uttar Pradesh, Punjab, Bihar, Rajasthan etc where there are higher number of SC children enrolled and larger number of non SC teachers, teacher sensitization on equity issues and making classrooms equal requires an emphasis.
- (iii) This aspect should also be looked at within the quality monitoring tools adapted by these states.

- (iv) Lingual issues continue to require attention to help better adjustment of children in schools. Border districts as well as multi lingual pockets require attention.

Minority

4.25 The data of muslim children is now being collated by the DISE, however it still is not able to give an accurate picture of the muslim population schools as many of them continue to be reported as OBC. Having said that, as per DISE, the states with lower muslim participation in schools as compared to their % population is highest in the states of Bihar, Delhi, Gujarat, Jharkhand, Rajasthan, Uttar Pradesh, Uttrakhand. Strategies for reaching muslim children in these states may be reviewed.

4.26 The JRM teams visited madrassas and makhtabs with which SSA has been collaborating to provide primary education, these were well appreciated and found to be delivering well on the ground though in some places the space remains a limitation. The parateachers were from the same community well accepted by the religious institutions and community. In case of Bihar textbooks read by students were Urdu and in Rajasthan the textbooks provided were in Hindi but Urdu was taught as a separate subject. TLM Grant is provided to teachers supported by SSA and textbooks to children taught by them; however the additional teachers provided by the Wakf board (as in case Rajasthan) to teach elementary school subjects were not provided with these resources. It could be considered to provide all teachers and children in madrassa with this support. Further the issue of certification at the end of primary and upper primary within a madrassa needs to be resolved.

4.27 Recommendations

- (i) It could be considered to provide all teachers teaching elementary grades with TLM and children studying in such madrassa with textbooks.
- (ii) Further the issue of certification at the end of primary and upper primary within a madrassa needs to be resolved. The States having madrassa Board could be recognized as primary schools after including the primary schools curriculum within madrassas.
- (iii) Larger and more intensive numbers of interventions are required to girls in pockers with high muslim population and high gender gap.

Urban poor

4.28 OI has taken steps to identify and address the issues of urban poor across the states. It has identified 35 cities million plus in 15 states. 19 million plus cities have 62 URCs which seems inadequate to service a large population. It has also sanctioned new primary and upper primary schools but the state is still grappling with issues of land. Across the 35 cities, as per the AWPB 2006-07, 8.4 lakh children are identified as OOS children which seems a small number. Lack of household survey and special drive for OOS children and working children in the largest urban agglomeration, Mumbai, be emphasised, taking help from NGOs may be explored.

4.29 Recommendations

- (i) Operational strategy for the urban poor in cities where problems have been identified. The convergence with various agencies will require coordination at various levels.
- (ii) 12 cities which have made no attempt to map OOS children need to take this up on a priority basis

Education of Children With Special Needs (CWSN)

4.30 The JRM acknowledges the major gains achieved in the enrolment of CWSN across almost all states visited. The basic principle of ensuring education of all CWSN under a “zero rejection” policy seems to be understood at all levels and efforts are being undertaken to put this policy into action, although given the many challenges this will take time to fully implement. Identification of CWSN has improved, however their numbers in each state are generally below the figure which the standard distribution of 1.8-2.0 percent of the population with special needs would indicate, suggesting more efforts are needed in this regard. Once identified, many CWSN (if needed) receive aids and appliances and are enrolled in regular schools if their disability is not extreme. For more extreme cases, children receive special education through collaborating NGOs and/or home-based services. Enrolment rates of identified CWSN have increased over the last two years in all states visited by the JRM and range from 50-98 percent.

4.31 Design provisions for CWSN in Civil Works: The broad provisions under civil works for CWSN in the school environments are ramps. There has been significant progress on making barrier free ramps in the school environment. From 502415 ramps in 2006 it had increased by 11% to 557735 in 2007. JRM appreciated the good ramps in the schools of Assam. Haryana, Rajasthan has also provided these provisions, although their planning and quality was an issue. However, the present data about provision of ramps may not reflect the quality as well as its effectiveness in making the entire school barrier free. Many schools may have different blocks that are not connected together. A ramp to a single block may provide limited accessibility. Similarly, in hilly regions, a ramp may not be needed at all. Ramps to toilets, and toilet and drinking water designs for CWSN have not been reported so far and this remains an area of concern. Most of the provisions still address the orthopedically challenged children. Use of specialised hardware fittings for CWSN or special treatment of classroom for different types of CWSN is not reported.

4.32 Staffing and training for CWSN remains the biggest challenge. Special Education Resource Teachers have been hired in many states but not in the required quantities, such that they are stretched too thin to fulfill their responsibilities. Many of them are specialists in only one area of CWSN; they need capacity-building to respond to a wider range of disabilities, and to enable CWSN to thrive in regular (rather than special) schools. Emoluments and travel allowances paid are often insufficient to attract and retain qualified people, and to ensure they reach all CWSN. While many teachers (as much as one per school in several states) have participated in 1-day special needs awareness training, far fewer have taken the 5-day training and only a very small percentage (estimate less than one percent) have completed the comprehensive 90-day

training regarding CWSN. More positively, posters promoting inclusive education of disabled children were seen in the CLRCs visited by the JRM, and as a result there is more information and awareness at all levels of the system. In Assam it was noticed that SSA school were providing adequate support to CWSN in the school.

4.33 Many states visited by the JRM have used SSA funding to develop fruitful partnerships with NGOs with experience and capacity in educating CWSN. In some cases these NGOs provide special education to CWSN outside of the school environment, in others they train and support mobile special educators who work with CWSN attending regular schools.

4.34 Recommendations:

- (i) Increased efforts at the village and block level to identify CWSN;
- (ii) Provisions and guidelines may be developed for making the school's physical environment child friendly to CWSN needs. This could include classroom provisions, seating plans, ensuring adequate natural light, use of specified colours, guiding graphics, flooring, hardware fittings, location and height of hardware and plumbing fittings, toilets, outdoor playground, play equipment, etc. These may require investment at design stage while the outcome can be making these schools inclusive. Also, for hilly regions, the definition of barrier-free school environments may be re-looked at.
- (iii) More training of Special Educators in inclusive education,
- (iv) Training of all regular teachers on making classrooms inclusive so they can work effectively with CWSN within formal schools; having a roster of training for teachers by RCI etc. so that at least one teacher in every cluster has the basic RCI training. This would help identify and develop special programmes and mainstreaming of CWSN at an early stage.
- (v) Enhanced convergence at State and District levels with other agencies working in this field, including the medical field, the departments of Child Welfare and Social Justice, and District Collector Offices (which can certify disability).

Equity in Civil Works

Equity in Civil Works is about offering equal opportunities to use all provisions in the school environment to all children taking into account the social realities like that of girls, CWSN, other socially disadvantaged groups.

Goal 3 – All children retained in elementary education

Retention and Transition

4.35 Retention strategies adopted are working in some states. With the exception of Tamil Nadu and Maharashtra (where Retention Rates are 99 and 88 percent respectively), retaining children in schools continues to be a major challenge. While Assam and Chhattisgarh are close to the national average of 70 percent, there are major challenges

for all other states, and in particular for Bihar, J & K, Meghalaya and West Bengal at both primary and upper primary. Rajasthan, Orissa, and even Maharashtra, face severe challenge in retaining children at the upper primary stage.

4.36 Transition rates are found to be generally high (more than 70 percent) for most states which is commendable. However, around 30 percent of primary school leavers do not enrol at the upper primary stage. This is largely due to the non-availability of upper primary residential/ non residential schooling facilities. The Mission notes that the ratio of primary to upper primary schools is particularly unfavourable in West Bengal, Assam and Meghalaya, closely followed by Bihar and Orissa. Strategies for easy accessibility of schools with teacher provision as per norms of SSA need to be pursued with much more rigour than at present along with measures for improving retention at the primary stage.

Tracking and Data Issues

4.37 States have devised different systems to track individual child progress towards enrolment, retention and completion indicators. Most states with the exception of Rajasthan (J&K?) conduct household surveys that are updated regularly and Village Education Registers/ Elementary Education Registers are maintained by the VECs that are generally used for planning of new schools and centres. The Mission found an overflow of data in most states though its use for planning context-specific interventions to ensure universal retention and completion varies across states. Data use is extensive in states like Tamil Nadu and Maharashtra but limited in most other states especially in Assam, J&K, Rajasthan, Orissa, and West Bengal. Rajasthan would need to initiate special surveys to identify its OOS.

4.38 Data at the national level are compiled through DISE which is operational and updated every year. Commendable work is accomplished at the national level through regular publication of state and district level data on various indicators of educational accomplishment. The Mission notes certain issues of concern, however: DISE and State data sometimes are incompatible, and even within the states, there are questions of comparability for assessing year wise progress. In Rajasthan, for instance, primary enrolment data included pre-primary enrolment for certain years and in Orissa class VIII data is included/ excluded from upper primary statistics, etc). Data are particularly incompatible for states with 4 years of primary schooling and 2 or 3 years of upper primary.

4.39 Although more children are coming to school, the dropout does not seem to have reduced commensurately. There is a continuous pool of out of school children that need to be identified, appropriate interventions planned and subsequently tracked. Retention and transition rate need to be further tracked for girls and as per social backgrounds. In states like Bihar which have provided such data the percentage of girls and SC children is lower than other children.

4.40 Various incentives (like Mid day meal and other incentives mentioned previously) have been provided to help retention.

4.41 Remedial education - The achievement of children in schools provides a motivational boost to children to stay in schools. Remedial teaching has been initiated in some states visited by the JRM and various assessments have indicated where children are weak. There is a varied approach in undertaking this – across grades and subjects. There is a need to provide this at early grades so that children develop a sound foundation at basic levels. A more comprehensive approach is required. Further it is recommended that children’s achievements be shared with parents as well.

4.42 Recommendations:

- (i) Retention and transition rates need to be tracked as per gender and social backgrounds of children
- (ii) Remedial teaching currently provided does not address fundamental issues of poor learning levels and weak foundation; thus it needs to be merged within a holistic learning enhancement strategy

Retention in Civil works

Retention in Civil works is about the provisions in the school - are they adequate, comfortable, safe and secure for all children to be retained in the school.

There are several states where, the infrastructure is adequate or the gap is small. However, Bihar, UP, Madhya Pradesh, still have a huge infrastructure gap and the retention is low, the drop out rate is high. Example of states where safety from natural disasters like earthquake and cyclone in school design has been adequately addressed are Gujarat, Orissa. Studies have indicated that lack of adequate infrastructure as well as its poor quality does adversely affect the retention and drop-out rate.

Goal 4 – Education of satisfactory quality

4.43 The Mission observed a clear movement on the part of SSA managers towards quality improving activities with a particular focus on ensuring basic learning levels. In response to concerns about unsatisfactory learning levels, many of the States have taken up various programmes aimed at improving quality – these consist of improving the pupil:teacher ratio, teacher training, improvement of textbooks, TLM, increasing the time on task, monitoring learning more effectively and remedial teaching. However, the quality framework under SSA advocates a holistic and comprehensive approach and in the eleven states visited by the Mission only two, Tamil Nadu and West Bengal, have attempted this.

A holistic and comprehensive approach: good practice from Tamil Nadu

4.44 The Mission is greatly impressed by the way that Tamil Nadu has analysed the causes of low learning levels, pin-pointed the fundamental problem of the inappropriate teaching and learning process and moved quickly, comprehensively, holistically and systematically to put the situation right. Two major quality improving initiatives have been scaled up in Tamil nadu over the past 12 months: the first is ACTIVITY BASED

LEARNING (ABL) for the primary stage and the second is ACTIVE LEARNING METHODOLOGY (ALM) for the upper primary stage.

The programmes of curriculum and pedagogic renewal in ABL is a holistic responses to the issues causing inadequate learning levels in the State's elementary schools. In particular, ABL (a) directly the addresses the problems caused by the **multi-grade** situations through making the fullest use of the opportunity of individualised learning; (b) provides a coherent **curricular structure and framework for TLM**; (c) emphasizes a **teaching and learning process** that both individualizes and democratizes classroom transactions – gone from Tamil Nadu's classrooms are the lectures from teachers, the rote learning methodology, the regimented rows and columns of students, to be replaced by active learning in well organised groups; (d) incorporates **assessment and evaluation** - since the arrangement of the curriculum is in the form of a learning ladder with milestones to be achieved by each learner at each stage, continuous self- evaluation and teacher evaluation is built into the teaching and learning process; (e) **obviates the need for separate remedial measures** to ensure learning. The ABL and ALM processes and methodologies are described in detail in the Tamil Nadu state report at Appendix 4.

The Mission **recommends** that ABL be the first subject of rigorous evaluation and impact assessment supported by the Technical Cooperation Fund (TCF) being financed by DFID under the SSA partnership with GoI, see the further details regarding the TCF below. ABL in Tamil Nadu has baselines set in 2007 that will be up-dated in 2008 thus providing a rich source of data for a rigorous impact assessment and evaluation that should be carried out in the second half of 2008. This evaluation would have three main objectives: firstly, to assess the impact of the programme; secondly, to assist in the further development of ABL; and, thirdly, to support the dissemination of knowledge of the programme across the country.

Pupil-Teacher Ratio

The States have appointed 832,000 teachers against the target of 1,134,000 sanctioned additional teacher posts. These recruitments have brought the Pupil-Teacher Ratio (PTR) at primary down to 41 with the upper primary ratio now at 29. The Mission congratulates GoI and the States on achieving a PTR close to 40 for primary education, but notes with concern that there are still four States with PTR much greater than the national average: namely, Bihar (73); Uttar Pradesh (60) Jharkhand (53); and West Bengal (47). The national and State mean averages mask significant disparities at district and block levels. Many of the States at the elementary level are required to seriously review their teacher deployments and to take appropriate actions to ensure a more equitable distribution of these key inputs to elementary education – the focus of monitoring and implementation should now shift to block level in this regard. There is also a need to review the availability of subject specialists at the upper primary levels, especially mathematics and science. The Mission notes that GoI has a plan to provide one additional teacher per upper primary school, especially for these subjects. There is also clearly a need for the six States (Bihar, West Bengal, Rajasthan, Jharkhand, Orissa and Uttar Pradesh) that each have to recruit more than 15,000 teachers under SSA to move ahead quickly with these appointments while at the same time ensuring that the best people possible are recruited.

The most striking feature of the current elementary education scenario is the wide diversity in provision of teachers (see the Table below). While teacher shortage continues to be an issue in many states, (eg. Rajasthan, Haryana) with states still reporting single teacher schools (6 percent in Maharashtra; over 2000 schools in Bihar) most northern states visited have moved towards appointment of academically qualified but untrained teachers on a large scale both for primary and upper primary levels. These are in most cases now not on contract terms, but permanent. They get less remuneration than the regular teachers with no additional allowances. Many states are moving towards supporting their professional upgradation through distance courses. The efficacy of these, given the requirements in teaching for actual skill development, is not confirmed. In some state career planning is evident for example in Orissa after three years these teachers get regularized as Junior teachers and after six years as regular teachers. The issue of career mobility needs to be addressed by most states to prevent quick turnover. Haryana reports an interesting initiative of taking in ‘guest teachers’ on a per day remuneration basis from a panel of trained teachers, to avoid litigation. With recruitment of untrained teachers, the liability on the state to provide commensurate in service training increases significantly in some cases (eg Meghalaya).

Table: Comparison of Teacher Emoluments by State (Rupees Per Month)

	WB	AP	Bihar	Chhattisgarh	Gujarat	J&K	Jharkhand	MP	Maharashtra	Rajasthan	UP	Uttarakhand
Primary	1500	1500	5000	3900	2500	4500	3000	3500	3000	2000	3000	6000

Source: Deployment and Professional Competency of Para Teachers, NCAER, November 2007.

Availability of Textbooks

Across the States free textbooks are being made available to children at primary level and there are no issues raised regarding timely distribution. This is indeed a singular achievement. In Meghalaya the State is in addition providing a set of three exercise books to each student. In Chhattisgarh workbooks are being provided which parents are required to sign periodically, these not only keep parents informed of their children’s progress but also provide a check and balance. In most cases, quality in terms of content has improved and become more child friendly and consistent with the NCF (2005). In terms of production quality, however, there is a range with some states reporting multi - coloured textbooks of good quality while others critiquing the poor quality paper and fudgy illustrations. These, especially at the primary stage, can seriously affect optimal use of the textbooks and needs to be addressed. In some cases, eg. Meghalaya, the content of textbooks is child friendly, but not contextually relevant which indicates the significant need to build local capacity in textbook writing. For upper primary, with the greater emphasis on content knowledge, there is a need to have effective guidebooks for teachers which address both content and pedagogical issues in a user friendly format.

In-service teacher training

All state report almost full coverage of teachers with the 20 days’ inservice training provision. In some this is carried out in a sandwich mode, with a major part of it in a DIET or BRC in the first phase (during vacations) and a shorter phase of follow up training

after the teachers have tried out new learning in their classrooms. In many states with untrained teachers, this provision serves as an induction training for teachers. At the upper primary stage there is an effort towards content upgradation of teachers for science and mathematics teaching. While reaching every teacher with this provision is undoubtedly a commendable achievement, the quality of training is in most cases a serious issue. Some issues raised by the Mission in this context include (a) persistence of lecture dominated methods of training with little focus on reflection and skill development (b) inadequate understanding of the NCF thrusts and constructivist approaches to teaching learning among the master trainers at district and sub district levels, (c) mandatory nature of 20 days annual training provision, which may be required for budgeting purposes, but may be left flexible for amore need based planning for individual teachers.(d) loss of teaching days if held during the school days/hours.(e) inadequate financing norms for organizing training and (f) need for a more holistic training framework which provides basic principles for planning training, including flexibility to address local needs, learner friendly methods, modes of assessment of training gains and follow up continuous support through BRCs/CRCs.

BRCs/CRCs operational and fully functional

Functionalisation of sub district level organizations have been variously achieved, and the Mission notes that nationally, there is a need to address this issue with more urgency. All States, other than Tamil Nadu, report the BRC/CRCs involvement in data gathering and administrative tasks rather than academic onsite support to the schools.

Tamil Nadu stands out as the only one of the States visited to have ensured that the CRCs (in Tamil Nadu these are known as BRTEs) are focused on academic support to schools. 6,000 BRTEs, an adequate number, have been recruited through a competitive process in Tamil Nadu and effectively trained to deliver the ABL training and follow-up in each school. The Tamil Nadu SPO and DPCs have relieved the BRTEs of data gathering burdens so that this vital cadre of resource persons can concentrate on providing the necessary onsite support and guidance to the teachers. BRTEs' visits to schools last the entire day and are carried out once or twice per month for each school. The work of the BRTE is further augmented by the visits of Assistant Elementary Education Officers (AEEOs) to facilitate and address the organizational aspects of the school.

In Assam the BRCs and CRCs have effective coordination mechanisms with the district core groups and these mechanisms need to be sustained and strengthened. Bihar reports that regular trainings of BRC and CRCs and the BEEOs on their roles and responsibilities by the SIEMAT have been organized. The State proposes to make a pool of resource persons at the BRC and CRC levels, with BRG and CRG for school tracking etc. Chhatisgarh reported a need for more effective coordination and capacity upgradation of SCERT and DIETS for effective teacher training support, so that it filters down effectively to the BRC and the CRC levels, which at the moment do not appear to have a correct pedagogical perspective and focus substantially on behaviourist methodologies of teaching learning. Haryana has alarming levels of vacancies with only 563 out of 1487 ABRCs in place. The cadre of ABRCs is marked by high turnover as it is a cadre essentially of deputationists and is often viewed as a dumping ground. J&K has been able

to put the structures necessary for implementing quality initiatives in place, like the SIE, DIETs, ZRCs, CRCs, Schools and personal are in position or are in the process of being deployed. However, the professional competencies of DRPs, ZRPs and CRPs needs to be addressed. In Meghalaya the BRCs and CRCs positions are filled with young, active and enthusiastic CRCCs. However, these are neither trained or experienced for the job. In Orissa there is under-utilisation of BRCC/CRCC facilities and this partly explains why that Sate is left with considerable savings on this component.

In West Bengal the Circle Resource Centers (CLRC) are responsible for school inspection and supervision of all regular teachers, and report to the District Primary School Council (which in turn reports to the West Bengal Board of Primary Education). They are also required to provide academic support to all teachers within their jurisdiction through a Resource Teacher and also play a role in maintaining contact with all community organizations (e.g. VECs), Panchayat Samities, alternative schools, etc., to ensure enrollment and retention of all out-of-school children. To assist the CLRC the state proposes to recruit unemployed youth to fulfil the role of Cluster Resource Center Coordinators (CRCCs). It remains to be seen whether these poorly paid unqualified and inexperienced people will be effective in their roles or not.

Changes in classroom processes and use of Teaching Learning Materials (TLM)

Despite most teachers reporting optimal use of the in-service training provision for teachers, the states visited, with the exception of Tamil Nadu and West Bengal (ILIP) , report little change in classroom practices. Although a few state reports talk of vibrant and cheerful classrooms, across the board (except Tamil Nadu and to some extent WB) rote and repetitive modes of teaching with traditional teacher centered and text book centered methods appear to be persisting at both primary and upper primary level. Limited evidence is reported of peer learning, cooperative learning , group arrangements etc.

In Bihar, classrooms visited were found to be generally participative and the teachers were active and facilitating the process of learning through activities, songs etc. The School Cabinets constituted with the children have shown great enthusiasm and participation of the children in school teaching learning processes.

Some states have however, initiated innovative activities to improve the quality of classroom processes. These include the ILIP in West Bengal; Computer Aided Learning,(CAL) ;Radio for English teaching (which compensates for frequent teachers' limitations in English), setting up of child friendly learning corners, pictorial dictionary for grades 3 and 4 , mobile libraries etc. While each of these has merit in itself and can contribute to better learning, the concern is with the fragmented nature of planning for quality improvement which does not add up to systemic improvement in classroom practice. Multi grade teaching continues to be an issue with little evidence outside of pilots of this being addressed, either through training or curriculum with the exception of Tamil Nadu.

In April 2007, Maharashtra issued a Government Resolution (GR) for the implementation of an all-round quality improvement program. An exhaustive and extensive assessment

tool has been developed to rank schools according to student learning, teacher personality and community participation parameters. This tool attempts to assesses the holistic development of the child, including physical and emotional development. There appears to be duplication of different monitoring systems and harmonized and rationalized modalities need to be taken up in an integrated way.

Of particular note in West Bengal is the Integrated Learning Improvement Program (ILIP), which emphasizes activity-based, small-group learning, competency-based workbooks, increased community monitoring of student learning and other positive measures. This is a very positive response to the large percentage of multi-grade schools in the State. Based on a successful pilot the State has decided to extend ILIP to all primary schools. However, in classrooms visited, the rollout and implementation of ILIP appears to be quite limited; more needs to be done to promote its effective application at the classroom level. In the mission's view, this ILIP program, if implemented properly, aligns perfectly with the objective of improving educational quality.

Availability of teaching learning materials: A major concern is the TLM grant which, while reaching teachers in most cases, is in all cases not being used imaginatively and in most states not evident in the classrooms at all. In a few cases it was seen in the form of charts hung above the eye levels of children. The need to make this a need based and integral part of the teaching learning portfolio of every teacher is significant for which the training also needs to be revisited. The ADEPTS initiative does include this in most cases among the identified standards but it is important for teachers and supervisors to see this component, not in isolation, but as a part of, and based on, their lesson planning. This has direct implication for training which needs to become much more focused on modeling actual classroom practice in real life situations in a 'hands on' mode, with actual demonstration of classroom organization and seating arrangements, preparation of lesson plans with integral use of learning aids and demonstration and practice in more interactive, child – centered methods which would promote higher order learning and overall personality development of children. Some good examples include the Tamil Nadu approach and *Bidya Jyoti* training in Assam.

Distance Education and Computer Aided Learning (CAL): CAL forms a significant part of the Innovation component and it is important that an integrated approach, that not only addresses the hardware components, but also the issue of curriculum based, state specific content and capacity building on appropriate use of these by teachers and students is planned.

Bihar reports CAL interventions through state owned models and through Public Private Partnership efforts, sporadically. Considering the great demand for computer teaching in school, as parents were withdrawing children to put them into private schools, where CAL was available, the state needs to address this issue, along with having state specific content. Chhatisgarh has a variety of CAL programmes undertaken through PPP modalities, specially for content, Radio Program for English and Touch Screen programme that together provide multi-dimensionality to students' learning and effectively break the monotony of classroom teaching. It would be beneficial if Internet facility is also provided to schools to provide futuristic skills to children to prepare them

to become global citizens. The Mission recommended that the state of Maharashtra may review the strategy of supply of computers under various heads to schools and to provide the requisite educational content and maintenance provisions in a holistic manner. The Mission to Rajasthan has also recommended efficient CAL programme management and **establishment** of systems for putting a functional CAL component with relevant content, in place.

Haryana's efforts at efficient utilization of EDUSAT has been mentioned by the Mission. The state has trained teachers through EDUSAT (operational in 8800 primary schools). In most schools, it is being used to supplement classroom teaching of students. EDUSAT was also used quite effectively for training teachers in completing DISE formats correctly.

Student Attendance Rates

MHRD has completed an independent national sample survey on student attendance. The survey has reported a weighted average of student attendance for primary education of 68.5% of those enrolled. The weighted average of student attendance for upper primary education is better at 74.4%. The survey shows that there are wide variations in student attendance at the primary level across States as indicated in the table below.

Table: Students' Attendance at Primary Level (Based on Headcount)

Attendance Rate (%)	States
Above 90	Kerala, Himachal Pradesh
76-90	Uttarakhand, Assam, Haryana, Punjab, Karnataka, Maharashtra, Tamil Nadu, Gujarat, Jammu and Kashmir
66-75	Andhra Pradesh, Chhattisgarh, Orissa, Delhi, Madhya Pradesh, West Bengal
65 or less	Uttar Pradesh (57.4), Bihar (42), Rajasthan (62.7)

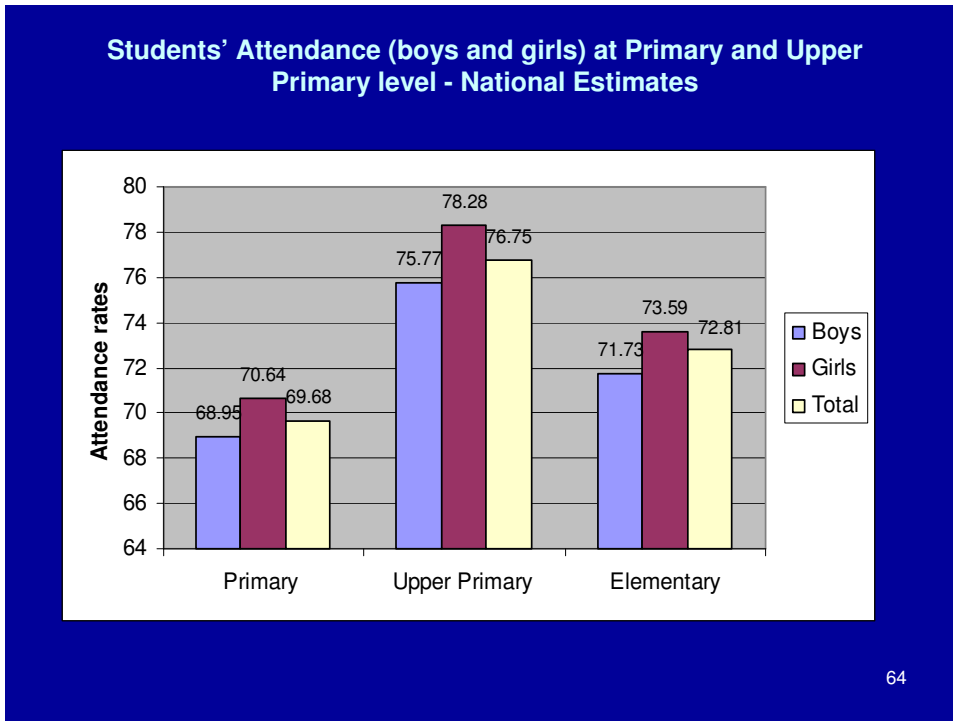
The survey also shows that there are wide variations in student attendance at the upper primary level across States as indicated in the table below.

Table: Students' Attendance at Upper Primary Level (Based on Headcount)

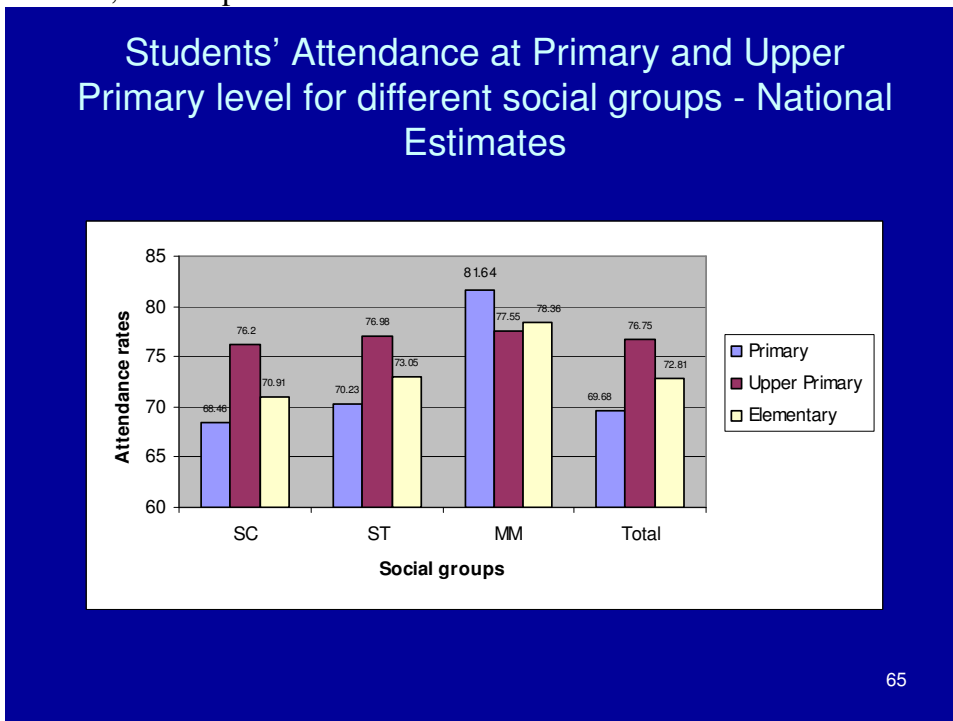
Attendance Rate (%)	States
Above 90	Kerala, Himachal Pradesh
76-90	Andhra Pradesh, Uttarakhand, Assam, Haryana, Punjab, Karnataka, Maharashtra, Tamil Nadu, Gujarat, Jammu and Kashmir, Rajasthan
66-75	Chhattisgarh, Orissa, Madhya Pradesh, West Bengal
65 or less	Uttar Pradesh (60.5), Bihar (36.8)

While the States are maintaining their own figures for student attendance and in most cases they are reporting higher rates than the Survey is showing, it is clear that SSA's aim of having all the 6-14 year old children regularly attending school is far from being

achieved in a large number of States. It is noticeable that girls' attendance is higher than boys at both levels, see the picture below.



With regard to the attendance rates of the focus groups, it is noticeable that Muslim children are attending more regularly than the average and much more than SC and ST children, see the picture below.



Teacher Attendance

Teacher attendance is evidently improving across the states as indicated by the MHRD study and triangulated with other sources in some states through QMT and other state level studies.(eg MRSI data from Maharashtra). In some states eg. Chhatisgarh, VECs were found to be aware of their responsibility to monitor teacher attendance and had reported improvements. In some states schools are maintaining attendance registers for teachers and head teachers have authority impose minor penalty on absentee teachers. In Haryana teachers are being asked to maintain daily diaries. In many states however, teacher accountability is still a significant issue which is key to the success of all other interventions and needs immediate attention.

The Teacher attendance rates are also high: the state reports 92% at the primary level and 91% at the upper primary level while the independent survey of teacher attendance has the state at 87% for primary and 89% for upper primary. The state's explanation for the 3-4% differences between its own reporting and the independent survey is that the State's cohort study is over-reporting. This issue needs attention in the year ahead.

VECs/SMDCs/local bodies' roles in school supervision

Across the states, different levels of community involvement was seen for quality improvement in schools. It has generally been felt that VECs/SDMCs need to be made active partners in school improvement and quality initiatives rather than just civil works. Assam has evolved a variety of ways to ensure community involvement in school management and ownership of the schools. The School Management Committees (SMCs) formed in each school are fairly representative, with special involvement of Mother's Groups. The state SSA reported the VEC, SMCs, Mother Groups were actively involved with the survey and its authentication. Regular presence of these MTA members in and around school most of the days is also assuring in a subtle way quality of teaching, regular presence of teachers, quality of food being served and performance of children.

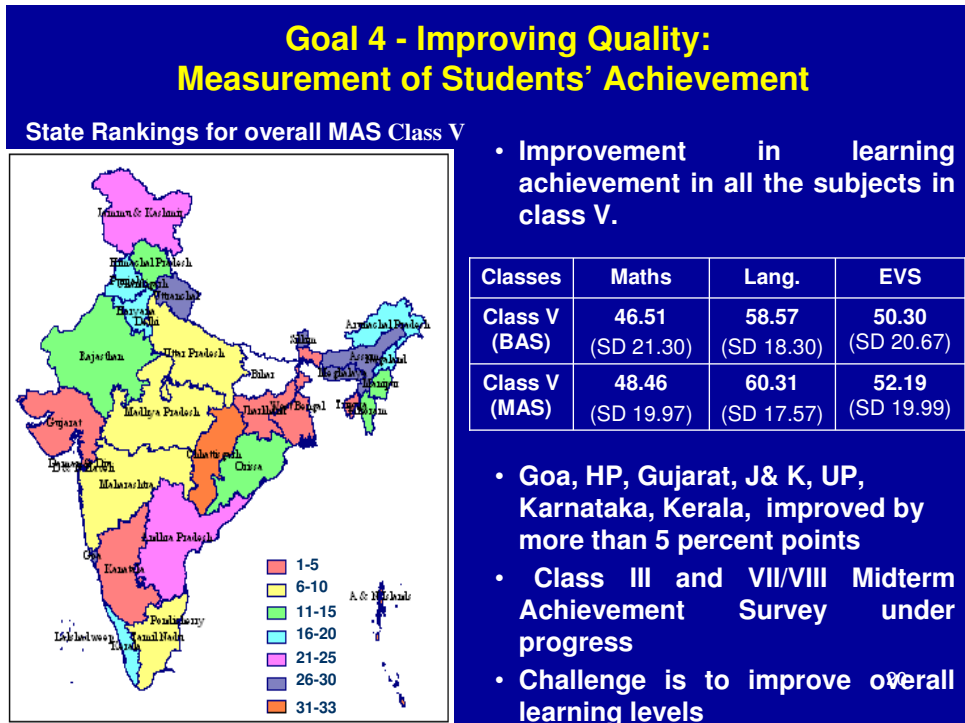
In Tamil Nadu, the Mission noted the actions taken in this regard and was pleased to see several cases in the districts visited where the Panchayat had combined with the VEC to improve the school. The potential benefits of greater coordination between the programme and the Gram Sabha, Gram Panchayat, Taluk Panchayat and Zila Panchayat are significant

In West Bengal all people interviewed by the Mission agreed that there is a lack of teacher accountability. If teachers do not perform or are absent, there appears little that can be done; there are very few cases indeed where DPSC has taken action against teachers for non-performance. Community involvement would help resolve this issue which would enhance teacher time spent on tasks assigned.

Learning Levels

While it is pleasing to note that in most States practically all the 6-14 year old children, including those from special focus groups, are enrolled and that many of these are

regularly attending and completing elementary education, this achievement has not guaranteed quality. The Mid Term Study (MAS) of learning achievement of Class V students carried out by NCERT shows that a large proportion of the children included in the survey were not demonstrating basic learning levels in Language, Maths and Environmental Science.



As the image above shows, while there has been some progress between the Baseline study (BAS) carried out by NCERT in 2001/02 and the MAS completed in 2006/07, a significant challenge remains to improve overall learning levels.

The Mission members discussed the causes of low student achievement with all the people it met, including representatives of MHRD, NCERT, education officials in the States visited, representatives of SCERT, DIETs, teachers, students and parents. The Mission received a variety of responses on this issue but generally, the consensus seems to be that *the quality of education is not currently satisfactory because of what is happening in the classroom*. The prevailing teaching and learning process typically comprises of the teacher transmitting the contents of the textbook through a lecture mode to children organised in rows and columns. In almost all classroom situations, the students are the passive recipients of the teachers' lectures, their role in the process is simply to memorise the contents of the textbook as transmitted by the teacher and copy this into their notebooks – rote learning is thus the main practice of each lesson. This teaching methodology is not conducive to a quality outcome in any context, but it is particularly problematic in contexts where the majority of classes are multi-grade and multi-level, include large numbers of first generation learners and learners from diverse backgrounds and where students are frequently absent from class for prolonged periods owing to poverty, seasonal migration and illness in the household.

Most states have demonstrated improvement in learning levels over the baseline (MAS, 2007) but the improvements are marginal and overall still very low. Even these marginal gains are however, commendable, given that there has been a simultaneous increase in the number of first generations learners coming into the system, particularly in the northern states. Many state teams report positively on children demonstrating learning in schools visited, though the levels may not always be grade appropriate. This is an improvement over the findings of previous missions and substantiates the MAS results.

Classroom assessment practices also register some improvement over previous years, with more states reporting some kind of classroom based assessment in place. While in most cases this continues to be in the traditional mode of periodic examinations, in some states CCE is being piloted or up-scaled in the form of monthly assessment combined with mid term and end term assessment and reporting of progress to parents. However, the extent to which these assessments are part of the 'teaching -learning cycle' and followed up with remediation measures is still doubtful and needs to be institutionalised. In West Bengal three quarterly evaluations are conducted of each student, which identifies needs for remedial interventions. At the upper primary level, there are eight unit tests and one final evaluation. In addition, an external Diagnostic Achievement Test (DAT) is administered by the West Bengal Board of Primary Education to all students at the end of Class II and III. This has increased awareness of parents and teachers of the importance of acquisition of key cognitive skills in the early grades, increased school accountability, and helped to identify areas for remedial intervention.

Most states have introduced specific initiatives aimed at remediation or classroom enrichment .These include the Read India campaign, the ADEPTS school plans' initiative, extra coaching classes with help of senior teachers, radio based lessons in English etc. While the remediation campaigns are to varying extents demonstrating impact on learning levels, these can at best be short term 'quick fixes' and it would be important to get remedial teaching institutionalised as an integral part of the classroom teaching -learning, which perhaps is getting addressed to some extent in the ADEPTS initiative and more completely in the Tamil Nadu initiative, as a self corrective feature

The focus of the remediation initiatives is at present at the primary stage to ensure basic skills, and rightly so, but this will also need to be upgraded to the upper primary stage to smoothen the transition from primary to upper primary.

Technical Cooperation Fund

The Mission reviewed progress with the technical Cooperation Fund (TCF). The TCF under SSA will support and facilitate strengthening of capacities at the National level and through it, at the State levels in the specific areas of (i) Learning Assessment Systems and (ii) Evaluation of quality initiatives. It is envisaged that supported by the TCF NCERT will conduct, in collaboration with State institutions, universities and other social science institutions, some exemplar evaluations and impact assessment studies on quality initiatives in select States. During the Mission the GoI representatives and the representatives of the DPs finalised the Terms of Reference (ToR) for the TCF and agreed on the next steps for selecting and contracting a Technical Services Agency (TSA)

capable of facilitating capacity building of NCERT and, through it, the States in the specific areas identified. These next steps include the formation of a Steering Committee chaired by the Director, NCERT; the formation of an Evaluation Panel to process the tendering process; the completion of the tendering process; and the appointment of a TSA by not later than the end of May 2008.

Recommendations:

R : ABL should be the first subject of rigorous evaluation and impact assessment supported by the Technical Cooperation Fund (TCF) being financed by DFID and led by NCERT under the SSA partnership with GoI.

R : All States should be requested by MHRD to develop holistic and comprehensive approaches to improving quality. In particular, States should be requested to develop and demonstrate models of quality elementary education that adequately address the specific causes of low learning levels in their contexts. These models should be the focus of the next JRM in July 2008.

R : All States should develop a teacher training framework in consultation with SCERTs, DIETs and DPMs for in- service training and resource support to teachers through BRC/CRC. This framework should address the mandatory nature of 20 days annual training provision, which may be required for budgeting purposes, but may be left flexible for amore need based planning for individual teachers

R : It has to be ensured that TLMs are needs based and developed as an integral part of the lesson plan.

R : The VECs need to be oriented and motivated to engage in monitoring quality through information sharing by alternative approaches, including a variety of media.

Quality in Civil Works

Quality in Civil Works is not just about quality of construction, but more about the quality of physical learning environment in schools. This is about learning enabling child-friendly conditions in the school indoor and outdoor environment and its relationship with the pedagogy and teaching-learning practices.

1. Very often the classroom and school design is made with little understanding of the classroom processes. This results in a classroom design that is delinked from the pedagogy. Provision of fixed furniture in a room that is meant for activity based learning, or planning room with straight rows of bench desk where as actually it is meant for peer group based learning. These examples only reiterate that a closer link between the design of space and the teaching-learning process is required. *With a large number of classrooms still to be made, design renewal keeping in mind the pedagogy may be undertaken. Typically attention to seating plans, storage for children and teachers, display areas, interconnection with the outdoors, needs to be looked at. Integrated planning between different functional*

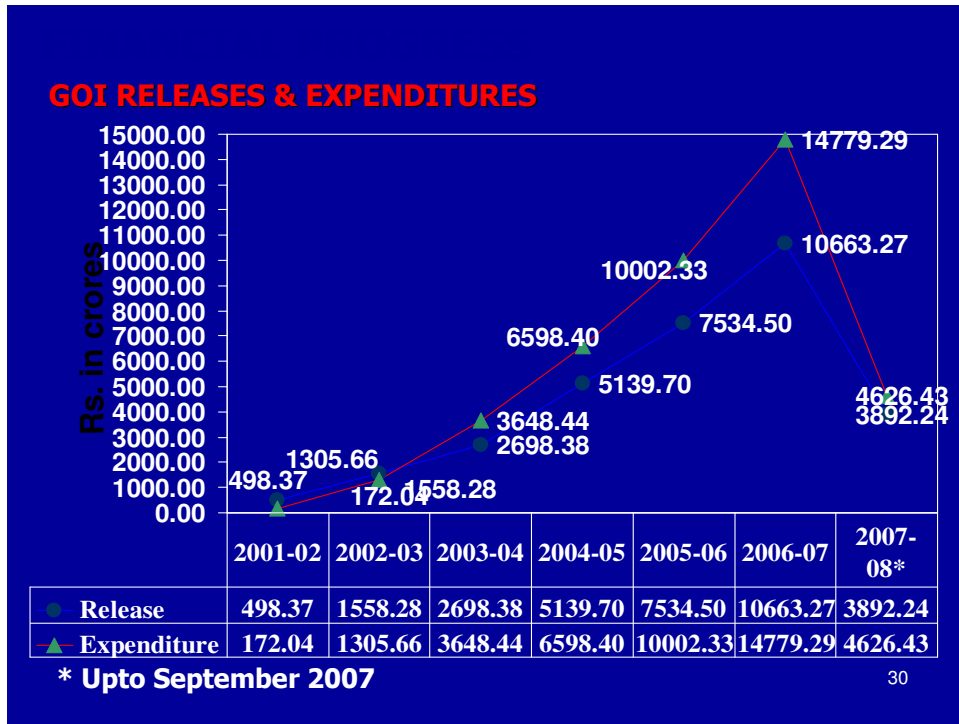
- areas is not fully visible – this needs to be augmented through capacity building on actual plans.*
2. The focus of civil work is largely towards making buildings. Development of overall learning environment including the outdoors is usually given very little attention, even though the cost for this may not be high. While there is a mention of innovation in the SSA framework, there are no provisions in terms of budget towards this. *It might be useful to put across some fund provision along with capacity building for developing school environment since this will go a long way in developing better learning environment in schools.*

Child friendly learning environments have been reported from Maharashtra, including learning corners in classrooms.

5. Financial Management and Procurement

Flow of Funds

5.1 Releases of funds during the current year have been reasonable, although the JRM observed certain delays in releases from GoI and States to the SISs in almost all states visited. While the States waited for release of funds by GoI before they would release their funds, releases by GoI were delayed in some cases due to late receipt and approval of AWP&Bs and slow completion of pre-release formalities by the States. In general, mechanisms for funds flow were found to be adequate with widespread use of electronic banking channels (exception of Meghalaya), at least to the district level. Releases to districts were usually within a reasonable time period, although with considerable variability (15-60 days), usually by cheque/draft. Most delays occur between the districts and CRCs, and between CRCs and the schools. Often, this is because information regarding utilization of prior advances of funds is not forthcoming. Fund utilization up to December 2007 in some states (Bihar, Assam, J&K, West Bengal) has been quite low relative to the approved AWP&B.



5.2 On a more positive note, the JRM notes the adequate and timely release of first installment of funds by Government of Bihar during 2007-08 and expects that the remaining portion of funds will be similarly released in time along with arrears from earlier years. In Chhattisgarh, the JRM noticed receipt of 100 percent of funds earmarked for 2007-08 by January 2008, and 78 percent utilization (Rajasthan has received 78 percent of approved funds for 2007-08 up to December 2007, which is also good.) However, in Maharashtra, there was an accumulated shortfall in release of state funds up to beginning of 2007-08 equivalent to Rs. 55.38 crores. Such shortfalls are a cause for concern and should be cleared within a prescribed time limit.

5.3 The need to maintain separate information for KGBV and NPEGL implies that (a) funds transfer from GoI to states, states to districts, and in some cases even at the lowest levels are in separate transactions; (b) budgeting, records, reporting for SSA, KGBV and NPEGL are separated; (c) Audit reports are issued separately; one for SSA and KGBV and the other for NPEGL. This implies unnecessary costs in terms of increase in transactions, management, monitoring, and record keeping.

Accounting

5.4 There are deficiencies in accounts maintenance in many states, particularly at the district and sub-district levels. Several important accounting records are not being maintained at District, CRC and VEC/school levels, such as stock registers, assets register, advances register. Bank reconciliation was found to be pending in many CRCs/BRCs. Uniform account heads as prescribed in the manual are being followed in some states (Meghalaya) but not all (West Bengal). In many states, books of accounts are still maintained at decentralized levels on cash basis/single entry system (West Bengal), although some are now doing this via double-entry (Tamil Nadu, Rajasthan,

Bihar, Chhattisgarh). The preparation of monthly bank reconciliation statements, trial balances, recording and adjustment of advances, collection of Utilization Certificates (U/Cs), require considerable improvement. Large amounts of money are sometimes under suspense accounts and under advance to staff (Orissa, Maharashtra). The pending U/Cs and their amount, and the unutilized advances, often cannot be ascertained for want of details and poor record keeping.

5.5 At the sub-district level in particular, there are still too many vacancies at CRC/BRCs levels, and many staff are neither well qualified nor well trained in basic financial management (many are former teachers). This impairs financial management at sub-district and school levels, and reduces possibilities for enhancing basic FM training at the VEC/school level. Short trainings of one or two days on financial and accounting matters are not sufficient, particularly given turnover of personnel at lower levels. More specific workshops for VECs, particularly of headteachers/headmasters, would help in maintaining proper record of receipts and expenditures, and their supporting documents and records of civil works and maintenance. In districts where staff capacity is a perennial problem (e.g. backward districts), norms relating to salaries/ types of people to hire etc may be reviewed and if required, liberalized.

5.6 Accounting software is in use in many states but utility is variable. In Rajasthan software is in use at district level but still does not form the basis for reporting. In Chhattisgarh software is in use only at the state level. States should be required to have accounting software running at least till the district level, and to use this as the basis for reporting to SPO/ MHRD.

Disclosure of Information and Transparency

5.7 In many (but not all) of the states visited, schools had posted in a public manner the various grants provided to schools under SSA (TLM, school grant, maintenance grant). The importance of this practice needs to be reaffirmed in MHRD communications with SPDs, and via the periodic meetings between SPDs and District officers. While VEC members interviewed appeared to be well-informed regarding the funds received and how they were utilized, many non-VEC parents do not have simple access to this information.

5.8 States must try to emulate MHRD in terms of disclosure of information in general and financial management related information in particular. SPOs may explore disclosure of SSA data on the state websites; the following is suggested as a minimum: (a) in the near term: Annual Work Plans, procurement plan, VEC Manual, status of receipts from GoI/ State and releases to districts etc; (b) in the medium term: periodic expenditure information, training plan for financial management, FM staffing and vacancy status, audit arrangements etc. Some states have initiated this, but MHRD needs to increase its monitoring of this, particularly in light of the RTI.

Supervision/ Capacity Building by MHRD

5.9 Quarterly review meetings of Finance Controllers of States held by the MHRD continue to be a regular avenue for monitoring the financial management aspects of the program. These are held in rotation at various states and include (a) field visits, review and analysis of the FM related findings; (b) sharing good practices among states; and (c) review of aspects relating to bank reconciliation, staffing, training etc. It is recommended that these quarterly meetings be continued since these provide a good avenue of learning from the peers.

Internal Audit

5.10 States are strengthening their internal audit procedures and capacities, although more needs to be done in this area. In some states (Orissa, Chhattisgarh, Meghalaya), several Chartered Accountant firms with specific sets of districts allotted to them have been empanelled to undertake audits on a quarterly basis. In other states (West Bengal), 2 internal auditors have been hired “in-house”, but the magnitude of their job suggests additional auditors need be recruited. In other states (Rajasthan), adequate internal audit arrangements have not been set up. Internal auditors have generally been told their responsibilities include oversight of compliance with procurement procedures, but have not received specific procurement checklists from the SPO. In Maharashtra, the appointment of a team of internal auditors from external chartered accountants is for a period of three years. However, the JRM observed that follow up on internal audit reports remains deficient. For example, in Maharashtra, 98 percent of 460 observations in 2004-05 and 95 percent of 524 observations in 2005-06 are still outstanding.

External Audit

5.11 External auditors have been hired in all states visited by the JRM for 2006-07, although their reports are overdue in several states (Tamil Nadu, Jammu & Kashmir). In most cases, selection used standard terms of reference provided in the FMP. For 2007-08, several states (e.g. Rajasthan) have initiated recruitment of external auditors, using the list of five firms as per the approved list of the C&AG and terms of reference distributed by MHRD which include one-third of schools incurring expenditures of more than Rs. 100,000 for civil works.

5.12 External audits for 2006-07 in several of the states visited by the JRM pointed to serious financial irregularities. These included evidence of misappropriation of funds (West Bengal), payments made without supporting vouchers, procurement irregularities (Chhattisgarh), excess payments, non-availability of Utilization Certificates (Meghalaya), misutilization of TLM grants (Bihar), non-adherence to FMP guidelines and use of SSA funds for other educational activities (Haryana). The JRM discussed these reports with the relevant State Project Directors, who assured that these cases are being investigated and necessary corrective actions are being taken. GoI is monitoring this effort.

5.13 For the future, in the context of a significant increase in outlays on the program and this being the key source of assurance on effective utilization of funds, external audit

needs constant attention. The following should be focused on, in the coming years: (a) as per guidelines received from MHRD, the Auditor is now required to cover approximately 1/3rd of the schools which have/ will be incurring expenditure of more than Rs. 100,000 on civil works. This will significantly enhance the coverage of audit. States need to think this through to ensure facilities to the auditor to enable timely completion of audit. The states must also evaluate the impact on costs so that they have adequate budgetary resources for audit. E.g. in Rajasthan the Auditor is expected to cover 1 SPO, 32 DPOs, 244 BRCs, 1220 CRCs and 2440 SDMCs (schools); (b) In states where different auditors are being used at the district level, introductory meetings or similar should be held to coordinate between the district and the state level auditors.

Audit by Institute of Public Auditors of India

The Institute of Public Auditors of India (IPAI) in their various Study Reports have brought out measures to be taken for improvement in Financial Management especially in the field of fund flows, fund utilization, state of accounts, achievements on different interventions etc. apart from an overall appraisal on implementation of the programme. Many states have taken measures to improve the working of the programme based on these observations. The Mission would like that states which have not taken action on these matters to take appropriate action on these matters to achieve better results.

Procurement

5.14 Some states have formally adopted the procurement procedures included in the SSA Financial Management and Procurement (FMP) Manual, while others use state procurement or DPEP guidelines (and thresholds). The FMP Manual was available at the state level, but not in all the districts visited by the JRM and only occasionally at sub-district levels (Chhattisgarh, Tamil Nadu). The VEC Manual has been translated into local languages in several states (Tamil Nadu, West Bengal), although there is an urgent need to redistribute it to all VECs and to conduct additional training of VEC members, particularly because in some states (West Bengal) VECs are being reconstituted. Compliance with procurement guidelines by agencies outside of the Department of Education needs to be checked by the State Project Offices. Standard bid documents are rarely used.

5.15 Preparation of procurement plans was observed in some states (e.g. Rajasthan, Assam, Tamil Nadu, Haryana, Orissa, Meghalaya) but was found to be late and/or incomplete in others (West Bengal, Maharashtra). The JRM confirmed that some states and districts have begun to post their open tender invitations on the state project website, although MHRD's November 2007 circular to this effect needs to be distributed to all districts along with monitoring by the State Project Office. In addition, internal auditors have been made aware of their responsibility to review procurement processes, but in most cases have not received the procurement checklist sent to the State Project Offices by MHRD in November 2007.

5.16 In several states the JRM inquired about price negotiations for any open tender contracts and found no such cases, despite the allowance for this under exceptional

circumstances according to Central Vigilance Commission (CVC) guidelines. However, it was observed that certain outsourced agencies, such as School Education Boards (West Bengal), Directorates of Supplies and Disposals and central government computer procurement agencies (Haryana) do negotiate with bidders.

5.17 At the state and district levels, the JRM examined the files for several open tender contracts (e.g textbooks, printing of workbooks, purchase of computers), and confirmed that written price quotations were requested and received, appropriately evaluated and awarded by the authorized officials, and subsequently awarded. Record-keeping was not optimal but all the necessary information and approvals by the procurement committee could be located. Some districts have used independent verification (e.g. Rajasthan) prior to release of payments, with deductions made in case of short/defective supply. At the VEC level, the JRM confirmed that written price quotations for provision of supplies to construct classrooms were received and reviewed by a majority of VEC members, with the award to the lowest bidder confirmed by a majority of VEC members.

5.18 Recommendations regarding Financial Management and Procurement

- (i) The FMP Manual needs to be re-distributed to all District and sub-District project officers (in local languages if available) to ensure awareness and compliance of fiduciary arrangements, along with all MHRD circulars regarding FMP;
- (ii) Additional training in FMP guidelines and procedures is needed for key FM staff, particularly at the district and sub-district levels;
- (iii) Serious consideration should be given to the option of merging NPEGEL and KGBV as part of SSA but displaying them as separate activities/ or line items under SSA (in addition to the existing 21 activities).
- (iv) MHRD should agree to a time-bound plan with lagging states to ensure adequate Internal Audit arrangements.
- (v) The VEC Manual needs to be re-printed and re-distributed (in local languages, where available) to all VECs, and with additional training of headmaster and VEC members in its use;
- (vi) MHRD and State Project Directors need to move more quickly to investigate external auditor observations, and to take corrective actions where needed (this also needs increased oversight by development partners). All external audit reports should be posted on state and MHRS SSA websites.
- (vii) All schools need to display on a permanent, updated basis information regarding school funds received from SSA and how they were utilized;
- (viii) CRCs/BRCs need to intensify their oversight of VECs to ensure submission of Utilization Certificates (for civil works, TLM, school and maintenance grants) and improve record-keeping so as to monitor which VECs have outstanding unsubmitted U/Cs and intervene as needed. Similarly, District Primary Offices need to emphasize to all CRCs the importance of rapid collection of U/Cs to properly justify expenditures, which mobilize subsequent allotments of funds from MHRD. To support

this process, all CRC and BRC vacant positions need to be filled as quickly as possible.

- (ix) GoI should undertake a study in selected states (e.g. Maharashtra, West Bengal) on availability of funds, fund flow, fund utilization, funds held as cash balances in banks, and outstanding advances to implementing agencies.

6. Programme management

Program Management, Sector Capacities and Civil Works

Evidence based planning, management and monitoring

6.1 Over the years of implementation of SSA, States have built considerable capacity for generating disaggregated and differentiated data on all aspects of elementary education improvement, particularly enrolment, retention and transition. A few States are yet to have comprehensive household data on out of school children while a number of them have extensive household data for mapping out of school children, and in fact some have progressed further to estimate specific categories like children of migrant workers and urban poor. The States that appear to have good data systems could share them with other States. EMIS is used by all states to report data at appropriate levels. At decentralized levels, DISE data appears to be used as a tool to plan for inputs for the preparation of work plan and budget. However, across all the States, the mission members have reported the need to promote greater analysis and interpretation of data, especially at local levels, to bridge gaps, undertake remedial action, ensure outcomes and address accountability. While data is now disaggregated for girls, SCs and STs, over the course of the last few years, SSA has supported interventions to address the needs of specific target groups such as minorities, children of migrant workers and children with special needs – it would be good for states to record and track statistics with regard to the enrolment, retention and learning levels of these children as well. In addition, the urban component of SSA.

6.2 For States that have reached comfortable State and district level averages, in terms of planning and management, it now appears that block-level attention and support is crucial for addressing both remaining deprivation and addressing variances in educational development – this has to do with inputs in the form of teacher deployment, classrooms, upper primary schools or with addressing drop out rates, retention, transition and learning levels. States that still have some distance to go in assuring basic provisioning for elementary education, planning and provisioning need to take into account the scale of remaining interventions and speed of execution required to record requisite progress. While there has been an increase in use of data for planning, there is yet no universal approach to use information to closely monitor districts, blocks and schools that need most attention or require additional support.

6.3 From national and state levels, there is a need for senior program managers to increase effective use of data for local analysis and formulation of context specific interventions as SSA provides for such targeted initiatives to be implemented.

Ensuring convergence and synergy with other departments

6.4 With a progressive implementation of supportive interventions to education through the SSA, there has been an encouraging trend in increasing cooperation and participation of other departments and schemes – in particular, the convergence with the Total Sanitation Campaign for the provision of toilets in schools, with the Bharat Nirman Scheme for providing drinking water facilities, with the Tribal Welfare Department and with Madrasa Boards for the education of tribals and minorities is leading to positive synergy. In recent years, there has been a growing identification and inclusion of children with special needs and much work has gone into supporting children that have a range of disabilities –hearing impairment, visual impairment, orthopaedic deficiencies, mental retardation, learning disabilities and so on. While there is very commendable work going on in most states in creating a cadre of mobile teachers to help enroll these children, the integration of such children in regular schools requires additional support than can be provided by regular in-school teachers, even if they are trained to deal with children with special needs. States would be well advised to begin exploring ways in which to pool resources in this area through coordination with the Ministry of Social Welfare and Special Schools run by NGOs. With the merger of KGBV with SSA, it needs to be ensured that all inputs such as teacher training, teacher and school grants are also extended to the KGBVs.

Strengthening of State, district and sub-district institutions and capacities

6.5 SCERTs have been expected to play an important role in teacher development, curriculum and pedagogical matters. Many states have reported weak capacities at SCERT to undertake the range of support functions needed under SSA. It appears that many of SCERT related functions are carried out through use of resource groups and SCERTs are found to be ineffective in many. Many States have also reported on issues with regard to the continuation of SIEMATs – some State Governments taking the view that they would not like to sustain the functioning of SIEMAT and would prefer to merge it with SCERT or disband it. With growing emphasis on quality enhancement, quality monitoring and supervision and remedial interventions, it would be crucial for States to consider appropriate professional resources in a sustainable institutional framework to provide leadership and guidance to state wide quality improvements and monitoring.

6.6 Creation of additional capacities and human resources at block and cluster levels have been by far the most important augmentation provided in recent years, in addition to teachers. These block and cluster resource centres were to provide the key quality link to schools, academic processes and student learning. Across the states visited by the Mission, there is an overwhelming resonance of the Block and cluster resource persons not being able to devote sufficient attention to issues of quality improvement and pedagogic processes and being caught up mostly with administrative functions. Some States have reported substantial vacancies at BRC and particularly at CRC level. Some States such as Rajasthan are not recruiting people to these posts that might not receive central funding at the end of SSA. In Maharashtra, these positions are being occupied through deputation. It is crucial to clarify the future vision for these cadres of

professional staff and to discuss with States, the selection of appropriate people for these important decentralized functions, which are crucial to move the quality agenda forward. It would be important to give attention to the professional development of BRC and CRCs themselves so that they are able to provide the requisite academic and pedagogic support to schools and teachers. It may be worthwhile to review the 'time on relevant task' by CRCs and BRCs as well, keeping this mind (not a routine research study, but a reflective process at the state level explore how their roles can be enriched and they can indeed perform those roles). The example of Tamil Nadu shows that effective academic leadership by field level supervisors is crucial for the effective absorption of pedagogical renewal processes and teaching learning improvements at the school level.

Towards a comprehensive Teacher recruitment and management

6.7 The SSA has helped to pioneer a number of approaches to teacher recruitment; a number of states continue to have need for large numbers of teacher recruitments, with the attendant challenge of ensuring training for these new teachers. In some States the upgradation of alternative schooling facilities has been linked to the formal status to be provided to these teachers. While in-service teacher education has remained outside the purview of SSA, the realities in the States require strategies to effectively meet the gaps in providing training for newly appointed teachers.

6.8 The mission's observations from the visits point to the need to orient in-service teacher training more closely to a need-based analysis. Some states are training 100% of their teachers while some are covering 50% of all teachers each year. Training follows the development of new textbooks and training thereof. A number of new areas such as handling children with special needs, in computer education and so on have also been included in the in-service teacher training program. In a number of States, there is substantial evidence of development and active use of TLM, while in the case of other States, there is not much evidence of TLM being used. While there have been research studies on teacher training content and processes, it might be a good time to take stock of the effectiveness of teacher training and use of TLM on student learning.

Systems for quality monitoring and student assessment

6.9 With many states ensuring that children are predominantly in school, the focus on quality and student assessment is evident. While States are likely to have a range of quality improvement initiatives and their own pattern of student assessment, it is suggested that a national overview of systems and processes to track student learning is undertaken. While the idea is not to centrally standardize student assessments or quality monitoring, there is a need to ensure harmonization and rationalization of collection of data on student learning and quality monitoring in a way that is not too demanding on teachers and cluster resource persons and provides diagnostic data for ongoing remediation and quality improvement.

6.10 Technical support for concretizing large-scale child tracking systems that are planned (eg, Maharashtra, Orissa) would be timely. While not taking away from the diversity of different states implementing their own student assessment systems, it would

be very valuable to take stock of how they harmonize with or are at least not duplicating with Quality Monitoring Tools developed by NCERT.

Civil works

Main text for CW

Infrastructure provision

The cumulative progress reported on various components of civil works upto 30th September 2007 is summarized as follows:

Civil Work Component	Cumulative target upto 2007-08	In progress	Completed numbers	% complete
BRC	3052	425	2448	80.21%
CRC	26587	5396	18281	68.76%
Primary School	138337	21636	86133	62.26%
Upper Primary School	72433	15696	47097	65.02%
Additional classrooms	812279	190331	522913	64.38%
Drinking water	188832	19528	152845	80.94%
Toilets	242118	21500	195566	80.77%

The above picture is overwhelming as well as alarming. It is overwhelming since SSA has already covered a very large number of Infrastructure across the country. The provision of toilets and drinking water has been good against sanctioned targets. It is alarming because, of the sanctioned targets, especially on the Primary schools, Upper Primary schools and Additional classrooms, the total cumulative completion rate is 62 to 65%. In other words, based on the actual need projected and sanctioned targets, there is still a long way to go on 'Access' and perhaps 'Retention'. However, this picture is not uniform across the states. Jammu Kashmir, Bihar, Jharkhand, West Bengal, Mizoram, Assam, Orissa, Maharashtra are still a long way to complete their targets on primary schools; Bihar, Chhattisgarh, Haryana, Jammu Kashmir, Madhya Pradesh, Meghalaya, Mizoram, Tripura, Jharkhand and Mizoram need to complete their upper primary schools, Additional classrooms need a lot of work in states like Bihar, Himachal, Jammu & Kashmir, Kerala, MP, Nagaland, Orissa, Assam, Manipur, Sikkim, union territories like Andaman Nicobar, Chandigarh, Dadra Nagar Haveli, etc. The above alarming picture needs to be further supplemented with the 'gap' on infrastructure that still needs to be fulfilled in the targets of 2008-09. As on 31.03.2007 the total gap of classrooms was 697268. If the targets of 2007-08 are fully achieved (133468), this is still standing at 563800.

It emerges from the above that while issue of 'access' may be largely covered, the infrastructure gap may still continue to affect the 'retention' and 'quality' in SSA, due to over-crowded classrooms or less than required provision in schools. The states need to note this and take adequate measures.

Master plans for schools: Holistic vision of a school is important for a school to grow in a planned manner. Presently this is not clearly visible. As a result, a school may witness haphazard development. The classrooms may be made through different schemes in different times, the ICDS centre through another, the MDM kitchen, toilets and drinking water points through yet another. This not only decreases the efficiency of the spaces available, it has already resulted in a chaotic school environment in several cases across states. This physical master plan cannot be in isolation from the educational master plan of a school.

The States will need to develop systems that build the capacity at the village level to prepare school level educational and physical master plans encompassing vision of the school. It will be important that it captures the future prospect of a LPS to be converted to UPS. A comprehensive guidelines by states in this regard may be made and the various stakeholders trained to effectively use it. Finally, a copy of the master plan must remain with the school and any agency intending to undertake any development work would need to refer to it. The exercise on school mapping that some states have initiated needs to be linked with development of master plan of schools.

Classroom furniture design linked to pedagogy: In many states the furniture being provided in the classroom is fixed desk and bench type. The fixed furniture is not conducive to the pedagogy that is suggested – group learning, activity based teaching-learning. This is either donated by the community or sourced through the Education department. It seems that there is no link between the pedagogy being followed and the design of furniture. It may be noted here that such designs are not recommended since they do not promote activity based learning, peer group based learning.

At the national level a study can be conducted to develop a pool of suitable designs along with a guideline. In the coming year since SSA will also support the furniture in schools, these designs and guidelines may be made ready so that they can be provided through SSA / convergence as the case may be by the state to schools. These can also be produced locally rather than centrally This will also have bearing on the classroom shape and size.

Designing for diversity within the classrooms:

As SSA reaches and brings in the OoSC and dropouts back into the elementary school education, the classrooms of future are likely to witness much higher heterogeneity, diversity in terms of age, learning levels, culture, religions and castes, language, understanding, etc. This is already happening. Are schools under SSA prepared for this challenge?

But it is perhaps, still not out of hand - the infrastructure gap that is still there (atleast more than 563800 classrooms still to be made) can bring in new designs of classrooms that allow this diversity more qualitatively. The Activity Based Learning (ABL) from Tamilnadu is a case in point here. This is able to address the diversity in the most comprehensive way, where each classroom is based on diversity with the following provisions:

Larger space with provision that about six groups can sit simultaneously
Child accessible storage and display in each activity corner

This requires inputs at the level of understanding this diversity, its complexities and then respond in a comprehensive way through pedagogy, capacity building of teachers in classroom practices towards this diversity, making school and classroom designs that allows this diversity to be accommodated and efficiently addressed. This will require various functional areas to work very closely at all levels.

KGBV – designs need flexibility. If good rented buildings are available, why not use them. Also, can a KGBV initially sanctioned for 50 not be upgraded to 100? Also, if each year 50 girls are to be enrolled, why should the design be for only 50 (why not 50x3years=150?) Haryana.

Quality of construction is an area of concern, especially when work is being executed across a large number of sites. *It has been suggested several times that a continuing Third party evaluation of work, while it is in progress is undertaken by States. This needs to be undertaken seriously.*

Use of major repair grant

Creation of asset register – at school, district and state level.

Design adherence for natural and manmade hazards. National Disaster Management Authority. www.ndma.gov.in

Differential unit cost for different areas of state.

North East states need additional support in terms of closer supervision, monitoring and technical support.

Addressing the issues in developing Urban schools and schools where no or limited land is available: Urban schools offer a unique challenge due to high enrolment, less space and a different approach to ownership by the community. It was reported from Bihar that availability of land is a problem in Bihar, while schools are already overcrowded. In many instances, most of the earlier structures are not multi storey and the existing buildings are not designed to take another floor. In such a scenario, the remaining open space, that is so crucial for play activities, is usually taken-up for adding ACRs. Most new ACRs in urban areas are designed to take multiple floors. In some cases even more than one school may be sharing a common site. This offers a new challenge of ownership as well as an opportunity to optimise the resources.

In light of the above the following needs attention:

- *Specific urban strategies for schools to accommodate large number of children in restricted space – e.g. double shift school.*
- *Planning for multilevel schools in an imaginative way – enclose spaces to cater to different activities. Use of secure terrace for certain activities may also be considered.*
- *Leave the space on the ground for play activities – from security and safety perspective. The multi storey structure may be made on stilts on upper floors, leaving space on ground for play activities.*
- *The designs and estimates to be site specific.*

In-house Civil Works team at all level with SSA: On civil works, it is being realized across states that making schools is indeed a specialized work that involves:

- Techno-social role to work with communities
- Child friendliness in design and construction work

As a result several states now have full time in-house civil works team of engineers at state, district and block level. This has also resulted in good quality work on school sites. The examples are Gujarat, Himachal Pradesh, Rajasthan, Karnataka, Tamil Nadu, Assam. In cases where the civil work at ground level is still being handled by the regular line departments, the quality of supervision and monitoring as well as understanding of child friendliness is inferior. The examples of this are Chhattisgarh, MP, UP, Delhi.

It is recommended that SSA society in each state / union territory takes measures to appoint in-house civil works unit at the State as well as District and Block level in order to ensure good quality implementation of civil work.

Developing capacity of Civil Works professionals for making better schools: Presently, in many states, the civil works units work in little isolation from other units at the State and the district level. In many states, where there is partial in-house technical team or where the entire work is outsourced, the understanding of finer aspects of design and construction can be low. This is evident in the NSB and ACR designs being developed and implemented in some states, since they do not consciously reflect the pedagogy or classroom practices in the following:

1. Classroom shape and size
2. Child friendliness (in environment as well as in hardware fittings)
3. Provisions in the classroom (storage, display, chalkboards, etc.) and their location
4. Natural lighting and ventilation.
5. Sensitivity towards CWSN.

The exception to this is Tamilnadu and also Gujarat, where there seems to be an integrated approach to work together. Example of states where this integral approach seems to be missing are Assam, Haryana.

Following measures are suggested to develop the capacity of Civil Works Units:

1. *Periodic capacity building of DPEs, JEs/ TRPs on:*
 - a. *Making child-friendly classrooms and outdoors*
 - b. *Using child friendly hardware fittings*
 - c. *Making good chalkboards*
 - d. *Orienting building for proper light and ventilation*
 - e. *Ensuring all essential classroom provisions are made at the time of completion*
 - f. *Adapting building elements for better natural light and ventilation and noise insulation.*
 - g. *Adaptation of building elements to accommodate needs of CWSN.*
 - h. *Development of outdoor play and learning space (rural as well as urban situations)*
2. *Sharing workshops*
3. *Exposure visits to other SSA states*
4. *Recognition of innovation in work*

Many of the above mentioned issues also indicate that good school design capability at state level needs to be developed in many states. This is important to respond to region specific needs within a state. *This cannot be engineering driven and will need architectural inputs as well. Example of this can be drawn from Gujarat, where in house architects work in close coordination with engineers. Such examples can be emulated.*

Studies and documentation on School building designs and construction

1. A comprehensive document on master planning for a school.
2. Study of life cycle cost of different types of school buildings within a region covering different regions of India. Each state to undertake this for different building types prevalent in that state (including pre SSA / pre DPEP designs).
3. Study and documentation of Innovations in developing school environment across country in
 - a. Building designs
 - b. Site lay-outing
 - c. Classroom designs
 - d. Storage systems
 - e. Display systems

- f. Outdoor development
 - g. Involvement of stakeholders in the process of school environment development
 - h. Child friendly Environment
 - i. Building as Learning Aid
 - j. Design for CWSN
 - k. Toilet, sanitation facilities
 - l. Drinking water facilities
 - m. Mid day meal kitchen
 - n. Whole school planning.
 - o. Building systems
 - p. Skill development and usage
4. Comprehensive compilation of School designs developed under SSA by different states
 5. Study on defining barrier free school environment in schools of different parts of country.
 6. Study on development of following building materials and techniques (especially for NE region):
 - a. Flexible Bamboo mat based screens for noise insulation between classrooms
 - b. Bamboo-crete as effective walling / partitioning system
 - c. Portable design for schools in Char area.
 - d. Cement and colour pigment based better chalk boards that provide adequate surface and do not crack over time.
 - e. Thermal insulative floor rather than cement concrete floor.

Recommendations:

6.11 In helping states plan their annual plans and budgets, a slightly differential strategy could be adopted by national level SSA: States that appear to have met basic provisioning in terms of schools and teachers, could be supported with targeted interventions to meet block variations; states that still have large unmet needs like Bihar, Orissa, West Bengal, the support from national level could be to help devise strategies designed for scale and quickly move them towards outcome goals.

6.12 The States would benefit from a clear direction provided from the Centre as regards the continuation of resource personnel at block and cluster levels. With a number of states being not clear about the future liability of these personnel are opting for safe approaches of either not recruiting in large numbers or only putting people on deputation. On the other hand, the program foresees these personnel playing a crucial role in enhancing quality and student learning. Clarity on the continuation of such personnel and clear options and strategies for their professional development would appear to be crucial.

7. Conclusion

8. Summary of main recommendations:

8.1 From the many suggestions and recommendations found within the aide memoire the Mission would like to draw attention to the following for follow up for the next six months:

Appendix I JRM Terms of Reference, Schedule and Mission Membership

Appendix II Results Framework

Appendix III State Reports

Appendix IV Action Taken Reports on the recommendation of the 6th JRM

Seventh Joint Review Mission for Sarva Shiksha Abhiyan

Terms of Reference

1. Introduction

1.1 Sarva Shiksha Abhiyan (SSA) is a flagship programme of Government of India, to attain Universal Elementary Education (UEE) in the country in a mission mode. Launched in partnership with the State Governments, SSA aims to provide useful and relevant education to all children in the age group of 6-14 age by 2010. It is an initiative to universalize and improve the quality of education through decentralized and context specific planning and a process-based, time-bound implementation strategy. Its goal is consistent with the Constitution (86th Amendment Act 2002), making elementary education a fundamental right of every child and with the Millennium Development Goal (MDG) of universalizing primary education by 2015.

1.2 The objectives of the programme are as follows:

- (i) All children in school, Education Guarantee Centre, Alternate School, 'Back-to-School' camp by 2005.
- (ii) Focus on elementary education of satisfactory quality with emphasis on education for life.
- (iii) Bridge all gender and social category gaps at primary level by 2007 and at elementary education level by 2010.
- (iv) Universal retention by 2010.

1.3 SSA is a national programme largely funded through national resources with limited external funding by Development Partners (D.Ps) - World Bank's International Development Association (IDA), United Kingdom's Department for International Development (DFID) and European Commission (EC). The D.Ps have decided that the second phase of their funding will be from the year 2007-08 to 2009-10. The programme provides for intense monitoring mechanisms including provision for bi-annual Review

Missions in the months of January and July each year. Whereas the January Mission undertakes State visits, the July Mission is a desk Review Mission. So far six Review Missions have been launched.

1.4 The seventh Joint Review Mission (JRM) of Sarva Shiksha Abhiyan is scheduled from 21st January to 5th February, 2008.

2. Mission Objectives and guiding principles

2.1 The main objective of the Joint Review Mission is to review progress in the implementation of the programme with respect to programme objectives and to discuss follow-up action, including capacity issues.

2.2 The guiding principles 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 strengthen implementation capacities.

2.3 The Mission will:

- (i) Review progress in.
 - (c) overall implementation including access and equity and quality.
 - (d) financial management, procurement and safeguard issues.
- (ii) Look at processes being adopted to achieve the objectives of Sarva Shiksha Abhiyan.
- (iii) Examine issues related to State and District implementation capacity.
- (iv) Recommend any studies to be undertaken in the following six months.
- (v) Review TC Fund implementation.

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

- Progress against sanctioned interventions.
- Status of out of school children – implementation of strategies towards bringing children back to school.
- Progress from the baseline with regard to gender and social groups – identification of districts, clusters and communities needing more focused intervention.
- Quality of education including learning levels of students, time on task by teachers and instructional quality, status of teacher recruitment and training and teacher and student absenteeism.
- Programme management: issues of staffing, monitoring capacity building; adherence to financial management & procurement procedures; timeliness and volume of fund releases (both from the State and GOI) and utilization; environmental and site selection issues in school construction.
- Measures taken to improve quality and usage of DISE data.

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.

- Progress against procurement plans for 2006-07.
- Post review of a few contracts
- Discussion with States on IPAI reports (if relevant)
- Status of annual statutory audit reports 2006-07 and compliance of 2005-06 audit reports.
- Review of accounts staffing / training.

2.6 The seventh JRM for SSA will make recommendations centred around the following issues drawn on the States visited:

- Assessment of progress towards SSA goals, in particular improvement in quality of education and expansion of upper primary education.

- Assessment of programme management and implementation arrangements (including financing & procurement).
- An assessment of State, district and sub-district monitoring systems in place.
- Specific districts and states requiring focused attention and targeting during the project.
- Focal areas requiring attention / emphasis

2.7 The seventh Review Mission for SSA will provide State reports on each State visited and one overall report.

3. MISSION PLAN

3.1 The Mission would comprise of twenty two members. Members would be chosen in such a way that expertise would be available for all the major functional areas. In addition, there will be four specialist members on financial management and procurement. The Mission would visit **eleven** States viz. Bihar, Chhattisgarh, Haryana, Jammu & Kashmir, Tamil Nadu, Maharashtra, Rajasthan, West Bengal, Assam, Orissa and Meghalaya. Each State team will comprise 2 members and four States Teams will have an additional member each on financial management and procurement. The SSA JRM will be run concurrently with the JRM for DPEP in Orissa and Rajasthan. There will be separate TOR for the DPEP JRM and the Mission Members visiting these States shall submit a separate report for the DPEP programme.

3.2 The agency-wise composition would be as follows:

- GOI: 13 members including Mission Leader and two financial management and procurement specialist.
- WB: 6 members including one financial management and procurement specialist.
- DFID: 5 members including one financial management and procurement specialist
- EC: 2 members.

3.3 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. However, in respect of Rajasthan and Orissa the Team will also submit a separate State Report in respect of DPEP programme and obtain feedback for the same from the State before departure from the State.

3.4 A core team of ten members will be responsible for compiling the final report of the Review Mission on SSA.

4. TIME FRAME

The Review Mission would take place between 21st January – 5th February 2008 as follows:

DATE	Activity
21 st January, 08 (Mon) 9.30 A.M.	⇒ Briefing by Government of India (Programme schedule enclosed)
22 nd January, 08 (Tuesday)	⇒ Internal discussions, preparation for field visits and Departure for States
23 rd January, 2008 (Wed)	⇒ State level discussions and briefings
24 th – 27 th January, 08 (Thurs – Sun)	⇒ Visit to District 1 & 2
28 th January, 08 (Mon)	⇒ State Report writing
29 th January, 08 (Tue)	⇒ Start wrap-up. Wrap- up at State level with draft State Report to be presented to the State. (A fax or email copy be sent to Department of School Education & Literacy, Government of India)
30 th January, 08 (Wed) (Forenoon)	⇒ Arrival Delhi
30 th January, 08 (Wed) 1.00 p.m. (Afternoon)	⇒ Meeting with MHRD Officials to discuss State Reports
31 st January, 08 (Thurs) (Forenoon) 10.00 a.m.	⇒ Meeting of all Members with Mission Departure of members other than core group in the evening
31 st January, 08 (Thurs) (Afternoon)	⇒ Report writing by Core Group
1 st February - 3 rd February, 08 (Fri – Sun)	⇒ Report writing by Core Group (Contd) ⇒ Discussion with MHRD and NCERT regarding TC Fund
4 th February, 08 (Mon)	⇒ Pre-wrap up – with MHRD officials

10.00 a.m. 4 th February, 08 (Mon) (Afternoon)	⇒ Reflections and finalization of report – afternoon
5 th February, 2008 (Tues) 10.00 a.m.	⇒ Wrap-up (Programme schedule enclosed),

5. Documents and information required

1. State and district wise PAB approved budget allocations-2007-08
2. Information on Release of funds to states – 2007-08.
3. Report on concurrent Financial Review by IPAI (if applicable).
4. FMRs (September, 2007)
5. Status of Audit Reports 2006-07 and compliance reports of audit State-wise for 2005-06.
6. Overall Programme Implementation Report of States (10 States) as per standard format in Annexure 1(a).
7. Action Taken on Recommendations of sixth Review Mission of SSA.
8. Copies of research studies completed.
9. State Specific Progress against the Results Monitoring Indicators. Information to be provided in the formats provided in Annexure 2(a) to 2(d).
10. Details of progress in infrastructure provisions as per Annexure 3(a).

Government of India will make available the above documents by 14th January, 2008 to the JRM.

Annex 1

Annex 1(a)

Overall Programme Implementation Report of States

- State and District wise outlay and expenditure– 2007-08.
- Provision and Release of State share – 2007-08.
- Progress against SSA goals / and development outcomes.
- Category wise physical and financial progress against AWPB 2007-08 for the State
- Progress on functional areas (descriptive)
 - Civil works
 - Planning
 - EGS/AIE
 - i. Community mobilization
 - Formation of VECs/ PTAs/ MTAs.
 - Training of community members.
 - Girls education
 - Interventions for socially disadvantaged groups including minority, SC/ST
 - Children with Special Needs
 - Pedagogical Renewal
 - Teacher recruitment.
 - Teacher training.
 - Classroom transactions.
 - Pupil evaluation systems.
 - Academic monitoring by BRC/CRC/DIET/SCERT
 - Research and Evaluation
 - Management Information System
 - DISE data
 - Household data on out-of school children
 - Use of data
 - Capacity building of staff in position
 - Institutional Development
 - Coordination with mainstream education department.
 - Role of SCERT/SIEMAT/Textbook Board in SSA implementation
 - Capacity of BRC/CRC's.
 - Coordination with Panchayati Raj Structures
 - Functioning of SPO /DPO's – degree of decentralizations; delegation of powers; functional autonomy.

Financial & Procurement Procedure

- Status on implementation of FMP Manual.
- Progress against procurement plan for 2007-08.
- Status of audit reports.
- Status of accounts staffing / training.

Field Visit of the Joint Review Mission of SSA – January, 2008 – A Framework

Planning and Monitoring Process

- Process of preparing AWP&Bs.
- Activity-wise bifurcation of Targets and Achievements
- System of monitoring of AWP&B.

Institutions at state/district/sub-district levels like SCERT,DIET,BRC,CRC

- Process of Orientation/Training/Interactions of these institutions for resource support in quality of education.
- Monitoring systems to assess role of BRCs and CRCs.
- Mechanisms and steps taken for redressal of problems/issues in this respect.

Community and PRI Involvement

- Linkage between PRIs and school level management bodies.
- Impact on school environment including change in attendance, out of school children's scenario and girls' education.

Teachers

- Progress on recruitment of teachers
- Training of teachers (in-service, new recruits, untrained teachers)
- Teachers accountability

Classroom transactions

- Availability and utilization of TLMs
- Availability of Textbooks and related learning materials
- Teaching, learning and evaluation process

Management

- Approved manpower structure, at various levels like state, district, sub-district, etc. and the same in place.
- Capacity building activities - within States and with GOI assistance.
- Practices adopted for improved fund flows and internal audit systems
- **Monitoring systems adopted by SPO and DPOs to review Sarva Shiksha Abhiyan implementation**
- **Studies and evaluations conducted by State.**

Mission Members

Government of India

Shri S.C. Tripathi, **Mission Leader**

Dr. Minati Panda

Dr. Mohd. Akhtar Siddiqui

Ms. Kokila Gulati

Aloka Guha

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Ms. Venita Kaul

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Shri Tanuj Mathur

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Ms. Deepa Sankar

DFID

Shri Michael Ward

Ms. Arundhuti Roy Choudhury

Shri Pankaj Jain

Mr. Utpal Deka

Mr. LS Nagarajan

Shri Jyoti Sanker Tewari

EC

Ms. Shanti Jagannathan

Results Monitoring

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
GOAL 1: All Children in School/ EGS Centres / Alternative and Innovative Education Centres							
1	Number of children aged 6-14 years not enrolled in school/EGS/AIE	7.0 m	7.5 m		Household Survey, SSA		<ul style="list-style-type: none"> Overall number of OOSC increased slightly from 2005-06 to 2006-07 Age group covered differed slightly between states (For eg. Assam used to collect data for 5-14 yrs, Bihar for 6-14 yrs and so hand). MHRD has carried out detailed analysis of the existing data for concentration of OOSC by districts and blocks. According to the analysis by MHRD, 36 districts have 30% of OSSC of the country, 23 of which are in Bihar, 9 in West Bengal & one each in Assam, Chattisgarh, Haryana & Orissa (all the states were visited by 7th JRM. Of the 523 blocks in these 36 districts, 30% account for 56% of OOSC
	Assam	3,75,820	3,95161				<ul style="list-style-type: none"> The no. of OOSC for 6-14 age groups increased. Urban data not complete. Out of the 23 SSA districts, 2 districts - Dhubri and Nagaon had more than 30,000 OOSC. Another 7 districts had more than 20,000 OOSC. Thus, except for five districts, all the districts had more than 10000 OOSC. Of the total children out of school, 67% were children never enrolled and the rest 33% were children who had dropped out from school system.
	Bihar	23,15,362	12,97,362				<ul style="list-style-type: none"> OOSC reduced by almost half Overall, there has been a reduction in out-of-school children in the age group of 6-14 from 2050874 in 2005 to 1540813 in 2007. 11 districts with >50000 OOSC
	Chhattisgarh		123,632				<ul style="list-style-type: none"> 1.24 lakhs was the baseline number of OOSC at the start of the school year; subsequently, due to a change in the methodology (treating children absent for 6 months as out of school), the number is now about 1.69 lakhs.
	Haryana	201808	333066				<ul style="list-style-type: none"> The no of OOSC increased
	J&K						
	Maharashtra		1,17,077				<ul style="list-style-type: none"> The data excludes OOSC in Mumbai City.
	Meghalaya	1,49,942	37,234				<ul style="list-style-type: none"> More than 3/4th of the OOSC is declined
	Orissa	10,422	14,092				<ul style="list-style-type: none"> About 2.62 lakh girls, 2.05 lakh ST children and about 1.05 lakh SC children are still out of school.
	Rajasthan	2,11,848	1,64,023				<ul style="list-style-type: none"> OOSC data incomplete; Special surveys need to be conducted to identify children out of school from migratory families and children at sites such madrassas and brick kilns etc
	Tamil Nadu	1,69,166	1,11,989	1,03,261			<ul style="list-style-type: none"> There are relatively few out of school children (OOSC) in Tamil Nadu; barely 2% of 6-14 year olds are not enrolled.
	West Bengal	9,11,006	1,292,735				<ul style="list-style-type: none"> West Bengal undertook a comprehensive Household Survey in December 2006, which revealed a 42 percent <i>increase</i> in recognized out-of-school children Since that time, 750,569 (58 percent) of those out-of-school children have been enrolled, leaving 492,390 children yet to be enrolled

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
2	Number of children enrolled in schools					.	
A	Primary (Grade I-V)	124615546	131853637		District Information System for Education (DISE)	Increase in enrolment to reflect decline in OOSC	<ul style="list-style-type: none"> Enrolments an underestimation as many private schools, KVs are not covered by DISE National level GER at Primary has increased 104% (2005-06) to 111% (2006-07)
	Assam	3188565	4195241				<ul style="list-style-type: none"> The primary stage of education in Assam consists of Gr.I-IV. The enrolment provided here is for Gr.I-V (as per DISE) GER increased from 97% (2005-06) to 130% (2006-07) as per DISE. This needs to be examined since the number of children enrolled increased only by around 2%.
	Bihar	11233588	12551689				<ul style="list-style-type: none"> As per House hold Survey, 2006, approximately 17963024 children are currently enrolled in some form of educational institution at the elementary level. GER increased from 92% (2005-06) to 105% (2006-07) - a 12% increase in enrolment
	Chhattisgarh	3410558	3074250				<ul style="list-style-type: none"> GER decreased from 131% (2005-06) to 119% (2006-07) – There is a need to examine whether this is because of the improving age-appropriate enrolments reducing “grossness”
	Haryana	1442315	1685906				<ul style="list-style-type: none"> GER has increased from 58% (2005-06) to 68.2% (2006-07) – the low GER is due to the large number of students enrolled in private unrecognized schools which are not covered by DISE. Still, improvement in GER is a sign of more children from vulnerable background entering schools
	J&K	1038360	1072411				<ul style="list-style-type: none"> Increase in enrolment of children by 3.3% GER increased from 94% (2005-06) to 98% (2006-07)
	Maharashtra	9926924	10249224				<ul style="list-style-type: none"> Increase in enrolment by 3.2% GER increased from 97% (2005-06) to 101% (2006-07)
	Meghalaya	361204	440575				<ul style="list-style-type: none"> GER increased from 133% (205-06) to 169% (2006-07) – this huge “grossness” need to be verified by household survey data of the total number of children in the state, since this is due to the undercounting of children in Census 2001
	Orissa	4616412	3722154	4123000			<ul style="list-style-type: none"> The primary stage of education in Assam consists of Gr.I-IV. The enrolment data provided for 2005-06 & 06-07 is for Gr.I-V (as per DISE) As per the State report, the primary enrolment in the state increased from 42.82 lakhs (2005-06) to 44.85 lakhs (06-07), an increase of 4.74% over the previous year. However, DISE gives a different picture. As per DISE, GER declined from 117% (2005-06) to 96% (2006-07): Here, it is doubtful whether the decline is due to the population figures or enrolment figures – since in one year correction of “grossness” upto 20 percentage points is not realistic.
	Rajasthan	8746946	9151462	8775032			<ul style="list-style-type: none"> Fluctuating enrolments as per reports from DISE, with the state compiled data for 2007-08 showing decline from 2006-07 State’s explanation for the decline between 06-07 & 07-08: 06-07 data had included pre-primary enrolment as part of Gr. I enrolment. Now this is being corrected. GER increased from 113% (2005-06) to 119% (2006-07)
	Tamil Nadu	6186218	6156235	623687	<ul style="list-style-type: none"> GER getting corrected – from 119% (2005-06) to 118% (2006-07) 		
	West Bengal	9005975	9516554		<ul style="list-style-type: none"> The primary stage of education in Assam consists of Gr.I-IV. The enrolment data provided for 2005-06 & 06-07 is for Gr.I-V (as per DISE) GER improved from 104% (2005-06) to 113% (2006-07) 		

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
b	Upper Primary (G. VI-VII/ VIII)	43667786	47489180				<ul style="list-style-type: none"> Nation-wide, an increase of at least 8.8% in U.Pry (recognized) enrolment from 2005-06 to 2006-07 Overall GER improves from 59% (2005-06) to 65% (2006-07. This could be an under-estimation since the overall number of children counted as denominator is 11-14 years age group (4 years cohort), while the upper primary grade consists of only 3 grades in the case of some states while it is only 2 grades for some other states, assuming that even in these states, primary is taken for I-V grades.
	Assam	763697	1227470				<ul style="list-style-type: none"> The U. Pry section in Assam consisted of only GrV-VII. 2007-08 DISE has collected data for Grade VIII also. The data here is for Gr.VI-VII as reported in DISE, which shows an increase of 61% from 2005-06 to 2006-07. However, the U.Pry enrolment (Gr.V-VII) as per SPO has increased from 1.28 m to 1.55 m. GER at U.Pry is under-estimation (increase over prev. year → 21%)
	Bihar	2163453	2568858				<ul style="list-style-type: none"> An increase by 19% between 2005-06 and 2006-07, as per DISE data. GER increased from 30% to 36% during the same period.
	Chhattisgarh	1396952	1120972				<ul style="list-style-type: none"> Decline of U.Pry enrolment by 20% and GER from 91% (2005-06) to 73% (2006-07). This needs further investigations for reasons or check data anomalies.
	Haryana	642062	806103				<ul style="list-style-type: none"> Increase in U.Pry enrolment by 26% between 2005-06 & 2006-07 GER increased from 41% to 52% during the same period Large enrolments in private sector not counted, and hence the enrolment figures could be an underestimation.
	J&K	528777	556519				<ul style="list-style-type: none"> Increase in enrolment by around 5% between 2005-06 and 2006-07. GER increased from 72% to 77% during the same period.
	Maharashtra	5031763	5093401				<ul style="list-style-type: none"> Enrolments increased only marginally – by 1% during 2005-06 to 2006-07 Urban enrolments probably an underestimation due to lack of data from private sector.
	Meghalaya	72320	98940				<ul style="list-style-type: none"> Increase in enrolment by 36% from 2005-06 to 2006-07 GER increased from 43% to 59% during the same period.
	Orissa	1225781	1205673	1768000			<ul style="list-style-type: none"> Fluctuating data- decline by 1.6% during 2005-06 to 2006-07, but the latest DISE data compiled at state level (state compiled, non-verified DISE data) shows an improvement of 47% in 2007-08 over 2006-07 – which require checking of data GER remained more or less same during 2005-06 to 2006-07. Grade VIII enrolments perhaps not included as it is not part of elementary in the state.
	Rajasthan	2930530	3310769	3429800			<ul style="list-style-type: none"> Enrolments increased by 13% during 2005-06 to 2006-07 and further 4% increase from 2006-07 to 2007-08 (data is available from State compiled, non-verified DISE)
	Tamil Nadu	3568479	3620354	3719066			<ul style="list-style-type: none"> Increase in enrolments by 1.5% during 2005-06 to 2006-07, and further 3% increase during 2006-07 to 2007-08 (data from State compiled, non-verified DISE) High GER (110%) and NER (83%) at U.Pry in 2006-07 – an improvement from 2005-07
West Bengal	3586358	3825938				<ul style="list-style-type: none"> U. Pry stage is upto Grade VII. Does not include Gr.VIII data 7% increase in enrolments from 2005-06 to 2006-07. GER increased from 66% to 71% 	
c	EGS/AIE	4.0 m	2.4 m		Project Monitoring		<ul style="list-style-type: none"> Targets under EGS reducing since the states have been upgrading the existing EGS (93168 EGS upgraded so far) and children are getting mainstreamed in to regular schools Coverage through AIE increasing as the focus is now on the challenge of reaching the

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
	Assam	449533	611688		Information System (PMIS)		<p>“hardest to reach”</p> <ul style="list-style-type: none"> • Upgradation of EGS to regular schools is a major state level policy issue • Enrolments in EGS increased by 37% • Enrolments in EGS accounted for 19% of all primary enrolments in the state • State have started “HTR” centres to target the hardest to reach groups
	Bihar	1420846	748678			<ul style="list-style-type: none"> • Around 11,671 AIE centres and 300 RBCs are running across the state. • Nearly 277208 (56%) students have been mainstreamed through these centers 	
	Chhattisgarh	56441	12618			<ul style="list-style-type: none"> • Decline in EGS/AIE enrolment by 3/4th, reflecting more than the trends in the the decline in Primary levels, so no idea whether the decline is because of mainstreaming or real decline. • A serious issue, since the state has not reached the population growth stabilization stage. • Need to look at all levels of data on enrolments 	
	Haryana	227350	62949			<ul style="list-style-type: none"> • AIE centres mostly cater to the vulnerable groups like migrant labor children, child labor, minorities etc. • Decline in enrolments by 72% 	
	J&K	198543	214174			<ul style="list-style-type: none"> • Increase by 8% from 2005-06 to 2006-07. • 17% of all primary (recognized) enrolments in EGS/AIE 	
	Maharashtra	356990	302088			<ul style="list-style-type: none"> • Decline in EGS/AIE enrolment by 15% - would be interesting to check whether the 3.2% increase in primary school enrolments reflect these changes in EGS/AIE enrolments, especially to see whether it is due to mainstreaming of EGS/AIE children 	
	Meghalaya	96956	77,880			<ul style="list-style-type: none"> • 20% decline in enrolments in EGS/AIE; but the grossness and the increase in grossness in primary enrolments perhaps compensate for the decline. Data triangulation could inform. 	
	Orissa	493114	396794			<ul style="list-style-type: none"> • Enrolments declined by 20%, however, during the same period, primary enrolments are also showing a decline. Data issues to be addressed here. 	
	Rajasthan	1096560	93971			<ul style="list-style-type: none"> • Decline by almost half. Fluctuating primary enrolments. • Similar case as that of Orissa and need further data clarity. 	
	Tamil Nadu	97296	84326			<ul style="list-style-type: none"> • Enrolments in EGS/AIE decline by 13%; Similar trends as that of primary enrolments. • But this could be more of a reflection of population growth stabilization/ decline in TN 	
	West Bengal	1547687	1,70,731			<ul style="list-style-type: none"> • EGS at the primary level under the name Shishu Shiksha Kendra (SSK), now 1,488,107 in comparison to 12 lakh in 2006. • At the upper primary level, a similar model of alternative schooling is also offered by P&RDD, Madhyamik Shiksha Karmasuchi (MSK), which reaches more than 285,000 learners through 1,752 permanent centers. • Tremendous decline in EGS/AIE enrolment, in spite of identifying more OOSC, and the achievement in terms of getting 58% of them enrolled. • 	
3	Ratio of Primary to Upper Primary Schools	2.6	2.5				
	Assam	3.2	2.6				<ul style="list-style-type: none"> • State has huge number of EGS centres, and as such if they are counted / upgraded to primary, the ratio might get still worsened
	Bihar	3.2	2.9	3.6			<ul style="list-style-type: none"> • More primary schools are started/EGS centres upgraded, but proportionately upper primary

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
							schools are not started
	Chhattisgarh	2.5	2.2	2.1			<ul style="list-style-type: none"> • Ratios within the desirable norms
	Haryana	2.1	1.9				<ul style="list-style-type: none"> • Ratio has improved to the desirable norm
	J&K	2.4	2.3				<ul style="list-style-type: none"> • Ratio is improving
	Maharashtra	1.8	1.6				<ul style="list-style-type: none"> • Ratio is well within the desirable norm
	Meghalaya	3.7	3.5	1.28			<ul style="list-style-type: none"> • During the current year, tremendous improvement with more upper primary schools started
	Orissa	2.7	2.7	1.2			<ul style="list-style-type: none"> • Improvement in ratios, now within desirable levels
	Rajasthan	2.6	2.4				<ul style="list-style-type: none"> • Ratio need to improve with opening up of more upper primary sections
	Tamil Nadu	2.7	2.4				<ul style="list-style-type: none"> • Ratio above 2
	West Bengal	5.3	5.4				<ul style="list-style-type: none"> • High ratio – means the state has lesser facilities for upper primary stage
4	Number of CWSN enrolled in school / EGS/AIE including home based education						
	All India		1997777	2158034			<ul style="list-style-type: none"> • Increase in enrolment by 8%, in comparison to 9% improvement in identified population
	Assam	42006	70167				<ul style="list-style-type: none"> • The increase of almost 67% seems to be result of better identification of children.
	Bihar	97296	106351	247894			<ul style="list-style-type: none"> • More than 100% increase in enrolments of CWSN • As per survey-cum-identification report of 2006-07 the total no. of CWSN between the age group of 6-14 years is category wise is 2,47,894. Out of which 1,53,636 CWSN were enrolled in schools
	Chhattisgarh		19655	25645			<ul style="list-style-type: none"> • 30% increase in the number of CWSN enrolled, and a trend positive, in contrast to the negative trends in general enrolment improvements in the state
	Haryana		22547	29197			<ul style="list-style-type: none"> • The progress in identifying children with special needs has been slow.
	J&K	23080	23664				<ul style="list-style-type: none"> • 22933 out of 29197 CWSN are in school (79%)
	Maharashtra		359021				<ul style="list-style-type: none"> • Enrolments of CWSN increased by only around 600
	Meghalaya		3978				
	Orissa		80676				
	Rajasthan	177087	249466	261106			<ul style="list-style-type: none"> • 47% improvement in the enrolments of CWSN, more than the improvements in general enrolments
	Tamil Nadu	71738	118019	116339			<ul style="list-style-type: none"> • 62% improvement between 2005-06 and 2007-08
	West Bengal	96695	116623	163342			<ul style="list-style-type: none"> • Overall, out of 191,444 CWSN identified, 163,342 (85 percent) have been enrolled in schools, or alternative systems including home-based care. • 69% improvement in enrolments from 2005-06 to 2007-08
GOAL 2: Bridging Gender and Social Category Gaps							
5	Girls, as share of students enrolled						<ul style="list-style-type: none"> • Targets here show the percentage share of girls in total child population in 6-10 years and 11-13 years age groups for primary and upper primary, projected from 2001 Census for the year 2006 by RGI. • In general, girls' share in OOSC is more – a factor that won't be captured by school enrolment shares since the shares in schools will be affected by proportionately more overage girls compared to boys

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
	Primary	47.79	48.09			48.27	• Overall parity is almost reached at primary level
	Assam	49.37	49.29			49.17	• Girls' share is reflecting their share in population
	Bihar	44.36	45.89			48.48	• Girls' share improving, but would need some time to reach the level as that in population
	Chhattisgarh	48.61	48.88			49.55	• Girls' share in population is almost half, but in enrolments, they need to improve
	Haryana	47.36	47.31			45.57	• Girls' share in population is only 46%, but their share in enrolment is already 47%, a peculiar fact for states like Haryana, where the data is mostly from govt schools, and the gender disparity is also in terms of more girl children coming to govt schools, thus increasing their share in enrolments
	J&K	45.95	46.15			48.29	• Girls' share in enrolments increasing, but it takes time to reach the population shares
	Maharashtra	47.48	47.31			48.11	• Girls' share showed slight decline, and yet par with pop. Shares, probably because the data does not take in to account children enrolled in EGS/AIE, which have a higher share of girls.
	Meghalaya	50.44	50.35			48.96	• Girls constitute larger share of enrolments, reflecting the social status
	Orissa	48.17	47.64			48.73	• Girls' share is getting better to reflect their shares in population
	Rajasthan	46.79	46.78			47.66	• Girls' share is getting better and close to population shares
	Tamil Nadu	48.28	48.39			48.55	• Girls' share is almost reflecting their share in population in the state
	West Bengal	49.55	49.30			49.27	• Girls' share in primary almost reflecting their share in population in the state
	Upper Primary	45.80	46.51			47.78	• Girls' shares in upper primary are improving towards their share in population
	Assam	48.82	49.40			48.76	• Girls' share is better than their share in population – either due to more over-aged girls at upper primary compared to boys, or other factors, which need to be explored
	Bihar	38.87	41.66			47.44	• Girls' share in upper primary in the state is low. Need more efforts and time to reach parity
	Chhattisgarh	46.09	47.29			49.15	• Girls' share in UPry improving and could reach the pop shares in a few years time
	Haryana	48.14	48.18			45.5	• Girls' share in UPry enrolment is more than that in pop. Same explanation as in primary
	J&K	44.71	44.81			48.53	• Girls' share in enrolment lower than that of pop and primary level.
	Maharashtra	46.80	47.07			47.59	• Girls' share in UPry enrolment is almost reflecting their share in population
	Meghalaya	52.03	52.44			48.75	• Girls' share is more, explanations of primary shares applies here too
	Orissa	46.17	46.39			48.95	• Girls' share in enrolment less than their share in pop. Need few years to catch up
	Rajasthan	38.20	39.88			47.26	• Girls' share in enrolment way below compared to population shares. Would require concrete efforts and time to catch up
	Tamil Nadu	48.05	48.14			48.72	• Girls' share is now almost reflecting their shares in population
	West Bengal	48.97	49.56			48.67	• Girls' share is now reflecting their share in population, rather more, due to various reasons.
							•
6a	Enrolments of SC children reflect their share in 6-14 age group population:						
	Elementary	18.64	19.87		DISE	16.20	• At elementary level, the share of SC in enrolment is more than their population shares. There could be two explanations: (a) Proportionately more over age children among SC attending school, thus inflating their shares; and (b) data in DISE reflect more government school data (many private schools not covered) which has a higher share of children from vulnerable groups like SC
	Assam	10.53	9.9			6.90	• Share of SC in OOSC is proportionately more than their shares in population
	Bihar	15.4	16.9			15.70	• SC's share in enrolment reflect their share in pop, rater exceeds
							• SC's share in enrolment now reflecting their share in population

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
	Chhattisgarh	14.04	14.93			11.60	<ul style="list-style-type: none"> • SC's share in enrolment more than their population shares
	Haryana	31.39	30.50			19.30	<ul style="list-style-type: none"> • SC's share is much more than their population shares, an issue of over representation of SC in the enrolments because private (unrecognized schools) not covered
	J&K	9.52	9.37			7.6	<ul style="list-style-type: none"> • SC's share in enrolment is reflecting their population shares
	Maharashtra	14.37	14.27			10.20	<ul style="list-style-type: none"> • SC's share in enrolment reflects their population shares plus, proportionately larger grossness
	Meghalaya	1.05	1.29			0.50	<ul style="list-style-type: none"> • SC constitute a small proportion of population and their coverage is not an issue now
	Orissa	20.04	21.54			16.50	<ul style="list-style-type: none"> • Proportionately more SC in schools compared to population and other groups, an issue of grossness
	Rajasthan	19.53	19.27			17.20	<ul style="list-style-type: none"> • SC's share in enrolments reflect their shares in population
	Tamil Nadu	24.81	24.65			19.0	<ul style="list-style-type: none"> • SC's share in enrolments comparatively more than their population shares
	West Bengal	27.67	26.7			23.00	<ul style="list-style-type: none"> • Same as in many other states
							•
	Primary					16.20	•
	Assam	10.5	9.9			6.90	<ul style="list-style-type: none"> • Assam's House-to House survey shows a larger proportion of SC in total child population and hence Cenus 2001 data used in DISE may be an under estimation of the population shares.
	Bihar					15.70	•
	Chhattisgarh		15.21			11.60	<ul style="list-style-type: none"> • Share in primary enrolments better than that in upper primary in the state
	Haryana		23.96			19.30	<ul style="list-style-type: none"> • Share of SC in enrolments more than their shares in population, and more compared to upper primary
	J&K					7.6	•
	Maharashtra		12.94			10.20	•
	Meghalaya		0.97			0.50	•
	Orissa		12.46			16.50	•
	Rajasthan		19.92			17.20	•
	Tamil Nadu		24.62			19.0	•
	West Bengal		28.81			23.00	•
							•
	Up. Primary					16.20	•
	Assam	9.5	10.2			6.90	•
	Bihar					15.70	•
	Chhattisgarh		14.89			11.60	•
	Haryana		21.87			19.30	•
	J&K					7.6	•
	Maharashtra		11.74			10.20	•
	Meghalaya		2.0			0.50	•
	Orissa		4.63			16.50	•
	Rajasthan		17.43			17.20	•
	Tamil Nadu		24.7			19.0	•
	West Bengal		26.64			23.00	•

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
6b	Enrolments of ST children reflect their share in 6-14 age group population:						
	Elementary	9.02	10.69		DISE	8.20	<ul style="list-style-type: none"> Overall, the share of ST in total enrolment is reflecting more than their shares in population. Here again, the reason could be as explained in the case SC, (a) (a) Proportionately more over age children among ST attending school, thus inflating their shares; and (b) data in DISE reflect more government school data (many private schools not covered) which has a higher share of children from vulnerable groups like ST ST shares in OOSC is generally more than their population shares compared to other social groups
	Assam	16.00	14.98			12.4	<ul style="list-style-type: none"> ST share in enrolments are better than their shares in population
	Bihar	1.28	1.69			0.9	<ul style="list-style-type: none"> ST constitute less than 1% of population, but in enrolments they constitute 1.7%
	Chhattisgarh	32.62	32.23			31.8	<ul style="list-style-type: none"> ST share in enrolments are reflecting their share in population
	Haryana	0.50	0.57			0.0	<ul style="list-style-type: none"> ST population is negligible in the state
	J&K	12.93	13.06			10.9	<ul style="list-style-type: none"> ST share in enrolments more than their shares in population
	Maharashtra	10.89	10.94			8.90	<ul style="list-style-type: none"> ST shares in enrolments are better than their population shares
	Meghalaya	92.89	92.42			85.90	<ul style="list-style-type: none"> ST share in enrolment reflecting the population shares in a largely tribal state
	Orissa	24.46	23.13			22.10	<ul style="list-style-type: none"> ST share in enrolments more than their population shares, but declining trends reflect corrections in grossness among ST due to overage enrolments
	Rajasthan	14.77	14.62			12.60	<ul style="list-style-type: none"> ST share in enrolments more than their population shares, slightly getting corrected
	Tamil Nadu	1.81	2.09			1.00	<ul style="list-style-type: none"> ST constitute a small proportion of population
	West Bengal	6.15	6.20			5.50	<ul style="list-style-type: none"> ST enrolments are reflecting their shares in population plus the grossness due to various factors
	Primary						8.20
	Assam	14.5	14.1			12.4	<ul style="list-style-type: none">
	Bihar					0.9	<ul style="list-style-type: none">
	Chhattisgarh		32.77			31.8	<ul style="list-style-type: none">
	Haryana					0.0	<ul style="list-style-type: none">
	J&K					10.9	<ul style="list-style-type: none">
	Maharashtra		13.13			8.90	<ul style="list-style-type: none">
	Meghalaya		93.18			85.90	<ul style="list-style-type: none">
	Orissa		14.31			22.10	<ul style="list-style-type: none">
	Rajasthan		15.35			12.60	<ul style="list-style-type: none">
	Tamil Nadu		2.13			1.00	<ul style="list-style-type: none">
	West Bengal		7.27			5.50	<ul style="list-style-type: none">
	Upper Primary					8.20	<ul style="list-style-type: none">
	Assam	13.8	16.5			12.4	<ul style="list-style-type: none">
	Bihar					0.9	<ul style="list-style-type: none">

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
	Chhattisgarh		27.29			31.8	•
	Haryana					0.0	•
	J&K					10.9	•
	Maharashtra		8.56			8.90	•
	Meghalaya		91.0			85.90	•
	Orissa		3.59			22.10	•
	Rajasthan		12.59			12.60	•
	Tamil Nadu		2.02			1.00	•
	West Bengal		5.23			5.50	•
							•
6c	Enrolment of Muslim children to reflect their share in 6-14 age group population:						
	Primary		9.39			13.43	<ul style="list-style-type: none"> • Share of Muslims in primary enrolment is less than their shares in population • The muslim enrolments in Madrassas/ Maqtabas in some states are not counted under the regular school survey and hence undermine their shares slightly
	Assam		30.42			30.92	<ul style="list-style-type: none"> • Share of Muslims in primary enrolment is almost reflecting their shares in population. The figures would be more corrected if the EGS data is considered which operates in Muslim dominated areas. • Muslim constitute 42% of OOSC as per the House-to-House Survey of SSA where their share in population is 35%
	Bihar		8.95			16.53	<ul style="list-style-type: none"> • Half of the Muslims seems to be out of the school system, as their enrolment shares are almost half of their population shares. The huge difference also could be due to the definition of data. There is a need to further check the data
	Chhattisgarh		0.56			1.97	<ul style="list-style-type: none"> • Minorities such as Muslim constitute less than 2% of population. Their enrolment shares are even less – 1/4th of their population shares
	Haryana		0.55			5.78	<ul style="list-style-type: none"> • Less than 1% in enrolment whereas almost 6% in population. In states like Bihar and Haryana, the Household survey data could be used to explore whether Muslims' share in this is proportionately more than their populations shares
	J&K		62.52			66.97	<ul style="list-style-type: none"> • A predominantly Muslim state. However, the enrolments reflect the OOSC in the state
	Maharashtra		7.94			10.60	<ul style="list-style-type: none"> • Muslims share in enrolments are less than their shares in population
	Meghalaya		0.04			4.28	<ul style="list-style-type: none"> • Muslims' share in enrolments are less than their shares in population
	Orissa		0.03			2.07	<ul style="list-style-type: none"> • Muslims' share in enrolments are less than their shares in population
	Rajasthan		2.3			8.47	<ul style="list-style-type: none"> • Muslims' share in enrolments is less than their shares in population, and it seems there is some data or definition problem. Need to look at the household data on OOSC and muslims shares in that
	Tamil Nadu		3.82			5.56	<ul style="list-style-type: none"> • Even in an educationally advanced state, Muslim share in enrolments are less than their population shares
	West Bengal		27.92			25.25	<ul style="list-style-type: none"> • Muslim share in enrolments is better than shares in population. The only state in the above list to have the distinction. Need to see if this is because of any focus on the community or due to under estimation of population shares, due to various reasons
	Upper Primary		7.52			13.43	<ul style="list-style-type: none"> • Muslims' participation in upper primary in general is less than the general participation rates • Muslim shares in upper primary enrolments is less than their own shares in primary

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
	Assam		17.39			30.92	<ul style="list-style-type: none"> Share of Muslims in upper primary is less than their population shares and that at primary.
	Bihar		6.60			16.53	<ul style="list-style-type: none"> Same issues as that of primary shares for Muslims
	Chhattisgarh		0.84			1.97	<ul style="list-style-type: none"> Same explanation as for primary enrolments
	Haryana		0.41			5.78	<ul style="list-style-type: none"> See the explanations in Primary for the lower enrolment shares of muslims
	J&K		60.55			66.97	<ul style="list-style-type: none"> Shares of muslim in upper primary enrolment less than that at primary
	Maharashtra		5.83			10.60	<ul style="list-style-type: none"> Shares of muslim in upper primary enrolment less than primary and half as much as population shares
	Meghalaya		0.02			4.28	<ul style="list-style-type: none"> Negligible shares in enrolment. Population shares and enrolment shares need examination
	Orissa		0.02			2.07	<ul style="list-style-type: none"> Negligible shares in enrolment
	Rajasthan		1.38			8.47	<ul style="list-style-type: none"> Enrolment shares re 1/8th of population shares. Need examination of data
	Tamil Nadu		3.95			5.56	<ul style="list-style-type: none"> Muslims in enrolment are less than their share in population
	West Bengal		19.63			25.25	<ul style="list-style-type: none"> Unlike in primary where the shares of Muslims were more than their population shares, in upper primary, Muslim shares is less than their shares in population. One reason for this contrasting picture could be the fact that among muslims, grossness due to overage enrolments is large, and hence within the same age group, more are attending primary grades. Also, the dropout rates probably is more among them.
GOAL 3: Universal Retention							
7	Transition rates from Primary to Upper Primary		83.72				<ul style="list-style-type: none"> Transition rates reflect the number of children who pass the terminal year of primary and move to the first grade of upper primary In DISE, the grades considered is generally Grade V and Grade VI However, in several states, the primary terminal grade is Grade IV (eg. Assam, West Bengal) while in many other states, this is Grade V. In states where the primary ends at Grade IV, the drop out from stage to stage happens after Grade IV rather than Grade V, and hence Grade V to VI transition may be an underestimation
	Assam		111.96			DISE	<ul style="list-style-type: none"> Assam's state SPO's own estimation of transition rates, after adjusting for repeaters at the new entry grade at upper primary is 81% for 2005-06 to 2006-07, which is an improvement from 2004-05 to 2005-06, after adjusting for common schools and school data newly captured in the second year Assam state SPO's estimation of transition rates are estimated for the transition from Grade IV to Grade V (repeaters in Grade V omitted)
	Bihar		67.11				<ul style="list-style-type: none"> Low transition rates indicate large drop outs and repetition rates between Grade V to Gr VI (1/3rd of the students from Grade IV either drop out or repeat the grade)
	Chhattisgarh		72.11				<ul style="list-style-type: none"> Comparatively better transition rates, but still 18% of children either drop out or has to repeat in between primary and upper primary.
	Haryana		95.07				<ul style="list-style-type: none"> High transition rates in the state, but further improvements in methodology of estimations could be introduced to make data more realistic.
	J&K		97.48				<ul style="list-style-type: none"> High transition rates in the state, same suggestions for data improvement
	Maharashtra		93.83				<ul style="list-style-type: none"> High transition rates. Again, definition and estimation need further clarification
	Meghalaya		100.45				<ul style="list-style-type: none"> High transition rates, which is good. However, more than 100% transition is not a statistically correct estimation for education

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
							sector, since children cannot join Grade VI without completing Grade V. Probably the DISE data include repeaters data, and perhaps children who were earlier in schools unrecognized and EGS/IE joining regular schools counted from Grade VI only
	Orissa		87.95				•
	Rajasthan		84.71				• High transition rates
	Tamil Nadu		97.30				•
	West Bengal		88.28				•
8	Retention rates at Primary Level		70.26				<ul style="list-style-type: none"> • Around 30% children do not reach primary stage terminal grade without repeating or dropping out. • Since estimates for the same is not available for the previous year, it is not clear whether there has been any improvements in the cohorts joined every year after the introduction of SSA
	Assam		71.87				<ul style="list-style-type: none"> • Retention rates better than national average • 28% of children do not reach the terminal year of primary without repeating or in between dropping out in the state (in 4 years' time)
	Bihar		44.16				<ul style="list-style-type: none"> • More than half of the children who get enrolled in primary do not reach Grade V without repetition or dropping out. This means average years to produce a primary school graduate is more than the five years of primary grade in the state.
	Chhattisgarh		69.35				<ul style="list-style-type: none"> • Retention at primary is more or less similar to national picture
	Haryana		83.66				<ul style="list-style-type: none"> • Better retention rates in the state
	J&K						•
	Maharashtra		83.98				<ul style="list-style-type: none"> • Better retention rates
	Meghalaya		57.11				<ul style="list-style-type: none"> • Very poor retention rates. Data could be checked to see whether the estimations are reflecting accurate picture
	Orissa		71.74				<ul style="list-style-type: none"> • The state situation is quite similar to national picture
	Rajasthan		50.14				<ul style="list-style-type: none"> • Half of the children drop out or repeat before reaching Grade V. No data to compare the progress or trends
	Tamil Nadu		93.67				<ul style="list-style-type: none"> • High transition rates.
	West Bengal		61.39				<ul style="list-style-type: none"> • Transition rates need improvements
9	Retention rates at Upper Primary Level						<ul style="list-style-type: none"> • National level estimations using cohort data are not available
	Assam		65.85				•
	Bihar		46.52				•
	Chhattisgarh		88.12				•
	Haryana						•
	J&K						•
	Maharashtra						•
	Meghalaya						•
	Orissa		85.71				•

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
	Rajasthan		65.29				•
	Tamil Nadu		98.25				•
	West Bengal		53.22				•
GOAL 4: Education of Satisfactory Quality							
10	<i>Provision of quality inputs to improve learning levels</i>						
10a.	PTR: Primary	38	36				<ul style="list-style-type: none"> • PTR is well within the national norms for primary • However, the issue is not merely the PTR, but their distribution within the country • Around 12% schools in the country are still single teacher schools
	Assam	29	28				<ul style="list-style-type: none"> • PTR ranges from 8 to 80, need teacher rationalization
	Bihar	68	65				<ul style="list-style-type: none"> • High PTRs, which is expected to improve now with the recruitment of more than 2 lakh new teachers in the state.
	Chhattisgarh	31	29				•
	Haryana	44	36				•
	J&K	18	16				•
	Maharashtra	33	27				•
	Meghalaya	18	19				•
	Orissa	36	32				• Better PTRs. Additional teachers appointed (18849)
	Rajasthan	34	32				• PTR is fine. Expected to improve further with the appointment of 58673 new teachers
	Tamil Nadu	31	31				•
	West Bengal	48	45				<ul style="list-style-type: none"> • PTR above the desirable norm; this could become more serious if the PTRs of EGS/alternative schools are incorporated; PTR improvements since new teachers are appointed
	PTR: U.Pry	34	32				•
	Assam	17	19				•
	Bihar	70	67				•
	Chhattisgarh	27	21				•
	Haryana	28	28				•
	J&K	19	17				•
	Maharashtra	36	31				•
	Meghalaya	16	17				•
	Orissa	38	39				•
	Rajasthan	31	29				•
	Tamil Nadu	29	26				•
	West Bengal	65	62				•
	Dists with PTR>60						<ul style="list-style-type: none"> • 17% primary schools in the country have PTR>60; 6% of them have PTR>100
	Assam						<ul style="list-style-type: none"> • 27% of primary schools have PTR>60 & 5.5% have PTR>100

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
	Bihar	1	1				<ul style="list-style-type: none"> 69% of primary schools have PTR>60 & 16.4% have PTR>100; with the recruitment of teachers, the magnitude of this problem has probably declined.
	Chhattisgarh		23				<ul style="list-style-type: none"> In the state, only 9% of primary schools had PTR>60 & only 2% had PTR>100
	Haryana		0				<ul style="list-style-type: none"> In 9% primary schools PTR was above 60, but of this 5.5% had PTR>100
	J&K		0				<ul style="list-style-type: none"> Only around 2% schools had high PTR problem, with PTR>60
	Maharashtra						<ul style="list-style-type: none"> Around 7% primary schools still had PTR>60
	Meghalaya						<ul style="list-style-type: none"> Around 6% primary schools had PTR>60
	Orissa						<ul style="list-style-type: none"> 7.6% primary schools had PTR>60, and around 3.24%, PTR>100
	Rajasthan						<ul style="list-style-type: none"> Schools with PTR>60 declined from 20% (2005-06) to 6% (2006-07)
	Tamil Nadu						<ul style="list-style-type: none"> 3% of Schools in the state had PTR>60
	West Bengal		All districts				<ul style="list-style-type: none"> 26.5% of the schools in the state had PTR>60
							•
10b	Availability of TLM		•				<ul style="list-style-type: none"> Teachers provided TLM grants worth 500Rs 27289 schools are covered under CAL
11	Process Indicators on Quality						
11a	Teacher training		87%	41%			<ul style="list-style-type: none"> Overall targets was to train 3405615 in 2006-07 Targets for 2007-08 is 3573735 (achievement upto Sept 07 is 41%) Less than 40% in Assam, Bihar, J&K, Maharashtra, NE states, TN, West Bengal among the visited states
11b	Teacher support & academic supervision						•
11c	Classroom practices						•
11d	Pupil Assessment systems						<ul style="list-style-type: none"> CCE in many states Quality improvement programs in 23 states ABL & ALM in TN LATS, L to R in Orissa Read C. in Chattisgarh LAP, LGP in Rajasthan SSUU in West Bengal Bidya Jyoti in Assam
11 E	Attendance rates						
	Teachers – Primary			81.7%	Independent Study commissioned by MHRD		•
	Assam			78.2%			<ul style="list-style-type: none"> Assam uses data from Monthly Monitoring Progress Report (that incorporates QMT of NCERT) data for monitoring teacher and student attendance quarterly at state level
	Bihar			75.8%			•
	Chhattisgrah			75.2%			•
	Haryana			86.9%			•
	J&K			80.8%			•
	Orissa			87.3%			•
	Rajasthan			81.2%			•
	TN			86.6%			•

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
	West Bengal			96.3%			•
	Teachers – Upper Primary			80.8%			•
	Assam			52.4%			• Assam uses data from Monthly Monitoring Progress Report (that incorporates QMT of NCERT) data for monitoring teacher and student attendance quarterly at state level
	Bihar			74.9%			•
	Chhattisgarh			73.5%			•
	Haryana			91.9%			•
	J&K			83.1%			•
	Orissa			86.6%			•
	Rajasthan			79.8%			•
	TN			89.6%			•
	West Bengal			98.1%			•
	Students: Primary			68.5%			•
	Assam			81.4%			•
	Bihar			42%			•
	Chhattisgarh			67.7%			•
	Haryana			81.5%			•
	J&K			79.5%			•
	Orissa			66.8%			•
	Rajasthan			62.7%			•
	TN			88.35			•
	West Bengal			74.2%			•
	Students: Upper Primary						•
	Assam			84.5%			•
	Bihar			36.8%			•
	Chhattisgarh			75%			•
	Haryana			85%			•
	J&K			75.7%			•
	Orissa			69%			•
	Rajasthan			78.9%			•
	TN			87.8%			•
	West Bengal			70.2%			•
13	National Student Achievement level outcomes						•
	Grade V						•
	India: Mean achievement	51.89 (BAS)		53.65 (MAS)			• Mean difference is 1.76 (improvement)
	Assam	44.03		47.25			• Mean difference is an improvement by 3.22 points
	Chhattisgarh	43.73		45.31			• Mean difference is 1.58
	Haryana	55.66		51.12			• Mean difference is -4.54 – a decline in mean achievements
	J&K	41.01		47.77			• Mean difference 6.76

	Outcome indicators	2005-06	2006-07	2007-08	Source of data	Target	Analysis/Explanations/Remarks
	Orissa	52.57		53.63			<ul style="list-style-type: none"> • Mean difference is only 1.06
	Rajasthan	53.6		52.49			<ul style="list-style-type: none"> • Mean difference of -1.11 (decline in mean achievement levels)
	TN	65.16		56.55			<ul style="list-style-type: none"> • Mean difference of -8.61 (decline in mean achievement levels)
	West Bengal	63.14		63.4			<ul style="list-style-type: none"> • Mean difference of 0.26 improvement

Seventh Joint Review Mission of Sarva Shiksha Abhiyan to be held during 21st January, 2008 to 5th February, 2008-Action Taken Report on the recommendations of 6th RM and follow up action thereon.

NATIONAL LEVEL

Sl. No.	Recommendation	Action Taken/Comments
1.	The funding pattern for SSA has been changed in the first year of 11 th Five Year Plan from 75:25 to 50:50. The issue whether states will be able to provide their increased share from the last year has to be resolve by MHRD.	Funding pattern has been amended to increase the state share in tapering ratio. Starting from 65 : 35 in first 2 years it becomes 50 : 50 in the last year of the XIth Plan period.
2.	State should articulate a long term plan for improvement in quality of learning, including a training agenda for all the teachers focusing on improving classroom processes and children's learning.	Improvement in quality of learning in elementary Schools is a priority agenda under SSA. States have been asked to include a detailed plan for education quality improvement in their AWP&B for 2008-09, which should include, inter alia, outcome oriented teacher training & strengthening of institutions for decentralized academic support under SSA, viz, the Block Resource Centres and Cluster Resource Centres.
3.	All states set standards of knowledge and skill in subject matter that teachers are expected to acquire. States should also provide intensive in-service training to help teachers acquire skills and knowledge.	<p>1. Performance standards for teachers and teacher educators have been developed by MHRD in collaboration with UNICEF, NCERT, and other academic bodies through a series of regional consultations and field visits. 15 states have designed state specific performance standards that cover cognitive, organizational, infrastructural and social domains.</p> <p>2. Several states including MP, UP, Chhattisgarh, Orissa, J & K, etc. have designed teacher-training programmes on these performance standards and have oriented teachers for their effective operationalisation. In service teacher training, covering both subject content and pedagogy, is to be provided to 35.73 lakhs teachers in 2007-08</p>
4.	Create simplified and clearly measurable learning goals which the teacher can continuously assess and report to the parent in an understandable manner. A continuous evaluation including periodic assessment of the children based on these goals should be conducted.	NCERT is working to evolve simple, measurable learning goals across different subject areas in grade III that would be amenable to continuous assessment by the teachers. Most States have reported the use of continuous and comprehensive evaluation as part of learning assessment practices within classrooms. Each state/ UT develops report Cards reflecting the learning achievement of students in each class and these are shared with parents.
5.	Steps be taken to reduce unnecessary data collection and burdensome form-filling by determining the minimum amount of data required and its frequency.	The system of multi-layered data collection from States/UTs on Elementary Education has been replaced by DISE data collected annually in the prescribed Data Capture Formats (DCF). GoI has written to States/UTs emphasizing that efforts

Sl. No.	Recommendation	Action Taken/Comments
	DISE data is taken as the national annual official education statistics and a study be carried out on the correspondence between findings from DISE data and from the 5% cross-check of DISE.	should be made to ensure consistency checks and correction of errors at the district level, which should, inter-alia include the following:- (i) Validation of data with help of CRC, BRC coordinators for complete coverage of all recognized schools including private aided and unaided schools. (ii) Generation of consistency check for every cluster and blocks. (iii) 5% random sample checking in each district through independent mechanism.
6.	MHRD's study of teacher absence should seek to discover the factors behind teacher absence and suggest concrete steps that will be taken to reduce absence rates.	Factors responsible for low attendance rate of teachers emerging from Teachers Absence study in UP, MP, and AP, are: 1. <i>Inadequate physical facilities in school.</i> 2. Insufficient monitoring of teacher's attendance by School Management Committees, Village Education Committees, Parent Teacher Associations (in MP and UP). 3. Commuting time from home to school (AP & UP) 4. Higher qualification- among teachers with B.Ed. degree absence rate was higher (AP) 5. Lower attendance rate regular teachers compared to para-teachers Reasons of teacher absence given by VEC, CRC, BEO etc: 1. Health related problems, Sickness (AP, MP) 2. Family problems of teachers (UP)
7.	A study be conducted to assess the status of efforts to involve the mainstream education department structures in SSA planning and implementation processes.	During appraisal of Annual Work Plan & Budget, the factual position on this is ascertained. In majority of the States there is integration of mainstream Education Department and SSA. In the remaining States, efforts are on to integrate both.
8.	Increased participation of Muslims in mainstream education necessarily requires more inclusive and focused interventions.	Under SSA, education of muslim children is being ensured through focused provisioning in 88 districts with substantial muslim population. 18% (Rs. 3799 crores) of the total allocation under SSA for 2007-08 were approved for these muslim concentration districts. 8309 recognized madrasas are being supported under SSA. 4867 unrecognized makhtabs have also been taken up under EGS/AIE. Interventions for Muslim Girls (i) Free Textbooks to Girls: • Free textbooks are provided to all Muslim girls from classes I – VIII. • Urdu textbooks are provided for urdu medium schools & for urdu as a subject, as part of the free textbook assistance under SSA. (ii) Kasturba Gandhi Balika Vidhyalayas (KGBV)

Sl. No.	Recommendation	Action Taken/Comments
		<ul style="list-style-type: none"> • Out of the 2180 Kasturba Gandhi Balika Vidhyalayas i.e. residential schools for girls at upper primary level, where a minimum of 75% seats are for minority, SC, ST and OBC girls. • 270 KGBV schools have been sanctioned in blocks with substantial muslim population, upto 31.3.2007. • 23% of the girls enrolled are muslims in these 270 KGBVs situated in minority concentrated blocks. • Provision has been made to provide an option for a section to provide instructions in Urdu medium in KGBV in minority blocks. <p>(iii) School for Girls in Muslim Minority Concentrated Districts:</p> <ul style="list-style-type: none"> • States have been advised to open girls schools for muslim minority concentrated districts as per the need and State policy.
9.	<p>Internal audits need to be strengthened based on clues from statutory audit reports. Training to be provided at all levels specially to sub-district/VEC level. The states should also be encouraged to switch to web banking to make the funds flow more transparent and quick.</p>	<p>a) Internal Audit</p> <p>The status of internal audit in States/UTs is regularly obtained during the quarterly review meetings of State Finance Controllers. As reported by the States/UTs, internal audit is being conducted in 27 States/UTs of Andaman & Nicobar Island, Arunachal Pradesh, Andhra Pradesh, Assam, Bihar, Chandigarh, Chhattisgarh, Gujarat, Haryana, J&K, Himachal Pradesh, Jharkhand, Kerala, Karnataka, Madhya Pradesh, Maharashtra, Mizoram, Meghalaya, Orissa, Punjab, Rajasthan, Uttar Pradesh, Uttarakhand, Tripura, Sikkim, Tamil Nadu and West Bengal. The internal audit is being conducted in these States/UTs either by in-house Internal Audit Cell or Chartered Accountant Firms.</p> <p>While the information on the status of internal audit is awaited from 4 UTs of Dadar & Nagar Haveli, Daman & Diu, Lakshadweep and Puducherry, the same has not yet been started in 4 States/UTs of Delhi, Goa, Manipur and Nagaland.</p> <p>MHRD vide letter No. 15/5/2003-SSA (PR) dated 17th September 2007 (copy enclosed) has already issued instructions to all States/UTs to strengthen internal audit on the basis of observations raised by statutory auditors, Institute of Public Auditors of India (IPAI) and Joint Review Missions. This is followed by another letter from MHRD bearing No. FM/SSA/2006-07/48 dated 1-10-2007 (copy enclosed).</p> <p>(b) Training at sub-district / VEC level</p>

Sl. No.	Recommendation	Action Taken/Comments
		<p>The status of imparting training to accounts staff at all levels is being regularly monitored through the quarterly review meetings of the State Finance Controllers. As reported by the State Finance Controllers, training to Accounts and Internal Audit Staff is being imparted regularly in 26 States/UTs of Arunachal Pradesh, Andhra Pradesh, Assam, Bihar, Chandigarh, Chhattisgarh, Goa, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Kerala, Karnataka, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Mizoram, Orissa, Punjab, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand, and West Bengal.</p> <p>While the information on the status of imparting training to Accounts Staff is awaited from 4 UTs of Dadar & Nagar Haveli, Daman & Diu, Lakshadweep and Puducherry, training has not yet been imparted in 5 States/UTs of Andaman & Nicobar Islands, Delhi, J& K, Nagaland, and Sikkim.</p> <p>MHRD vide letter No. 15/5/2003-SSA (PR) dated 13th April 2007 has requested all States/UTs to impart minimum 5 days mandatory orientation training to accounts and audit staff every year. This is followed by another letter of MHRD bearing No. 15/5/2003-SSA (PR) dated 17th September 2007 under which all States/UTs have been impressed upon the need for imparting 5 days mandatory training in a year to the accounts and internal audit staff. It was also suggested that a Chartered Accountant may be hired for 5 days in a year to impart training to accounts staff to provide more focus on accounting aspects including maintenance of double entry system of cash book. The accounts staff so trained will subsequently impart training on accounting to staff maintaining accounts at sub-district level units.</p> <p>(c) Web-banking Government of India's share of funds under SSA/NPEGEL/KGBV is being remitted to State Implementing Society by electronic transfer through Government of India's accredited bank. However, in places where branches of the accredited bank are not available, remittance of funds is being made through other nationalized/scheduled bank by Real Time Gross Settlement (RTGS) system, if such facility exists so that the funds could be remitted without any delay.</p> <p>Similarly, States/UTs are releasing funds by electronic transfer, wherever, such facilities exist. Currently, 27 States/UTs are releasing funds by electronic</p>

Sl. No.	Recommendation	Action Taken/Comments
		<p>transfer upto district level. 5 States of Andhra Pradesh, Karnataka, Orissa, Tamil Nadu and Uttar Pradesh are releasing funds by electronic transfer upto sub-district level.</p> <p>In order to facilitate States/UTs to affect transfer of funds electronically at various levels, MHRD has issued Amendment No. 4 to Para 89.5 of the Manual on Financial Management and Procurement to follow electronic transfer method mandatorily for remittance of funds from State to district and district to sub-district level based on the availability of facilities.</p> <p>The progress of electronic transfer of funds will be monitored regularly in the quarterly review meeting of State Finance Controllers.</p>

