

**SARVA SHIKSHA ABHIYAN (SSA)**

**8<sup>th</sup> Joint Review Mission of Sarva Shiksha Abhiyan  
Government of India**

**(21<sup>st</sup> to 31<sup>st</sup> July, 2008)**

**Aide Memoire**

## **List of Abbreviations and Acronyms**

ABL	Activity Based Learning
ACR	Additional Classroom
ADEPTS	Advancement of Educational Performance through Teacher Support
AG	Auditor General
AIE	Alternative and Innovative Education
ALM	Active Learning Methodology
ASER	Annual Status of Education Report
AWP&B	Annual Work Plan and Budget
BaLA	Building as Learning Aid
BE	Budget Estimate
BRC	Block Resource Centre
BRTE	Block Resource Teacher Education
C&AG	Comptroller and Auditor General
CA	Chartered Accountant
CAL	Computer Aided Learning
CCE	Comprehensive and Continuous Evaluation
CLAP	Children Learning Acceleration Programme
CLIP	Children Language Improvement Programme
CRC	Cluster Resource Centre
CVC	Central Vigilance Commission
CWSN	Children with Special Needs
DFID	Department for International Development
DIET	District Institute of Education and Training
DISE	District Information System for Education
DP	Development Partner
DPEP	District Primary Education Programme
DSEL	Department of School Education & Literacy
EA	Environmental Assessment
EC	European Commission
Ed.CIL	Educational Consultants India Limited
EDI	Education Development Index
EDUSAT	Educational Satellite
EGS	Education Guarantee Scheme
EMIS	Educational Management and Information System
EVS	Environmental Science

FM&P	Financial Management and Procurement
GER	Gross Enrolment Ratio
GoI	Government of India
HSS	Household Surveys
HT	Head Teacher
HUDCO	Housing and Urban Development Corporation Limited
IDA	International Development Association
IGNOU	Indira Gandhi National Open University
ILIP	Integrated Learning Improvement Programme
IPAI	Institute of Public Auditors of India
IT	Information Technology
JRM	Joint Review Mission
KGBV	Kasturba Gandhi Balika Vidyalaya
LEP	Learning Enhancement Programme
MAS	Midterm Assessment Survey
MDG	Millennium Development Goal
MDM	Mid Day Meal
MHRD	Ministry of Human Resource Development
MI	Monitoring Institutions
MLE	Multi Lingual Education
MoU	Memorandum of Understanding
NCERT	National Council of Educational Research & Training
NCF	National Curriculum Framework
NE	North East
NER	Net Enrolment Ratio
NGO	Non- Governmental Organization
NIAR	National Institute of Administrative Research
NIC	National Informatics Centre
NPE	National Policy of Education
NPEGEL	National Program for Education of Girls' at Elementary Level
NUEPA	National University of Educational Planning & Administration
O&M	Operation & Maintenance
OBC	Other Backward Caste
OOSC	Out of School Children
PAB	Project Approval Board
PMIS	Project Management Information System

PRI	Panchayati Raj Institutions
PTA	Parent Teacher Association
PTR	Pupil Teacher Ratio
QMT	Quality Monitoring Tool
RBC	Residential Bridge Course
RE	Revised Estimate
REMS	Research, Evaluation, Monitoring and Supervision
RMG	Repair and Maintenance Grant
SC	Scheduled Caste
SCERT	State Council for Educational Research and Training
SDMC	School Development Management Committee
SES	Selected Educational Statistics
SFD	Special Focus Districts
SFG	Special Focus Groups
SIEMAT	State Institute for Educational Management and Training
SMC	School Management Committee
SPO	State Project Office
SSA	Sarva Shiksha Abhiyan
ST	Scheduled Tribe
TCF	Technical Cooperation Fund
TLE	Teacher Learning Equipment
TLM	Teaching Learning Material
TOR	Terms of Reference
TSG	Technical Support Group
UAM	Universal Active Mathematics
UC	Utilization Certificate
UEE	Universal Elementary Education
UNICEF	United Nations Children's Fund
UPS	Upper Primary School
UT	Union Territory
VEC	Village Education Committee

**SARVA SHIKSHA ABHIYAN**  
**Eighth Joint Review Mission, 21<sup>st</sup> to 31st July 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. The four SSA Goals are as follows:

- i. All children in school, EGS, AIE or back to school camps.
- ii. Bridging gender and social gaps.
- iii. All children retained in Elementary Education.
- iv. Education of satisfactory quality.

1.2 SSA is a national programme supported by domestic resources, supplemented partially by external funding from the World Bank's International Development Association (IDA), United Kingdom's Department for International Development (DFID) and the European 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 in January - February 2005. This Mission is the Eighth JRM of SSA and was held from 21<sup>st</sup> to 31<sup>st</sup> July 2008. The Terms of Reference (ToR) for the Mission and details of the Mission composition are attached at Appendix 1. This Review is based on a study of available documents and discussions with National and State level functionaries that have been held in Delhi during the course of the JRM.

1.4 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 and the State Governments in making available documents, providing insightful presentations and discussing issues in a transparent and candid manner.

***Mission Objectives***

1.5 The main objective of the JRM is to review progress in the implementation of the programme with respect to SSA Goals and agreed indicators, and to discuss follow-up action, including capacity issues. Progress towards the SSA Goals is reported and summarized in the Results Framework attached at Appendix 2. The Eighth JRM looked at the processes being adopted to achieve the development objectives of SSA, particularly in respect of equity and quality at both primary and upper primary stages, and to review State and district specific strategies being adopted that underpin the impact of the programme.

1.6 The 8<sup>th</sup> JRM for SSA included a desk review of key documents, internal Mission discussions, discussions with MHRD representatives, representatives of national institutions and representatives of States, presentations and report writing. The Mission comprised twelve members, with 6 members, including the Mission Leader, from the Government of India, and 6 members from the Development Partners (DP) – 3 members from the World Bank, 2 members from DFID and 1 member from the E.C.

## **2. Executive summary /Overview of progress**

2.1. The Mission has noticed appreciable progress in achieving the major goals of the Programme, particularly in universal enrolment and access. The challenge of quality has received encouraging attention from the stakeholders as is reflected in the large number of quality initiatives in many states. Considerable progress has been made in extending elementary education to children from all backgrounds, particularly from non-traditional backgrounds. The pupil per teacher ratio has fallen to 40 while the number of out of school children (OOSC) has fallen to 4.5 million in 2008 from 25 million in 2004. The Mission has observed that the survey of out of school children has progressed well in many states with the active involvement of the PR institutions and community at large. All these have given the Programme a new momentum in achieving the goal of universal enrolment, with increasing enthusiasm and demand for access to education.

2.2 The average annual dropout rate has declined from 10% in 2004-05 to 8.6% in 2006-07 though there is stagnation in a few districts. The transition rate from primary to upper primary has, however, only marginally risen from 83% to 83.7%. The pattern of the transition rate needs to be further studied.

2.3 There have been impressive initiatives by several State Governments to pay special attention to the study of mathematics and science. The participatory nature of these programmes has stimulated the teachers and students and has made the learning process more joyful. While States should be encouraged to take up such initiatives with a view to augmenting quality of education, the Mission would like to observe that organization of events like Maths Fairs and Science Exhibitions does not compromise on the time available for classroom transaction.

2.4 Quality improvement has continued to receive the attention of the States. The introduction of Activity Based Learning (ABL) and Active Learning Methodology (ALM) in all the upper primary schools in Tamil Nadu has been a successful intervention in transforming the classrooms. States should be encouraged to take up systemic approach to quality improvement programmes within the context of SSA.

2.5 The Mission is pleased to observe that States are now measuring and monitoring the learning levels of students. Learning assessments have great value to the teacher, parents and the administrators. Though learning improvements have been reported, learning levels at the upper primary remain relatively low. There is a need to consistently focus on the students' acquisition of basic cognitive skills and equity in learning achievement. The Mission feels that QMTs and ADEPTS should be able to capture these aspects.

2.6 The goal of SSA to bridge the gender and social gaps has elicited a variety of responses from the States. The task of addressing pockets of disadvantaged groups like tribal children, children with special needs (CWSN), children of migrant workers and such other socially and economically deprived groups has received a fair amount of attention in many States. The continued attention on such children has also created a number of alternative institutions where the children are retained for a while in bridge courses prior to being mainstreamed. While such measures have addressed the issue of inclusion to a good extent, the Mission would like to underscore the need for greater attention on mainstreaming.

2.7 The Mission appreciated the interventions made in the area of inclusive education in several States. The enrolment of children with special needs has reportedly registered a change of 10.9% and encouraging developments like distribution of Braille books, community sensitization and imparting vocational training have been reported. Capacity building and resource support are some of the key areas that should engage greater attention.

2.8 KGBVs and NPEGEL have emerged as major initiatives to address the education of girls from deprived sections. In the 2578 KGBVs sanctioned, 1.48 lakh girls have been enrolled out of whom 75% belong to SC, ST, OBC and Muslims. The Mission appreciated the timely and relevant revisions in the cost norms by the Ministry.

2.9 Even as the Mission experienced some difficulty in dealing with data from different sources it recognizes that multiplicity of data like DISE, household surveys etc., is inherent in the system due to their use for varied purposes. The rich data being generated and analysed at different levels may be triangulated to understand the overall trends of the programme.

2.10 The Mission was impressed by the reports provided by the Monitoring Institutions (MI) and their utility. The Mission would hope that States are encouraged to make these reports useful tools to understand their constraints and tackle operational and management issues.

### **3. Summary of main recommendations:**

3.1 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:

#### ***Goal 1***

3.2 Given the fact that more and more children are transiting from bridge course to regular schools, the Mission recommends that regular schools should be made ready to receive these children by sensitizing the teachers and monitoring the transition of children from bridge course and their retention.

## ***Goal 2***

3.3 Specific and focused strategies will be required in States with the larger gender gaps. Interventions under NPEGEL and KGBV may be linked more effectively to the goals of retention, completion and the personal development of girls.

## ***Goal 3***

3.4 The Mission recommends that issues of drop out and retention need to be addressed more strongly by (a) critically analysing the available data; (b) making full use of the findings of the planned study on drop outs; and (c) strengthening action at the local level, particularly by focusing on community participation initiatives towards the problem of drop outs and irregular student attendance.

## ***Goal 4***

3.5 The States may track and enhance attendance rate of their teachers through well defined strategies.

3.6 Quality improving interventions may be tracked with respect to agreed indicators.

3.7 Based on the findings of MHRD's study on the effectiveness of BRCs/CRCs, request every state to clearly delineate the respective but complementary roles of these institutions in effecting system- wide quality reform and the strategy for enabling them to play this critical role.

3.8 The Source Book on Learning Assessment needs to be rolled out to help the States to improve quality of classroom oriented learning assessments.

## ***Financial Management and Procurement***

3.9 GOI may give priority to (a) resolution to all outstanding audit observations brought out by CA's external audit and IPAI in their review reports for 2006-07 including reporting on compliance by auditors in the next audit reports, and (b) ensure internal control mechanism and strengthening internal audit.

3.10 GOI may ensure adherence of the provisions of the Manual on FM&P to monitor the receipt of UCs and maintenance of Asset Register at State/District/Block/Cluster/school level and annual physical verification of Assets.

## ***Programme Management***

3.11 The MHRD may continue to encourage and facilitate the development, implementation and tracking of holistic and comprehensive planning for quality. The REMS should continue to be utilised towards this end.

### 3.12 The Mission recommends that:

- the compliance with the 5 per cent validation check should be emphasized;
- continued emphasis be placed on maintaining accuracy in maintaining school lists and common school codes, maximising response and reporting non-response to guide users;
- the capacity of staff at national and state levels to analyze and apply statistical information on education be reviewed and, if necessary, augmented;
- sharing of good practices on using data, as well as collecting and analyzing should continue together with mechanisms, such as regional/thematic groups of states.;
- reducing the time lag between the States in receiving of the data while improving the coverage; and
- further triangulation in research should be done, building on earlier and on-going work, to inform current users and the future development of data sources;

## **4. Follow up of action taken on the recommendations of the Seventh JRM**

4.1 The detailed report of progress against the recommendations of the 7<sup>th</sup> JRM are given in Appendix 3. The Mission is satisfied that all of the previous JRM's recommendations have been acted upon but encourages GoI and the States to keep these important areas of the Programme under close review – several of the areas are the focus of the 8<sup>th</sup> JRM's recommendations, particularly, holistic and comprehensive approaches to quality, strategies for OOSC, a focus on dropouts and financial management and procurement.

## **5. Progress towards the Achievement of SSA Goals**

5.1 Progress in the implementation of the programme with respect to the four SSA Goals is assessed against a set of agreed indicators. The status of these indicators is reported in the attached Results Framework (Appendix 2). This section of the Report summarizes the JRM's discussion of the status of the Results Framework with GoI and the States and concerned institutions 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.

### **ACCESS AND EQUITY**

5.2 This section considers progress towards the first two goals of SSA namely bringing all children into school and removing hindrances that lead to gender and social gaps in the enjoyment of this entitlement. School enrolment and OOSC numbers are aspects of this same social phenomenon. Children out of school belong to a variety of social groups, girls, SC, ST, minorities, urban poor and migrant categories. Differentiated provision for these diversely disadvantaged sections and for CWSN is an important component of equity. In terms of access, universal coverage through formal schools is achieved to the extent of 98% of habitations at primary stage, while at upper primary stage, it is around 86% in 2006-07. Coverage is almost universal with EGS/AIE at primary level.

## **Goal 1 – All children in school**

### *Enrolment:*

5.3 Enrolment data still pertains to 2006-07, as 2007-08 data is yet to be fully available and analyzed. Enrolments had increased by 7 million at primary and by 3.2 million at upper primary levels in the last one year (see Table 1 below: DISE data for regular schools and PMIS data for EGS/AIE centres). Of concern would be the continued gap between GER and NER, which is particularly high at upper primary levels. Gross enrolments at upper primary are lagging in Bihar, Jharkhand, Orissa and Uttar Pradesh. Enrolment figures at upper primary could present a varied picture as the terminal grade of upper primary stage is Grade VIII in most of the states, while in 12 states, it is Grade VII.

**Table 1 : Access and Enrolments**

	2005-06	2006-07
Primary Enrolments	125 million	132 million
Upper Primary Enrolments	43.7 million	47.5 million
Elementary Enrolments	168.7 million	179.5 million
GER Primary	104	111
NER Primary	84.5	92.8
GER Upper Primary	59	64.7
NER Upper Primary	43	48.4
Out of School Children	7.6 million (Household Survey, March 2007)	4.5 million (Household Survey, March 2008)

5.4 **Enrolments at EGS/AIE centres:** EGS/AIE catered to around 3.6 million children enrolled in 2007-08. The Mission would like to commend the wide ranging strategies and concerted efforts of state governments to bring more and more OOSC into the schooling process. The Education Guarantee Scheme Centres and the Alternative and Innovative Education (AIE) Centres that include residential and non-residential bridge courses and back to school camps constitute the backbone of the strategy to enrol out of school children. The Mission notes the reduction in the number of EGS as per the policy, which is in the right direction.

5.5 From presentations and material shared, it is clear that the EGS/AIE centres are primarily catering to the most difficult target groups. The mission noted that the EGS/AIE centres are being planned by States and districts to address the schooling needs of the hardest to reach children in a flexible way. Children from Special Focus Groups (girls, SC, ST, minorities, urban deprived, etc) appear to be the primary target groups for the EGS/AIE centres.

Disaggregated data on drop outs from AIE schools were not available to the Mission. It would be useful to closely monitor the mainstreaming of children from AIE to regular schools and follow up of their retention and completion. These education facilities are often the first point of entry for the most disadvantaged children and thus face the greatest challenges in terms of retention, completion and learning achievement -

a strong strategy to assure the quality of education of these facilities is called for. These are transitional schemes, providing the bridge for new enrollees who are then mainstreamed and 100691 EGS centres have been upgraded into regular schools up to 2007-08 which may be continuously monitored.

**5.6 Enrolments of Children with Special Needs (CWSN):** In 2006-07, about 2.4 million children with special needs were identified, of which 2 million were enrolled in elementary classes across the country. The corresponding figures for 2007-08 are 2.62 million and 2.2 million.

**5.7** The JRM welcomes the varied inputs and the gains that have been achieved in Inclusive Education over the year. Provision of ramps and special toilets, supply of aids and appliances, teacher training and arrangement for home based education are being made to facilitate inclusive education. The guidelines issued by the MHRD regarding the specifications of the ramps need follow up by the States. Beyond the provision of infrastructure and enrolment support, issues of learning process and achievement require greater attention. The Activity Based Learning (ABL) methodology from Tamil Nadu is supportive of inclusion because of its individualised curriculum. The NCERT's sourcebook is also a valuable resource in this context.

#### *Out of School Children*

**5.8** There has been a significant reduction in the number of out of school children (OOSC) from 76 lakhs in 2006-07 to 45 lakhs in 2007-08, across all categories of children. Children not yet in school now represent about 2.2% of the 6-14 age cohort of children. The biggest reduction in out of school children has come from Bihar (11 lakhs) and West Bengal (9 lakhs). The mission would like to commend the work of certain states which resulted in the total number of districts with more than 50000 out of school children declining from 48 in 2005 to only 6 in 2008. Going forward, the Government of India has further intensified efforts to reach out to the remaining hardest to reach children by identifying 55 districts across the country with an out of school population of more than 20000 for targeted action. The bulk of these 55 districts are in UP, Bihar, West Bengal, Orissa and Andhra Pradesh.

**5.9** The proportion of OOSC declined from 3.2% to 1.74% in the 6-10 age group and from 4.9% to 3.1% in the 11-13 age group, between March 2007 and March 2008. Girls (49.9%), SC (22%), ST (20%) and Muslim children (21%) account for most of the OOSC. The share of OOSC within girls, SC, ST and Muslim children is 2.2%, 2.3%, 3.7% and 3.4% respectively in their 6-14 age group.

**5.10** The mission notes visible incremental progress in the quality of planning for the education of the children of urban poor. 35 Cities in the country with over a million population have prepared plans to cater to the educational needs of the urban children. The Mission observes that a survey of out of school children is planned in 2008. There is a need to re-visit the estimation of OOSC in urban areas, particularly the large cities, in order to have better estimates.

5.11 With a considerable reduction in OOSC population to 45 lakh, there is a distinct need to focus on ensuring a sustainable schooling process for all these children that entails a good transition from EGS/AIE into formal schools. Mainstreaming of children and their tracking would require additional efforts to ensure their continuation and achievement levels.

5.12 While appreciating the diverse affirmative actions taken by all states to address the challenges of the special focus groups that include favourable norms, additional support and innovative practices it is suggested that these are consolidated and efforts are strengthened for their retention in school. There is a need for close monitoring of the progress of the newly enrolled children in terms of attendance, retention and learning achievement.

5.13 Given the expected large intake of newly enrolled children during the current year (estimated at 25 lakh children in EGS centres and 35 lakh children in AIE centres), the mission recommends that states concretely plan and monitor the smooth transition of these children to the school system so that their retention and learning achievements can be ensured.

## ***Goal 2 – Bridging gender and social gaps***

### *Status of Girls' Participation*

5.14 It was encouraging to note that as per the DISE data, share of girls in primary enrolments increased from 47.8% in 2005-06 to 48% in 2006-07 and upper primary enrolments increased from 45.8% to 46.5% in 2006-07. Gender parity index improved from 0.92 in 2005-06 to 0.93 in primary grades and from 0.84 to 0.87 in upper primary grades in 2006-07.

5.15 The Mission noted that high gender gaps persist in some states, such as Rajasthan (23.6), Bihar (22.3), Jharkhand (11.8), MP (11.7) and Uttar Pradesh (9.4). The gaps are higher in the older age group. 65 districts have been identified for special attention in 2007-08, with Rajasthan accounting for 20 of these and Bihar 15. As per the provisional DISE data of 21 states for 2007-08, girls' enrollment has increased in most states at both primary and upper primary levels. Continued diligence is called for to sustain this trend.

### *Promoting a Supportive Environment*

5.17 **Female Teachers** - Female teachers in schools play a significant role in enhancing the participation of girls. Share of female teachers increased from 41.86% in 2006-07 to 44.80% in 2007-08. This commitment to ensure 50% female teachers is being tracked through the approval of the AWPB. The Mission suggests that it be given continued emphasis.

5.18 **Toilets for Girls** - Provisional DISE data for 2007-08 show an increase in toilets for girls with the exception of Arunachal Pradesh (where this has reduced marginally).

An exceptional increase is noted in toilets for girls in Rajasthan (41.3% in 2006-07 to 79.3% in 2007-08).

**5.19 Special Schemes for Promoting Girls' Education** - The NPEGEL and KGBV schemes continue to be central schemes for enhancing educational opportunities for girls in primary and upper primary levels. The guidelines and scope of these schemes have been enlarged and made more flexible to respond to the emerging needs. Both of the schemes have been evaluated and reports have been made available to the Mission.

#### *NPEGEL*

5.20 The NPEGEL reaches a total of 3280 Educationally Backward Blocks (EBB) of which 574 are in SC dominated areas, 562 in ST dominated areas and 231 in Muslim dominated areas. The NPEGEL evaluation commissioned by the GOI acknowledges the growth in additional classrooms and availability of instructors for vocational training, and provision of library books and incentives to girls such as uniforms and cycles. However, there is a need to improve the quality and relevance of skill development, to enhance the use of library books in classrooms and develop context specific planning within clusters. The scheme has moved towards a block and cluster approach from a model school approach, which is welcomed. The evaluation further underscores a need to build capacities with respect to developing an understanding of the concept of gender itself and also in developing strategies involving both boys and girls for developing 'gender sensitive schools'. It also recommends a review of the funds available for cluster level activities (Rs 60,000 per cluster) especially in case of large clusters of schools and suggests to make the scheme more open ended.

#### *KGBV*

5.21 To facilitate education of girls from deprived sections at the upper primary level, 2,578 KGBVs were sanctioned and 2016 have been operationalised so far. These reach out to 1.48 lakh girls of which 27% are SC, 32% ST, 26% OBC, 6% are Muslims and 9% BPL. KGBVs have been merged with SSA in XIth plan and 398 new KGBVs are sanctioned in 2008-09.

5.22 The Mission feels that the KGBVs play a crucial and relevant role for achieving the goals of SSA. The changes in the guidelines of KGBV are appreciated, as they now make all blocks with rural female literacy less than 30 % eligible for KGBVs, as also urban blocks with female literacy less than the national average. They provide for increased allocations for Civil Works, recurrent expenditures, teachers' salary (KGBV in Muslim dominated areas), include resources for capacity building of staff and include provision of 2 Urdu teachers.

5.23 The KGBV evaluation was conducted across 24 states in two phases. Six of the twelve states visited in the second phase were not adhering to schematic provisions that are meant for girls out of school; instead they were enrolling children already enrolled in formal schools or running KGBVs as NFE centres. Capacity building for these states is clearly required for effective implementation of the scheme. KGBVs are still in the process of relocating from rented premises to their own buildings. This process needs to

be expedited. Optimizing the use of the infrastructure and residential facilities in KGBV, now available in some of the remote pockets of the country, it is suggested that the schematic priorities are ensured by districts and monitored by the States.

5.24 The evaluation of KGBVs suggests that dropouts are not very high, however, to ensure regular and continuous attendance, States and districts may be encouraged to look into attendance and drop out data. The evaluation also points to the need to enrich the curriculum to include life skills and empowerment issues, which needs to be followed up.

### ***Bridging social gaps***

#### *Improving Participation of SC/ST Children*

5.25 SC children's share in elementary enrolments has improved from 18.6% to 19.9% during 2005-06 and 2006-07. Share of ST in elementary enrolments improved from 9% to 10.7% during the same period.

5.26 There are four States/UT, where there is a gap between the GER for SC and the general category and seven States where there is a gap between the GER for ST and the general category (GOI overview). Large numbers of SC OOSC in 12 districts and large numbers of ST OOSC in 15 districts have been identified and the Mission looks forward to these pockets moving forward with context specific strategies.

#### *Promoting a Supportive Environment*

5.27 The SSA provides untied funds for local innovations to increase participation of SC and ST children. The Mission also notes efforts made to reach underserved habitations in special focus districts, addressing gaps in provisioning (new schools, additional classrooms, additional teachers and opening of KGBVs) for SC/ST and Muslim children's education. In addition, specific modules for training of teachers in tribal areas and sensitization of teachers in other schools to address diversity in classroom have been included. The focus of the initiatives of the government has been on saturating SC/ST concentrated villages with the requisite number of schools/EGS/AIE Centres and on enhancing learning outcomes of SC/ST children, and the Mission welcomes these efforts. The Mission suggests that schools need to continue and deepen inclusive approaches to address diversity in the classroom that are supportive of the retention and learning achievement of the disadvantaged communities. Given that SC populations are dispersed across several geographic locations, broader strategies and continued attention for mainstreaming OOSC and their effective participation in schools would remain valid.

5.28 The Mission notes the positive development of 11 States taking up strategies for Multi Lingual Education in tribal pockets to facilitate a smooth transition from home language to school language. Special mention is made of Srujan in Orissa which is a cluster approach to strengthen mainstream education that extends beyond schools in tribal pockets to also schools where mixed populations may reside. It uses local knowledge in curricula, community reading resource centres, active community school linkage and cluster resource centres on tribal education and there could be an active exchange of best practices such as these with other States.

5.29 Efforts for making regular schools more inclusive by capacity building of teachers for sensitization towards SC/ST children and adequate monitoring in this regard; this area is key to the retention and performance of children in school and needs to be ensured

### ***Minorities***

#### *Increased Participation of Muslims*

5.30 DISE began to include data with respect to Muslim children for the first time in 2006-07. The percentage of Muslim enrolment at primary level is reported to be 9.39 and 7.52 at upper primary level. There are 88 districts in the country which have more than 20 percent Muslim population. Most of these are in the states of Assam, Bihar, Jammu & Kashmir, Karnataka, Uttar Pradesh, Kerala and West Bengal.

5.31 However since it was the first year of data collection, Mission hopes to receive a stronger data base next year. Muslim minorities accounted for 9.4% of the enrolments at primary level in 2006-07, and 7.5% in upper primary. Further information may be required to see whether all Muslim children are accounted for in schools (as in some states, Muslims are categorized under OBCs).

#### *Targeted Efforts and Issues*

5.32 The mission appreciates the efforts being made to support the educational progress of Muslim children. Attempts are being made to strengthen the capacities of *Madarsa/ Maktabs*, through teacher training and TLM. Many states are also providing free text book (Urdu) to Muslims children. Recognizing the Muslims are not a homogenous group, special efforts to identify and reach the most marginalized among the Muslims through innovations like 'Hunur' in Bihar are being made. 427 KGBVs have been opened in Muslim dominated areas and further Urdu sections are introduced in KGBVs on demand. Similarly Gujarat is making efforts to reach Muslim girls through NPEGEL. Convergence efforts, the involvement of the NGOs for bridge course material and the use of Madarsa Mobilizers by Andhra Pradesh was noted.

5.33 While the coverage is enhanced, participation of Muslim girls needs to be looked into. Specific interventions may be needed for sustaining their participation across levels and ongoing efforts in this direction need to be strengthened. Developing closer engagement with the community and involving them in the drive to enrol and retain children and close monitoring of the progress would contribute to increasing attendance, retention and learning achievements. Analysis of participation of Muslim girls in education may be shared with the next JRM.

### ***Goal 3 – All children retained in elementary education***

5.34 Data on children enrolled in Grade 1 continuing in the system till the last grade of the primary cycle shows that the retention rates at primary has remained around 70%. In the case of elementary stage retention, time series data for the full cohort of 7/8 years are

not available and hence retention estimates are not accurate. However, using available data from about 200 districts (one-third of the total number of districts), retention rates at elementary had improved from 32% to 36% during 2005-06 to 2006-07 in States with Grades I-VIII cycles, and from 46% to 52% in the same period for States with Grades I-VII cycles.

5.35 Retention rates of 70% at primary also indicates cohort drop out rates of around 30%. Annual average drop out rates (using reconstructed cohort method) estimated using DISE data show that drop out rates are now around 8.6% and this had declined from 9%. An analysis of grade to grade transition from grade 1 to grade 8 using time series data from DISE for 432 districts show that markedly high drop outs happen from grade 1 to grade 2. The other point where high drop outs occur appears to be from grade 5 to grade 6. Primary to upper primary transition rate was 83.72% in 2006-07 which is a slight improvement from 83% in 2005-06. As per the Household Survey data available for 2008, 47.5% of all 4.5 million OOSC are estimated to be drop outs. Anecdotal evidence also suggests that regularity of student attendance is a big issue. Data pertaining to student attendance suggested by the research studies show that about 30% students are frequently absent from school.

5.36 Using the annual average drop out 8.6%, it would appear that 125 million who were enrolled in schools in 2005-06, a large number of children would have left the system. However, whether these children have actually dropped out of school or moved to another school is a matter that needs further exploration.

5.37 Although there are some limitations regarding coverage and estimation, data points to the fact that retention and drop outs are a fairly significant problem thereby affecting the internal efficiency of the system. Estimating retention and drop outs accurately in the context of education sector outcomes in India is acknowledged to be fairly complex. It encompasses a range of factors and estimation procedures. A sharper focus on data and the causal factors of drop out, low retention and irregular student attendance are critical to ensure that the large gains in student enrolments are consolidated to improve the effectiveness of a number of SSA interventions, particularly quality of instruction and student learning. The planned study on drop outs in 2008 is a very welcome step to understand these issues better and the Mission underscores the importance of the quality and speediness of this study.

#### ***Goal 4 – Education of satisfactory quality***

5.38 The Mission notes with satisfaction the definite move under SSA towards a more holistic approach to quality improvement, with a focus on outcomes. What is particularly gratifying is the shift in emphasis and enthusiasm demonstrated by the states towards quality enhancement in schools, which goes beyond access-related interventions. The new state-specific initiatives under the Learning Enhancement Program, particularly the comprehensive approach focused on classroom transformation in Tamil Nadu and to some extent in West Bengal and AP, are a case in point.

5.39 The Mission reviewed quality interventions in terms of ensuring enabling conditions, evidence of changes in classroom quality and learning levels, and efforts undertaken to strengthen academic support to the schools.

## **Ensuring Enabling Learning Conditions**

### ***Teachers***

#### *Teacher attendance*

5.40 Teacher availability, competence and motivation are key to any quality reform in the classrooms. A recent MHRD survey (2006) showed a national teacher attendance rate of 80% (an improvement over a previous study's estimate of 75%), with much inter-state variation around this mean. The Time-on-Task studies presented to the Mission provided a further elaboration indicating that about 50% of total teacher *absence* days are due to personal leave and less than 5% of total annual school teaching days are due to non-educational duties. It is heartening that the PAB approvals have emphasized that states should conduct their own studies on teacher and student attendance and indicate measures taken for teacher accountability. In light of this, it is commendable that the MHRD's target is to increase teacher attendance to 90% by the year 2009-10. If school teachers are absent, it affects millions of children quite directly so it is essential that any hurdles are not permitted to allow the problem to persist.

#### *Teacher Training*

5.41 It is commendable that consistent with a shift towards a more holistic approach, many states have reportedly begun to engage in needs-based training (Assam, Maharashtra, HP), content enrichment (AP, TN, HP) and pedagogy improvement (TN, Haryana, AP, WB). The ADEPTS initiative is also promising in this context wherein 14 states have adopted performance indicators for teachers and trainers and drawn up plans for piloting these in a phased manner. The *Mission suggests that these performance indicators, which relate to teacher competence and behaviour, become an integral part of every teacher training program and not be treated separately as an 'add on'*. IGNOU's distance education program is being used to provide training to untrained teachers and educational satellite (EDUSAT) is reported to be used in some states for in-service training, such as Punjab, Haryana, MP and TN. While the Mission understands that distance education training has become necessary to train the large numbers of untrained teachers, plans to also provide intensive on-site support to reinforce and ensure necessary skills and competence in teachers should continue to be pursued. There should be continued efforts on needs-based training and a mechanism to determine those needs.

#### *Teacher appointments and recruitments*

5.42 To address the issue of adverse teacher-pupil ratios, the SSA has supported recruitment of a large number of teachers. Figures shared with the Mission show that 9.1 lakh teachers have been recruited up to 2007-08, as against a target of 11.2 lakh. This has improved the pupil-teacher ratio (PTR) which is currently 36:1 at the primary level and 32:1 at the upper primary level. However, the Mission notes with concern that there are

still 49 districts with PTR greater than 60:1. States with an elementary level PTR of greater than 40:1 are Bihar (64), UP (53), Jharkhand (49) and West Bengal (45). Bihar has still to recruit 62,912 teachers under SSA. Corresponding figures for West Bengal, Rajasthan, UP and Orissa are: 38,719, 35627, 15865 and 15404 respectively. *This represents a considerable shortfall of teachers and these states need to be urged to accelerate their recruitments and ensure adequate training provisions to ascertain the impact of their quality improvement initiatives.*

### *Teacher accountability*

5.43 The issue of teacher accountability was noted in both the 6<sup>th</sup> and 7<sup>th</sup> JRMs. It is a key issue since it underpins behaviour in terms of teacher attendance and teachers' time-on-task. The Project Approval Board (PAB) of SSA makes it conditional with the states that teacher accountability systems should be examined and re-designed to relate teacher advancement with teacher performance. In addition, PAB also stipulates that greater community involvement in school management particularly with respect to children's learning levels can help increase teachers' accountability. These are steps in the right direction. Teacher recruitment is also becoming increasingly decentralised within some states, e.g. Karnataka and Bihar which have already created block and *panchayat* teacher cadres respectively, and this is expected to contribute further to increased teacher accountability.

## **Classroom quality and Student attendance**

### *Priority to learning in the early grades*

5.44 There is clear evidence of central and state-level policy action on the development of basic achievement skills. Firstly, several states have undertaken basic learning interventions linked to specific programmes, e.g. Aadhar in Himachal, Buniyad in Jharkhand, Nai Disha in UP, Neev in Uttarakhand, ILIP in West Bengal, Universal Active Mathematics (UAM) in Goa, etc. Secondly, the Learning Enhancement Programme (LEP) has been allocated 2% of total district SSA outlay for activities to enhance learning levels in language, maths and science (e.g. establishing baseline learning levels; development of graded reading materials; training of teachers on LEP strategies; provision of a math laboratory in each school; remedial after-school teaching in std 1-2; and quarterly tracking of learning levels in std 1-2 in maths and reading). Lastly, wider approaches such as on-site teacher training, teacher support/supervision through BRC/CRCs, quality monitoring tools, measurement of teachers' attendance and time on task etc. are also in place that aim ultimately to improve the achievement levels of students. While the LEP initiatives are commendable, their impact is as yet unknown. The Mission notes that independent evaluations of these are planned. Secondly, while the focus on basic 3Rs skills is welcome given the low levels of learning, states should increasingly move towards a more holistic and constructivist pedagogy advocated by the NCERT in its NCF and the recently introduced Reading Program.

### *Upper primary grades*

5.45 While addressing access-related issues, targeted interventions have also been initiated for the enhancement of maths and science learning at the upper primary stage in 18 states. School grants are being provided at the rate of Rs. 7000 per annum for upper primary schools and provision is there for teacher training. The amount allocated for free text books at the upper primary level has been raised to Rs. 250 per child. Computer Aided Learning is receiving attention, with each district allocated a sum of up to Rs. 50 lakhs for CAL. 266.9 crore Rupees have been sanctioned in 2008-09. The special emphasis on science and maths is seen in the fact that part of the 2% LEP allocation is for the provision of subject-specific maths and science teaching at the upper primary stage. 20254 science and 20254 maths teachers have been sanctioned for the upper primary stage. Provision for furniture has been provided to districts with no infrastructure gap at the rate of Rs. 500 per child and provision of furniture for 9.74 lakh children has been made in the 2008-09. *While these initiatives are commendable in that they indicate a move towards quality improvement, the Mission recommends that at the upper primary stage too the approach towards quality improvement be more holistic and comprehensive to ensure better outcomes.*

### *Instructional time and quality*

5.46 The Mission is heartened to note that now across all states all students are getting free text-books, rather than only the focus groups. Where the states have not provided for the general category the SSA has filled the gap. The timeliness of text book distribution has also shown improvement. The focus on quality is also reflected in the enhancement of the school grant to Rs. 5000 per annum per primary school and Rs. 7000 per upper primary school. Primers have been developed in tribal languages in some states. Several states are revising curricula and textbooks in light of the NCF and this provides an opportunity to assess the suitability of the learning expectations in textbooks in relation to children's achievement levels.

5.47 The mission would like to compliment MHRD for completing a study on teachers' and students' Time-on-Task, instructional quality and level of students participation in five states (Assam, Haryana, Karnataka, Maharashtra and Orissa). This is complemented by a World Bank study in three other states (AP, MP and UP). The World Bank study confirms a significant association between quantity and quality of instructional time (in terms of child-centred pedagogy). This is an important finding, indicating the need to focus pedagogical reforms and training on classroom processes and quality. Both studies indicate a fairly satisfactory adherence in terms of number of days schools were open in a year with regard to the mandated days. However, in terms of teacher's presence, on average, 37 days were found to be lost, which was primarily due to personal leave and engagement in other departmental activities, including 23% on training. This may require the attention of the states. The Mission was heartened to observe that 78% of the time when teacher was in school, he/she was involved in academic activities. Of this time, it is heartening to observe that 70-80% of the teachers' time was devoted to classroom teaching. A specific concern that emerged in the World Bank study, which also looked at the multi-grade situation, was that in a combined-grade situation, the teacher attended to specific grades with the result that almost 65% of the

student time of the other grades was “off-task”. The Mission would like to emphasize the need for focused attention on pedagogy for multi-grade situations which could maximize opportunity time for learning for students. The ABL in TN is emerging as good practice in this context.

5.48 In terms of pedagogical practice, more than 50% of total instructional time was spent on traditional teaching practices such as listening, reading aloud etc and this trend increased further from grade 2 to grade 6. Only 24% of the classroom time was spent on child-centred practices such as active learning, discussion, projects/creative activities etc. In terms of Teaching Learning Materials, only 10-12% of the teachers were observed using materials other than text books across 8 states. Given that the teachers are provided in-service training in addition to TLM grants, it is disconcerting that the classroom practices across most states still remain traditional and teacher centred. These findings re-iterate the Mission’s observations that any pedagogical reform process must be supported by relevant changes in teaching materials, evaluation procedures, teaching training, instructional time and other enabling conditions such as time scheduling and on-site support. These elements of the system need to converge on a unified understanding of the desired teaching and learning processes in the classroom.

5.49 Teacher training in child-centred approaches can only be successful if the classroom learning environment that teachers return to is supporting this aim. This is only happening in areas where there is a *comprehensive* and holistic approach which is delivering classroom learning environments conducive to child-centred learning, material support that is appropriate for this methodology and onsite support and training follow-up. The case in point is Activity Based Learning (ABL) in Tamil Nadu which has evidently been able to successfully upscale the pedagogical programme without diluting its quality.

### *Classroom Assessment*

5.50 States are continuing to implement classroom-oriented assessment systems that focus on continuous and comprehensive evaluation (CCE) of individual student achievement. Currently more than 20 states/UTs report CCE in their schools. While in most states this is in the form of periodic examinations, in some, CCE is being piloted or scaled up in the form of monthly assessment combined with mid-term and end-of-term assessment and reporting of progress to parents.

5.51 While definite progress has been made, states need to better align these assessments with the paradigm shift that is occurring in teaching practices. For example, the constructivist, student-centred pedagogies that are the advocated stance of the NCF (2005) may not be optimally served by assessments that use percentage-based reporting formats. Such formats may not make explicit the underlying knowledge/skill profile of individual students, or what students at different achievement levels know and are able to do. The NCERT Source Book on Learning Assessment should help states to address this and related issues. This resource, which has been field trialled in 10 states, provides for more contextual and information-rich assessments that use constructivist and child-centered techniques. The Source Book is being printed and will soon be distributed to all states.

### *Student attendance*

5.52 The latest data on student attendance available at a national level to the Mission is the MHRD's survey (2006) which was also shared with the 6<sup>th</sup> JRM. The Aide Memoire of that Mission noted that the results of that survey were a matter of great concern. Attendance rates in the most populous states, Bihar and UP, were particularly low at about 42% and 57% respectively. In many states the attendance figures were close to 90% or higher. Out of the 17 states reported, two had attendance higher than 90%, five were between 80-90%, six between 70-80%, two between 60-70% and two between 40-60%. By and large, attendance in upper primary schools is not too different from attendance in primary schools, especially in states where attendance is near or above 90%. In Rajasthan, the upper primary attendance was 16 percentage points higher at 78.9% and, in complete contrast, in Punjab, the upper primary attendance was lower than in primary by 13% points at 74.7%. The 3-state Time-on-task study of 2007 which was presented to the Mission showed a 64% average student attendance rate in UP, MP and AP. Interestingly, there was variation between pre-MDM and post MDM attendance with the former average being 64 percent and the latter 59 percent! This was based on 4 consecutive days of visits to the same school.

5.53 The Mission notes with satisfaction that the SSA is giving due attention to monitoring of this indicator also and that the common Results Framework specifies that an independent sample-based study on student attendance will be repeated in 2009-10. One of the concerns has been the difference between reported and observed attendance in classrooms and dual enrolment. The Mission would reiterate the need to look more closely at this aspect of school attendance.

### *Strengthening Academic Support through Capacity building*

5.54 **Sub district Academic Support :** The 7<sup>th</sup> JRM, while emphasizing the crucial role of the BRCs and CRCs in quality improvement as a 'key quality link to schools', had recorded its concern that substantial vacancies and load of administrative work prevents this tier from playing its expected role of on-site academic support to schools. This mission was heartened to note progress in this area with 100 percent BRCs and 97 percent CRCs reported to be in position across the states.

5.55 In terms of their academic role, as well, there is an improvement with different states reporting greater and varied involvement and participation of these institutions in the academic aspects. For example, HP, Uttarakhand, Gujarat report the involvement of BRCs and CRCs in planning, monitoring and material development. In Uttarakhand the role is more structured and involves close supervision of the schools, grading of schools and maintaining a feedback loop to inform all quality improvement initiatives. In Gujarat their role is relatively more varied ranging from data collection and submission for monitoring purposes and DISE to quarterly and monthly academic planning, on site visits, organizing enrolment drives, conducting VEC meetings etc. In Assam, AP and Orissa these institutions provide academic support through conducting monthly meetings and teacher training and in HP, Uttarakhand and Maharashtra they manage the Learning Improvement Program. In Karnataka, the BRCs and CRCs provide training to teachers in

cascade mode led by DIETs. In Assam, Gujarat and MP they track performance of teachers and trainers against benchmarks and across several states they are involved in quality monitoring through state's own or NCERT'S Quality monitoring tool.

5.56 Tamil Nadu has adopted a more distinct approach by recruiting BRTEs from the open market on the basis of merit and training them intensively in the new pedagogy, with the understanding of the key role of this level/cadre in managing large scale systemic change. Each BRTE has 1:8 -10 schools, a ratio which provides for close mentorship and supervision of schools. The BRTEs also ensure that all infrastructure and material requirements are available in the schools so that these should not constrain the classroom practice. In addition, the regular administrative officers who also visit schools are oriented in the new pedagogy, thus demonstrating a comprehensive systemic approach.

5.57 An MHRD sponsored study on the effectiveness of these institutions is under way and once finalized it is expected to give more concrete evidence and documentation of their roles and their impact. However, the Monitoring institutions' reports shared with the mission consistently (except for Tamil Nadu) raise the issue of inadequate capacity and the need for clearer delineation and strengthening of the role of this cadre. In Bihar these are being considered as Block Information Centres for streamlining DISE data collection, which may further limit their academic role. Most reports mention irregularity of visits and lack of relevant skills as specific concerns. The SSA program moves forward on its quality agenda with many versions of the Learning Improvement Programs in different states which have shown good results and have been scaled up. In this process of scaling up, the Tamil Nadu experience shows the crucial importance of the BRC/CRC level institutions for hand holding, facilitating, mentoring and monitoring the program in a decentralized mode. These thus become a crucial link in the process of large-scale systemic change management. To play this role effectively would possibly require more 'out of the box' solutions by the states (as in the case of TN) so as to ensure adequate capacity, motivation and accountability at this level so that they work towards ensuring equitable quality across the system.

5.58 The states may be advised to integrate various institutions created as part of SSA with the education system.

#### *National/State and District level Academic and Management support*

5.59 The NCERT at the national level is playing a more active role now in the program in supporting and guiding the states through the Reading Improvement Program and the Quality Monitoring tool in addition to the National Assessment. QMTs and ADEPTS are gradually being applied in a more systematic fashion. With regard to QMT, although more states are now implementing it, it is not clear to what extent this has had an impact at the decentralised levels in terms of the monitoring process. The Mission recommends that for the next mission the report on QMT reflect the influence on the system at different levels of program implementation. The NCERT has also documented some good practices among the quality initiatives. NUEPA also continues to play an active role in institutionalizing DISE, and appraisal of plans and capacity building of states/districts in planning and management.

### *Student Learning*

5.60 While progress has been achieved, the quality challenge remains. If school quality is low, it has a direct impact not only on learning levels but also on access-related indicators such as attendance, retention and transition. Thus, it is pleasing that many states are now focusing on quality, initiating quality-related interventions and measuring and monitoring the learning levels of their students.

5.61 Although starting from a low base, overall learning levels have shown improvement in the recent past. NCERT's baseline and mid-term tests show that the overall mean percentage mark in Std. 3 increased from 58.25 to 60 in mathematics and from 63.12 to 67 in language. In Std 5, percentages increased from 46.5 to 48.5 in mathematics and from 58.9 to 60.3 in language. At Std 7, percentages increased from 30.50 to 38.76 in mathematics, but declined from 54.24 to 51.95 in language. At Std 8, percentage increases were 39.17 to 41.50 in mathematics and 53.86 to 56.13 in language. Similar increases were seen in science and social science (Stds 7 and 8) and in EVS (Std 5). It is important to point out that there is much inter and intra-state variation in learning achievement.

5.62 Despite these efforts and improvements, there are concerns that need further attention. Foremost among these is that learning levels remain low. This is particularly evident in the results of the tests carried out by some state governments, but can also be seen at the national level. Learning levels at the upper-primary stage also remain low, despite improvements between 2002 and 2006. For instance, mean mathematics achievement in the NCERT mid-term Std. 7 assessment (2006) was only 38.8%. Secondly, there is much variability in learning levels. For instance, according to the 2006 NCERT survey, mean achievement in mathematics in Std. 5 was 48.46%, with a standard deviation of 20.06. Assuming scores are normally distributed, this implies that approximately one-sixth of all Std. 5 students tested got mathematics marks below 28%. The data that were available to the Mission reveal some statistically significant differences in the performance of urban versus rural students, as well as in the performance of students from ST versus other categories. Achieving equity in learning achievement levels will require that these lower achievers and their progress receive more attention.

### *Large-Scale Assessment*

5.63 In addition to the national testing conducted by NCERT, more and more states are monitoring the overall achievement levels of their students. The result is that there are multiple sources of evidence on aggregate achievement levels at the primary level in various subjects (primarily literacy and numeracy) and at various grade levels. This welcome growth in large-scale assessment activity is an outcome of the increased attention being paid to quality under SSA.

5.64 The Mission feels that the GOI and the states now need to focus on enhancing the quality of these various assessment exercises. It is important to look into the instrument design, quality of implementation, adequacy of analysis and use of the results. The

meaningfulness of present test scores can be further improved by reporting of standard errors and providing evidence of equating or linking across tests; such information allows one to determine the statistical significance of score differences and the comparability of scores across test administrations. It also is important to move towards a situation where all student groups can participate meaningfully in these assessment exercises.

*TC Fund*

5.65 The TC Fund under SSA will support and facilitate the strengthening of capacities at the national level (and through this at the state levels) in the areas of (i) learning assessment systems and (ii) evaluation of quality initiatives. The mandate for the Fund has been established and the Technical Services Agency (TSA) has been selected by the Joint Evaluation Panel. The Cambridge Education Consortium has been selected as the TSA and has begun preparatory activities following the agreement of a contract with DFID.

5.66 The next steps for the TCF are set out in the table below and will include the finalization and approval of an Inception Report and the release of funds for TSA activities. The latter will include capacity building for NCERT faculty in the areas of assessment and evaluation of quality-improving interventions as described in the table. The Mission is hopeful that TC Fund will support capacity-building in NCERT and through NCERT as many state level stake holders as possible.

**Next steps**

<b>DFID</b>	<b>TSA</b>	<b>NCERT</b>
Inception Report (in one month) (Release of funds for TSA, Inception Activities) 15 <sup>th</sup> August to 15 September	To get established in NCERT premises (At the earliest)	Steering Committee to approve the activities in both areas to be accomplished in both the concerned areas  (September end 2008)
Discussion on Inception Report in Steering Committee and with MHRD. (September 2008) The proposal okayed by Steering Committee to be conducted by October 15	Activity for the 1 <sup>st</sup> phase to begin Area I Area II • Exploration • Coordination • Facilitation (September 2008 until Oct 15)	Approved Proposal for PAB for the year 2008- 09 along with a perspective for three years.
Release of funds Overall coordination and Support to TSA	Activities to take place as per plan approved by PAB  (October – March 2009) Expected	a. Calendar of activities for participation of faculty in

	<p>Outcomes</p> <p>November to March</p> <ol style="list-style-type: none"> <li>1. 2 batches of 3 faculty each in two areas to receive 6 to 8 weeks training abroad in IRT and evaluation of quality Programmes.</li> <li>2. One international orientation workshop in February / March 2009 covering both areas of concern.</li> <li>3. Identification of studies to be conducted by DEE with assistance through TCF.</li> <li>4. Development of tools based on IRT and development of survey designs.</li> </ol>	<p>programme abroad</p> <p>b. Calendar of activities for External Experts visits to India and Organization of Conference / Workshop, etc.(October – March 2008-09)</p>
--	--	--

## 6. Financial Management and Procurement

6.1 The recent trends on Financial Management and Procurement on SSA include: (a) enhanced focus on capacity building reaching out to the lowest levels i.e. VECs; (b) generally continuing adequacy of funding both in terms of amounts and timeliness; (c) enhanced coverage of Audits covering VECs spending more than Rs. 1 lakh in a financial year; (d) regular monitoring through meetings of the Finance Controllers of States held by the MHRD; and (e) strengthening review of procurement aspects through issue of procurement audit checklists for statutory auditors and internal auditors. Status on key aspects of Funds Flow, Accounting & Internal Controls, Staffing and capacity building, Audit & Monitoring and Procurement are given in the subsequent sections.

### *Funds Flow*

6.2 Funding norms under SSA have been changed during the XIth plan. The total outlay of Rs. 71,000 crore for the XIth Plan has been provided as GOI share, out of which GOI provided Rs. 10671Cr (RE) in 2007-08 and Rs. 13171Cr (BE) in 2008-09. Sharing pattern of GoI: States will be for 2007 – 09 (65:35), 2009 – 10 (60:40), 2010 – 11 (55:45) and 2011 – 12 (50:50). For 8 NE States the share is 90:10 during the entire XIth Plan period.

6.3 Position regarding release of funds & expenditure against the AWP & B for the year 2007-08 were as follows. ( Details in appendix 5 )

(Rs. In lakh )

	AWP&B 2007-2008	Opening Balance	Releases by GOI (Including external)	Releases by States	Reported Expendit ure	Total funds available	% of exp w.r.to funds available	% of exp w.r.to AWP&B
States/UT	2135956.34	241342.19	1137267.76	573718.29	1575058.66	1952328.24	80.68	73.74
National component	2360.55	210.94	734.41	0	1071.01	945.35	113.29	45.37
Total	2138316.89	241553.13	1138002.17	573718.29	1576129.67	1953273.59	80.69	73.71

6.4 The performance of the number of States according to different categorization, during 2007-08 is given below

Category	Percentage of expenditure with reference to funds available ( No of states )	Percentage of expenditure with reference to AWP & B ( No of states )
80 to 99.62 %	15	13
60 to 80 %	16	13
Below 60 %	4	9

6.5 Expenditure on SSA is increasing from year to year, although the rate of increase has slowed down (refer Appendix 4 ) The general composition of expenditure is changing with the expenditure on civil works decreasing, with an increase in other quality related expenditures.

6.6 **Web-based monitoring** of funds at State and District level have been introduced in Andhra Pradesh, Delhi, Karnataka, Tamil Nadu and Puducherry. It is now further extended to 8 more States. Under this system, the Canara Bank who has developed the software provides access to watch the cash balances available in the Bank accounts at State and District level to SSA management. A Web-portal in all States/UTs is being launched by Government of India through National Informatics Centre (NIC) to cater to the need of collecting information on progress of the programme: both physical and financial on quarterly basis. This is proposed to be launched by the end of July 2008.

#### ***Disclosure of Financial Information***

6.7 While the Mission appreciates the instructions issued by the MHRD to ensure greater disclosure of the financial information, the States/ UTs need to take pro-active action to ensure disclosure of the financial information. The States may be required to publish the prescribed information in the website as early as possible.

#### ***Amendments to the Manual***

6.8 The recent amendments to the Manual on Financial Management and Procurement facilitate flexibility and responsible decision making. These include accounting of interest accrued, payment of deputation allowance, ad-hoc release of grant in April, pending approval of annual plan, electronic transfer of funds, audit coverage of

VECs by local body auditors, audit of VECs receiving more than Rs. 1 lakh per year within a cycle of 3 years, selection of C&AG/State AG's empanelled list of CA firms for external audit, supervision and monitoring by Panchayati Raj Institutions, etc. Financial norms have also been amended for opening of Urban Resource Centres, major repairs, furniture to UPS, construction of Hostels, learning enhancement programme, education for migrating children, NPEGEL etc.

### ***Staffing and capacity building***

6.9 The vacancies at the SPO level and district level need to be filled up. Audit/ IPAI reports bring out competency gaps even amongst currently available accounting staff, particularly those districts that are unfamiliar with double entry accounting, resolution of audit observations, need for bank reconciliation, non familiarity with Chart of Accounts etc, for which capacity development is needed.

6.10 Earlier JRMs have highlighted the need for training and capacity building for finance staff. MHRD in a recent circular has issued guidelines for provision of 5 days training for SSA finance staff at all levels; 24 states have commenced such trainings. While this is a welcome move, the states should plan out the training in detail. Following are the important points for consideration: (a) different training modules to be developed for different levels of staff; states should explore opportunities to learn from each other (b) resources to be used for delivery of training; states may appoint local firms of Chartered Accountants for this (e.g. Gujarat); (c) trainings should not be theoretical; while basis for the training material should be the FM Manual, it should also take into account issues coming out of audit reports and IPAI reviews.

### ***Audit and Monitoring***

#### ***External audit***

6.11 TORs for the engagement of CA firms have been amended to cover audit of all VECs/ SDMCs receiving more than Rs. 1 lakh per year to be covered in a three year cycle. Since this is recent change, states will need to work out as how to cover a large number of VECs; this requires preparation of lists, issue of necessary instructions, evaluation of the enhanced audit costs etc. GOI needs to review the effectiveness of the VEC audit once the audit reports for 2007-08 are received.

6.12 The external Audit reports for 2006-07 have not been received from Andhra Pradesh and Manipur so far. Four audit reports which have reportedly been received recently are still not on the MHRD's website e.g. Madhya Pradesh, Delhi, Daman & Diu and Goa.

6.13 Responses to observations raised by External Auditors and IPAI are yet to be received from some states/UTs for the year 2005-06 and 2006-07. These involve In many cases audit observations have been recurring for more than one year. While the states are required to take concerted action on audit findings, the external auditor is also required to report back on compliance with the observations made in last year's audit report. The states may be advised to ensure this.

### ***Internal audit***

6.14 Internal audit wings have not been constituted in eleven<sup>1</sup> states/ UTs. In other states even though the internal audit wing is in place, there were significant capacity constraints. Secondly, guidelines have been issued to cover in internal audit all VECs/School bodies through whom SSA funds are being disbursed.

### ***Concurrent Financial Review***

#### *Accounting, Internal Controls and Reporting*

6.15 The IPAI has conducted Concurrent Financial Reviews of all 35 States/Union Territories by March 2008. The findings of the review reports suggest that following areas need rectification: (a) furnishing of Utilisation Certificates; (b) maintenance of Asset Registers and conduct of physical verification of Assets; (c) maintenance of Books of Accounts/ documents; (d) cases of irregular payments of maintenance/ TLE/ School grants; (e) large cash payments; (f) reconciling advances for civil works shown as final expenditure; and (g) address diversion of funds.

6.16 Follow up action in 12 States has been completed and is in progress for the remaining 23 States/UTs. Wherever GOI is not satisfied with the follow up action, the amounts involved are being adjusted from the State share. The extension of the contract of IPAI to carry out concurrent financial reviews for the next phase up to March 2010 of all the 35 States/UTs is in progress with a modified Terms of Reference.

### ***Procurement***

6.17 Reports and presentations from MHRD confirmed that all states have now implemented the adaptation of all procurement provisions in the SSA FM&P Manual. MHRD also advised all states and UTs to capture details of all major contracts valued above Rs. 500,000. A Procurement Audit Checklist was also developed by MHRD and shared with the states in November 2007. CVC Guidelines on Negotiations were also shared with states and MHRD informed the mission that initial feedback shows negotiations are rarely conducted and in such instances, it is done only with L1 bidders as per the CVC Guidelines. States were also advised by the MHRD to prepare and share Procurement plans on their web sites. Many states have started disclosing tender notices through their web sites, which is a positive trend.

6.18 Overall it was apparent that while there were a few areas where further improvement was required, there was clear evidence of positive strengthening of procurement processes.

6.19 Progress Reports, IPAI reviews and Project Board minutes reveal that many states have prepared procurement plans and are progressing as planned. States of Tamil Nadu,

---

<sup>1</sup> Chandigarh, Dadra & Nagar Haveli, Goa, Lakshadweep, Manipur, Meghalaya, Nagaland, Pondicherry, Sikkim, Daman & Diu, Delhi

Madhya Pradesh and Rajasthan had provided details that show near complete achievement against the plans in most of the items. IPAI reviews however brings up issues of (i) substantial delay in civil works, (ii) weakness in forecasting demand, procurement process and logistics management of text books for children with inflated numbers and delays in supply reported in a few instances and (iii) serious lacunae in maintaining and updating Asset Registers (iv) and conducting physical verification of assets. Focus areas in the immediate future and where the Mission would like to see substantial, progress by next JRM may be these and adherence to FMP manual and CVC Guidelines on Negotiations

## **7. Programme management**

### *Positive trends and concerns*

7.1 The Mission has noted and appreciates the following **positive trends in planning and management**:

- physical and financial progress is satisfactory and the programme remains on course to close all infrastructure gaps in the medium term;
- there are marked improvements in the planning process, in particular, GoI and States are making full use of and reporting on a common Results Framework and there is greater use of EDI;
- the quality of the planning documentation, particularly the AWP&Bs, the PAB minutes and Results Frameworks, has improved greatly.
- the commitments and conditions in PAB approvals are reflecting the agreed thrust areas of quality, upper primary and SFDs
- the SSA Framework for Implementation has been amended to increase the emphasis on quality;
- more than 50% of SSA outlay and expenditure is now on quality aspects of the programme, with some states spending more than two thirds of their SSA allocations on quality;
- there is more timely reporting of DISE data – the Flash Statistics for 2007/08 for 21 States are already available;
- there is better national coverage of DISE;
- there are several good reports from the MIs and evidence that the MIs are being ably supported by TSG and making a useful contribution;
- third party evaluation is taking place in an increasing number of states and these report that the quality of civil works is satisfactory – the MIs confirm this view;
- there is considerable use of the available data and studies in planning, management and monitoring; and
- there is greater availability of information about SSA in the public domain and access to this is becoming easier, for example the SSA web portal.

7.2 The Mission has the following **concerns in respect of planning and management**:

- the planning and management for quality in upper primary is not so advanced as it is in lower primary education;
- Adequate attention has not always been given to process indicators for tracking quality improvement in some states particularly at school level;
- significant staff vacancies at State, district and block level are persisting (MP, J&K, Jharkhand, West Bengal, for example);
- there continue to be issues regarding DISE data quality and analysis in some states (i.e., proportion of Government schools in Kerala and Tamil Nadu) as well as validation/ triangulation of data
- the capacity, availability of time, multiplicity of roles and functions of BRC/CRC staff remain a major concern;
- capacity building for BRC/CRC academic role is not sufficient and needs to be given a higher priority within the programme; and

These issues are discussed further in the following sections.

### ***Programme management and improving quality***

7.3 Quality in elementary education – how to enhance it and how to evaluate it – has been placed squarely on the agenda in SSA. All States have been requested by MHRD to develop holistic and comprehensive models for improving quality which effectively integrate different programme components. This requires a shift towards the integration of all inputs and processes within one unified management effort. The focus at every level needs to be on transforming the teaching and learning function in all schools, EGS, AIE and back to school camps. This unified management effort needs to encompass two types of processes ;

- inputs or services to the school and student body from academic functions (eg. enrolment, learning environment, textbooks and other learning materials) and general administrative functions (eg. facilities maintenance, toilets, drinking water); and
- teaching and learning functions.

The experience of Tamil Nadu in this context is one such example  
The MHRD may continue to encourage and facilitate the development, implementation and tracking of holistic and comprehensive planning for quality.

### ***Systems of quality monitoring and student assessment in the context of programme management***

7.4 The Mission highly appreciates the enormous work put in by NCERT in rolling out QMT in the schools. The NCERT also made a presentation to the JRM on both QMT and Learner Achievement (LA) formats. The presentation included objectives and processes involved in rolling out the formats and also the analysis of feedback at national level based on cumulated reports from local to state level. The analysis included

comparison of states based on QMTs. Similarly the presentation of LA formats also included the objectives and national level comparative analysis of achievement data using grades based on a marking system.

7.5 The work of NCERT regarding QMT and LA formats emerge out of the SSA Framework for Implementation. Under section 4 para 3 among other issues the Framework stipulates that “ The basic principle in monitoring will be its community ownership and periodic quality checks by **external teams-external to the activity but internal to the system.**” The stake holders at different levels should be encouraged to use the feedback from QMT to strengthen the quality related interventions at the respective level. Capacity building in this regard should be continued

#### ***Ensuring convergence and synergy with mainstream education management and other departments***

7.6 The various institutional arrangements for SSA at state level appear to have different degrees of integration (convergence) with the education departments in different states. The department of education in many states have signed MOUs with several IT corporations and many states have collaborations with UNICEF in the area of quality improvement/enhancement through additional academic support in the form training or augmentation of resources. In many states, there are NGOs working on a large scale through support from other funding agencies Hence, it may be useful to map the additional initiatives in a specified area so that SSA can take advantage.

7.7 The SSA Framework for Implementation provides a central role for monitoring and supervisory by the Panchayat Raj Institutions at village, block and district levels through their sub/standing committees. Suitable capacity building initiatives may be encouraged.

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

7.8 Recognizing the crucial roles of BRC and CRC, the national study commissioned on the current situation of their involvement is welcome.

7.9 A second aspect of synergy yet to gain momentum is the increased involvement of resource support institutional structures of the department of education (SCERT, DIET, SIEMAT etc) as envisaged in the SSA implementation process. A few presentations made during the JRM mentioned the participation of such institutions in SSA, especially the DIETs. Strengthening these structures would augment the human resource requirement for planning and implementing SSA and help in sustaining educational development on a continued basis.

### *Strategy for Special Focus Districts/ states*

7.10 National level presentations to the JRM highlighted the SSA allocations to SFDs under the budget approved for 2008-09. The PAB minutes record discussions of some of these issues when it cleared the proposals of states containing SFDs. It will be in fitness of the rationale for SFDs that the progress of SSA implementation in them will continue to be monitored and assessed on the issues of their *special* concerns.

7.11 Progress achieved under SSA as reported at the national level indicates that excepting in a few pockets of Bihar and West Bengal almost all children are in primary schools or in other alternate arrangements of primary schooling. It is also stated that the drop out rate at primary level has come down to around 9 percent at the national level. Efforts to reduce gender gaps and social category gaps are being addressed by identifying districts needing special attention. Programme proposals of such districts have to reflect the category specific interventions for enrolment and retention of children of focused categories. Monitoring quality of learning should be of equal concern in all forms of schooling at present, be it EGS, AIE or the other forms of transition arrangement for OOSCs.

### *VECs and community participation*

7.12 The Mission is pleased to note that community training and community mobilisation activities are being taken forward and that a range of approaches are being used, including two days of training for VEC members; innovative strategies; awareness campaigns utilising a variety of media; and enrolment campaigns. The Mission also notes the capacity building of States for community mobilisation that is taking place with States/UTs benefiting from training, the creation of a Community Mobilisation Unit in TSG and a National Workshop and Review of state coordinators implemented. It is good that the focus is on the PRIs and the empowerment of VECs/PTAs/SMCs to monitor quality, particularly teacher attendance and learning outcomes. The recent amendments to the SSA Framework for Implementation have made the PRIs central to the implementation of the Programme and the Mission is pleased to note that 25 States have already taken action in this regard with the 10 remaining States under process.

7.13 SSA is an effort to universalise elementary education by community-ownership of the school system and it is notable that over 50% of the Programme's funds are devolved to VECs, SMCs, PTAs and Panchayats. The recent MIs report that 100% of VECs/SMCs are constituted in the 20 states they are covering. The MIs also report that in most States the VECs/SMCs are making a significant contribution to the school environment. But, as noted above, the VEC/SMC role to date has largely focused on civil works and maintenance. The PAB minutes and MHRD's Action Taken Report indicate a thrust from MHRD to get states to further expand the role of VECs to include school development, tracking of teacher attendance and performance and school quality monitoring. However, better utilisation of the planned and targeted allocations for enhanced community participation are needed for the VECs to fulfil the expanded role reflected in the PAB and the Action Taken Report from MHRD. In particular, states should make fuller use of programme management resources for this purpose, especially in areas where the numbers of OOSC remain high and where dropout continues to be a major problem. In

addition, more can be done by the Centre and the States to inform the public about the benefits of education, how to access it and what children can expect as a right in this regard, particularly in respect of education quality.

### ***Monitoring***

7.14 Monitoring the elementary education sector at the national level is not an easy task and the Mission commends MHRD, NUEPA and the States/UTs for their achievement in organising and providing a set of up-to-date data, chiefly DISE and the HSS, that enables the managers of education to present and understand what the national, State, district and block level pictures look like. The Mission has been greatly assisted by the availability of HSS data and DISE Flash Statistics for 2007/08 (21 States/UTs).

7.15 The Mission has noted and commends the Annual Report of MHRD which includes a significant section on SSA. These Annual Reports are an excellent contribution to the drive for greater public accountability and public information. The 8<sup>th</sup> SSA JRM considers that it would be useful if MHRD and the States could supplement the production of the Annual Report with more public information.

7.16 The Mission is pleased to note the further development and use of the EDI and also notes the work that has recently been done with MHRD and NUEPA by members of the multi-disciplinary committee on EDI. The Mission encourages MHRD and NUEPA to make full use of the resource persons that are available for improving the EDI and to also obtain technical assistance where this is necessary.

7.17 The Mission is pleased to note the three studies that have been completed, those that are under way and those that are planned. The Mission particularly looks forward to the independent OOSC survey planned for 2008/09. This study will facilitate valuable triangulation with DISE data, especially concerning the monitoring of all social groups.

7.18 The Mission has reviewed 10 reports of the MIs and has interacted with several of the MI personnel. Some of the MI reports are very good and the Mission appreciates the effort put in by TSG in this regard. It is also good that in some instances the MIs are being utilized in Regional Review meetings of SSA conducted by TSG, the AWP&B process, the PABs, the JRMs and in State Resource Groups. It is clear that those MIs that are delivering useful inputs are contributing significantly to the improved efficacy of the programme. Most of the MIs appear to be providing a useful service, but there are issues regarding the quality, quantity, consistency, use and timeliness of some MI reports.

7.19 The Mission applauds the common use that is being made of the Results Framework in the AWP&B process and in the PAB – this is a major improvement on previous years. The Mission appreciates that this is the first year that the Results Frameworks are being used and that the quality of these tools will improve as time goes by. There needs to be stronger quality assurance of the Results Frameworks and the State Fact Sheets built into the appraisal process for 2009/10. There also needs to be a greater attention to detail with respect to the scrutiny of these tools during the planning process, particularly in respect of disaggregated data for the outcome/output/input indicators.

## ***Research and Evaluation***

7.20 Five national level studies have been completed prior to the present JRM, three national level studies are in progress and five more national studies are proposed or are in the process of being commissioned during the year at the national level. It is clear that these national studies have been enormously influential, particularly the OOSC study's impact on states such as Bihar and West Bengal.

7.21 The amended SSA Framework for Implementation provides for replication of CARP at the state level to guide, supervise and commission state level studies. The Mission learned that the revised guidelines have been made available to all the states. The progress in this direction and their performance may form the part of review in future JRMs.

7.22 Meticulously designed studies to facilitate policy guidance and reforms have been carried out at the national level. Though individual studies may not in isolation provide major inputs in policy domain, they can throw some light on the crucial factors and guide complementing studies. Hence it is recommended that the national level studies may be shared for drawing policy implications involving stake holders and experts at the national level.

7.23 The Mission **recommends** that REMS funding may be utilised in a much more integrated way to support holistic and comprehensive planning and management, in particular, analytical studies may be better utilised to guide future actions. In this regard it will be important to factor the use of study findings into the AWP&B and PAB processes.

## ***Civil works***

7.24 The Mission is pleased to note the actions that have been taken in respect of the recommendation regarding civil works from the last JRM. It is clear that SSA has taken civil works up in a mission mode to ensure concurrent evaluation of civil works, school mapping and maintenance of assets register – 25 states are reported to have completed this. In States that are furthest behind in respect of infrastructure, particularly Upper Primary (i.e. Assam, Bihar, Meghalaya, Madhya Pradesh, Orissa, Uttar Pradesh and West Bengal), the following steps have been taken:

- has been an increased level of effort of GOI and States to resolve outstanding issues related to technical design (Gujarat, Orissa, UP and West Bengal), land (Bihar), State policy commitments (Assam and West Bengal), capacity (Orissa);
- in-house civil works teams at all levels (State, District, Sub-District) have been created in Assam, Bihar, Gujarat, Orissa, Maharashtra, Rajasthan and West Bengal and other states;
- financial & human resources for these teams has been provided;
- planning and fund flows to facilitate an accelerated pace of the civil works programme have improved;

- there is continuing third party evaluation of civil works – 12 States are doing these concurrent third party assessments and a further five states have initiated processes for engaging agencies for third party evaluations.

7.25 These steps are welcome and performance in civil works is now 91% (273,637) of the required level of 300,000 additional classrooms (ACR) completed per year. West Bengal continues to have an extremely high ratio of upper primary schools to primary schools (1-5), but the Mission appreciates the actions that are being taken by GoI and the State to address this situation. MHRD needs to pursue a handful of States that have the widest infrastructure gaps to take all necessary action to increase capacity and fulfil the required gaps in ACR by 2009/10. The MIs report a need for strengthened supervision of civil works in a few states, particularly UP.

#### **Appendices :**

**Appendix 1 JRM Terms of Reference, Schedule and Mission Membership**

**Appendix 2 Results Framework**

**Appendix 3 Action Taken Reports on the recommendation of the 7<sup>th</sup> JRM**

**Appendix 4 Analysis of Expenditure**

**Appendix 5 Analysis of Expenditure for 2007-08**

**Eighth Joint Review Mission of SSA -July, 2008  
Terms of Reference (TOR)**

**1. Introduction**

1.1 Sarva Shiksha Abhiyan (SSA), a programme for attaining the goal of Universal Elementary Education in the Country, has been launched in 2001-02. This comprehensive programme of Government of India, launched in partnership with the State Governments, aims to provide useful and relevant education to all children in the 6-14 age group by 2010. The programme is characterized by context specific planning and a process based, time bound implementation strategy. This is an attempt to improve quality of education through decentralized and context specific planning. Its goal is consistent with the Constitution (86<sup>th</sup> 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 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 seven Review Missions have been launched.

1.4 The eighth Joint Review Mission (JRM) of Sarva Shiksha Abhiyan is scheduled from 21<sup>st</sup> to 31<sup>st</sup> July, 2008.

**2. MISSION OBJECTIVES**

2.1 The JRMs will review the status of progress and issues related to program planning, implementation, monitoring and evaluation, including financial management/procurement capacity of states and agree on actions to support the weaker states.

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 carry out a comprehensive review of information received on:

- (i) District plan approvals and GoI budget allocations for the States/UTs;
- (ii) annual progress on agreed indicators in terms of compiled DISE data including EDI and other sources, in particular the studies, evaluations and assessments of learning achievement included in the Results Framework;
- (iii) FMRs and GoI budget allocations for SSA;
- (iv) IPAI Reports available after January 2008.
- (v) six monthly reports from monitoring agencies for 2007-08 which are expected to provide more qualitative information;
- (vi) progress made on TC fund implementation.

### 3. MISSION PLAN

3.1 The Mission would comprise 12 members – six members nominated by Government of India and six by the Development Partners. Mission members familiar with the SSA programme would be selected.

3.2 Three thematic discussions would be organized as part of the Mission, in which GOI, State SPDs, National resources institution and Monitoring Institutes will participate.

3.3 GoI will provide the leadership and coordination of each JRM. The organization of meetings and deliberations in Delhi for this JRM which will be the responsibility of DFID.

### 4. TIME FRAME

The JRM would take place between July 21<sup>st</sup> (Monday) to July 31<sup>st</sup> (Thursday) 2008 as follows:

<b>Date / Day</b>	<b>Activity</b>
21 <sup>st</sup> July 2008 (Monday)	10 a.m. – 1.30 p.m. GOI briefing (overview) 2.00 p.m. – 5.30 p.m. Mission work including analysis of documents by mission team.
22 <sup>nd</sup> July 2008 (Tuesday)	10.00 a.m. – 1.30 p.m. Mission work including analysis of documents by mission team. 2.00 p.m. – 5.30 p.m. Thematic discussion on Quality (a) Overview of quality improvement strategies in SSA (b) Learning Enhancement Programmes specially in early primary grades.
23 <sup>rd</sup> July 2008 (Wednesday)	10.00 a.m. – 5.30 p.m. Thematic discussion on Quality (a) Learning Enhancement Programmes (cont.) (b)

	Teacher performance
24 <sup>th</sup> July 2008 (Thursday)	10.00 a.m. – 1.30 p.m. Thematic discussion on Quality – Learning Assessment and discussion on TC fund. 2.00 p.m. – 5.30 p.m. Thematic discussion on equity (a) Status of and initiatives related to girls education
25 <sup>th</sup> July 2008 (Friday)	10.00 a.m. – 1.30 p.m. Thematic discussion on Equity: (b) Status of and initiatives related to other SFGs 2.00 p.m. – 5.30 p.m. Thematic discussion on monitoring (parallel sessions) (a) Financial Management and Procurement (Group – I) (b) General Monitoring (Group-II): (i) EDI (ii) Results Framework (iii) SSA Web Portal (iv) MIs (v) QMT
26 <sup>th</sup> July 2008 (Saturday)	Writing of Report / Aide Memoire
27 <sup>th</sup> July 2008 (Sunday)	
28 <sup>th</sup> July 2008 (Monday)	
29 <sup>th</sup> July 2008 (Tuesday)	Pre-wrap up
30 <sup>th</sup> July 2008 (Wednesday)	Reflections on Aide-Memoire and finalization of Report
31 <sup>st</sup> July 2008 (Thursday)	Wrap up / Report presentation to GOI.

## 5. DOCUMENTS AND INFORMATION REQUIRED

Information to be provided by GOI:

1. State and district wise PAB approved budget allocations-2008-09.
2. Annual progress on agreed indicators in terms of combined DISE data and other sources, included in the Results Framework as per Annexure 1.
3. FMRs June, 2008 (i.e., pertaining to the half year ending 31/3/2008).
4. Six monthly reports from monitoring agencies.
5. Progress made on TC fund implementation.
6. Overall Programme Implementation Report of States as per standard format in Annexure 2.
7. IPAI Reports-
8. Reports of researches completed-
9. Action Taken Report on 7<sup>th</sup> JRM.

The documents will be given to Mission members one week prior to the Mission.

## List of G.o.I nominees

### GOI

Mr. K. Jaya Kumar  
Prof. Jacob Tharu  
Prof. C.S. Nagaraju  
Prof. Geeta Kingdon  
Ms. Kokila Gulati  
Mr. Thomas Abraham

### World Bank

Dr. Venita Kaul  
Dr. Deepa Sankar  
Dr. Marguerite Clarke

### DFID

Dr. Michael Ward  
Ms. Sangeeta Mehta

### EC nominee

Ms. Shanti Jagannathan

**Venues :** Habitat World, India Habitat Centre (IHC), Varun Marg, Lodhi Road, New Delhi-110003

Dates	Activity
21/7/2008	10 a.m. – 1.30 p.m. GOI briefing (overview) 2.00 p.m. – 5.30 p.m. Mission work including analysis of documents by mission team
22/7/2008	10.00 a.m. – 1.30 p.m. Mission work including analysis of documents by mission team. 2.00 p.m. – 5.30 p.m. Thematic discussion on Quality (a) Overview of quality improvement strategies in SSA (b) Learning Enhancement Programmes specially in early primary grades.
23/7/08	10.00 a.m. – 5.30 p.m. Thematic discussion on Quality (a) Learning Enhancement Programmes (cont.) (b) Teacher performance
24/7/08	10.00 a.m. – 1.30 p.m. Thematic discussion on Quality – Learning Assessment and discussion on TC fund.  2.00 p.m. – 5.30 p.m. Thematic discussion on equity (a) Status of and initiatives related to girls education

25/7/08	10.00 a.m. – 1.30 p.m. Thematic discussion on Equity: (b) Status of and initiatives related to other SFGs 2.00 p.m. – 5.30 p.m. Thematic discussion on monitoring (parallel sessions) (a) Financial Management and Procurement (Group –I) (b) General Monitoring (Group-II): (i) EDI (ii) Results Framework (iii) SSA Web Portal (iv) MIs (v) QMT
26/7/08	Writing of Report / Aide Memoire
27/7/08	Writing of Report / Aide Memoire
28/7/08	Writing of Report / Aide Memoire
29/7/08	Pre-wrap up
30/7/08	Reflections on Aide-Memoire and finalization of Report
31/7/2008	Wrap up / Report presentation to GOI.

## Results Monitoring: 8<sup>th</sup> JRM

S. No	Outcome Indicators	Baseline	Target	Achievement	Remarks
			2007-08	2007-08	
<b>GOAL I: All children in School / EGS centres / Alternative and Innovative Education centres</b>					
1.	Number of children aged 6-14 years not enrolled in School / EGS Centres / AIE Centres	13.4 million children were out of school (Independent Study 2005)  7.0 m (as on March 2006)  <b>(State HH Surveys 2007-08)</b>	Number of out of school children aged 6-14 years reduced by 4 million	<b>No. of out of school children aged 6-14 years reduced by 8.9 million</b>  <b>(State HH Surveys 2007-08)</b>	<ul style="list-style-type: none"> <li>• The number of out of school children reduced to 4.5 million.</li> <li>• Independent sample survey on OOSC planned by MHRD in the year 2008-09 to assess the number and % of OOSC (total as well as separately for boys, girls, SC, ST etc.)</li> <li>• OOSC reduced by 3.1 m between March 2007 and March 2008.</li> <li>• OOSC reduced from 3.8% (2007) to 2.2% (2008) of 6-14 age population.</li> <li>• Bihar and Bengal accounted for major reductions by 1.1 m and 0.9 m respectively.</li> <li>• AP, Chhattisgarh, Gujarat and Mizoram showed increase in OOSC.</li> <li>• Number of districts with OOSC more than 50,000 reduced from 48 in 2005 to 6 in 2008</li> <li>▲ In 6 - 14 girls population cohort, girls OOSC account for 2.32% of 6-14 age girls population. They accounted for 47% of the child population &amp; 49% of OOSC.</li> <li>• In 6 - 14 SC population cohort, SC OOSC account for 2.34%. SC accounted for 20.4% of the child population, OOS SC children are 21.8% of total OOSC.</li> <li>▲ In 6 - 14 ST population cohort, ST OOSC account for 3.72%. ST accounted for 10.7% of the child population, OOS ST children are 18.2% of total OOSC.</li> <li>• In 6 - 14 minority population cohort, minority OOSC account for 3.43%. Muslim minority are 13.6% of child population &amp; 18.2% of total OOSC.</li> <li>• MHRD has identified 55 districts with more than 20,000 OOSC to focus upon.</li> <li>• 52.5% OOSC are never enrolled &amp; 47.5% are drop outs.</li> </ul>
2.	Number of children enrolled in schools	124.6 million at Primary and	Enrolment of children at Primary & at Upper Primary Level	<b>Enrolment of children at Primary: 131.85 million</b>	<ul style="list-style-type: none"> <li>• The number of children enrolled has increased.</li> <li>• Enrolments may be more than what is reported as enrolments data for some recognized and many unrecognized schools not provided.</li> </ul>

S. No	Outcome Indicators	Baseline	Target	Achievement	Remarks
			2007-08	2007-08	
		(2005 : DISE)		(DISE : 2006-07)	<ul style="list-style-type: none"> <li>National level GER at Primary has increased from 104% (2005-06) to 111% (2006-07)</li> <li>National level NER at Primary has increased from 84.5% (2005-06) to 92.8% (2006-07)</li> </ul>
		43.7 million at Upper Primary Stage (2005 : DISE)		<b>Enrolment of children at Upper Primary level : 47.49 million</b> (DISE : 2006-07)	<ul style="list-style-type: none"> <li>The number of children enrolled has increased.</li> <li>Nation-wide increase of at least 8.8% in U.Pry (recognized) enrolment from 2005-06 to 2006-07</li> <li>Overall GER improves from 59% (2005-06) to 65% (2006-07).</li> <li>National level NER increased from 43% in 2005-06 to 48.5% in 2007-08.</li> </ul>
		EGS / AIE 4.0 m		<b>Enrolment of children in EGS / AIE 3.6 million</b> (PMIS Report)	<ul style="list-style-type: none"> <li>1.15 m. children covered by EGS in 2007-08, which has reduced from 2.41 m in 2006-07. As EGS are getting upgraded to regular schools, number of children in EGS is decreasing.</li> <li>2.4 m. children covered under NRBC/AIE; another 0.25 m covered under RBC.</li> <li>0.9 m. mainstreamed from EGS/AIE to regular schools</li> </ul>
3.	Ratio of Primary to Upper Primary Schools	Number of States with PS:UPS>2.50:1 are 17 (2005 : DISE)	Number of States with PS:UPS>2.50:1 to be reduced from 17 to 12	<b>Number of States with PS : UPS&gt; 2.50:1 reduced from 17 to 13</b> (DISE : 2006-07)	<ul style="list-style-type: none"> <li>Once the 34000 UPS sanctioned in 2006-07 and 2007-08 are accounted for in DISE 2007-08, the States with PS:UPS&gt;2.5:1 will reduce further.</li> </ul>
4.	Number of children with special needs (CWSN) enrolled in school or alternative system including home based education	2.18 million CWSN are enrolled against the identification of 2.53 million CWSN (2006: PMIS Report from Inclusive Education for Disabled Unit)	2.28 million CWSN to be enrolled	<b>2.42 million CWSN enrolled</b> (2007: PMIS Reports)	<ul style="list-style-type: none"> <li>The coverage has increased by about 0.24 m children.</li> <li>Identified children with CWSN counts to 2637076</li> <li>91.68% of identified CWSN reached out</li> <li>Increase in enrolment by 10.9%, in comparison to 10% improvement in identified population. The gaps in enrolment of CWSN is decreasing.</li> </ul>
<b>GOAL II : Bridging gender and social category gaps</b>					
5.	Girls, increase as a share of students enrolled at Primary and Upper Primary	Share of girls in primary schools is 47.79%	Share of girls in primary schools increases to 48%	<b>Share of girls in primary schools increased to 48.09%</b>	<ul style="list-style-type: none"> <li>Enrolment of girls increase from 47.79% to 48.09% in primary schools and 45.80% to 46.51% in upper primary schools showing an increase of 0.30% in primary schools and 0.71% in upper primary schools.</li> </ul>

S. No	Outcome Indicators	Baseline	Target	Achievement	Remarks
			2007-08	2007-08	
	level.	and Share of girls in upper primary schools is 45.80%  (2005 : DISE)	Share of girls in upper primary school increases 46%	<b>Share of girls in upper primary school increases to 46.51%</b>  (DISE : 2006-07)	
6.	Scheduled Castes & Schedule Tribe children increase as a share of students enrolled in Primary and Upper Primary Schools	Share of SC children In Primary Schools is 18.95%  Share of SC children in Upper Primary Schools is 19.42%  Share of ST children in Primary Schools is 9.56%  Share of ST children In Upper Primary Schools is 9.28%	Share of SC children in Primary Schools and Upper Primary Schools maintained or increased relative to their share in the population in the age group.  Share of ST children in Primary & Upper Primary Schools maintained or increased relative to their share in the population in the age group.	<b>Share of SC children in Primary Schools: 20.11%</b>  <b>Share of SC children in Upper Primary Schools: 19.22%</b>  <b>Share of ST children in Primary: 11.36%</b>  <b>Share of ST children in Upper Primary: 8.83%</b>	<ul style="list-style-type: none"> <li>The %age share of SC and ST children in enrollment is more than their 6-14 year %age population share.</li> <li>The enrolment shares to match with the population shares</li> <li>The enrolment shares are improving to match with the population shares</li> <li>Shares in primary enrolments are more than the ST share in population, and there seems to be more older ST children attending primary, reducing their shares in upper primary</li> </ul>
<b>GOAL III : Universal Retention</b>					
7.	Transition rates from Primary to Upper Primary to increase	Transition rate from Primary to Upper Primary is 83%  (2005 : DISE)	Improvement in transition rates from 83% to 85%	<b>Improvement in transition rates from 83% to 83.72%</b>  (DISE : 2006-07)	<ul style="list-style-type: none"> <li>The transition rate has improved almost by 1% point in 2006-07. Once the data for 2007-08 is available, it is likely to go up.</li> <li>Marginal improvements in transition rates; but with the increase in enrolments, even marginal improvements in transition rates means more children entering upper primary.</li> </ul>
8.	Retention at Primary level	Retention rate at Primary Level is 71%	Increase in Retention Rate at Primary Level from 71% to 73%	<b>Retention Rate at Primary Level is 70.26%</b>	<ul style="list-style-type: none"> <li>Retention rates in 2006-07 are for the cohort who started Grade I in 2002-03</li> <li>Average annual drop out rates have declined from 10.64% in</li> </ul>

S. No	Outcome Indicators	Baseline	Target	Achievement	Remarks
			2007-08	2007-08	
		(2005 : DISE)		(DISE : 2006-07)	2003-04 to 8.6% in 2005-06
9.	Retention at elementary level	Retention rate at Elementary Level is 32% (for States where Elementary Stage is Class I to Class VIII)  (2005 : DISE)  Retention rate at Elementary Level is 45.5% (For States where Elementary Cycle is Class I to Class VII) (2005: DISE)	Increase in Retention Rate at Elementary Level from 32% to 35%  Increase in Retention Rate at Elementary Level from 45.5% to 48%	<b>Class I-VIII States – 35.6% (78 districts, base year 1999-2000)</b>  <b>Class I – VII States – 51.56% (62 districts, base year 2000-2001)</b>	<ul style="list-style-type: none"> <li>• Estimated separately for states that follow elementary cycle of Grades I-VII and Grades I-VIII.</li> <li>• Retention rates here are for 2006-07 for a cohort which started their schooling in 1999-2000.</li> <li>• This rate is estimated based on data from 78 districts</li> <li>• Retention rates here are for 2006-07 for a cohort which started their schooling in 2000-01.</li> <li>• This rate is estimated based on data from 62 districts</li> </ul>
<b>GOAL IV: Education of Satisfactory Quality</b>					
10.	Provision of quality inputs to improve learning  (i) Teachers	Pupil Teacher Ratio at Primary Level 38:1  Pupil Teacher Ratio at Upper Primary level 34:1  Pupil Teacher Ratio for Elementary level is 36:1  (2005 : DISE)	States above average PTR of 40:1 at Primary level to reduce from 8 States to 5  States above average PTR of 40:1 at Upper Primary level to reduce from 6 to 5  Districts with PTR > 60 to reduce from 70 to 45 at elementary level	<b>States above PTR 40:1 at primary level reduced from 8 to 5 (DISE : 2006-07)</b>  <b>States above PTR 40:1 at upper primary level are 6.</b>  <b>Districts with PTR &gt; 60 reduced from 70 to 49 at elementary level (DISE : 2006-07)</b>	<ul style="list-style-type: none"> <li>• Number of states with PTR above 40:1 at primary level has reduced from 8 to 5.</li> <li>• Number of states with PTR above 40:1 at Upper primary level is 6.</li> <li>• Reduction on account of the recruitment of 1.46 lakh teachers in 2006-07 (and it is expected that the PTR will even further reduce on account of the recruitment of 1.22 lakh teachers in 2007-08).</li> <li>• Maximum recruitment of teachers happened in states like Bihar and Bengal where the OOSC were large.</li> </ul>

S. No	Outcome Indicators	Baseline	Target	Achievement	Remarks
			2007-08	2007-08	
	(ii) Teaching Learning Material	96% eligible students receive free text books  (2006: PMIS)  90% teachers received TLM grants  (2006 : PMIS)  % Use of TLM grants by teachers  Number of Schools using Materials other than textbooks (e.g. workbooks / worksheets / ABL Cards / Kits / CAL/ Supplementary books etc.)	More than 96% eligible students received free text books  More than 90% teachers receive TLM grants  % of Teachers who use TLM  Number of Schools State-wise using teaching/learning materials other than textbooks.	<b>100%</b>  <b>(PMIS : 2007-08)</b>  <b>88%</b>  <b>(PMIS : 2007-08)</b>  More than 80% teachers have used TLM grant  <b>(QMT)</b>  More than 80% schools reported to be using materials other than textbooks.  <b>(QMT &amp; PMIS)</b>	<ul style="list-style-type: none"> <li>Free text books are now given to all children (either from state budget or from SSA). SSA is providing free text books to 90 million students this year in 2008-09.</li> <li>In 2008-09, 41 lakhs teachers would receive TLM grants.</li> <li>QMT provides positive feedback.</li> <li>27 States report use of 95% - 100% TLM other than textbooks.</li> </ul>
11.	Process indicators on quality  • Teacher Training	87 % Teachers received in-service training against annual target.  (2006 : PMIS)	In Service teacher training to increase from 87% to 90%	<b>In-service teacher training was provided to 72% teachers</b>  <b>(PMIS : March, 2008)</b>	
	• Teacher support & Academic Supervision	94% of BRCs / CRCs are functional  (2006 : PMIS)	96% of BRCs / CRCs to become functional	<b>100% BRC &amp; 97% CRC are functional</b>  <b>(PMIS : March 2008)</b>	<ul style="list-style-type: none"> <li>QMT also provides information about BRC/CRC functions in specific terms.</li> </ul>

S. No	Outcome Indicators	Baseline	Target	Achievement	Remarks
			2007-08	2007-08	
		<p>Effectiveness of BRC / CRC in academic supervision and improving school performance (* Performance against agreed roles &amp; functions</p> <p>* Extent to which task are being done.  * Extent of on-site support given to schools/teachers  * Content &amp; quantum of training given to BRC/CRC  * Perception of teachers/ stakeholders).  [Baseline from Independent Study 2007-08]</p>	% of BRC / CRC identified as discharging such a role.	<b>60% BRC/CRC performance against agreed roles and function (PMIS : March 2008)</b>	<ul style="list-style-type: none"> <li>• 29 States report 60% performance of BRCs and CRCs against agreed role and functions.</li> <li>• Independent study on BRC/CRC nearing completion.</li> </ul>
	(iii) Classroom Practices	<p>Change in classroom practices / innovative methodologies in use</p> <p>1. Teachers instructional time.  2. Student learning opportunity time.  3. Active student participation.  4. Use of other materials in classrooms.</p>	State-wise number of schools reporting change in classroom practices / use of innovative methodologies	<ul style="list-style-type: none"> <li>• More than half the States indicate change in classroom practices and use of innovative methodologies</li> </ul>	<p>As per PMIS:</p> <ol style="list-style-type: none"> <li>1. 8 States indicate reduction in teacher instruction time to accommodate student activity time.</li> <li>2. 17 States indicate a greater amount of opportunity time available for student learning.</li> <li>3. 16 States indicate active student participation in their classroom processes.</li> <li>4. 19 States indicate that Teaching Learning Material other than textbooks are commonly used pervasively. (Source: PMIS March 2008)</li> <li>5. Average number of instructional days in 2007-08 was 208 as against 204 in 2006-07.</li> <li>6. As against 18% teachers assigned non-teaching work for 15 days' in 2006-07, it has reduced to 11.4% teachers assigned non-teaching</li> </ol>

S. No	Outcome Indicators	Baseline	Target	Achievement	Remarks	
			2007-08	2007-08		
		5. No. of instructional days  6. No. of days teachers were assigned non teaching activities).			works for 17 days in 2007-08.  (Source: DISE)  <ul style="list-style-type: none"> <li>• Study on students' Time on Task conducted in 5 States by Ed.CIL's TSG shows that 87% of students' time in the classroom is spent on teaching learning activities, (25% on active learning, 47% on passive learning and 15% on mechanical type learning activities) when teacher is in classroom.</li> <li>• Same study shows that 96% of teachers' time is spent on classroom teaching (29% on student centric activities, 67% on teacher centric and supportive activities), 2% on class management and 2% on being off-task.</li> <li>• Use of TLMs accounted for 12% of the classroom teaching time in government schools (as against 5% in private schools) in Teacher's Time on Task study conducted by the World Bank in 3 States; TLM use increased to 21% when teachers were engaged in student centric tasks.</li> <li>• The study on Time on Task by the World Bank in 3 States further reveals: <ul style="list-style-type: none"> <li>- When teacher is available in school, around 56% of time is devoted to classroom teaching.</li> <li>- Teachers, on an average, were devoting 24% of their classroom time on student centric activities.</li> <li>- In multi-grade classrooms, when teachers were not taking classes, 2/3rds of the students were found to be off-task.</li> </ul> </li> </ul>	
	(iv) Pupil Assessment by States	Pupil Assessment System in place in schools	20% States to move to comprehensive and continuous evaluation	More than 20 States/ UTs report CCE in their schools  (PMIS : March 2008)	<ul style="list-style-type: none"> <li>• Apart from PMIS reports, QMT has also reported on learning assessment for 23 states/UTs</li> </ul>	
	(v) Attendance Rates Students	Student Attendance to increase from present 70% at primary and 75% at upper primary level  (2006 : Independent	Increase student attendance by 4 percentage points		As per an independent study of 20 States for measuring attendance for primary schools students: 2 States > 90% 7 States 80 to 90% 11 States < 80%	As per an independent study of 19 States for measuring attendance for upper primary schools students: 2 States > 90% 6 States 80 to 90% 11 States < 80%

S. No	Outcome Indicators	Baseline	Target	Achievement	Remarks	
			2007-08	2007-08		
		Study -17 States)				
					<p>QMT data has shown increased attendance compared to the GOI study.</p> <p>For 16 States, QMT data is available that shows  5 States &gt; 90%  9 States between 80 to 90%  2 States &lt; 80%</p>	
	(vi) Teachers	Teacher Attendance to increase from 81% at primary and 80% at upper primary level  (2006 : Independent Study 17 States)	Increase teacher Attendance to 84% at both primary & upper primary level	<b>Around 80 % attendance</b>  (PMIS)	<ul style="list-style-type: none"> <li>Teacher attendance is being tracked by the States separately</li> <li>Independent study of 3 states i.e. Mizoram, UP and Chattisgarh indicates teachers attendance as 82.1%/87%; 74%/71% and 84%/82% at primary /upper primary schools respectively in 2007-08.</li> </ul>	
12.	Accountability to the community	VEC/SDMC/local bodies role in school supervision  [As per report of independent study 2007-08]	% of VEC/SDMC/local bodies reporting role in school supervision	More than 28 states report that VEC/SDMC/local bodies play role in school supervision  (PMIS)	<p>Of 26 States that reported in QMT</p> <ul style="list-style-type: none"> <li>40% districts reported good community participation.</li> <li>34% districts reported moderate participation.</li> <li>26% districts reported indifferent participation.</li> </ul> <p>(QMT 2008)</p> <ul style="list-style-type: none"> <li>MHRD is commissioning an Independent study this year on the role of VECs/PTAs/S.D.M.Cs/Urban local bodies in school management and supervision in the context of SSA.</li> </ul>	
13.	National comparable student achievement levels	Learning levels for Class III 58 % in Maths 63 % in Language	--	Achievements at National Level in Class III – Comparison between 1 <sup>st</sup> & 2 <sup>nd</sup> round (Data from 21 states)	<ul style="list-style-type: none"> <li>Improvement in Math and Language scores from Round 1 to Round 2.</li> </ul>	

S. No	Outcome Indicators	Baseline	Target	Achievement				Remarks																				
			2007-08	2007-08																								
		(2003: NCERT National Assessment Sample Survey)		<table border="1"> <thead> <tr> <th>Round</th> <th>Maths</th> <th>Lang.</th> </tr> </thead> <tbody> <tr> <td>1<sup>st</sup> Round</td> <td>58.25</td> <td>63.12</td> </tr> <tr> <td>2<sup>nd</sup> Round</td> <td>60.92</td> <td>67.53</td> </tr> </tbody> </table>	Round	Maths	Lang.	1 <sup>st</sup> Round	58.25	63.12	2 <sup>nd</sup> Round	60.92	67.53															
Round	Maths	Lang.																										
1 <sup>st</sup> Round	58.25	63.12																										
2 <sup>nd</sup> Round	60.92	67.53																										
		<p>Learning levels for Class V 46% in Maths 58 % in Language 50% in EVS</p> <p>(2005: NCERT National Assessment Sample Survey)</p>	Expected Learning levels for Class V to increase (MAS)	Improvement in learning achievement in all the subjects in Class V				<ul style="list-style-type: none"> <li>Improvement in Math, Language and EVS scores from Round 1 to Round 2.</li> </ul>																				
		<p>Learning levels for Class VII/VIII 30% / 38% in Maths 52% / 52% in Language 36% / 40% in Science 33% / 40% in Social Science</p> <p>(2002: NCERT National Assessment Sample Survey)</p>		Achievements at National Level in Class VII & VIII – Comparison between 1 <sup>st</sup> & 2 <sup>nd</sup> round				<ul style="list-style-type: none"> <li>Improvement in Maths, Science &amp; Social Sc. from Round 1 to Round 2.</li> <li>Improvement in all Subjects from Round 1 to Round 2.</li> </ul>																				
				<table border="1"> <thead> <tr> <th rowspan="2">Round</th> <th colspan="2">Mathematics</th> <th colspan="2">Language</th> </tr> <tr> <th>Class VII</th> <th>Class VIII</th> <th>Class VII</th> <th>Class VIII</th> </tr> </thead> <tbody> <tr> <td>1<sup>st</sup> Round</td> <td>30.50</td> <td>39.17</td> <td>54.24</td> <td>53.86</td> </tr> <tr> <td>2<sup>nd</sup> Round</td> <td>38.76</td> <td>41.50</td> <td>51.95</td> <td>56.13</td> </tr> </tbody> </table>	Round	Mathematics		Language		Class VII	Class VIII	Class VII	Class VIII	1 <sup>st</sup> Round	30.50	39.17	54.24	53.86	2 <sup>nd</sup> Round	38.76	41.50	51.95	56.13					
Round	Mathematics		Language																									
	Class VII	Class VIII	Class VII	Class VIII																								
1 <sup>st</sup> Round	30.50	39.17	54.24	53.86																								
2 <sup>nd</sup> Round	38.76	41.50	51.95	56.13																								
				<table border="1"> <thead> <tr> <th rowspan="2">Round</th> <th colspan="2">Science</th> <th colspan="2">Social Science</th> </tr> <tr> <th>Class VII</th> <th>Class VIII</th> <th>Class VII</th> <th>Class VIII</th> </tr> </thead> <tbody> <tr> <td>1<sup>st</sup> Round</td> <td>37.78</td> <td>41.30</td> <td>34.04</td> <td>46.19</td> </tr> <tr> <td>2<sup>nd</sup> Round</td> <td>39.87</td> <td>41.75</td> <td>40.89</td> <td>46.94</td> </tr> </tbody> </table>	Round	Science		Social Science		Class VII	Class VIII	Class VII	Class VIII	1 <sup>st</sup> Round	37.78	41.30	34.04	46.19	2 <sup>nd</sup> Round	39.87	41.75	40.89	46.94					
Round	Science		Social Science																									
	Class VII	Class VIII	Class VII	Class VIII																								
1 <sup>st</sup> Round	37.78	41.30	34.04	46.19																								
2 <sup>nd</sup> Round	39.87	41.75	40.89	46.94																								

**Eighth Joint Review Mission of Sarva Shiksha Abhiyan to be held during July 21 – 31, 2008 -Action Taken Report on the recommendations of 7<sup>th</sup> Review Mission and follow up action thereon.**

Sl. No.	Recommendation	Action Taken Reports from MHRD	Comments from 8 <sup>th</sup> JRM
1.	There should be well articulated and focused strategies in all states based on habitation level micro-planning for the remaining OOSC (6-14 years), particularly the urban deprived, migrants, SC, ST, minorities, CWSN and older children.	<p>(i) States/UTs are implementing context specific interventions for out of school children. As a result of which there has been a substantial decline in the number of out of school children from 76 lakhs in 2006-2007 to 45 lakhs in 2007-08. There has been a decline in % share of girls, SC, ST and minorities as well among out of school children.</p> <p>(ii) The context specific strategies were undertaken for hard to reach children by the states resulting coverage of more than 35 lakh children through EGS / AIE</p> <ul style="list-style-type: none"> <li>• 1.87 lakh Urban deprived children were covered through RBCs, mobile centres, platform schools etc. <ul style="list-style-type: none"> <li>○ RBC, Mobile school in Delhi; Night shelter in Chhattisgarh</li> </ul> </li> <li>• 1.70 lakh migratory children were covered through short term residential facilities; work site schools etc. <ul style="list-style-type: none"> <li>○ Brick kiln schools of Haryana, Shakar shallas of Maharashtra, Shiksha</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Efforts by Bihar and West Bengal highly commendable</li> <li>• Some of the states did detailed child tracking, an appreciable trend</li> <li>• 9 lakh children from EGS/AIE mainstreamed</li> <li>• There is evidence of states using OOSC data disaggregated by age groups (6-8 yrs, 9-10 years, 11-13 years) and by type and reasons for being OOSC (never enrolled/ dropped out) to plan enrolment strategies for the OOSC.</li> <li>• The OOSC survey of 2008 should help in clearly identifying the needs of urban deprived, migrants and CWSN as reaching them seems to be more challenging.</li> </ul>

Sl. No.	Recommendation	Action Taken Reports from MHRD	Comments from 8 <sup>th</sup> JRM
		<p style="text-align: center;">Ghar of Madhya Pradesh, seasonal hostels of Orissa and A. P.</p> <ul style="list-style-type: none"> <li>• 3.69 lakh minority children were covered by supporting Madarsas / Maktabs <ul style="list-style-type: none"> <li>○ 7126 Madarsas/Maqtabs were supported under SSA.</li> </ul> </li> </ul> <p>(iii) The SSA framework has been amended to include innovation component for Urban deprived children migratory children and muslim minority children upto Rs. 15 lakh per districts from 2008-09.</p> <p>(iv) Further the guidelines for NPEGEL have been revamped to make it more targeted / focused.</p> <p>(v) The KGBV has been expended to cover urban areas where female literacy is lower than the national average of 53.61% and rural female literacy is lower than 30%. Additional 398 KGBVs have been sanctioned.</p>	
2.	In view of the increasing diversity (linguistic, cultural, social and special needs) in elementary classrooms, appropriate sensitivity to and understanding of different children's needs and backgrounds should be	<ul style="list-style-type: none"> <li>• The issue of diversity (linguistic, cultural, social and special needs) is being addressed by the States.</li> <li>• 11 states are using primers/ modules in tribal languages for easy transition from home language to school languages.</li> <li>• Teachers in own schools address the issue of diversity.</li> <li>• Around 31 states are using the Quality Monitoring</li> </ul>	<ul style="list-style-type: none"> <li>• Appreciable efforts are underway. But, more clarity needed on the process, how the teachers address issue of diversity is required to be explained.</li> <li>• This can be further explored during the next JRM's field visits.</li> </ul> <p>Teacher training needs assessment on this account.</p>

Sl. No.	Recommendation	Action Taken Reports from MHRD	Comments from 8 <sup>th</sup> JRM
	<p>inculcated in teachers so that they are better able to facilitate inclusive education. This important aspect of a teachers' performance should be addressed through a range of interventions, including in-service training programmes, communications via different media and other channels and guidance materials, such as handbooks. The BRC/CRC/HTs should be responsible for monitoring the outcomes of teacher training and development in this area using performance standards as per ADEPTS.</p>	<p>Tools to critically analyse the findings at cluster, block and higher levels.</p> <ul style="list-style-type: none"> <li>• SSA guidelines/ framework for implementation has been revamped for strengthening quality related interventions such as teacher training, TLM &amp; TLE grants, Learning Enhancement Programmes, furniture, provision of science &amp; mathematics teachers, etc.</li> <li>• States design their curriculum, textual materials, teacher training plans, pedagogical processes including learning assessment, teacher performance and quality monitoring in the light of NCF 2005 that addresses the above issues in an integrated manner.</li> <li>• To improve the quality in capacity building of teachers States are using various modes other than the cascade mode approach. They include teleconferences on different pedagogical themes, training of BRCs, CRCs, HTs and teachers through local TV channels (as done through Mana TV in AP), exposure to wide range of reading materials including good books on education/ schools/ teachers, etc., use of radio programmes, different types of educative films, etc.</li> <li>• Teacher training programmes under SSA are designed to address multiple objectives pertaining to capacity building of teachers with respect to content and pedagogy. Promotion of inclusive classrooms is being addressed <i>specifically</i> through teacher training programmes, and <i>generally</i> through changes in curriculum, syllabi and</li> </ul>	<ul style="list-style-type: none"> <li>• Effectiveness of teacher training is being assessed through a study soon.</li> </ul>

Sl. No.	Recommendation	Action Taken Reports from MHRD	Comments from 8 <sup>th</sup> JRM
		<p>textbooks, in line with the new National Curriculum Framework, 2005. The NCERT is collaborating with States in their curricular revision exercise, and it is expected that sensitivity to the issues of gender, first generation learners, children with special needs, etc will filter into the classroom ethos through this means also, besides specific inputs through teacher training.</p> <ul style="list-style-type: none"> <li>• 14 States are already using the ADEPTS teacher performance standards, that are organized around curricular, social, organizational and physical dimensions that include <i>inter alia</i> , promotion of inclusive classrooms as a key performance standard for teachers.</li> </ul>	
3.	<p>The estimation of dropouts at all levels continues to be an area requiring further analysis and clarity. This analysis should then feed into revised strategies and monitor-able actions for reducing dropouts.</p>	<p>(i) DISE is being honed upto report on average dropouts for both, primary and upper primary separately. It is seen that average dropout at primary level has reduced from 9.96 (2004-05) to 8.61 (2005-06). The average dropout for upper primary level will be available once the time series data is available.</p> <p>(ii) The House hold Survey data is compiled and analysed by the State for the purpose of seeing how many out of school children are 'Never Enrolled' and how many are 'Drop Out'. The Housed hold data 2008 reveals that 24,24,230 out of school children are 'Never Enrolled' and 21,89,278 are 'Dropout Children'</p> <p>(iii) For accurate understanding of the problem of children remaining out of school, Government</p>	<ul style="list-style-type: none"> <li>• The break up of OOSC data to distinguish between drop outs and never enrolled is appreciated.</li> <li>• The Drop outs and retention estimates show that they are a significant problem, despite limitations of data and coverage.</li> <li>• States should be encouraged to undertake cohort studies on drop out and retention using clearly defined and consistent indicators.</li> </ul>

Sl. No.	Recommendation	Action Taken Reports from MHRD	Comments from 8 <sup>th</sup> JRM
		<p>of India builds the capacities of the State.</p> <p>(iv) All India sample survey for estimation of dropout rates in 21 major States, for which agency has been selected, will be initiated shortly.</p> <p>(v) The States are advised to undertake cohort study to estimate out of school children from time to time which they report in AWP&amp;B.</p>	
4.	<p>All states should be requested by MHRD to develop holistic and comprehensive models for improving quality which integrate different programme components such as curriculum, TLM, training, assessment, pedagogy, enabling environment including learning spaces and remedial teaching in ways that adequately address the specific causes of low learning levels in their contexts.</p>	<ul style="list-style-type: none"> <li>• The SSA Framework facilitates the development of comprehensive plans for quality enhancement, as it addresses all aspects pertaining to inputs (such as teachers, grants for developing teaching learning materials etc) , processes ( teacher training ) and outcomes (learning achievement levels). Quality within an overall framework of equity forms the thrust of the SSA programme in the XI Plan period and this focus is evident in the States’ annual work plans for 2008-09. All States have set goals for attaining specific outcomes with respect to a comprehensive set of quality related indicators such as optimum PTRs, TLM, training, assessments etc. Progress of each State will be tracked against this <i>overall</i> ‘Results Framework’ pertaining to quality.</li> <li>• At present more than 23 states are running Learning Enhancement Programmes to strengthen the classroom processes and improve students’ performance.</li> <li>• MHRD has been insisting on development of comprehensive Quality Improvement Plans for</li> </ul>	<ul style="list-style-type: none"> <li>• MHRD’s response suggests that a large number of quality initiatives are being undertaken in a variety of states and also that TSG is assisting states to develop their comprehensive Quality Improvement Plans.</li> <li>• The Mission appreciates the thrust that MHRD has given in its PAB appraisal process and discussions of 2008-09 which has promoted a more holistic and comprehensive approach to quality improvement. The Mission would like to suggest that there are different degrees of ‘Comprehensiveness’ and clearly different states are at different levels. A large number of quality initiatives <u>are</u> being undertaken (refer Aide Memoire) in a variety of states, comprehensive Quality Improvement Plans are in place and the specific provision for the newly introduced Learning Enhancement Programmes have led to some movement in the direction of a more comprehensive approach to quality schooling. However, with</li> </ul>

Sl. No.	Recommendation	Action Taken Reports from MHRD	Comments from 8 <sup>th</sup> JRM
		<p>SSA. Pedagogy Unit, TSG has been working with the State authorities on a regular basis through its regular Quarterly Quality Review Meetings to improve the quality of the State Plans for Quality. In 2007 – 08 Pedagogy Unit helped good number of states including Punjab, Bihar, Chhattisgarh, Assam, Nagaland, Delhi, Kerala, Andhra Pradesh, Uttar Pradesh, etc. in their Plan development.</p> <ul style="list-style-type: none"> <li>• During appraisal of AWP &amp; B of each state the Teams looked at the overall vision of the State for quality improvement, curriculum renewal, development &amp; use of textual materials, recruitment &amp; capacity building of teachers, approach to effective classroom processes including learning assessment, academic support through DIETs/ BRCs/ CRCs, attendance &amp; performance tracking of teachers, effective utilisation of TLM/ School/ TLE grants, learning achievement of students as per different internal &amp; external studies, strategies for Learning Enhancement, research related to quality, innovative use of educational technology, remedial teaching, Quality Monitoring, etc. in a detailed manner. Performance of each state was assessed by using the parameters indicated in the Results Framework and Quality Monitoring Tools.</li> <li>• PAB for each state discussed various quality related interventions at length and supported a wide range of activities under the above heads with focus on learning enhancement.</li> <li>• Other than these, at the national level MHRD has</li> </ul>	<p>the exception of TN there is not yet a state that has been able to respond fully to this request. The Mission encourages states to move further towards well-articulated, coherent and systematic programmes, where there is systemic support (administrative, financial, managerial, infrastructural) for the implementation of the chosen child-centred pedagogy.</p> <ul style="list-style-type: none"> <li>• Other than Tamilnadu several other states including Andhra Pradesh, Madhya Pradesh, Bihar, Uttar Pradesh, Assam, Chhattisgarh, J&amp;K, Orissa, Kerala, Karnataka, etc. have designed comprehensive quality improvement plans and are implementing them coherently and systematically. Tamilnadu is one of the good models.</li> <li>• The Mission may like to change its impression in this regard. It may be remembered that samples of quality related plan documents from 5 such states were shared with the Mission members.</li> </ul>

Sl. No.	Recommendation	Action Taken Reports from MHRD	Comments from 8 <sup>th</sup> JRM
		<p>supported various interventions of NCERT, IGNOU, NUEPA and TSG related to quality improvement to extend technical support to the States in various areas including data collection/ analysis/ use, reading programmes for early grades through the Early Reading Development Programme of NCERT, Learning Achievement Surveys of NCERT, Science &amp; Mathematics programmes of NCERT, IGNOU, etc.</p> <ul style="list-style-type: none"> <li>• Also State authorities have been exposed to large number of innovative practices of various educational resource centers including NGOs for improving the quality of their quality interventions.</li> <li>• The second round of National Learning Achievement Survey for class V by NCERT has shown improvement in learning achievement the following way. <ul style="list-style-type: none"> <li><b>0 – 5% improvement:</b> Andhra Pradesh, Assam, Chhattisgarh, Delhi, Madhya Pradesh, Maharastra, Mizoram, Orissa, Uttarakhand, West Bengal, Chandigarh, and Puducherry</li> <li><b>6 – 10% improvement:</b> Goa, Gujarat, Jammu &amp; Kashmir, Karnataka and Kerala</li> </ul> </li> <li>• <b>11 – 15% improvement:</b> Himachal Pradesh, and Uttar Pradesh</li> <li>• As per DISE 2006 – 07, at the Primary level, 95% children passed out from class IV/ V. Out of them 45% children scored more than 60% marks.</li> <li>• At the Upper Primary level, 89% children passed out from class VII/ VIII and out of them 39% scored more than 60% marks.</li> </ul>	

Sl. No.	Recommendation	Action Taken Reports from MHRD	Comments from 8 <sup>th</sup> JRM
5.	<p>MHRD and States should ensure that sub-district institutions are adequately staffed, trained, resourced and monitored to deliver their responsibilities effectively, i.e. :</p> <p>(i) BRCs/CRCs focused on academic support to schools and quality monitoring</p> <p>(ii) VECs focused on teacher and school quality monitoring</p>	<ul style="list-style-type: none"> <li>• Staffing of BRCs and CRCs is monitored regularly in quarterly reviews by MHRD, through external monitoring institutions and also through the Quality Monitoring Tools by NCERT. BRCs and CRCs are provided resources for training of coordinators and resource persons, for meetings, travel etc. , through the States’ Annual SSA Budgets.</li> <li>• States’ have defined the roles and responsibilities of BRCs and CRCs with a clear focus on their academic resource support role. This is being further strengthened through the Quality Monitoring Tools, that are being used in 31 (check) States/UTs. ADEPTS performance standards have been developed through a consultative process with the States, which also identify the performance standards of BRCs and CRCs in respect of their academic resource support role.</li> <li>• All States and UTs have given commitments with regard to strengthening VECs role in monitoring teachers’ attendance and overall school quality. The NCERT QMTs also seek to focus VECs role on quality related aspects, besides their currently widespread role in school enrolment drives, distribution of incentives (like uniforms etc )</li> <li>• In 2007 – 08, 6395 BRCs (~ 100%) and 69210 CRCs (around 97%) were functional. They are adequately staffed, trained and monitored.</li> <li>• The Quality Monitored Tools (QMT) analysed by</li> </ul>	<ul style="list-style-type: none"> <li>• While the staffing situation has improved, the monitoring institutions’ report raised the issue of inadequate capacity and the need for clearer delineation of roles to strengthen their <u>academic</u> role. Given that these institutions will be required to play a key role in scaling up, the TN experience indicates the need for more out of the box solutions to this issue, so as to ensure adequate capacity, motivation and accountability at this level.</li> <li>• While the Mission appreciates the emphasis given, it does not have any evidence yet of the states’ response to the PAB direction.</li> <li>• This time there was not much discussion relating to performance of BRCs and CRCs, not even on functions of BRCs and CRCs in Tamilnadu. However it is realised from time to time that BRCs and CRCs have an important role to play to extend academic support to the schools. BRCs and CRCs in Maharashtra, Karnataka, Kerala, Assam, UP, Uttarakhand, Gujarat, etc. other than Tamilnadu have proved their academic worth from time to time. At the same time, operationalization of Quality Monitoring Tools, Performance Indicators, DISE, etc. have enabled the personnel at BRCs and CRCs to be more organized, reflective and effective.</li> </ul>

Sl. No.	Recommendation	Action Taken Reports from MHRD	Comments from 8 <sup>th</sup> JRM
		<p>NCERT reveals that in majority of BRCs and CRCs structure is in place.</p> <ul style="list-style-type: none"> <li>• The QMT also create a valuable space for the community members (VECs, SDMCs, PTAs and MTAs) to involve in the school development activities by monitoring and supporting the academic activities in the school. Separate formats are part of the QMT for the community members to look at the presence and performance of teacher in the school.</li> <li>• Community members are trained each year to play active role in school development and also keep track of teacher attendance, performance and school quality monitoring.</li> <li>• Advancement of Educational Performance through Teacher Support (ADEPTS) also attempts to enable the BRCs and CRCs to identify their academic roles and enable the teachers in their area through effective use of the Performance Benchmarks.</li> </ul>	

6.	<p>Districts and sub-districts need to intensify their oversight of VECs to ensure submission of Utilization Certificates (U/Cs) and improve record keeping, so as to monitor which VECs have unsubmitted U/Cs and intervene as needed. Similarly, DPOs need to emphasize to sub-district levels the importance of rapid collection of U/Cs to justify advances/expenditures. To support this process all vacant positions at District/Sub district levels need to be filled as quickly as possible and staff provided with requisite training.</p>	<p><b>Utilization Certificate :</b></p> <p>Para 73 of the Manual on Financial Management and Procurement provides the time limit prescribed for the submission of utilization certificates. The need for timely submission of utilization certificates at all levels was emphasized to all States/UTs in Para 2 (v) of MHRD's letter No. 13/1/2006-EE.15 dated 15<sup>th</sup> November 2006. In MHRD's letter No. 15/5/2003-SSA(PR) dated 17<sup>th</sup> September 2007 all States/UTs were urged to evolve a proper mechanism to obtain the utilization certificates/expenditure statements from sub-district level units in time so as to ensure timely submission of the utilization certificate/expenditure statement. The impact of these measures would be available during 2008-09.</p> <p><b>Staff Position of Finance &amp; Accounts :</b></p> <p>The indicative staffing structure at State level and district level finance and accounts and internal audit is provided in Para 83 of the Manual with the proviso that less or more number of such staff is permissible based on the size of the State/district. The need for providing adequate experienced accounts staff at State/district/block level was emphasized to all States/UTs in MHRD's letter No. 15/5/2003-SSA (PR) dated 17<sup>th</sup> September 2007. It was urged that adequate staff must be positioned at all levels on a priority basis. Experienced staff on accounting matters should also be positioned at block level to maintain the accounts properly. As full time accounts staff is not needed at block level, being minimal accounting work involved,</p>	<p>MHRD stated that instructions have been issued on 15-11-2006 to evolve a proper mechanism to obtain the UCs in time.</p> <p>GoI should ensure adherence of the provisions of the Manual on FM&amp;P to monitor the receipt of UCs.</p> <p><b>Staff position of Finance &amp; Accounts.</b></p> <p>The MHRD stated that as per information furnished in the last quarterly meeting, the Finance and account staff positioned in state Project office is adequate in most states.</p> <p>Audit reports from statutory auditors as well as IPAI reports repeatedly bring out competency gaps even amongst currently available accounting staff. particularly those districts that are unfamiliar with double entry accounting, resolution of audit observations, need for bank reconciliation, non familiarity with Chart of Accounts etc. for which capacity development is needed.</p>
----	---	--	--

		<p>hiring of an experienced accounts staff, 5-6 blocks was suggested for better maintenance of accounts at block level. Wherever accounts staff is inadequate, steps are to be taken immediately to position accounts staff on deputation basis from the State Government or hire the services of Chartered Accountants or hire the services of retired accounts personnel.</p> <p>The Finance and Accounts staff position at State and District level is reviewed in the quarterly review meetings of State Finance Controllers. As per the information furnished in the last review meeting, the Finance and Accounts staff positioned in State Project Office is adequate in most States.</p> <p><b>Training of Accounts Staff</b></p> <p>Para 84 of the Manual on Financial Management and Procurement provides orientation training on planning, budgeting, accounting, procurement, internal audit etc of SSA should be given to all accounts and audit staff at periodical intervals so as to equip them with sufficient knowledge of the area of their work for the smooth and efficient day to day functioning of the task assigned to them. In MHRD's letter No. 15/5/2003-SSA (PR) dated 13<sup>th</sup> April 2007, it was emphasized to provide a minimum of 5 days compulsory orientation training to accounts and audit staff every year. In MHRD's letter No. 15/5/2003-SSA(PR) dated 17<sup>th</sup> September 2007, it was suggested that in order to improve the accounting system, a Chartered Accountant 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</p>	
--	--	--	--

		<p>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>During the quarterly review meetings of State Finance Controllers, capacity building on accounting and procurement is also provided. MHRD has since taken a decision to depute Consultants from Financial Management Unit of TSG to States/UTs to provide a day's training to accounts staff at State/district level during their concurrent financial review.</p> <p>Based on the recommendations of 7<sup>th</sup> JRM, all States/UTs have been requested to take immediate action for the timely collection of utilization certificates from sub-district level units, to fill all vacant position at district/sub district level as quickly as possible and provide requisite training to the accounts staff.</p>	
--	--	--	--

7.	<p>The recommendations and findings of State level external audits and internal audits should be followed up in a more systematic and rigorous fashion. In States where internal audits are still to be established, MHRD should agree deadlines for this to be expedited as soon as possible.</p>	<p><b>External Audit</b></p> <p>Para 101 of the Manual on Financial Management and Procurement envisages that the SSA accounts should be audited annually by a Chartered Accountant firm. In order to ensure quality of external audit, an amendment to the Manual was issued that CA firm for conducting the audit of SSA be selected from the C&amp;AG/State AG's empanelled list. The audit of the accounts will cover the State Implementing Society, all District Project Offices and sample BRCs, CRCs, Schools/VECs in order that all are covered in a three year cycle of audits, except that School/VECs</p>	<p>MHRD stated that the states / UTs provided compliance of audit report for 32 states /UTs for 2003-04, 32 states / Uts for 2004-05 and 17 states /UTs for the year 2005-06. The compliance for the year 2006-07 has been started and comments of Government of India have been shared with 30 states /UTs.</p> <p>Audit observations raised by External Auditors, C&amp;AG, IPAI and Internal audit were pending in many states. Some of the observations involve recovery of money, obtaining of utilization certificates, violation of financial norms etc.</p>
----	--	---	---

		<p>receiving more than Rs.1.00 lakh per year be included in the sample. All VECs/School bodies through whom SSA funds are being disbursed, should be audited regularly as per the auditing arrangements prescribed in the acts/rules/regulations under which they have been set-up/constituted by the States/UT concerned.</p> <p>The States/UTs provided compliance of audit report for 32 States/UTs for 2003-04, 32 States/UTs for 2004-05 and 17 States/UTs for the year 2005-06. The compliance for the year 2006-07 has been started and comments of GOI have been shared with 30 States/UTs.</p> <p><b>Internal Audit</b></p> <p>MHRD reviews the status of internal audit on a quarterly basis in the review meetings of State Finance Controllers. The need for establishing / strengthening the internal audit system at all levels was emphasized to all States/UTs in Para 2 (xix) of MHRD's letter No. 13/1/2006-EE.15 dated 15<sup>th</sup> November 2006. MHRD has issued instructions on 17<sup>th</sup> September, 2007, 1<sup>st</sup> October, 2007 and 18<sup>th</sup> June 2008 to all States/UTs to strengthen the internal audit mechanism on the basis of various audit reports, IPAI review reports and JRM recommendations.</p> <p>Currently, internal audit is being conducted in 28 States/UTs. The States of Nagaland, Dadra &amp; Nagar Haveli, Daman &amp; Diu, Lakshadweep, Manipur and Puducherry have been directed to immediately start internal audit by 2008-09.</p>	<p>Proper follow up action may have to be taken to settle all the audit objections in time.</p> <p><b>Internal audit</b></p> <p>MHRD stated that the need for establishing / strengthening the internal audit system was emphasized to all states in letter dt 17-9-2007, 1-10-2007 and 18-6-08 and that currently internal audit is conducted in 28 states / UTs.</p> <p>The IPAI reports of 14 states / UTs issued during the period December 2007 to March 2008 shows that no internal audit wing was constituted in the following eleven states / UTs.</p> <p>Chandigarh, Dadra &amp; Nagar Haveli, Goa, Lakshadweep, Manipur, Meghalaya, Nagaland, Pondicherry, Sikkim, Daman &amp; Diu, Delhi .</p> <p>In Andaman &amp; Nicobar, Arunachal Pradesh and Jammu &amp; Kashmir even though the internal audit wing is in place, there were significant capacity constraints.</p> <p>A time frame may be set up by the MHRD for the formation of the internal audit wing in the states/ UTs where it has not been done so far, and intimated to the states for its implementation and compliance monitored.</p>
--	--	---	--

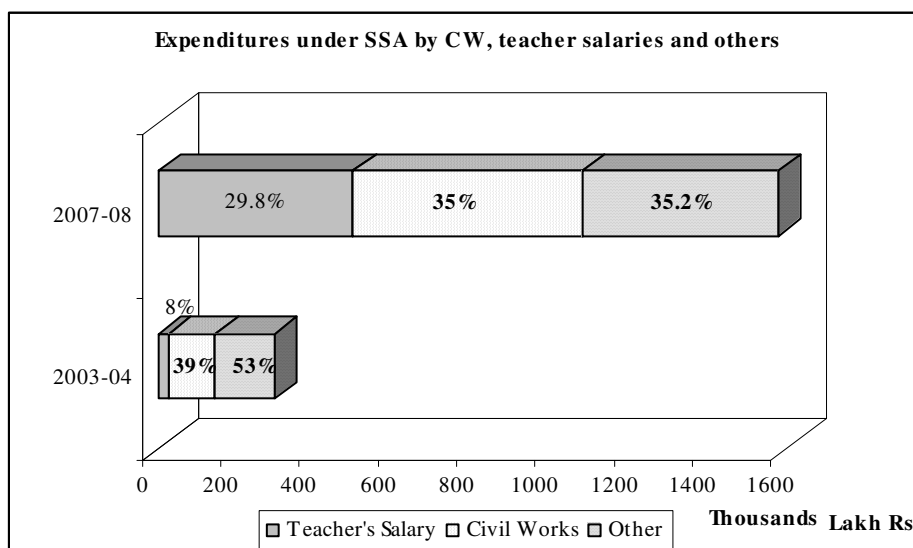
		The discrepancies noticed in the internal audit are reported to the State Project Director for taking necessary remedial measures. The records of all internal audit objections are kept in the internal audit unit and pursued to finality. The report of the internal audit is also placed before the Executive Committee.	
8.	<p>In States that are furthest behind in respect of infrastructure, particularly Upper Primary (i.e. Assam, Bihar, Meghalaya, Madhya Pradesh, Orissa, Uttar Pradesh and West Bengal), the following steps should taken:</p> <p>(i) increase level of effort of GOI and States to resolve outstanding issues related to technical design, land (Bihar), State policy commitments (Assam and West Bengal), capacity (Orissa); (ii) create an in-house civil works team at all levels (State, District, Sub-District); (iii) provide sufficient financial &amp; human resources for these teams; (iv) improve planning and fund flow to facilitate accelerated pace of civil works programme; (v) continuing third party</p>	<p><b>Planning &amp; Fund Flow:</b> Planning is done at grassroot level which is compiled at block level and subsequently at district and final compilation is done at State level. All States/UTs have been instructed to release funds in two instalments to avoid delay in execution of works. Most of states are releasing the funds on these line.</p> <p><b>Design &amp; Infrastructure Provisioning:</b> Bihar is making all efforts to provide land for the construction of school buildings. Procurement of land through donors is also being attempted. All States are having their own local design of buildings and states like Bihar, Assam, Gujarat, Orissa, Uttar Pradesh, Meghalaya and West Bengal have started incorporating school safety measures in their buildings either on their own or in consultation with Disaster Management Division of the Ministry of Home Affairs, University of Roorkey and HUDCO etc. The Ministry has given two orientation to the States/ UTs in collaboration with Disaster Management Division of Ministry of Home Affairs to incorporate the safety measures in school building designs.</p> <p><b>Availability of Technical staff:</b> States of Assam, Bihar, Gujarat, Orissa, Maharashtra, Rajasthan, Tripura, Tamilnadu and West Bengal have well</p>	<p>The Mission is pleased to note the actions that have been taken in respect of the recommendation regarding civil works from the last JRM. It is clear that SSA has taken civil works up in a mission mode to ensure concurrent evaluation of civil works, school mapping and maintenance of assets register – 25 states are reported to have completed this. In States that are furthest behind in respect of infrastructure, particularly Upper Primary (i.e. Assam, Bihar, Meghalaya, Madhya Pradesh, Orissa, Uttar Pradesh and West Bengal), the following steps have been taken:</p> <ul style="list-style-type: none"> <li>• there has been an increased level of effort of GOI and States to resolve outstanding issues related to technical design (Gujarat, Orissa, UP and West Bengal), land (Bihar), State policy commitments (Assam and West Bengal), capacity (Orissa);</li> <li>• in-house civil works teams at all levels (State, District, Sub-District) have been created in Assam, Bihar, Gujarat, Orissa, Maharashtra, Rajasthan and West Bengal and other states;</li> <li>• financial &amp; human resources for these</li> </ul>

<p>evaluation of civil works.</p>	<p>established in-house engineering set ups while others have engaged local engineers of Govt. or Zilla Parishad set up on deputation basis for implementation and monitoring of civil works.</p> <p><b>Independent Third Party Evaluation:</b> The States/UTs themselves are engaging Independent Third Parties to evaluate civil works in their states. Such major states are Andhra Pradesh, Arunachal Pradesh, Assam, Chhattisgarh, Gujarat, Madhya Pradesh, Maharashtra, Karnataka, Mizoram, Uttarakhand, Rajasthan and Delhi. These agencies are also providing necessary guidance and resource support to the supervisory staff and VECs. The State of Orissa, Uttarakhand, Jharkhand, Chhattisgarh, Punjab, J&amp;K, Andhra Pradesh, Himachal Pradesh and Uttar Pradesh have initiated process for engaging independent 3<sup>rd</sup> Party evaluation of civil works. Beside that GoI itself engaged third party to conduct evaluation of civil works for 11 States/UTs which was completed in 2007-08. Now ToRs are being developed for conducting third party evaluation for remaining States/UTs.</p>	<p>teams has been provided;</p> <ul style="list-style-type: none"> <li>• planning and fund flows to facilitate an accelerated pace of the civil works programme have improved;</li> <li>• there is continuing third party evaluation of civil works – 12 States are doing these concurrent third party assessments and a further five states have initiated processes for engaging agencies for third party evaluations.</li> </ul> <p>These steps are welcome and performance in civil works is now 91% (273,637) of the required level of 300,000 additional classrooms (ACR) completed per year. West Bengal continues to have an extremely high ratio of upper primary schools to primary schools: 1-5. MHRD needs to pursue a handful of States that have the widest infrastructure gaps to take all necessary action to increase capacity and fulfil the required gaps in ACR by 2009/10. The MIs report a need for strengthened supervision of civil works in a few states, particularly UP.</p>
-----------------------------------	--	---

**Analysis of Expenditure – 2007-08**

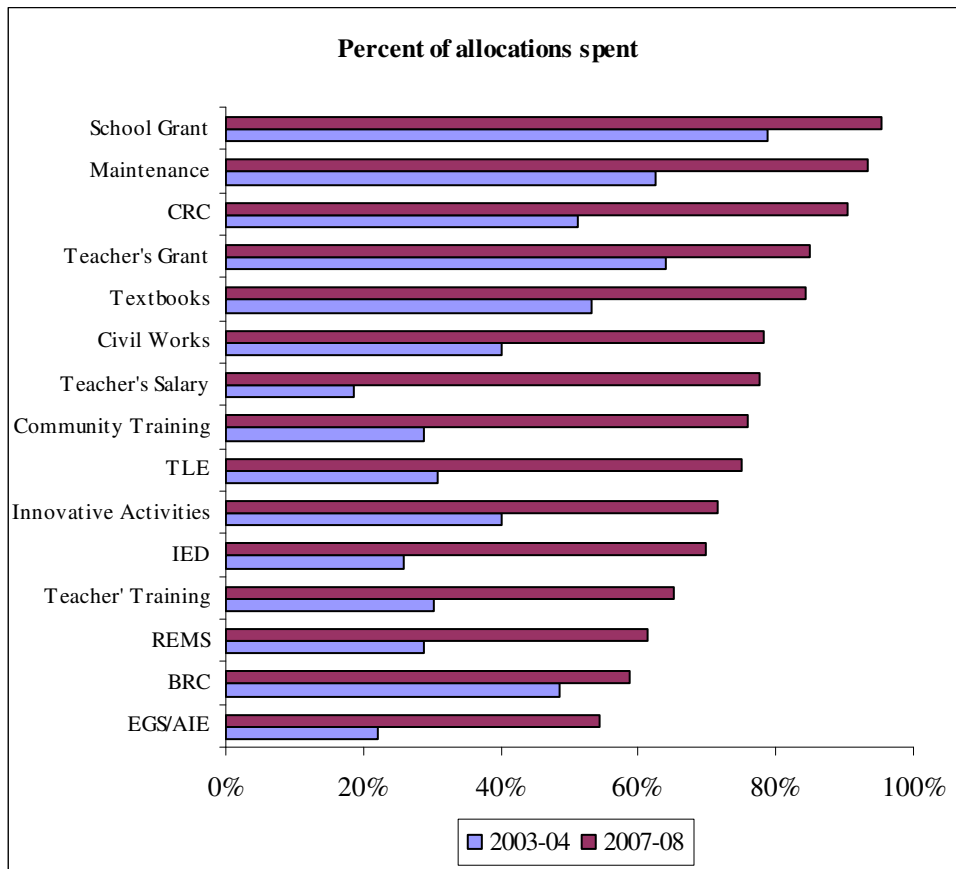
Overall, expenditure as a proportion of outlays increased from 70% in 2006-07 to 74% in 2007-08. During the same period outlays increased by 2.3% and expenditures increased by 6.6%. States' share in total releases increased from 26% in 2006-07 to 33.5%, reflecting an attempt to confirm state releases to the revised sharing patterns of 65:35 between Centre and States.

There is also a shift in the patterns of component wise allocations and expenditures. In 2007-08, civil works and teacher's salary accounted for 35% and 30% of the outlays respectively. Together these components accounted for 68% of all expenditures. While the overall allocations for all components increased, the relative shares of certain components in overall expenditures have declined, while for some components this has increased. For example, share of civil works in total expenditures have declined from 39% in 2003-04 to 35% in 2007-08. On the other hand, the share of teacher salary in total expenditures has increased from a mere 8% in 2003-04 to account for 30% in 2007-08. See graph below.



The expenditure visa-vis allocations of various components differed considerably during the years. In 2007-08 also, while most of the allocations for certain components were utilized, in certain components major portion of funds remained unspent. Allocations were less utilized in the case of components such as EGS/AIE, remedial teaching and major repairs. In many states, allocations 78% of the outlays were utilized. Similarly, teacher salaries accounted for 30% of the outlays and 31% of expenditures. Again, only 54% of the allocations for EGS/AIE interventions were utilized. States that spent less than 50% of their allocations for EGS/AIE interventions included, interestingly, states like Bihar and West Bengal, who had large number of OOSC, and reduced OOSC in large numbers. Other states that did not utilize less than half of the allocated funds for

this component include Goa, Haryana, Jharkhand, UP, MP etc. Delhi used only 2.5% of its Rs. 770 lakh allocated for EGS/AIE. Another important component on which many states spent less than 50% of its allocations was IED (for example, AP, Bihar, MP etc). States like AP, Punjab, Goa and MP and a few states in North East (Arunachal, Manipur, Sikkim, and Tripura) have spent less than 50% of their allocations for teacher training. See graph below for details in terms of relative improvements in spending and the relatively low spending categories.



## Appendix 5

### Analysis of Expenditure for 2007-08

Rs. In lakh

Name of State	AWP&B 2007-2008	Opening Balance	Releases by GOI (Incl external)	Releases by States	Expenditure	Total funds available	% of exp wrt funds available	% of exp wrt AWP&B
Andaman & Nicobar Island	929.19	203.37	187.10	150.00	261.62	540.47	48.41	28.16
Andhra Pradesh	124607.36	2500.67	28100.00	15107.61	45534.19	45708.28	<b>99.62</b>	36.54
Arunachal Pradesh	12496.89	1293.11	7927.15	1250.00	9305.29	10470.26	<b>88.87</b>	74.46
Assam	62138.49	32606.20	28949.99	3180.44	54772.44	64736.63	<b>84.61</b>	<b>88.15</b>
Bihar	333929.74	36962.46	137748.08	83185.40	192892.87	257895.94	74.79	57.76
Chandigarh	1953.69	335.90	934.95	435.00	1314.98	1705.85	77.09	67.31
Chattisgarh	78478.32	5631.12	46787.77	25353.16	68720.81	77772.05	<b>88.36</b>	<b>87.57</b>
Dadar & Nagar Haveli	794.39	0.53	516.34	278.02	287.20	794.89	36.13	36.15
Daman & Diu	258.26	214.58	0.00	34.00	132.62	248.58	53.35	51.35
Delhi	5234.32	1417.21	1671.55	1100.00	2973.37	4188.76	70.98	56.81
Goa	1679.89	256.48	899.57	485.30	1269.76	1641.35	77.36	75.59
Gujarat	38222.09	6678.42	22785.78	13377.73	28066.29	42841.93	65.51	73.43
Haryana	35706.61	5794.13	14220.00	7656.52	23135.92	27670.65	<b>83.61</b>	64.79
Himachal Pradesh	12198.37	2235.30	7638.30	4112.94	10954.24	13986.54	78.32	<b>89.80</b>
Jammu & Kashmir	32151.79	1113.86	20063.27	7420.78	27059.15	28597.91	<b>94.62</b>	<b>84.16</b>
Jharkhand	132191.92	6854.43	80749.00	44489.56	84543.10	132092.99	64.00	63.95
Karnataka	69746.00	6169.02	40604.79	25889.66	69335.68	72663.47	<b>95.42</b>	<b>99.41</b>
Kerala	15956.41	187.51	10322.60	12333.34	14234.13	22843.45	62.31	<b>89.21</b>
Lakshadweep	235.17	85.43	58.79	90.00	108.15	234.22	46.17	45.99
Madhya Pradesh	179824.44	53217.65	86770.34	35812.63	123037.26	175800.62	69.99	68.42
Maharashtra	89523.48	16728.36	45729.96	19875.88	76742.63	82334.20	<b>93.21</b>	<b>85.72</b>
Manipur	4808.86	460.60	1850.95	326.77	1906.68	2638.32	72.27	39.65
Meghalaya	14007.28	3403.28	9365.57	1363.20	10867.15	14132.05	76.90	77.58
Mizoram	4802.93	175.18	4212.02	1099.70	4737.34	5486.90	<b>86.34</b>	<b>98.63</b>
Nagaland	5135.96	33.36	4596.00	152.62	4576.17	4781.98	<b>95.70</b>	<b>89.10</b>
Orissa	108844.49	13351.61	62853.68	33925.98	82657.32	110131.27	75.05	75.94
Pondicherry	893.50	202.83	577.07	142.00	599.05	921.90	64.98	67.05
Punjab	18488.67	1165.79	10493.88	4468.27	12720.50	16127.94	78.87	68.80
Rajasthan	159999.36	3656.79	101307.20	40577.63	136945.00	145541.62	<b>94.09</b>	<b>85.59</b>
Sikkim	2302.79	164.73	402.14	363.00	836.47	929.87	<b>89.96</b>	36.32
Tamil Nadu	70271.07	470.55	46464.13	19683.32	61462.23	66618.00	<b>92.26</b>	<b>87.46</b>
Tripura	4832.36	196.44	4178.49	241.62	4329.99	4616.55	<b>93.79</b>	<b>89.60</b>
Uttar Pradesh	344152.52	25253.90	204758.00	114139.91	297777.48	344151.81	<b>86.53</b>	<b>86.52</b>
Uttarakhand	25283.56	7627.30	13162.00	7111.00	18761.37	27900.30	67.24	74.20
West Bengal	143876.18	4694.09	90381.30	48505.30	102200.21	143580.69	71.18	71.03
<b>Total</b>	<b>2135956.34</b>	<b>241342.19</b>	<b>1137267.76</b>	<b>573718.29</b>	<b>1575058.66</b>	1952328.24	80.68	73.74
National Component								
Ed.CIL	1170.00	133.00	585.00	0.00	771.00	718.00		
NCERT	557.65	63.01	36.54	0.00	58.61	99.55		
NUEPA	272.75	5.29	9.34	0.00	12.76	14.63		
IGNOU	132.15	9.64	103.53	0.00	78.64	113.17		
NIAR	150.00	0.00	0.00	0.00	150.00	0.00		
NIC	78.00	0.00	0.00	0.00	0.00	0.00		
<b>Total</b>	<b>2360.55</b>	<b>210.94</b>	<b>734.41</b>	<b>0.00</b>	<b>1071.01</b>	945.35	113.29	45.37
<b>Grand Total</b>	<b>2138316.89</b>	<b>241553.13</b>	<b>1138002.17</b>	<b>573718.29</b>	<b>1576129.67</b>	<b>1953273.59</b>	80.69	73.71