

INDIA

SARVA SHIKSHA ABHIYAN

FOURTH JOINT REVIEW MISSION

(17-27th JULY, 2006)

Aide Memoire

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EXECUTIVE SUMMARY

1. SSA has made remarkable progress in increasing access and narrowing gender and social gaps. The financial allocations and expenditures in SSA have rapidly increased. Many states are contributing more than their prescribed annual shares of 25%.
2. The country is approaching near universalisation of enrolment at the primary stage. The overall enrolment currently stands at 94% in the age group of 6-14 years. The latest GER shows a remarkable improvement from 90% in 2003-04 to 98% in 2004-05. Similarly, the NER has risen from 72% to 82% during the same period. Upper primary enrolment is increasing by more than 10% annually. Drop-out rates are declining but more needs to be done to improve retention and link it to improved quality of instruction.
3. The gender gap overall has closed and is reflected in the steady increase in the Gender Parity Index (GPI). At the primary level, several states have reached a GPI above 90 and at the upper primary level the GPI has increased to 83. However, the status of gender gaps in Bihar, Jharkhand, Chandigarh and Rajasthan remain a matter of concern.
4. The projected gaps in primary schools have come down from 1.60 lakh at the beginning of the 10th Five Year Plan to only 20,957 and the likewise, the gap of upper primary school has reduced to 20,544. By March 2006, 1.20 lakh new school buildings and 3.30 lakh additional class rooms had been constructed or were nearing completion. The number of habitations without access to primary school within one km distance and an upper primary school within the three km norm is progressively reducing. The other encouraging fact is that a large number of EGS and AIE schools have been mainstreamed giving an opportunity to many children to study in a regular school.

5. There has been an improvement in teacher recruitment thereby bringing the pupil-teacher ratio to 40:1. Almost 6 lakh additional teachers have been recruited under SSA in the first four years of its implementation. While the mean average pupil-teacher ratio of 40:1 is encouraging, it masks significant regional disparities across states and within states – there is a need to rationalize the deployment of teachers while the recruitment drive goes on. Also, the training of untrained teachers poses a great challenge in respect of teaching-learning improvement.
6. The number of out-of-school children has reduced from 2.5 crore in 2003 to 1.34 crore in 2005 and it is currently estimated to be less than 1 crore. The challenge however remains in some 32 districts in the country which are in Bihar, West Bengal, Delhi where the number of out-of-school children are more than 50,000. Similarly, in certain groups like SC, ST and minority children, the number of out-of-school children is still high. It is necessary to identify specific contextual aspects including socio-cultural reasons that inhibit the enrolment and retention of these groups. This requires building of appropriate capacity and resource support at the sub-district level to develop relevant strategies and interventions.
7. The challenge of ‘reaching the hardest to reach’ remains, particularly, the older girls and those from SC, ST and, the Muslim community. The targeted interventions such as NPEGEL and KGBV which focus on girls in the Educationally Backward Blocks (EBB) are also helping in addressing the issues of gender gap. As sibling care constrains access and attendance of girls, it would be appropriate to continue to strengthen convergence between MHRD and the related ministry.
8. The efforts to address unevenness and to close the gaps in infrastructure, social disparities and in other deficiencies by disaggregating the data to the district level are commendable.
9. MHRD’s identification of 314 special focus districts (SFD) on the basis of educational progress is an appropriate strategy for resource allocation, micro planning and the development of needs-based interventions. This should enable each of the SFD to diagnose their

own administrative and socio-cultural factors and to facilitate social mobilization for effective implementation of various components. The programme will now be able to plan targeted interventions for the children belonging to vulnerable communities, children with special needs as well as migrant children. These SFDs pose a challenge in providing adequate capacity for quality planning and implementation. It is important to recognize, however, that gender and caste issues cut across all states and districts.

10. It is heartening to note that States and UTs are now implementing diversified strategies including home based education for the children with special needs. In 2005-06, nearly 15.61 lakh such children were enrolled.
11. The programme has begun to look at gaps in urban areas, particularly the children of migrant workers, and to provide the necessary support structures for planning and implementation. Because of the variety of administrative functionaries that operate in the urban areas, there is a need to address the universalisation and quality issues in a more convergent manner in conjunction with the Urban Renewal Mission. Similar convergence with concerned departments in the urban sector to address the problems of the at risk children – street / working children needs consideration. In this context, there is merit in examining the prospects of greater public-private partnership.
12. For evidence-based planning and implementation of SSA, the importance of data cannot be overemphasized. In this respect, the development and institutionalization of the District Information System on Education (DISE) have been very useful and efforts must continue to improve the coverage, consistency and completeness. The other significant initiative in this context is the development of the Educational Development Index (EDI), which has helped to identify the uneven outlays and outcomes. The EDI when fully developed will have immense potential to be used as a tool for advocacy and transparent decision making on resource allocation. The time lag in the compilation and analysis of data should further be reduced and the focus should be on the use of these data for management of operations. Surveys and studies should be periodic

in nature to provide trends. There is also the need to cross-reference the multiple data sources for drawing insightful conclusions to inform planning and appraisal.

13. An encouraging stream of innovations and experiments such as the Child Tracking System in Orissa and the Child Language Improvement Programme (CLIP) in Andhra Pradesh, are now emerging in several states which need to be validated and disseminated widely. Such good practices are valuable in developing better understanding of specific issues and problems and improvising interventions to suit special situations.
14. For ensuring a good quality and child friendly environment in schools, the use of third party evaluation of civil works is a step in the right direction. At the same time, the various efforts that are being made to improve the quality of teaching-learning through the provision of teacher training, free text books, TLMs and the learning assessment studies are encouraging.
15. The role of the resource institutions in improving quality, particularly at the district and sub-district levels is critical and should be better defined. Professionalisation of these institutions in support of effective education service delivery, particularly the classroom-based support to the teachers, will go a long way in improving the teaching-learning process. This is more relevant now than before as the classroom becomes more diversified in the light of the success of SSA.
16. There is now a distinct emphasis on improving quality of learning in the states. Many of these are in the nature of large scale remedial learning improvement programs and often assessment driven. The quality improvement initiatives need to become more decentralized, less textbook oriented and more aimed at improving basic skills of listening, observation, expression, literacy, and numeracy.
17. In summary, SSA has made good progress on most aspects of elementary education. Now it is time to consciously strive for better quality in every aspect of the programme including classroom processes.

Main Recommendations

1. Closing the Equity and Infrastructure Gap

- In the light of the successes in increasing access, the focus needs to shift from universal enrolments to universal retention.
- The focused investment in the special focus districts concentrates resources and attention on pockets of multiple deprivation. For effective results to flow from this investment complementary measures are required to strengthen the administrative and managerial capacity.
- Given the magnitude of urban deprived children and children who migrate with their families, it is suggested that illustrative guidelines and a frameworks of action be developed at the national level.
- Greater use of Innovation Funds should be encouraged for interventions to boost the performance of first generation learners, especially SC and ST children and older girls.

2. Quality and Learning Achievement

- The Department of EE&L, GOI may consider a clearer articulation of “education of satisfactory quality” under SSA and develop a framework at the national level for identifying verifiable indicators of quality at the state and sub state levels, using a participatory mode and involving all categories of stakeholders. These indicators would need to take into account differing contexts and learning conditions and should inform all provisions for quality enhancement..
- In the context of the low levels of learning of basic skills across the country and high drop outs in early grades, the JRM recommends that Grades I and II be given special focus in terms of teachers and other provisions, with the objective of facilitating school readiness and adjustment and guaranteeing of attainment of basic literacy and numeracy skills by Grade 2.

- The focus of the program should shift in a decentralized mode to the individual school and the teacher and its needs, within a decentralized framework, with district level initiatives and innovations being promoted. Convergence of all quality initiatives under SSA could move towards encouraging, enabling and empowering the teacher to be able to better deliver her role in guiding children's learning. For this capacities need to be built at the district and sub-district levels to think locally while they face the challenge of autonomously attaining broad goals of quality in education adopted at the state level.
- Given the availability of this large cadre now available, it is desirable to undertake an evaluation of the functioning of the institutions of BRCs and CRCs from a perspective that recognizes the primarily academic role of the resource persons.
- The comparison of baseline profiles of pupil achievement with mid term results (received in the 4th and 5th years of the programme) should take into account changed characteristics of the populations being tested.
- Steps need to be taken to enhance the quality of primary data, speed of processing and the qualitative richness of the analyses and interpretation presented. For this setting up of a national level organization responsible for educational achievement surveys could be considered. Such an agency can evolve national frameworks which could incorporate modular components produced by states to develop composite pictures of quality of education across the country.

3. Programme Implementation and Financial Management

- The theme of quality improvement should be taken up in all aspects of education service delivery.

- Third Party evaluation of civil works should be carried out by all states giving due importance to the design aspects of the school environment and safety measures.
- Monitoring institutions should review quality outcomes and teacher and student attendance as per their revised ToR and give emphasis to these aspects in their reporting.
- Planning and appraisal should continue to focus on closing gaps in access, equity and quality through rigorous analysis of trends in performance indicators.

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Fourth Joint Review Mission, 17-27th July, 2006
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1.0 Introduction

1.1 Sarva Shiksha Abhiyan (SSA) is a premier program of the Government of India (GoI) launched in 2001 to achieve the cherished goal of Universalization of Elementary Education, a Fundamental Right (Constitutional Amendment 2002). The super goals of the program are:

- All children in school by 2005.
- Focus on satisfactory quality with emphasis on education for life
- Bridging gender and social gaps in:
 - Primary by 2007
 - Elementary by 2010.
- Universal retention by 2010.

1.2 While the major funding for the program comes from GOI and the states/UTs in the ratio 75:25 for the Xth Plan, external Development Partners viz. World Bank, Department for International Development, (DFID) and the European Commission are also supporting the program. This arrangement with the external agencies is for a period of three years (2004-07) with the following specified objectives within the framework of the larger program goals:

- (i) to reduce out-of-school children by at least 9 million with an increase in enrollment
- (ii) to narrow existing gender and social gaps
- (iii) to enhance quality

1.3 In accordance with the agreements between GOI and the development partners, the program envisages a bi-annual review (January and July) through review Missions. This Mission in July is the fourth Joint Review Mission of SSA. The terms of reference (TOR) for the Mission and details of the Mission composition are enclosed (Appendix 1).

1.4 This review has been undertaken at an important juncture in the nation's march towards UEE. 2006 marks the 20th Anniversary of the National Policy of Education, 1986(NPE). It is the NPE which, for the first time:

- i) Defined the UEE as a composite comprising universal enrolment, universal retention, and a substantial improvement in the quality of education to enable all children to achieve essential levels of learning, and
- ii) Envisioned the strategy of disaggregated and decentralized planning and implementation for achieving the UEE.

1.5 2006 also marks the 10th anniversary of the operationalization of DPEP, a home-grown programme which translated into practice the strategy envisaged by NPE.

SSA is about to enter its fifth year. As one takes note of what SSA has been splendidly striving to achieve, one cannot but be struck by the far-reaching conceptual and operational advances that SSA has made in praxis of the decentralized desegregated strategy for achieving UEE. Further, the preparatory exercises for the 11th Five-Year Plan are underway; these naturally include a review of the SSA. And further, the nation is engaged in an intense debate on equity and inclusiveness in education. Irrespective of the positions taken in this debate, there is a consensus that equity and inclusiveness in education call for eliminating in the very near future the disparities in the participation in and learning outcomes of elementary education. Suffice to say, this is the moment that calls for earnest stocktaking, reflection and introspection.

2. Overview of Progress

2.1 The developments in the last ten odd years have vindicated the robustness of the strategy envisioned by NPE, and practiced in DPEP and SSA. In 1992, UEE appeared to be a Mission Impossible; it has been transformed into an achievable task. There is considerable evidence that universal access and near universal enrolment are well within sight; the problem of never-enrolment seems localized to specific geographical areas and to specific, socially and economically disadvantaged groups. To recapitulate the empirical evidence for this statement:

- i. Reports from a variety of sources indicate that the age- specific enrollment rates (6-14 years) are in the region of 93-94%. An independent national level assessments (SRI-IMRB) place the number of out-of-school children around 134 lakhs. Five States account for 69 percent of these out-of-school children. Of these 134 lakhs out-of-school children, 31.04 lakh are SC children, 16.6 lakh are STs, and 22.5 lakh are Muslims.
- ii. For the third year in a row, upper primary enrollments have increased by more than 10% in a year (2002-03 to 2003-04 – 11.8%, 2003-04 to 2004-05 – 14%; 2004-05 to 2005-06 – 10.4%).
- iii. Gender gaps at the primary stage have declined to about 4.2 percentage points in 2005-06 and to 8.8 percentage points at the upper primary stage. The gender gap among SC and ST students is also declining steadily, though it is higher than that for the general category students. This reducing gender gap is reflected in the steady increase in the Gender Parity Index (GPI); primary GPI increased from 0.89 in 2002-03 to 0.91 in 2004-05 and upper primary GPI increased from 0.29 to 0.83 in the same period.
- iv. Never before has so much effort been made to address the educational needs of children with special needs [CWSN]. The enrollment of CWSN in regular schools is showing a significant upward trend, from 5.6 lakh in 2002-03 to 15.6 lakh in 2005-06. It is worth mentioning that 20.17 lakh CWSN have been identified in the same period. It is heartening to note that States and Union Territories [UTs] are now implementing diversified strategies including home based education and intensifying support in schools for CWSN.
- v. For far too long, UEE has been taken to be a rural challenge. With the rapid urbanization that has been taking place and with urban poor accounting for a very significant chunk of the poor, UEE in urban areas needs special attention. It is heartening to note that SSA has been addressing this issue in right earnest.

- vi. Access to schooling has improved dramatically. The projected gaps of primary schools have come down from 1.60 lakhs at the beginning of the Tenth Five-Year Plan to 20,957; likewise, the projected gap of upper primary schools has come down from 1.69 lakhs to 20544. These gaps are based on habitation-wise planning conducted by States and Uts.
- vii. With significant expansion of access and enrolment in schools, the number of Education Guarantee Scheme [EGS] centers has been declining rapidly. It is projected that by March 2007, there would be only 70,000 EGS centers functional in the country down from 100,000 centers at the beginning of the year. EGS centers were transitory measures and to provide rapid access to the remotest unserved areas. Steady upgradation by States, to convert them to regular primary schools has been reassuring. The concern expressed by some that the more disadvantaged children are being consigned to second rate, alternate schooling, seems belied.
- viii. Deficiencies in school physical infrastructure and teachers are being made good. By March 2006, more than 1.20 lakh building and 3.30 lakh additional classrooms had been constructed or were nearing completion. Almost 6 lakh additional teachers have been recruited under SSA in the first four years of the programme itself. One can reasonably expect that in the very near future, every habitation would have a school in the vicinity and that school would have adequate number of teachers and physical infrastructure that conforms to the norms laid down by SSA.
- ix. Dropout rates have been declining and the overall primary stage dropout rate (not the cohort dropout rate) could be as low as 12-13% overall.

2.2 All those associated with SSA – the Centre, States, Uts and local bodies, officers, consultants of the Central and State Technical Support Groups, experts, activists, resource and non-governmental organizations, need to be complemented for a task very well done. However, it is inevitable that success brings in its wake new challenges and opportunities. With universal access and universal enrolment in sight, the loci of challenges shift to the upper primary stage, and to the more onerous areas of universal retention, uneven levels of educational development, planning and implementation capabilities, school effectiveness, learning outcomes and quality in its entire. That is to say all aspects of quality relating to educational administration, planning, implementation, learning, monitoring and evaluation should be addressed. Needless to say, the quantum shift in the challenges calls for a critical appraisal and recalibration of the strategy and tactics. The Mission sought to go about its task against this backdrop. However, it should be candidly acknowledged that given the constraint of time, and more particularly lack of knowledge about direct field views, the JRM observations can at best be only indicative. No one is better placed than those who are engaged in the planning and implementation of SSA at various levels to take a hard look at the emerging challenges, and draw the roadmap for the journey ahead. The need of the hour is a collective and iterative critical self-appraisal and self-evaluation, *a la* Zero-based budgeting, of planning, pedagogic and implementational approaches and activities.

3. Challenges Ahead

3.1 Closing gaps

- Moving the focus from universal enrolment to universal retention
- Major challenge is reaching the last few children, especially those from vulnerable groups.
- Addressing social and regional disparities and unevenness in performance to ensure equitable learning achievements.
- Further strengthen diagnostic use of data for management, implementation, monitoring and advocacy.
- Management and capacity to meet the challenges in the SFDs

3.2 *Quality of the educational process*

- Optimizing utilization of decentralized institutional resources to manage change.
- Enhancing program focus on the school as an autonomous institution with a view to enabling, encouraging and empowering the team of teachers at each school through focused on site support. Promoting understanding of the educational quality at the school level within the local community would also need strengthening.
- Addressing the issue of the widespread and seemingly endemic low levels of learning and high drop out , particularly in the early grades.,
- BRC – CRC structures and personnel are a resource now available which needs to be utilized more optimally to provide decentralized academic support.
- Making teacher training more effective in bringing about quality reform.
- Universalising continuous and comprehensive evaluation as an ongoing means of improving the quality of instruction..

3.3 *Programme Implementation*

- While expenditures overall are increasing rapidly, some important components are under-performing in many states – these components are: Research Evaluation and Monitoring Support (REMS); Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE); Inclusive Education (IE); the Innovation Fund; management; and State Institute of Educational Management and Training (SIEMAT).
- The number of special focus districts (314) is too large for effective 12inalization12i and narrowing the focus down will require the establishment of clear needs-based criteria.
- The work on the Educational Development Index (EDI) is a major breakthrough in 12inalizat uneven outlays and outcomes regarding SSA expenditures. While this is a work in progress, the initial feedback on its usefulness is highly positive, auguring well for the use of the EDI in the future to inform needs-based planning, appraisal, budget preparation, monitoring and supervision. MHRD should continue to develop this important tool and consider ways that it can be applied.

- While the outputs of DISE are increasingly impressive, making available data which is consistent, reliable, timely and comprehensive and amenable to use at appropriate levels remains an important challenge.
- Institutionalisation of the use of the EMIS system along with multiple sources, such as household survey data, independent studies/surveys by credible organizations such as NSSO to assess progress towards milestones and to support planning.
- While SSA as a programme will continue, the remaining years of the current phase (up to 2010) provide an opportunity for preparing for the necessary integration of SSA management structures with the mainstream education administration. Apart from the financial dimension of sustainability, institutional integrations have to be planned and implemented to ensure the sustainability of programme goals.
- It would be desirable to have executive development programmes (EDP) for functionaries of education department as well as SPDs and other SSA programme functionaries in charge of planning and coordination. That is to say, the system that has been introduced in pedagogic training has to be extended to the management. These EDPs could be developed in collaboration with NIEPA/SIEMATs and other reputed management and training institutions.
- Ensuring a stable tenure for SPD and other key functionaries.
- The timeline on strengthening the Internal Audit (IA) function in all states to cover a third of the districts each year (as specified in the FMP Manual).
- The decision to compress the timelines (to just two years) to close infrastructure gaps, predominantly in the 314 special focus districts is welcome but presents a massive challenge. These 314 districts account for most of the civil works gap and have lower levels of capacity.

4. Follow up actions on 3rd JRM recommendations

4.1. The suggestion made by the previous JRM about intensifying activities to provide complete access to all eligible children in a time bound manner (recommendation number 1), with specific targets on special focus districts and groups (recommendation 2 and 3) have been acted upon. The focus on the identified Special Focus Districts was evident in terms of analysis carried out and the significant preferential allocation of resources to these districts for bridging the gaps in access, infrastructure, teachers and EGS and AIE. Some states have evolved different strategies to address the educational needs of different focus groups, including CWSN, which should continue.

4.2. The steps suggested by the 3rd JRM to promote quality are being taken forward through the training of BRC and CRCs, reviewing the training packages for effective learning, introducing pupil assessment systems and promoting use of innovative classroom practices. However, greater efforts should be made towards professionalizing the academic support institutions, emphasizing the context of training needs.

- 4.3.Strengthening of accounting practices, financial management and procurement at the decentralized level are progressively taking place through training and using simplified guidelines.
- 4.4.Staffing levels have improved. However, the problem of inadequate staffing still persists in Bihar, Jharkhand and Delhi.
- 4.5.There have been efforts to build capacity and sensitize states, including a national media campaign regarding the potential of NPEGEL for girls' education. A handbook for implementation and a Monitoring Framework are under preparation.
- 4.6.States are increasingly using data on out of school children and internal efficiency of the system for planning, which needs to be further encouraged and sharpened with technical support from national level institutions.

5. Closing the Equity and Infrastructure gaps

5.1. Status, progress and gaps in provision

5.1.1 Access and Equity: The JRM notes accelerated progress in closing infrastructure gaps. The number of habitations without access to a primary school within the one km distance norm and those without access to upper primary school within the three km norm has reduced from around 1.7 lakh in 2002 (Seventh All India Education Survey) to around 20,000 now. This was made possible by opening new schools (around 1.30 lakh schools under SSA, which included around 55,000 upgraded EGSs), EGS centres (around 1.11 lakh) and AIEs. There are around 2.4 primary schools for every upper primary school. The targeted effort to upgrade EGS centres to schools in a phased manner is a step towards mainstreaming and equity. Most states have adopted a variety of bridging interventions such as boarding schools, residential and non residential camps, tent schools etc to ensure access. These bridging interventions raise issues of quality that must be evaluated. At the same time, some do offer potentially replicable pedagogical lessons for addressing diversity of learner characteristics encountered in schools. Teacher training programmes could draw on this experience.

5.1.1.1.The planning of implementation of the primary stage of SSA builds up on the learning experiences of DPEP. Such experience is not available for the upper primary stage. Further, the levels of participation, learner achievement and disparities are higher at the upper primary stage. Therefore, the upper primary stage requires much greater attention. At present, there is no consistency across states on policy regarding integration of Grade 8 into the elementary cycle. This issue needs to be addressed in the context of the Fundamental Right to eight years of schooling.

5.1.2 Infrastructure: The JRM commends the rational approach adopted by MHRD and states to identify districts with persistent infrastructure gaps and make appropriate allocations to bridge the gap. DISE 2004 data has been used to identify gaps in classrooms, drinking water and toilet provision. It showed that

9.98 lakh classrooms, 60,000 drinking water facilities and 3.26 lakh toilets were required mainly in the 314 Special Focus Districts. Under SSA, so far provision for 1.20 lakh school buildings, 3.29 lakh classrooms, 1.62 lakh drinking water facilities and 2.22 lakh toilets have been made, which are in various stages of completion. While there has been tremendous improvement in meeting major infrastructure gaps, the wide variations in provision of classrooms, water, sanitation, and teaching and learning equipment in Bihar, UP and Jharkhand remain a matter of concern.

5.1.2.1. Enhanced allocations and an accelerated pace of construction requires close supervision and capacity building at different levels. In poor performing districts, support will be required to effectively utilize funds. With new schools being built, there is a need to re-look at school design incorporating child friendly elements with increased attention to safety. The urban context provides new design challenges.

5.1.3 Teachers: Gaps in teacher numbers are gradually closing and 2005-06 has been a good year for recruitment. As of March 31st 2006, 5.9 lakh teachers have been appointed against a sanction of 7.76 lakhs. The delays on account of court cases and the model code of conduct of the Election Commission in some states appear to have been removed. While part of the solution for teacher deficits in many areas may lie in teacher rationalization and redeployment, recruitment and financial support to teachers is likely to be an issue, especially in states like Bihar and UP where PTR is high. For want of qualified teachers, many States and Uts have been appointing untrained teachers and arranging for their training through varied modalities including distance education courses of IGNOU. It is desirable to carry out an evaluation of all such training programmes. Teacher training should include a stronger focus on equity issues and the needs of the most vulnerable children especially older girls and scheduled caste children in order to enhance participation and performance.

5.2 Status, progress and gaps in outcomes

5.2.1. Out-of-School children (OOSC): There is a reduction in the number of out-of-school children in the age group of 6-14 years from 25 million in 2003 to 13.4 million in 2005 (representing less than 7 percent). MHRD estimates there are now less than 10 million children out of school. In certain categories, however, the gap still persists- older children in the age group of 11-14 years (8.56 percent compared to 6.10 percent OOSC in 6-10 years age group); rural children (7.8 percent vis a vis 4.34 percent in urban areas). A large proportion of OOSC are from vulnerable groups – such as girls, SC, ST, OBCs and Muslims.

5.2.1.1. The JRM welcomes the efforts to focus on areas with a high proportion of out of school children. In 2005 48 districts with more than 50,000 OOSC were identified mainly in the states of Bihar, UP, West Bengal and Orissa. The close monitoring of OOSC and concerted efforts has brought this number down from 48 to 32. 3 of these 32 Districts are in Delhi, highlighting the importance of addressing the urban situation.

5.2.2 Enrolment: There is near universalization of enrollment at the primary stage. The latest GER figures for primary grades (estimated using DISE data which were collected from government and private recognized schools) show a remarkable improvement from 90 percent in 2003-04 to 98 percent in 2004-05. The NER has also shown improvement from 74 percent to 82 percent during the same period. Nearly 6.3 million children are enrolled in EGS and AIE. A positive trend is that more and more children are getting mainstreamed from EGS and AIE.

5.2.2.1 Activities aimed at promoting enrolment and retention at upper primary stage need to be expanded. As large numbers of underage children accompany their older siblings to schools and get enrolled in Grade I, the enrolment profile gets distorted. There is need to provision for the care and education of these children through greater convergence.

5.2.2.2. With near universal enrollment well within sight, the effort to ensure enrollment of the remaining out-of-school children would have to be much more intensive given that the socio-economic and cultural factors that impede the participation of these groups of children are more severe.

5.2.3. Retention rates: With the refinement of the definition of dropouts, it is necessary to reconstruct the past data so that it is possible to compare the current trends in the reduction of dropouts with the historical trends. Analysis based on the revised definitions of drop outs indicates a declining trend in annual average drop out rates. The primary dropout rates (not based on cohort analysis, but on annual average drop out figures) have declined from 15 percent in 2002-03 to 12 percent in 2004-05. Transition rates from primary to upper primary grades have also improved from 74 percent in 2004-05 to 78 percent in 2005-06. The apparent survival rate (considering both drop out and repetition rates) at Grade V has also improved from 63 percent in 2004-05 to 67 percent in 2005-06.

5.2.3.1. The monitoring of dropout rates by individual districts would help in understanding the disaggregated picture of retention. The national study to be commissioned on drop out rates may consider looking at retention indicators disaggregated by socio-economic parameters. A correct assessment of dropout rates would involve tracking of children who not only leave education system, but also those who leave government schools and join private unrecognized schools, which are usually left out from school statistics and therefore often mistakenly considered as dropouts. It would be necessary to go beyond generic reasons for dropouts and identify specific contextual reasons including socio-cultural factors which inhibit completion of elementary education. This would require building of capacity and resource support for blocks and other local areas to diagnose the specific reasons and to work out appropriate strategies and activities. The diagnosis, strategies and programme components should be clearly articulated in the annual work plans, appraised and monitored. In areas with low retention, particularly where socio-cultural factors severely inhibit participation and retention, social mobilization should form the core of the overall strategy for universal participation, rather than being merely an innovative activity at the time of enrolment.

5.3 Equity and Gender

- 5.3.1.** As the numbers of children out of school reduce, the task of reaching the remaining children becomes harder and more complex. The issue of equity and quality for children within the school are equally important. The JRM welcomes the increased focus on disaggregation and analysis of data to promote more equitable planning and provision. The Special Focus Districts are a welcome development. The JRM was impressed by the innovative examples of interventions to promote enrolment and better learning achievements for girls, Muslims, ST, migrant children, and children with special needs. Learning outcomes remains an area of major concern. More analysis will be required to understand and address the reasons for uneven learning achievements and completion rates between different social groups. There is evidence to suggest that low parental literacy impacts adversely on children's participation and performance in school. First generation learners are likely to be from the most vulnerable groups and require more academic support.
- 5.3.2 Muslim children** are over represented among the out of school population, nearly 10 percent of all Muslim children are out of school. The JRM welcomes the increased focus and attention on Muslim children and the inclusion of 99 Special Focus Districts with high concentration of Muslim population. States such as Bihar, MP and UP are supporting existing *Madarsas/ Maktabas* to provide formal education as a step towards mainstreaming. The progress and performance of children in these establishments needs to be monitored closely if mainstreaming is the desired goal. To sustain these efforts it is important to involve parents and community in monitoring.
- 5.3.3 ST:** 9.54 percent of all ST children are still estimated to be out of school. Older ST girls are also more likely to drop out. 75 of the Special Focus Districts have high concentration of Scheduled Tribe children. The JRM was impressed by the innovative steps that some States, such as AP, are taking to address the needs of children from different linguistic groups. There are important lessons that other States containing multiple language groups could learn from this experience. The same approaches could also be adapted to include Training Materials for VEC and PTA members from these communities.
- 5.3.4 SC:** 8.17 percent of all SC children were out of school as per the IMRB study. In some areas this proportion is much greater. In Delhi, for example, 25.82 percent of SC children are out of school. The strategy of 61 Special Focus Districts may not be adequate to address Scheduled Caste issues as SC communities are less concentrated than ST communities and are dispersed widely in heterogeneous districts where they face specific forms of social exclusion and discrimination. Teacher Training should therefore address issues of attitude and class room practice in order to improve the academic performance of SC children.
- 5.3.4.1. Despite the progress in increased enrolment by SC children, their performance still lags behind other groups. The reasons for this deserve greater research and

analysis. The Time on Task study and classroom observations may yield insights into this issue.

5.3.5 Migrant children: The education of children whose parents migrate within or between states represents a growing challenge. Some states have begun to address the problems of inter state migration. A range of initiatives are being explored such as providing short term hostels, and other arrangements at the village level for the care and education of children who remain behind. The most promising seem to be the collaborative efforts to ensure concerted action by both the sending and receiving states to ensure that the language of instruction as well as the provision of infrastructure needs is met, for example the Orissa- AP and Karnataka-Tamil Nadu initiatives. The Mission commends initiatives to coordinate and share resources and suggests that similar efforts be promoted by states that have cross state migration. Intra state and intra district migration is a common feature in several states. It is not very clear what sustained efforts are being made to meet the educational needs of children who migrate within a state.

5.3.5.1. Given the complexity of the problem it may be useful to have a national framework that spells out the responsibilities of all the stakeholders involved in ensuring educational planning and provision both at the sending and receiving ends. At the same time a strategy to harness and link other developmental resources and programmes could be developed to address the basic problems of poverty and unemployment that are at the root of migration.

5.3.6. Urban Children: Estimating the number of out of school children in urban areas has never been an easy task given the mobile nature of the urban poor. The IMRB study commissioned in 2005 estimates that around 21 lakh urban children are out of school with an almost equal number of boys and girls. Six metro cities have been identified to have the largest number of out of school children (Delhi having the highest OOSC at 10.6 percent.)

The JRM welcomes the increased focus on the problems faced by poor urban children and the inclusion of this group as a focus for the Task Force on Disadvantaged Children.

5.3.6.1. Construction workers and women headed households, face acute child care problems that require convergence between agencies to meet their needs. The attention to convergence is welcome and will need to be pursued. There are specific infrastructure challenges in urban areas.

5.3.6.2 The complexity of governance in the urban centres represents a challenge for SSA. MHRD needs to initiate a National dialogue with the Ministry of Urban Affairs, the National Urban Renewal Mission and other key stakeholders to evolve a coherent and coordinated approach.

5.3.7. Children with special needs: The Mission commends the progress made in the area of inclusive education and the sensitivity with which states have begun to address the needs of children with special needs. Expenditure on inclusive

education has shown an upward trend from 26% expenditure in 2003-04 to an overall expenditure of 65.6 % on CWSN inclusion related activities in 2005-06. In 2005-06 out of the 2017404 children identified, 1560539 were provided educational access through multiple options of enrollment in regular schools, EGS/AIE and home based education. A range of supportive steps have been taken such as provision of resource teachers, bridge courses to prepare children to enter the mainstream, counseling of parents among others. Several states have established partnerships with NGOs and other professionals to develop a sustainable strategy and intervention.

5.3.7.1. The two major strategies adopted to enhance functional mobility are the provision of assistive devices and barrier free access in schools. 70 percent of CWSNs requiring Aids and appliances have been provided assistive aids. A wide range of resources (the Red Cross, Disability and Rehabilitation Centers, ALIMCO, NGOS, State Government resources among others) have been harnessed by several states for this purpose. Some states are using IE funds to provide escort and transport services for CWSN.

5.3.7.2 Around 3.72 lakh schools have been made more accessible by incorporating barrier free features such as ramps and hand rails. This is a step forward, but the quality and use of the ramps is a matter of concern. While schools are being made barrier free, it maybe necessary to advocate with panchayats and community to ensure the paths/ road leading to the school are improved to help children reach school. Access to toilets also needs to be ensured if wheel chair users are to be included in a meaningful way.

5.3.8. Girls: The gains of the sharp gender focus in DPEP are now becoming evident in the progress reported in achieving gender parity at the primary level. GPI below 90 in a few states such as Bihar, Jharkhand, Chandigarh and Rajasthan remain a matter of concern. At the primary level, several states report a GPI above 90. At the upper primary level, there is also a promising trend. But in both cases, the trend appears to be stagnating. This may be because SSA now has to face the challenge of 'reaching the hardest to reach' (older girls and those from SC, ST and Muslim communities and girls with special needs).

5.3.8.1. The time has come for a re-focus on gender issues and how they impact on classroom interactions and teacher and pupil performance. Key strands of the existing strategy to bridge the gender gap rest on the NPEGEL and KGBV programmes which targets 3073 Educationally Backward Blocks (EBBs) and provide a financial additionality to the SSA programme. Although this approach is welcome there needs to be a sustained focus on gender issues throughout the school system and in particular for older girls. The rational distribution of 1180 KGBVs across socially deprived areas and groups is a welcome development (18 percent in Muslim areas, 22 percent in ST areas and 8 percent in SC dominant blocks).

5.3.8.2. The third JRM pointed out the confusion among states in implementing the NPEGEL. The Mission appreciates the efforts to build capacity and sensitize

States to the potential of NPEGEL. Several promising case studies were presented showing how KGBV and NPEGEL are effective in addressing the needs of older girls. A range of skill building trades and life skills are being offered under NPEGEL. The Mission urges a greater focus on building confidence and empowerment of girls rather than focusing on those skills that reinforce gender stereotypes. The KGBV experiences should be reviewed and evaluated to consider how the needs of all vulnerable groups are addressed.

5.3.8.3. As Mahila Samakhya is poised for a major expansion, there is an urgent need to build a consensus and understanding on the partnership between SSA and Mahila Samakhya at an operational level through coordinated workshops and meetings to ensure maximum gains out of such a partnership

5.3.8.4. Efforts to bridge the gender gaps at the upper primary level require efforts not only at the school level but much more at the community and parental level. It is suggested that a strong advocacy with the community and parents be undertaken as in the initial phases of environment building for education that was done under DPEP. The vast network of women's Self Help Groups in almost all states not to mention the Mahila Samakhya programme provide a huge resource to finally reach older girls.

5.3.8.5. It is well established that parental education has an impact on educational participation and performance of children. Given the focus on educationally backward districts, it would be useful to converge with programmes of Adult Education to ensure the mobilization and participation of women and girls.

5.3.8.6. Sibling care constrains access and attendance of girls. For this reason, there is an urgent educational imperative to attend to early child care and education. Several states have already put in place interventions to address this issue either through SSA funds or through convergence with other departments. While the JRM is aware that ECCE falls within the purview of another Ministry, it would urge MHRD to continue to strengthen convergence with Ministry of Women and Child Development.

6. Quality of Elementary Education

6.0. Overview: Apart from its intrinsic value, the quality of learning has a vital bearing on universalizing participation. The NPE articulation of UEE being a composite, of which quality is a vital and integral constituent, cannot be emphasized enough. It is heartening to note that States and Uts are making enormous efforts to implement various components for enhancing quality, such as teacher training, teaching-learning materials, decentralized academic support, measurement of learning outcomes among others.

6.0.1 Progress thus far: The JRM views the first phase of the SSA as being very productive in terms of ensuring basic physical conditions in schools for quality education. Most states, barring seven, indicate that they have no school now without blackboards and no school without teachers. Fifteen states still mention

some incidence of single teacher schools with the maximum being in UP (11,500), AP (5827), Assam (6961) and Bihar (4957). Several states are now reporting setting up of formal libraries in significant number of schools and regular use of these by children. With a spurt in appointment of 5.95 lakh teachers across states under SSA, the PTR both at primary and upper primary levels has improved, although the situation is very uneven across states, districts and even within districts. The worst off states with high average PTRs are UP and West Bengal, while some states still have individual schools with PTR over 70.

- 6.1.1. A very significant achievement has been the provision of free textbooks to about 5.35 crore children during 2005-06, across all states except Jharkhand. Timeliness of distribution has also improved in some states. Several states have also developed a range of teaching learning materials other than textbooks such as tribal primers, story books, basal readers, work books, worksheets, children's journals, activity charts, materials for children with special needs, science and mathematics kits, self learning materials and audio visual aids. All these are seen as initiatives to enrich the teaching learning process for children.
- 6.1.2. SSA has made a provision for 20 days of annual training for each teacher, and all states have utilized this provision, although over a series of successive trainings. Overall, across states 2347017 teachers, of a total of 3053285 (77 percent) have received training and most trainings are organized at the BRC – CRC level. This large coverage is certainly an achievement. The training modules are in all cases developed at the state level. The training content reflects a wide range, but is largely focused on subject specific training and pedagogical aspects. A few innovative themes include life skills' development, road safety and reading promotion activities.
- 6.1.3. While these inputs are distributed across most states, some states have also demonstrated good practices in promoting quality through specific innovations. More prominent among these are the 3R's Guarantee program(EQUIP) in Maharashtra, GAP in Gujarat, ILIP in West Bengal, LATS in Orissa, School Grading system in Uttaranchal, Summer Camp in Bihar and the CLIP in AP, among many others. Most states also report some system of assessment of children's learning in the classrooms and some states have reported state level initiatives in assessing children's achievement levels for providing remedial instruction. A review of many of these innovative good practices brings in a certain level of optimism. Besides bringing forth certain basic learnings for the larger system, these are valuable in that they reflect the capacity and elasticity evident in the system now to respond to emerging needs in a more systemic manner. Overall, these interventions and inputs seem to have prepared the ground well for taking off in a more planned way towards scaling up quality across the system, especially at the level of the school.

6.2. Challenges Ahead:

- 6.2.1. However, while these initiatives have been significant, the whole is often larger than the sum of parts. Likewise, the quality of learning is larger than the

aggregation of these individual components. What seems to be necessary is to weave all these components into a comprehensive framework for enhancing quality to this end, the first step appears to be for the Department of EE&L, GOI to clearly articulate what is meant by the objective of “education of satisfactory quality”. The JRM recommends the development of a framework at the national level for identifying verifiable indicators of quality at the state and sub state levels, using a participatory mode and involving all categories of stakeholders. These indicators would need to take into account differing contexts and learning conditions. This would help to ensure that there is a sustained direction and vision in the work of quality improvement in each State and Uts/UT. The guidelines for the “quality” component of SSA could be reviewed in accordance with this exercise. These indicators could be included in planning of all training, provisioning and program/system monitoring. Within this perspective, the ADEPTS initiative, relating to teacher training, which aims to evolve context specific performance indicators, is one welcome step. It is hoped that this will have wider participation and lead to the desired sensitization and outcomes.

6.2.1.1. Some of the other more specific challenges that need to be addressed on priority to scale up quality and implement this vision on the ground would include : (a) optimizing utilization of decentralized institutional resources to manage change (b) enhancing program focus on the school as an autonomous institution with interventions converged on teachers, children, parents, community (c) addressing the issue of the current low levels of learning (d) using assessment more purposefully in its diagnostic and remediation mode at the school level as also at the level of the system (e) restructuring and integrating teacher training initiatives for larger impact and (f) finalizing quality monitoring.

6.2.2. Optimizing utilization of decentralized institutional resources to manage change. The Mission saw evidence of progress towards decentralization along many dimensions, from the presentations made by several states. While this decentralization is more evident in financial and administrative matters, it is less so in the quality initiatives which are largely driven from the state capitals, as they would be in these early stages. However, to improve quality in a sustainable manner there is no option but to build capacities at the district and sub-district levels to think locally while they face the challenge of autonomously attaining broad goals of quality in education adopted at the state level.

6.2.3 How is this to be achieved? The remarkable improvement in delivering quality results on scale in civil construction and financial management, which evolved over a period of time, may serve as a model. There was a clear central goal and standard setting coupled with capacity building, and this was combined resolutely with local accountability. External resources for validation and/or implementation also are being increasingly used. The same general principles can be applied for improvement of quality. However, an important caveat is that the process of improvement in quality of learning involves much greater and continuous human interaction. It is also much more context –specific requiring greater freedom to act and innovate, the need for which increases as one moves away from the state capital and into the classroom. It would also be important to integrate and

converge various factors that contribute to a better learning environment and thereby the learning achievement of the child. The JRM would in this context recommend many more district level initiatives to be encouraged as the program moves on. Uttaranchal's integrated approach to improvement in quality of education is in the right direction in this respect and should be strengthened and observed closely.

6.2.4 Also, now that there is a huge pool across the country of resource persons located at the BRC/CRCs, these represent a potentially powerful resource for scaling up quality through their work, which is primarily engaging with teachers closer to their own sites. BRCs and CRCs were created primarily to provide academic supervision and guidance to teachers. However, it would appear that there is wide variation –

- in their capacity and performance
- in their staffing patterns, and
- in the academic roles assigned to them and the extent to which they are able to play these out.
- in the academic support and capacity building provided to CRCs and BRCs by DIETs, SCERTs and Universities.
- It is desirable to undertake an evaluation of the functioning of the institutions of BRCs and CRCs from a managerial and pedagogic perspective. This evaluation can help put in place strategies for more effective functioning of BRCs and CRCs and their better integration with the traditional administrative functions and staff. It is desirable that the mainstream education system, particularly university departments, academic resource institutions and education department functionaries engage with SSA's improved processes and practices.

6.3. Enhancing program focus on the School and on the Teacher: With the focus moving to the teaching learning process, the school and within it the teacher, children and community become the central focus. The perception of the school as an autonomous institution and the significance of ensuring able leadership is key. Convergence of all quality initiatives under SSA should therefore move towards encouraging, enabling and empowering the teacher to be able to better deliver her role in guiding children's learning. The critical role of the VEC/SDMC and CRC as supportive not inspecting/controlling institutions in this context become important. VEC/SDM roles need to be strengthened further in terms of their understanding of and involvement in school based initiatives to ensure quality.

6.3.1. Providing enabling conditions for teachers is very important. Allowing /encouraging teachers to ensure sufficient time to concentrate on their pedagogic responsibilities (planning and teaching), by minimizing their involvement in activities outside their sphere and also encouraging teachers to spend adequate time on task within the classroom would be critical. Ensuring enabling conditions for teachers with appropriate pupil teacher ratio, class teacher ratio, availability of class library, supplementary reading material, space etc is paramount in

improving quality in the classroom. Intensive efforts into training will only be meaningful if these conditions are met to a satisfactory level.

- 6.3.2. Given the expected spurt in enrolment in transition to upper primary, the upgrading of school facilities, provision of library resources, aids and equipments and availability of trained teachers needs to be concurrently addressed along with provision of infrastructure to preserve the quality oriented momentum. The issues of quality improvement also include revision of curriculum, training of teachers, regular academic support and learner assessment which may be somewhat different from the primary stage. This aspect needs to be addressed in the design of interventions and capacity building of academic and administrative personnel.

6.4 Integrating teacher training initiatives for larger impact

- 6.4.1 SSA has on the whole, concentrated on in-service and induction training with pre-service training not being included in its mandate. It has also had to deal with a wide diversity in terms of teacher categories i.e. regular teachers, para teachers and contract teachers. Training provisions under SSA provide for this range with 20 days' in-service training, 30 days' induction training and 60 days training for untrained teachers. In addition, in the case of untrained teachers, given the NCTE guidelines, distance education courses such as the IGNOU course and a course designed by Bhoj University are other options. The trainings under SSA, though conducted at the block level, in most cases point to a standardized package developed at the state level. It needs to be seen to what extent these packages are sensitive to local conditions in which teachers actually work (eg. Multi-grade, diverse children's entry levels, diverse language backgrounds etc). There is therefore a need to take a fresh, hard look at the teacher training programmes, including their content, duration, frequency, method of delivery and linkage with real classroom transaction issues and provision for hands on experience. Another aspect that needs to be effectively incorporated in teacher training is that of building teacher attitudes for addressing plurality and diversity in the classroom and a strong equity focus in classroom transaction. To this end, it is desirable to undertake a comprehensive evaluation of teacher training programmes of all the States and Uts.
- 6.4.2. The NCF projects a multi –faceted role for the teacher, particularly at the primary stage, which goes far beyond classroom pedagogic skills and subject knowledge. While these are important and are being addressed in conventional training, more imaginative and innovative training programs by some states (AP; Delhi) indicate the benefits of addressing the professionalism and self image of teachers through personal development. To further this aspect, possibilities may also be considered of using training and where possible media to enhance the image of teachers and highlight the key role and responsibility they have. This may bring in attitudinal change in the community towards teachers and possibly enhance teacher motivation.
- 6.4.3. There is also a need to see the entire training provision in a more connected and comprehensive mode with pre service training, induction training , in-service

training and on site cluster level training seen as a larger package. (eg. Tamil Nadu). These need to be linked in a continuous and complementary mode and not planned as static add on elements. The range of training inputs need to be derived from a well articulated and consistent vision of classroom quality (see para --). In this setting it needs to be recognized that the most appropriate academic support can come only from the cluster level where the local concerns of teachers can be addressed and there is scope for productive peer interaction among teachers. The resources of the block and district levels should be oriented towards strengthening the cluster level processes. The program also needs to focus on upgrading of the academic resources at the DIET, BRC-CRC levels to perform this supportive

6.5. Addressing Low Levels of Learning: The low levels of achievement of basic literacy and numeracy across the primary schools in the country is emerging as a major concern. The NCERT Baseline study in Class 3 and data presented by several states support this observation. While admitting that education is not limited to literacy and numeracy, it must be acknowledged that a solid grounding in these skills is imperative for learning of all other subjects and for education for life. It must also be noted from the DISE data that the maximum drop out seems to be in the early grades. The JRM would like to therefore endorse the recommendation of the SSA National Resource Group regarding the need to give special focus to Grades I and II. This is an important direction that needs to be addressed by all states. In this context, in terms of pedagogy and expected outcomes, the JRM recommends the primary stage be considered as two separate sub units---Grades 1 and 2 as the ‘early years’ as distinct from grades 3-5. The focus then on the ‘early years’ needs to be on facilitating school adjustment and guaranteeing of attainment of basic literacy and numeracy skills in children by Grade 2. The school adjustment would be facilitated by ensuring a warm and inviting learning environment for children along with a component of school readiness in the curriculum.

6.5.1 Grades 3-5 would need to continue over the next three years to build the basic skills of literacy, numeracy, listening, observation, analysis, and expression further. Thus by Grade V the child should be enabled to learn more complex aspects of the subjects on his or her own, if required. This clear but differentiated focus on learning outcomes needs to inform all initiatives taken up under SSA to improve quality.

6.6. Using assessment more purposefully: The JRM would like to make a clear differentiation between measurements for the purpose of :

- assessing performance of individual students
- assessing systemic performance for the purpose of
 - (i) Assessing and grading effectiveness of schools and teachers,
 - (ii) Assessing trends in learner achievements in a given area such as block, district, State and the country.

6.6.1 While states appear to endorse the value of continuous, comprehensive evaluation at the school level, a number of states have put in place pupil monitoring/tracking

systems at the district/state levels. These are reportedly providing the basis for remedial instruction. However, these activities labeled as 'remedial teaching' are planned at levels quite remote from the school and therefore have limited value for remediation of individual pupil's difficulties. They at best indicated generic areas of weaknesses in the curriculum/system and needed to be seen within this perspective. Too frequent repetition of this modality is likely to undermine the importance of continuous, comprehensive evaluation (cce) at the school/teacher level which needs to be actively promoted. This calls for enhancing capacity in the area of evaluation at the school and cluster levels.

6.6.2. Many states have reportedly used assessment for ranking of schools on a quality axis, in a somewhat simplistic manner. This generation of league tables is questionable in view of the inter state, inter district, and intra district diversities which this process ignores. While the value of comparisons across blocks/districts does have some value as a motivating /advocacy measure, comparability without giving due weightage to diversity, needs to be handled with caution. While, for assessing school effectiveness, grading of schools is a good managerial tool, this would need to take into account diversities in learning contexts. The Uttaranchal school grading model presented to the JRM which incorporates a more holistic view of indices and is more development oriented, is one example which could be a possible good practice. Pupil achievement scores must not be looked at in isolation but linked to relevant contextual factors such as variations in classroom situations, PTRs, family backgrounds etc. Also, the increasing trend to link teacher performance with learning outcomes demands caution from the same perspective.

6.6.3. Teachers need to see the assessment not as a threat but as an opportunity to diagnose and improve the learning process for children. It is important for the program to convey the caution that measurement should not be seen as an end in itself and is to be embedded in a proper frame for enhancement of quality and integrally linked with concrete measures for enhancement of quality. It should therefore be ensured that all initiatives for assessment/measurement should not through the back door introduce far too frequent examinations of the routine type, and run contrary to the policy prescription for continuous and comprehensive evaluation.

6.7. Reviewing Surveys of Student Achievement

6.7.1 As part of the design of the SSA project, the MHRD has commissioned NCERT to conduct achievement surveys for classes III, V and VII/VIII, at three year intervals to yield baseline, mid term and terminal profiles. To date the final results of the Class 5 baseline survey (of 2002) and provisional findings for Class 3 and Class 7/8 (from surveys of 2004) are available, although delayed. While anticipating the results of the mid term survey, which has just been initiated, the relevance/effectiveness of the present survey model needs to be reviewed in the light of changing contexts. The most important feature of this would be the shift in characteristics of the baseline population on account of increased enrolment leading to increased diversity. It is a standard practice of census and surveys to

come up with quick provisional results. Had such results been available with lesser time lags, the NCERT surveys would have been of value as managerial tools for fostering quality. It would be necessary to ensure that:

- the surveys are periodically conducted,
 - mechanisms are in place to ensure that the findings are available within a few months of the collection of data,
 - the conceptual frame as well as tools take into account the international practices,
 - they should also provide empirical insights on the acquisition of composite skills such as reading and comprehension as a whole.
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- The emphasis that Department of EE&L, GOI has laid on measurement of achievement levels has spurred several States and Uts to undertake on their own, measurement of learner achievement. One can notice a plethora of objectives, approaches and tools. It is desirable to have a hard look at these attempts to ensure that:
 - Measurement does not become an end in itself and is embedded in a proper frame as a diagnostic tool for enhancement of quality and integrally linked with concrete measures for the same.
 - It is possible to have comparative and compatible data that facilitates robust inferences about longitudinal and cross – sectional trends in learner achievements levels. Thus, there should be robust, empirical basis to assess how learning levels progress over a period of time in a given area and how at a given point of time the country, States, districts and blocks fare in enhancing learning achievement levels. Data from the surveys should be analysed in a multi variate mode to show association between these various factors and learning outcomes.
 - To this end, it is desirable to put in place a mechanism for national independent assessments for periodic learner achievement surveys that reports trends in achievement levels across districts and States. To ensure compatibility, the framework, core parameters and tools of these surveys should be uniform for the entire country and modular additions could be made by individual States and Uts. State should have the freedom to adopt different frameworks, parameters and tools as experimentation and innovation, in addition to surveys according to national norms and as long as the basic objectives set out above are not lost sight of. It would be desirable to have a national level organization identified for this task. In addition to these periodic achievement surveys, this organization can also:
 - ✓ Validate and appraise the learner achievement surveys conducted by States and Uts
 - ✓ Develop frameworks for surveys relating to other aspects of SSA.
 - ✓ Conduct any other national sample assessments that may be required from time to time.

7.0 Programme Implementation

- 7.0.1 A key feature of programme implementation in 2006 is the availability and, to an increasing extent, application of a wide ranging set of data on the main aspects of the system, including inputs, outputs and outcomes. This data is now being analysed to identify those districts (there are 314 of them) that are most educationally backward and this is then informing plans and budgets.
- 7.0.2 There has been rapid growth in expenditures for the major interventions, particularly those related to quality, and physical targets are being achieved. Targets for access and equity are also being achieved. A growing body of information and analysis is helping to improve the quality of decision making – more is now known about the status of the system, enrolments, retention, causes of dropout and what works than at any other time. The managers of SSA are becoming more experienced with SSA systems and processes and are utilizing this effectively.
- 7.0.3 While expenditures overall are increasing rapidly, some important components are under-performing in many states – these components are: Research Evaluation and Monitoring Support (REMS); Education Guarantee Scheme (EGS); Inclusive Education Development (IED); the Innovation Fund; management; and State Institute of Educational Management and Training (SIEMAT). There is a need for the states to review and discuss with MHRD any problems that are constraining expenditures and activities in these components.
- 7.0.4 A distinct and happy feature of DPEP and SSA has been the space and resources provided to the States for experimentation and innovation on a large scale. Consequently, one notices a hundred flowers blooming – a welcome, exuberant outburst of managerial and pedagogic innovations including child-tracking and quality improvement. This valuable freedom should continue to be nurtured. However, the freedom should be complemented by measures such as:
- Ensuring that experimentation and innovation are institutionalized, and allowed to operate for a sufficient period till it is possible to draw conclusion about their utility and their State wide replication. In this context, the importance of a stable tenure for State Project Directors (SPD) cannot be stressed enough.
 - Putting in place credible and effective mechanisms for peer review and external validation and evaluation, and dissemination all over the country if found appropriate
 - Improving documentation, particularly process documentation

The above overarching principles apply to all type of experimentation and innovation including measurement of learner achievement. This would necessitate revising the role of the Department of EE&L, GOI. The Department would have to play a greater role for development of conceptual frames, standard setting, detailed delineation of outcomes, validation and evaluation of “best practices”. A further aspect of this should be the creation of an institutional memory so that the

innovative spirit and innovations continue beyond the term of a particularly innovative SPD or key official.

7.1. Planning and Appraisal

- 7.1.1 The focus on special districts indicates a welcome shift towards tackling the issue of uneven performance and improved equitable planning: 314 special focus districts have been identified using a variety of criteria including districts with >50,000 out-of-school children (OOSC); ST >50% and SC >25%; minority-concentration. Those districts where the progress towards UEE is most problematic are now being targeted in earnest.
- 7.1.2 While the appraisal process has been completed on time this year, there is now a need to focus more on the special needs that each area (districts and blocks) require. This entails a more detailed analysis of data being generated by the states at different levels as part of the appraisal process, giving importance to quality, completeness and consistency of data. Appraisal teams have to be oriented to this approach – complementing financial appraisal with a more strategic focus on gender and social gaps, tracking outcomes over time.
- 7.1.3 For greater effectiveness, the number of special focus districts (314) could be pruned based on criteria more clearly related to educational development and disparities. Already 32 districts that still have over 50,000 OOSC have been identified from within this group. This focus on districts rather than states is appropriate and will also need to be accompanied by a special effort at all levels in respect of Bihar, West Bengal and Delhi (these three states/Uts account for most of the 32 districts with >50,000 OOSC). Special support for these states/Uts is needed to strengthen capacities for implementation and to remove any constraints.
- 7.1.4 Closing the gaps in urban areas is a priority for SSA that will require convergence and coordination with municipal authorities and the managers of the National Urban Renewal Mission (NURM). Convergence with the NURM will help to ensure that transformation of education in urban areas becomes an integral part of the overall attempts being made to transform urban governance structures and delivery of public services. The multiple education service delivery mechanisms in urban areas require greater efforts for convergence among different agencies and programmes. The ongoing efforts being made by SSA to focus attention on UEE in urban locations should be intensified. SSA should co-opt Ministry of Urban Development and State Departments and parastatal for urban development
- 7.1.5 Urban agglomeration encompass multiple governance units (that is to say, several municipalities). The design of DISE should be adjusted to capture ward-wise and municipality-wise data. In order to facilitate better planning and implementation of the programme in urban areas. It would be desirable to plan and implement SSA in each urban agglomeration with cities and wards as planning units. SSA guidelines need to enlarge their scope for addressing urban situation and the

challenge of UEE. Public – private partnerships in urban situation should also be looked at for this purpose.

- 7.1.6 It will be important to learn from the various experiences of the DPEP blocks and districts: both those which have achieved near universalisation under these interventions and those that have been constrained.
- 7.1.7 It is good to note that the targeted 314 districts have been granted a relaxation of norms and preferential allocations: 61% of the outlays in Karnataka have gone to the 11 focus districts in that State out of a total of 27 districts; in Gujarat the focus districts (10 out of 25) have been allotted 55% of the resource. Civil works proposed for these districts, even if they required more than the annual upper limits, have been approved. Also, 25% of the SSA allocations for 2006-07 have gone to the 99 minority dominated districts, 8.42% to the 75 tribal districts, and 16.6% to the 48 districts with the highest out-of-school populations. The compressing of the timelines (to just two years) for closing infrastructure gaps, in particular civil works and teacher recruitment, is also welcome – most of these gaps are in the special focus districts.
- 7.1.8 The changes in the provisions for major repairs in schools (Rs.150 cr in all, subject to the schools meeting certain conditions), urban areas academic support structures, EGS and the management component are welcome.
- 7.1.9 The project management, innovation, REMS, IED and SIEMAT components are under-utilised. The states should be encouraged to use these resources flexibly to support any activity that is relevant to improve programme implementation and monitoring. For example, some items in the AP CLIP, and the programme in Assam, have made excellent use of such provisions. At a time when improvement in quality, particularly student learning achievement, is of growing importance, the 30% utilization of these funds will help to achieve programme goals in this area. The states and districts should therefore be thinking continuously about how they might utilize these components more effectively, particularly those that relate to improving quality and seek the views of other institutions (SCERT, SIEMAT, DIET and other academic resource institutions and NGOs) in the preparation of future plans. The states should list out their plans for studies, evaluations and research and share these with GoI in much the same way that MHRD has documented the research it is commissioning at the national level.
- 7.1.10 The work on the Educational Development Index (EDI) is a major breakthrough in analysing uneven outlays and outcomes regarding SSA expenditures. While this is a work in progress, the initial feedback on its usefulness is highly positive, auguring well for the use of the EDI in the future to inform needs-based planning, appraisal, budget preparation, monitoring and supervision. MHRD should continue to develop this important tool and consider ways that it can be applied. MHRD could also consider some deeper analysis of states where low EDI is being matched with high levels of per child expenditure and disseminate any key lessons that emerge. In addition, the EDI analysis and approach has enormous potential as a tool for advocacy and transparent decision-making processes. The

EDI approach and the tools that are associated with it should, in due course, be disseminated to states and districts to support equitable planning and resource allocation.

7.2 Monitoring and Supervision

- 7.2.1 Community based monitoring is gradually becoming more common and is the key to sustaining the achievements of the programme. The interface of communities with PRIs also seems to be developing, with at least 15 states showing various degrees of involvement, ranging from participation of PRIs in school monitoring to active participation in teacher recruitment, performance monitoring, and payment of salary (as in Nagaland and Kerala). A total of 23.8 lakh people have undergone community participation and supervision related training. The trend towards community participation augurs well for local ownership of schooling initiatives and the sustainability of community involvement. Increased community participation is evident in the strengthening of community-level competence, and the management of the 50% devolution of funds to VECs, panchayats and similar bodies, the linkage of village committees with the gram panchayats, and the proposed amendment to the SSA framework to accord a central role for the panchayats. This progress with community based monitoring notwithstanding, there is a need to do more to ensure greater transparency and the parents' right to information.
- 7.2.2 The VEC manual and a simplified accounts manual have been developed and disseminated in many states. The manual needs to be supplemented by visual content (posters, for instance) and other information-based displays in relevant languages so that VECs are empowered and provided with tools to monitor school progress – the case study of VEC financial management training from Uttar Pradesh that was reviewed during the Mission appears to be a good practice model for other states.
- 7.2.3 While the outputs of DISE are increasingly impressive, making available data which is consistent, reliable, timely and comprehensive and amenable to use at appropriate levels remains an important challenge. DISE remains the principal tool for measuring progress towards enrolment, retention, completion, transition, school facilities, quality etc. The managers of DISE have reduced the time it takes to collect and analyse data to about one year. The provision for a 5 per cent sample check for ensuring DISE data quality has now been made mandatory for all states/Uts. The attempts to complement school-based DISE through household surveys like the SRI – IMRB survey, and the National Sample Survey Organization [NSSO] survey in the offing are welcome. The efforts being made to enhance the quality of the data need to be commended. Some of the measures that could be considered for enhancing the quality of the data and their utilization are as follows:
- The coverage should become universal in the very near future.
 - The time lag in the compilation and analysis of data should be further reduced.

- 5% sample checks are now mandatory, but their effectiveness should be enhanced through a system of external checks.
- The focus of analysis should shift from statistics to operations and management, as well as advocacy. This would necessitate:
 - Reporting in different formats in synch with the diversity of uses. The formats would naturally differ in the variables covered and the depth of analysis. Reporting of DISE and other data should be in a form that facilitates a time-series analysis and identification of the problem (geographic) areas as well as social groups.
 - Reporting to be more reader-friendly in terms of language, style and use of graphics.
- Data relating to enrolments under EGS and AIE should be captured and integrated with DISE.

7.2.4 The various surveys should be fitted in a cycle rather than be episodic, so that time series data is available for assessing the progress. It would be desirable to have a hard look at and standardize definitions, concepts, survey methodologies and questionnaires so that issues of comparability of data generated by successive surveys can be minimized.

7.2.5 Triangulation of results from multiple data resources like DISE and household surveys like NSSO and SRI – IMRB would help in drawing more insightful conclusions that could inform the diagnostic process and planning for SSA.

7.2.6 The innovations in monitoring presented during the JRM were of a high quality, in particular the application of GIS to support decision making in Uttar Pradesh and Tamil Nadu and the Child Tracking System in Orissa and these should be validated and, following this, disseminated to other states.

7.2.7 It is a happy development that strong systems of monitoring have been institutionalized. These include cross checking by independent institutions of the data reported by States and Uts. These mechanisms should be further strengthened so as to foster greater “truth-in-reporting”, and consequently public confidence in the achievements of SSA. Frankly, some of the claims about achievement in a year of reduction in dropout, and enrolment of out-of- school children are far too impressive to inspire confidence. Some of the measures that can be considered are the following:

- Increasing use of independent surveys & assessments.
- Selective spot verification by exception.

7.2.8 NIEPA is already bringing out district report cards. Taking the cue, State SSA programmes could redesign the district report cards generated by DISE and develop these as a valuable tool for advocacy and fostering transparency and accountability. It would be necessary to make the cards simple and include data

- from other sources as well as other parameters like learning achievements, outlays, expenditure and the activities. Similar cards could be developed for blocks and habitations by State Missions. SSA is already proactively providing information on its activities at schools, and often through newspaper advertisements. This process can be extended further making available all the data on the Web, and displaying the relevant data prominently at schools, panchayats and other public institutions connected with elementary education.
- 7.2.9 Thirty nine monitoring institutions are engaged to carry out periodic monitoring of programme performance at state, district and sub-district levels. A total of 134 quarterly reports for 2003-04, 2004-05 and some reports for 2005-06 have been submitted. A concern is that the earlier reports have been superficial. However, the revised ToR, a 2-year timeframe and the 5% sample study (which would also include MDM and KGBV), should show results in 2006-07. It would be helpful to target these monitoring institutions on some of the key areas of quality improvement where progress is seen as critical, in particular teacher and student attendance. With near universal enrolment in sight, and the emphasis shifting to universal retention and quality, the monitoring of attendance through periodic surveys assumes greater importance.
- 7.2.10 With regard to attendance, one simple proxy indicator of this might be the number of children completing quarterly examinations (these are carried out in almost all States/UTs).
- 7.2.11 It would be timely to share with the public the results of monitoring and evaluation through user-friendly documents, report cards or abstracts of a few pages, on an annual basis, and in regional languages. A wealth of information is continuously generated at all levels of SSA. It would be desirable to bring out, every year, a reader – friendly “State of Primary Education” Report by the Department of EE&L, GOI. The EDI that is under development can be refined to rank the performance of States, districts and blocks. This report can:
- i Further spur the competition amongst States and Uts to “Show results” thereby fostering a culture of outcome orientation.
 - ii Serve as informational and advocacy tool along with reports of non-government organizations which are coming into vogue.
- 7.2.12 It would also be relevant to develop approaches to improve accountability at all levels of the system, in particular the accountability of teachers to the community.
- 7.2.13 Monitoring of quality aspects has been in progress under SSA and is now being systematized through the NCERT monitoring tool. The tool needs to be seen more as a framework for advocacy with the states, with the objective of encouraging states to adapt and develop their own monitoring mechanisms. Research, which has considerable potential for enhancing quality, needs to be seen in this perspective. Currently a number of surveys are in progress on Teacher and student attendance, time on task and other such variables related to quality. However, the research provision needs to be seen by the states as a useful modality for eliciting

feedback and tracking progress through institution of a system of periodic surveys particularly for the more critical indicators such as PTR, teacher, student attendance, time on task etc. Capacity building and wider involvement of research institutions for research would be vital. Research findings need to also be widely disseminated to initiate dialogue.

7.3 Financial and Institutional Sustainability of SSA Achievements

- 7.3.1 While addressing uneven performance is important, thought also needs to be given to the integration of SSA financing and SSA management functions with the mainstream education budgets and management structures. While SSA as a programme will continue, the remaining years of the current phase (up to 2010) provide an opportunity for preparing for this necessary integration. Apart from the financial dimension of sustainability, institutional transitions have to be planned and implemented. There are various models in which integration and convergence between the SSA structures and the traditional departmental structures have been attempted. There are examples in Assam and Uttaranchal where the sub-district level has seen the department and the SSA functionaries operating under the BEO. Other examples from Gujarat, Himachal, MP and Manipur were shared with the Mission. While it is not desirable to work towards one model of institutional integration, it may be useful to identify the various options and disseminate these among the states for their reference. Structural reform of this kind should be a subject for discussion and action between the various states and MHRD over the next three years.
- 7.3.2 As SSA is universal coverage, the distinction that existed in DPEP between the programme staff and the department functionaries has ceased to be of relevance. It would be worthwhile to invest in sustained capacity building of department functionaries at all levels, and to reform the system as a whole as envisaged by NPE in its section “Making the System Work”. It would be desirable to have executive development programmes (EDP) for functionaries of education department as well as SPDs and other SSA programme functionaries in charge of planning and coordination. That is to say, the system that has been introduced in pedagogic training has to be extended to the management. These EDPs could be developed in collaboration with NIEPA and SIEMATs and other reputed management institutes.
- 7.3.3 The capacity building effort through SIEMATs (which some states have initiated) have to be energized. More information sharing (SSA innovations and programmes) with the DIETs and SCERTs will help in greater understanding of SSA goals and their role in achieving these.

7.4 Financial Management and Procurement

- 7.4.1 The 2004 GoI Manual on Financial Management and Procurement is now in place in all states and districts in English and Hindi (for Hindi speaking states) and other languages. All states have qualified accounts staff (at state and DPO levels) with the exception of Manipur, Sikkim, Delhi, Dadra and Nagar Haveli, Daman

and Diu. The small states mentioned here have yet to create separate posts at district level for financial management.

- 7.4.2 The problem of differences between opening and closing balances (2005/06) had arisen due to interest income and miscellaneous receipts and these have now been reconciled by almost all states. MHRD has communicated with the states on this issue and the problem is not expected to recur in the future. States are being asked to submit a statement of reconciliation between the Audited Financial Statements and FMR. More generally, the states/Uts are completing bank reconciliation regularly up to district level. It would be useful to have a year end cut off procedures, wherein certain compliance checks are carried out at various levels before finalization of the FMRs¹.
- 7.4.3 Process of follow-up on findings of various fiduciary reviews: The findings of various fiduciary reviews, like the Concurrent reviews, are discussed with Finance Controllers of states during quarterly review meetings. The MHRD will advise the states on appropriate responses, if the action taken/ proposed is inadequate.
- 7.4.4 Non provision of Audit Reports: With regard to the National component, MHRD is taking steps to segregate the accounts for SSA activities to facilitate C&AG audit.
- 7.4.5 Procurement Audit: The TORs for the auditors cover audit and certification of procurement aspects as given in the FMP Manual. MHRD is in discussion with the states for the formulation of a uniform audit certificate for the procurement audit.
- 7.4.6 Internal audit (IA) is operational in almost all states. The focus of IA should now be on bank reconciliation, maintenance of proper books of account, accounting for advances, preparation/submission of Ucs and staffing. Regarding External/Statutory Audit (EA), multiple auditors in a state may not be desirable and MHRD will discuss with the states to explore the possibilities of appointing a single auditor. The timeline on strengthening Internal Audit (IA) function in all states to cover a third of the districts each year (as specified in the FMP Manual) should be continued. Internal control may focus on the IA ToR as a guidance tool for the internal & external auditors to comment on. On the lines of the arrangement in Karnataka, it would be useful to have an audit committee which reviews the findings and action taken at periodic intervals.
- 7.4.8 With regard to procurement issues, the states and Uts are proceeding with procurement in accordance with the FMP manual. 14 states have presented procurement plans for the year 2006/07 and the remaining states/Uts will present their plans to MHRD by 31 July. Progress in implementing these plans should be

¹ These compliance checks could include: inter unit balance reconciliation; confirmation of fund transfers between various levels; bank reconciliations and accounting for all interest, refunds and sundry receipts; cut off dates for recording of utilization certificates. Settlement of advances; correct transfer of opening balances from audited financial statements

a core focus of monitoring. Negotiations with bidders are proceeding according to the FMP manual.

- 7.4.9 IPAI concurrent reviews have been found to be a good monitoring mechanism for financial management systems improvement. It is noted that MHRD is expanding the coverage of such a review to an additional 19 states (these 19 states join the 4 pilot states making a total of 23). States have begun to take measures to correct and update some of the procedures for transparency on the basis of the findings of the review. Based on the review recommendations, GoI has instructed the states to strictly adhere to the procedures on procurement, adjustment of advances etc as laid down in the FMP manual.

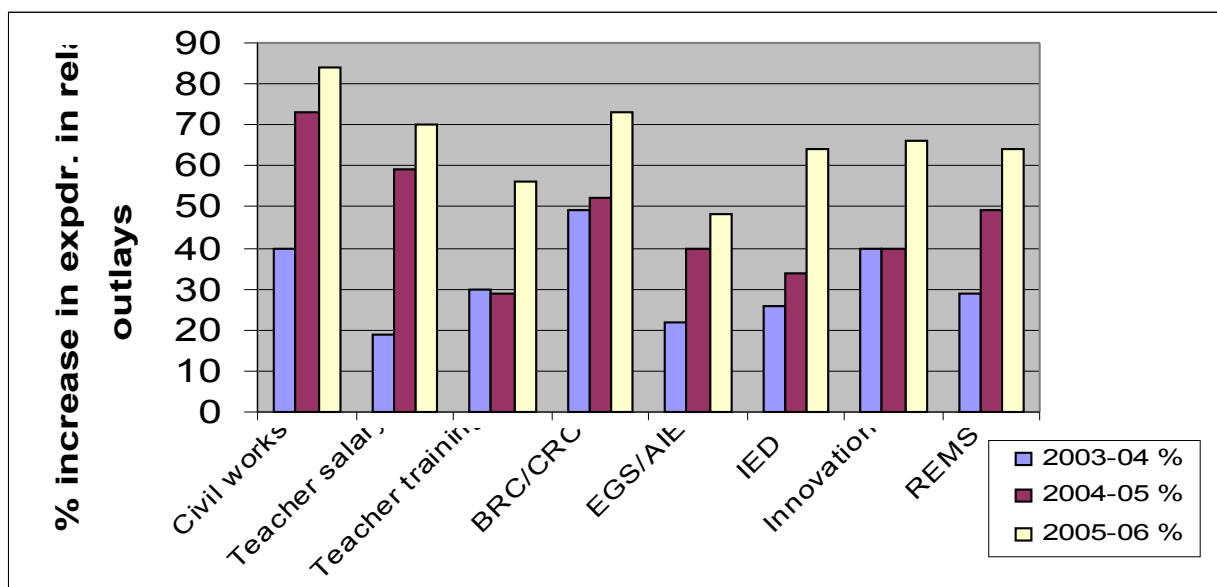
7.5 Financial progress and expenditure patterns

- 7.5.6 The Mission has worked with the AWPB figures of the states that form part of the FMRs. Though this may not be the ideal base to use, since it is difficult to relate physical achievements in long-term projects like civil works with the financial monitoring, but it has been clarified during the JRM that in recent times there has been a levelling up of physical progress and financial expenditure. The absence of the budgeted expenditures of states (which are available only with the states), thus does not pose as serious a constraint as in the past. In addition to the AWPB figures, we have used the opening balances and releases as a denominator for expenditures, so that the criticism of inadequate releases constraining implementation can also be judged.
- 7.5.7 All states continue to maintain their nominal 1999-2000 levels of investment on elementary education. The release of state shares has also improved significantly, with 26.65% of the total releases being the State share (see Table below). Kerala (on account of lengthier procedures that involve local bodies), and Sikkim have some amount of state share still to be released. It is noteworthy that 22 states/Uts have released amounts in excess of their commitments (about Rs. 303 cr out of the Rs. 2725 cr released). Also, the JRM appreciates the Ministry of Development of the North-East Region's prompt release of 60% of the state share of the NE states (15%, of the 25%). This pattern is likely to continue in 2006-07. The position regarding state releases augurs well for the sustainability of the financial arrangements and is indicative of the greater visibility and support that UEE now enjoys among policy makers and political authorities at the state level.
- 7.5.8 Streamlining fund flow arrangements: The practice initiated last year of early disbursements of 50% of AWPB (in the first quarter) of GoI shares, after accounting for the opening balances, has shown results and is being continued with this year as well. Timely appraisal of state plans has helped. Many states are exploring efficiencies available through electronic transfers of funds and use of credit advice facilities at nationalized or scheduled banks. This trend needs to be encouraged.

7.5.9 Increase in AWP outlays/ GOI releases/ Expenditures: Annual work plan outlays have increased greatly from Rs.1,106.40 crore in 2001-02 to Rs.13,608.18 crore in 2005-06 (including the national component). In 2003-04, it was Rs. 8,336 crore and in 2004-05 it had gone up to Rs. 11,019 crore. GOI releases and the expenditures have also shown significant increases. As the Table 3 in the Appendices show there is a rising trend in expenditure over the years. However, it is noted that 9 states/Uts were able to utilise less than 50% of the fund available during the past year. In the light of these experiences, the high allocations during the current year for some of these states (Bihar, Assam, Goa, Delhi, Manipur, Lakshadweep) will need to be monitored closely.

7.5.10 It is encouraging to note, as shown in the graph and table below that the component-wise expenditure over the years for the major interventions is also moving upwards in relation to outlays. The improvement in 2005/06 is particularly noteworthy. It is also pleasing to note that the expenditures on components related to the improvement of quality (such as textbooks, TLE, BRC and CRC, School Grant, Teachers' Grant and Teacher Training) are also increasing – from 35% of the component outlay in 2003-04 to 70% in 2005-06.

Trend of expenditure in major interventions in relation to outlays



Rs. in crores									
Interventions	2003-04			2004-05			2005-06		
	Outlays	Expdr.	%	Outlays	Expdr.	%	Outlays	Expdr.	%
Civil works	2960	1189	40	3641	2658	73	4708	3975	84
Teacher salary	1342	249	19	2026	1193	59	3273	2279	70
Teacher training	436	132	30	540	155	29	631	351	56
BRC/CRC	295	146	49	460	241	52	579	420	73
EGS/AIE	884	196	22	846	341	40	939	447	48
IED	167	43	26	190	65	34	187	120	64
Innovation	259	104	40	289	116	40	290	191	66
REMS	132	38	29	143	70	49	113	72	64

7.5.11 The items for which the expenditure to approvals has been low (<50%) in the states (excluding Uts) are identified in the table below. It is evident that EGS, REMS, IED, the Innovation Fund and SIEMAT are underutilized by many states. It is therefore timely for each of the states to review their plans and previous utilisation of these low spending components in the light of their own emerging needs, particularly focusing on quality and closing the gaps.

Table : Comparison of low expenditure relative to outlays – state-wise

States	Items Where There is Low Expenditure Relative to Outlays
ANDHRA PRADESH	EGS, NPEGEL
ARUNACHAL	BRC/CRC, IED, Teacher training, Innovation Fund, NPEGEL
ASSAM	Civil Works
BIHAR	Textbooks, TLE, BRC/CRC, EGS, IED, Teacher training, Innovation Fund, NPEGEL
CHATTISGARH	IED, EGS
GUJARAT	TLE, EGS, Community training
HARYANA	TLE, EGS
JAMMU & KASHMIR	IED, EGS
JHARKHAND	BRC/CRC, IED, EGS, Teacher training, Innovation Fund
KARNATAKA	Community training
KERALA	TLE
MP	IED
MAHARASHTRA	Teacher salary, BRC, IED, EGS
MANIPUR	EGS, Teacher training, Innovation Fund
MEGHALAYA	Innovation Fund
MIZORAM	NPEGEL
NAGALAND	Teacher training
ORISSA	Teacher salary, EGS, Teacher training, Community training
PUNJAB	TLE
SIKKIM	Teacher salary, TLE, Civil Works, EGS, Teacher and Community training
UTTAR PRADESH	BRC, EGS, Teacher and Community training
UTTARANCHAL	EGS
WEST BENGAL	Teacher salary, TLE, BRC/CRC, IED, EGS, Teacher training, Innovation Fund

7.6 Civil Works

- 7.6.1 As noted above, the decision to compress the timelines (to just two years) to close infrastructure gaps, predominantly in the 314 special focus districts, in particular civil works and teacher recruitment, is welcome. These 314 districts account for most of the civil works gap (910,440 classrooms) and have lower levels of capacity. It will be essential to utilise the funds in the project management component to ensure good quality of civil works. During the JRM several excellent case studies were presented highlighting the importance of third party monitoring and evaluation for quality assurance (Gujarat), utilization of contract engineers for day-to-day supervision of works (Orissa), child friendly design issues (Haryana), innovative designs (Andhra Pradesh), effective convergence for clean water and latrines (Rajasthan). All of this good practice should be drawn on and utilized in implementation by the managers of construction in the 314 districts. In particular, the states concerned should work out their own optimum engineer: site ratio and their strategy for achieving this in each of the 314 districts and include this in their plans.
- 7.6.2 For ensuring universal physical access at the upper primary stage, a more rigorous assessment of availability of upper primary schooling facility may be required in pockets where the transition from primary to upper primary stage is low.
- 7.6.3 Implementation of civil works in the northeast remains a concern. It is hoped that with improved flow of funds at all levels this performance will improve.

7.7 Safeguards

- 7.7.1 Environmental audit: SSA has proposed evaluation of environmental management practices through third party evaluation of the physical infrastructure constructed under the programme. As noted above, during the JRM several excellent case studies were presented highlighting third party monitoring and evaluation for this kind of quality assurance (Gujarat). All of this good practice should be drawn on and utilized in implementation by the managers of construction in the 314 districts.
- 7.7.2 The large and accelerated construction programme for 2006-07 would go a long way towards meeting the current infrastructure gap. States and Uts would need to address the issues of appropriate design of the buildings and maintenance of quality and safety standards.
- 7.7.3 Enhanced allocations and an accelerated pace of construction requires close supervision and capacity building at different levels. In poor performing districts, support will be required to effectively utilize the funds. With new schools being built, there is a need to re-look at school design incorporating child friendly elements with attention to safety. The urban context provides new design challenges.

7.7.4 The quality of the ramps in some constructions is a matter for concern.

**Fourth Joint Review Mission of SSA –July, 2006
Terms of Reference (TOR)**

Introduction

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.

The development objective of the programme, aligned with the SSA goals, are as follows:

- (i) To reduce out-of-school children by at least 9 million in the 6 to 14 age group, with an increase in enrollment, in the process of universalizing elementary education;
- (ii) To narrow existing gender and social gaps so that enrollment of girls will be near parity with boys, enrollment of children of SC and ST will be near parity with that of the other groups; and enrollment of children with disability will increase; and
- (iii) To enhance the quality of education of all elementary school students so that learning will be improved and transition rates from primary education (Grades 1-5) to upper primary education (Grades 6-8) will increase.

The programme is mainly resourced through domestic resources with Government of India and the State Government pooling in funds and limited external funding by development partners viz., World Bank, Department for Educational Development (DFID) and the European Commission (EC). The agreement between the development partners and the Government of India provides for review of progress in the implementation of the programme by way of bi-annual supervision missions in the months of January and July. Whereas the January mission will make visits to sample States, the July mission will undertake a desk review of the programme. These JRMs will be led by Government of India and comprise nominees of GOI and development partners. The main objective of the JRM will be to review progress in the implementation of the program with respect to the Development Objectives and to discuss follow up actions. The 1st JRM of SSA was conducted between January / February 2005, 2nd Joint Review Mission in July 2005 and the 3rd JRM (combining 22nd JRM of DPEP) in January 2006.

MISSION OBJECTIVES

The July Mission would carry out a comprehensive review of information received on :

- (i) annual progress on agreed indicators in terms of compiled EMIS data and other data sources;
- (ii) results of assessment of learning achievements, if due;
- (iii) FMRs, audited accounts and GOI budget allocations for SSA against expenditures;
- (iv) issues related to state and district implementation capacity and agree on actions taken to support weaker states;
- (v) status of implementation of safeguard policies; and
 - ✓ Audit compliances, Status of bank reconciliation as part of updated expenditure information
 - ✓ Report on Research Studies undertaken.

GUIDING PRINCIPLE OF THE REVIEW

The Mission's concept is one of a Learning Mission: (a) learning of progress made against agreed indicators, as well as (b) cross sharing of experience that highlight strengths and weaknesses with a view to strengthen implementation capacities.

MISSION PLAN

The Mission would comprise 12 members including Financial Management & Procurement specialists. The Agency wise composition would be as follows:

GOI – 6 members including Mission Leader
WB – 3 members
DFID – 2 members
EU – 1 member

Mission members familiar with the SSA programme would be selected. There will be a core group of 6 members, of which three will be from amongst GOI nominees and three from the development partners, who will be responsible for finalizing the Mission report/aide-memoire.

Three thematic discussions in which GOI, States SPDs, some coordinators from the States will participate would be organized as part of the Mission.

TIME FRAME

The JRM would take place between July 17th to July 27th 2006 as follows:

Date / Day	Activity
17 th July, 2006 (Monday)	GOI briefing to Mission members
18 th July, 2006 (Tuesday)	Mission work, including analysis of document by Mission team.
19 th July, 2006 (Wednesday)	Thematic discussion I – Quality
20 th July, 2006 (Thursday)	Thematic discussion II – Closing the Gaps
21 st July, 2006 (Friday)	Thematic discussion III – Financial Management
22 nd July, 2006 (Saturday)	Writing of Report / Aide Memoire
23 rd July, 2006 (Sunday)	
24 th July, 2006 (Monday)	
25 th July, 2006 (Tuesday)	Pre-wrap-up
26 th July, 2006 (Wednesday)	Reflections on Aide-Memoire and Finalization of Report
27 th July, 2006 (Thursday)	Wrap up / Report presentation to GOI

DOCUMENTS AND INFORMATION REQUIRED

Information to be provided by GOI:

1. GOI budget allocations for SSA for 2006-07
2. Financial Management Reports (FMRs) due.
3. Audit compliance reports from States/ UT's/ National component for the period 2004-05.
4. Report on annual progress on Agreed Performance/Monitoring/ Indicators (Attached to minutes of negotiation). **Annex-I.**
5. State/ UT wise reports on annual progress on monitoring indicators (Page 44-45 of Table 3.2 & 3.3 of PAD). **Annex-II & Annex-III.**
6. Overall Program Implementation Report of States/ UT's/ National Component – **Annex-IV. (States/UT's)**
7. Minutes of PAB 2006-07.
8. Consolidated GOI Report of IPAI follow up

The documents will be given to Mission members by 10th July 2006.

List of Mission Members

Government of India

Dr. R.V. Vaidyanatha Ayyar, **Mission Leader**
Prof. Vijay Sherry Chand
Prof. Jacob Tharu
Dr. Madhav Chavan
Dr. A.K. Jalaluddin
Ms. J. Kameshwari

World Bank

Kin Bing Wu
Venita Kaul
Deepa Shankar

DFID

Michael Ward
Sushila Zeitlyn

European Commission

Parimal Bardhan

INDIA
Elementary Education Project
(Sarva Shiksha Abhiyan)
Performance Monitoring Indicators

1. The number of out-of-school children aged 6-14 years reduced by at least 3 million per year.
2. Enrolment in elementary school and/or alternative system increases in absolute terms.
3. Girls as a share of students enrolled in primary education increase from 44 percent in 2003 to 47 percent in 2007.
4. Children of Scheduled Tribes as a share of students enrolled in primary education increase to reflect their share in the population aged 6-11 of India.
5. Children of Scheduled Castes as a share of students enrolled in primary education increase to reflect their share in the population aged 6-11 of India.
6. Children with disability as a share of students enrolled in primary education increase to reflect their share in the population aged 6-11 of India.
7. Pupil-to-teacher ratios to improve.
8. Student absenteeism to reduce.
9. Teacher absence without leave to reduce.
10. Improvement in the baseline of 75 percent transition rates from primary to upper primary education in 2002.
11. Student test scores in language and mathematics in Grade 3, 5 and 7/8 measured in baseline studies and in repeat assessments.
12. Number of states providing Financial Management Reports (FMRs) and Audit Reports within the due date.

Data with respect to the above would be disaggregated / compiled by gender, scheduled castes and scheduled tribes, by primary and upper primary education; formal and alternative schools; by state and district; and by public, grant-in-aid and recognized private (un-aided) schools, whenever possible.

**SSA Development Objectives:
Status (as on July, 2006) on Results Framework (PAD, 2004)**

PRINCIPAL OUTCOMES

Outcome Indicators	Baseline	Target - Yr1 (04/05)	Cumulative Target up to Yr3 (06/07)	Progress made up to March 2005	Current Status (as on July 2006)
Objective 1					
Number of children aged 6-14 years <u>not</u> enrolled in school or alternative system.	In 2003, 25 million children of 6-14 years are out of school	Number of out-of-school children aged 6-14 years reduced by 3 million per year .	Number of out of school children aged 6-14 years reduced by 9 million in 3 year period	Number of out-of-school is reduced by 11.5 million (from 25 million in 2003 to 13.5 million in 2005)	During 2005-06 only 9.6 million children of 6-14 years are reported as out of school.
Number of children enrolled in school	In 2003, 160 million are enrolled, of whom 114 million are 6-11 years old, and 45 million are 11-14 years old.	Increase in annual enrolment for primary and upper primary education, and for 6-14 years old.	Increase in annual enrolment for primary and upper primary education, and for 6-14 years old.	Increase in the annual enrolment to 187 million children; of which 110 million are in primary and 45 million children in upper primary sections in Government and recognised schools, 6.5 million in alternative systems, and the rest in unrecognised private schools	As on March 2005, 187 million children of 6-14 years are enrolled in schools, including alternative systems.

PRINCIPAL OUTCOMES

Outcome Indicators	Baseline	Target - Yr1 (04/05)	Cumulative Target up to Yr3 (06/07)	Progress made up to March 2005	Current Status (as on July 2006)
Objective 2					
Girls, SC/ST and disabled children increase as a share of students enrolled in primary school	Share of girls in primary schools is 44% .	Share of girls in primary schools increases from 44% to 45%.	Share of girls in primary schools increase up to 47%	Share of girls in total enrolment in primary improved by 3 percentage points and in upper primary, it is 45%	Share of girls in primary school enrolment is 46% and for Upper primary stage, it is 45%
	Share of SC in primary schools is 18.9% .	Share of SC/ST children in primary schools reflect their shares in general population in the age group.	Share of SC/ST children in primary schools reflect their shares in general population in the age group	Share of SC in total population is 16.2 % and in enrolment, it is 21% and 19% respectively at primary and upper primary stage	Share of SC in total enrolment in primary is 21.3%
	Share of ST in primary schools is 10.3% .	Share of SC/ST children in primary schools reflect their shares in general population in the age group.	Share of SC/ST children in primary schools reflect their shares in general population in the age group	Share of ST in total population is 8.2 % and in enrolment, 10.3% and 8.2% respectively at primary and upper primary stage.	Share of ST in total enrolment is 11% in primary.
	Share of children with disabilities in primary schools is 0.6% .	Share of children with disabilities in primary schools increases from 0.6 to 0.7%	Share of children with disabilities in primary schools increase to 0.9%	The share of children with disabilities in primary schools has increased by 0.8 percentage points.	Share of children with disabilities is 0.97% elementary
Objective 3					

Outcome Indicators	Baseline	Target - Yr1 (04/05)	Cumulative Target up to Yr3 (06/07)	Progress made up to March 2005	Current Status (as on July 2006)
Transition rates from primary to upper primary increase.	Nationwide transition rate from primary to upper primary was 75% in 2002.	Improvement in transition rates.	Improvement in transition rates	Improvement in nationwide transitions reported by 12 percentage points. Transition rates by gender and SC/ST available.	Nationwide transition rate from primary to upper primary is 78% ; this is 80% in the case of boys and 76% in the case of girls.
Students' scores on tests of language and mathematics in Grades 3, 5 and 7 or 8 measured, and show improvement in repeated measures.	<p>Grade 3 (2004) mean scores - 63.12% (language); 58.25% (maths).</p> <p>Grade 5 (2002) mean scores – 58.57% (language); 46.51% (maths)</p> <p>Grade 7 (2003) mean scores – 53% (language); 29.87% (maths)</p> <p>Grade 8 (2003) mean scores – 52.45% (language); 38.47% (maths)</p>	<ul style="list-style-type: none"> - Baseline Grade 3 assessment done; - Results of Grade 7/8 assessment reported 	<ul style="list-style-type: none"> - Baseline and Mid term assessment to be conducted for Grade 5, 7/8 & 3 - Survey & Date of survey are: <ul style="list-style-type: none"> Baseline Grade 5 : 2002 Grade 7/8 : 2003 Grade 3 : 2004 Mid term Grade 5 : 2005 Grade 7/8 : 2006 Grade 3 : 2006 	<ul style="list-style-type: none"> - Progress delayed. - Technical quality of studies completed found to be deficient - Preliminary results for mid term assessment expected Mid term Grade 5 : end 2006 Grade 7/8 : end 2007 Grade 3 : end 2007 	<ul style="list-style-type: none"> • Report of the Baseline studies for Grades 3 and Grade 7/8 presented to JRM in July 2006.

MONITORING INDICATORS

Outcome	Monitoring Indicators	Cum. Target – upto Yr1 (04/05)	% Cumulative achievement up to Yr1 (04/05)	Status/ progress made up to July 2005	Cum. Target – up to Yr2 (05/06)	Current status/ Progress made up to July 2006	Status / progress made up to July 2006	Remarks/ Recommendation
In moving towards UEE reduce out-of-school children and increase enrolment	% of classrooms constructed against sanctioned	172893	Completed – 83079 In progress - 60279	Completed -48% Completed + in progress – 82.9%	329690	Completed – 210998 In progress – 120285	Completed -64% Completed + in progress – 100%	The gap in overall infrastructure provisioning needs to be addressed (the estimated gaps in availability of drinking water and toilets in schools is going to be met out of the allocation of 64,883 drinking water and 4.96 lacs toilets by the Department of Rural Development, GoI)
	% of Additional school building				120629	Completed – 79409 In progress – 30298	Completed -66% Completed + in progress – 91%	
	% of schools sanctioned becoming operational - New Primary Schools - New Upper primary Schools	122661 65301	117677 63793	96% 98%	157967	129893	82%	
	- EGS centres - AIE centres	57360	53878	94%	Enrol: 4068263 4382687	Enrol: 4042239 3078915	99.36% 70.25%	
	% of teachers sanctioned appointed	596245	386458	64.8%	771,453	594,648	78%	
	% of schools with drinking water facility constructed against sanctioned	111147	Completed – 63448 In progress - 26717	Completed – 57% Completed + in progress – 81.1%	161764	Completed – 103485 In progress – 29128	Completed – 64% Completed + in progress – 81.98%	
	% of schools with toilets constructed against sanctioned	156634	Completed – 88022 In progress - 26717	Completed – 56.2% Completed + in progress – 77%	222071	Completed – 147629 In progress – 43723	Completed – 66% Completed + in progress – 85.9%	
	% of children enrolled in EGS/AS compared to Plan target	10.1 million	6.4 million	64%	8450950	7121154	84.26%	

MONITORING INDICATORS

Outcome	Monitoring Indicators	Cum. Target – upto Yr1 (04/05)	% Cumulative achievement up to Yr1 (04/05)	Status/ progress made up to July 2005	Cum. Target – up to Yr2 (05/06)	Current status/ Progress made up to July 2006	Status / progress made up to July 2006	Remarks/ Recommendation
Narrow existing gender and social gaps	% of girls receiving free text books	57.7 million	49.4 million	76%	61450085	53.5 million	89.6%	
	% of SC children receiving free text books			87%				
	% of ST Children receiving free text books			87%				
	% of female teachers serving in the school system		39%		38%			
Provision of quality inputs to improve learning	PTR ratio		20 state/UT: <40:1 4 states/UT: -45:1	In 22 states, PTR Improved		Primary: 44:1 Upper Primary: 30:1		
	% of BRC and CRC sanctioned becoming operational	7422	7201	97%	BRC-7422 CRC-0735	BRC -7201 CRC-66140	BRC - 97% CRC – 93.5%	
	% of teachers trained against sanctioned	3.2 million	2.2 million	67%	In service teacher training: 3053285 Induction training: 636002	In service teacher training: 2347017 Induction training:353191	In service teacher training: 77% Induction training:56%	
Learning	Survey of students absenteeism					“Survey of Students attendance in primary and Upper Primary schools” initiated in 20 states + Delhi Survey in progress		
	Survey of teacher absenteeism					“Survey of teachers’ absence in primary and upper primary schools” initiated in 5 states Survey in progress		

Baseline Assessment of Class III and Class VII

Class III survey – Some findings

Coverage	Children Tested	Mean Achievmt – Maths	States below Mean Achievmt in Mathematics	Mean Achievmt – Language	States below Mean Achievmt in Language
29 States; 111 Districts; 5293 Schools; 8533 Teachers	92407 (47276 Boys + 45131 Girls)	58.25	17 States Including U.P., Goa, Pondhcherry, Maharashtra, J&K, Rajasthan, Haryana, Jharkhand, H.P., Punjab, T.N., Kerala, Sikkim, Chandigarh, Uttaranchal, Chhattisgarh and M.P.	63.12	13 states Including H.P., Rajasthan, J & K, Haryana, Gujarat, Sikkim, Punjab, Uttaranchal, Chandigarh, Chhattisgarh And M.P.

State wise achievement – Class VII

Sl. No.	State/UT	Mean Achievement in Language	Mean Achievement in Math	Mean Achievement in Science	Mean Achievement in Soc. Sc.
1.	Andhra Pradesh	62.56	24.95	38.97	37.33
2.	Assam	61.21	44.80	40.36	39.86
3.	Goa	59.22	29.70	39.90	33.97
4.	Gujarat	49.20	29.37	37.40	27.34
5.	Karnataka	43.76	24.41	25.87	26.62
6.	Kerala	59.29	29.19	41.72	39.74
7.	Maharashtra	60.41	27.52	41.56	35.67
8.	Meghalaya	57.74	32.82	37.44	35.93
9.	Mizoram	57.12	35.51	39.02	36.15
10.	Orissa	34.15	28.18	28.69	27.44
	Average	52.69	29.78	35.98	32.96

Class VII/ VIII Study was initiated during 2003-04 in 30 states/ UTs covering 105 districts, 4124 schools, 17,139 teachers and 1,01,066 students

Table 9.1: Expenditures for 2004-05 and 2005-06 (sorted by % annual expenditure)

States 2004-05	2004-05			2005-06			
	Exp to release / Op. Balance	Exp to release / Op. Balance (II half)	Rank	Exp to release + Op. Balance	Exp to release / Op. Balance (II half)	State release/ Tot Rel	Rank
Nagaland	90.53%	70.30%	8	99.79%	84.92%	11.44%	1
Tamil Nadu	96.87%	67.20%	3	97.52%	11.13%	25.00%	2
Haryana	62.03%	74.65%	24	95.67%	57.88%	24.66%	3
Rajasthan	91.54%	62.00%	6	94.21%	50.17%	22.02%	4
Andaman & Nicobar	46.06%	85.08%	28	93.96%	75.05%	60.63%	5
Uttar Pradesh	96.75%	55.35%	4	89.89%	63.33%	25.00%	6
Arunachal	41.42%	100.00%	30	89.30%	66.59%	21.36%	7
Andhra Pradesh	77.83%	70.81%	17	88.11%	65.89%	24.91%	8
Uttaranchal	74.47%	60.07%	21	87.50%	42.85%	25.00%	9
Delhi	44.86%	39.48%	29	86.47%	65.37%	37.28%	10
West Bengal	82.83%	88.94%	13	82.01%	49.46%	27.62%	11
Punjab	76.24%	90.30%	20	81.08%	55.73%	25.00%	12
Kerala	76.57%	74.67%	19	80.01%	54.07%	38.14%	13
Karnataka	87.34%	89.01%	12	79.92%	40.92%	32.98%	14
Himachal	87.49%	70.65%	11	78.71%	44.08%	30.75%	15
Chandigarh	79.51%	79.80%	16	75.26%	57.82%	36.34%	16
Orissa	77.13%	87.73%	18	74.05%	60.11%	21.90%	17
Maharashtra	80.53%	84.01%	15	74.01%	50.03%	22.42%	18
Assam	97.97%	70.87%	2	71.08%	47.84%	34.25%	19
Gujarat	66.48%	65.72%	22	70.25%	34.31%	35.76%	20
Madhya Pradesh	88.19%	75.16%	10	69.21%	42.27%	32.09%	21
Jammu & Kashmir	81.69%	74.80%	14	68.71%	39.03%	22.39%	22
Chhattisgarh	90.66%	77.73%	7	65.70%	53.44%	26.27%	23
Tripura	99.67%	76.99%	1	65.28%	262.37%	21.64%	24
Mizoram	94.32%	89.61%	5	62.06%	57.58%	27.85%	25
Jharkhand	88.40%	78.72%	9	59.88%	44.50%	27.60%	26
Dadra & Nagar Haveli	1.55%	95.98%	32	56.68%	20.88%	0.00%	27
Sikkim	58.98%	39.37%	27	55.12%	39.46%	9.09%	28
Pondicherry	40.59%	75.59%	31	53.57%	17.40%	15.89%	29
Meghalaya	59.25%	93.01%	26	52.80%	40.53%	29.69%	30
Manipur	64.74%	100.00%	23	52.43%	49.70%	32.84%	31
Bihar	60.93%	87.18%	25	49.32%	33.42%	29.32%	32
Goa				46.24%	46.24%	56.23%	33
Lakshadweep				27.41%	25.83%	100.00%	34
Daman & Diu				22.04%	21.20%	13.19%	35
Total				77.29%	51.28%	26.65%	

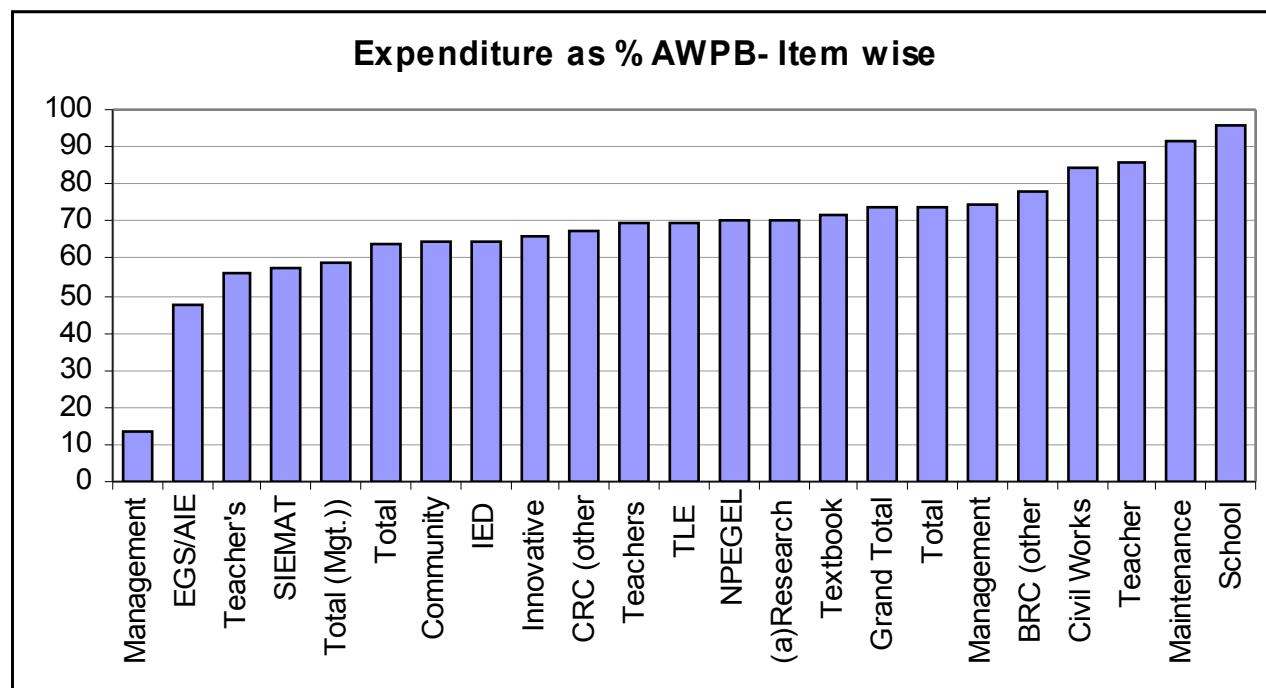
Table 9.2: Expenditure in 2005-06 Details

States	AWP&B 2005-2006	Opening Balance	Releases by GOI (Incl external)	Releases by States	Total releases	Releases for half year	Release + Opg bal	Annual Expenditure	Exp half year	Exp/ Opgbal+rel	Exp/ Opgbal+rel (II half)	State rel/ Tot rel
Andaman & Nicobar	833.49	317.44	63.00	97.00	160.00	97.00	477.44	448.59	358.34	93.96%	75.05%	60.63%
Andhra Pradesh	72697.75	12747.97	37999.00	12605.15	50604.15	27999.00	63352.12	55816.47	41743.58	88.11%	65.89%	24.91%
Arunachal Pradesh	6578.48	633.52	4105.01	1115.00	5220.01	3115.51	5853.53	5227.41	3898.11	89.30%	66.59%	21.36%
Assam	27605.94	7747.28	17850.00	9300.00	27150.00	20969.00	34897.28	24803.64	16694.25	71.08%	47.84%	34.25%
Bihar	90002.02	48244.05	31970.56	13261.17	45231.73	0.00	93475.78	46104.76	31236.50	49.32%	33.42%	29.32%
Chandigarh	1369.68	180.15	350.00	199.80	549.80	0.00	729.95	549.36	422.05	75.26%	57.82%	36.34%
Chhattisgarh	55068.11	25240.89	29184.36	10396.58	39580.94	0.00	64821.83	42587.04	34641.08	65.70%	53.44%	26.27%
Dadra & Nagar Haveli	734.70	669.01			0.00	0.00	669.01	379.22	139.68	56.68%	20.88%	0.00%
Daman & Diu	352.65	3.69	223.82	34.00	257.82	0.00	261.51	57.63	55.45	22.04%	21.20%	13.19%
Delhi	6688.51	1203.42	1100.00	653.91	1753.91	0.00	2957.33	2557.13	1933.19	86.47%	65.37%	37.28%
Goa	1206.46		452.42	581.14	1033.56	0.00	1033.56	477.88	477.88	46.24%	46.24%	56.23%
Gujarat	30332.22	10345.46	15284.71	8510.00	23794.71	10632.00	34140.17	23983.15	11713.22	70.25%	34.31%	35.76%
Haryana	24988.51	6977.03	10381.55	3398.85	13780.40	0.00	20757.43	19858.60	12014.66	95.67%	57.88%	24.66%
Himachal Pradesh	11961.83	1619.49	7614.66	3380.88	10995.54	4457.33	12615.03	9929.73	5561.24	78.71%	44.08%	30.75%
Jammu & Kashmir	28345.16	5908.98	19429.55	5604.00	25033.55	10653.87	30942.53	21261.91	12078.08	68.71%	39.03%	22.39%
Jharkhand	59519.33	24384.66	27997.50	10672.00	38669.50	19429.00	63054.16	37759.90	28057.88	59.88%	44.50%	27.60%
Karnataka	43222.66	8369.29	28303.78	13926.35	42230.13	20640.99	50599.42	40437.44	20704.85	79.92%	40.92%	32.98%
Kerala	17542.00	3437.52	5939.00	3662.44	9601.44	9601.44	13038.96	10432.12	7050.77	80.01%	54.07%	38.14%
Lakshadweep	93.32	38.41		20.00	20.00	0.00	58.41	16.01	15.09	27.41%	25.83%	100.00%
Madhya Pradesh	142279.62	36698.37	77173.12	36468.79	113641.91	58494.62	150340.28	104047.48	63542.55	69.21%	42.27%	32.09%
Maharashtra	88216.71	16934.23	50235.31	14519.70	64755.01	29545.70	81689.24	60458.50	40868.99	74.01%	50.03%	22.42%
Manipur	5015.98	1937.17	1327.44	649.00	1976.44	1327.44	3913.61	2051.96	1944.96	52.43%	49.70%	32.84%
Meghalaya	2252.83	3952.36	1925.81	813.26	2739.07	395.59	6691.43	3533.16	2711.95	52.80%	40.53%	29.69%
Mizoram	3686.93	2252.21	2559.15	988.08	3547.23	1695.00	5799.44	3599.34	3339.24	62.06%	57.58%	27.85%
Nagaland	3385.13	262.53	2323.01	300.00	2623.01	2395.01	2885.54	2879.40	2450.30	99.79%	84.92%	11.44%
Orissa	65443.74	9917.03	32792.50	9197.51	41990.01	31496.31	51907.04	38438.92	31202.25	74.05%	60.11%	21.90%
Pondicherry	1244.40	432.36	529.40	100.00	629.40	325.53	1061.76	568.79	184.72	53.57%	17.40%	15.89%
Punjab	22581.99	7418.83	14683.89	4894.73	19578.62	15525.28	26997.45	21890.87	15046.35	81.08%	55.73%	25.00%
Rajasthan	85422.30	3137.62	60362.00	17047.90	77409.90	17047.90	80547.52	75884.12	40410.48	94.21%	50.17%	22.02%
Sikkim	1989.87	510.01	1000.25	100.00	1100.25	1000.25	1610.26	887.60	635.37	55.12%	39.46%	9.09%
Tamil Nadu	48781.94	2075.66	35329.53	11776.51	47106.04	5858.64	49181.70	47961.24	5471.55	97.52%	11.13%	25.00%
Tripura	9436.93	2373.45	7939.50	2191.97	10131.47	30826.10	12504.92	8163.00	32809.42	65.28%	262.37%	21.64%
Uttar Pradesh	264189.00	4755.87	182799.00	60933.29	243732.29	114005.33	248488.16	223373.91	157357.68	89.89%	63.33%	25.00%
Uttaranchal	16850.70	3446.59	10004.00	3334.33	13338.33	6829.33	16784.92	14687.32	7192.31	87.50%	42.85%	25.00%
West Bengal	101242.15	15936.49	31024.00	11841.33	42865.33	12399.92	58801.82	48221.52	29081.82	82.01%	49.46%	27.62%
Total	1341163.04	270109.04	750256.83	272574.67	1022831.50	456763.09	1292940.54	999335.12	663045.84	77.29%	51.28%	26.65%
Ed.CIL	549.85	65.17	398.00		398.00		463.17	455.35	349.89	98.31%	75.54%	
NCERT	79.97	3.17	72.76		72.76	68.77	75.93	22.05	4.46	29.04%	5.87%	
NIEPA	12.00	27.75			0.00		27.75	6.85	6.85	24.68%	24.68%	
IGNOU	322.45	30.55	328.53		328.53	328.53	359.08	258.61	177.88	72.02%	49.54%	
NIAR	158.59	41.82	62.46		62.46	62.46	104.28	155.01	130.02	148.65%	124.68%	
Total	1122.86	168.46	861.75	0.00	861.75	459.76	1030.21	897.87	669.10	87.15%	64.95%	
Grand Total	1342285.90	270277.50	751118.58	272574.67	1023693.25	457222.85	1293970.75	1000232.99	663714.94	77.30%	51.29%	

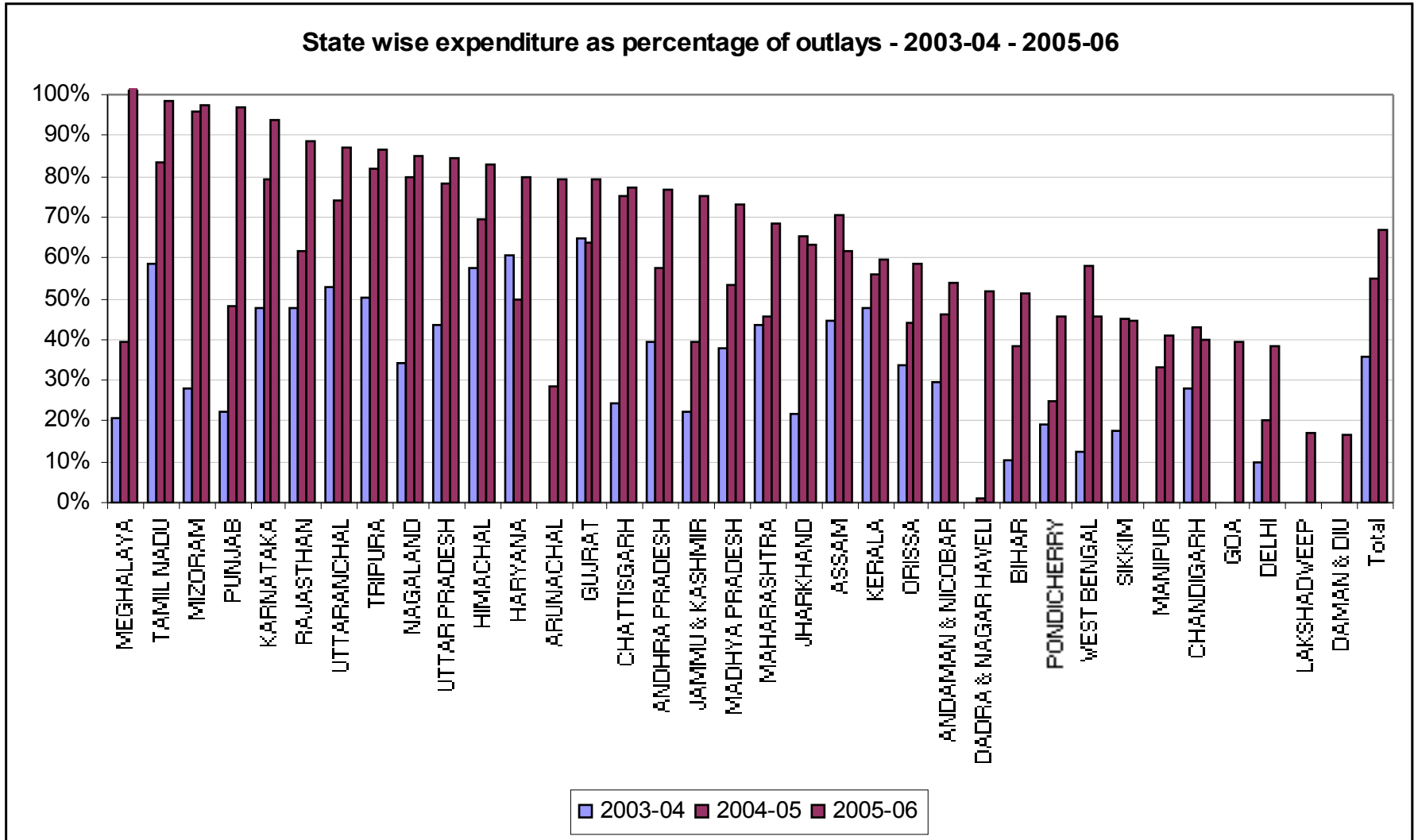
Table 3. Expenditure as % of Outlays

Items of expenditure	%Exp/ AWPB on item
Teachers Salary	69.63
Textbook	71.83
TLE	69.81
BRC (other than civil works)	77.86
CRC (other than civil works)	67.20
Maintenance	91.77
IED	64.33
School Grant	95.83
Teacher Grant	85.97
Civil Works	84.43
EGS/AIE	47.59
Teacher's Training	55.70
Community Training	64.25
Innovative Activities	65.92
(a)Research and Evaluation (Dist)	70.35
Total (REMS)	63.75
Management Cost (Dist)	74.68
Management Cost (State)	13.24
Total (Mgt.)	59.22
SIEMAT	57.11
Total	73.68
NPEGEL	70.12
Grand Total	73.50

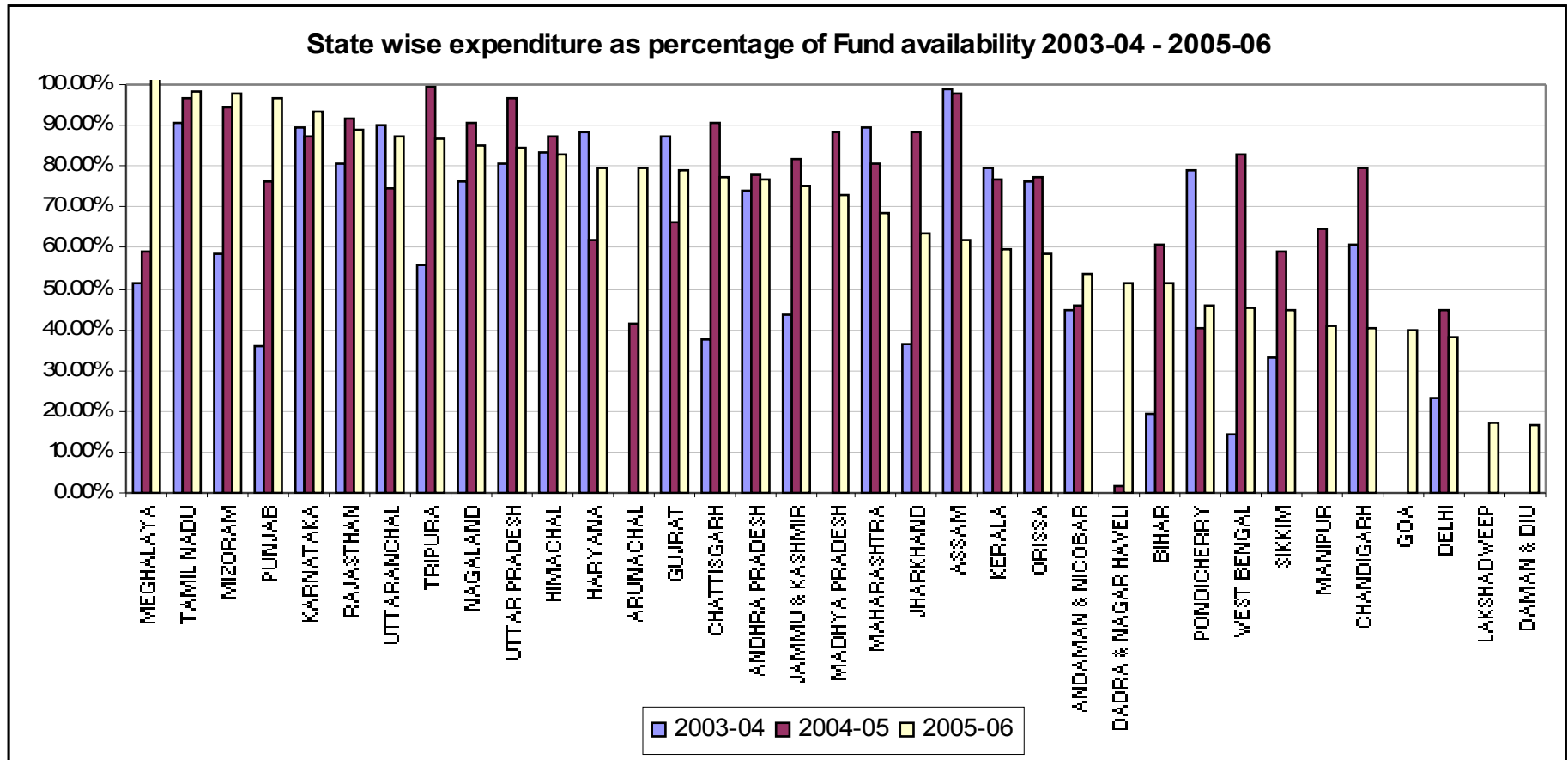
Graph 1.



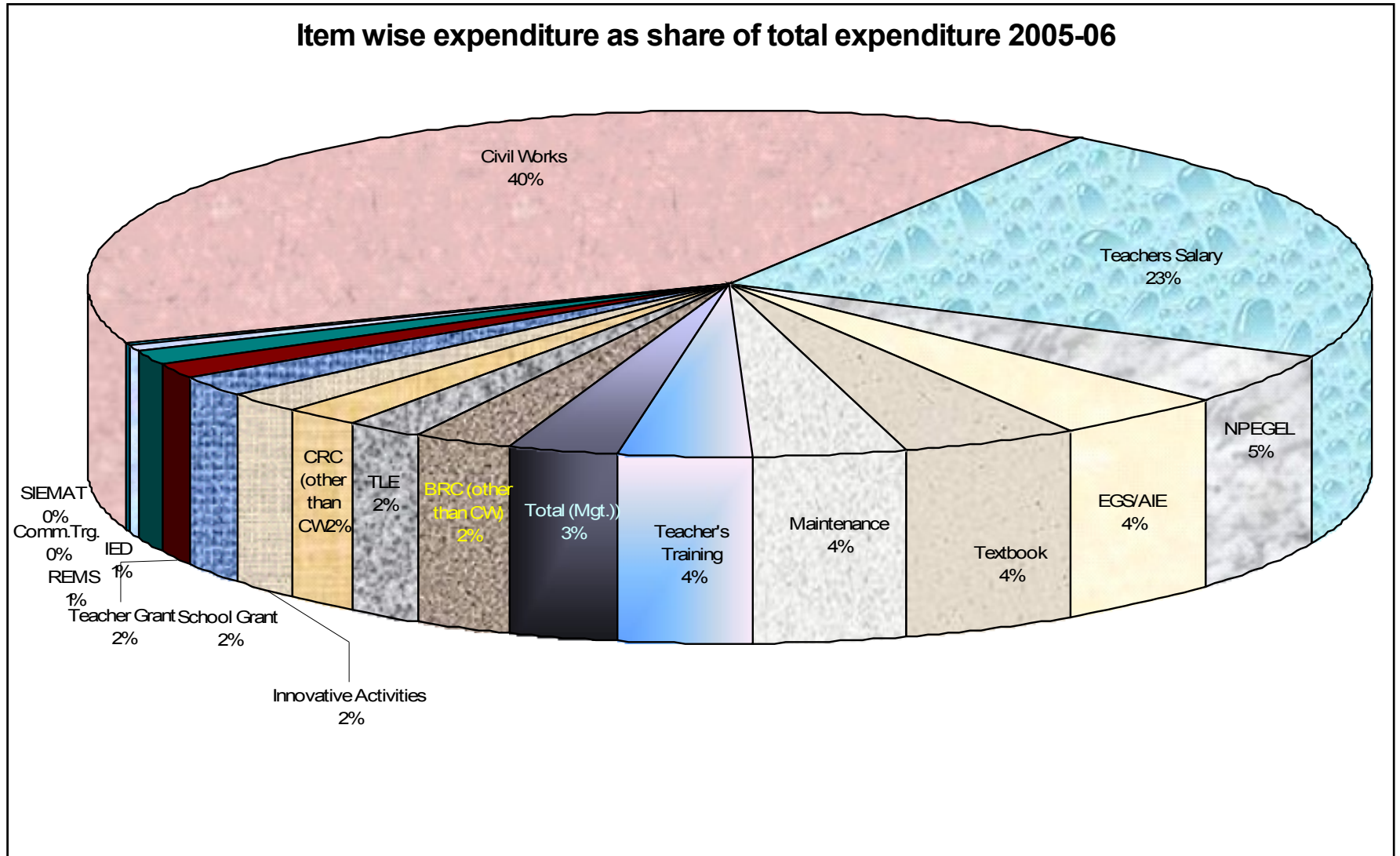
Graph 2



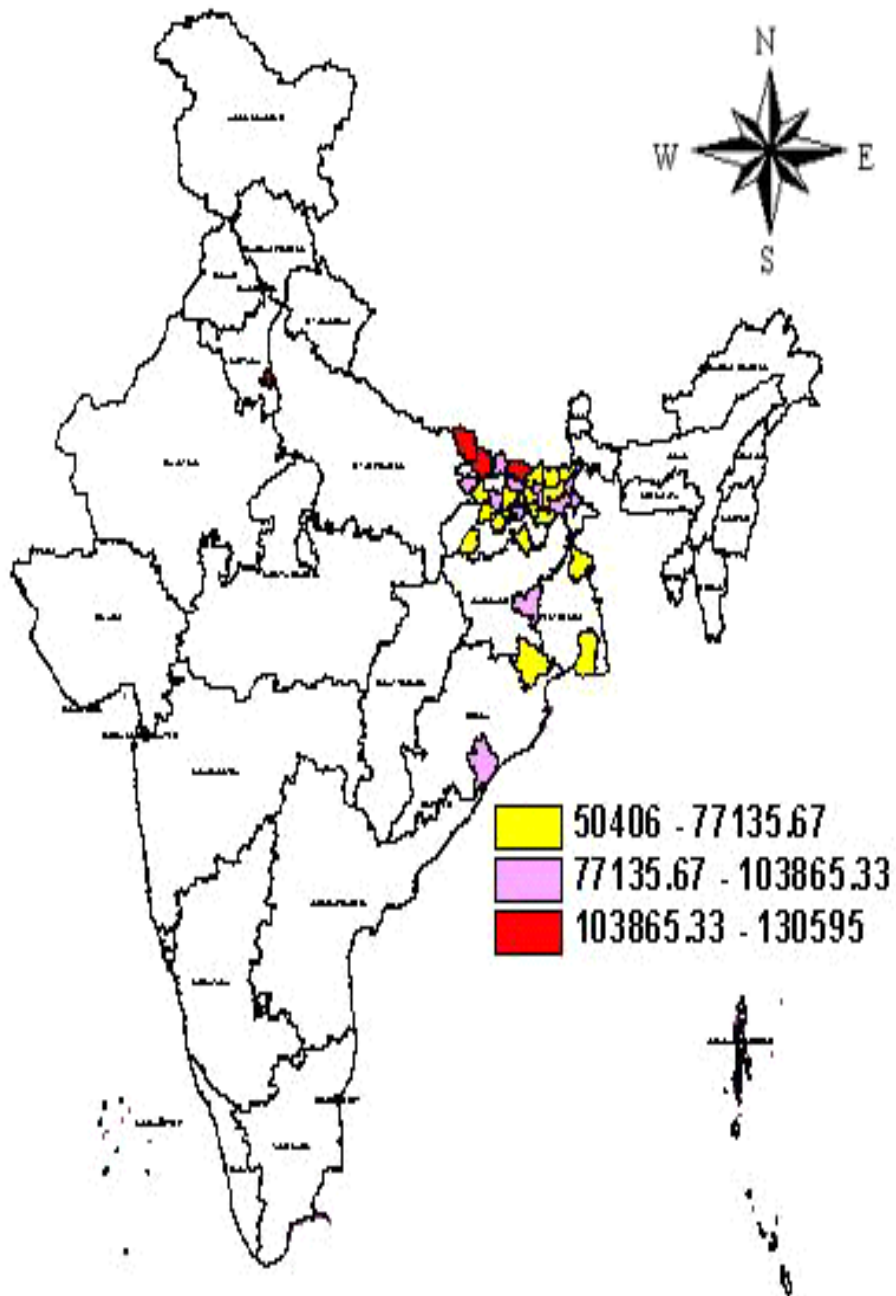
Graph 3



Graph 4



District with more than 50,000 Out of School Children



Figure

List of Acronyms

ADEPTS	Advancement of Educational Performance through Teacher Support
AIE	Alternative and Innovative Education
ATR	Action Taken Report
AWPB	Annual Work Plan and Budget
BAS	Baseline Assessment Survey
BRC	Block Resource Centre
CCE	Comprehensive and Continuous Evaluation
CLIP	Child Language Improvement Programme
CRC	Cluster Resource Centre
CSS	Centrally Sponsored Schemes
CWSN	Children with Special Needs
DIET	District Institute of Education and Training
DPEP	District Primary Education Project
DPO	District Project Office
EA	External Audit
EBB	Educationally Backward Block
ECCE	Early Childhood Care and Education
EDI	Education Development Index
EFA	Education For All
EGS	Education Guarantee Schools
EMIS	Education Monitoring and Information System
FMP	Financial Management and Procurement
GAP	Gujarat Assessment at Primary
GER	Gross Enrollment Ratio
GOI	Government of India
GPI	Gender Parity Index
IA	Internal Audit
IE	Inclusive Education
IGNOU	Indira Gandhi National Open University
ILIP	Integrated Learning Improvement Programme
JRM	Joint Review Mission
KGBV	Kasturba Gandhi Balika Vidyalaya
LATS	
M&E	Monitoring and Evaluation
MAS	Midterm Assessment Survey
MDM	Mid Day Meal
MHRD	Ministry of Human Resource Development
MS	Mahila Samakhya
NCF	National Curriculum Framework
NER	Net Enrollment Ratio
NGO	Non- Governmental Organization
NPE	National Policy of Education
NPGEL	National Program for Girls' Education and Literacy
NSSO	National Sample Survey Organization

OOSC	Out of School Children
PRI	Panchayati Raj Institutions
PTR	Pupil Teacher Ratio
SC	Scheduled Caste
SCERT	State Council for Education Research and Training
SDMC	School Development Management Committee
SFD	Special Focus Districts
SIEMAT	State Institute for Education Management and Training
SIS	State Implementation Society
SPD	State Project Director
SPO	State Project Office
SRI	Social Research Institute
SSA	Sarva Shiksha Abhiyan
ST	Scheduled Tribe
TAS	Terminal Assessment Survey
TLM	Teaching Learning Materials
TOR	Terms of Reference
TPR	Teacher Pupil Ratio
UC	Utilisation Certificate
UEE	Universal Primary Education
UP	Uttar Pradesh
UT	Union Territory
VEC	Village Education Committee