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SARVA SHIKSHA ABHIYAN  
**Twelfth Joint Review Mission**  
19<sup>th</sup> to 30<sup>th</sup> July 2010

**Aide Memoire**

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

MLE	Multi Lingual Education
MoU	Memorandum of Understanding
MS	Mahila Samakhya
NCERT	National Council of Educational Research & Training
NCF	National Curriculum Framework
NE	North East
NER	Net Enrolment Ratio
NGO	Non- Governmental Organization
NIAR	National Institute of Administrative Research
NIC	National Informatics Centre
NPE	National Policy of Education
NPEGEL	National Program for Education of Girls' at Elementary Level
NUEPA	National University of Educational Planning & Administration
O&M	Operation & Maintenance
OBC	Other Backward Caste
OOSC	Out of School Children
PAB	Project Approval Board
PMIS	Project Management Information System
PRI	Panchayati Raj Institutions
PTA	Parent Teacher Association
PTR	Pupil Teacher Ratio
QMT	Quality Monitoring Tool
RBC	Residential Bridge Course
RE	Revised Estimate
REMS	Research, Evaluation, Monitoring and Supervision
RMSA	Rashtriya Madhyamik Shiksha Abhiyan
RMG	Repair and Maintenance Grant
SC	Scheduled Caste
SCERT	State Council for Educational Research and Training
SDMC	School Development Management Committee
SES	Selected Educational Statistics
SFD	Special Focus Districts
SFG	Special Focus Groups
SIEMAT	State Institute for Educational Management and Training
SMC	School Management Committee
SPO	State Project Office
SSA	Sarva Shiksha Abhiyan
SSHE	School Sanitation and Hygiene Education
ST	Scheduled Tribe
TCF	Technical Cooperation Fund
TLE	Teacher Learning Equipment
TLM	Teaching Learning Material
TOR	Terms of Reference
TSC	Total Sanitation Campaign
TSG	Technical Support Group
UAM	Universal Active Mathematics
UC	Utilization Certificate
UEE	Universal Elementary Education
UNICEF	United Nations Children's Fund
UPS	Upper Primary School
UT	Union Territory
VEC	Village Education Committee

# SARVA SHIKSHA ABHIYAN

## Twelfth Joint Review Mission

19<sup>th</sup> to 30<sup>th</sup> July 2010

### Aide Memoire

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1.1 *Sarva Shiksha Abhiyan* (SSA) is a comprehensive and integrated flagship programme of the Government of India (GoI), to attain Universal Elementary Education (UEE) in the country in a mission mode. Launched in partnership with the State Governments, SSA aims to provide quality education to all children in the age group of 6-14 years. The four SSA Goals are as follows:

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

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

1.3 The first JRM was held from January - February 2005. This Mission is the Twelfth JRM of SSA and was held from 19<sup>th</sup> to 30<sup>th</sup> July 2010. The Terms of Reference (ToR) for the Mission and details of the Mission composition are attached at Appendix 1. This Review is based on a study of available documents and discussions with National and State level functionaries.

1.4 The Mission records its deep appreciation of the support received from the Department of School Education and Literacy, MHRD, the Technical Support Group, national institutions, the State Governments, and various civil society organizations, which made presentations to the team, provided insightful comments and discussed all issues in a transparent and candid manner.

### Mission Objectives

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1.5 The main objective of the JRM is to review progress in the implementation of the programme with respect to SSA Goals and agreed indicators, and to discuss follow-up action, including capacity issues. Progress towards the SSA Goals is reported and summarized in the Modified Results Framework (to reflect the extension of SSA to 2012) attached as Appendix 3. In addition, there are two overarching themes for this mission: (1) the harmonization of SSA with the Right to Free and Compulsory Education (RTE) Act (given that SSA has been designated as the primary vehicle for the Act's implementation), and (2) and the enhanced focus at all levels of the system on improving education quality and student learning outcomes.

1.6 This Joint Review Mission (JRM) has changed the format of its report slightly, with the hope of addressing both cross-cutting issues which have proven to be very difficult to overcome (and hence need more focused attention from MHRD and the States), and Goal-specific issues. Part 1 covers the former, and Part 2 the latter. This revised format also reflects the new context for SSA as a result of the Right to Free and Compulsory Education (RTE) Act, for which SSA has been designated as the primary implementation mechanism. Part 1 is not an Executive Summary of Part 2 but rather a more holistic view of the key issues related to SSA at this critical juncture. Key Recommendations are offered to address overarching issues, goal-wise issues and programme management issues.

## PART 1 – OVERARCHING AND CROSS-CUTTING ISSUES

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1.7 The Right to Free and Compulsory Education (RTE) Act promises to change the education landscape of India and aims to ensure the realisation of the access, equity and quality goals of SSA. The Mission notes with appreciation the work done to align Sarva Shiksha Abhiyan with the RTE. The revised SSA norms which have been approved and those under consideration have taken on board the implementation challenges of the RTE. The Mission acknowledges that it may take a few years before the education system across all levels understands, appreciates and internalises the letter and spirit of the RTE. *While it is premature to comment on the harmonisation process, the start is indeed promising.*

1.8 The SSA Results Framework indicates impressive progress in achievement of all SSA goals related to access, equity and quality, and the Mission recognizes the enormous efforts made by MHRD and the States to achieve this progress over the last few years. The shift in focus of SSA to emphasize improved student learning through multi-year comprehensive quality improvement programs is noted at both National and State levels, which is most encouraging; MHRD's leadership in this regard is to be commended. The Actions Taken Report (ATR) provided to the Mission demonstrated laudable efforts by MHRD and the States to implement the eighteen (18) major recommendations made by the 11<sup>th</sup> JRM in January 2010, and the Mission sees measurable progress on almost all these recommendations. For FY2010-11, the approved outlays for SSA for all States have increased substantially relative to FY2009-10 (overall by 75%), offering a truly significant opportunity to further consolidate and extend the activities, outputs and outcomes of SSA. At the same time, such a massive expansion raises certain issues related to implementation capacity in a more general sense. In that light, the Mission would like to offer its assessment of major cross-cutting issues and some recommendations to address them.

1.9 **Issue 1: Programme Management:** On the basis of its overview of the progress that SSA has made so far, the 12<sup>th</sup> JRM perceives strong correlation between the various indicators of achievement, on one hand, and efficient programme management, on the other. Implementation of planned activities and utilization of financial allocations are a reflection of systemic capacity to deploy resources judiciously, create a sense of responsibility at all levels, and generate educational outcomes. Furthermore, the gradual integration of SSA with Departmental structures implied by the RTE accentuates this issue.

1.10 While many States have taken strong steps to improve their programme management (including several which have lagged behind for many years), it is also evident that some large populous States require further strengthening of systemic capacity to engage with and address programme management issues. These States have been pointed out by earlier JRMs. Broadly speaking, these States are particularly challenged in the translation of fund allocations into the implementation of key activities and achievement of SSA's goals. Part of the strategy to address this problem of limited capacity has been to identify and provide additional resources to Special Focus Districts and Educational Backward Blocks. While useful, these strategies have not fully realized their potential; the constraints to overcome are more than financial in nature, and include fundamental institutional issues. Given this association between

management and results, and the new role assigned to SSA as the main vehicle for the implementation of RTE, the issue of governance arises. Universal Elementary Education is now a permanent responsibility of the government at all levels.

1.11 **Issue 2: Disparities:** Despite the achievements of SSA in reducing gender and social gaps, disparities, both intra-State and inter-State, remain a challenge. There are some States and Districts where social and gender disparities in retention and transition, inadequate numbers and preparation of teachers, learning outcomes and weak financial management exacerbate pre-existing economic and social inequalities. A whole system view and strategy alone can turn the tide and help break out of this vicious cycle. In addition, there are States, mainly in the northeastern part of the country and in the northern end, which face different sets of challenges.

1.12 Similarly, within each State there are regions / districts that more challenging and where the complex interface of economic, social and governance issues make the situation more challenging for educational administrators. In short, it is recognized that national (and even State) level aggregates do not capture the complex situation on the ground.

1.13 **Issue 3: School Leadership for School Functionality:** While the Mission recognizes the major achievements under SSA in providing the enabling inputs for learning at the school level (availability of classrooms, textbooks, teachers, TLMs, TLE, etc.), several problems pertaining to the implementation of SSA appear to be associated with programme ownership, particularly at the local level. A sense of responsibility and accountability for children's learning is at the heart of all four goals of SSA, but specially the goals pertaining to retention and quality. Several studies and activities reviewed by the JRM provide examples which indicate the challenge of creating a sense of ownership and the initiative to solve local problems at the local level. Maintenance of the school infrastructure, including the facility for drinking water and toilets, can be seen as a litmus test for responsibility and resourcefulness among local functionaries, such as the Head Teachers, and institutional structures, such as the SMC. Dysfunctional toilets, unutilized libraries or teaching aids, teacher absenteeism or unavailability, are ultimately a reflection of the local functionary's limited capacity or initiative to resolve a problem which has been identified and duly reported to higher level authorities in the context of data collection.

1.14 **Issue 4: Reflection on Growth of Private Schools:** Despite the huge investments by the GoI and the States in improving public elementary education, the undeniable fact is that an increasing percentage of parents are choosing to send their children to private schools, in both urban and rural areas. Several of the presentations to the JRM alluded to the same, confirming this view. The "Bordia Report" recently released by MHRD which examines SSA and the RTE Act estimates that approximately half of urban schoolchildren attend private schools. This calls for honest reflection and consultation: why is this happening and how should States respond? For example, is this because parents are misinformed about the quality of private schools or because they do not understand the ideas and educational principles embodied in the NCF 2005 and the RTE Act? Is this because parents seek social status even at the expense of their children's learning opportunities? Is this because government schools are underperforming in certain ways? These questions merit open-minded consideration and dialogue.

1.15 **Issue 5: Need for greater public understanding and appreciation of the RTE Act and its emphasis on quality education:** As yet there is not a full understanding and appreciation of the ideas embedded in the RTE Act, particularly among parents of schoolchildren. Important educational concepts such as CCE, the no detention policy, the policy against corporal punishment, etc. are not fully comprehended by the public at large. In addition, there is a need for a broader awareness of the respective roles and responsibilities under the RTE of local governments, State governments, the National government, communities and parents. And the idea that all children have a right to a free quality elementary education, including those involved in labor or from marginalized communities, and what that means for society, needs to be understood and embraced by all.

1.16 The proposal to invite BGVS to pilot a community education programme on the RTE is timely. However, the Mission this is limited to seven States and one institution; the capacities of more non-governmental agencies to increase awareness about the RTE and also to train VEC/SMC members are not being fully tapped. Drawing upon the experience of the Right to Information (RTI) campaign, involvement of larger number of civil society organisations in the process may generate the necessary greater community level push/demand for quality education in both rural and urban areas.

1.17 **Issue 6: Discrimination:** SSA has as one of its four major goals the reduction of gender and social gaps in elementary education, and huge progress has been achieved over the last seven years, particularly with respect to enrollment. Nonetheless, the need to strengthen efforts to reduce social discrimination in schools is essential, as it impacts negatively on retention and learning. While a range of strategies exist to prevent discriminatory practices in pursuing and completing elementary education, their effectiveness is uneven. There is a need for a deeper understanding of exclusion, notably from classroom processes, midday meals or school activities arising from entrenched hierarchical structures (social, language, cultural, religious backgrounds), prevalent stereotypes, and the challenges faced by children from disadvantaged communities.

1.18 Previous JRMs had recommended a study to identify discriminatory practices in schools. The Mission was informed that 11 States have proposed to take this up, and that TSG is developing a Concept Note with appropriate methodology and tools. This is encouraging, although the pace appears slow.

1.19 **Issue 7: Research on Elementary Education:** The Mission is concerned that considerable resources have been invested in elementary education research with too few of its applications to produce tangible improvements. Too often studies are completed and presented to a limited audience, and then simply placed on a shelf or on a website, rather than broadly discussed, analyzed and used for design of new interventions. In other words, there is a need to make sense of this research and to find ways to apply it.

## Recommendations to Address Cross-Cutting Issues

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1. To address overarching issues of programme management, the JRM recommends that: (a) MHRD work with each State to identify its primary institutional constraints to improving overall implementation, with a particular focus on large populous States; and (b) MHRD include in its 2011-12 AWPB guidelines to States that all Districts should, as part of their annual plans, include an analysis of institutional constraints at their levels and present their strategy to maximize institutional convergence and consistency between SSA and other structures.
2. On the issue of disparities, the Mission recommends that States with persistent disparities prepare district (or even block) level plans as part of the AWPB process which reflect collation, analysis and understanding of a variety of information sources and data (e.g. local studies, DISE, Census, NSS, EMIS), to identify where disparities are most acute, paying specific attention to socio-cultural and economic regions. States would then prepare Action Plans to address these issues in a holistic manner which would be reviewed as part of the PAB process. Mechanisms would need to be put in place to track progress.
3. With respect to school leadership for school functionality, the JRM recommends that all Head Teachers be provided training in school leadership, maintenance and management. This would include attitude-building, alertness to impending issues, and taking responsibility for resolving problems and maintaining the required standard of efficiency and functionality in all aspects of school life.

4. In view of the growth of private sector schooling, the Mission recommends two actions to be taken:
  - a. At the State, District and local level, forums be organized to reflect on the growth of private schools and what this means for both SSA and RTE. These discussions would include parents of both public and private school children, seeking their recommendations for improving government schools which SSA could support. In addition, ideas for improving private schools so as to conform to the standards of RTE could be generated.
  - b. States need to explicitly include private schools in their school mapping and infrastructure planning processes. (For example, it would not make sense to build additional classrooms or open a new school if an existing recognized private school can accommodate the needed number of students under the RTE Act provision for private schools to allocate 25% of their places for government-financed students. Or if a currently unrecognized private school is undertaking sufficient improvements to earn recognition within three years, that should also be considered when assessing additional government school infrastructure needs.)
5. Concerning the lack of full awareness and understanding of the RTE, the Mission recommends a nationwide campaign to educate the general public about RTE, what kind of education it envisages and the rights of children. MHRD should take up this matter with the Ministry of Information and Broadcasting and other professional media organizations. Such a campaign would use a variety of channels, namely: TV, radio, print, folk medium, theater, etc. Integrating gender issues would be essential for any communication strategy for RTE. A great deal of experience and research exists in this area and the collective experience of programmes such as Mahila Samakhyā could inform communication and outreach strategies.
6. On the issue of discrimination, the Mission recommends acceleration of the study to examine discriminatory practices at the school level, and suggests that the larger research and academic community should be invited to undertake such studies in different parts of the country. It would be important to take on board the specific situation of children from disadvantaged communities (SC / ST children, Muslims, migrants, CWSN, urban poor, working children, children in difficult circumstances, girls) across States, regions, etc.
7. With regards to elementary education research, the Mission recommends increased efforts to publicize, disseminate and apply research data and results, so education planners, educators and the public at large can understand the findings and use them. To begin with, to the extent possible, all raw data should be placed in the public domain (uploaded on to websites) so additional independent research can be conducted. SSA should invite NGOs, academics, universities, research institutes to conduct “meta-research” of earlier studies, to extract key meanings. In this regard, researchers should also be invited to propose new ideas regarding research design, analysis, application and dissemination, offering greater flexibility than the current situation.

Furthermore, the Mission recommends that SSA explore the possibility of inviting 5-6 regional universities/research institutions to offer a 6-8 week course (or its equivalent, spread out over a longer time period) on contemporary issues in elementary education, for district and State education officials implementing SSA, using studies and reports on SSA as material for case studies, reading materials, etc. This would be a rich application of SSA’s research for the very people charged with its implementation.

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

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### ***Goal 1- All Children in School***

8. States, particularly where large number of out of school children are located and where large number of children do not attend schools regularly, should define strategies to equip schools and teachers to handle the “special training” needs of newly enrolled children. This should include mechanisms for coordination, monitoring of progress and tracking mainstreaming of these children in a time bound manner.
9. Recognizing the efforts to expand upper primary by MHRD, it is clear that more needs to be done particularly in States where large gaps persist between primary and upper primary enrolments. This Mission reiterates the 11<sup>th</sup> JRM recommendation to MHRD and State governments to evolve specific strategies to establish equal number of classrooms / sections to accommodate all the primary school graduates into upper primary. (SSA’s metric of a 2:1 ratio between primary and upper primary schools is an insufficient indicator of access to upper primary.)
10. Intensified efforts towards ensuring physical facilities, adequately equipped learning spaces and fully trained human resources are needed. It is important to think beyond “access” to the question of “access to what?” In this context, the Mission recommends that the approach of the Whole School Development Plan be adapted by all States. In other words, SSA engineers and designers need to study the real needs of schoolchildren for learning spaces, and work out appropriate solutions with the community for implementation in both existing and proposed school buildings.

### ***Goal 2 – Bridging Gender and Social Gaps***

11. The Mission recommends a systematic approach to pull out best practices from the States, to reflect and build on lessons learnt from practices, and to promote formal mechanisms of exchange of experiences related to gender and social inclusiveness.
12. To effectively integrate Gender and Social Equity with Quality, the Mission reiterates its recommendation to develop an action plan, with strategies and goals clearly articulated and including sensitization at community level. The envisaged action plan should be based on a consultative process and with the support of resource groups and persons with relevant experience in gender and social inclusion. Specific attention will be required to include boys within gender sensitization strategies and suitable resources such as material/handbooks for teachers, training modules, etc. could be developed to further enhance the understanding of gender and discrimination issues in education.
13. Progress in regard to teaching in tribal languages requires special attention as these communities have severe constraints in keeping pace with the States’ official languages. The Mission was informed about some initiatives being made in terms of preparing TLM in tribal languages/ dialects, but these efforts are currently limited to a few schools only. The Mission recommends the extension of these measures to all the children speaking these languages in their respective States to ensure the move from piloting to mainstreaming of the critical inputs of teaching in one’s mother tongue.

### ***Goal 3 – All Children Retained in Elementary Education***

14. Given the requirements of RTE, it would be critical to not only measure the transition of children from primary to upper primary but also their re-induction into school from special training

courses, including the duration of this special training. This would be an important way to ensure that children are not falling through the cracks.

15. Progress on transition from primary to upper primary cannot be looked at in isolation from other school efficiency indicators such as retention and attendance, neither can it be separated from quality issues. The Mission recommends all States to fully implement the no-detention policy at all grades, and also assess qualitatively how well children are prepared to move into upper primary school.
16. In addition to States' attempts to build up a data base for absent students, the Mission recommends that State and district education officials ensure that local authorities and school management committees are apprised of their responsibility under RTE to ensure that all children are regularly attending schools.

#### ***Goal 4 – Education of Satisfactory Quality***

17. The JRM recommends that the various learning assessment surveys by government and non-governmental agencies be analyzed by all States, DIETS, BRCs and CRCs and particularly by the pedagogical resource groups and quality improvement teams established, to identify where students excelled and where they did not. This would require training and capacity building of these bodies to effectively analyze the data and conceptualize remedial interventions. Furthermore, the Mission recommends that States analyze these findings as part of their revision of curricula, syllabi, text books and teacher training. Finally, NCERT and/or TSG should sponsor inter-State discussions of these learning assessment studies.
18. The Mission recommends that within a period of six months all States undertake measures to comply with the PTR stipulations of the RTE Act in the most cost-effective manner. In addition, the Mission suggests that administrative measures be taken at the State level to ensure that redeployed teachers (or teaching posts) remain in those under-served areas for minimum periods, and that future teacher transfer processes and decisions are implemented according to transparent and objective criteria, as is currently being done in several States.
19. The Mission recommends the development of a comprehensive nationwide dissemination and communication strategy for the 3<sup>rd</sup> Round of the National Achievement Survey, which distills the results into messages which both educators and the public at large can easily understand.

#### ***Programme Management***

20. With the passage of the RTE, the Mission recommends greater programmatic and functional convergence between the BRC/CRC structure and that of the SCERT and DIETs in all the states. In fact, the Bordia Committee suggests that these structures be integrated. This would be accompanied by a systemic analysis of the roles and activities of the Pedagogy Cells, Resource Groups, SCERT, DIETs and BRC/CRC structures, with the objective of reducing overlap and increasing synergy and consistency in messages.
21. The Mission recommends that the new DISE format should be piloted in a selection of regionally-representative States – before asking all schools to provide information on the new format. This would provide an opportunity to amend items that States are finding unclear, difficult to answer or lacking adequate data on.

### ***Financial Management***

22. The primary recommendation of the Mission with respect to Financial Management is that MHRD and the States fully implement their respective Action Plans, with monitoring of progress assessed during the quarterly meetings of the Finance Controllers. A special focus should be placed on staffing and audit issues, particularly in the 9 largest spending States. A progress report on the implementation of the MHRD's 2011-11 Action Plan would be shared with the January 2011 JRM.
23. The Mission recommends that States/UTs implement measures to enhance their capacities for absorbing the higher level of funds in the following years for implementation of the provisions of the RTE Act. This requires focused attention to all SSA activities and expenditure categories, which in turn requires activity-wise quarterly planning and budgeting to ensure that funds are spent in accordance with the actual needs of the calendar of activities.

## **Part 2: Detailed Goal Wise Review**

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

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2.1 Traditionally, access has been defined as physical access to a school /EGS/ Alternative Learning Centres and hence, the number of children enrolled. In the context of RTE, the definition of access has been expanded to include social, geographic and quality access to a formal fully functional school that has all the critical conditions (physical facilities, learning materials and human resources) that enable learning. While 99% of habitations now have physical access to a primary school and 93% to an upper primary school within the prescribed norms, the challenges are (a) breaking the social and quality barriers for the “last mile child”; and (b) ensuring schools have the requisite learning conditions that are maintained and functioning. Many States still need more upper primary schools to ensure universal access to elementary education. Though the primary to upper primary sections ratio improved from more than 3 at the beginning of the decade to 2.2 now (DISE: 2009-10), the gaps are still large in States like West Bengal, Bihar, and Assam. This is further complicated by the fact that the existing schools are differently resourced and of varying functionality.

2.2 The improvements in physical access have definitely contributed to enroll children in schools. As observed in previous JRMs, Goal 1 is close to being achieved in almost all States with respect to reducing the number of out of school children (OOSC) and increasing enrolments. According to the independent study carried out by SRI-IMRB, the number of OOSC is 8.1 million in 2009, a reduction of 5.3 million children from the number reported in 2005. States like Uttar Pradesh, Bihar, Rajasthan, West Bengal and Orissa account for more than ¾ths of all the OOSC in the country (See table 1.1 in Annex). Under the RTE, States are now responsible to provide adequate “special training” to ensure that these children are mainstreamed into age appropriate grades.

2.3 Enrolments in both primary and upper primary continue to reflect the improvements resulting from a reduction in OOSC. However, age appropriate enrolment of children remains a concern. This is evident from the fact that proportionately more children are in primary grades compared to their age populations. Ideally for every 5 children enrolled in primary grades, there should be 3 children in upper

primary grades. However, there are 134 million children in primary sections compared to 51 million in upper primary sections, resulting in 8 children in primary for every 3 children in upper primary. This implies that more children enter the system late and many children are not moving through the system in age appropriate manner. This is apparent in the low GER and NER at upper primary levels in many States (for example, Bihar, Uttar Pradesh, and Orissa).

2.4 In order improve access, various strategies adopted by States include: (a) Mapping of schools to identify and categorize un-served habitations; (b) opening of feeder/branch schools (Chhattisgarh and Madhya Pradesh); (c) relaxation of population and distance norms (Karnataka, Jharkhand, J&K and Orissa); (d) hostel facility to upper primary schools (Arunchal Pradesh, Mizoram, Rajasthan); (e) enhancement of seats in Ashram Schools. (Chhattisgarh, Jharkhand, Madhya Pradesh); (f) schools made out of porta cabin (Chhattisgarh); (g) vertical expansion of schools. (Uttar Pradesh, Chandigarh and Jharkhand); (h) arranging transport /escort facilities for the children (Karnataka, U.P., Rajasthan, Uttarakhand, Maharashtra); and (i) purchase of land for constructing schools. (Bihar). There is however no, information on the scale or reach of such strategies, whether they are small pilots or Statewide strategies. ***The Mission thus recommends that SSA furnish data on the scale of special or unique initiatives to improve access, alongside social group and gender disaggregated data on the number of children covered.***

2.5 Complementary to the provisions of government is the significant presence of private sector – both aided and unaided recognized and unrecognized ones. Private unaided sector accounts for around 22% of all elementary school enrolment. The Mission notes that in spite of large scale opening of schools by the government, the share of private and private unaided schools seem to be going up. Large enrolments in private unaided schools is noticed at the upper primary level in Andhra Pradesh, Chandigarh, Haryana, J&K and Rajasthan; Manipur and Nagaland have more than more than 60% of children attending private schools. This growth needs closer examination: The planning and provisioning of upper primary schools for example needs to account for the considerable presence of private schools.

2.6 The Government rightly recognizes that the access and equity goals of SSA critically hinges on the quality of education. Parents are convinced about the important of education and if they do not send their children, then it reflects the quality of education that children are receiving. Therefore it is necessary to fore ground quality and weave access and equity into quality. Access has no meaning without quality and functionality. The Mission notes that this is the broad framework within with SSA operates and harmonizes it effort towards RTE.

2.7 This JRM recognizes the need for a more functional understanding of access and go beyond mere physical access to schools. To cite a few indicators: a sixth of the primary schools have less than 2 classrooms (for example, AP, Bihar, Jharkhand, J&K and Meghalaya with more than 30% schools), 13% of the primary schools are single teacher schools (for example, Arunachal Pradesh, Andhra Pradesh, Orissa, Goa and Rajasthan), around a fourth of the elementary schools have Student Classroom Ratio (SCR) above 40 (West Bengal, Uttar Pradesh, Madhya Pradesh, Jharkhand, Haryana, Delhi, Bihar and Assam), and around 13% of elementary schools have Pupil Teacher Ratio (PTR) above 60 (largest proportion of such schools are in Bihar, West Bengal, Uttar Pradesh, Madhya Pradesh, and Jharkhand).

2.8 Some critical aspects that should be factored in while discussing access to fully functional school also include availability of functional toilets and drinking water facilities. While 92% of all schools nationwide are provided with drinking water facility, in some States this remains a challenge. Similarly, only 34% of schools have *functional* common toilets and 37% have *functional* girls' toilets.

2.9 The JRM takes note of the proactive work of MHRD to sensitize all the States regarding the shift in approach on out of school children (first enrolled and then provided special training) as it requires a close linkage of the arrangements for special training with formal schools. As requested by MHRD to all

States, Tamil Nadu, AP, Gujarat, Chhattisgarh, Rajasthan and MP are developing online child tracking system. The JRM would like to see formal mechanisms or structures to promote interactions among states on the performance of these systems. Moreover, given the decision not to open any additional EGS centres and upgrade existing EGS to formal schools, the Mission raises the potential challenges with respect to improving the infrastructure to meet the requirement of RTE, training of teachers and upgrading primary schools with upper primary classrooms.

### Special Training for Mainstreaming of Out of School Children

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2.10 The Mission is of the view that the provision for special training of out of school children to facilitate their age appropriate admission (as per RTE) needs more thought and clarity. The Mission recognizes that there is a normal tension and transition process from SSA's practice of residential and non-residential bridge courses for out-of-school children typically provided outside of the schools, to a program through which students in need of special training receive it at the school itself. This is especially so given that many out-of-school children will be mainstreamed into schools where teacher availability and multi-grade teaching are already major challenges, such that it may be unreasonable to expect existing teachers to provide this special training themselves.

2.11 *The Mission recommends additional consultations at national, regional and state levels be organized to discuss the revised SSA norms with respect to Special Training, examining the embedded concepts and their implications in terms of implementation strategies, with an update provided to the January 2011 JRM.* The experience of industrialized and developing countries which have successfully mainstreamed immigrant children who do not speak the local language and who may not have completed much formal schooling needs to be studied, and lessons drawn from these experiences. Similar programs have been successfully implemented in India by civil society organizations which merit study.

2.12 The social access issues are covered under Goal 2 in the following section. A discussion on the physical facilities and enabling conditions is fleshed out in more details in the section dealing with civil works. Similarly, issues related to equitable quality that drives the participation of children in education is taken up in the section dealing with quality.

### Recommendations:

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2.13 States, particularly where large number of out of school children are located and where large number of children do not attend schools regularly, should define strategies to equip schools and teachers to handle the "special training" needs of newly enrolled children. This should include mechanisms for coordination, monitoring of progress and tracking mainstreaming of these children in a time bound manner.

2.14 Recognizing the efforts to expand upper primary by MHRD, it is clear that more needs to be done particularly in States where large gaps persist between primary and upper primary enrolments. This Mission reiterates the 11<sup>th</sup> JRM recommendation to MHRD and State governments to evolve specific strategies to establish equal number of classrooms / sections to accommodate all the primary school graduates into upper primary.

2.15 Intensified efforts towards ensuring physical facilities, adequately equipped learning spaces and fully trained human resources are needed. SSA is at a mature stage in its evolution and the question of access can be expanded from a narrow consideration of access to a school building to looking more holistically at the quality of what that access is providing to our children. In this context, the Mission recommends that the idea of Whole School Development should be adapted by all States.

## Goal 2: Bridging Gender and Social gaps

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3.1 Social access and equity issues have been given utmost importance in MHRD's discourses on SSA. The JRM acknowledges the tremendous work done to address challenges linked to the implementation of RTE, as it relates gender and social inclusion. While the focus of addressing equity issues in general were on ensuring the *participation* of girls, and children from socially disadvantaged groups, in the context of recent developments and RTE, this JRM plans to expand the focus also to look at the *retention, transition and completion rates* of these communities, which will be addressed under Goal 3.

3.2 The enactment of the RTE requires more than ever addressing gender and social disparity within a holistic and more comprehensive reform framework. Its translation into new guidelines and norms, and forthcoming activities such as workshops, monitoring or tracking systems are noteworthy. Gender and social equity issues, being fundamental to SSA's larger perspective on equitable quality and access to elementary education, should effectively be tackled comprehensively. For that purpose, efforts should include an examination of classrooms practices, curriculum design, sensitization / training of teachers, teacher behavior, learning material (textbooks preparation/ language), and facilities provided. This would help to further strengthen pedagogy, classroom experiences and learning outcomes and therefore, to consolidate SSA's success in all its goals.

3.3 With regard to gender and social equity, six themes are specifically discussed:

- Gender
- Schedule Castes, Schedule Tribes, and Muslims:
- Children with Special Needs (CWSN)
- Urban deprived children
- Migrant Children
- Children in difficult circumstances

### Gender

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3.4 A general improvement in the Gender Parity Index (GPI) is observed at upper primary level (from 0.91 in 2008/9 to 0.92 in 2009/10), while at primary level it is 0.94. Gender parity among States remains uneven and gender gap at primary and upper primary level continues to be a concern in some States (Bihar, Gujarat, Haryana, Punjab, Maharashtra, or Jammu & Kashmir). While this indicates more girls now enrolled in schools, it should be noted that among the out of school children, girls still constitute a sizeable majority, particularly, when disaggregated by social groups. As evident from the SRI-IMRB's OOSC study, the proportion of girls in OOSC is over 50% in many States including Rajasthan (60%), Bihar (54%), Orissa (53%), and Haryana (51%). The situation in States like Rajasthan and Haryana deserves special mention because the child sex ratio in these States is skewed towards boys. Furthermore, the study also reveals that the proportion of girls among OOSC in Muslims and ST (who are over represented in the total OOSC) is far higher than their share in the population. This underscores the need for context-specific and focused strategies to ensure equitable access to elementary education to the most vulnerable and disadvantaged communities.

3.5 The JRM notes evolution of several strategies for improving girl's participation in schooling. These include (a) providing girls specific facilities and female teachers; (b) providing incentives such as free text books, transport and bicycles; (c) girls empowerment initiatives under NPEGEL; and (d) girls' residential programs such as KGBV.

3.6 For instance, the provision of girl's toilets in primary schools has improved from 44% in 2008/9 to 51% in 2009/10. As a result of recruiting more female teachers, the proportion of female teachers in the total teaching force is now 45%. However, provision for improving girls' participation in education should also be viewed in the wider context of quality and therefore, of its impact and functionality. For example, in Andhra Pradesh, less than 30% of the girls' toilets were functional (DISE 2009-10).

3.7 Under KGBV, 2.03 lakhs girls from SC, ST, OBC, Muslim minorities and economically backward groups are provided with residential school facilities. Under NPEGEL schemes, different activities aimed at girls' empowerment is carried out in Educationally Backward Blocks (EBB). The impact of these programs is significant in changing attitudes, increasing retention and providing varied learning experiences for girls. However, further measures should be put in place to "revitalise" their implementation. In continuation with the reviewing of NPEGEL<sup>1</sup> and the revision of its guidelines, both schemes should be rendered more flexible to be integrated in a wider perspective of "Quality with Equity". Constant revision is needed to identify good practices from different States as well as strengths and weaknesses in the light of SSA transformation to implement the RTE. *For that purpose a taskforce can be set up to help strengthening these schemes, conceptually and operationally, and to enhance the capacity to serve SC/ST girls and particularly Muslim's girls whose coverage remain of concern.* The Mission urges MHRD to translate the results / outcomes of the various evaluations of these two programs into concrete actions to improve various dimensions of the intervention, including classroom processes, equity issues, gender approach, transition. ***In addition, as both KGBV and NPEGEL programmes have now reached a mature phase, it is recommended that SSA (along with Mahila Samakhya) facilitate another national evaluation in 2010-11, covering all the States.***

3.8 Overall, while there has been a tremendous improvement in girls' participation in elementary education, there still remain many areas that need to be tackled. Addressing gender stereotypes, both within and outside schools, require much concerted efforts, some of which may include addressing the gender roles in curriculum and sensitizing teachers and community. The Mission underlines the importance of the recommendation from the SSA vis-à-vis RTE report to set up monitoring and accountability mechanisms of gender and social exclusion at different levels, notably regarding School Management Committees (SMC) composition, SMC and Local Authorities (PRI) capacity building and sensitization. Social audits should report on the practices inside the schools and classrooms and gender based discrimination should become an integral part of social audits processes.

## Scheduled Castes (SC), Scheduled Tribes and Muslim Minority

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3.9 As noted by previous JRMs, the enrolment shares of SC, ST and minorities' children is more than or commensurate with their shares in population. However, children from these groups still constitute proportionately higher shares in out of school children.

3.10 SSA has made inclusion an important part of its agenda, however the social and political change that is envisaged in the RTE calls for multiplicity of efforts to ensure the success of an inclusive education at elementary level. The JRM observes diverse innovative State Specific interventions for SC children (escort facility for Musahar children in Bihar, vocational training in Punjab) and for ST children (school readiness program for primitive tribes in Chhattisgarh, relaxation in norms for opening primary schools in tribal areas in AP).

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<sup>1</sup> Evaluation of NPEGEL in 12 States (2008) brought to light that to make the implementation of innovative programmes uniform across state, guidelines need to be developed about type, category, contents, duration, and frequency of courses in consultation with technical experts. Monitoring system to check the progress and to assess improvement of key indicators related to quality of education would be required.

3.11 Positive trends are observed in the reduction of the OoSC in these categories from 2005 to 2009:

Table: Share of OOSC in the 6-13 years old population; Community wise				
Communities	Girls	SC	ST	Muslim
2005	7.9%	8.1%	9.5%	10%
2009	4.6%	5.9%	5.2%	7.7%
<b>Improvement</b>	<b>3.3%</b>	<b>2.2%</b>	<b>4.3%</b>	<b>2.3%</b>

Source: SRI-IMRB Survey, 2005 and 2009

3.12 The need to consolidate the existing work on reducing social discrimination in schools is essential as it impacts on retention and learning. Further specific strategies to prevent explicit and implicit discriminations in pursuing and completing elementary education should be developed. A deeper understanding of exclusion notably from classroom process, midday meals or schools activities arising from entrenched hierarchical structures (social, language, cultural, religious backgrounds), prevalent stereotypes and the challenges faced by children from disadvantaged communities should be the root for context specific approaches. In this regard, rigorous analysis of data, engagement in a consultative process and an examination of existing practices would enable a better understanding of and draw lessons on interventions, classroom process and equity issues. It would help in designing effective strategies with specific goal to tackle discriminatory practices and inclusiveness; and when possible, to corroborate research papers based on disaggregated data by gender or social groupings.

3.13 As the majority of out of school children belong to disadvantaged communities ( SC / ST children, Muslims, migrants, CWSN, urban poor, working children, children in difficult circumstances, girls) there is a need to acknowledge specificity and diversity of situations of those groups across, States, and regions while designing special initiatives. As for example, the language is a major issue for tribal children that need to be further addressed.

## Children with Special Needs (CWSN)

3.14 Between 2006-07 and 2009-10, 6.4 lakh children were additionally identified and 5.9 lakh children were additionally covered under education of different types. Overall, 91% of all CWSN identified are provided with education facilities in 2009-10. While the improvements in identification and coverage of CWSN are impressive, we still need to keep in mind that, according to the SRI-IMRB (2009) study, on out of school children that 12.12% are CWSN.

3.15 The successive JRMs have been appreciative of the variety of need based strategies adopted under SSA to provide integrated and inclusive education to all CWSN both in schools as well as at homes. The JRM notices substantial improvements in SSA strategies towards CWSN, notably for Special training (residential centers, home based education) and for quality education to CWSN (larger network of the resources teachers and care givers for academic support to CWSN and teachers, provision for 12 to 15 days of multi-category training to the resources teachers, a national level resource group on inclusive education with representatives of national level institutions and civil society organizations).

3.16 As of now, 2.8 million CWSN are covered with various IED strategies, out of which 1.38 lakhs are addressed through home based education. 1.6 million CWSN are provided with aides and appliances. In addition, around 10,014 resources teachers are appointed and another 1.25 teachers are specially trained to address the needs of CWSN.

3.17 While the whole process of identifying CWSN is improving, there is still a need to streamline the process of identification through household surveys, assessments camps, social mapping, and DISE and to cross check the data is imperative. One of the critical challenges is the need for capacity building (training programme, methods of teaching) at all levels (NCERT, DIETS, blocks and clusters level, other

teacher training institutions) and for managing attitudinal barriers for facilitating inclusive education. The lack of trained resource persons and PTR is repeatedly translated by insufficient appropriate intervention for this category of children.

3.18 The implementation of the RTE requires a review of all range of options for educational services (open alternative schools, special schools, home based educations) with the perspective of reclassifying them as special training with appropriate special teachers (inclusive Education resources teachers) at relevant levels. The JRM underlines the need to focus on the creation of a cadre for resource teachers in the sector for deployment at clusters and blocks levels as a key priority. In complementarity, resources centers for specific inputs to regular or resources teachers and for teaching of CWSN should be able to provide a wide range of support that could cover aspects like teacher training, development of appropriate textbooks for CWSN, development of individual education plans and assessment methods, appropriate TLMs, etc. In addition, the definition of appropriate norms of transfer certificates for CSWN, like for other disadvantages groups, is essential.

## Children in difficult circumstances

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3.19 The Mission notes that the recommendation from the previous JRM to set up a task force for preparing guidelines for SSA policies on children living in areas marked by ongoing conflict, children without homes, and children affected by displacement is yet to be done.

3.20 In addition to suitable access and pedagogies to enable qualitative learning, these children face problem of physical safety and psychological trauma. Their education requires flexibility, multi dimensional efforts and creativity to ensure a system physically, psychologically and socially appropriate. The JRM underlines the need to create awareness and specific training (including counseling for trauma) for teachers educating children exposed to difficult circumstances and to train them to live in difficult circumstances.

## Migrants

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3.21 Children of migrant families are educationally extremely vulnerable. The JRM observes innovative approaches such as tracking and coverage of migrant children in Gujarat or a critical step such as the production of a Handbook for programme implementation for Seasonal Migration and Education of Children by MHRD. In Maharashtra, improvement of social gaps is notably address through seasonal hotels for seasonal migrant children.

3.22 The Mission encourages inter States sharing of information of migrants and interconnection of tracking systems once implemented. Tracking systems, despite being impressive initiatives, is limited because it relies on school authorities essentially for information. Appreciating the innovative interventions in this area, there is need to acknowledge the role of the community and special efforts using Kala jathas and other forms of awareness generation area needed among the sending areas so that the household know there is a school in the place where they are planning to migrate. Collection of data and analysis of information remain a critical domain that needs strengthening to better understand patterns of migration and develop planning of migrant children education. Convergence with other departments / Ministers and organisations is another essential element to take into consideration.

## Urban deprived

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3.23 In consideration of the continuous increase of rural exodus to cities, the JRM notes the pressing need to address the challenge of metro cities and the mapping of out of school children in slums and

urban deprived areas. If improvements of social gaps envisage facilities such as Day care and Drop in Centres for urban deprived children, the issue should be dealt in a comprehensive manner and with a systemic approach.

3.24 The JRM notes that operational plan for metro cities to address urban deprived children still needs to be developed. Extremely innovative practices such as the Loreto Day School in Calcutta, West Bengal, CWSN in Karnataka / Jharkhand, or tracking methods of migrant children in Gujarat should be disseminated, discussed, and replicated between States and possibly used to develop guidelines.

## **Recommendations**

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3.25 *To effectively integrate Gender and Equity with Quality, the Mission reiterates the recommendation from the 11<sup>th</sup> JRM to develop an action plan, with strategies and goals clearly articulated and including awareness building at the community level.* This should be based on a consultative process and with the support of resource groups and persons with relevant experience in gender and social inclusion. Specific attention will be required to include boys within gender and inclusiveness sensitization strategies and suitable resources such as material / handbooks for teachers, training modules, could be developed to further enhance the understanding of gender and discrimination issues in education.

3.26 Another priority in the strategies for addressing gender and social issues should be the replication of innovative activities at appropriate levels (regional, State, district), based on analysis of other effective interventions (KGBV/NPEGEL, Mahila Samakhya run MSKs), and the convergence with other relevant schemes. It is essential to promote a collaborative approach with civil society, gender specialists and education groups at community level. *The Mission underlines the importance to further strengthen gender strategies in a cohesive manner based on analysis of discriminatory practices, to emphasis sensitisation on issues of diversity, to build on lessons learnt and to promote exposure of best practices.*

3.27 *The Mission notes that the study recommended by previous JRM to identify practices of discrimination in schools is yet to be done. This Mission reiterates this recommendation and further emphasizes that the research and academic community should be involved to undertake such studies in different part of the country.* It is essential to take in consideration specific situation of children from disadvantaged communities (SC/ST children, Muslims, migrants, CWSN, urban poor, working children, children in difficult circumstances, girls) across States and regions. The study should inform strategy development such as specific training modules of teachers and SMC committee members, establishment of norms for the behaviour for teachers and for classroom interactions, creation of mechanism to listen to children's voices, setting up mechanisms of reporting on discriminatory practices at school level (complaint boxes) – all this being done with the involvement of SMC, parents and children. In addition, it is essential that the content of the training provided to the School Management Committees should include sensitization and training modules on gender and discrimination. The increased norms of SSA Framework provide the funding and opportunity to expand the scope of SMC training in this sense.

3.28 Progress in regard to teaching in tribal languages requires special attention as these communities have severe constraints in keeping pace with the States' official languages. The Mission is informed about some initiatives being made in terms of preparing TLM in tribal languages/ dialects, but these efforts are currently limited to a few schools only. *The Mission recommends extending to teach in tribal languages to all the children speaking these languages in these particular States to ensure the move from piloting to mainstreaming of the critical inputs of teaching in one's mother tongue.*

3.29 In the context of the implementation of the RTE, special trainings are to be developed to mainly address disadvantaged groups to mainstream children of appropriate age. Therefore, *the Mission*

***emphasis the critical need to build special training with relevant focus on gender and inclusive issues, based on lessons from existing experiences such as residential facilities preventing girls' drop out, children in difficult circumstances or KGBV.*** A comprehensive review of existing bridging courses and learning enhancement programme (Governmental & NGO programme) would help to identify effective practices based on realities for institutionalisation, benchmarking of levels of different bridge courses and assimilation of relevant NGO interventions. The setting up of working groups with multidisciplinary profiles and institutions with relevant experience, including in gender and inclusiveness, to develop guidelines for curriculum framework, evaluations mechanisms and exemplar material is proposed.

3.30 ***Regarding children in difficult circumstances, the Mission would like to see additional efforts to gather information from various sources (including civil society organization) of the impact of violence on education.*** Such information should be examined and used to develop innovative and relevant strategies to address difficult situations. The NCPCR report on the internally displaced persons and child issues in Salva Judum area of Chhattisgarh and the Human Rights Watch report on "Sabotaged schooling Naxalite Attacks and Police Occupation of Schools in India's Bihar and Jharkhand State" could be used. In addition, it is recommended that elements of pedagogy from experiences of these children are incorporated into teacher trainings. The Mission suggests that MHRD develop means of sharing experiences among affected States by similar circumstances, as for example the compilation of children's experiences of flood from Bihar.

## Goal 3: All Children Retained in Elementary Education

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4.1 While the objective of SSA is for all children in the age group of 6-14 years to complete eight years of quality education successfully this objective is yet to be realized for a number of reasons. In 2008-09, there were 30 million children in grade 1, around 23 million went through grade 5 and only 14 million were completing grade 8 (DISE). Juxtaposing these figures of children completing grade 5 and 8 to the number of children in the relevant primary and upper primary completion age groups, the gross completion rates estimated would be around 82% and 47% respectively. However, these crude gross estimations exaggerate the real primary and upper primary completion rates. Therefore, a variety of indicators compiled from different sources and triangulated using detailed analysis is required to put together a realistic picture of students graduating from elementary education system.

4.2 It is heartening to note that MHRD is using a variety of different sources and methods to make sense of the issues related to retention. In addition to the official statistics such as Selected Education Statistics (SES) and District Information System for Education (DISE), MHRD is currently using independent surveys such as SRI-IMRB, and is planning to make use of National Sample Survey 64<sup>th</sup> round on education for estimating various measures of retention.

4.3 While using just a single indicator to understand the issue of retention would have been ideal, due to variety of analytical issues, a number of indicators are used and triangulated to understand the range of issues in retention. These set of indicators include: (a) retention rates; (b) dropout rates; (c) attendance rates; (d) transition rates; (e) repetition rates and (f) gross completion rates. The Mission will cover a few of these indicators in detail, but recommend that the set of indicators should be analyzed for a holistic understanding of retention.

## Student Attendance and dropout rates

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4.4 The issue of student attendance / absenteeism needs to be looked at from two angles: (a) students get enrolled, but many do not attend schools at all (persistent absenteeism); and (b) students may attend / absent from schools sporadically.

4.5 The analysis of student attendance rates<sup>2</sup> show improvements over time, as estimated from various school visit surveys. However, the statistics varies from State to State, district to district and school to school. There are various reasons for students being absent sporadically – ranging from seasonal migration to child health issues.

4.6 Persistent absenteeism is a form of dropping out, though the child's name is still in the enrolment registers. This is an issue to be looked at because at present there is no real tangible evidence to gauge its persistence. Anecdotal evidence and previous field based JRMs have made note of this issue on a repeated basis. While existing tools could be used effectively to arrive at the magnitude of this problem (such as using attendance registers, QMTs etc), this is yet to be done, and possibly the revised DISE and QMT formats could be used for this purpose.

4.7 It is however possible to draw some information on absenteeism from sources like National Sample Survey data on education rounds. The analysis of latest NSS data (64<sup>th</sup> round) of 2007-08 shows that there are around 182.5 million children in the age group of 6-13 years, of which around 162 million are currently attending schools. Around 21 million children are *currently not attending* schools as per this statistics. The independent evaluation by SRI-IMRB or the Pratham's ASER studies report less than 5% children as out of school and the rest, as enrolled. The comparison of NSS with the other sources, including DISE highlights the difference between enrolment and "attendance". Among the children not attending (NSS 64<sup>th</sup> round), 32% were once enrolled and discontinued (compared to 25% as per IMRB study).

4.8 There are multiple methods to define dropouts in different contexts and often that leads to confusion about the dropout statistics<sup>3</sup>. One way, for instance, is to estimate in a given age group / cohort of child population, the proportion of children who are not attending school and among them, the proportion of children who were once enrolled and dropped out. This type of estimation is possible from cross-sectional household surveys. For example, according to the SRI-IMRB survey, of the total 190 million children in the age group of 6-13 years, 8 million are out of school, of which 2 million are drop outs, which turns out to be around 1.1% of all children enrolled. On the other hand, the Mission's estimations using NSS survey (64<sup>th</sup> round) data show that out of the 21 million children currently not attending school (6-13 years), *around 6.7 million were once enrolled and dropped out*. This is most likely a result of different definitions of drop out (NSS calculates drop outs based on absence for over 15 days

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<sup>2</sup> defined as the proportion of children enrolled attending a particular day on an average arrived at using head count measures in schools

<sup>3</sup> (1) Annual dropout rates provide estimations on how many students from the total enrolled in a year have discontinued education in a given academic year. According to DISE, the annual average drop out at primary was 9% in 2007-08, improved slightly to 8% in 2008-09 and is around 9% in 2009-10 (according to provisional statistics, DISE). (2) Another method of looking at dropout is to estimate, in a given age group / cohort of child population, the proportion of children who are not attending school and among them, the proportion of children who were once enrolled and dropped out. (3) Cohort dropout rates provide estimations from a cohort of children entered school in a given year dropping out from system before completing a particular cycle of education. Cohort dropout rates show cumulative dropout rates over five years time for primary and for eight years time for upper primary. This does not include repeaters. (4) Reconstructed cohort dropout rates helps to recreate the cohort dropout rates using two years of data, but constructing dropouts using enrolments and repetitions applied to each successive year. This is a proxy way of estimating cohort dropout rates.

while SRI-IMRB used a more liberal absence of 2.5 months.). However, the Mission is merely alerting that the issue of dropout merits closer analyses using multiple sources and methodologies - and strategies derived from these analyses.

4.9 In this connection, one of the issues that various JRMs highlighted is the issue of huge dropouts in enrolments from Grade I to Grade II. A Study carried out by EdCil in four States– Assam, Bihar, Meghalaya and West Bengal - looked at the reasons behind the large decline in enrolment from class 1 to class 2. This decline was particularly high for Bihar and West Bengal – more than one-third. These children were tracked and it was found that only a small proportion had actually dropped out (varying between 1.8% to 3.5%), a slightly higher proportion had joined another school, but the majority remained in the school and repeated class 1. This was a matter of concern. The high repetition rate was attributed to various factors including the child not having achievement levels warranting promotion to the next class or being below the required age for Grade 2. In both the cases, the mental trauma of the child being left behind would be tremendous, as all her peers move to the next class. ***The Mission recommends that the issues of repetition be investigated, perhaps as a follow-up survey so as to better understand if the reasons were due to large numbers of under-age children being enrolled in Grade 1 or whether it is attributable to late admissions, low attendance, poor learning outcomes, curricula or pedagogy.***

4.10 The Mission notes that it is very critical to emphasize the need for a holistic and enriching Early Childhood Education for each child entering primary schooling. This will obviate both the above problems. This is especially relevant in the context of the RTE and its meaningful implementation. A child exposed to ECE programs not only has robust socio-emotional adjustment skills, she is also able to be cognitively mature enough to transit to the primary level with ease and confidence. Some children were seen to be dropping out because of health problems. This again needs to be addressed through a proper early childhood development program that addresses nutrition and health needs of pre-school children.

## Retention Rates

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4.11 Here, primary retention rates refers to the number of children who are retained in Grade 5 as a proportion of Grade 1 enrolments five years ago while upper primary retention rates refers to the number of children retained in Grade 7/8 as a proportion of Grade 1 enrolments seven/eight years ago. MHRD's analysis based on DISE data indicates the average retention rate at primary level has improved from 71% in 2004-05 to 75% in 2008 -09 and 2009-10. However, this positive trend at the national level hides large inter-district variations – while a higher proportion of districts have more than 75% retention rate, proportion of districts with retention rate below 65% has also increased. This continues to persist in West Bengal, Bihar, Rajasthan, and in some of the North Eastern States. For planning purposes and focused interventions, the districts with low retention rates have been identified as special focus districts (which are concentrated in Bihar, Madhya Pradesh, Rajasthan, Uttar Pradesh, West Bengal and the North Eastern States) and these districts additional focus and funds for retention improving interventions.

## Transition Rates:

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4.12 Transition rates reflect the proportion of children who continue on to the entry grade of upper primary from the exit grade of primary. However, it does not reflect the underlying efficiency of the schooling system. That said, transition rates from primary to upper primary across most States showed increases, as reported by DISE data from 2008/9. Nationwide, the average transition rate has increased by 5% from 78% in 2004/5 to 83% in 2008/9. The transition rates range from near universal transition in Tamil Nadu, where nearly all children continue to upper primary, to 62% in Uttar Pradesh. While most States registered increases (particularly sizeable in the Northeastern States of Manipur, Meghalaya,

Sikkim and in Karnataka and West Bengal), several States experienced a significant decline including Assam, Haryana, and Orissa. In most States, girls' transition kept pace with boys, however, the Mission notes with concern that in Rajasthan girls continue to transition to upper primary at significantly lower rates than boys (6%). *The situation in Rajasthan, along with the decline noted in Assam, Haryana and Orissa, merit investigation and specific action.*

4.13 If put in the context of other schooling efficiency parameters, the leaps in transition rates observed in many States turn out to be deceptive. For example, high transition rates in some States like West Bengal (with 76% transition rates in 2009-10) is meaningless in the context of their low retention rates at primary level (65%).

4.14 As universal enrolment at the primary level continue to reflect improvements, children's retention and transition to upper primary warrants special focus. But the mission reiterates that the need is to look beyond the numbers reported on retention indicators, and instead to look at the vital connection between school efficiency indicators and what goes on inside schools and most importantly inside the classroom. As more children get enrolled and retained in the system and also move in far greater numbers to upper primary school, it is imperative to ensure that children attend school regularly and complete a full elementary school cycle and that they are provided a holistic and quality school experience. They must feel adequately prepared to make the 'leap' from primary to upper primary, physically (as many move to a new school or even the availability of certain facilities such girls toilets), mentally (with a more demanding curriculum) and socially, as they move to larger schools often acting as receptors for several feeder primary schools. Assessment, both ongoing and systemic, must be sensitive enough to measure a child's progress wherein they are provided adequate academic support if needed. *These issues will be covered in more depth in the discussion on Quality.*

4.15 It is commendable that MHRD has evolved a holistic range of strategies for achieving universal retention, and these are based on findings from various studies. These strategies include (a) improving school infrastructure and teacher availability – mainly ensuring availability of classrooms, drinking water facilities and toilets and teacher recruitment and redeployment; (b) improving teacher motivation and training; (c) improving assessment systems; and (d) stronger convergence with NRHM, as many children are absent due to health reasons.

4.16 Moreover, the Mission appreciates the improvements made to the AWP&B guidelines for States to address transition by holding the Head Teacher of the primary school responsible for ensuring all children continue to upper primary school and encouraging community enrolment drives with a focus on raising the profile of upper primary education. Moreover, transfer certificates, long perceived as a barrier for the continuation of schooling, are no longer required for a child to move between primary and upper primary school. State Plans reflect these guidelines. In Jharkhand, a focused school enrolment drive is showing results. In Tamil Nadu, there is a renewed focus on the tracking of children till the completion of Class 8. In Andhra Pradesh, head teachers and teachers are being sensitized on retention and transition issues, providing additional support for children to enable to their continued participation in school.

## ***Recommendations***

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4.17 Given the requirements of RTE, it would be critical to not only measure the transition of children from primary to upper primary but also their re-induction into school from special training courses, including the duration of this special training. This would be an important way to ensure that children do not fall through the cracks.

4.18 Progress on transition from primary to upper primary critically hinge on other indicators such as regular attendance, overall school environment and the quality of education. The Mission recommends all

States to fully implement the no-detention policy at all grades, and also assess qualitatively how well children are prepared to move into upper primary school.

4.19 In addition to States' attempts to build up a data base for absent students, the Mission recommends that State and district education officials ensure that local authorities and school management committees are apprised of their responsibility under RTE to ensure that all children are regularly attending schools.

## Goal IV: Quality

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5.1 This JRM put QUALITY at the forefront on the entire review of SSA, in the sense that the Mission feels that quality is now one of the most important factors leading to improved learning outcomes (Goal 4) but also to improved access, equity and retention (Goals 1, 2 and 3).

5.2 The JRM takes note of MHRD's pro-active efforts to grapple head-on with quality issues. There is recognition that the challenge before us is of enormous complexity, especially given that the success in enrolling children has vastly increased learner diversity. In this regard, MHRD has provided support to States to help develop comprehensive and holistic quality improvement plans, specifically by addressing eight qualitative aspects:

1. Learning processes and learning outcomes
2. Comprehensive Quality Vision and Framework which harmonizes curriculum, textbooks, TLMs, teacher training and assessment systems
3. Minimum Enabling Conditions
4. Curriculum and textbook renewal, and integration of TLMs and LEP with core learning activities
5. Continuous Learning Assessment Systems
6. Enhancing Teacher Effectiveness (ADEPTS, In-service, Training of Untrained Teachers, Pre-Service)
7. Academic Support and Monitoring Systems
8. Community and Civil Society Partnerships

In the spirit of this effort, this section of the Aide Memoire is organized according to these eight aspects.

5.3 The JRM notes that, as part of the 2010-11 AWP&B process, all States were encouraged by MHRD to prepare comprehensive 3-Year Quality Improvement Plans, which will lead to visible enhancement in classroom processes and students' learning. In addition, many, though not all, State Progress Reports submitted to the JRM included their respective State visions for quality, and their specific objectives and activities related to the 8 qualitative aspects described above. This is very positive, a huge step forward, and represents a gradual internalization of this concept of quality.

## Learning Processes and Learning Outcomes

### Learning Processes

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5.4 The Mission notes the SSA clearly advocates a shift from a teacher-centered classroom to an active classroom that provides maximum opportunities for students to participate and learn through a constructivist approach. Furthermore, it is heartened to see that 17 States have launched programs which focus specifically on activity-based learning (ABL) at the primary level, with another 5 States

implementing such programs at the upper primary level. The Mission notes that the 4 Regional Workshops on Education of Equitable Quality undertaken in 2009 also emphasized the importance of focusing attention on what happens inside the classroom and improving teaching-learning processes. There is also increased monitoring of effective teacher instructional time and student learning opportunity time, along with increased attention to completion of instructional days during the school year. This is great progress compared to just two years ago, and indicates that change is possible.

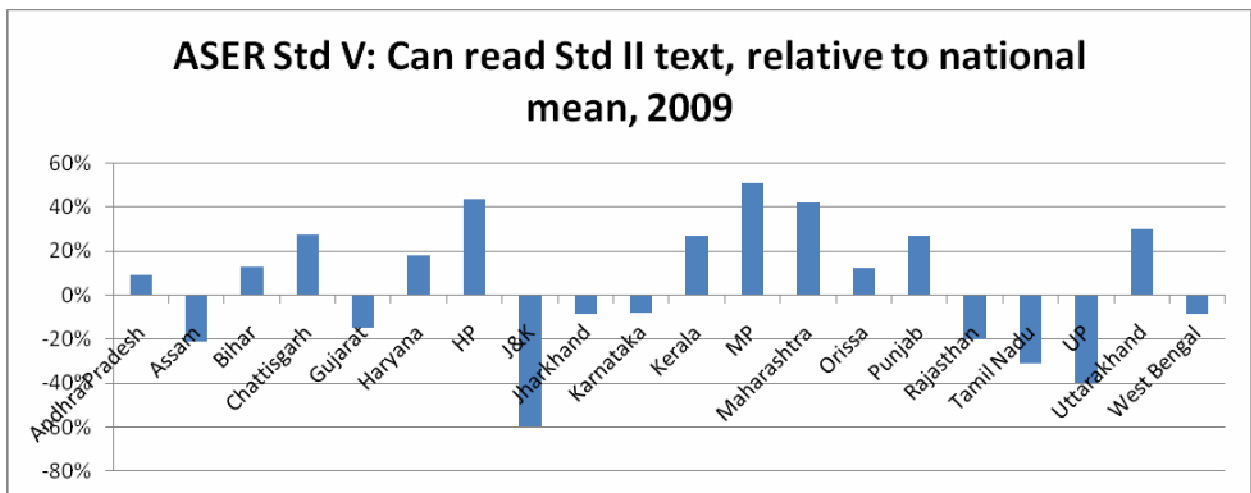
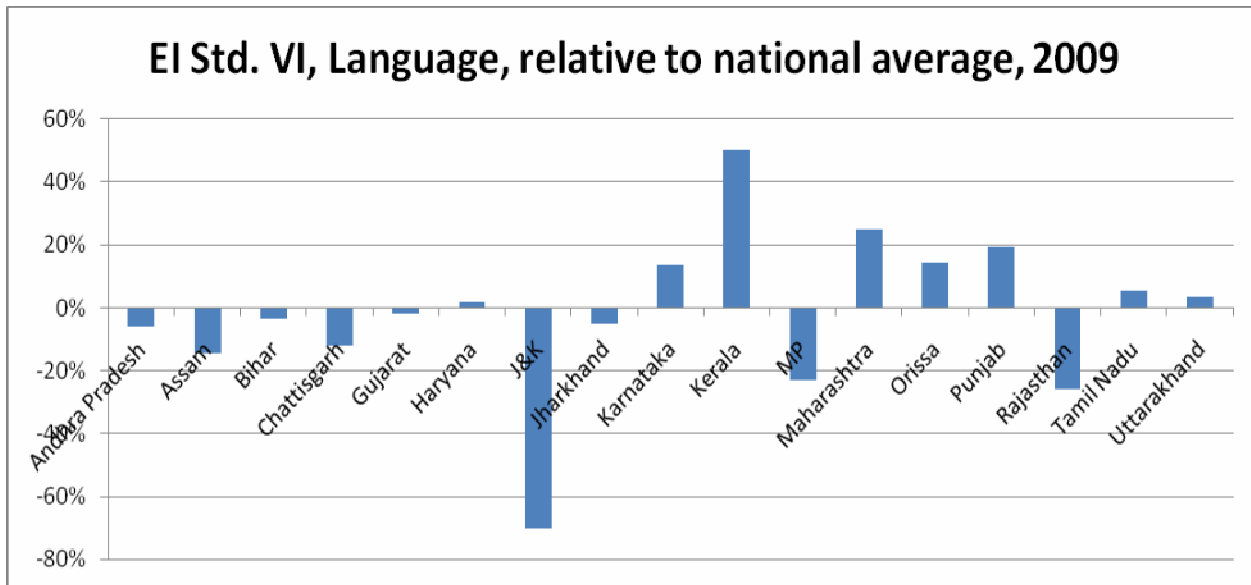
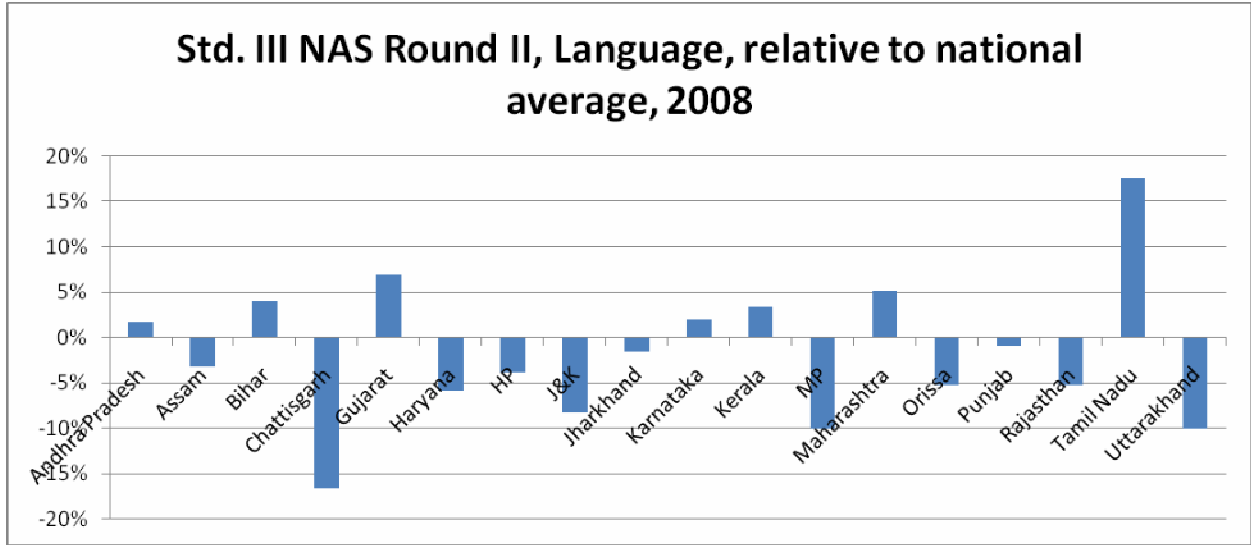
## Learning Outcomes

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5.5 The short version of this discussion is we do not really know if elementary level learning outcomes are definitively improving or not, nor is it clear if NCERT's National Achievement Surveys will be continued beyond the third round currently underway, in order to address this fundamental question.

5.6 The figures below compare State-level results to the national mean for three recent multi-State learning achievement surveys: NCERT's Round 2 of Learning Achievement (for Class III, language only); Education Initiative's recently released Student Learning Study (Class VI, language only); and Pratham's Annual Status of Education Report (ASER) (Class V, language only). All three of these surveys focus on language skills at the primary level, albeit at different grade levels. For all three surveys, the overall levels of learning are low (with the national mean hovering around 50-55%), which emphasize the importance of increased focus on improving learning outcomes.

5.7 The purpose here is NOT to compare State results to each other, but rather to show the huge variation in a given State's scores across the three assessments. Even if it is readily acknowledged that the surveys are constructed and administered in different ways, meaning they measure different things in different ways, one would expect that the relative scores between States would be similar. That is, for example, one would expect a State performing very well on NCERT's National Achievement Survey for language in Grade 3 would also do well on EI's Student Learning Study for language in Grade 6, or that a State performing well on ASER would also do well on EI's SLS. We see that is not at all the case, with huge differences in many States, particularly in Madhya Pradesh, Chhattisgarh, Jammu & Kashmir, and Tamil Nadu, across the three surveys.



**5.8** This could be interpreted in different ways, for example by arguing that only one of these surveys is valid and the rest are not (a difficult argument given that each one of these surveys has certain weaknesses in the design and/or administration), or that the test results really cannot be compared given their different designs, or that such types of learning achievement surveys are not worth undertaking at all. *For the Mission, the “takeaway” recommendations from this analysis are that at the present time (a) for the purposes of assessing progress in student learning under SSA a variety of learning assessment surveys should be considered; (b) still more efforts are needed to improve and sustain national capacities to assess learning at the systemic level.* RTE’s phrase of “equitable quality” will only have meaning if there are valid measures of this quality. International experience around the world has shown that independent assessments of learning, beyond teachers’ own internal assessments of their students’ learning, are necessary to provide systemic-level information regarding learning outcomes.

**5.9** Education Initiatives’ recently released Student Learning Study (SLS) provides a fresh and insightful assessment of student learning across 18 States of India in both urban and rural schools, reaching over 100,000 students in Classes 4, 6 and 8, covering 13 languages. This is one of the largest studies of its kind in any country of the world, using a methodologically rigorous testing cycle. It also included some test items from international studies such as Trends in International Mathematics and Science Study (TIMSS) and Progress in Reading Literacy Study (PIRLS). Perhaps most significantly, SLS sought to assess students’ understanding and ability to apply what they had learnt (“learning with understanding”), as opposed to just their ability to recall information or use formulae or procedures. Test items included both “straightforward” questions (such as what might appear in a textbook or traditional exam) and “non-straightforward” questions which assessed students’ ability to apply their learning. In turn, these questions were linked to specific learning competencies.

**5.10** The results of the SLS are more interesting in some respects than those of the National Achievement Survey (NAS) of NCERT or Annual Status of Education Report (ASER) administered by Pratham, an NGO. Results show that many if not most Indian students’ are not learning with understanding, a critical objective of the National Curriculum Framework (NCF) 2005, but rather memorizing facts and formulae. In addition, Indian students fared worse than their peers in over 40 countries around the world who have taken TIMSS and PIRLS in ALL questions taken from these two international learning assessments. Moreover, the international average for Class 4 PIRLS was significantly higher than the averages for Indian students in Class 6 and even Class 8 on the same questions. Students are not catching up or improving much to the expected level as they move to higher classes, which is a real concern as the RTE has eliminated all retention at the elementary level.

**5.11** *The JRM recommends that the various learning assessment surveys by government and non-governmental agencies be analyzed by all States, DIETS, BRCs and CRCs and particularly by the pedagogical resource groups and quality improvement teams established. This would require training and capacity building of these bodies to effectively analyze the data and apply the information for the design of remedial interventions.* Indeed, the Mission recommends that DIETS, BRCs and CRCs use these findings from the learning assessment surveys to stimulate a dialogue among educationists and teachers about the classroom-level changes needed to improve learning outcomes.

**5.12** *Furthermore, the Mission recommends that States analyze these findings as part of their review of curricula, syllabi, text books and teacher training, to identify where their students excelled and where they clearly did not master the learning objectives.* These insights should be used as a basis for designing new syllabi and text books. In addition, there should be scope for inter-State discussions and learning, which could be sponsored by NCERT or TSG.

## Round 3 National Achievement Survey

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5.13 The much-awaited revised Round 3 Class V National Achievement Survey has completed its design and data collection phases; data analysis and report-writing will be undertaken over the next six months such that the Main Findings can be shared with the January 2011 JRM. The Mission would like to acknowledge the impressive progress made by the NCERT team in improving the quality of this assessment in all respects (item development, sampling design, translation, administration, data analysis, etc.), and notes that this is probably the largest and most complex learning assessment in the world, assessing over 150,000 students across 274 districts in 13 languages and three subjects. In addition, the Mission wishes to emphasize that there should be no disconnect between CCE and third-party learning assessment; indeed the two complement each other, providing both student-level and system-level diagnostic information to identify remedial interventions at both levels to improve student learning.

5.14 Some of the test items were taken from earlier rounds, so it may be possible to partially examine trends in learning outcomes trends over time. But the overall test results are unlikely to be comparable to Rounds 1 and 2, given the quite different process of test item development and analysis used for Round 3. In other words, the Round 3 Class V NAS will establish a new baseline against which future progress in learning outcomes may be measured.

***5.15 The Mission recommends the development of a comprehensive nationwide communication strategy for the 3<sup>rd</sup> Round of the National Achievement Survey, which distils the results into messages which both educators and the public at large can easily understand and disseminates them widely.***

## Harmonization of curriculum, textbooks, TLMs, teacher training and assessment systems based on a shared quality vision

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5.16 The four regional workshops on Education of Equitable Quality (held in 2009), 17 subsequent State-level “visioning workshops” (2009 and 2010), and National Workshop on “Framework and Strategies for Comprehensive Quality Improvements under SSA” (February 2010), have all focused on this harmonization process, which is very positively viewed by the JRM. As has been noted in previous JRMs, many States have been aligning their curricula with the NCF 2005 and revising their syllabi and textbooks accordingly, which is increasingly important given the RTE Act. Alignment of TLMs, teacher training and assessment systems with the NCF 2005 now deserves increased attention among most States for greater consistency and logical sequencing, although the JRM acknowledges that States such as Kerala and Tamil Nadu have made great strides in this regard. The JRM recognizes that this is a process which will take time, indeed years, to be fully prepared and ultimately implemented at the classroom level. The Mission can only recommend that this process continue to be emphasized in additional State-level visioning workshops, AWPB preparation processes, PAB meetings, quality resource group meetings, etc.

## Minimum Enabling Conditions

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5.17 In addition to ensuring the basic infrastructure along the lines of the whole school approach (classrooms, toilets, drinking water, playgrounds, etc.), this refers mostly to teacher availability in line with RTE specifications. In turn, this implies teacher redeployment, teacher recruitment, teacher attendance, teacher instructional time. This also refers to “rights-based” policies specified in the RTE Act, such as no corporal punishment, no retention or expulsion, no board examination and 8-year elementary cycle, etc. School infrastructure is addressed elsewhere in this report, so the focus here is on teacher availability.

5.18 MHRD shared with the Mission newly developed software to facilitate States' efforts to redeploy teachers in line with RTE, specifically with respect to school-level PTRs and the need to eliminate single-teacher schools. Several States (e.g. Karnataka, Andhra Pradesh) presented their activities in this regard, as well. In the view of the Mission this is an extremely important effort, which emphasizes the importance of transparent and objective criteria, to optimize State expenditures on teacher salaries such that students benefit from as much instructional time as possible. In addition, this will allow States to redeploy teaching posts from over-served to under-served areas, improving efficiency, equity and quality. ***The Mission reiterates the importance of the decision by MHRD to ensure all States undertake measures to comply with the PTR stipulations of the RTE Act in the most cost-effective manner. In addition, the Mission strongly suggests that administrative measures be taken at the State level to ensure that redeployed teachers (or teaching posts) remain in those under-served areas for minimum periods, and that future teacher transfer processes and decisions are implemented according to transparent and objective criteria free of undue external interference.***

5.19 With respect to teacher recruitment, the Mission noted that SSA has sanctioned an additional 1.3 lakh teachers for FY2010-11, primarily in West Bengal, Uttar Pradesh, Bihar and Assam. Of these, 59,000 are for primary schools and 36,000 for upper primary schools (of which 24,000 maths and science teachers). This will bring the total teacher recruitment under SSA to more than 14 lakh. The JRM urges all hiring States to undertake this teacher recruitment process as expeditiously as possible, learning from the recent experiences of several States to minimize the delays and ensure some degree of local accountability (e.g. Bihar).

5.20 Teacher attendance and ensuring sufficient instructional time have been themes of earlier JRMs. The Mission noted MHRD's commitment to launch new teacher attendance studies during FY2010-11, and the initiatives of several States (e.g. Delhi, Karnataka, Gujarat) to improve teacher regularity, which is commendable. In this regard, the development by the All India Primary Teachers Federation of its own Code of Professional Ethics for Teachers (and its endorsement by its membership) is a very positive step; ***the Mission recommends that States consider supporting activities which increase communities' awareness of this Code and teachers' own commitments to regularity which could be both positively recognized and monitored by the SMCs.***

## Curriculum and textbook renewal, integration of TLMs and LEP with core learning activities

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5.21 The Mission reviewed many of the State Progress Reports, and verified that many States have either revised their curriculum, syllabi and textbooks to align with the NCF 2005 or are in the process of doing so. That is a very positive step. However, the Mission is of the view that more fundamental revisions are needed in the process of syllabi alignment and textbook revision (e.g. reducing the number of textbooks young children have to carry back and forth to school every day), and in truly harmonizing the learning objectives of the workbooks and the textbooks. Quality is unlikely to improve unless States' syllabi are more thoroughly revised in line with the NCF 2005.

5.22 Perhaps more troubling, the Mission learned that NCERT recently closed its Curriculum Group, which was the primary source for capacity-building and technical assistance to help States align their curricula, syllabi, textbooks and workshops with the NCF 2005. It is not clear why this was done, given this renewed focus on this process from MHRD and the States. ***The Mission recommends that MHRD either constitute a similar group or find some alternative mechanism which would focus on capacity building and technical assistance to States for revision of curricula, syllabi and textbooks in alignment with NCF 2005.*** In addition, the Mission supports the extension of NCERT's Reading Cell to cover all of the primary grades rather than limit their work to the first two years.

5.23 More positively, 97% of schools received their school grants and 95% of teachers received their TLM grants, enabling the purchase of workbooks, storybooks, activity-based learning cards, reading cards, math and science kits, and TLMs from locally available materials. This is an impressive achievement. Somewhat below the mark, only 59% of the target was achieved for distribution of Teaching-Learning Equipment (TLE).

5.24 The Mission would like to draw attention to the issue of quality of textbooks, as well, particularly the quality of paper. It noted that Bihar has initiated a production audit of its textbooks for FY10-11 and encourages other States (e.g. West Bengal) to do the same. *The Mission requests that the results of this audit be shared with the 13<sup>th</sup> JRM in January 2011.*

## Continuous and Comprehensive Evaluation (CCE)

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5.25 One of the strongest aspects of the NCF 2005 and the RTE Act is the emphasis on evaluation of students' learning as part of the teaching process through CCE, as opposed to after it. This is intended to promote child-centred learning (in the sense that teachers will be more informed about each students' learning progress and be able to take remedial measures if needed), reduce examination stress on young children, and provide feedback to teachers as to their own effectiveness. In line with this, the Mission noted that many States have translated into the local language NCERT's Sourcebooks on Assessment which provide practical guidelines for the implementation of CCE, and States have begun the training process of resource groups for the Sourcebooks' dissemination and incorporation. While the Mission recognizes that teacher practices in the classroom do not change overnight, and that many educators first have to "un-learn" traditional examination attitudes, it urges increased attention to this as part of academic support and monitoring provided by DIETs, BRCs, and CRCs.

5.26 More specifically, in the light of the RTE provision to do away with Board examinations, the CCE process needs urgent attention. There is a need to initiate participatory workshops with teachers at all levels to understand, appreciate and implement a CCE process that is owned by teachers and other stakeholders. Tracking the progress of every child through a child-specific record of work done and tracking learning is a challenging task. It may be useful to involve teacher unions and teacher forums to brainstorm and come up with recommendations. Such a process would create an environment for teacher-led and teacher-supported reform of the system from the ground below.

## Teacher Effectiveness

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5.27 The focus of SSA has clearly shifted in favor of quality and improving learning outcomes, whether seen in the total share of SSA spending allocated for quality improvement or in States' efforts to develop comprehensive multi-year quality improvement plans. Teachers are at the core of both this SSA spending on quality and efforts to improve learning; the quality of an education system can only be as good as the quality of its teaching. Despite the fact that previous JRMs have observed the apparent lack of effectiveness of SSA's teacher training program and recommended its "revitalization", this has not yet borne fruit except in a few cases. Unfortunately, the teacher training effectiveness study is only now being launched, such that there will be few findings from this for at least another year. The JRM feels MHRD and the States action on this point should be initiated immediately.

## In-Service Teacher Training

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5.28 In-Service Teacher Training: There is consensus that the present design, funding structure, implementation mechanisms and results of the teacher training program are inadequate. In this regard, certain States have identified many constraints such as lack of availability of qualified trainers, logistical

difficulties, teachers' reluctance to attend training, lack of facilities, lack of continuity and consistency between training programs, lack of coordination between training agencies, insufficient follow-up after training, etc. *The Mission recommends that MHRD and the TSG strengthen their engagement on this issue, working in collaboration with a range of experienced progressive institutions and educators, to design a variety of new teacher training modules.* The experiences of civil society organizations presented to the Mission demonstrate that sufficient expertise exists in certain parts of the country to enable teachers to adopt new teaching and learning ideas, strategies, methodologies and techniques. These modules would be reflective and experiential in nature, so that teachers are able to constructively analyze their own teaching assumptions and behaviors, and then experience for themselves the learning process which it is hoped they will be able to engender for their students. Lecture-based approaches would be minimized in favor of small-group active learning exercises. Different modules would be developed to focus on pedagogy (e.g. active learning, CCE), subject-specific content (e.g. maths), and other issues (e.g. RTE Act), which would allow teachers to the extent possible to choose training based on their own expressed needs and desires.

5.29 MHRD would then help States to customize these training modules for their own particular circumstances, building the capacity of State Resource Groups to (i) develop new training modules which follow similar training principles and (ii) empower BRCs and CRCs to effectively engage teachers in these new training strategies.

5.30 Training of Untrained Teachers: This is a new imperative in light of the RTE Act; all "untrained" teachers who have not received recognized professional training and certification as teachers must obtain this training within a period of 5 years. The numbers of "untrained" teachers far exceeds the existing capacity of recognized teacher training institutions to meet these needs precisely in those States where the deficit is greatest (see point 1 above). In fact, the Mission believes the real capacity is even less than what is officially stated, given that many of the NCTE-authorized institutions fall short of the standards required to ensure quality, in both public and private sectors. Many of those institutions which do truly conform to the NCTE's standards follow traditional pedagogical approaches out of tune with the National Curriculum Framework 2005, such that most newly trained teachers are not adequately prepared to manage the curriculum and diverse student body of today. Thus, in terms of both quantitative and qualitative capacity, there are huge challenges to overcome.

5.31 *Accordingly, the Mission recommends that States invest the time and effort to update and improve the quality of the teacher preparation programs to be supported by SSA (including those of IGNOU and other distance-learning programs), before sending teachers who are currently working in classrooms for this training. The urge to achieve numerical targets of "trained teachers" to be met in order to comply with the RTE Act, but rather should reflect and consult widely on what reforms, policies and investments are needed to make these training programs worth financing. Instead,* Such investments would include interventions to help teacher educators in recognized teacher training institutions to "un-learn" their own traditional attitudes and practices through an experiential process, in order to align with spirit and concepts embedded in NCF 2005 and enable them to offer teacher training which allows trainees to experience for themselves the learning processes they need to provide in the classroom.

5.32 *In addition, the Mission recommends that alternative paths for teacher certification be developed and recognized,* building on the experience in almost all OECD countries around the world. These alternative paths could focus on candidates' abilities to demonstrate basic subject-matter knowledge, teaching competencies (e.g. ability to engage students in active learning, CCE, lesson preparation), appropriate communication and inter-personal skills, etc.. In States where large deficits of trained teachers exist, for example by building on Eligibility Tests already used, for example, in Chandigarh, which could be enhanced to include a portfolio analysis of teachers' professional work, evaluation of competencies by the mentor teacher, etc.. This would allow a wider range of institutions to provide

teacher training, which would help to overcome current capacity constraints, and focus attention on what teachers know and can do, which would be entirely consistent with the NCF 2005.<sup>4</sup> *Taking all this into account, the Mission recommends that SSA establish a committee to take up this challenge, working with different educational institutions and non-governmental organizations that have experience in the field of teacher preparation and accreditation. This committee would prepare model guidelines which States could use to establish teacher accreditation committees at their level.*

5.33 The Mission notes that for FY2009-10, more than 4 million teachers reportedly participated in 20 days of in-service training, attaining 86% of the training target as of March 2010. This is a huge logistical accomplishment.

5.34 However, there seems to be near consensus around the view that the present design, funding structure, implementation mechanisms and results of the teacher training program is inadequate. The Mission notes constraints identified by the States themselves in this regard, such as lack of availability of qualified trainers, logistical difficulties, teachers' reluctance to attend training, lack of facilities, lack of continuity between training programs, lack of coordination between training agencies, insufficient follow-up after training, etc. Indeed, the 11<sup>th</sup> JRM stressed the importance of a "revitalization" of the teacher training program. While some initial steps in this sense have been made in a few States, overall the Mission is of the view that more needs to be done at the National level in this regard. Fortunately, the experiences presented to the Mission by Nirantar, Prajayatna, and Loreto Day School demonstrate that sufficient expertise exists to enable teachers to adopt new teaching and learning ideas, strategies, methodologies and techniques.

5.35 ***More specifically, MHRD and TSG should work with leading teacher training/adult learning specialists, including those from civil society organizations with demonstrated expertise, to re-design a variety of teacher training modules.*** These modules would be REFLECTIVE and EXPERIENTIAL in nature, so that teachers are able to constructively analyze their own teaching assumptions and behaviors, and then experience for themselves the learning process which it is hoped they will be able to engender for their students. The Mission notes that TSG has already begun this process in its February 2010 Workshop which discussed the E-R-A-C (Experience-reflection-application-consolidation) model, which is encouraging. Lecture-based approaches would be minimized in favor of small-group active learning exercises. Nirantar's recent training workshop aimed at increasing resource persons' capacities to address gender and religious minority issues is an excellent example of this type of training. Different modules would be developed to focus on pedagogical (e.g. active learning, early literacy skills), subject-specific (e.g. maths), and issue-specific (e.g. importance of being sensitive to gender, religious, cultural, economic differences among students). Having a variety of modules would allow for greater tailoring of teacher training activities to specific needs expressed by teachers and/or identified by Cluster Resource Coordinators.

5.36 MHRD/TSG could then share these training modules with States, so they might customize them for their own particular circumstances. More importantly, there should be efforts to build the capacity of State Resource Groups to (i) develop new modules which follow similar training principles and (ii) empower BRCs and CRCs to effectively engage teachers in these new training strategies.

## Training of Untrained Teachers

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5.37 The Mission benefited from a presentation regarding the enormous need for training of untrained teachers to comply with the RTE Act, and the limited existing capacity of recognized teacher training

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<sup>4</sup> For example, in the United States, hundreds of thousands of new teachers have gone through alternative certification routes in 47 out of 50 States. In the UK there are 32 routes to become a certified teacher, such that the profession is accessible, innovative and creative with new teachers coming from a variety of backgrounds.

institutions to meet these needs. In fact, the Mission believes that once quality is taken into consideration, the real capacity is even less than what was presented, given that many of the authorized institutions do not in fact meet the standards - this is particularly worrisome in the private sector. Thus, in terms of both quantitative and qualitative capacity, there are huge challenges to overcome.

5.38 ***The first recommendation by the Mission in this respect is that States take the time and make the effort to examine the quality of the training programs and ask what additional measures are needed to make them truly effective at improving teaching, before they focus on the numerical target to be met in order to comply with the RTE Act.***

5.39 The Mission was informed that NCTE is in the process of developing a new recommended syllabi for teacher training, in line with the NCF 2005. ***While welcoming this development, the Mission suggests that this process become much more inclusive and public, with inputs sought from a much wider range of educators, NGOs, and training specialists.***

5.40 ***In addition, the Mission recommends that alternative paths for teacher certification be developed and recognized, building on the experience in almost all OECD countries around the world.*** These alternative paths could focus on candidates' abilities to demonstrate basic subject-matter knowledge, teaching competencies (e.g. ability to engage students in active learning, CCE, lesson preparation), appropriate communication and inter-personal skills, etc.. In States where large deficits of trained teachers exist, for example by building on Eligibility Tests already used, for example, in Chandigarh, which could be enhanced to include a portfolio analysis of teachers' professional work, evaluation of competencies by the mentor teacher, etc.. This would allow a wider range of institutions to provide teacher training, which would help to overcome current capacity constraints, and focus attention on what teachers know and can do, which would be entirely consistent with the NCF 2005.<sup>5</sup> ***Taking all this into account, the Mission recommends that SSA establish a committee to take up this challenge, working with different educational institutions and non-governmental organizations that have experience in the field of teacher preparation and accreditation. This committee would prepare model guidelines which States could use to establish teacher accreditation committees at their level.***

5.41 Related to this, the Mission noted in the PAB Minutes for Bihar that the NCTE has not recognized teacher training course of IGNOU, which risks nullifying the training of 1.3 lakh teachers from the State. This needs urgent attention.

## ADEPTS (Advancement of Educational Performance through Teacher Support)

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5.42 ADEPTS began in 2006-07 and identified performance indicators for teachers, trainers and support institutions at the national level. Since then States have been engaged in a process to design context-specific performance indicators for their educators. 29 out of 35 States and UTs have done this, and 15 States have begun tracking the performance of teachers against these indicators (although not in all schools). Certain States which have moved pro-actively (HP, Punjab, Gujarat) are showing positive results, with teachers appraising their progress along with support from CRCs. ***The Mission can only recommend that MHRD and States continue this process, broadening and deepening the experience among more and more teachers.***

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<sup>5</sup> For example, in the United States, hundreds of thousands of new teachers have gone through alternative certification routes in 47 out of 50 States. In the UK there are 32 routes to become a certified teacher, such that the profession is accessible, innovative and creative with new teachers coming from a variety of backgrounds.

## Academic Support Systems

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### *Academic Support Structures and Capacity Building*

5.43 SSA is served at the State level by functioning Pedagogy Cells in 32 States and by district level Cells in 26 States. The major activities of these units focus on State Learning Enhancement Programmes, capacity building of teachers, Cluster Resource Persons (CRPs) and programme officers and the development of teaching learning materials, training materials and question banks. They also appear to engage in the tracking of quality interventions and conducting school visits. Resource Groups are also functional at the State level in almost all States, as are district level Resource Groups.

5.44 At the sub-district level, SSA is served by 6,536 Block Resource Centres (BRCs) and 71,481 Cluster Resource Centres (CRCs) that are to provide decentralized academic support to schools and teachers including:

- *Function as an academic resource centre for teachers, including connecting to resource persons from local institutions.*
- *Conduct regular school visits to address emerging pedagogic issues and issues related to school development.*
- *Organize teacher training and monthly meetings to discuss academic issues and design strategies for better school performance.*
- *Consult with community members and Panchayati Raj Institutions to strive for school improvement.*
- *Design a Quality Improvement Plan for block/ cluster as per the SSA goals and strive to achieve that in a time bound manner.*
- *Monitor the progress of quality using Quality Monitoring Tools in collaboration with DIET.<sup>6</sup>*

5.45 Although almost all CRCs and BRCs are reported to be operational across the country much of their potential as academic support structures is yet to be realised. Three recent reports – an independent study commissioned by MHRD on the effectiveness of CRCs and BRCs, NCERT’s evaluation of the Centrally Sponsored Scheme of Teacher Education, and the Bordia Committee’s report on implementing RTE in light of SSA – reviewed the functioning and effectiveness of BRC/CRCs. They found considerable challenges in enabling these structures to fulfill their role, including how the Block Resource Person (BRP) and CRP distributed their time, the frequency, purpose and effectiveness of the school visits, the depth and regularity of academic support providing to schools and its outcomes, and the difficulty in balancing administrative and academic duties.

5.46 The SSA Project Approval Board (December 2009) examined the BRC/CRC structure. The Mission strongly agrees with the recommendations and suggested norm revisions that emerged from the meeting and reiterates the need for a comprehensive reform in the organisational structure of the CRC/BRC that would enable a greater focus on providing training and academic support to teachers and on monitoring the quality of education, rather than fulfilling administrative duties. Revised norms, including increasing the provision for the training of Resource Persons and their travel to visit schools, are commendable in this regard.

5.47 An analysis of the AWP&B reiterate that States are engaging in various efforts to reinvigorate the CRC/BRC structure including strengthening the academic role of CRPs and BRPs, improving

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<sup>6</sup> Adapted from <http://ssa.nic.in/ssa-framework/quality-issues-in-elementary-education>

infrastructure and facilities, providing capacity building and training opportunities, modifying job descriptions and recruiting additional staff. The Mission congratulates these efforts.

5.48 The Mission also recognises the follow up actions taken in response to the recommendations of the 11<sup>th</sup> JRM which include conducting workshops on the improving the effectiveness of the BRC/CRC scheduled for August 2010 and the development of a sample manual, training modules and classroom observation tools for measuring active learning.

5.49 With the passage of RTE, ***the Mission recommends that the BRC/CRC structure and that of the SCERT and DIETs in a given State demonstrate far greater programmatic and functional convergence. In fact, the Bordia Committee suggests that these structures be integrated. This would be accompanied by a systemic analysis of the roles and activities of the Pedagogy Cells, Resource Groups, SCERT, DIETs and BRC/CRC structures, with the objective of reducing overlap and increasing synergy and consistency in messages.***

5.50 To further strengthen the effectiveness of these structures, particularly at sub-district levels, the Mission suggests the development of a system of accountability that includes the provision of academic incentives to CRPs and BRPs but also developing synergies with State Monitoring Institutes (MI). ***The Mission recommends that the proposed Terms of Reference for the MIs should include indicators that measure the effectiveness of the CRCs/BRCs in providing academic support to teachers through trainings and regular meetings. These indicators should reflect how the trainings and cluster meetings are changing classroom practice.***

## Community and Civil Society Partnerships

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5.51 The JRM has noted the progress in setting up VECs as also the contribution of VECs according to capacity, to the construction and infrastructure improvement processes. As shown in the NUEPA study shared with the Mission, the formation of VECs increasingly at school level and not at village or panchayat level is noted as a positive development bringing the VEC closer to the school. The initiative taken by MHRD in requesting BGVS to undertake kalajathas and other activities to spread awareness and build up a sense of involvement is also noted as a valuable step forward.

5.52 Community and civil society partnerships have been visualized as a necessary component of quality enhancement according to the National Workshop on Comprehensive Quality Improvement in Nov 2009. There could be various forms of such partnerships including consultative mechanisms, strategic and long term collaborations, and project funding through schemes. The JRM has also noted that there is considerable experience among civil society organizations of developing innovative methods to reach out to the community and to bring out of school children into school, in developing subject content and curriculum and in using new teaching methods. ***The Mission recommends that more ways be found to strengthen the possible partnerships with civil society and to bridge the gaps between the community and the educational system.***

5.53 Community participation is closely linked to learning outcomes, yet for many parents their gauge on school effectiveness is limited to Class 10 or 12 results, which are considered to be the gateways to employment. Therefore beginning to be able to show to the community that the new methods and new pedagogy improves learning outcomes is important. The SSA – and now the RTE – anticipate a new pedagogy which will emphasize problem solving skills over rote learning. However neither teachers nor parents have understanding of this new pedagogy and it will take a slow and sustained process to introduce both to the value of the new approach. Parents and communities will have to co-operate if all children are to attend school and learn through the new pedagogy. The educational endeavours of schools therefore need to be situated within the community, to inculcate a sense of relevance and local

ownership. While teachers will bring subject knowledge and formal training and qualifications to schools, it is the community that can better articulate the kinds of problems that face the community and that children are familiar with, and towards which their problem solving endeavours might best be directed. Community members must be seen as equal partners. Thus the partnerships that are to be developed need to go well beyond the social audit and accountability functions visualised for a VEC set up for this purpose.

5.54 Civil society experiments in innovative methods of teaching and learning – some of which were presented or mentioned at the JRM – need to be able to energise the mainstream system. The mission recommends that multiple ways be found of doing this and no single approach can be universalized. For example, individuals who have pioneered successful experiments sustained over a period of time could be members of Academic Support Groups at national and state levels; teachers/ trainers who have successfully transacted experiential methods should be invited to conduct and design teachers training courses, on the basis of their demonstrated competence and not on the basis of their paper qualifications; school teachers should be encouraged to experiment (for which spaces need to be created) and to visit and learn from civil society experiments. All of this will be possible if there is a loose framework of support from the MHRD and other relevant agencies, and the details to be developed in a more decentralised manner.

## Programme Management

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### Data and Monitoring Information System:

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6.1 It is commendable that there are multiple sources of data available now to monitor the progress of the program and its outcomes at various levels as well as to inform the program design and management. The District Information System for Education (DISE), continues to provide information about school level statistics, including school infrastructure, human resources and enrolment related details. The Quality Monitoring Tools (QMT) collect information on quality processes in classrooms and at various other levels. The quarterly reports collected under the Project Monitoring Information System (PMIS) helps to track the progress of activities planned and finances expended. The information collected by Monitoring Institutions (MI) help to verify the evidences available from DISE, PMIS and QMT. Above all, various studies commissioned and carried out by MHRD, SPOs and EdCil with the help of independent agencies help to understand the issues of the education system and evaluate the results of program and its objectives.

6.2 The information of 1.3 million schools (both government, aided and recognized private schools) covered by DISE is currently available on online. The School Report Cards (SCR) provides school level information and is available in 6 languages, which is a tremendous effort to disseminate information about school facilities to the public. In the context of RTE, NUEPA has decided to expand the collection of data to cover information on various new indicators, such as school hours per day, teacher working days per day, functioning of School Management Committees, information on special training for children, grade specific TLE available, various facilities provided, CWSN under various categories, attendance rates of students and teachers, CCE practices in school etc. While it is a good idea to track many of these indicators, caution should be taken while finalizing the indicators due to various factors: (a) some of the indicators are qualitative in nature, which will be difficult for a teacher / school authorities to provide without subjective judgment (for example, the questions on CCE); (b) some of the information

collected may overlap with information collected by QMT (example: CCE, instructional time in school); (c) in a traditional method of data collection, the information elicited on some of the indicators may be the expected indicators than accurate information, especially in the context of these information being used for purposes other than monitoring (for example, the accuracy of student attendance rates that will be reported if the information is going to be used for Mid Day Meal monitoring purposes). In addition to this information, there are additional questions meant for private schools. In the current scenario wherein the private schools are refusing to provide information on the existing format, it is important to ensure that with additional questions, the “information fatigue” should not discourage schools from providing information on time. ***In this context, the Mission recommends that the new DISE format should be piloted in a selection of regionally-representative States – before asking all schools to provide information on the new format. This would provide an opportunity to amend items that States are finding unclear, difficult to answer or lacking adequate data on.***

6.3 Similarly, NCERT has revised QMT reporting at the cluster and block level in the context of RTE. The mission feels that while it is important to ensure the use of QMT at the school / cluster level, it is also important to ensure that the entire data collection process is not a mechanical activity. ***The Mission recommends two ways to improve the QMT data collection and use: (a) instead of collecting information from all schools in a quarterly manner, collect information using QMT from a sample of schools twice a year, while ensuring that all schools are covered at least once in a year. This could be followed by discussion of the issues emerging from QMT during cluster meetings so as to facilitate the use of this rich data; and (b) in order to elicit more evidence and qualitative information from the QMTs collected so far at school level, NCERT take initiative to analyze a sample of school level QMTs and compile the knowledge.***

6.4 Under the PMIS, information on the progress of activities and finances is collected quarterly. It is important to review this process in order to ensure that the data reporting activity itself do not put burden on the entire SSA machinery at various levels. If the States / districts / schools are equipped to make an “activity time table /mapping” (a good example is the Gujarat FM Action Plan), then the PMIS could be used more at the decentralized level to monitor project implementation and data collection could be made more time-bound manner, without collecting it and reporting it upwards at every quarter.

6.5 The Mission also feels that the time has come to recognize the role of Monitoring Institutions in monitoring the processes of SSA implementation and triangulating information available from DISE, PMIS and QMT. Taking into account the need for MIs to focus more on the processes and qualitative aspects of the program and the systemic changes under RTE, MHRD has recently introduced changes to the Terms of References (TOR) for the MIs. It is commendable that the revision to the TORs have been made in a consultative process in partnership with the MIs. In some States, the MIs will need to visit less number of schools (40 schools per district), but spent more time in school (two days), which also includes at least 90 minutes (two periods) of classroom observations. There is provision for a five day training for the field investigators, which is expected to improve the school observations and reporting. The MIs are provided with Rs. 3,000 per school instead of the earlier Rs. 1000 per school norm, and 75% of the allocations are released in advance. Though rich information is generated and reported through the MI reports (which are available on MHRD’s SSA website), for wider dissemination of the information, it is important to produce more analytical papers using the data collected. ***In this context, Mission recommends that the MIs be directed to produce analytical papers that will be reviewed and be published as TSG/EdCil Working papers.***

**6.6 Monitoring:** It is commendable that SSA has established a very comprehensive monitoring system. SSA’s web portal provides information on various aspects of SSA- planning (with all PAB minutes available), monitoring (all reports of monitoring institutions, minutes of all SSA review meetings available); financial management details etc. In addition, States are also using their own sources of

information, especially on the specific interventions carried out under SSA, and often available at the State websites.

6.7 In addition to the use of information from DISE, PMIS, QMT and MI reports for regularly monitoring the progress of the program activities and results, States are now preparing Results Framework (RF) to track the progress of outcomes of each goal under SSA through selected indicators, compiled using the sources mentioned above. ***The States may now add additional indicators to the Results Framework to track some more indicators related to primary and elementary completion rates as well as indicators specific to States to track their initiatives in the RF, especially those indicators that are relevant to track the goals under RTE.***

6.8 Under RTE, responsibility for monitoring the program is not only on state governments and local governments and SMCs, but also on National Advisory Council (NAC), National Council for Protection of Child Rights (NCP CER) and State Council for Protection of Child Rights (SCPECR). Key aspects to be monitored, besides regular monitoring, include child rights and entitlements related indicators, as mandated by RTE, issues related to social access, and school infrastructure and learning quality. It is important to disseminate the revised framework for SSA with functions and roles of various agencies in monitoring these aspects well defined.

## Research and Studies:

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6.9 EdCil has recently compiled the various studies carried out by EdCil and States, using DIETs and other independent agencies, both at national level as well as States level. As the abstract mentions, research has focused on a variety of areas such as: (a) Planning and management; (b) Enrolment and retention; (c) education of disadvantaged groups; (d) community participation; (e) teacher related issues; (f) pedagogy: Curriculum, text books and other materials; (g) pupil assessments; (h) Early childhood care and education (ECCE); (i) alternative schooling; and other areas. However, this compilation of abstracts does not provide an insight into the quality of studies and the robustness of the results provided and nor does it make accessing the information particularly easy for States. ***The Mission recommends that this rich source of information be made publicly available, by requiring States to make studies available on their websites, categorized by type of study. Moreover, universities, research institutions and researchers could be invited to conduct meta-analysis of these studies with a view to both consolidate the findings as well as analyse overall research methodology and analytical rigor.***

6.10 The four evaluation studies of quality programs carried out by NCERT and the corresponding SCERTS under the TC funds is currently under progress and these studies are expected to be internationally comparable evaluations of qualitative processes and programs. The final report is envisaged reach out to different types of audiences and wider dissemination plans are made. ***It will be worthwhile that the experts who have received training and wider exposure on programme evaluation develop guidelines or short on-line courses to share this with agencies and States who plan to carry out such studies.***

6.11 There are now various sources of data available that help to build a more holistic picture of elementary education scenario in the country. The National Sample Survey (NSS) 64<sup>th</sup> round (for which survey was carried out in 2007-08) is the latest national level survey that gives information not only on elementary education participation (as against just enrolments), but also on schooling efficiency (completion, retention and drop outs) and household (out of pocket) expenditures on education. Similarly, there are various studies that provide information on learning levels, such as the Student Learning Study by Education Initiatives, NCAER study which also included an education and assessment module, and the ASER reports by Pratham. The triangulation/ verification of information coming out of official sources with these outside agency sources will facilitate better transparency as well trust in the official data.

Moreover, these different types of information will be important to establish a realistic baseline for RTE. ***Hence, the Mission suggests that the MHRD / TSG facilitate the analysis of these different sets of data related to participation and learning assessments.***

## Planning and Appraisal:

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6.12 An important development in planning, as evident from the PAB minutes, is the increasing focus on quality related aspects in planning. The Mission would also like to record its appreciation of the process of detailed appraisal of state plans, rigorously covering all aspects and goals of SSA. The thoroughness is further enhanced by the review of the commitments made by the State in the previous AWP&B, and the new commitments and guiding conditions for release of funds in each PAB. The focus on Special Focus Districts (SFD) is another feature that has enhanced the quality of planning and appraisal. ***In the context of RTE, the Mission suggests that the process of planning and appraisal be strengthened, with more state specific and contextual issues being considered.***

6.13 The RTE poses special challenges in urban areas: The movement of new migrants into the cities and the special challenges faced in metros need focused attention by Government of India. There is a need for more efficient and dynamic mechanisms to address educational planning in urban areas. The challenges of urban areas are different – given the dynamic population movement both in and out of cities and also within different localities in the city. The phenomenon of double-shift schools would have to be studied – especially in the light of RTE and GOI efforts to harmonise it with SSA. The Mission believes that separate studies may be required to understand the specific challenges of management of education in large metros – for example, in Delhi elementary education is managed by the Directorate of Education, NDMC and MCD.

6.14 The importance of decentralized planning is re-emphasized with the RTE. The (draft) revised Framework of SSA in the context of RTE lays out rules for planning that include areas for (a) policy and systemic reforms mandated by RTE; (b) special provisioning under SSA, for access, quality, equity and school infrastructure, community mobilization, monitoring and supervision, and creation or improvement of management structures; (c) convergent action, in collaboration with other schemes of Central and State governments; and (d) partnerships with NGOs and other CSOs. For this, the Framework envisages formulation of school wise annual and perspective plans, which need to be prepared afresh in SSA in the context of RTE, and which is reflected in the AWP&Bs.

6.15 An integral part of this is the development of a Whole School Development Plan (WSDP) prescribed under the RTE Act (21(2) (B) as an important tool planning. The guiding principles of whole school development planning include planning in a coordinated way, with an integrated approach to create strong linkages between RTE, NCF, school infrastructure quality parameters by adherence to specified construction standards, barrier free access, child friendly features, and ensuring safety norms. The Mission appreciates the efforts and encourages the steps taken by TSG to develop guidelines (by December 2010), build capacity of stakeholders then on and work with States to create exemplars for this. The Mission notes some of the existing examples for the same, like some of the examples from Gujarat, as presented during the Mission. ***The Mission urges the team working in this area to conceptualize different models / exemplars for various situations, such as the schools in space-constrained urban locations and those in disaster (flood, drought, hurricane etc) prone areas.***

6.16 The Mission also noted the efforts of some states in using sophisticated techniques in planning the activities. The use of GIS for school mapping and physical infrastructure (Andhra Pradesh), web-based monitoring of migrant children (Gujarat), web based system for teacher rationalization, redeployment and transfers (Karnataka), school environment assessment techniques (Assam), Child Tracking System etc are all commendable efforts in this direction.

6.17 GIS provides powerful platform to present a range of management information spatially. Used effectively, this can greatly aid in identifying spatial inequity, informing resource targeting, ensuring appropriate resource distribution and cost-effective planning of logistics. Examples of where education management has been greatly enhanced by use of GIS systems include: allocation of trained teachers, school expansion / rationalization planning, logistical planning of maintenance schedules, inspection visits and textbook distribution. The practical implications of RTE particularly in regard to the need to manage the incorporation / rationalization of non-government schools and looking to the future the additional demands for educational planning that RMSA will require suggest further utility for GIS. In this regard, the Mission congratulates the States where such efforts are ongoing. The Mission however does offer a word of caution that the value of GIS is not in its development or demonstration but in its use: The cost of developing GIS is warranted if it improves efficiency and effectiveness. The Mission therefore look forward to future presentations in subsequent review missions which focus on how/if GIS is making a difference in delivering quality education to all students.

## Innovations

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6.18 Under SSA, Rs. 1 crore is annually allocated to each district for innovative activities. However, at present these innovation funds are applied to standard activities (ECCE, CAL, programs for girls, SC /ST/ minorities etc), and there appears to be a lack of bottom-up innovations. In this light, the Mission suggests an examination of the innovation funds concept and a possible re-design, in the context of RTE. Innovative funds may be utilized to generate more ideas at grassroots level for various purposes and to encourage SMCs/VECs etc to take up new issues in education. For example, schools could come up with innovative school development plans, or for SMCs to engage with NGOs/ CSO for innovative communication strategies on child rights and entitlements, or for schools to come up with pre-school plans for under-age children and so on. ***Therefore, on the innovation component, the Mission recommends that MHRD foster creativity and the generation of new ideas by encouraging collaboration with local NGOs, CSO, SMCs, etc. and consider opening up the funds so that allocations are not necessarily bound by district.*** Instead, States could innovate in a particular set of districts facing a similar set of challenges by engaging with an active CSO, or a number of districts within a State could apply for funds together. The innovation component must foster, recognize and tap into the immense innovation that is already occurring in many parts of the country.

## Institutional Development and Capacity Building

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6.19 The Mission appreciates the consistent contribution of the SPOs and DPOs in ensuring better planning and implementation of SSA in the last decade. Over the years, SPOs and DPOs have been enriched with the vast pool of experienced resource persons time and again innovating and modifying programs and processes, based on knowledge accumulated over the years. Building on their vast knowledge, RTE has the advantage of “leapfrogging” and scaling up activities. At the same time, there is also an issue of staff turnover. The Mission notes with concern the large number of vacant positions, especially in areas that deal with financial management, in many States, especially states that need to deal with large programs. In some states, the Mission also notes that even the SPDs changed in six months time (for example, West Bengal). Continuity of key personnel, as noted in previous JRM, is key to sustained progress in SSA program implementation. ***The State governments are urged to ensure a minimum tenure for SPD as well as staff in SPO, so that the program implementation is not interrupted and that the institutional capacities built over time is used and sustained.*** With RTE, the scale and canvass is going to be larger, and staff at various levels needs to be provided with enough learning opportunities to build their capacity and professional development. Leadership and management

training for DPOs and SPOs are important, and States may collaborate with management institutions in this regard. Focus could be on the strengthening of institutions in Special Focus Districts.

6.20 Equally important is the institutional and capacity building needs of SCERTs and DIETs, as well as BRCs and CRCs. Fostering linkages between these academic support institutions is important for SSA to meet its training needs, especially at decentralized levels. It's a major concern that at present the SCERT-DIET-BRC-CRC linkages in many states are weak. While major revamping may take place in the roles and functions of these academic support institutions under the revised scheme of Teacher Education, it is important that states take the opportunity under SSA-RTE to strengthen the SCERT-DIET-BRC-CRC linkages by (a) *mapping out the roles of these different institutions in academic support to elementary education in a holistic manner; and (b) empowering these institutions to carry out their respective roles in a much more autonomous manner.*

6.21 Another area that needs further strengthening is the convergence and partnerships with other schemes and CSOs. While states have been directly working with departments like Total Sanitation Campaign for infrastructure / facilities provision in schools (provision of drinking water facilities and toilets), there are departments whose contributions to elementary education enhances the participation of children. For example, Tribal Welfare Department, Social Welfare Department and Minorities Affairs Department in States provide various types of scholarships to children from ST, SC and Minority communities. Similarly, the CWSN benefits from provisions made by Ministry of Social Justice and Empowerment. At present, there is no clear information on how education sector has benefited from convergence with other departments (for example, there is no data available to establish how many toilets were built or how many drinking water facilities were provided in schools in convergence with the TSC), nor the indirect contribution of other sectors (how many students benefited from the scholarships provided by other departments). *While appreciating the fact that inter-sectoral convergence is beyond the purview of SSA, the Mission recommends that in the context of RTE, MHRD compile information regarding convergence at the national level and encourage the States to do the same at their level. There is considerable national experience of child budgeting, which MHRD and state governments could draw upon.*

## Civil Works

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6.22 The Mission would like to articulate at the outset civil works needs to be looked at as, an outcome of a larger strategy for quality improvement in learning. Regional disparities in achievement in targets set need to be addressed in a context specific and realistic manner to achieve results. Requirements of urban deprived sections have special implications on school infrastructure and special attention needs to be paid to this.

## Whole School Approach:

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6.23 The RTE is committed to ensuring all children, regardless of their social identity, physical challenges or health status have – can access education in a safe, secure and caring environment. It was indeed heartening for the JRM to be exposed to a fully presentation on the whole school development concept. Making school spaces inclusive, welcoming and open to all children can be a good starting point for revitalising and re-imagining our schools. The challenge lies in transforming RTE's ideas and mandates to the school level on a scale that will make a substantial difference.

6.24 As SSA moves towards RTE, there would be a need for 10 lakh new classrooms and 50,000 new schools. The Mission would like to recognize the effort made by the MHRD to appoint a National Advisor, Infrastructure for preparing to move towards school friendly schools under RTE. Preparation towards the Whole School Development Plan seems to inform interventions and State plans. All State

Education Secretaries and SPDs were exposed to this concept in August 2009 in a national workshop, with further orientation of Project Engineers and Coordinators.

6.25 The Mission was informed that more holistic planning is being taken up with States for outcome oriented child sensitive planning. It would be mandatory for each school to have a School Development Plan for any Government grant under RTE. Convergence with other departments for creation of optimal school spaces is being accorded priority and there appears to be a focus on sensitivity towards children's requirements, with renewed emphasis on the Building as Learning Aids (BaLA) concept. There is a plan to collaborate with the Ministry of Renewable Energy and other ministries to undertake environment friendly steps like passive cooling or heating, water harvesting etc. The Mission was informed that States are collaborating to prepare a vision for the school, with identifying who and how to translate it into reality. Assessment would be made of the consolidated infrastructure already in place and ways for using the existing infrastructure most efficiently as a child friendly holistic space for development and learning. Additional suggestions to improve school infrastructure to promote learning is provided in the recommendations section.

6.26 Ensuring construction activities become means of qualitative transformation would also ensure community involvement in both designing and monitoring the construction activities. However, it is important to broad base these efforts in a massive manner at all levels and in all States, to ensure creative and innovative designs are adopted in the civil works before much of the activity is already initiated at the ground level before the end of first half of the FY.

## Environmental Assessment of School Infrastructure

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6.27 The Mission was pleased to note that many States have proactively taken initiatives to improve school infrastructure and environment. In Annexe 4 a State-by-State summary of progress in this sense is provided. Assam has taken up environmental assessment as a critical tool for school buildings and in appraisal undertakes inclusion of this aspect in project management system. A stakeholders approach for infrastructure has been initiated with growth in and around the school campus by generating awareness among the target groups. Air, noise and water pollution have been addressed and seismic awareness is reflected in use of building materials that are light, energy efficient and environment friendly. Tamil Nadu has taken careful measures to make environmentally friendly schools, with adequate safety measures (compound wall and gate), space, cleanliness, solid (bio- degradable & non degradable) and liquid waste disposal, hazard free and even surfaces for child friendly schools. Provision of trees and garden has been especially addressed. The Mission was informed that in Tamil Nadu, construction of toilets have been given special attention, with adequate facility for Toilet and water supply, suitable distance from classroom, distance of drinking water source, maintenance of toilet and urinal, disabled friendly toilets, running water facility, hand washing facility and disposal of waste water from toilets. Simple and easy to follow procedures have been taken up. ***The Mission recommends that such measures should be up-scaled rather than being a onetime innovation in some pockets of a few States.***

## Progress on Indicators

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6.28 The Mission noted that in the AWPB for 2010-11, around 33% of the outlay in each district has been allocated to Civil Works. The total SSA outlay for 2010-11 is Rs.37282 crores, out of which civil works outlay is Rs.11317 crore (30.35%). Districts with ACR gap > 3000 have been categorized as special focus districts and are entitled to civil works outlay up to 50%, which are 38 districts nationally. A total of 173927 additional classrooms and 78909 girls toilets have been further sanctioned in the AWPB of 2010-11.

6.29 The Mission noted that while the number of districts with SCR above 40 had gone down considerable, it was concerned to note that many States and districts continue to have SCR that is above 40. Bihar has 37 districts that have SCR above 40, Uttar Pradesh 24, Jharkhand 22, West Bengal 14, Assam 7 and Madhya Pradesh 4. Bihar continues to struggle with land problems. It is time that alternative solutions to this problem are implemented, for example, existing schools could be strengthened to take more floors, as was mentioned in the presentation on Whole School Development Plan, as is being initiated already.

### Alternative School Designs

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6.30 There could be several models across the States and within a State depending on the local materials and the requirements of the schools. Often school designs are influenced by the budgetary provisions and respond to immediate needs of the day. All school constructions need to be designed keeping in view of the future requirements and possible expansion in the next twenty years. Community engagement is vital to assess the current and future needs of the school and the appropriate school designs keeping in view the local architectural tradition.

### Community participation

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6.31 The role of community participation in construction activities is observed to be critical to the degree of success in completion of expected goals. While paucity of land for proposed school buildings has been a major constraint in Bihar, Punjab is effective in mobilising community contributions in excess of the required amount in several cases. States that are still lagging in provision of basic facilities like drinking water facilities are Arunachal Pradesh 63%, and Jharkhand 75%.

6.32 Awareness among SMC members function with regard to mobilising resources for school development is lowest with only 45.3% respondents while it is 72.3% in regard to enrolment functions (NUEPA study of the role of VECs).

**6.33 *The Mission recommends that special attention may be paid towards promoting awareness with regard to VECs/ SMCs role in construction activities. A time bound awareness promotion strategy may be developed immediately in view of increased share of construction activities in FY 2010-11.***

### Toilets for girls:

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6.34 Facilities in the schools at present (as presented by MHRD) are as follows:

	<u>Elementary</u>	<u>Primary.</u>
-		
% Schools having DW facilities-	88	85
% Schools having common toilets	67	63
% Schools having girls toilets	54	44
% Schools having boundary wall	51	-

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6.35 The Mission notes with concern that only 67% schools have common toilets. Girls' toilets are available in just 54% in schools at the elementary level and 44% at the primary level. Less than 40% of schools have separate toilets for girls in Arunachal Pradesh, Bihar, Jharkhand, Chhattisgarh, D&N, J&K, Manipur Meghalaya, Mizoram, Orissa and Tripura. Moreover, as per data of DISE, only 74% existing girls' toilets are functional.

6.36 The criteria for assessing the functionality of a toilet needs serious reconsideration- at present, if even one seat is working, and all the rest are not, the toilet would be considered as ‘functional’. This Mission would like to put on record that it is time to move forward from definitions of functionality that are more meaningful and ensure the dignity of the child using the toilet and her privacy rather than as a mechanical data gathering process. It is therefore not surprising that girls continue to drop out in large numbers, due to paucity of basic requirements that constitute the dignity of her personhood. The Mission suggests that India draw upon international experiences, some of which show that head teachers provide the school’s infrastructure/maintenance requirements to the authorities 6 months before the academic session begins, the State provides the funds 4 months before the session starts, and it is then the responsibility of the head teacher to ensure that by the time the session begins, all facilities are in place.

**6.37 *The Mission recommends that the maintenance grant should carefully be assessed and sanctioned to cover continued upkeep of toilets for both girls and boys. Special trainings for Head Masters should be organized on school maintenance and it should be a part of his/her responsibility to ensure that toilets are functional and usable.***

## Report on National 3<sup>rd</sup> Part Evaluation of Civil Works

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6.38 The National 3<sup>rd</sup> party evaluation of civil works was presented to the Mission. The evaluation covered civil works in the States of Arunachal Pradesh, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Kerala, Meghalaya, Nagaland, Orissa, Punjab, Rajasthan and Uttarakhand. The scope of the evaluation covered areas like the role of VEC/Community, maintenance of created assets, good practices – energy efficiency, health and hygiene, material testing, environmental assessment etc.

6.39 The study which covered six States, shows that the total days taken for transfer of funds from the SPD to the VEC for construction activities is 30-45 days, with Rajasthan taking 25-30 days as the transfer is through e-transfer, though Punjab takes 30-45 days using e-transfer. While each State had supervision mechanism at the block level, Meghalaya and Punjab had none at the block level. All school showed that there was adequate classroom space for 250 children to be seated in each school. In all the States, auditing of accounts was done as per state rules.

6.40 Most States had transparency boards (on which financial transfers to schools and expenditures are posted for community transparency), VEC registers, and site visit records, although in varying degrees. For example, with respect to transparency boards, Punjab had them in 70% of schools, Orissa in 60%, Rajasthan in 80%, Uttarakhand in 55%, and Himachal Pradesh in 100%. Meghalaya had such boards in only 5% of its schools. This should be looked into. There was no evidence of stock registers in Punjab, Meghalaya and Uttarakhand. Orissa took up testing of materials on site by NIIT Rourkela, Uttarakhand by CBRI, Roorkie, and Rajasthan through 3<sup>rd</sup> party evaluation.

**6.41 *The Mission suggests that based on this evaluation, more rigorous processes may be set up for monitoring of civil works and its progress, especially asset maintenance and transparency measures. Larger engagement of the community with appropriate training would be necessary.***

## Some Comments and Suggestions to Improve the Design of School Infrastructure Financed by SSA

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6.42 **Issues:** Many classrooms constructed under SSA are not adequately designed to consider all environmental and spatial aspects which can promote learning. The result is that many classrooms are too hot (or too cold), with inadequate lighting or lighting with too much glare, and insufficient air flow. As a consequence, teachers and students often abandon for a more comfortable space which is not an appropriate learning space. Furthermore, classrooms, corridors and open spaces are typically not

designed in a congruent, holistic manner so that each complements the other in terms of different learning spaces for different types of learning activities. Thirdly, school infrastructure frequently degrades quickly because of poor design; there is insufficient attention paid to using construction techniques which lengthen the durability of buildings.

6.43 **Recommendations:** Roofs should be insulated and classrooms should have windows on at least two sides. There should be deep roof overhangs to protect the windows and the paintwork on the walls. Cluster seating and layout would improve the comfort level in the classroom/school. Increased plantation and greenery throughout the school facility should be used to improve lighting, air quality, and even offer opportunities for learning about sciences, mathematics in a hands-on manner.

6.44 A building's form should follow its function in the design of school infrastructure. The approach would take care of many critical problems. For example:

- Form – Stronger forms use less material, close packing of these forms expose more surface area than squares/rectangles. Hexagons and octagons have these properties and could be more widely used.
- Strength – is generated by the effective thickness of wall/roof and not by the quantity of material used. Folded/Curved/hollow walls & roofs are actually stronger than straight walls, which need to stiffen for strength.
- Movement – Eye contact is essential while sitting for listening and communication. This means that seating and classroom layouts (even corridors) need not be straight, but rather arranged so that students can more easily see each other and the teacher.
- Traditional details – Mandapams, gateways, pavilions, etc. have been developed and used for a long time, and can be used to raise the comfort level of the students.
- Construction – Assembly of parts is simpler and safer than casting at site.
- Walls – bricks made from terracotta, concrete, stone, flyash are recommended, with interlocking blocks which are easier to handle.
- Lime Mortar – should be slow setting, with cushioning properties to make the building safe.
- Windows – Multiple smaller windows can be made from local timber would also be self shading and without lintels.
- Roof – curved/folded brick roofs with pottery insulation are safe and have good thermal insulation. And roof overhangs would shade, protect walls & save painting costs.
- Lighting – to be glare-free, there should be lighting from two sides, from the ventilators above doors and even from sky lights.
- Air circulation – the difference in pressure between the sides of the building and the difference in temperature moves air. To promote air circulation, there should be larger openings on the leeward side with vents on the roof top.
- Thermal performance – A flat roof gets heated continuously and collects over 50% of the heat in summer. A better option would be Curved or folded/slanted roofs such that part of them is always in shade, moving the air naturally. In addition, a cavity roof with pottery in lime concrete is light weight and inexpensive.
- Rain water harvesting – a pebble-filled trench along the boundary can soak in the rainwater, such that seeds can be planted to grow a live fence. Other vegetation can be planted as wind brakes and as shading devices to lower temperature, using water captured from roof tops for irrigation.
- Toilets – a chimney in the center of a cluster of seats can keep them dry.
- Built-in Furniture – Folded walls in and around classrooms can incorporate benches and work counters.
- Class room furniture – for the upper primary classrooms for which SSA finances furniture, ensure that seats have a tilt to the front to keep students' spines straight.
- Recycling – lime mortar in buildings ensures the reuse of materials.

- Timber – Seasoned secondary species can be used for making small window shutters.

6.45 There are good examples of progressive construction techniques. For example, DPEP had earlier developed a number of school and classroom designs which cover some of concerns mentioned above; these can be refined and used. The Solar Energy Center has produced a Manual On Energy Conscious Buildings (as has TERI) which could be consulted. In Andhra Pradesh there are also innovative school designs supported by the British Council worth reviewing.

6.46 *To summarize this section, the Mission suggests that based on these considerations, engineers, designers and other school functionaries seek to understand the real needs of schoolchildren for learning spaces, and work out appropriate solutions with the community for implementation in both existing and proposed school buildings.*

## Financial Management and Procurement

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7.1 Referring to the extensive list of actions taken to improve financial management (FM) and procurement provided in Annexe 1 of the ATR, the Mission acknowledges the pro-active efforts of MHRD (in particular) and certain States (e.g. Bihar) to strengthen FM, with the goal of improving fund flow and utilization for the purposes for which the funds were allocated. GoI's revised FM Action Plan for 2010-11 covers the following points:

- Proper maintenance of books of accounts, registers and closing of final accounts (new addition)
- Internal audit
- Financial monitoring
- Capacity building on accounting and procurement
- Procurement
- Staffing of finance and accounts staff
- Statutory audit
- Compliance with auditors' observations (new addition)
- Financial review by IPAI

This is a comprehensive and detailed approach which aims to address weaknesses identified in FM by earlier JRMs, and is to be commended.

7.2 In addition, 32 out of 35 States/UTs have developed their own individual FM Action Plans to which they have made commitments. This indicates that States are taking ownership of this process and that it is not only MHRD which is emphasizing this point.

7.3 *The primary recommendation of the Mission with respect to Financial Management is that MHRD and the States fully implement their respective Action Plans, with monitoring of progress assessed during the quarterly meetings of the Finance Controllers. A special focus should be placed on staffing and audit issues, particularly in the 9 largest spending States. A progress report on the implementation of the MHRD's 2011-11 Action Plan would be shared with the January 2011 JRM.*

7.4 Specifically for IDA, five FM benchmarks were assessed, referred to in its letter sent to MHRD on March 5, 2010:

Action	Benchmark	Performance
<b>Auditors hired or contracts renewed for the external audit of FY2009-10</b>	10 States	32 States
<b>Reduction of vacancies of accounts staffing in 8 selected large spending SSA States</b>	10% reduction (or 63 accounts officers hired)	43 district accounts officers hired (vacancy reduction of 8%) States have increased their Block-level accounts assistants by 746, from 360 to 1106. These staff are not in SSA Framework norms and were not used to calculate progress against this benchmark (which is State and District focused), but this is a very positive measure. By end-September 2010 Bihar is expected to finish recruitment and training of approximately 300 additional accounts staff at both District and Block levels.
<b>Issuance of revised FMP Manual to all States, including advancement of audit report submission timetable</b>	35 States	35 States
<b>PAB Minutes to include specific reference to commitments of large spending States to increase FM staffing.</b>	8 States	6 States (Bihar, MP, West Bengal, Chhattisgarh, Orissa, Maharashtra), plus Assam (not a relatively high spending State)
<b>Report regarding targeted engagement to improve FM in Bihar, UP, MP, West Bengal and Chhattisgarh shared with JRM</b>	5 States	All 5 States have developed individual FM Action Plans, with specific commitments, although they could be improved. Bihar has moved to implementation.
<b>Information on status of audit of teachers' salaries financed by SSA, whether paid through State Treasury system or directly from State Implementation Society, and MHRD's actions taken in light of findings</b>	35 States	Progress report submitted to the Mission on this point, and MHRD's instructions to States to ensure auditing of teachers' salaries by State or SSA external audit confirmed.

## Financial Monitoring Report (FMR) for FY ended on March 31, 2010

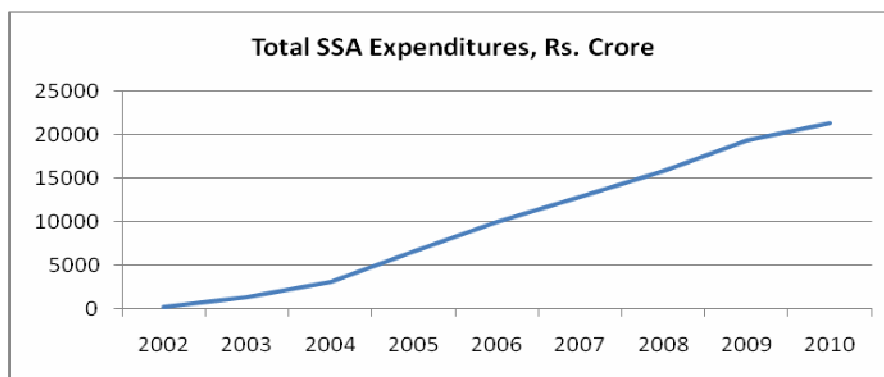
7.5 The FMR has been reviewed. A comparison was carried out between the closing balances as appearing in the Audited Financial Statements (AFS) of FY 2008-09. The closing balance (CB) as per the AFS (31.03.2009) should be the same as the opening balance (OB; 01.04.2009) as per the FMR. However this varies for the following States: Arunachal Pradesh, Chhattisgarh, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Madhya Pradesh, Manipur, Orissa, Pondicherry, Rajasthan, Sikkim, and Uttar Pradesh. In addition, there still seems to be an element of inconsistency in the definition of the term "opening balance". In case of states like Karnataka, Kerala, Orissa, Uttar Pradesh and Uttarakhand, FMR

opening balances correctly include advances; however, in case of other States this is not the case. Annex 2 to this section on FM provides further details.

## Total SSA Expenditures

7.6 Overall, most States have improved their ability to absorb SSA funds, as seen from the figure below which shows total expenditures. While AWP&B for FY 2009-10 was Rs. 27,552 crore, the actual available funds were Rs. 25,528 crore, and total expenditures were approximately Rs. 21,000 crore. The overall percentage of expenditure to total available funds was 83% (77% of approved outlays). Desired outcomes, especially their quality, in a large programme such as SSA, depend on sound financial planning, implementation as per the approved timelines and robust monitoring systems. Efforts at improving the financial management and procurement systems are fruitful, but further efforts to strengthen many States' systems are needed.

7.7 Revised procedures to increase GoI fund release in April to a maximum of 60% of budgetary outlay of AWP&B for the FY 2010-11 may enhance utilization of funds and help even distribution around the year. However, it would be also important to ensure effective utilization in compliance with the calendar of events around the year which necessitates close monitoring. More particularly it would necessitate activity-wise quarterly budgets to ensure the funds are spent in accordance with actual needs of the calendar of activities.



7.8 Annual working plans, actual available funds (opening balance plus releases from GOI and States) and expenditures incurred during the year vary significantly across the States, suggesting the need for more realistic planning or more rigorous implementation of the planned activities in certain lagging States. For example, expenditure against total AWP&B varied among the States from 44% in Manipur to 51% in Bihar<sup>7</sup>, and 100% in Punjab and Andhra Pradesh.

7.9 Over time, States have improved their expenditures as a percentage of total fund releases (GoI and State shares), as seen in Table 7.1 below. On the other hand, for FY2009-10 there was considerable variability, shown in Table 7.2. For State by State details, please refer to the Annex of this section.

**Table 7.1: Number of States, % of expenditures against targets**

	>80%	< 80% and > 60%	< 60%
2007-08	14	12	9
2008-09	17	12	6
2009-10	19	13	3

<sup>7</sup> For Bihar, it should be understood that in large part this was due to Court-imposed delays in teacher recruitment, difficulties of obtaining land for classroom construction, and lack of accounts staffing in the field.

**Table 7.2: States' Performance against AWP&B for 2009-10**

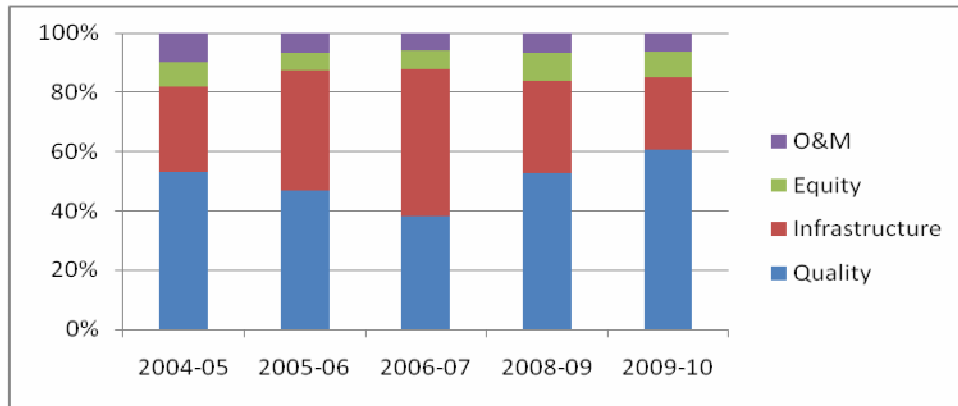
<b>Achievement level</b>	<b>States/ UTs</b>
<b>&gt; 90% - 6 States</b>	<b>Mizoram, Kerala, Maharashtra, Tamil Nadu, Punjab, Pondicherry</b>
<b>75% - 90% - 16 States</b>	<b>Chhattisgarh, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Lakshadweep, Madhya Pradesh, Orissa, Sikkim, Uttarakhand, Uttar Pradesh, Assam, Rajasthan, Goa, Nagaland, Tripura</b>
<b>60% - 75% - 10 States</b>	<b>Andhra Pradesh, Delhi, Daman &amp; Diu, Meghalaya, Andaman &amp; Nicobar, Arunachal Pradesh, Chandigarh, Gujarat, Jammu &amp; Kashmir, West Bengal</b>
<b>60% - 40% - 4 States</b>	<b>Dadra &amp; Nagar Haveli, Gujarat, Bihar, Manipur</b>

7.10 The Mission thus recommends that States/UTs implement measures to enhance their capacities for absorbing the higher level of funds in the following years for implementation of the provisions of the RTE Act. This would require focused attention to all SSA activities and expenditure categories, which in turn requires activity-wise quarterly planning and budgeting to ensure funds are spent in accordance with the actual needs of the calendar of activities.

#### Total Spending by Major Category

7.11 The figure below shows the shift in financial allocations between major categories, principally from infrastructure to quality over the past three years. Total spending on quality was 60% of total SSA expenditures, an important indication of States' increased focus on improving learning outcomes.

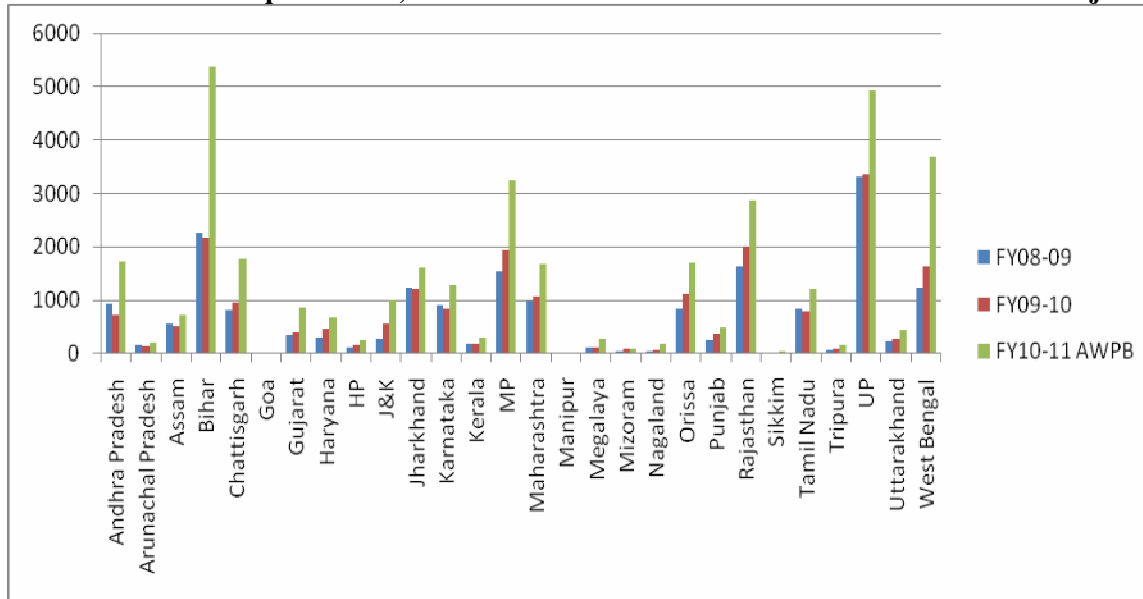
**SSA Expenditures by Major Category as a Share of Total Expenditures**



**Total Spending by State**

7.12 The figure below shows the total SSA spending by State for the past two years, and projected spending for FY10-11. Overall FY10-11 spending is projected at Rs. 37,000 crore, a 75% increase over FY09-10 spending of Rs. 21,000. The most significant increases are in Bihar, Uttar Pradesh, West Bengal and Rajasthan. These are precisely those States where FM has been weakest, particularly in the area of accounts staffing. Ten largest spending States have expansion rates from 35% (Jharkhand) to 148% (Bihar) which raises concern as some of these States have not yet complied with the 11 JRM recommendations of financial & accounting staffing. States with highest expansion, 76 % (Daman & Diu) to 456% (Manipur), also requires special attention in terms of capacity building.

**Total SSA Expenditures, FY2008-09 and FY2009-10 Actual and FY2010-11 Projected**

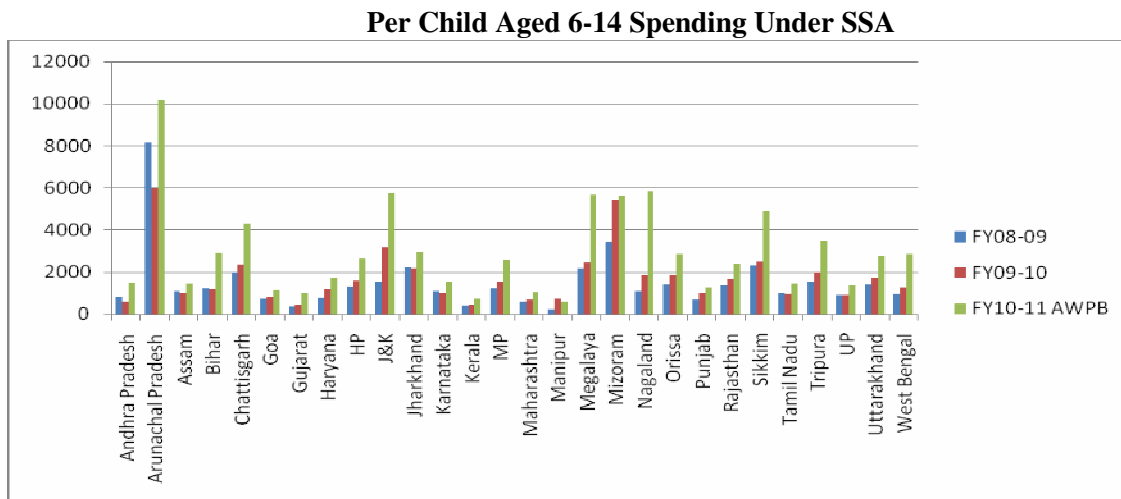


7.13 The Mission urges States to recruit, train and assign accounts staff to District and Block levels as per sanctioned posts as quickly as possible; otherwise, there is would be considerable risk of either grossly under spending or releasing funds which may be difficult to fully account for.

7.14 Provision of State shares of SSA expenditures was generally acceptable. In fact, 21 States/UTs released excess shares (total excess of Rs. 1069 crore) as of March 31, 2010, while 14 States suffered shortfalls (total deficit of Rs 795 crore), particularly Andhra Pradesh. The Mission recognizes the increasing financial burden on States as the sharing pattern has decreased from 65-35 (GoI:State) in 2007-08 to 55:45 in 2010-11, and commends those States that have responded to this challenge. It is expected that the 13<sup>th</sup> Finance Commission's allocation of Rs. 24,063 to States for elementary education will offset up to 15% of States' recurrent expenditures.

### Per Child Aged 6-14 Spending Under SSA

7.15 The figure below shows SSA spending on a per child (not per student) basis in each State. Not surprisingly, the North East States have considerably higher per child spending, due in part to their relatively low populations. But nearly ALL States show significant increases in projected spending for FY2010-11 compared to FY2009-10, with the average per child expenditures increasing by two-third, from Rs. 1742 in FY2009-10 to Rs. 2953 in FY2010-11. Clearly, this shows the commitments of all States to fully comply with the requirements of the RTE Act in terms of infrastructure and teachers.



### Expenditures by Category

7.16 MHRD presented data to the Mission showing that expenditures by category (e.g. teacher training, civil works, textbooks, etc.) have generally improved over the past 5 years. However, the Mission noted that there was a decline in expenditures (as a percentage of releases) from FY2008-09 and FY2009-10 for BRCs, CRCs, teacher training, teaching-learning equipment, community training, civil works, research and evaluation, and inclusive education. Similarly, expenditure against available funds for the year 2009-10 on NPEGEL and KGBV indicates that performance has been around the half of the expectations. Out of the total available funds of Rs. 54748 lakhs for NPEGEL, States/UTs spent only Rs. 29626 lakhs only (54%). Similarly, expenditure for KGBVs in States/UTs was just 52% of the available funds of Rs. 99119 lakhs.

7.17 There is urgent need for a state-wise review reasons for low performance and factors so as to take steps to accelerate the pace of expenditure of SSA across all categories. Given that many of these expenditures are particularly focused on efforts to improve quality and equity, the Mission urges all States to plan activities under each expenditure head more carefully, to ensure full execution of funds available.

Gujarat presented to the Mission an excellent model and set of practices in this regard, which is to be commended to all States.

## Action Plans for improvement in Financial Management (FMAP)

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7.18 As a result of the discussion during the January JRM, FMAPs have been developed by each state. Some of these were provided to the JRM for review. The State Plans are a good step to highlight the key FM issues at the state level and to establish certain timelines for completion of activities. However the five plans that were reviewed were a copy of the FMAP prepared by the MHRD with an additional column on the due dates and persons responsible. This is a good start, but to make the plans more effective the MHRD/ TSG need to guide states into preparing a State Specific Action Plan which addresses the unique issue in each state. E.g. the Plans from Bihar and Chattisgarh do not refer to the issues highlighted in their audit reports. Similarly the FMAP from Uttar Pradesh does not consider treatment of advances to be an issue though the same has been highlighted in JRMs/ audit reports. It has been agreed that the next JRM would review progress against the FMAPs of nine large spending states; however states would also need to prepare more specific plans in the interim.

## Teachers Salaries

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7.19 As a follow up to the January 2010 JRM, information on procedure adopted for payment of teachers' salaries in various states was shared with the JRM. Different arrangements exist in various states, however in the majority of the cases funds are being provided to make payments through the treasury systems, which then fall outside the administrative control of the State SSA Society. Since the amounts are significant the SSA Society needs to monitor the end use of these funds. Though responsibility for audit of these funds would primarily lie with the State Auditor General the State Society may be advised to (a) have a detailed documentation of the various steps through which the salaries finally reach SSA teachers (a funds transfer diagram) (b) monitor till what date/ year the same has been audited by the C&AG (c) provide list of such teachers along with details of salaries paid on a quarterly basis to the State A.G. (Audit).

## Internal Audit

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7.20 Status of internal audit as on 31.03.2010 reveals gaps in several States/ UTs. Review of Audit Reports for the year 2008-09 received from the States/ UTs highlights several areas of concern. Major areas of concern are:

7.21 Regularity of internal audit: Internal audits have been completed for 2008-09 in 14 States and some of these States have audits in progress for 2<sup>nd</sup> and 3<sup>rd</sup> quarter of 2009-10. 15 States have audits completed for FY 2009 – 10 as well. However, 3 States have audits pending for two or more years (Tamil Nadu, Nagaland and J&K), Haryana up to 2007-08 (due to non-filling of posts of Audit Staff by Finance Department), Manipur (2008-09 is in progress), Sikkim covered up to 2007, Nagaland (Internal Audit not conducted. CA firm not appointed for Internal Audit), Daman & Diu (CA firm is to be appointed for the internal audit purpose).

## Statutory Audit Findings

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7.22 **Audit reports for 2008-09 have been received for all States. However, audit of Jammu & Kashmir was received during the JRM period, and still requires some modifications to be acceptable.**

7.23 Huge and old unadjusted advances: Normally advances should be 20-30% of expenditure. Advances exceeding the norm, in some cases by nearly 3 times the expenditure, needs examination. Outstanding advances in Bihar as on 31.3.2009 were to the tune of Rs.3032.50 crore against audited expenditure of Rs.1145 crore. Other States with high outstanding advances include Chhattisgarh (Rs.1454 crore), Jharkhand (Rs. 887 crore), and West Bengal (Rs. 815 crore).

7.24 Incomplete audit reports/ Auditor has not provided any opinion (Chandigarh) / Audit opinion unclear (Meghalaya).

7.25 Lack of compliance with audit reports: Old Audit objections are not complied with in some States (Karnataka, Maharashtra). Compliance on Audit Reports is awaited from A & N Island, Andhra Pradesh, Assam, Bihar, Chhattisgarh, Daman & Diu, Goa, Gujarat, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Kerala, Lakshadweep, Madhya Pradesh Maharashtra, Mizoram, Nagaland, Orissa, Punjab, Rajasthan, Sikkim Puducherry, Tripura, Uttar Pradesh, Uttarakhand, West Bengal. Procurement procedures not followed in Kerala, Madhya Pradesh, Jharkhand.

7.26 Some of the prescribed records are not maintained (e.g. fixed Asset Register is not properly maintained in Bihar, Nagaland, Tripura, etc.).

7.27 Audit coverage of VEC's is not indicated or inadequate. Coverage of units in Internal Audit is inadequate in 5 States (Jharkhand, Karnataka, Maharashtra, Uttar Pradesh and West Bengal). BRC/CRC/ VECs not covered by Audit in Maharashtra, Uttar Pradesh.

7.28 Fund releases are treated as expenditure instead of advances. Rs.283 crore releases for civil works in Maharashtra treated as expenditure instead of advances, Rs 304 crore transferred to sub-district level treated as expenditure in Uttarakhand, and Rs. 407.14 crore transfer to VECs & civil works treated as expenditure in Orissa.

Irregular reconciliation with Banks (Bihar, Maharashtra, Madhya Pradesh)

## Staffing and Training

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7.29 Adequate staff and training for financial monitoring at varied levels is a matter of concern in several States. There are 12 States with inadequate staff and 8 of them are among the largest spending States. At SPO level there is deficiency of 64 staff. At DPO level there vacancy of 561 posts, which is a major concern as it affects the quality of financial management. Vacancies (relative to SSA FMP norms) are 54% over all, and in some States it is only 25% to 50% of the required strength (Haryana, J&K, Jharkhand, Madhya Pradesh and Rajasthan).

7.30 Shortages in staffing at the district level have been an area of concern identified during the January 2010 JRM. Vacancy status at that time for eight high spending States was 628 staff at the district level, this has come down to 594. This change is not very significant and therefore this is an area that requires urgent attention. Vacancies may be filled up as per agreed upon State specific staff strength proposed. However the following points are of note.

- The State of Bihar, which has the largest AWPB under the program, has taken the issue of staff shortages very seriously. It is in the process of filling of more than 300 vacancies by utilizing the services of HR agencies. Applications have already been received and the process is expected to be completed by end September 2010.
- MHRD has only recently started to track data on block level accountants. This has been enabled by recent reference in the FMP Manual and the staff in these eight large spending States is now more

than 1100. This will go a long way in increasing internal controls (and strengthen monitoring) at the district/ sub-district levels. However, few of the large States, such as Uttar Pradesh, do not have any block level staff; they need to urgently move in this direction since availability of administrative budget under SSA's management fee (6%) is not a constraint.

The Table below summarizes vacancy status at the district level for large spending States.

State	Rs. In Crores			FMPM Norms (district)	Sanctioned	Posted	Vacancy Against Norms	Vacancy %
	Reported Exp. 08-09	districts (Nos.)	Avg./District					
				a	b	c	d=a-c	e=d/a
Bihar	2264	37	61	148	148	67	81	55%
Jharkhand	1226	22	56	88	66	55	33	38%
Karnataka	898	27	33	108	58	54	54	50%
Madhya Pradesh	1531	50	31	200	100	83	117	59%
Rajasthan	1629	33	49	132	64	44	88	67%
Uttar Pradesh	3315	70	47	280	176	114	166	59%
West Bengal	1244	19	65	76	80	64	12	16%
Chhattisgarh	822	16	51	64	90	21	43	67%
<b>Total</b>				<b>1096</b>	<b>782</b>	<b>502</b>	<b>594</b>	<b>54%</b>

Source: Minutes of 25th meeting of Finance Controllers of States

7.31 Increased financial outlay during the current FY year activity makes it imperative to fill the vacancies immediately to ensure quality of financial management and monitoring as well as compliance with audit reports and IPAI Phase – I and II study observations. If filling of vacancies by staff on deputation is not a viable short-term option, States should explore filling of vacancies by recruiting trained staff from the open market on a contract basis. .

7.32 Further, as part of the review of the minutes of the PAB, the JRM was satisfied to note that the States' attention has been drawn to the shortages of FM staff and commitments taken that vacancies will be filled in as soon as possible. The States include Chhattisgarh, Bihar, Madhya Pradesh, Maharashtra and West Bengal.

### Corrective measures

7.33 Quarterly Review Meetings of Finance Controllers of State Implementation Societies of SSA are a major tool for review and monitoring for effective financial management. The 25<sup>th</sup> QRM of Finance Controllers held in May, 2010 made detailed examination of the status of financial management practices of SSA and provided specific recommendations to the States/ UTs. Important corrective measures include the following:

#### Annual audits

7.34 Annual audits are completed in time by CA firms empanelled by C&AG. . Institute of Public Audit also reviews the financial management & procurement matters related to SSA, NEGEL, KGBV which also makes recommendations for compliance with the required norms.

7.35 It seems that a large number of states are still taking more than the required time to respond to and take corrective action against the issues pointed out in the Annual Audit Reports. The minutes of the

25<sup>th</sup> Finance Controllers meeting point out numerous instances in which States' response to audit reports are overdue from as far back as 2005 – 06 (nine states) to 2007 – 08 (twenty states). A timetable for the same needs to be strictly implemented.

7.36 However on a positive note, the GoI has clarified guidelines and advanced the timetable for receipt of audit reports from the States by one month (end October). Also most of the states (except for three) have already hired statutory auditors for FY 2009 -10 and the audit process is underway. The timeliness of receipt of audit reports is expected to improve.

#### Compliance with IPAI recommendations

7.37 Compliance of several States/UTs with regard to IPAI observations is pending. States/UTs are advised to submit their final ATR to the Ministry for early settlement of observations of IPAI. Compliance for IPAI Phase-I study reports is pending from Chhattisgarh, D & N Haveli, Jharkhand, Meghalaya, Nagaland, Daman & Diu, Goa, HP, Lakshadweep, Andhra Pradesh, Delhi, Punjab, Sikkim, Chandigarh, J & K, Mizoram, and Tripura. Compliance to settle the observations of IPAI Phase-II study reports is pending from most of the States / UTs.

#### Mode of transfer of funds

7.38 There has been considerable improvement in expediting process of funds transfer. Funds transfer from SPO to district level and from there to sub district level has become mostly e-transfer by March 2010. Thirteen States/UTs transferring funds through cheques (A & N Islands, Arunachal Pradesh, Delhi, Goa, Haryana, HP, Kerala, Maharashtra, Manipur, Meghalaya, Sikkim, Tamil Nadu and Tripura) are advised to take measures in consultation with the banks to adapt the mode of e transfer of funds.

#### Web-based monitoring of funds

7.39 Web based monitoring started as on 31st March 2010 in 12 States/ UTs.

#### Revised VEC manual

7.40 States/UTs are advised to revise the VEC manual in accordance with revised FM &P Manual. Karnataka, Mizoram, Uttarakhand and West Bengal have initiated the process accordingly.

## Procurement

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7.41 The JRM had reviewed the progress made by SSA against agreed Procurement Action Plan. Mandating the use of Procurement procedures and value thresholds as prescribed by SSA FM & Procurement Manual is now made applicable from 1 April 2010 through the revisions in the Manual. It was observed that MHRD had initiated development of a prototype for the Procurement MIS and the development is expected to be completed by end of 2010. The progress report also shows training on FM & Procurement issues has been imparted for some VSC members and a manual is being developed for specifically addressing FM & Procurement aspects in the community-based processes. Efforts made by Karnataka, Gujarat and Andhra Pradesh for adapting e-procurement under SSA and the detailed activity wise planning and budgeting by Gujarat presented to the JRM are commendable and best practices that the Mission recommends other States to follow.

7.42 JRM recommends the following for focused attention in the next six months:

- Developing and rolling out the Procurement MIS, to ensure that the new provisions of FMP Manual are implemented by all States and districts. It is important to keep the monitoring indicators to the minimum levels and the Procurement MIS will serve its purpose if the same can be integrated with

the PMIS. JRM considers it will be appropriate for MHRD/TSG to organize a discussion of the same during the quarterly meeting of FM Controllers;

- Communicating the significance of Procurement Plans and the benefits an effective plan and its monitoring can result for implementing various components of program at State and district levels. As observed, neither the e-procurement efforts of Karnataka nor the detailed activity wise planning and budgeting done by Gujarat integrate procurement plans in their respective process. Many States are yet to finalise and up link their procurement plans to their websites. The Mission recommends that MHRD include this in its engagement with Financial Controllers;
- In many of the States, large value items like free textbooks and computer and other IT equipment procured through State corporations and with the changes in FMP Manual provision, it is important to monitor these high value procurements. Concerns on quality of paper used and the procurement process are raised by various JRMs and others. Bihar has launched significant initiative of carrying out a quality audit of the textbooks printed under SSA. ***The JRM recommends that MHRD and several large spending SSA States (on a sample basis) conduct a study comparing textbook paper specifications in bid documents issued recently by State Textbook Corporation in a given year with actual textbook paper supplied and used in textbooks distributed to students the following year, to examine whether paper specifications were fully complied with.***
- Asset registration at the point of use needs further revamping and there is a need to include monitoring indicators about existence and maintenance of Stock and Asset Registration at every point of use. ***JRM recommends that a special effort is made in all States, district and BRC/CRC levels in the next six months for updation and registration of all assets up to 31 March 2010, at least for those larger items (e.g. computers, beds, furniture) which are most susceptible to being used for other purposes outside of SSA.***

• Annex to Financial Management Section

**Summary Budget Analysis (Entire Program) of SSA for FY2009-10, in Rs. Lakhs**

Sl. No	Name of State	AWP&B (2009-2010)	Opening Balance	Releases by GOI	Releases by States	Reported Expenditure	AWP&B for Next Year (2010-2011)	% increase from 2009-10
1	A & N Island	1351.2	142.96	412.44	540	853.6	1214.23	42.25
2	Andhra Pradesh	117776.05	20715.64	38569.9	10885.05	72257.35	173614.38	140.27
3	Arunachal Pradesh	16829.74	2447.61	11438.08	1300	12427.88	21105.29	69.82
4	Assam	60473.68	4733.22	47480	8437	50780.6	72656.68	43.0796
5	Bihar	429454.52	133766.97	121739.06	98493.03	216993.72	538073.51	147.9673
6	Chandigarh	2757.21	851.7	1100.72	804	2063.43	3751.27	81.8
7	Chattisgarh	112332.12	22130.63	54892.82	37018.09	96340.63	176702.35	83.41
8	D & N Haveli	1167.27	419.66	350.18	145	631.1	1253.88	98.68
9	Daman & Diu	468.65	62.48	169	187.46	324.15	570.79	76.09
10	Delhi	5832.54	588.14	3088.62	1500	3684.61	7669.95	108.16
11	Goa	1902.28	729.23	550.58	456	1440.19	1943.87	34.97
12	Gujarat	55496.04	20876.71	20031.73	14790	40071.5	86272.97	115.3
13	Haryana	59800.66	8034.06	27600	18400.01	45540.04	69148.2	51.84
14	Himachal Pradesh	16640.83	2789.45	8608	5738.67	14721.85	24464.86	66.18
15	J & Kashmir	76109.92	3041.99	37363.27	18051	54869.7	99037.15	80.5
16	Jharkhand	156494.59	35317.74	70940.22	44820	119946.99	176287.32	46.97
17	Karnataka	96104.84	39125.28	44220	29192.49	83028.85	128730.59	55.04
18	Kerala	21265.41	3446	11989.5	7241.52	19233.33	30650.82	59.36
19	Lakshadweep	291.63	48.76	143.8	116.63	239.37	385.88	61.21
20	Madhya Pradesh	221654.41	29425.43	113249	69300	194011.77	323583.2	66.79
21	Maharashtra	119386.51	22171.36	56432	38400	107883.64	168215.11	55.92
22	Manipur	5285.52	696.53	1500	587.28	2323.85	12916.76	455.83
23	Meghalaya	19815.72	4642.25	9383	1855.24	12093.67	27674.01	128.83
24	Mizoram	8490.82	-95.78	7857.8	750	8254.46	8492.25	2.88
25	Nagaland	6544.08	499.83	4913	654.4	5439.51	17071.93	213.85
26	Orissa	139902.89	27503.72	63061.6	41390.58	112011.89	170704.05	52.4
27	Pondicherry	1246.36	143.52	669.96	520	1124.64	1423.59	26.58
28	Punjab	36911.78	3273.41	20044	17701.29	36772	47865	30.17
29	Rajasthan	224062	17400.19	127124	67000.16	199893.55	287571.81	43.86
30	Sikkim	2456.41	475.11	1736	105.74	2040.9	3989.8	95.49
31	Tamil Nadu	86230.9	4564.95	48366	31551.01	78267.24	121162.67	54.81
32	Tripura	11172.5	658.81	7473	969.83	8992.52	15606.55	73.55
33	Uttar Pradesh	387025.27	55697.32	196011.9	135316.05	335048.8	492423.42	46.97
34	Uttarakhand	33057.31	4520.92	16006.29	9866.47	27187.02	43094.52	58.51
35	West Bengal	219373.23	24157.6	104142	63055.43	162497.49	369830.79	127.59
<b>TOTAL</b>		<b>2755165</b>	<b>495003</b>	<b>1278657.5</b>	<b>777139.4</b>	<b>2129291.8</b>	<b>3725159.45</b>	74.95
<b>National Component</b>								
	Ed.CIL	1670	-183.7	1853.7	0	1189.39	2054.76	-100
	NCERT	130.12	-10.32	65	0	34.77	336.21	866.95
	NUEPA	15.49	0.15	15.34	0	6.67	17.60	-100
	IGNOU	195.62	41.57	175.12	0	131.8	256.51	-100
<b>TOTAL</b>		<b>2011.23</b>	<b>-152.3</b>	<b>2109.16</b>	<b>0</b>	<b>1362.63</b>	<b>336.21</b>	-75.33
Grand Total		2757176.1	494851.1	1280766.63	777139.43	2130654.47	3728110.7	74.1

Sarva Shiksha Abhiyan (SSA)					
Comparison of Closing Balance on 31.3.09 as per Audit Reports and Opening Balance on 1.4.09 as per FMR					
Rs. In lakhs					
S. No.	Name of State	Closing Balance on 31.3.09 per Audit Report for 08-09	Opening Balance on 1.4.2009 per FMR for 09-10	Difference	Note
		a	b	c=a-b	
1	A & Nicobar Island	142.96	142.96	-	
2	Andhra Pradesh	20,715.64	20,715.64	-	
3	Arunachal Pradesh	1,848.17	2,447.61	(599.44)	advances Rs. 662.34 lakhs
4	Assam	4,733.22	4,733.22	-	
5	Bihar	133,766.97	133,766.97	-	
6	Chandigarh	851.70	851.70	-	
7	Chattisgarh	20,157.81	22,130.63	(1,972.82)	
8	Dadar & Nagar Haveli	419.65	419.66	(0.01)	
9	Daman & Diu	62.48	62.48	-	
10	Delhi	588.15	588.14	0.01	Closing balance includes grant receivable from MHRD Rs. 500 lakhs
11	Goa	729.23	729.23	-	
12	Gujarat	22,832.40	20,876.71	1,955.69	
13	Haryana	13,147.08	8,034.06	5,113.02	
14	Himachal Pradesh	3,296.67	2,789.45	507.22	
15	Jammu & Kashmir	report not available	3,041.99	-	
16	Jharkhand	62,436.30	35,317.74	27,118.56	
17	Karnataka	26,870.65	39,125.28	(12,254.63)	advances 12254.4 lakhs
18	Kerala	1,210.65	3,446.00	(2,235.35)	advances 2351.66 lakhs
19	Lakshadweep	48.76	48.76	-	
20	Madhya Pradesh	29,182.21	29,425.43	(243.22)	
21	Maharashtra	22,171.36	22,171.36	-	
22	Manipur	1,191.24	696.53	494.71	
23	Meghalaya	4,642.25	4,642.25	-	
24	Mizoram	(95.78)	(95.78)	-	
25	Nagaland	499.83	499.83	-	Does not include balance at DMA
26	Orissa	23,258.77	27,503.72	(4,244.95)	total advances 4618.81
27	Pondicherry	119.51	143.52	(24.01)	
28	Punjab	3,273.41	3,273.41	-	
29	Rajasthan	17,397.53	17,400.19	(2.66)	
30	Sikkim	473.60	475.11	(1.51)	
31	Tamil Nadu	4,564.95	4,564.95	-	
32	Tripura	658.81	658.81	-	
33	Uttar Pradesh	33,147.56	55,697.32	(22,549.76)	advances 22355.18 lakhs.
34	Uttarakhand	4,371.58	4,520.92	(149.34)	advances 149.34 lakhs
35	West Bengal	24,157.60	24,157.60	0.00	
TOTAL		858,032.16	495,003.40	363,028.76	
National Component					
	Ed.CIL		(183.70)	183.70	
	NCERT		(10.32)	10.32	
	NUEPA		0.15	(0.15)	
	IGNOU	41.57	41.57	-	
	NIAR				
	NIC				
TOTAL		41.57	(152.30)	193.87	
Grand Total		858,073.73	494,851.10	363,222.63	

**Twelfth Joint Review Mission of SSA  
(19<sup>th</sup> – 30<sup>th</sup> July, 2010)  
Terms of Reference (TOR)**

**1. Introduction**

1.1 Sarva Shiksha Abhiyan (SSA) is a flagship programme of the Government of India to attain Universal Elementary Education (UEE) in the country in a mission mode. 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 years age group by 2010. The programme is characterised by decentralised context-specific planning and a process based time-bound implementation strategy for improving quality of education.

1.2 The objectives of the programme are as follows:

- i. All children in school, Education Guarantee Centre, Alternate School, 'Back-to-School' camp.
- ii. Retention of all children till the upper primary stage by 2010.
- iii. Bridging of gender and social category gaps in enrolment, retention and learning.
- iv. Ensuring that there is a significant enhancement in the learning achievement levels of children at the primary and upper primary stage.

1.3 SSA is a national programme largely funded through national resources with limited external funding by Development Partners (DPs) - World Bank's International Development Association (IDA) and European Commission (EC), in the second phase of their funding from the year 2007-08 to 2009-10. Additional funding for the implementation of SSA upto 30.9.2012 has been finalized with World Bank. The additional funding with European Union and United Kingdom's Department for International Development (DFID) is under process. The programme provides for intense monitoring mechanisms including provision for bi-annual Review Missions in the months of January and July each year. Whereas the January Mission undertakes State visits, the July Mission is a desk review Mission. Eleven Review Missions have so far been held.

1.4 **The Twelfth Joint Review Mission (JRM) of Sarva Shiksha Abhiyan, is scheduled from 19<sup>th</sup> to 30<sup>th</sup> July, 2010.** The Mission will be led by GoI.

**2. Mission Objectives and guiding principles**

2.1 The main objective of the JRM is to review the status of progress and also to consider issues related to programme planning, implementation, monitoring and evaluation, including financial management/procurement capacity of States with respect to programme objectives.

2.2 The guiding principle is one of a Learning Mission: (a) learning of progress made against agreed indicators and processes as well as (b) cross sharing of experiences that highlight strengths and weaknesses with a view to strengthening implementation capacities.

2.3 The Mission will carry out a comprehensive review of information received regarding:

- (i) Annual work plan and budget approvals and fund releases to the States/UTs for FY 2010-11;
- (ii) Annual progress on agreed indicators included in the Results Framework;

- (iii) FMRs for 2009-10, audited accounts for 2008-09 and GoI budget allocations for SSA for 2010-11;
- (iv) Status of implementation of safeguard policies both social and environmental.
- (v) Six monthly reports from monitoring agencies which are expected to provide more qualitative information and
- (vi) Progress made on TC fund implementation.

### 3. MISSION PLAN

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

3.2 **Four thematic discussions would be organized as part of the Mission,** in which GOI, State SPDs, National resource institutions and Monitoring Institutes will participate.

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

### 4. TIME FRAME

The JRM would take place between July 19<sup>th</sup> (Monday) to July 30<sup>th</sup> (Friday), 2010. The schedule is as follows:

19 <sup>th</sup> July 2010 (Monday) 10:00 to 05:30 pm	Overview of SSA activities : Key developments and initiatives Mission work including analysis of documents by Mission team
20 <sup>th</sup> July 2010 (Tuesday) 10:00 to 05:30 pm	Thematic Discussion on Social Access and Equity
21 <sup>st</sup> July 2010 (Wednesday) 10:00 to 05:30 pm	Thematic Discussion on Retention and Attendance
22 <sup>nd</sup> July 2010 (Thursday) 10:00 to 05:30 pm	Thematic Discussion on Quality and Improvement in Learning levels
23 <sup>rd</sup> July 2010 (Friday) 10:00 to 05:30 pm	Thematic Discussion on Quality (Contd.) Thematic Discussion on Quality and Civil Works
24 <sup>th</sup> July, 2010 (Saturday) 10:00 to 05:30 pm	Thematic Discussion on Financial Monitoring Thematic Discussion on Monitoring and DISE
25 <sup>th</sup> July (Sunday) to 27 <sup>th</sup> July (Tuesday) 2010	Writing of Report / Aide Memoire
28 <sup>th</sup> July 2010 (Wednesday)	Pre-wrap up meeting
29 <sup>th</sup> July 2010 (Thursday)	Reflections on Aide-Memoire and finalization of Report
30 <sup>th</sup> July 2010 (Friday)	Wrap up / Report presentation to GOI

**12<sup>th</sup> JRM – List of Mission Members**

1. Prof. Krishna Kumar
2. Mr. M. Bharath Bhushan
3. Ms. Vimala Ramachandran
4. Ms. Anuradha De
5. Ms. Ratna M. Sudarshan
6. Mr. Suresh Vaidya Rajan

**European Commission**

7. Ms. Hanotier Frederique

**DFID**

8. Ms. Aashti Zaidi Hai
9. Mr. Colin Bangay

**World Bank**

10. Mr. Sam Carlson
11. Ms. Shabnam Sinha
12. Ms. Deepa Sankar

## Annex II: Monitoring Results Framework

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
<b>Goal I : All children in School / EGS centers / Alternative and Innovative Education Centers</b>								
1	Number of children aged 6-14 years not enrolled in School	8.1 million children estimated to be out of school (Independent sample study by SRI-IMRB, 2009)	Reduction in the number of OOSC by at least 1.5 million	2.87 million (PMIS based on household survey)	Annual PMIS Report disaggregated by States.  Independent Sample Survey on out of school children in 2011-12; Disaggregated by States / Gender / Rural / Urban and Social Categories of SC / ST/ OBC / Muslim Minorities/CWSN	Household Data and updated village and ward register  Independent Sample study instruments	States and districts  Independent agency	<ul style="list-style-type: none"> <li>▪ Reduced from 32 million (Census 2001) to 8.1 million (Survey 2009)</li> <li>▪ Declined from 28.5% (2001) to 4.2% (2009)</li> <li>▪ Highest # of OOSC in UP (2.8 M), Bihar (1.3 M), Rajasthan (1 M), West Bengal (0.7 M), Orissa (0.4 M)</li> <li>▪ Highest reduction in OOSC between 2005 and 2009 registered among ST and Muslims</li> </ul>
2	Number of children enrolled in schools	134.1 million at primary stage (DISE 2007-08)  50.9 million at upper primary stage (DISE 2007-08)  6.48 million in EGS/AIE (PMIS)	Increase in enrolments to commensurate with the decline in OOSC	131.7 million (DISE: 2009-10)  54 million (DISE 2009-10)	Annual DISE Report disaggregated by States, gender, SC, ST and Muslim.	DISE	NUEPA	<p>DISE 2009-10 is Provisional data. State wise disaggregation is needed to see where the enrolment is stabilized or standardized to the relevant age population</p> <p>Upper primary enrolments are larger than what is reported in DISE as many States where Grade VIII is with Secondary has not reported it.</p>
3	Number of States with PS:UPS >2.5:1	15 (DISE 2007-08)	Reduce the number to 12	9 states	Annual DISE data	DISE	NUEPA	<ul style="list-style-type: none"> <li>• Need to re-look at the indicator as the number of sections in entry grade of upper primary to be sufficient to accommodate all primary graduates;</li> <li>• Ideally, the ratio of primary: Upper primary enrolment should be 5:3 or 63% primary and 37% upper primary (reflecting the number of grades, and with mild reduction in</li> </ul>

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
								subsequent grades). However, currently, it is 5:2 or 71% in primary 29% in upper primary
4	Number of children with special needs (CWSN) enrolled in school/ alternative system including home based edu.	<b>2.5 million</b> (2008-09: PMIS Report from Inclusive Education for Disabled Unit)	Increase/ maintain enrolment to commensurate with the CWSN identified	<b>2.78 million</b> (2009-10: PMIS form IE unit)	Annual PMIS Report on IE	PIMIS for IE	States and Districts	Identification of CWSN has improved from 2.6 million in 2007-08 to 3 million by 2009-10, of which 91% are covered by education now
5.	Decline in the shortage of number of classrooms	3,00,494 additional classrooms required (11 <sup>th</sup> Plan estimates - 2009)	Cumulative Additional classrooms targeted till 2009-10 is 1105797	Cumulative Additional Classrooms completed till March 2010 is 916946 (69793 between December 2009 and March 2010)	Annual PMIS Report on civil works disaggregated by States	PMIS Reports from civil works unit	States & Districts	<ul style="list-style-type: none"> <li>• Increase of 3.9 Lakh classrooms reported in DISE between 2007-08 and 2009-10, of which 1.16 lakh is between 2008-09 and 2009-10 (estimated using number of schools multiplied by average no of classrooms)</li> <li>• 1.72 lakh new additional classrooms in 2010-11 sanctioned</li> <li>• In the context of RTE which prescribes one classroom per teacher, and a PTR of 30:1 instead of 40:1, the estimations of shortfall in classrooms is going to increase</li> </ul>
<b>Goal II : Bridging gender and social category gaps</b>								
6	Girls, as a share of students enrolled at Primary and Upper Primary level	Share of girls in primary schools is 48.22% (Share of girls in population of 6-10 is 47.90%) Share of girls in upper primary schools is 46.99% (Share of girls in population of 11-13 is 47.40%)	Share of girls in primary school reflects their share in population Share of girls in primary school reflects their share in population	48.38% in 2008-09 & 48.44% in 2009-10 47.58% in 2008-09 and 48.04% in 2009-10	Annual DISE Report disaggregated by States	DISE	NUEPA	<ul style="list-style-type: none"> <li>• Gender parity index at primary is 0.94 in 2009-10</li> <li>• Gender parity index at upper primary is 0.92</li> <li>• Girls' share in total OOSC is still larger than their share in population</li> </ul>
7	Enrolments of Scheduled Castes & Schedule Tribe	Share of SC children In Primary Schools is 19.17% (Share of SC in population	Share of SC children in primary reflects their share	19.98%	Annual DISE Report disaggregated by gender and by States	DISE	NUEPA	<ul style="list-style-type: none"> <li>• As in the case of girls, share of SC and ST in total OOSC still continues to be</li> </ul>

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
	children reflect their shares in 6-14 age group population in Primary and Upper Primary Schools	of 6-10 is 17.60%)	in population					<p>more than their share in population</p> <ul style="list-style-type: none"> <li>Higher shares SC and ST in enrolments reflect more on the issue of proportionately more over and under age population from these groups attending primary and upper primary grades compared to other social groups</li> <li>Decline in the shares of SC and ST in enrolments from 2007-08 shares shows improving age appropriate enrolments in these groups</li> </ul>
		Share of SC children in Upper Primary Schools is 20.08% (Share of SC in population of 11-13 is 17.10%)	Share of SC children in upper primary reflects their share in population	19.14%				
		Share of ST children in Primary Schools is 11.60% (Share of ST in populn of 6-10 is 9.34%)	Share of ST childn in primary reflects their share in pop	11.55%				
		Share of ST children In upper Primary Schools is 9.23% (Share of ST in population of 11-13 is 8.56%)	Share of ST children in upper primary reflects their share in population	9.45%				
<b>Goal III: Universal Retention</b>								
8	Transition Rates from primary to upper primary	81.13% (DISE 2007-08)	Improve it to at least 82%	83.04%	Annual DISE Report disaggregated by States, gender, SC, ST and Muslims	DISE	NUEPA	<ul style="list-style-type: none"> <li>Better transition rates among girls- 83% compared to boys (82.6%)</li> <li>Average Annual drop out rate at primary level is 9% (9.3% among boys and 8.8% among girls)</li> <li>Retention rate for boys is 73.5% compared to 75.24% for girls</li> <li>114 low retention districts notified as SFDs for 2010-11</li> </ul>
9	Retention at Primary level	73.7% (DISE 2007-08)		74.92%				
10	Retention at Elementary Level	38.37% (For States where Elementary Stage is Class I – VIII)  56.35% (For States where Elementary Stage is Class I- VII)	Improve it to at least 40%  Improve it to at least 52%	44.36%  71.48%				
11	Gross Completion Ratio <sup>8</sup>	Primary level: 90.23% (DISE 2007-08)  Upper Primary level: <b>58%</b> (2007-08)		Primary level: 96.3% (DISE 2009-10) Up primary: <b>59%</b> (2008-09)	Annual DISE Report disaggregated by States, gender, SC, ST and Muslims	DISE	NUEPA	Need further analysis using various sources like NSS

<sup>8</sup> Gross Completion Rate is defined as the number of children who attended / completed Grade V / VIII as a proportion of the child population in the relevant age group (11 years for primary and 14 years for upper primary)

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
12	Improvement in % schools with drinking water facility	86.75% (DISE 2007-08)		91.42% (Pry) 92.54%(All) <b>(DISE 09-10)</b>	Annual DISE Report disaggregated by States	DISE	NUEPA	<ul style="list-style-type: none"> <li>• More than the availability of facilities, the functionality of the facilities and their use is more important.</li> <li>• Only 34.5% of all schools have functional common toilet</li> <li>• Only 43% schools have functioning girls' toilet</li> </ul>
13	Improvement in the % of schools with common toilets	62.67% (DISE 2007-08)		54.30%(Pry) 54.47%(All) <b>(DISE 09-10)</b>	Annual DISE Report disaggregated by States	DISE	NUEPA	
14	Improvement in the % of schools with separate toilets for girls	Primary level: 40% (DISE 2007-08) Upper primary level: 60% (DISE 2007-08)		Primary level: 50.72%  58.56%(All) <b>(DISE 09-10)</b>	Annual DISE Report disaggregated by States	DISE	NUEPA	
<b>Goal IV: Education of Satisfactory Quality</b>								
<b>15</b>	<b>Provision of quality inputs to Improve Learning levels</b>							
(i)	Teacher Availability	Pupil Teacher Ratio at Primary Level is 34:1 and at Upper Primary level is 31:1	Maintain PTR below 40:1	PTR at primary: 33:1 PTR at U Pry: 33:1	Annual DISE Report disaggregated by States	DISE	NUEPA	<ul style="list-style-type: none"> <li>• Till December 2009, 10.30 lakh teachers recruited (out of 12.8 lakh sanctioned)</li> <li>• high vacancies exist in Bihar (100696), MP (18696), WB (45614) Rajasthan (21013) and UP (26736)</li> <li>• 1.3 lakh new teachers sanctioned for 2010-11</li> <li>• Of this, 59,000 teachers for primary schools</li> <li>• 36,000 for UPS (24,000 Maths &amp; Science teachers).</li> <li>• The sanctions posts are mostly in WB (46362), UP (25765), Bihar (12413), Assam (10118).</li> <li>• In the context of RTE, with revised PTR norms, the "shortfall" is going to increase</li> </ul>
		States with average PTR > 40 at Primary level is 4	Reduce the states with high average PTR >40 to 3	Number of States with PTR>40 is now 3				
		States with average PTR > 40 at Upper Primary level is 4	Reduce the states with high average PTR >40 to 3	Number of States with PTR>40 continues to be 4				
		Districts with PTR>40 are 151 at elementary level		Number of districts with PTR>40 is now only 130				
		Shortfall of number of Teachers (Baseline – 3.2 lakh teachers; PIMS 2009-10)						

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
ii	Availability of Teaching Learning Materials	98% of eligible students received free text books	All eligible students to receive free text books in time	99% (Quarterly Progress Report, 2010)	Annual PMIS Reports disaggregated by States Sample District Reports - six monthly	Program MIS	States and Districts	
		93% of teachers received TLM grant  (PMIS 2008-09)	Improve the proportion of teachers receiving TLM grant to at least more than 95%	95% (Quarterly Progress Report, 2010)	Annual QMT Report disaggregated by States Annual PMIS Reports disaggregated by States	QMT Report  Program MIS	NCERT  State and districts	
		Percent of schools using material in addition to textbooks such as workbooks / worksheets (Baseline :AWP&B 2010-11)		75 to 100% in 27 states/UTs and 50 to 75% in 8 states/UTs	Sample District Report - six monthly	MIs Sample District Report	MI	
16	<b>Process Indicators on Quality</b>							
i	Training							
(a)	Teachers	78% Teachers received in-service training against annual target	Improve this to 80%	86%	Annual PMIS Reports disaggregated by States	Program MIS	States and Districts	States with <80% targets of in-service training were UP, Bihar, J&K, Jharkhand, West Bengal etc Target for 2010-11 is to provide in-service training to <b>3.95</b> million teachers
(b)	Administrators	Training of Educational Administrators from State to Block level			Annual PMIS Reports disaggregated by States	Program MIS	States and Districts	
(c)	Community training	Development of training Modules focusing on School Development Plan		1. The TSG, MHRD is planning to organize a National level training cum workshop for the State level resource persons on effective preparation of school development plans.	Annual PMIS Reports disaggregated by States	Program MIS	States and Districts	

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
				2. The no. of training days has been increased from 2-6 and most of the States are planning to train the community leaders/ SMC members on formulation of School development plan.				
		Number of VEC/SMC/PTA members trained (4 million) (2008-09 : PMIS)		3837353 % Achievement 80.44%				
(ii)	Teacher Support & Academic Supervision	BRCs undertaking residential teacher training on monthly basis		99% BRC and 99% CRC are functional As per study conducted by TSG-the finding reveals that the mean number of visit made by BRCC ranged from as high as Himachal Pradesh as 11.9 to as low as 0.3 in Mizoram	Annual PMIS Reports disaggregated by States	Program MIS	States and Districts	
		Number of school visits undertaken by BRC/BRPs during previous year (Baseline as per State plan)		Average no. of visit per school by BRCs Assam-3.2, Haryana-3.1, Himachal-11.9, J&K-3.8, Jharkhand-3.9, Karnataka-0.8, Kerala-2.6, MadhyaPradesh-2.6, Mizoram-0.3, Orissa-6.5, Punjab-4.5, Rajasthan-2.2, U.P.-3.3, West Bengal-11.4	Sample District Report - six monthly	MIs Sample District Report	MI	

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
		Number of school visits undertaken by CRC / CRP during previous year		Average no. of visit per school by CRCs Assam-18.2, Haryana-6.3, HP-6.6, J&K-5.2, Jharkhand-12.8, Karnataka-5.7, Kerala-0.8, MP- 17.3, Mizoram-6.0, Orissa-13.3, Punjab-3.2, Rajasthan-12.1, U.P.-7.7, West Bengal-19.3	Sample District Report - six monthly	MIs Sample District Report	MI	
		96% CRC and 100% BRC are functional.		99% BRC and 99% CRC are functional	QMT /PMIS – Annual Independent study in 20011-12 on effectiveness of BRC/ CRC in academic support, extent on-site support Quantum of training given by BRC/CRC	QMT Report/PMIS  Independent sample study commissioned by GOI for select major States	NCERT/ States and District	
iii	Classroom processes	Time-on-Task study undertaken in 2007-08 in selected major States on time spent in classrooms on teaching/learning activities		Eight states proposed to conduct the time-on-task study during 2010-11 the related training program will conducted in Aug 2010	Independent study in 2011-12 in select states on time spent in classrooms on teaching/ learning activities	Independent sample study commissioned by GOI for select major States	Department of SE&L, GoI	
iv	Students Learning Assessment	Number of States Moving to Continuous and Comprehensive Evaluation (CCE)	50% States to move to CCE	22 States/UT have initiated efforts towards CCE, 5 states/ UTs plan to undertake initiatives 8 states/UTs have not taken any concrete initiatives	Annual PMIS Reports disaggregated by States	PMIS program	States and Districts	

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
V	Attendance Rates							
a	Student	Student Attendance at primary and upper primary  Sample study (Baseline from 2009-10 Study) - to be available by July 2010	Improvement in student attendance by 2 percent point from baseline	Students attendance between <b>96% to 100%</b> :6 States <b>91% to 95%: 6 States</b> <b>86% to 90%: 8 States</b> <b>80% to 85%: 3 States</b> < <b>80%: 6 States</b>  No information for 9 states/UTs as per QMT	Annual QMT Reports disaggregated by States  Sample District Report - six monthly  Independent Sample Study on student attendance to be repeated in 2009-10 & then in 2011-12	QMT Reports  MIs Sample District Report  Independent Sample Study commissioned by GOI.	NCERT  Department of SE&L, GoI	
b	Teacher	Teacher Attendance at primary and at upper primary  (Baseline from 2009-10 Study) – To be available by July 2010	Increase in Teacher Attendance to 85% at both primary and upper primary level	As per study conducted by TSG- for teacher average attendance rate was 81.7% and 80.5% respectively in primary and upper primary levels; Latest data not available	Annual PMIS Reports disaggregated by States  Independent Sample Study on teacher attendance to be repeated in 2009-10 & then in 2011-12	Program MIS  Independent sample study commissioned by GOI.	States and Districts  Department of SE&L, GoI	
17	<b>Accountability to the Community</b>							
i	SMCs to have 3/4 members from parents and at least 50% members would be women (Baseline: AWP&B 2011-12)				Sample District Report - six monthly	MIs Sample District Report	MI	

S. No	Outcome Indicators	Baseline	2009-10 Targets	2009-10 Actual	Frequency and Report	Data Collection Instruments	Responsibility for Data Collection	Remarks
ii	% of SMCs prepared School Development Plans (Baseline as per AWP&B 2011-12)				Sample District Report - six monthly	MIs Sample District Report	MI	
18	<b>National student achievement level outcomes</b>							
	Learning levels for class III							
	Learning levels for class V		Round III for Class V in 2009-10	Round III has been conducted and administered; data analysis underway; Report to be ready by January 2011				Round III using the revised sampling methodology, test items and IRT methodology
	Learning levels for class VII / VIII							

**Annex 3: Status Of Environmental Assessment Carried Out**

Sl.No.	State	Status upto	Name of Agency involved in the Assessment
1.	Andhra Pradesh	31-03-2010	1/3 <sup>rd</sup> district Environmental plan is completed
2.	Arunachal Pradesh	31-12-2009	Carried out by SSA engineer
3.	Assam	31-03-2010	84% schools have been completed
4.	Bihar	31-03-2010	Assessment is likely to be completed by 30.06.10
5.	Chhattisgarh	31-12-2009	Work out by Headmaster, BRCC, DPC, and Technical Consultant.
6.	Goa	30-03-2010	Assessment is being completed
7.	Gujarat	31-03-2010	Started and 1/3 <sup>rd</sup> of the government schools will be compilation is under process
8.	Haryana	31-03-2010	Process of data collection will be completed in may
9.	Himachal Pradesh	31-03-2010	35% of schools have been covered
10.	Jammu & Kashmir	31-03-2010	Work is being carried out Departmentally. In progress at school level, schedule given to district for compilation by October, 2009
11.	Jharkhand	31-03-2010	Work is in progress
12.	Karnataka	31-03-2010	Data entry work is in progress.
13.	Kerala	31-03-2010	Data collected from school by SSA and a software for consolidation is developed in the state. The data entry is the software is in progress and the report may be complied by within two months.
14.	Madhya Pradesh	31-03-2010	60% completed
15.	Maharashtra	31-03-2010	Survey of 33% school have been completed
16.	Manipur	30-09-2009	May be taken up from in-house engineers
17.	Meghalaya	31-12-2009	Collection is in progress
18.	Mizoram	31-03-2010	88.13% work completed.
19.	Nagaland	31-03-2010	Not started
20.	Orissa	31-03-2010	8810 Nos of schools have been covered & other are in progress
21.	Punjab	31-03-2010	Study has been completed. Completion is under process
22.	Rajasthan	31-03-2010	State report is under process.
23.	Sikkim	31-03-2010	The Clusta Resume center Coordination (CRCC) of BRCC at Block administration center (BAC) is conducting the environmental assessment.
24.	Tamil Nadu	31-03-2010	VECs involved with assistance of block personnel. Completed in all districts
25.	Tripura	30-09-2009	Out of 4 districts 2 district have completed assessment of about 50% of the school in the district. Balance districts are working on it.
26.	Uttar Pradesh	31-03-2010	Work is in progress
27.	Uttarakhand	31-03-2010	Yes for general observation/suggestion and other information regarding TPE and quality assurance of CW. Under SSA has been made available in the website: <a href="http://www.cbri-ssa.com">www.cbri-ssa.com</a>
28.	West Bengal	31-03-2010	Started in all districts work has been started and compilation of data is going on sample given in CD.

Sl.No.	State	Status upto	Name of Agency involved in the Assessment
29.	A & Nicobar Islands	30-09-2009	Yet to be started Nobody attended the 18 <sup>th</sup> review meeting, however information furnished
30.	Chandigarh	31-03-2010	Completed
31.	Dadra & Nagar Haveli	31-03-2010	PWD Deptt. Survey is in progress
32.	Daman & Diu	30-09-2009	Not prepared so far
33.	Delhi	31-03-2010	Out of 10 school buildings constructed by SSA in r/o 04 schools completed. The remaining work will be done in next year.
34.	Lakshadweep	31-01-2009	Nobody attended the 18 <sup>th</sup> review meeting and latest information not furnished
35.	Pondicherry	31-03-2010	PWD special building division

Note: The highlighted states have not furnished the information and the information shown relates to the details furnished in the previous meeting held in Scope Complex, New Delhi. Remaining states have furnished the details and have been updated based on the information furnished in the 19<sup>th</sup> review meeting held on 17-18<sup>th</sup> May, 2010 at Hotel Pumposh, Srinagar, Jammu & Kashmir to review the progress of civil works and teacher recruitment under SSA.