SARVA SHIKSHA ABHIYAN (SSA)

10th Joint Review Mission of Sarva Shiksha Abhiyan
Government of India

(20th to 31st July, 2009)

Aide Memoire

List of Abbreviations and Acronyms

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
Tenth Joint Review Mission, 20th to 31st July 2009
Aide-Memoire

1. Introduction

1.1 *Sarva Shiksha Abhiyan* (SSA) is a comprehensive and integrated flagship programme of the Government of India (GoI), to attain Universal Elementary Education (UEE) in the country in a mission mode. Launched in partnership with the State Governments, SSA aims to provide useful and relevant education to all children in the age group of 6-14 years by 2010. The four SSA Goals are as follows:

i. Enrolment of all children in school, Education Guarantee Centre, Alternate school, 'Back-to-School' camp by 2005.
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 significant enhancement in the learning achievement levels of children at the primary and upper primary stages.

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

1.3 The first JRM was held in January - February 2005. This Mission is the Tenth JRM of SSA and was held from 20th to 31st July 2009. The Terms of Reference (ToR) for the Mission and details of the Mission composition are attached at Appendix 1. This Review is based on a study of available documents and discussions with National and State level functionaries that have been held in Delhi during the course of the JRM.

1.4 The Mission records its deep appreciation of the support received from the Department of School Education and Literacy, GoI, the Technical Support Group, national institutions and the State Governments in making available documents, providing insightful presentations and discussing issues in a transparent and candid manner.

Mission Objectives

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

1.6 The 10th JRM for SSA included a desk review of key documents, internal Mission discussions, discussions with MHRD representatives, representatives of national institutions and representatives of States, presentations and report writing. The Mission appreciates the presentations from Mahila Samakhya, Monitoring Institutes, the PROBE II team, NGOs and

other institutions. The Mission comprised twelve members, with 6 members, including the Mission Leader, from the Government of India, and 6 members from the Development Partners (DP) – 3 members from the World Bank, 2 members from DFID and 1 member from the E.C.

2. Perspective and Overview

2.1 The Mission has noted the progress made towards all the four goals with considerable satisfaction. Given the mature stage at which SSA now is, the Mission views Goal 4 as an integral aspect of Goal 1. In any case, the last few JRMs have emphasized the importance of quality as an aspect of equity, and both MHRD and the States have paid increasing amounts of attention to quality in the recent past. The overarching nature of Goal 4 was felt during the 10th JRM's deliberations over matters pertaining to Goal 2 and 3 as well. Hence, the Mission's perspective foregrounds quality as a concept informing the progress towards all other goals in the current phase of SSA.

2.2 The Mission has also taken note of the fact that SSA will soon be expected to respond to the situation arising out of the approval of children's Right to Elementary Education. In addition, SSA faces the challenge of ensuring the institutionalization of its processes and gains, especially because these are likely to shape the progress of secondary education under Rashtriya Madhyamik Shiksha Abhiyan (RMSA).

2.3 Goal 1 is close to being achieved in many States as far as the years covering the primary level of elementary education are concerned. Impressive progress has also been made towards universalisation the upper-primary level of elementary education by expanding the infrastructure required for this level. However, Uttar Pradesh, Bihar, West Bengal, Jharkhand, Madhya Pradesh and Chhattisgarh continue to face varying obstacles which impede their progress. Some of the North-Eastern States and Jammu and Kashmir face a somewhat different set of problems in this context. Urban centres, especially the four Metropolitan cities, also require special attention in the context of their attempt to cope with continuous migration from rural areas which renders the lives of many small children vulnerable.

2.4 SSA policy has emphasized the mainstreaming of children who were originally enrolled in EGS or AIE centres. States have been advised to upgrade the EGS facilities into regular schools. In the context of this policy, Goal 1 and Goal 4 need to be seen in conjunction as the children served by EGS and AIE centres come from families enduring extreme poverty and other sources of vulnerability. Educating them is likely to draw out the best creative energies of the system (as the experience of many countries has established). It is important, therefore, that the flexible methods used by EGS and AIE centres are utilized and incorporated into the curriculum of the regular schools into which such centres are upgraded.

2.5 Radical achievements have been made towards the achievement of Goal 2, especially at the primary level. The GER for girls has been reported to be 49.4% of enrolment at the primary level and 47.6% at the upper primary level. Both NPGEL and KGBV schemes have satisfactorily demonstrated the considerable value that they add to girls' education but more work is needed to ensure that the components meet all of their targets. Both components are appreciated for the positive message they have conveyed to the community and the system. The KGBV has established its role and necessity in the context of the problems that Goal 3 faces across the country in the specific social categories that the scheme has been designed to serve. The Mission has noted the exemplary contribution made to this scheme by Mahila Samakhya in States such as UP, Karnataka, and AP.

2.6 SSA has triggered new forms of participatory urge and energy in the civil society which need to be harnessed for larger systemic reforms. Examples of the kind MS has set in running KGBV and MDM schemes and the curricular renewal by Chhatisgarh with NGO cooperation need to be replicated now for awareness and management training of VECs and for in-service training of teachers and the functionaries serving CRCs and BRCs.

2.7 The Mission appreciates the progress made towards systemic transparency in the context of School Report Cards and DISE managed by NUEPA. The involvement of multiple agencies in data-gathering can enrich introspective capacities at all levels if critical analysis and research are promoted as necessary means of achieving Goal 4. The Mission feels that triangulation of enrolment and retention data should become a routine process, taking also into account NSS and other household data, and its outcome should be used to develop corrective measures for exercises like DISE and NCERT's All India Educational Surveys. The Mission also feels that universities and other institutions of higher learning should be invited to participate in SSA- related research activities. There should be continued attempts to further improve the quality of data. In addition, the ongoing practice in 9 States of treating elementary education as a 7-year cycle (divided into 4 years of primary and 3 years of the upper primary stager) poses a problem of data compatibility in several respects. A consensus needs to be assiduously built among the States to recognize elementary education of 8 years as a Constitutional requirement, especially in light of the Right to Education Bill.

2.8 The Mission notes the progress reported by NCERT in the mobilization of States to adopt the perspective and strategies recommended in NCF-2005. Curricular and syllabus reform should be perceived as a major focus of Goal 4. Efforts need to be made so that States translate the NCF2005 perspectives to syllabi, text books, teacher trainings and assessment, especially in relation to classroom experience of Children with Special Needs, those belonging to SC, ST and minorities, and girls in all social categories. The Mission is concerned about the continuation of the conventional public examination system at the end of primary and upper primary stages in some States. There is an urgent need to disseminate the strategies recommended in NCERT's new Source Books on Assessment and to train teachers to use these strategies. NCERT's achievement surveys are now going to use a new approach which needs to be shared with the States.

2.9 The importance of Classes I and II as formative years which shape the child's trajectory through the entire elementary education stage has been recognized in the early reading and early mathematics programmes launched by NCERT. Both these programmes need to be further expanded and consolidated into becoming foundational curricular interventions in early literacy and numeracy.

2.10 Progress made towards the provision of permanent primary schools buildings in most parts of the country has been impressive, and this progress now needs to be sustained to meet the needs of the upper primary level. The quality of design of school buildings, including the design of rooms, open spaces and the material used for windows continues to be a matter of concern from a pedagogic perspective, especially in the context of an inclusive policy of education. KGBV building designs need to be reviewed and completion of building works should be speeded up. School repairs need to be perceived as a necessary routine for sustaining a positive school environment.

2.11 The Mission also underlines the need to make provisions for a sustainable system to ensure cleanliness in the school campus and forge a stronger convergence for health check-ups for children and teachers, including special attention to the problem of anaemia among girls.

2.12 SSA has effectively enabled to system of elementary education to expand itself by the recruitment of a massive number of teachers across the country. It has also reinforced the culture of in-service training as a professional need. The Mission reviewed the progress made in the context of recruitment, deployment and training of teachers, and noted that PTR in most districts in the country has improved. The tendency to hire non-career-path teachers has declined, with the exception of Bihar which has had to replenish its teacher workforce at a great speed, and Madhya Pradesh which has decided to keep its older cadre of career-path teachers closed. In the context of pre-service training, SSA faces several systemic problems, including the limited capacity of DIETs and the poor quality of private providers whose number has multiplied over the recent years. Stage-specific trainng which might address eight years of elementary education also remains an unaddressed issue, there being just one programme, namely the B.El.Ed., in this category. SSA components being undertaken by SCERT and DIETS need to be reinforced with academic support from universities and reputed NGOs.

2.13 In-service training routines are in place in all States, but their quality remains a matter of concern. The Mission feels that the selection and training of teachers are now among the most relevant factors shaping further progress towards all SSA goals, but especially Goal 4. Aims like non-discriminatory classroom interaction, stopping of corporal punishment and mental harassment (as required by RTE bill) and holistic pedagogy for meeting curricular requirements call for substantial improvement in identification, selection and training of teachers. Equally important is the need to put in place certain systemic mechanisms to bring about professional accountability among teachers.

2.14 In financial behaviour, the Mission has noted the widening use of ICT for greater efficiency and transparency. The Mission notes with satisfaction the greater ownership expressed by States in their funds deployment under the revised Centre-State sharing formula. Audit and monitoring being the cornerstones of public finance, the Mission recommends that MHRD should continue to provide analysis of audit reports to States along with advisories, especially in the context of training required for functionaries at different levels. The mission also feels that the time is now ripe to share the best practices of SSA with all State Directorates who will manage the universalized system of elementary education in the long term.

2.15 The vastness of SSA has naturally led to the formation of specialised experience and expertise. It is necessary to encourage dialogue and coordination among individuals and institutional or quasi-institutional areas of expertise.

3. Summary of main recommendations:

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

Goal 1

3.2 The mission recommends that the out of school children (OOSC) study be completed and shared as soon as possible. In addition, a meeting of key stakeholders should be held to analyze the results of the survey and draw key lessons for informing 2010-11 AWPBs and subsequent OOSC data collection and analysis.

3.3 The Mission recommends that there be an equally proportionate number of upper primary classrooms/sections per grade as in primary in all States. MHRD, TSG and several specific States (Bihar, Uttar Pradesh, Jharkhand, Chattissgarh, Madhya Pradesh and West

Bengal) should continue to focus particularly on the upper primary level, especially with respect to access. This would include accelerated efforts to recruit the teachers required and increased capacity to fill infrastructure gaps. This would be reviewed during the next JRM.

3.4 In large metro cities, particularly to Delhi, Mumbai, Chennai and Kolkata, greater effort is needed to identify urban deprived children and implement specialized strategies to enrol and retain them. The Mission recommends that MHRD and concerned bodies consider these issues and to recommend a way forward.

Goal 2

3.5 The Mission recommends that MS and other organisations and individuals with relevant experience be facilitated to play the role of resource organisations for mainstreaming gender issues and for developing appropriate curricula, teaching learning materials and teacher training for NPEGEL and KGBV.

3.6 The Mission recommends that the norms and guidelines of KGBV - financial, physical and others including for design be revisited and revised appropriately. In addition the AIE norms especially with respect to duration of RBCs be made flexible and States be encouraged to use them for the education of marginalised groups.

3.7 The Mission recommends that different forms of discriminatory practices in schools be monitored in order that sensitization, conscientization and appropriate actions are initiated as these impact retention and learning in schools. Towards this, the Mission further recommends that research studies be commissioned to expert institutions.

Goal 3

3.8 With regard to the dropout study, the Mission suggests that the Ministry reviews the methodology and data carefully before publication. The report should also calculate a reconstructed cohort for grade 1 through to the completion of grade 8 and differentiate this for SC, ST, Muslims and girls. It might be helpful for MHRD to commission a peer review panel to look at the study in detail and to recommend further analysis to validate the study's findings. Public hearings may also be held at the places of data gathering to substantiate the results against public perception.

3.9 More broadly, the JRM recommends that MHRD/TSG, with the support of NUEPA and other concerned agencies and in consultation with the States, undertake to complete a review of the available data sets to determine (i) a more accurate picture of the status of retention in elementary education in the 35 States/UTs; (ii) the context specific causes of dropout; and (iii) develop strategies for improving retention in specific contexts to help and inform the AWP&B 2010-11.

Goal 4

3.10 The mission recommends the rationalization of quality indicators and approaches that are suited specifically to primary and upper primary grades and provide guidance to States to review the up-scaling of Learning Enhancement Programs (LEPs) that have now been extended to all districts in the implementing States, particularly with respect to promoting holistic literacy and numeracy improvement in the early and upper primary grades that combine language as well as Math and Science teaching.

3.11 The Mission recommends that existing data from various sources like the QMT, BRC/CRC study and other similar sources be re-analysed for a renewed effort to build an evidence-based understanding of the capacity development needed to ensure that these decentralized academic support functionaries fulfill their responsibilities, without being overburdened by administrative tasks.

3.12 Recommendations of the Udaipur Conference which was presented to the Mission should be followed up with strategies for actions in the design of teacher training programme. The Mission also recommends that the Teacher training effectiveness study should focus on assessing the quality of modules, training materials, structure of training and its implications, in addition to its impact on classroom transactions. The study should be completed at the earliest.

3.13 The Mission recommends that SSA issue fresh guidelines that enables the Whole School Development Planning to be strengthened in the context of holistic quality improvement. Civil Works should be seen in light of the four goals of SSA so that a holistic approach to design the school environment is taken and executed in a context–specific flexible manner, taking into account the diversity of children and future expansion.

Financial Management and Procurement

3.14 The Mission recommends that MHRD develop a time-bound Action Plan for strengthening financial management and addressing issues raised in this Aide Memoire, which would be discussed with the Finance Controllers of the States in August after which it would be revised and finalized. Progress on this Action Plan would be reviewed during the next JRM.

Programme Management

3. 15 The Mission recommends that the under-performing components, particularly KGBV, LEP, SIEMAT, activities for OOSC, teacher training, NPEGEL, CRC, Innovative activities, community training, TLE and REMS, are reviewed more intensively during 2009-10 and in the AWP&B process for 2010-11.

3.16 The Mission recommends that a small working group of key experts in education analysis is formed to look at the diverse sources of data to discern the underlying position on key policy issues and to advise MHRD. [Paragraph 7.18]

4. Follow up of action taken on the recommendations of the Ninth JRM

4.1 Overall, the Mission is satisfied with the follow-up of actions taken on the recommendations of the Ninth JRM, although follow-up is incomplete in some areas. A more detailed discussion can be found in Appendix 3 to this Aide Memoire.

4.2 With respect to Goal 1, progress has continued to be made in improving data collection and analysis at various levels of the system, and numerous States have enhanced their ability to identify and monitor out of school children. The Mission notes with some concern that circumstances prevented the independent Out of School Children Study, which had been commissioned for review during this mission, from being completed in time to be shared. While Central and State authorities have improved identification and support of Children With Special Needs (CWSN), the Mission noted that almost all of the independent Monitoring Institute reports reviewed indicated that school-level support for CWSN remains weak. On a more positive note, increased efforts to identify and each urban deprived children were noted,

but additional vigorous efforts are needed in large metropolitan cities such as Mumbai, Delhi and Calcutta to identify and enroll these children.

4.3 Concerning Goal 2, the Mission takes note of pro-active efforts at all levels to increase girls' participation at upper primary level. It is encouraging that there is gender parity in transition rates. Progress on KGBVs has been very impressive. (However, the Mission noted that DISE 2008-09 Flash Statistics shows decreasing transition rates from primary to upper primary levels relative to the baseline.) While the Mission observed that AWP&Bs for 2009-2010 include a block-centric approach of NPEGEL, the Monitoring Institute reports reviewed indicate very uneven and often ineffective implementation of this program at the school level; continued attention is required for this program to achieve its intended objectives.

4.4 With respect to Goal 3, the Mission confirms increased focus at Central and State levels on the issue of retention, for example, with revised 2009-2010 AWP&B guidelines issued by MHRD which call for concrete, specific and viable strategies to improve retention. In addition, the findings of the Dropout Study were shared with the Mission, although the report is not yet complete. The Mission reiterates its previous recommendation to "critically analyze" the available data.

4.5 Regarding Goal 4, important steps to promote systemic and comprehensive improvements in quality were observed by the Mission, specifically in the preparation, appraisal and approval of 2009-2010 AWP&Bs. Unfortunately, the Teacher Training Effectiveness Study which was supposed to be reviewed during this mission is still to be initiated (see recommendation 3.13), and efforts to improve teacher accountability in the States appear partial at best. In addition, both quarterly PMIS and Monitoring Institute reports show a majority of States and schools continue traditional teacher-centric classroom processes, and insufficient use of teaching and learning materials which promote active learning. Good progress is being made in upgrading the quality of NCERT's national learning achievement surveys.

4.6 Finally, with respect to Financial Management and Procurement, many of the recommended actions have been taken by both Central and State authorities, although the provision of sufficient numbers of trained finance and accounts staff at State and district levels in all States is yet to be achieved. On the other hand, the Mission notes with appreciation that 9 States have provided account staff at sub-district levels, which should be encouraged. And while most States reported that VEC Manuals in local language is available with all VECs, both the Monitoring Reports and IPAI reports indicate this is not the case. Finally, despite repeated efforts by MHRD, many State Audit Reports were received very late and several large State audit reports showed that too many advances are considered as expenditures despite remaining uncertified. Additional efforts to correct this situation are needed in a number of States.

5. Progress towards the Achievement of SSA Goals

5.1 Progress in the implementation of the programme with respect to the four SSA Goals is assessed against a set of agreed indicators. The status of these indicators is reported in the attached Results Framework (Appendix 2). This section of the Report summarizes the JRM's discussion of the status of the Results Framework with GoI and the States and concerned institutions and sets out recommended follow-up action, including future plans, financial allocations and capacity issues. The section is organized in accordance with the four Goals as they are set out in the Results Framework.

Goal 1 – All children in school

5.2 Table 1 shows impressive, steady progress in this regard over the last four years, at both primary and upper primary levels. This section reviews information provided through DISE Flash Statistics 2008-09, and State-level household surveys conducted by teachers and VECs (please refer to para 5.5 for points concerning data quality). Since 2002-03, 148,492 new primary schools and 133,277 new upper primary schools have been opened, and approximately 800,000 additional classrooms have been built, significantly expanding access to the elementary level. That said, the results of the independent household survey of out of school children were not available to the Mission, as data are still being analyzed. ***The mission recommends that the survey analysis be completed and shared as soon as possible. In addition, a meeting of key stakeholders could be held to analyze the results of the survey and draw key lessons for informing 2010-11 AWP&Bs.***

Table 1: Access and Enrolment

	2005-06	**2006-07**	**2007-08**	**2008-09**
Primary Enrolment	125 million	132 million	134 million	134 million*
Upper Primary Enrolment	43.7 million	47.5 million	50.9 million	52.3 million**
Elementary Enrolment	168.7 million	179.5 million	184.9 million	186.3 million
GER Primary	104	111	114	113
NER Primary	84.5	92.8	95.9	97.0
GER Upper Primary	59	64.7	69.9	71.6
NER Upper Primary	43	48.4	52.6	54.5
Out of School Children+	7 million	7.6 million	4.5 million	2.8 million

* includes 2 million from Haryana, from 2007-08 DISE

** includes 100,000 from Haryana, from 2007-08 DISE

\+ based on household surveys conducted by teachers and community, not independent survey.

5.3 Growth in primary enrolment has slowed, which is to be expected as the number of out of school children drops, the primary NER nears 100%, the growth of unrecognized private school enrolments (not fully captured by DISE) continues, and the total number of children of age to enter Class 1 begins to decline. Meanwhile, the primary GER remains quite high (113), which indicates a large number of over-age children due to late enrolment or repetition. These children are more vulnerable to dropout. Interestingly, preliminary DISE 2008-09 Statistics actually show a decline in Government primary school enrolment, from 101.2 million to 97.9 million (this does not include approximately 1.5 million Government primary school students in Haryana). In addition, there is an issue of the plausibility of the out of school children figure reported in Table 1; DISE 2008-09 statistics regarding enrolments, dropout and survival to Class V suggest a far great number of children remain out of school. For example, calculations by the Mission,, which use the (yet to be fully confirmed) overall class-wise dropout rates reported in the recently completed Dropout Study and class wise enrolment data reported in DISE 2008-09, suggest that 2.7 million children drop out of school each year, which would indicate a much higher number of out of school children overall, once the never-enrolled children are included. GOI informed the Mission that the annual average drop-out rates derived from DISE consider only schools common to the last two years, whereas the drop-out study has tracked all school leavers during the year (recorded on the school register) and identified from the household whether the children are currently enrolled elsewhere or not and, if relevant, the reasons for dropping out. It also informed the Mission that since DISE does not cover unrecognised schools, EGS or AIE centres by and large and the data is for a different period, technically the two sources are not equivalent. New schools may also need to be considered.

5.4 While very significant progress continues to be made at the upper primary level, much remains to be done. In just four years, from 2005-06 to 2008-09, GER and NER have gone up by more than 10 percentage points, a truly remarkable achievement for a country the size of India. There is, of course, huge variation at the State level, with some States (e.g. Tamil Nadu and Himachal Pradesh) reporting upper primary GERs above 100 and others (e.g. Bihar and Uttar Pradesh) reporting upper primary GERs of around 50. The ratio of primary to upper primary schools/sections has steadily improved (i.e. declined), from 2.45 to 1 in 2006-07 to 2.32 to 1 in 2007-08, thus approaching the target of 2 to 1, but some States such as West Bengal, Arunachal Pradesh, Bihar and Sikkim still have ratios above 3 to 1, and 11 States still have ratios over 2.5 to 1. Furthermore, even taking into account the large numbers of over-age children in primary school (reflected by the primary GER of 113), both the GER and NER for upper primary indicate very large numbers of children are dropping out of school before finishing Class 8. The Mission's own calculation of the Primary Completion Rate is 83.6%, while for Upper Primary it is just 47% for 2007-08. Of the 20 States where the terminal grade of upper primary schooling was Class VII, 9 of them are yet to decide on the policy to integrate Class VIII into the elementary level. ***In many respects, the upper primary level remains the unfinished access agenda for SSA and should continue to receive the highest attention. As the system moves towards universal transition from primary to upper primary, there needs to be proportionate numbers of upper primary classrooms per grade as in primary.***

5.5 According to MHRD's latest report on the number of out of school children (2.8 million), slightly less than 50% of these children were never enrolled in school and slightly more than 50% are dropouts. [1] Boys and girls are equally represented among this group of OOSC. 25% of these OOSC are Scheduled Caste children (although they make up 20% of the overall child population 6-14), and this represents 1.7% of all SC children aged 6-14. 20% are Scheduled Tribe children (although they make up 10% of the child population); they account for 2.6% of ST children aged 6-14. 23% are Muslim (although they make up 13% of the population aged 6-14), which represents 2.4% of all Muslim children aged 6-14. It is clear that these social groups continue to need special focus to reduce their disproportionately high representation among OOSC. Indeed, the Mission notes that in 2008-09 there has been targeted provisioning of school infrastructure, teachers and overall financial outlays in those districts with high concentrations of SC, ST and Muslim children, which is encouraging.

5.6 In terms of geographical focus, MHRD reports that the number of districts with more than 50,000 OOSC has declined from 48 in 2005 to just 1 in 2009, and the number of districts with more than 20,000 OOSC has decreased from 55 in 2005 to 24 in 2009, with most of those in Bihar, Uttar Pradesh, West Bengal and Orissa. The Mission notes that the 2009-2010 AWP&Bs for these States include continued focus on these remaining districts with relatively high numbers of OOSC.

5.7 **Enrolments in EGS/AIE Centres**: Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE) centers are the key entry points for many out of school children. While the number of EGS centers has declined considerably from 82,766 in

[1] The total estimated number of OOSC needs to be considered with caveats. Targeted efforts to track out of school children in Varanasi and Orissa have shown that the actual numbers of OOSC were 8 and 6 times more, respectively, than the SSA household survey numbers of OOSC. Furthermore, the child tracking surveys of Orissa indicate that there are double enrolments of the same children in some instances. This indicates a need to verify school enrolment registers (captured in DISE) with those in the Village Education Registers compiled through household census, to correct for possible double counting.

2002 to 26,548 in 2009 (as more than 100,000 of them have been upgraded to primary schools), their coverage actually increased from 1.15 million children in 2007-08 to 2.4 million in 2008-09, mostly located in remote sparsely populated areas. AIE centers covered 2.7 million previously OOSC in 2008-09, with a combination of non-residential and residential bridge courses, which is approximately the same number in earlier years. The Mission notes that SSA has increased flexibility for residential AIE interventions, with an increase in the cost ceiling from Rs 6800/child/year to Rs. 10,000/child/year, a positive step. Significantly, 1.26 million children from AIE centers were mainstreamed into regular government schools in 2008-09, up from 900,000 in 2007-08. ***As mentioned in the Ninth JRM Aide Memoire, it is important to continue close monitoring of this mainstreaming process and to follow up on the retention and completion rates of these children, who face great challenges.***

5.8 **Enrolments of Children with Special Needs (CWSN)**: Identification of CWSN continues to improve, with 2.85 million such children identified in 2008-09 (up from 2.4 million in 2006-07), of which 2.3 million (81%) have been enrolled in schools, 91,000 have been enrolled in EGS/AIE centers, and 114,000 are provided home-based education, for a total coverage of 2.5 million (or 88%). The total number of identified CWSN corresponds to about 1.4 percent of the total child population, which remains a bit below the expected figure of around 2 percent. A few States in particular (Uttar Pradesh, Chhattisgarh, Goa, Uttarakhand, Madhya Pradesh, Jharkhand, Haryana, Nagaland, Sikkim and Delhi) have identification rates below 1% of the child population, which suggests additional efforts are needed there. Perhaps more importantly, despite the huge efforts made to provide teacher training, aids and appliances, ramps and resource teachers for CWSN, with the involvement of roughly 1,000 NGOs, the Monitoring Reports reviewed by the Mission indicate that at the school level many CWSN are not getting adequate support and this requires further strengthening. Obviously, this is a process that will take time to fully complete. While progress has been made, increased supervision is needed to make sure resources truly reach those who need it most.

5.9 **Urban Deprived Children**: The Mission noted the increased efforts to develop, fund and implement specific strategies to reach urban deprived children, particularly in the 35 cities with more than one million inhabitants. Such children are especially hard to reach for many reasons: non-availability of land for opening schools and of space for running EGS/AIE centers; highly mobile children without supportive parents; less community involvement; problems of convergence between different departments and education providers, etc. Nonetheless, recent efforts to overcome these issues include: micro-planning at the ward level; highly disaggregated data collection so as to identify most vulnerable groups; and special initiatives to reach working children and children of construction workers, sex workers, migrants, or those living in slums, on railway platforms and on the streets. The efforts of States such as Uttar Pradesh to conduct improved household-level surveys to identify out of school children in cities are to be commended. In addition, the Mission notes that, where possible, new schools, additional classrooms and teachers have been specifically sanctioned for these 35 Million + cities under SSA. Additional efforts are needed to redeploy teachers from urban schools with excess numbers of teachers to those in a deficit situation. *In large metro cities, particularly to Delhi, Mumbai, Chennai and Kolkata, greater effort is needed to identify urban deprived children and implement specialized strategies to enrol and retain them. The Mission recommends that MHRD and concerned bodies consider these issues and to recommend a way forward.*

Civil Works

5.10 Adequate school infrastructure is a pre-requisite for access and quality. As per the data available from the MHRD, the cumulative progress of civil works since programme inception till 31st March 2009 is noteworthy. This is summarized as follows:

Table 2: Cumulative Progress of Civil Works

Civil works Activity head >>	Primary school	Upper primary school	Additional classrooms	Drinking water facility	Toilets
Absolute numbers targeted	156,159	92,305	978,738	189,729	263,899
Absolute numbers completed	120,421	72,589	799,574	177,982	242,891
Absolute numbers in progress and to be made, wrt targets	35,738	19,716	179,164	11,747	21,008
Percent complete	77%	79%	82%	94%	92%
Percent complete and in progress	94%	95%	98%	96%	97%

5.11 Hence, while in case of primary schools, upper primary schools and additional classrooms there are States which may have completed their targets to nearly 100%, the overall national average is about 84%. Drinking water facility is provided in 94% of schools, and toilets are in 92% of schools (as on 31st March 2009, data source TSG, MHRD). From the access perspective, it is important to note that 76 % classrooms present are in good condition, while only 6% need major repair (DISE 2008-09, Flash Statistics).

5.12 However, the major backlog of physical progress in the case of Additional Classrooms, Primary and Upper primary schools is presently seen in case of following States (arranged alphabetically. Only significant ones are mentioned):

Table 3: Status of Additional Classrooms

State	Additional Classrooms Target	Additional Classrooms Completed	Additional Classrooms Completed %
Andhra Pradesh	44,696	34,335	77%
Bihar	120,620	72,027	60%
Chhattisgarh	22,139	12,213	60%
Goa	227	33	15%
J & K	5,572	4,380	79%
MP	66,200	41,622	63%
Manipur	1,312	886	68%
Meghalaya	2,634	1,691	64%
Nagaland	3,202	2,672	80%
Orissa	36,610	25,986	71%
Uttarakhand	5,885	4,237	72%
Andaman & Nicobar	143	56	39%
Dadra & Nagar Haveli	301	96	32%
Delhi	1,238	1,063	86%

Table 4: Status of Primary schools

State	Primary Schools Target	Primary Schools Completed	Primary Schools Completed %
Arunachal Pradesh	941	806	86%
Bihar	17466	3735	21%
Chhattisgarh	10050	7120	71%
Haryana	902	788	87%
J&K	8204	4075	50%
Jharkhand	17842	14084	79%
Kerala	511	305	60%
Maharashtra	10497	6427	61%
Meghalaya	1495	981	66%
Orissa	7568	4073	54%
Punjab	545	405	74%
Tripura	1094	976	89%
Uttarkhand	2406	1592	66%
West Bengal	4124	3620	88%
Chandigarh	14	7	50%
Dadra Nagar Haveli	58	10	17%
Delhi	10	6	60%

Table 5: Status of Upper Primary schools

State	Upper Primary Schools Target	Upper Primary Schools Completed	Upper Primary Schools Completed %
Bihar	544	474	87%
Haryana	1151	791	69%
J & K	1119	591	53%
Jharkhand	8175	2339	29%
MP	16323	11718	72%
Meghalaya	1261	306	24%
Nagaland	80	57	71%
Tamil Nadu	4644	2707	58%
Uttarakhand	1974	1117	57%
West Bengal	3300	446	14%

Data source: TSG, MHRD. Updated till 30th March 2009.

5.13 A closer analysis of these States reveals that they may have insufficient supervision structure or weak capacity to implement a programme at the scale of SSA. It is important to note here that Student Classroom Ratio (SCR) is also among the highest in some of the following States due to gap in infrastructure (Source DISE 2008-09, Flash Statistics):

Table 6: Student Classroom Ratio

State	% of schools with SCR > = 60
Assam	21%
Bihar	54%
Chhattisgarh	6%
Jharkhand	23%
Chandigarh	14%
Uttar Pradesh	19%
West Bengal	18%

5.14 Nationally, DISE 2008-09, Flash Statistics reports the following gaps:

Table 7: Current Infrastructure Gaps

Drinking water facility	Common toilets	Toilets for Girls	Classrooms (numbers)
12%	34%	47%	601666*

5.15 The gap in classroom infrastructure is most acute in the following States:

Table 8: Gaps in Classroom Infrastructure

State	Classroom Gap in number*
Andhra Pradesh	37,860
Assam	30,807
Bihar	165,323
Chhattisgarh	27,246
Jharkhand	56, 531
Madhya Pradesh	80,204
Uttar Pradesh	97,102

*Data source: TSG, MHRD, updated till 30th March 2009.

The Mission recommends that the focused monitoring and supervision of civil works continue, particularly for the States with significant infrastructure gaps.

Goal 2 – Bridging gender and social gaps

Overview

5.16 At the national level, positive trends were observed with respect to enrolment of girls the SC and ST, Muslim minorities, children from urban slums, migratory families and those in difficult circumstances. However in relation to retention, proportion of OoSC and achievement, disparities still prevail. The next section (Goal 3) shows that retention in particular is an equity issue. For girls and socially marginalised groups the issue is not merely one of bridging quantitative gaps in enrolment and retention but also of ensuring the right of children from these communities to an education that is free of discrimination and one that empowers them to participate as equals in all spheres. In this context it is important that discrimination against marginalised communities (including CWSN) should be dealt with in all aspects (for example, classroom practices, teacher behaviour, peer relations and so on). While special intervention programmes such as NPEGEL, KGBV are important, girls' education cannot only be dealt with through schemes and must addressed systemically. The Mission recognises that a beginning has been made as indicated in 5.18.

Gender Disparities

Achievements

5.17 There are around 89 million girls currently attending elementary schools (64 million in primary and 25 million in upper primary grades) compared to 96 million boys. Girls now constitute 48.4% of primary enrolment and 47.6% of the upper primary enrolments). This is more than their share in 6-14 year population (47.1%) as per the household survey conducted under SSA. As observed in the previous JRM Aide Memoire, this could be due either to large numbers of overage girls attending schools or due to under enumeration of girls in the

household survey. The mission noted that nationally, gender parity in gross enrolment rates in government schools was reported. The gender parity index has shown improvements from 0.90 at primary in 2005 to 0.94 in 2009 while at upper primary, the GPI has improved from 0.84 to 0.91 during the same period. However the Mission also notes from the PROBE presentation that there has been an increasing proportion of enrolment in private schools and this has implications for gender and social inclusiveness and has related quality dimensions. The fact that girls still constitute half of the out of school children (OOSC) – three percentage points more than their share in the population – is a pointer to the still existing gaps in gender wise provision of education.

5.18 The focus on 44 districts with high gender gaps has facilitated targeting available resources to these districts. With the recruitment of around 27000 female teachers, 74 % schools now have at least one female teacher. The construction of more than 43000 girls' toilets is another facilitating factor. The provision of free text books under has benefited more than 50 million girls every year. Efforts need to focus on boys in gender sensitisation programmes so that they become aware of gender discrimination.

Two notable interventions to improve girls' education have been the Kasturba Gandhi Balika Vidyalayas (KGBV) and National Program for Education of Girls at Elementary Level (NPEGEL).

KGBV

5.19 The importance of the KGBV Scheme in addressing the educational needs of girls from marginalized communities was underscored during this JRM as well. As of June 30, 2009, a total number of 188582 girls have been reached through this scheme. The community wise break-up of enrolled girls was as follows: SC (27%); ST (29%); OBC (26%); Muslims (7%); BPL (10%). The Mission commends the Scheme for improving its reach to Muslim girls. Of the 94 KGBVs opened in towns all are in Muslim concentrated areas. The Mission recommends greater emphasis on providing academic, monitoring and other support to these KGBVs as well as understanding classroom processes, and that the learning generated be systematically consolidated and shared.

5.20 The scheme needs to ensure that the girls are not isolated from the communities to which they belong and that the scheme should be in line with the principle of inclusive education. Therefore the issue of mainstreaming assumes importance. One way to do this is to dialogue with Navodaya Vidyalayas to find ways to provide girls graduating from KGBVs a chance to enter Navodaya Vidyalayas. They also need to be given special opportunities to compete for NCERT's National Talent Search Examination (NTSE).

5.21 The Mission is impressed by the efforts made by Mahila Samakhya (MS) in working towards realizing the true potential of the KGBV scheme in terms of providing a holistic and empowering educational experience to girls from marginalized communities. In MS run KGBVs equity issues, especially gender, have become an integral part of the teaching-learning process, teacher training and programme management strategies. The proactive role played by the Sangha (women's collectives) women in MS run KGBVs is also appreciated. ***The Mission recommends that the sharing of experiences of MS be taken up systematically including with States where MS is not operational so that the learning being generated by MS can be mainstreamed and institutionalized.***

5.22 The Mission is concerned about problems faced by female teachers in KGBVs (low salaries, having to live away from home, long working hours etc.) which results in a very high

turnover. UP MS reported that KGBVs witness an exodus of teachers every year to full-salary positions in regular schools. The Mission recommends that KGBV teachers who qualify for the State's recruitment for permanent teachers should be allowed to continue teaching in KGBVs in States where this is not happening. Norms for food and medical expenses for KGBVs have not been revised for several years while prices have gone up. A revision is recommended.

Some of the other concerns and issues are: Academic rigour, especially in areas of science and maths is weak and the teaching of these subjects needs attention, science labs are not available, care needs to be take that vocational skill-training in KGBVs do not reinforce gender stereotypes, drop-out from KGBVs (though believed to be low) and mainstreaming of girls after leaving KGBV needs to be followed up in a sustained manner, inclusion of critical quality and process monitoring indicators in the TOR of Monitoring Institutions (MI), smoothening of relationships between SSA and partners like MS. KGBVs are being implemented by different agencies – directly by SSA, MS, Other government agencies and NGOs. The Mission notes that while partnerships and collaborations are difficult to sustain they allow for mutual learning and infusion of different ideas and approaches.

5.23 The Mission recommends the following: Strengthening of the role of MS National Resource Group (NRG) and other experts and organizations with expertise in various aspects of girls education in providing academic and other support to KGBV on an urgent basis; development of an appropriate curriculum framework, teaching learning modules and material, teacher training programmes and monitoring and assessment mechanisms along the lines of the NCF 2005 (keeping in mind the goals and residential nature of the scheme) be taken up urgently with the involvement of NCERT, MS and other experienced organizations; rigorous qualitative research to gain a more in-depth critical understanding of the KGBV intervention, classroom processes and equity issues, as well as its impact be undertaken. The MS NRG along with other experts should examine the future of this important scheme in the context of RMSA, its institutionalization, whether the scheme is fulfilling its goals and enrolment criteria, financial and other norms, and so on.

5.24 It has been found that construction of a large number of KGBVs are 'in progress'. Of the 2573 KGBV school buildings sanctioned till 30th June 2009, only 678 (26%) have been completed and about 1254 (49%) buildings are in progress. Further, for 641 buildings (25%), the work has still not started. States where this is particularly lagging behind are: AP, Bihar, Chhattisgarh, Jharkhand, MP, Nagaland, Orissa, Tamil Nadu, Uttar Pradesh, Uttarakhand. It is important to see if the cost of the building matches with the locational constraints. This is particularly important since, most KGBVs are located in remote sites where it may be difficult to build and provide even basic facilities like water or electricity connection. Unlike other SSA infrastructure components, KGBVs have a fixed cost and this may impede the completion of adequate infrastructure in some States. It will be more practical that States be allowed to use their SoR for costing their designs, just as it is allowed in case of other new schools/ ACRs under SSA. ***The Mission recommends flexibility in the norms towards cost of KGBV buildings.***

Inputs from the States of UP, Karnataka, AP and Nagaland did not indicate that the designs were any different from the usual, non-residential school designs. KGBVs environment should help develop the personality of children such that going back to home is a smooth transition. In design terms a residential school for girls located in remote areas will have to deal with issues of safety and security very differently from non-residential schools. Future expansion to upgrade KGBVs upto Class X under RMSA must also be looked at seriously at this stage. KGBV design briefs should be developed keeping in mind the specific needs in different contexts. A basic guideline should be developed at the National level, so that the

design brief may be suitably adapted in each state to cater to its own specifics. Inputs from partner NGOs and organizations like Mahila Samkhya for preparing design briefs for KGBVs may be taken.

NPEGEL

5.25 The NPEGEL programme as of June 30, 2009 has met its proposed targets with respective to coverage - 423 districts, 3261 blocks, 40429 cluster (rural), 1098 urban clusters, 40386 model cluster schools (with an enrolment of approximately 20974470 girls). The Mission notes that NPEGEL by ensuring targeted resources over a number of years has contributed to the significant progress in the area of girls' education. As with other components, the Mission is concerned about the quality of these strategies, their context specificity and appropriateness. The Monitoring Institutions (MI) reports suggest that the implementation of the scheme is uneven in some States especially in relation to non-residential bridge courses (NRBCs). These States should be identified and necessary steps taken to improve quality. The reports also suggest that a certain amount of routinisation may have set in and activities need to go beyond the standardized list of indicative activities. Activities undertaken should not be seen as ends in themselves but part as of a coherent, cohesive strategy that has a lasting impact on the quality of girls' education. As mentioned by MS a positive aspect of the scheme is the flexibility and space it provides for local planning and should be used to its full potential.

5.26 A positive aspect of the scheme is the provision of resources for gender training. As many as 203178 teachers availed of this provision in 2009-2010 across several States. Urgent efforts should be made to ensure that gender concerns are not perceived as add-ons and there is a serious engagement within pedagogy, curriculum, disciplinary or subject knowledge from a gender perspective. Such concerns have been raised by NCF 2005 as well and needs to be worked on. Institutionalisation of gender issues within the regular pre and in service training must be ensured. *The Mission recommends a systematic and rigorous review of NPEGEL, which will include a review of the trainings modules and other materials generated and documentation of good practices by appropriate organisations and experts.* The capacities of the gender coordinators need to be strengthened. For this, a needs assessment should be conducted and skills upgraded accordingly. Another concrete step would be to make the content of the NCF Gender Focus Paper more accessible for teachers.

5.27 Physical progress of infrastructure provisioning for NPEGEL needs attention. The cumulative targets were: additional classroom - 72% completed, toilet provisions – 74% completed, drinking water – 67% completed. This current physical progress needs to be reviewed and accelerated.

Social Disparities

Improving participation of SC/ST Children

Achievements

5.28 The Mission appreciates the efforts made toward closing the gaps in elementary school access and participation by different social groups. The proportion of SC enrolment in total elementary school enrolment 20% according to DISE (20% in primary and 19% in upper primary), is closer to their share in the population of the relevant age group 20% (household survey, SSA). However, SC children constitute around 25% of all OOSC in the 6-14 years age group and this is of concern. Similarly, ST account for 10.5% of all children (6-14 years age

group, SSA HH survey), but they comprise a higher proportion of enrolment in elementary school (11.2%). However their share of OOSC is also significantly high (20%). On the positive side, gender disaggregation of enrolments within SC and ST shows that girls' share in SC and ST enrolments are on par with the general trends in girls' enrolments. The DISE data also shows that Other Backward Classes (OBC), comprise 43% of primary school enrolment and 42% at the upper primary level.

5.29 EGS and AIE together covered around 0.95 million SC and ST students (19% of all EGS/AIE enrolments). While the quality of education in EGS needs to be on par with regular schools, AIE should follow child centred pedagogies. It will be important to know how many SC and ST children from EGS and AIE have been able to enter primary/middle schools, their retention as well the percentage who complete school. This data is reported to be available only for some States.

5.30 The identification of Special Focus Districts (SFD) on the basis of the concentration of SC and ST population is a positive step in targeting resources for the education of these groups. However, specific sub-district strategies would need to take into account, the identification and the needs of the most deprived within these categories and craft appropriate educational interventions at the Panchayat and block levels. This has started in some States and needs to be strengthened and shared.

5.31 The flexibility in norms (small schools) and space for diverse strategies has facilitated increasing access to STs in several States. SSA also provides for interventions such as free text books to all SC and ST children, benefiting more than 30 million SC and 20 million ST children.

5.32 Multi-lingual education programs with textbooks in mother tongue for children at the beginning of the primary education cycle, where they do not understand the regional language is implemented in States like Orissa, Andhra Pradesh and Jharkhand with large tribal population. Knowledge of the tribal language should be included as a criterion of recruitment of teachers in predominantly tribal schools. While MLE programmes are to be commended, interventions for tribal education should not be restricted to MLE but must encompass a broader view that includes a focus on other subjects and provide them with educational opportunities so they are able to exercise social and livelihood choices as is envisioned for all children. *In this context the Mission recommends that text books, materials, pedagogy and learning assessment etc in MLE need to be reviewed and revisited in the light of NCF 2005.*

5.33 Discriminatory practices within schools (in MDM and within the classroom) have been reported in the media and independent research studies. *There is need to monitor different forms of discrimination. Strong action needs to be taken especially to build awareness and conscientise students and teachers.* This is particularly important as it impacts retention and learning in schools.

5.34 Designs of schools and classrooms for tribal areas must be context specific and must be a continuum of their habitation and reflect tribal culture and ethos.

Minorities

5.35 The reported share of Muslim children enrolled at the primary level is 11 % and 9% at the upper primary level in 2008-09 (DISE figures) which is lower than their share in the population (13 %). Muslims are over represented in OOSC among whom they constitute 23.4%.

5.36 The Mission acknowledges the efforts made by SSA in addressing issues related to the education of Muslim children. The Mission appreciates the efforts made by Bihar where strategies include reaching out to the community, evolving habitation-based strategies, providing curricular materials and training of teachers in Maktabs, provision of Urdu teachers in regular schools and so on. A review of such programmes in different States will be important.

5.37 The Mission observes that while community specific strategies are useful and necessary, efforts should be made to ensure that children are ultimately able to receive an integrated secular mainstream education. The school is an extremely important secular space that should be accessed by all children. It will useful if States could track these children in relation to their entry into regular school and transition to higher levels.

5.38 The Mission wishes to draw attention to the fact that Muslims are not a homogenous community and their lived realities vary across States, regions, location (rural-urban), gender etc. Therefore, it is envisaged that the strategies that will be adopted to address the educational needs of Muslim children, will vary considerably. The Varanasi study showed a large number of out-of school children a significant proportion of whom work on traditional occupations like weaving. While SSA, through various interventions like NPEGEL (for girls) provided for skill development there is no comprehensive approach to addressing the issue of work within the parameters of the their social and economic realities and its links to education.

5.39 The Mission appreciated the innovative use of AIE by Bihar to bring Muslim children into three year long RBC. *The Mission recommends that other States use AIE in creative and context specific ways to provide education to children from other marginalised groups.*

5.40 *The Mission recommends that SSA supports good quality analytic documentation of the different innovative strategies being undertaken within SSA as well as by other groups working in this area.*

CWSN

5.41 The Mission appreciates the significant efforts that are being made for education of CWSN given that this is an extremely challenging task. The progress that has been made to identify and enrol CWSN was acknowledged. However, there are gaps that remain – appropriate identification (type of special need) of CWSN children, lack of adequately trained teachers to address the needs of children, facilities in school such as ramps, accessible toilets etc., availability of trained resource teachers, appropriate materials etc. CSWN experience discrimination in schools from teachers and peers and it is important that efforts are made towards ensuring that schools are inclusive. ***The Mission recommends that the States achieve adequate deployment of trained personnel at block and cluster level with sufficient resources to support CWSN in schools.*** The most critical concern is the continuing articulation of CWSN from welfare rather than a 'rights' based perspective. Adequate steps should be taken to remedy this.

5.42 Design of spaces and spatial elements for inclusiveness for CWSN is so far restricted to provision of ramps and rails. The Mission is happy to note that a guideline for needs of physical environment for different CWSN has been shared with the States. However its implementation is yet to be seen. According to DISE, by September 2008, only 40% schools across the country had provision of ramps. While this does not state anything about the quality of ramps, the larger issue is about the quality of the provisions in the physical teaching-learning

environment of the schools from the inclusive perspective. Based on the guidelines circulated, States should endeavor to make schools and classrooms inclusive for CWSN, including adequate provisions for seating, specially designed learning materials, etc. This needs to be critically examined. ***The Mission would like to point out that designing or adapting classrooms and other spaces for inclusiveness and pedagogical needs of CWSN is important.***

Migrants

5.43 Children of migrant families are educationally among the most vulnerable. The resons include rigidities of existing institutional arrangements, lack of capacity physical/pedagogic or simply the sheer challenge of identifying these children. Strategies being implemented such as providing seasonal hostels in some States need to be expanded and strengthened. From a policy and programme perspective this group poses many challenges and the Mission was happy to hear of some of the innovative programmes being undertaken for the education of these children. The Muskan programme in Uttarakhand provides lessons on some of the necessary requirements for an effective programme for migrant - flexible access, innovative pedagogy, tracking and efforts at convergence with other organisations and departments. The development of appropriate pedagogic practices needs attention.

5.44 While the JRM underscores that that programmes such as Muskan (and programmes in Chhattisgarh) that meet specific educational needs have been a positive feature of the SSA it was underscored that the learning that has emerged must feed back into the larger educational system and influence institutional structures and processes. Inter-state sharing of information on migrants should be encouraged. ***The Mission recommends collection of available data (from NSS and other sources) and analysis of information on migrant children to understand patterns of migration and specific needs for better planning of their education***.

Children in difficult circumstances

5.45 The education of children in difficult circumstances requires special attention. These include children who are internally displaced, and those who are affected by natural disaster, Naxal, communal and other forms of violence. In addition to the need for flexibility in relation to access and pedagogies that enable learning, such children face problems of physical safety and psychological trauma. There is hence need for multi pronged efforts and out of the box thinking in order to facilitate the education of children for whom school must be a safe place – physically, psychologically and socially supportive. The tracking of these children and efforts towards facilitating their education in regular schools will also be necessary.

5.46 The JRM recommends that efforts be initiated towards greater convergence between different departments as well as for links with universities and other institutions that can offer academic support and expertise in the sphere of pedagogy and counselling, and so on. Within school, art for instance, can be an excellent therapy for traumatised children.

5.47 The Mission heard in the Chhattisgarh presentation that school buildings are used for long periods of time by security forces. The Mission strongly urges that steps be taken to ensure that school building is not used for purposes other than education.

5.48 The Mission appreciates efforts in designing school spaces in distressed situations like Dantewada in Chhattisgarh, or buildings schools through Corporate Social Responsibility (CSR) model under Muskan in Uttarakhand for migratory children. However, the school designs may now move from basic facilities to more child-centric learning environments and designing of classrooms can factor in diversity.

5.49 As SSA progresses and covers children from vastly diverse backgrounds – seasonal migration, dalit, muslim, CWSN, urban deprived children, etc. - it is critical to understand what challenges it poses for pedagogy and hence the design of the spaces to carry out curricular transaction. This needs to be first translated into classroom design and then in provisioning.

The Problem of Negative Discourse

5.50 The Mission felt that there was need to reflect on some of the categories used in SSA programme documents that are become part of the language of educational discourse. These are of concern especially from a gender, equity and an overall rights perspective. For instance it was felt that terms such as `hard core', `*remedial* programmes', first generation learners' that are used to identify groups that have been disadvantaged primarily because of social, economic and institutional factors, place them within a `deficit model' and welfare perspective. The Mission notes that while for policy purposes marginalised communities are referred to as `hardcore' or `hardest or difficult to reach' or 'problem pockets', this could create a discourse that in itself stigmatizes these communities.

Goal 3 – All children retained in elementary education

Planning for Improved Retention

5.51 This goal has received considerable attention from the last two JRMs, from MHRD and the States. The Ninth JRM recommended that in order to reduce the student attrition rate and improve student retention, the States should review and strengthen the implementation of their strategies for addressing these issues. MHRD has followed through on this recommendation and directed the States to ensure that in the AWP&B 2009-10 they reflect a clear vision for universal retention for the next three years (i.e., up to 2011-12) combined with concrete, specific and viable strategies to achieve this aim. In addition, the Ministry directed the States to look at transition rates from primary to upper primary; to consider all the various data sources available, particularly those related to the causes of dropout; to develop focused strategies for the most vulnerable social groups, SC children, ST children, Muslim children, children affected by migration, older girls, CWSN and urban deprived children.

5.52 The 10th JRM has reviewed the State and district wise PAB approved budget allocations 2009-10 and the minutes of the PAB together with the Overall Programme Implementation Reports of the States and finds that these documents do indeed, by and large, reflect the recommendations of the last two JRMs in respect of retaining all the children in elementary education. However, challenges remain to achieve sufficient clarity regarding (i) the actual status of retention and dropout; (ii) the causes of dropout in specific contexts; and (iii) what works to reduce dropout and increase retention in specific contexts.

Achieving Sufficient Clarity

5.53 The JRM considered a diverse range of data in respect of retention, including: DISE, household surveys, PROBE II, AWP&B data, NSS data, the study of students' attendance in 20 States and the findings of the just completed dropout study. DISE reports that the retention rate at the primary level is now 75% (2007-08) which is the target set for 2008-09 and is an increase of 4 percentage points over the baseline of 71% set in 2005. DISE calculates the retention rate at the Elementary level on the basis of a cohort which started their schooling in 2001-02 (based on data from 49 districts) and shows an improvement from a baseline of 45.5% in 2005 to 56% in 2007-8. The Mission is encouraged by this progress and the findings of the

dropout study, but there are differences between the findings of the dropout study and other sources of data, as summarised in the table below:

Table 9: National Annual Average Dropout Rates for Primary by Data Source

Data Source	Annual Average Drop out Rate: Primary %
Drop out study	1.4
DISE	8.1
SES	7.1
OOSC Study	5.4

5.54 It should be noted that definitions of dropout are different in each of the data sources shown in this table and therefore the various rates are not directly comparable. This variety of definitions makes it difficult to establish a clear national and state-wise picture of retention. For example, the dropout study suggests that annual average dropout in primary in Rajasthan is 2% (school leavers are 14%) whereas the State itself presented data to the JRM showing that dropout is 10% (the State's dropout figure includes children who may have transferred to another school rather than dropped out).

Transition Rate from Primary to Upper Primary

5.55 The JRM's initial analysis of the data suggests that the overwhelming majority of children are enrolling in primary school and completing a cycle of primary education, albeit many of these children are overage at the time of completion. DISE calculates transition rates on the basis of the enrolment in Grade V and gives a figure of 82% for 2007-08 – this is well short of the target value of 87% and is lower than the baseline of 84% set in 2005[2]. There is also considerable regional variation in the transition rate with Bihar, Madhya Pradesh and Uttar Pradesh causing the most concern; see the figure below. It is important to note that primary and upper primary cycle variation (I-IV and I-V; V-VII and VI-VIII) continues to be a matter of concern, in several States such as West Bengal, Maharashtra, etc.

5.56 This under-achievement in the national transition rate appears to be caused by a combination of factors, including: firstly, there is a greater enrolment of children from diverse backgrounds in Class V; secondly, an increase in the repetition rate at Grade V; thirdly, inadequate access to upper primary schooling in some States; fourthly, institutional and system-wise barriers in those States where primary terminates at Standard IV and elementary terminates at Standard VII; and, fifthly, the persistence of socio-economic barriers to upper primary education, particularly for girls. A further factor is the barrier presented by public examinations at the end of the primary cycle in 15 States – this is a major contributing factor to the high rates of repetition in the system, see table below.

Table 10: Repetition rates by grade in all elementary schools - 2006-07

1	2	3	4	5	6	7	8	1-5	6-8
10.1	5.6	4.4	6.2	6.3	5.3	7.6	6.4	6.5	6.3

Source: DISE, calculated from *Analytical Report 2006-07*

5.57 The Mission applauds States such as Tamil Nadu that have recently abolished public examinations at the primary level and encourages all States to take this step as recommended by NCF 2005. The Mission further suggests using more progressive measures of assessment as

[2] NSS 2004-05 indicates a transition rate of 93% of those who completed primary schooling, but a transition rate of only 74% of those who ever enrolled (NSS, 2004/05).

provided in NCERT's Source Books for assessment in classes I-V. The Mission is concerned that the DISE reporting is actually going against the grain of these progressive measures by publishing statistics on "passing" and "failing". The education system cannot directly affect the socio-economic barriers to universal elementary education, but it can eliminate repetition at all grades, implement a seamless elementary education system of 8 years, ensure adequate access to upper primary schooling, particularly for girls, provide more support to vulnerable children and provide incentives to encourage more students, particularly girls, to continue their education at the upper primary level.

Retention Rate and Focus on Low Retention States

5.58 MHRD's own analysis suggests there is significant regional variation in retention at the primary level with Bihar, Rajasthan and West Bengal causing the most concern. Some States have improved their performance in this area during the period 2004-05 to 2007-08, most particularly Gujarat and Orissa. Jharkhand has demonstrated the effectiveness of well targeted residential facilities for keeping the most disadvantaged children in school. The JRM received presentations from Karnataka and Punjab (rationalisation of teacher deployment) and Delhi (filling infrastructure gaps and making schools more responsive to students' needs) regarding systemic reforms aimed at improving the retention rates in those States. The JRM also received presentations from Mahila Samakhya (AP, Karnataka and UP) on the success of NPEGEL and KGBVs in retaining the most vulnerable girls in elementary education and from Jharkhand on the successful rehabilitation and mainstreaming of children rescued from child labour. These practices, together with others from Assam and Bihar, all seemed promising and worthy of replication in other States and districts, particularly the 166 low retention districts that MHRD has identified as a subset of the larger group of Special Focus Districts. The JRM notes that 39% of the total SSA outlay in 2009-10 is allocated to these 166 low retention districts (26% of the total). These provisions have been allocated across the following components in the 166 districts.

Table 11: Provisions made in 2009-10 in Low Retention districts (166) – 10446 Cr. (39%)

Provisions made to 166 districts (below National Transition rate)	Number	% of total sanctions	Sanctioned in districts
New PS Sanctioned	4386	47 %	92
New UPS Sanctioned	6247	52 %	110
New Teachers sanctioned	23421	45 %	119
New ACRs Sanctioned	48178	39 %	148
Remedial Teaching (physical)	1549598	40 %	111
RBC (Physical)	159901	42 %	117
NRBC (Physical)	316537	39 %	124
OoSC (Physical)	2520867	48 %	165
OoSC (Financial in Lakh)	53525	46 %	165

5.59 In order to ensure that this outlay results in commensurate levels of prioritised expenditure these districts will need increased support, capacity building and guidance from MHRD/TSG and the States.

Student Attendance Rates and Dropout

5.60 Any successful strategy for improving retention has to pay careful attention to attendance rates. The Mission notes that the findings of the study of attendance in 20 States are being made use of by these States in the planning and implementation of interventions. The presentation on improved monitoring in Tamil Nadu highlighted the way in which this State is

focusing monitoring and the responsiveness of the system on those children that are most vulnerable to dropout; i.e., children who are frequently absent from school. It is evident from the dropout study that retention is first and foremost an equity issue with SC, ST, Muslim children and girls most at risk of dropout. Based on the study the main causes of dropout include: poverty; domestic work; sibling care; migration of the family; lack of interest; own illness; repeated failure; unsatisfactory teaching; unsuitable school location.

5.61 These causes suggest the following system responses should be further supported through the AWP&B:

- more effective guidance for schools and communities on admissions, ensuring that appropriately aged children are admitted to Standard 1;
- no detention (this will become policy once the Right to Education Bill is passed);
- improved quality of education – especially in respect of the teaching and learning of literacy in the early years and relevance of the curriculum;
- more responsive schools catering adequately to the needs of a diverse student population, particularly language needs of ST children and special services for the children of migrant families;
- increased access to upper primary schooling;
- more effective deployment of teachers;
- improved monitoring of and responsiveness to attendance; better school health; better convergence of SSA with MDMS, ICDS and pre-school; and stronger partnerships between schools and the community of parents.

Recommendations

5.62 With regard to the dropout study, the Mission suggests that the Ministry reviews the methodology and data carefully before publication. The report should also calculate a reconstructed cohort for grade 1 through to the completion of grade 8 and differentiate this for SC, ST, Muslims and girls. It might be helpful for MHRD to commission a peer review panel to look at the study in detail and to recommend further analysis to validate the study's findings. Public hearings may also be held at the places of data gathering to substantiate the results against public perception.

5.63 More broadly, the JRM recommends that MHRD/TSG, with the support of NUEPA and other concerned agencies and in consultation with the States, undertake to complete a review of the available data sets to determine (i) a more accurate picture of the status of retention in elementary education in the 35 States/UTs; (ii) the context specific causes of dropout; and (iii) develop strategies for improving retention in specific contexts to help and inform the AWP&B 2010-11.

Goal 4 – Education of satisfactory quality

5.64 The Mission appreciates that the SSA's focus on better learning outcomes has not only been sustained but also enhanced. This is evident from the fact that for 2009-10 the allocations for quality improvement exceed all other allocations combined together at a ratio of 57:43 respectively. It provides a welcome indication of the growing capacity of the states to absorb and put to use funds meant for improving learning outcomes, and for the holistic improvement of quality of education.

5.65 Across the country, States are addressing important aspects that contribute to enhancing the quality of elementary education. 15 States have renewed their curriculum based on the National Curriculum Framework of 2005 and 8 States have completed the revision of textbooks

accordingly. Extensive module development for teacher training at primary and upper primary levels is reported in all States and UTs. A plethora of tools and reporting formats have been rolled out to track quality improvement. States have begun to report on qualitative aspects of school functioning such as number of instructional days and days of non-teaching activities by teachers and classroom functioning such as teacher instructional time, student learning opportunity time, active student participation time and use of materials other than textbooks in the classroom. The nature of student learning assessment systems is undergoing change, with some States like Kerala, Delhi, Uttarakhand and Tamil Nadu, being forerunners in developing continuous and comprehensive student assessment systems. Source Books in 5 areas have been prepared for the assessment of student learning in line with the constructivist pedagogy and spirit of NCF 2005. The mission, while congratulating the SSA for these positive developments, would like to observe that there is need to ensure that these measures link up together in a coherent and mutually reinforcing framework to provide clear and sustained guidance to state level practitioners to achieve to measurable improvements in quality in the classrooms and student learning.

5.66 A number of recent studies have provided insights into different dimensions of quality in the elementary schools in the country – the drop out study, teacher and student attendance studies, study on the effectiveness of Block Resource Centres and Cluster Resource Centres. Forthcoming studies include the effectiveness of teacher training and the participation of Village Education Committees in education. These would help to identify crucial concerns as well as areas for further strengthening program interventions.

5.67 It is also noted that there is a growing movement of children from government to private schools. Data on this phenomenon is scarce, but the tendency reflects on the public perception of government schools as being of poor quality, which would be an important element to be kept in mind.

Ensuring Enabling Learning Conditions

5.68 Nearly 90 million children across the country received free textbooks within one month of the start of the academic session, barring some exceptions. In 23 States, textbooks had been distributed either before or within 15 days of the start of the academic session. 3.8 million teachers received teacher grant and over 1.1 million schools received school grant. In addition to ensuring timely distribution of such grants, states are being encouraged to systematically follow up on their effective utilization. These are all encouraging trends that have been reported to the JRM. The sheer scale and speed of such operations in support of the elementary schooling in the country is indeed highly praiseworthy. However, it is advised that such information is followed through more intensively at the local level to stimulate more sustainable changes in the way schools and classrooms are resourced at the beginning of each academic session and how they effectively utilize them.

5.69 The Mission would like to draw attention to the obvious need for a differentiated approach to analysing the needs of States across the country in terms of their 'readiness' and 'enabling conditions' to implement quality improving measures. *(The three pillars of the quality enhancement framework of SSA are: (1) creation of enabling learning conditions; (2) strengthening academic and management support and (3) monitoring outcomes).* The excellent work done in the form of targeting resources and support to Special Focus Districts (now categorized with 8 different parameters relating to access, infrastructure, gender parity and geographic and other shortfalls) could have a dimension for quality as well. From the data presented to the JRM, it would appear that Bihar, Jharkhand, Uttar Pradesh and West Bengal are facing challenges in their enabling conditions which would require specialized and targeted

support to facilitate their efforts to make a 'quality leap'. The States in the North East present a specific picture that appears to call for region specific strategies to strengthen the enabling conditions for quality. (See tables below)

Table 12: Enabling conditions in schools in selected large states (2008-09)

	Average student-classroom ratio (primary schools)	Percentage of classrooms with student-classroom ratio of > 60 (all schools)	Percentage of single teacher schools	Percentage of schools with pupil teacher ratio >60	Percentage of schools with pupil teacher ratio >100 (all schools)
Bihar	98	54.2	6.2	38.3	12.9
Jharkhand	57	22.6	10.2	23.3	3.5
Uttar Pradesh	43	18.6	3.6	32.5	11.9
West Bengal	41	18.44	4.7	13.8	2.6

Source: DISE Flash Statistics 2008-09, MHRD presentation

Table 13: Enabling conditions in the North Eastern States (2008-09)

States	Percentage of schools with pucca buildings	Percentage of classrooms in good condition	Percentage of single teacher schools
Arunachal	23	51.6	63.9
Assam	34.7	35.8	33.3
Manipur	11.4	36.9	18
Meghalaya	27.7	34.6	18
Mizoram	6.5	43.6	0.93
Nagaland	27.7	47	3.7
Sikkim	38.2	55.6	0.5
Tripura	50.8	66.9	1.2

Source: DISE Flash Statistics 2008-09

The conditions reflected in the context of North Eastern States in the above table is a matter of concern, especially in view of the better financial allocations in these states are in the ratio of 90:10.

Teachers

Teacher recruitments and deployment

5.70 Figures provided by the SSA suggest that 9.86 lakh teachers were recruited against a target of 12.27 lakh till March 2009. Consequently, the percentage of schools with greater than 60 dropped from 18% in 2005-06 to 14% in 2007-08. However, the number of single teacher schools is 10%. In addition, Pupil Teacher Ratios (PTR) are still quite high in many districts in States like Bihar (53:1), UP (50:1), Jharkhand (45:1) and WB (45:1). The recruitment deficit in states like Bihar (91657), MP (15898), WB (46797), Rajasthan (28499) and UP (33718) is very considerable. Lack of recruitment appears as a continuing problem in these states as can be noted from the reports of previous JRMs. This is a matter of serious concern and the SSA needs to make special efforts to ensure that the PTRs move towards acceptable figures all over the country, particularly in states with chronic shortage of teachers. SSA would have to move towards and a better rationalization of teacher placements, a fact that remains invisible in the reporting of average PTRs, particularly because the Right to Education Bill makes maintaining a PTR specified in the Bill in 'each and every school' mandatory.

5.71 The term, 'teacher' now encompasses wide variations in the professional qualifications and service conditions and remunerations among teachers. As a foundation of quality, the teacher whose own status and job are vulnerable and training is weak rightly causes us great concern. Just as SSA has gradually brought the number of EGS down (by upgrading them into regular schools), SSA should now ask the States to find ways to upgrade, after due screening, all those recruited as teachers into career teachers. Active interventions are required in States that have done away with career teachers in preference to contractual teachers, as also those that have large number of contractual/para teachers.

Teacher Professional Development

Table 14: Teachers and their professional development: a snapshot in a few big states

	Percentage of professionally trained teachers	Percentage of teachers involved in non-teaching tasks	Percentage of para teachers to total teachers	Percentage of trained para teachers	Teachers to be recruited	New teachers sanctioned in 2009-10
Bihar	49	2.7	7.1	33.8	91657	9039
Jharkhand	62.5	6.3	47.7	39.8	93166	1439
Uttar Pradesh	71.6	8.1	26.3	33.7	33718	5212
West Bengal	64.1	27.1	16.9	18.4	46797	4146

Source: DISE Flash Statistics 2008-09

5.72 The Mission notes that most parts of rural India now have satisfactory PTRs, but it is a matter of concern why these better PTRs are not translating into higher quality of school experience for children. Apparently, PTR is merely an enabling condition; it works only if the profession attracts the positively minded people and trains them with rigour and provides professional support on a regular basis.

Teacher and Student Attendance

5.73 The regular presence of teachers in the classrooms is undoubtedly a key factor in enabling a learning environment. It is therefore heartening to note that 11 states have reported that they have completed studies on teacher attendance, using the 2006 RESU study as a baseline. That makes it imperative that the 10 states which reported that such studies are ongoing complete them at the earliest, and the states yet to begin such studies are encouraged to do so soon.

5.74 States have been encouraged to track more concretely at the state level, teacher and student attendance. Accordingly, student and teacher attendance has been reported from a variety of sources – QMT and State level reports. Bihar reported student attendance as low as 56% at both primary and upper primary levels. Jharkhand, Orissa and West Bengal reported student attendance ranging from 71-75%. 14 states were grappling with teacher attendance rates between 75 ad 85%. Whereas the reported increase in teacher attendance from 68.7% to 90% in MP is a welcome trend, the reasons for the reported decrease in Karnataka from 83.9% to 80%, Mizoram from 98.01% to 92.97% would seem to require some attention and investigation in view of the fact that the MHRD has set a target of 90% teacher attendance across the country. MHRD may also consider cross referencing the state studies with other data and the independent studies.

5.75 The mission suggests that closer attention to regularity of student and teacher attendance is critical for the implementation of quality improving measures. Long absences and irregular attendance are early warnings for potential drop outs, and more focus on local use of attendance data/information is warranted. Together with a detailed analysis of the results of the

drop out study and data on retention, attendance and transition, it is recommended that state-specific analysis will help to address issues relating to student retention and completion.

Teacher Training

5.76 The Mission takes note of the fact that 30 states have reported that they have prepared modules for training of teachers at the primary or upper primary levels. Of these the Mission commends the creation of 30 days training modules in four states (Chhattisgarh, MP, Nagaland and Tripura) and 60 days training modules in Nagaland and Tripura. The Mission also appreciates the focus on subject-specific content trainings in 17 states, and the focus in trainings on classroom processes and pedagogical improvement reported from 19 states. The initiation of trainings on the NCF 2005 and the 'reflective teacher' in 8 states is also commendable.

5.77 Equally important would be to have a better idea about the effectiveness of the trainings in the improvement of classroom processes and improvements in learning in various subjects, as also in the changes in the behaviour of the teacher in the classroom, reflected through data on corporeal punishment, fear and trauma of children in the classroom, factors that are specially contained in the Right to Education Bill. Studies of training effectiveness would need to inform about the efficacy of the cascade model that may lead to adopting alternative methods. *Recommendations of the Udaipur Conference which was presented to the Mission should be followed up with strategies for actions in the design of teacher training programme. The Mission also recommends that the Teacher training effectiveness study should focus on assessing the quality of modules, training materials, structure of training and its implications, in addition to its impact on classroom transactions. The study should be completed at the earliest.*

5.78 States are implementing three major initiatives in training: 20 days in-service training each year; 30 days induction training; and 60-days training of untrained teachers. With regard to in-service teacher training, 5 states reported less than 60% achievement of target for 2008-09 (notably UP and West Bengal). The States of Bihar, Jharkhand and Punjab reported less than 50% achievement of target for the 30-days induction training and 7 states (notably Andhra, Madhya Pradesh, J&K, some NE states) reported no induction training at all. Chhattisgarh and Jharkhand reported below 50% progress in training of untrained teachers. Manipur stands out for doing no progress on any kind of training and no reporting on the distribution of textbooks, teacher grants or school grants. The need to move towards 100 per cent trained teachers in every state can hardly be overemphasized.

5.79 Most States have no mechanisms in place to assess teacher quality or to implement stage-specific training.

5.80 The last JRM recommended the application of the ADEPTS standards to ensure teacher performance. Although 27 states have identified performance indicators for teachers and trainers, only 8-9 states have begun to implement these indicators in tracking the performance of teachers and trainers.

5.81 The Mission would like to point out that there is insufficient information and data on teacher accountability. For example, the data on number of teaching days in the school does not disaggregate school days lost because of the non-attendance of teachers. Qualitative reports from the VECs on this important issue would also help. Since the PAB of the SSA makes it conditional with the states that teacher accountability systems be examined and designed to relate to teacher advancement and performance, there needs consistent monitoring on this front.

This will become an important need since the RtE specifies teacher accountability criterion that will need to be integrated with SSA in future.

5.82 An ICT based teacher management system, addressing professional development, training, performance and accountability (learning from the Chamarajnagar pilot effort in Karnataka and the Delhi web tools for tracking attendance and other parameters) would contribute substantially to planning teacher development efforts. States like Rajasthan, Punjab shared nascent efforts to enhance teacher accountability. This could also become a transparent tool for developing teacher accountability indicators and their use, as presently, teacher accountability systems appear to be still in the process of formation.

Learning Enhancement Measures

5.83 Since 2006, the SSA has systematically promoted the appropriation of 2% of program funds towards strengthening learning enhancement in primary and upper primary schools. Learning Enhancement Programs (LEPs) have addressed the early grades as well as upper primary grades and in 2008-09, expanded in coverage significantly. 28 States have undertaken LEP activities in the primary grades and these are now reported to have expanded to cover all districts in the states from the initial phase of pilot activities. Currently, more than half of the country's 1.2 million schools are implementing LEPs at primary level. The most prominent strands of LEPs so far have been the reading improvement programs in the early grades (22 States) and basic numeracy improvement (15 states) and activity based learning (13 States). The Mission benefited from the presentation of a pilot initiative in Mathura block of Uttar Pradesh of a reading improvement program, using graded reading material and a pilot project on improving the teaching of Mathematics in early grades by NCERT. A number of states are implementing such reading improvement programs either on their own or with the collaboration of NGOs, as also maths improvement programs. The mission would like to recommend that continued focus of these widespread initiatives be addressed to improving *literacy and numeracy in the early grades.*

5.84 The efforts of NCERT in early mathematics and early reading in classes I and II are commendable, but instead of making available the books and kits from these efforts to the states, the task should be to create capacities in the states to undertake similar state specific development efforts. The capacity of NCERT's Reading Development Cell to effectively work with the States in the area of early literacy (reading, writing and oral communications) in classes I and II needs to be enhanced. It is reported that of the Rs. 15 lakhs being given to each state for pre-school children, states like Sikkim, Chandigarh, Punjab and Assam have utilized the amounts effectively through integration with the ECCE. Given that the population of 3-6 year olds in the country is very large, it would be useful to know how a somewhat modest amount of Rs. 15 lakhs is being usefully utilized, and the criterions for deciding which children, from what kind of social groups benefit from it.

5.85 At upper primary level, 22 states have reported LEP activities, again covering all districts, expanded from the initial pilot level implementation. In 16 States, LEP activities are reaching all upper primary schools. The main focus of LEP at upper primary grades has been on improving science and mathematics learning.

5.86 The coverage in the Learning Enhancement Programmes (LEP) in upper primary from 5 states in 2007-08 to 22 states in 2008-09 and to projected 28 states in 2009-10 is commendable. Where as the greater focus on science and mathematics is evident from the fact that most states are covered under these two subjects in the upper primary LEPs, that only 7 states are using language learning activities in upper primary LEP may need examination.

Since a sum of Rs. 50 lakhs is now being allocated to each district for Computer Aided Learning (CAL), adding up to a huge sum of over Rs. 300 crores annually for the entire country, there needs to be a better assessment of the kind of educational software that the schools are buying, in terms of quality, language and cultural considerations. *The entire CAL program should be assessed by a public educational institution.*

5.87 The upper primary stage is recognised as now critical for universal elementary education and is even more important in the light of the RMSA. Expanded capacity and quality improvement through the RMSA at the secondary stage will require that the upper primary children enter the secondary stage in larger numbers with enhanced learning achievements. The implications for providing adequate subject teachers, improvement of classroom practices, teaching kits and quality teaching-learning materials will be all the more important. The Mission therefore reaffirms the previous recommendation of the 8th JRM that the move towards a holistic and comprehensive quality improvement at the upper primary stage must remain a priority.

Classroom processes and Instruction Time

5.88 The data presented by the SSA regarding classroom instructional time and practices is in the form of time spent in teacher instructions and time for student learning. It is reported that the teacher instruction time has been reduced to less than half a day of the total time in 8 states, with 11 states reporting that the student learning time has increased to over half the total time of the school day. Unfortunately, such a division of school day time does not provide a clear picture of the pedagogical and learning environment inside the classroom. For example, in an activity based classroom, it would be difficult to segregate the teacher instruction time from the learner activity time. Also there appear puzzling distributions of such times from state to state. For example, Gujarat reports that 70 to 80 per cent of time is spent in teacher instruction and 20 to 30 per cent is spent in active student participation while Tamil Nadu reports that the time distribution between teacher instruction and student learning is 10% to 80% If that implies that students are not participating while the teacher is instructing, or the teacher is not 'instructing' while the students are learning, this would appear quite in variance with the child-centred and NCF 2005 formulations for classroom practice. If the teacher instruction time implies the time the teacher is active while the children are passive, then the data provided by the SSA for each state would alarmingly suggest that the traditional passive teaching is still the dominant pedagogy, with some exceptions. The integration of TLMs in this picture would therefore require further elaboration.

5.89 Since teachers are provided in service training in child centred practices and TLM grants, this ought to translate into active classroom practices and pedagogical approaches that put the child, rather than the teacher, at centre. A good example of this approach is the film series called Young Historians that was presented to the Mission. These films (in language versions) and similar materials may be disseminated to the States. The objective should be to move towards a holistic approach whereby the syllabus, the textbooks, the teaching-learning materials, the use of language, the use of space in the classroom, school building and even the physical environment outside the school building, the library, methods of assessment and teacher training become synergized into an integral process. Where as in the beginning, the approach might have been to introduce improvements element by element, the Mission recommends that in light of the NCF2005, the focus must shift to such an integrated process for pedagogical and quality improvement.

5.90 The implications of such an integrated approach to teacher training are critical. The teachers must not only be skilled but must also be oriented to such an understanding and

attitude. They must be oriented in a manner that child-centeredness is not reduced to a classroom practice whereby a teacher is 'teaching' through rote learning for 60% of the time, and is engaging the children in disembodied activities for the rest of the time that are remotely related to the syllabus and texts. This puts demands on the teacher training cascades – the Master Trainers and so on. The Mission strongly recommends that these issues be given proper attention by the SSA on a priority basis.

Academic Support Systems and Capacity building

5.91 32 States/UTs have constituted pedagogy units at the State level and 26 States/UTs have constituted pedagogy cells at the district level. In addition, a large number of states have Resource groups at the State level (31 States/UTs), at the district level (29 States/UTs), at the block level (26 States/UTs) and even at the cluster level (26 States/UTs). A number of states such as Andhra Pradesh and Chhattisgarh have also formed subject-specific resource groups at various levels. These additional resources created are mainly focused on activities to improve student learning, capacity development of teachers, tracking of quality interventions etc.

5.92 6472 Block Resource Centres (BRC) and 69268 Cluster Resource Centres (CRC) are operational across the country with the aim of providing decentralized academic support to schools and to teachers. Nearly 100% of the Block Resource Centres and 96% of Cluster Resource Centres in the country are reported to be operational. In 2008-09, considerable efforts were made by the certain States to organize orientation and training for the BRC and CRC personnel to upgrade their capacity to effectively carry out their responsibilities.

5.93 A presentation was made to the Mission on results of a study on the effectiveness of BRCs and CRCs, a crucial human resource network in which the SSA has invested significantly. However, many aspects of BRC/ CRC's functioning and effectiveness were not clear from this study. For example, it could not be ascertained how the BRC/CRC distributed their time, the frequency, purpose and effectiveness of the school visits, the kind of academic support and its outcomes were not clear. The study mainly rested upon the perceptions of BRCs, CRCs, teachers and other stakeholders. *The Mission recommends that existing data from various sources like BRC/CRC study, QMT and other similar sources be re-analysed for a renewed effort to build an evidence-based understanding of the capacity development needed to ensure that these decentralized academic support functionaries fulfil their responsibilities, without being overburdened by administrative tasks.*

A comprehensive and integrated framework for quality improvement

5.94 Quality in elementary education – how to enhance it and how to evaluate it – has been placed squarely on the agenda in SSA. But, as reported in previous JRMs, the approach to quality improvements in most States continues to be fragmented, piece-meal and largely ineffective in bringing about systemic change. All States have been requested by MHRD to develop *holistic and comprehensive* models for improving quality which integrate different programme components. Since teachers are provided in service training in child centered practices and TLM grants, this ought to translate into active classroom practices and pedagogical approaches that put the child, rather than the teacher, at center. This would require a holistic approach whereby the syllabus, the textbooks, the teaching-learning materials, the use of language, the use of space in the classroom, school building and even the physical environment outside the school building, the library, the methods of assessment and teacher trainings become synergized into an integral process. This request has significant implications for SSA programme management and the Mission observes that only two or three States have so far been able to move forward significantly with this kind of approach.

5.95 A holistic approach that incorporated curriculum, workbooks, activities, an altered classroom environment and space, out of school activities, completely different teacher training and orientation camps and assessment and examination methodologies, with matching administrative, financial and management practices formally approved by the state government was the Hoshangabad Science Teaching Program run by the Madhya Pradesh Government for thirty years. Where as the formulation of the NCF2005 drew upon the insights gained from this and similar programmes, in SSA an attempt must be made to learn from such examples in order to build capacities for practicing holistic quality.

5.96 Some of the States presented to the Mission their grading system of schools including displaying the grades of the schools prominently. The Mission strongly feels that such public display, particularly of the low grade schools can create stigma amongst the children and community and should be discontinued. An assessment of schools in terms of their quality needs is important for management and should be done without resorting to public display.

Inclusive and holistic schools

5.97 The SSA has promoted convergence of many kinds to improve the quality of interventions and facilities at the school level: mid day meals, drinking water and construction of toilets. It would be important to make these investments link with children's health and sanitary conditions in schools (for which the present maintenance grant may require review) as they are necessary conditions for quality in education. During the primary years, the expressive arts (e.g. painting and music) are known to make a significant contribution to literacy and the school's ability to retain children. These are already emphasized in NCF but haven't received attention in SSA, even in the case of States where an attempt has been made to revise the curriculum. Provision for locally practised heritage crafts also needs to be seen in the context of a holistic curriculum which utilises the traditional skills that children of artisan families bring to school but fail to find acknowledgement, let alone appreciation.

5.98 Those involved in teacher training need to examine local urban or rural pockets where the traditional crafts are still alive and where children are seen as inheritors of the skills required in these crafts. SSA should draw upon Mahatma Gandhi's legacy of 'basic education' which envisioned the use of traditional Indian crafts for imparting dexterity and dignity of labour, apart from linking education and the world of work. Now that the upper primary classes are in focus, these pre-vocational skills need to be brought into the mainstream curriculum. Their aesthetic value and utility makes the school day attractive and in many cases attracts the community and parents.

5.99 In addition, the issue of spaces available for hands-on/productive/aesthetic work within classrooms is an area that needs further exploration. Given the kind of student classroom ratios in some of the states, there may be no room for implementing such initiatives. In many KGBVs, especially those run by MS, such experiences have greatly enriched the curriculum, but suitable space remains a major problem there as well.

5.100 In order to put into practice the comprehensive and integrated quality improvement framework, strong resource support would be needed for states to plan and implement need-based and contextual initiatives.

5.101 The membership and scope of the National Resource Group should be enlarged to focus on field visits and hands-on support to States, facilitating action research and analysis. It should be a mobile group providing guidance and support to a differentiated approach to

quality in all functional areas, act as a knowledge centre for best practices from India and abroad and carry out quality audits at the state level.

5.102 The mission recommends the rationalization of quality indicators and approaches that are suited specifically to primary and upper primary grades and provide guidance to states to review the up-scaling of Learning Enhancement Programs (LEPs) that have now been extended to all districts in the implementing states, particularly with respect to promoting holistic literacy improvement in the early and upper primary grades that combine language as well as Math and Science teaching. Strategies catering specifically to address upper primary challenges are mainly for improving GER/NER, teacher recruitments, teacher training, quality of in-school TLM and classroom support.

5.103 It would be worthwhile to study more closely the inter-linkages between regularity of attendance (reduction of long absenteeism), retention, transition and primary and upper primary completion for making an impact on children in the classrooms and on their learning.

5.104 Clearly, enhanced efforts appear to be called for towards capacity development of teacher educators and support functionaries at block and district levels and in-school support to quality, taking off from the good beginnings made in 2008-09 to implement training programs for these academic support functionaries.

School infrastructure and Quality

5.105 It may be noted here that the focus of Civil works under SSA was so far on fulfilling the infrastructure gaps. There has been focus on quality of supervision and construction, designing for safety of schools, equipping schools for seismic and other hazards. *With focus on quality of education, it is now important to focus on the quality dimension of the spaces being developed under SSA from perspective of pedagogy and child friendliness.* The Mission went though documentation of range of material developed under SSA at TSG and States on designs for Urban schools in AP, Maharashtra, Child friendly elements in Jharkhand, West Bengal, BaLA in Gujarat and Delhi, portable design using prefab bamboo structures in Arunachal Pradesh, and Chhattisgarh, Bamboo based designs in Mizoram, timber based designs in J&K, barrier free environment in Kerala, use of concrete and compressed blocks in Uttarakhand, Retrofitting of existing buildings in Gujarat, etc. While a diversity of state-specific interventions are visible from the data, it may need to be developed keeping in mind the pedagogical needs for diversity of situations - single teacher schools, multi-grade, gender-specific, CWSN, etc. The design briefs should be able to capture seating arrangements, storage and display arrangements, provision of learning elements, climatic comfort in different seasons, provision for expansion (e.g. a school may be upgraded from PS to UPS) or up-gradation (e.g. a school may like to move from floor based seating to furniture based seating, or school may be in a transitory phase to move from a single teacher school to more teachers). Such brief should be prepared in consultation with various stakeholders. There can be a generic pool of guiding elements of brief (a kind of a checklist) which the stakeholders can review while generating briefs for construction agencies. States in the North East need special attention on this, since the geo-climatic issues compounded with remoteness create a complexity of a special kind. Design of classrooms especially that of grades I and II also need special attention here since these are the most important formative years in child's education, where the transition from home to school environment takes place. The unique physiological and psychological needs of this age must be addressed in the design of the classrooms. Significance of good natural light and ventilation with a range of design solutions should be explored to cater to variety of situations that exist across the schools. Reading corners in classrooms should be developed.

5.106 The Mission noted the work done at the national level on sharing of ideas on development of outdoor spaces with states. *This should be further reemphasized to the States. Design should include develop of outdoor learning spaces as well.* A sensitive design of outdoor with its landscape and context-specific selection of plants and trees may be developed. Plants with multiple attributes e.g. natural year round colour, fragrance, variety of shapes and form, low height trees to climb, those which invite birds and bees and species that are hardy and easy to maintain in schools should be encouraged. It should look at nature as a learning space. Activities coordinated through Resource institutions who have instituted Green School movement may be encouraged here. A range of child-centric environmental activities – Rain Water Harvesting, Zero garbage system, conserving energy, are some examples that can be undertaken with responsive holistic planning of the natural environment. Further, the outdoor spaces may also be developed keeping in mind certain other significant issues of learning:

a. Learning through elders, peers, community, etc. - settings in school environments for this.
b. Learning through work – very often the spaces in the schools are not designed towards involving the skills and vocations of the community within the school design. This may be encouraged in the design of semi-open and open spaces.

5.107 Under SSA, different school and classroom designs may be used by various states. 'How are these designs responding to the quality of education?' is an important question to be addressed. *It will be useful to reflect upon how the present pool of designs in different regions and contexts has responded to the educational needs of that area. A critical examination will help in either fine-tuning or in making fundamental changes in the existing designs.*

5.108 **Effective use of available space.** Given the constrain of space and number of children, there is reason to believe that the effective use of available space may not be possible from the perspective of children. Classrooms may become store rooms for MDM or redundant furniture, or the potential of the school's spatial resource is not fully realized. Teacher's training may also address effective use of available space for better teaching–learning, especially from the inclusive perspective. While this may be covered under classroom organization, it may still require a set of simple suggestions to improve seating, natural light and ventilation, seating for CWSN, display and storage of TLMs and books, in not just classrooms and other spaces.

5.109 **Whole school development plan.** The Mission is happy to note that SSA has started Environment Assessment and School Mapping exercise in several states. However, inputs from some states like Gujarat, Chhattisgarh, Orissa revealed that while Environment Assessment, School mapping and Planning composite school exercises were being carried out, its ultimate purpose was not very clear to many either at the State level or in the field level. Since school premises get infrastructure support from a range of government schemes, very often, it may not have a overall development plan in place, the infrastructure component coming in through these schemes is located on an *ad hoc* basis. This may result in chaos in the school premises, thereby compromising its learning environment. To overcome this, the schools should undertake whole school planning while utilizing the exercise and data generated within the SSA system.

The Mission recommends that under SSA, the Civil Works should be seen in light of the four goals of SSA and take a holistic approach to design school environments while connecting to the context-specific issues of pedagogical requirements, diversity of children and future expansion.

Learning Achievement Studies and the TC Fund

5.110 A series of national and state-level assessments of pupils in the education system was planned in conjunction with SSA at Class III, Class V, and Class VII/VIII. Discussion at the mission focused on three general areas.

5.111 **Use of aggregated national level data and inter-state comparisons.** The aggregation of data collected in the States/UTs to present national-level data has been a feature of reports of the findings of learning assessment surveys to date. Detailed information on the performance of States has also been provided, including mean scores by gender, location and category of students.

5.112 The feasibility study of class V cycle II students in 5 States (spring 2009) carried out by Educational Testing Services for the Technical Services Agency of the SSA Technical Cooperation Fund raised issues about the comparability of tests administered in different States, mainly because of non-equivalence and non-functionality of translated versions of tests. To the extent that this is the case, problems arise both in aggregating data across States to determine national averages and in making comparisons between States.

5.113 **Comparisons between performances in different cycles**: At issue is the appropriateness of making comparisons between performance in cycle 1 and cycle 2 assessments and the feasibility of comparing performance in cycle 3 with performance in earlier cycles to monitor change in student achievements over time.

5.114 **Preparation for future surveys, in particular the third cycle class V survey.** The Mission has noted the use of the TCF to develop the capacity of staff of the NCERT faculty involved in learning assessment surveys through workshops, training and overseas study visits to the UK and US, including a study course at Educational Testing Services (ETS), Princeton, New Jersey. The ETS course addressed test development, large-scale assessments, psychometric concepts, and reporting.

5.115 The mission makes the following recommendations regarding learning assessment studies:

- Given the differences that exist between States and the lack of comparability of tests administered in different States, the focus in analyses and in reporting should be on within-state data, not national data. Continued attention should be given to the diagnostic function of assessments to identify strengths and weakness in student achievement and associated factors.
- In monitoring achievement over time, the main concern should be to document changes in disparities in achievement between various social groups in the population. This is in accord with the stated purpose of achievement studies in the Manual for Planning and Appraisal, which requires special focus on the achievement of girls, Scheduled Castes, Scheduled Tribes, rural and urban students. It is possible with existing data to calculate (and report) discrepancies in achievement between girls and boys, between Scheduled Castes, Scheduled Tribes and between students in urban and rural locations, and to compare the discrepancies from one cycle to the next.
- Separate reports should be prepared for States and UTs.
- Given the amount of preparation that will be required for the class V and subsequent assessments, the schedule and time for developing, administering and reporting on the survey should be considered.

Evaluation Studies

5.116 Under the TCF collaboration, the capacity of NCERT faculty and the States is to be enhanced to take up evaluation of 4 to 6 studies of quality improving interventions in the States under SSA. The Mission has noted the use of the TCF to develop the capacity of NCERT faculty involved in evaluation through workshops, training and overseas study visits to the UK, US and Canada.

5.117 Four quality improving initiatives have so far been specified for evaluation to be carried out by NCERT under the auspices of SSA-TCF-TSA. These are as follows:

- Children's Language Improvement Programme (CLIP) and Children's Learning Acceleration Programme for Sustainability (CLAPS). The programmes are being implemented in Andhra Pradesh in 100 schools in each district, 1,000 schools of the Tribal dominated districts in eight tribal languages.
- Aadhar (SSA in collaboration with Pratham) implemented in all the primary schools in the state of Himachal Pradesh in 2007-08.
- Activity Based Learning Programme (ABL). After piloting, expanded to all primary schools in the state of Tamil Nadu in 2007-08.
- Multilingual Education (MLE) in which 10 tribal languages have been adopted as the medium of instruction in grades 1 and 2 in Orissa.

5.118 Since their return from the latest overseas study tour, faculty charged with developing evaluation designs have developed a practical guide to ensure adherence to the Programme Evaluation Standards (utility, feasibility, propriety, accuracy) which have been matched to the phases of an evaluation study.

5.119 The Mission has noted NCERT's proposals for how the TCF will be used to support the evaluation teams at key stages throughout the life of the evaluations. The TCF Steering Committee will review these and make the necessary decisions in this regard.

6. Financial Management and Procurement

6.1 Timeliness, relevance and reliability of financial information are critical inputs to decision making and are key to the successful implementation of the SSA programme. The Mission is of the view that the relevant authorities in MHRD understand the existing financial management and procurement issues/challenges (highlighted below) and the need for a comprehensive, time-bound action plan to address them, in collaboration with the Finance Controllers in the States. *The Mission recommends that MHRD develop a time-bound Action Plan for strengthening financial management and addressing issues raised in this Aid-Memoire, which would be discussed with the Finance Controllers of the States in August after which it would be revised and finalized. Progress on this Action Plan would be reviewed during the next JRM.*

6.2 The Mission would like to reiterate the Development Partners' willingness to provide additional technical support in this regard, should MHRD wish to avail itself of this. For example, this could be in the form of capacity-building of Technical Support Group personnel, development of new FM training modules for different levels of the system, or documentation of best practices in the area of FM and P.

6.3 The Mission renews its concern over the pace of reforms in Financial Management and Procurement, including:

a) strengthening of internal controls which ensure compliance of financial norms and procedures;
b) establishment of effective mechanisms for tracking financial transactions down to the user level;
c) overcoming delays in some States in pooling the GOI and State shares to SIS;
d) improving maintenance of records, including the cash and assets registers and recording all transactions relating to finance and logistics;
e) reducing the large amounts of uncertified expenditures and unspent balances.

6.4 Of particular importance is the quarterly monitoring by Finance Controllers of States and MHRD (which should pick up on these issues), including follow-up on Auditors' comments and IPAI reports; and improved usage of procurement audit checklists by statutory and internal auditors. The Mission is of the view that the underlying theme to all the issues is that of capacity, which continues to be weak, especially in context of ever increasing outlays on the program.

6.5 The status on key aspects of Funds Flow, Financial Reporting, Accounting, Internal Controls, Staffing and capacity building, Audit & Monitoring and Procurement is reported in the subsequent sections.

Funds Flow

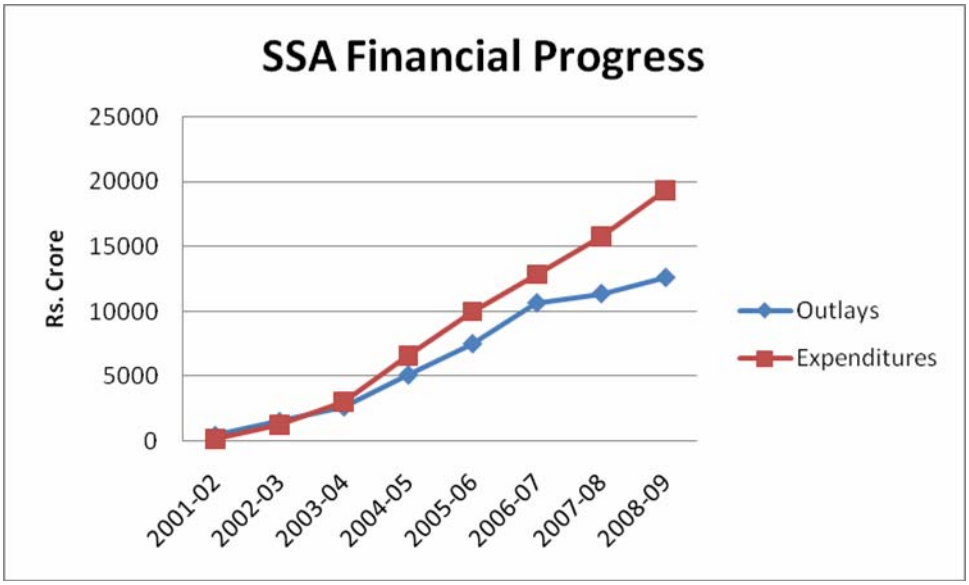
6.6 Under the initial SSA framework (2004), the fund sharing pattern of GoI: States during the Xth plan was 75:25. Funding norms were revised during the XIth plan, increasing the State's share gradually in a phased manner from 65:35 in 2007-09, to 50:50 in the final year of the plan. The sharing pattern of GoI: States are thus for FY2007 – 09 (65:35), FY2009 – 10 (60:40), FY2010 – 11 (55:45) and FY2011 – 12 (50:50). For the North-East States the share remains 90:10 during the entire XIth Plan period.

6.7 The total outlay of Rs. 71,000 crore for the XIth Plan has been provided as GoI share, out of which GoI provided Rs. 10,671 crore in 2007-08, Rs. 13,171 crore in 2008-09 and Rs.16,411 crore in 2009-2010. The balance (Rs. 30,747 crore) should be spent over the remaining two financial years of the XIth Plan. The overall contribution of the States in the next two financial years will be approximately Rs 12,578 crore in FY2010-11 and Rs. 15,373 in FY2011-12, as against Rs. 10,941 crore in 2009-10.

6.8 Overall, both Central and State authorities continue to improve flow of funds at all levels. For FY2009-10, an ad hoc first instalment was released to most States in May and June 2009. All but three States have adopted e-transfer of funds to the District level, and nine States have adopted 100% e-transfer of funds to sub-District levels wherever possible. Other States have been directed to adopt e-transfer of funds to sub-District levels, wherever feasible, as soon as possible. According to those States which have implemented e-transfer to sub-District levels, the flow, transparency and accountability of funds is vastly superior to previous manual systems.

6.9 The chart below shows the impressive growth in both Central government outlays and total expenditures (which include the State shares). Unaudited Financial Monitoring Reports show a total expenditure of more than Rs. 19,000 crore in FY2008-09 (equivalent to more than US$ 4 billion), which is a remarkable commitment by both the Center and the States. Indeed, in 2008-09, 21 States and UTs released funds in EXCESS of their share. This is a huge

improvement over the early years of SSA when some States were often late or were unable to provide their shares. For FY2009-10, approved AWP&Bs indicate total outlays of Rs. 27,352 crore (more than US$ 5 billion).



6.10 The position regarding release of funds and expenditure against the total funds available and AWP & B for FY 2008-09 is as follows. (Details in Appendix 5)

Table 14: Release of Funds and Expenditures

(Rs. In lakh)

	AWP&B 2008-2009	Opening Balance	Release by GOI (Including external)	Releases by States	Reported Expenditure	Total funds available	% of exp w.r. to funds available	% of exp w.r.to AWP&B
States/ UT	2,437,249	872,906	1,270,533	632,463	1,933,231	2,775,901	70	79
National component	1,461	-153	1,216	0	1,161	1,063	109	73
Total	2,438,710	873,059	1,271,749	632,463	1,934,392	2,776,964	70	79

6.11 In terms of overall system financial performance (reported expenditures as a percentage of total funds available, which includes the AWP&B outlay for FY 2008-09 and spill over funds from previous fiscal years), State and national authorities spent 70% of total funds available. This is a *decline* from FY 2007-08, when reported expenditures were 80% of total funds available. This also reflects the very large opening balance indicated in the table above. (More positively, FY2008-09 expenditures as a percentage of AWP&B outlays were 79%, this represents an *increase* over the 74% achieved in FY2007-08.) 18 States achieved 80% expenditures or above, while 7 States achieved less than 60% (with the remaining States budgets lying in between). North-East States, Chhattisgarh, Himachal Pradesh, Kerala, Maharashtra, Rajasthan, Uttar Pradesh and West Bengal were the highest performers. Meanwhile, the States of Bihar, Haryana, Jharkhand and Madhya Pradesh were the lowest performers. (More details in Appendix 5.) Overall, this information clearly demonstrates the increasing ability of the States to absorb funds to improve education services, although there is still room for additional progress in this regard.

Web-based monitoring

6.12 Web-based monitoring of funds at State and District level has been introduced in majority of the States (18). It is proposed to be extended to remaining States in the 2009-2010. With this system in place, the SSA managers can access and monitor the fund releases, particularly the cash balances in the Bank accounts at the State and District level and in a few States up to sub District level. Wherever e-transfers are feasible, the Mission would recommend developing a system for tracking each and every banking transaction up to the last user till its utilisation.

6.13 The Web-portal for SSA in all States/UTs was launched in 2008 with support from the National Informatics Centre (NIC), and is an important tool for monitoring the output and progress of the programme on a quarterly basis. Some (11) key financial indicators are being monitored on a monthly basis already, although not in the portal. In due course, periodicity of monitoring under the portal could usefully be made monthly. This would facilitate closer monitoring of physical and financial progress of SSA.

Disclosure of Financial Information

6.14 The need to display of financial information in public domain by the States/ UTs has been highlighted by all past JRMs. Transparency in display of financial information on the States' websites and its display in SSA offices, all government primary and upper primary schools is essential for social accountability of the programme. The Monitoring Institute reports reviewed by the Mission however indicate this is not happening in all schools. The Mission notes the instructions recently issued by MHRD to the States to correct this; planned field visits will seek to confirm implementation of this during the next JRM.

However, the disclosure of information by the MHRD on its website continues to be very good, and is a model for other schemes.

Amendments to the Manual

6.15 Amendments were made to the FMP Manual in 2007, and States were advised at that time of these amendments. However, a consolidated updated FMP Manual which includes these amendments has not been issued to all the States. Given the turnover among project finance staff at the State level, re-issuing the updated Manual (which would include all later amendments) is recommended.

Staffing and capacity building

6.16 The near doubling of SSA expenditure over the last four years implies a commensurate investment in terms of project management and monitoring of funds. With an average expenditure of Rs. 20 – 30 crores per District, all vacancies at State and District levels must be addressed immediately. Further, with 150 – 200 schools at the block level in many States, it is important that accounts staff be deputed at the sub-District level as well. These staff may be located at the BRC level with responsibility of monitoring activities at the VECs. The same staff could also be entrusted to train VEC functionaries as well. This additional financial commitment can be immediately met out of the management cost which has also increased as a result of increase in outlays.

6.17 More specifically, there are vacant positions in the Accounts and Finance at SPOs level in 15 States[3] and at DPO's level in 13 States[4] which is clearly hampering the accounting work in the States. As these positions are filled, there will be a need for training in capacity building of accounting personnel, which has been previously highlighted by the Mission. MHRD also reiterated (Financial Controllers meeting, April 2009) its guidelines for a 5-day mandatory training for SSA finance and accounts staff at all levels. Some of the States/UTs which could not impart training to accounts staff due to shortage of trainers, or lack of capacity have been advised to engage the services of Chartered Accountant firms or TSG Consultants in MHRD. The course content and modalities for training of staff at different levels in the States could be based on SSA FMP Manual and issues arising out of Audit and Reviews, as well as progress and appraisal of the programme.

6.18 The large scale of the programme requires continued active involvement of the MHRD in overall monitoring and the provision of adequate guidance to States in improving overall financial management results. To augment the regular monitoring that the MHRD regularly carries out, the Mission recommends that MHRD continue to provide States with (a) analyses of audit reports, providing advice on particular areas that each State needs to focus on, and (b) sharing of good practices which would support "peer learning" for financial managers in SSA. In addition, MHRD could develop and share additional indicators for monitoring performance of financial management aspects, and provide appropriate FM training material, to bring about consistency and quality in training at various States and Districts in those States;

Audit and Monitoring

External audit

6.19 The Mission reviewed the Consolidated and State Audit Reports for FY 2007-08. Firstly, the Mission notes that the majority of these State Audit Reports were submitted after the presccribed deadline for submission, December 31, 2008, In addition, two State reports (Jammu & Kashmir and Chattissgarh) had at June 30, 2009 still not be received. It is essential that all States submit these reports on time. MHRD may also establish an earlier date (November) for receipt of audit reports from States to ensure that almost all audit reports can be finalized/ furnished by December of each year.

6.20 Secondly, the Mission notes a very high percentage of advances that were treated as expenditures even though they were uncertified. Appendix 6 shows 12 States in particular (Uttar Pradesh, Uttarakhand, Tamil Nadu, Meghalaya, Madhya Pradesh, Maharashtra, Jharkhand, Himachal Pradesh, Haryana, Bihar, Andhra Pradesh, Arunachal Pradesh) where advances were treated by auditors as expenditure; these conclusions have been drawn from a review of the FY 07-08 audit reports. The total amount of this spending was more than Rs. 4,000 crore, equivalent to over 25% of total audited expenditures (70% for Uttar Pradesh[5], 59% for Bihar and 55% for Andhra Pradesh). Although this finding does not necessarily indicate any misuse or abuse of funds; it implies that the necessary management and monitoring arrangements are not in place to appropriately confirm that funds were used for the purposes that they were designed. For the Development Partners (DP), this required a recalculation of

[3] Andhra Pradesh (4), Arunachal Pradesh (1), Assam (5), Bihar (3), Haryana (6), Karnataka (1), Maharashtra (1), Meghalaya (1), Puducherry (1), Punjab (1), Rajasthan (2), Tripura (1), Uttarakhand (4) and West Bengal (3).

[4] Andhra Pradesh (2), Assam (21), Bihar (34), Gujarat (11), Haryana (14), Madhya Pradesh (12), Maharashtra (166), Nagaland (3), Orissa (13), Punjab (4), Rajasthan (34), Tamil Nadu (4), Uttarakhand (14) and West Bengal (22).

[5] Additional SPD for UP indicated that a large percentage of these advances have recently been certified by auditors, and that a revised FY2007-08 audit would be submitted to MHRD soon.

FY2007-08 eligible expenditures for external financing, although this did not result in any adjustments to previous disbursements (even after correcting for this Rs. 4,000 crore, expenditures eligible for DP financing exceeded total DP financing available). Nonetheless, the Mission wishes to express its grave concern over this large share of uncertified expenditures, and urges the States to comply with MHRD instructions that only those expenditures for which Utilization Certificates have been received will be certified by external auditors as appropriately discharged expenditure.

6.21 Audit Observations (FY 07 – 08) – The reports shown some serious observations in case of specific States. Further some systemic issues have also been identified. Please refer to the table given below.

Table 15: Audit Observations

State/ issue	Key Observation
Andhra Pradesh	(a) Old outstanding advances of Rs 42 crores; (b) bank reconciliation not prepared for 6 Districts; (c) system of controls as prescribed by MHRD in the Manual not being followed; (d) non provision for embezzlement of Rs 3 crores.
Bihar	(a) Audit has been completed 12 months after closure of the financial year; (b) Auditors has given a near disclaimer of opinion by stating that true and fair position of financial statements will be affected; (c) Rs 33 crores is unreconciled funds in transit.
Coverage of VECs	MHRD guidance mentions coverage of all VECs spending above Rs. 1 lakh by audit within a cycle of 3 years. Most auditors (except Punjab) have not explicitly stated in the audit report whether coverage of audit was as per this guideline and even if not so, how many VECs were covered.

6.22 Compliance to the observations made by the Statutory Auditors is awaited from some States/UTs for the financial year 2003-04 (2 States) [1], 2004-05(2 States) [2], 2005-06 (11 States)[3], 2006-07(18 States) and 2007-08 (25 States). As some of the audit observations are of recurring nature and are pending clarification for more than a year, the States and the auditors are required to make concerted efforts for securing compliance. The Mission wishes to express its concern over the lack of follow up to these Audit reports, and recommends that the States accord due priority to resolving the pending observations, which will be monitored during the next JRM.

Internal audit

6.23 The process of internal audit of accounts of SSA has not yet begun in three States. More importantly, coverage and quality of internal audit functions need to be further strengthened in almost all States /UTs, and internal reviews should be undertaken within the prescribed periodicity. More positively, smaller States like Punjab and Delhi have covered all its units and significant internal audit coverage is reported from Andhra Pradesh, Gujarat and Jharkhand. But overall, constraints relating to manpower and capacity have affected the process of internal audit adversely; additional staff and training are needed to strengthen internal audit systems.

Concurrent Financial Review

Accounting, Internal Controls and Reporting

6.24 Concurrent Financial Review and monitoring of financial management and procurement issues in States are carried out by the Institute of Public Auditors of India (IPAI).

While in the first phase 35 States were covered by the auditors, in the 2nd phase, so far, IPAI has submitted reports on 12 States which have been shared with the Mission. Remaining States will be audited by 31/03/2010. Some of the key observations by IPAI which need follow-up by the States include:

a) non-maintenance of cash book and advance registers in some of the States;
b) inadequacy and competency gaps in accounting staff;
c) failure or delay to conduct bank reconciliation and issue utilisation certificates along with vouchers;
d) irregular or no meetings of the Governing Council and submission of audit reports without approval of the State's own management i.e. Governing Council or Executive Committee;
e) weaknesses in internal audit;
f) releases being treated as expenditure;
g) weaknesses in accounting at sub-District levels etc.

6.25 The Mission underscores the importance of systematic follow-up of these IPAI reports by each State concerned, and recommends submission of a report by MHRD for the next JRM on State actions taken in response to the IPAI reports.

6.26 In addition, the findings of the earlier and current IPAI reports suggest that following areas need rectification:

a) furnishing of Utilisation Certificates and vouchers;
b) maintenance of Asset Registers and conduct of physical verification of assets;
c) maintenance of Books of Accounts/ documents;
d) cases of irregular payments of maintenance/ TLE/ School grants;
e) large cash payments in some States;
f) reconciling advances for civil works shown as final expenditure; and (g) address diversion of funds.

6.27 That said, to its credit MHRD has already taken numerous measures to strengthen accounting by the States, these include monthly bank reconciliation in all States up to District level, introduction of Accounting/ Tally software in 17 States/ UT's, follow-up of settlement of advances and certification of expenditure by CA with the States, and monitoring of coverage of e-transfer. For example, the Mission was pleased to note that in Assam the strengthening of monitoring capacities helped increase expenditures from 52% in FY2006-2007 to 89% in FY2008-09, with a corresponding decline in unadjusted advances from Rs 36.65 crore to Rs 3.82 crore in the same period. The impact of improved Financial Monitoring is clearly reflected in increasing trend of expenditure, and concurrent decrease in outstanding advance position (Rs. 36.65 lakh in FY2006-07 to Rs. 3.82 lakh in FY2008-09).

6.28 While there are minor shortfalls in State share in the case of 16 States (as of 31-3-2009), major shortfalls were reported for Andhra Pradesh (26,103 lakh), Jharkhand (7,712 lakh), Punjab (4,277 lakh) and Rajasthan (5,431 lakh). Cumulative (FY2001-02 to FY2007-08) shortfall is seen in Andhra Pradesh (Rs. 8,851 lakh), J&K (Rs 3,556 lakh), Orissa (Rs. 1,744 lakh), Punjab (Rs 2,792 lakh) and Rajasthan (Rs 9,159 lakh). Overall backlog of State share works out to Rs. 48,537 lakh.

Procurement

6.29 Procurement management by respective States under SSA must be consistent with the provisions and methods of the SSA FM&P Manual. Reports from the States claim that the FMP Manual is now universally adopted for procurement under SSA. However, reports shared

with the Mission from Monitoring Institutes, IPAI Concurrent Review of 12 States, Six-Monthly progress reports and overall State Program Implementation reports raise some issues of potential concern. These include:

- FMP Manual and the Amendments issued to the Procurement provisions are not being fully or consistently implemented by many States: some of the methods used by States for procurement do not reflect the requirements of the FMP Manual. For example, mandatory bidding conditions such as minimum time given, conditions for payment, negotiations, arbitration, reference to right of audit by Development Partners, etc. do not appear to have been followed consistently or incorporated in all Standard Bidding Documents (SBDs);
- 2009-10 Procurement plans are not available for all States, and in cases where plans are available, IPAI and Monitoring Institutes reports indicate that there were instances of variations without required approval, as well as a lack of follow up on planned activities.
- Reports also suggest an increasing trend of centralization of procurement at State level on many commonly used items such as books, stationery, computers and other IT equipment, and teachers and students aids etc. The FMP Manual in this regard should be followed. Otherwise, pre-approval from MHRD for any deviation should be obtained;
- IPAI and Monitoring Institutes reports cases in many States of apparent excessive procurement where quantities of items obtained were far higher than those required. Examples include text books, cycles for girl students, computers and IT equipment, spectacles for possible use after eye checkups. In addition, the reports state that classrooms are often being used to store these excessive and unrequired items, which reduces much needed learning space. The reports in particular raise serious concerns about non utilization of items in stock and potential mala fide intentions in placing excessive orders; and
- The IPAI and Monitoring Institute reports instances of "adhocism" and non competitive selection and engagement of NGOs and Consultant Organizations as Support Service providers. The requirement for selecting service providers on the basis of feasible Terms of Services, and following up on the actual quality of delivery is particularly highlighted.

6.30 The examples above identify a number of issues of concern and indicate the need for improving accountability and supervision mechanisms through:

- more focused capacity building of procurement management using FMP Manual, and further consideration regarding current procurement capacity within States and the potential need for recruitment of more procurement officers;
- enhancing the vertical accountability and supervisions mechanisms by more frequent post review and performance audit by MHRD/TSG or Consultants hired by MHRD/TSG;
- Introducing horizontal accountability and over sight (using mechanisms such as Peer Review of the process) in State and District offices, enhanced focus on procurement issues during internal audit and ensuring that all variations in terms of methods and process, to those of FMP Manual are required to pre agreed or ratified by the EC and approved by MHRD, etc.

6.31 Earlier IPAI reviews also raised issues such as: substantial delays in civil works; weakness in forecasting demand, procurement process and logistics management of text books for children, with inflated numbers and delays in supplies reported in a few instances; and serious lacunae in maintaining and updating Asset Registers; and conducting physical verification of assets. These concerns appear to be still relevant with regard to textbooks, civil

works and record and physical verification of assets. The Mission recommends that the States undertake a physical verification of assets created under SSA and record entries in prescribed Asset registers.

6.32 Timeliness and adequacy in procurement of goods and services at the appropriate level needs to be under pinned by advance planning by the buyers as per the delegated powers and the State norms. Following MHRD's advice to all States and UTs to prepare and share Procurement plans on their web sites, all States/UTs have uploaded their procurement Plans for 2009-10 on their website after receiving approval of AWP&B for 2009-10. In procurement of works, goods and services the States are adhering to FMP manual and CVC guidelines on procurement negotiations. This suggests that procurement processes are improving in this area.

6.33 For example, Gujarat has innovated online procurement of goods and services for its state office where tenders are invited and negotiations are done on-line. According to Government of Gujarat resolution no. SPO – 102005 – 1407 – CH dated 26th November 2006, procurement of goods and works exceeding Rs.10 lakh are required to be undertaken using e-tendering. E-procurement is permissible as per CVC guidelines issued under order no. 98/ORD/ 01 dated 11th September 2003. Under e-procurement, while the details of tender proceedings are maintained in electronic mode, the requirement of maintaining paper documents as prescribed in the general financial rules of GoI cannot be done away with. Gujarat has found that its e-procurement process has proven to be more efficient, more transparent and should be emulated in other States where feasible.

6.34 Development Partners in consultation with MHRD have initiated a Procurement Post Review for FY 2008-09, covering 8 States (Tamil Nadu, Punjab, Kerala, Chattissgarh, Bihar, West Bengal, Gujarat and Orissa, not covered by the Post Review conducted in 2007) and approximately 500 contracts, in conformity with the Financing Agreement of SSA. *The 8 States are urged to submit their lists of contracts as quickly as possible, as requested by MHRD in its letter of May 5, 2009, so that this review may begin.* If these lists are available by August 15, 2009, the post-review should be completed by the end of October 2009, with results and recommendations shared immediately thereafter with both MHRD and the participating States.

7. Programme Management

7.1 The Mission has noted and appreciates the many achievements of the Programme in the last six months. These achievements are the result of ever improving planning and management processes. In particular, the Mission appreciates the quality of the planning documentation, particularly the AWP&Bs, the PAB minutes and the Results Frameworks now available for every State and UT. The positive trends in planning and management noted by the previous JRMs have been maintained and improved.

Financial Progress

7.2 As noted in the section on Financial Management and Procurement, performance against expenditure targets (expenditure as a percentage of outlays) has been a particular highlight with an increase of 17% between 2007-08 (74%) and 2008-09 (91%) – the programme has come a long way since 2004-05 when expenditure performance was only 50%.

Programmatic Interventions and Targets

7.3 While the Programme is generally progressing well, achievements against the main targets are varied. A summary of performance against some of the main targets in 2008-09 is presented below:

Table 16: Performance against selected programme targets – 2008-09

Targets	Status
More than 96% of eligible students received free textbooks.	98% of eligible students received free textbooks.
1,182,480 schools to receive grants.	1,128,433 schools (95% of the target) have received grants.
More than 90% of teachers receive TLM grants.	More than 93% of teachers received TLM grants.
93% of teachers targeted receive in-service training.	78% of teachers targeted received in-service training.
3,921,735 students to receive remedial teaching.	2,979,411 students (76% of target) received remedial teaching.
126,748 teachers to receive 60 days training.	74, 390 teachers (59% of the target) received 60 days training.
Distribution of TLE grants – 34,734.	52% of target achieved.
238,801 teachers to receive 30 days induction training.	98,963 teachers (41% of the target) received 30 days induction training.

7.4 While performance on civil works is a particular feature of the discussions in the PAB meetings, it is not clear from the PAB minutes how under-performance in certain other components are being dealt with by MHRD and the States. Several components in particular (KGBV, LEP, SIEMAT, activities for OOSC, teacher training, NPEGEL, CRC, Innovative activities, community training, TLE and REMS) are under-performing every year but there is little evidence to suggest that sufficient action is being taken to correct the problems affecting these areas of the programme. *The Mission recommends that these components are reviewed more intensively during 2009-10 and in the AWP&B process for 2010-11.*

Effective Convergence and Synergy

7.5 All of the previous JRMs have highlighted the importance of effective convergence between SSA and other related schemes, such as ICDS, MDMS, TSC, Tribal and Social Welfare Departments and other institutions, particularly the PRIs. While these areas of convergence have not really featured in the discussions the Mission wishes to highlight them again for the reference of the Ministry and the States. The Mission would particularly like to highlight convergence between the new Central Scheme for Secondary Education, RMSA, and the soon to be re-vamped Central Scheme for Teacher Education.

7.6 This Mission has been particularly interested in seeing where and how innovations in SSA arise, the forms that they take and how these innovations get mainstreamed. In particular, the Mission suggests that MHRD and the States consider the features of successful large-scale reform and the lessons that have been learnt in States such as Tamil Nadu where the classroom processes have been successfully transformed. Some of the interesting questions to ask in these contexts are what are the factors that have helped leaders of reforms to emerge in some places but not others? How can leaders be encouraged in places where they are needed?

Institutionalization of successful interventions

7.7 The SSA has spearheaded a number of innovative practices that have been implemented through a 'programme' mode rather than through the regular channels of educational administration. The most notable are the DISE system of statistics, the decentralized academic support structures through the Block and Cluster Resource Centres and personnel, the range of Financial Management, Procurement and Audit improvement initiatives through the Financial Management and Procurement Manual, the creation of additional technical resource personnel at national, state, district and even block levels.

7.8 The Mission has thus also considered how the institutionalisation of SSA energy, momentum and structures should be managed and sustained. The Mission suggests that the key to the sustainability of SSA achievements is to identify those interventions, support structures and processes that have contributed most to the goals of SSA and to involve the Directorates, SCERTs and DIETs in the States and to work with these agencies to support the institutionalisation of SSA. The Directorates are the hub of administrative power as it affects the school education system, its infrastructure and person power. The SCERTs and DIETs are key institutions responsible for the consolidation and improvements in quality of elementary education. Hence, the Directorates, SCERTs and DIETs need to be made fully aware of and conversant with SSA's achievements, its financial and management processes, and its post-access goals in order to ensure mainstreaming of these processes and practices. The Directorates, SCERTs and DIETs also need to be made aware of the fundamental importance of the primary classes, especially Classes I and II. In the wake of the launch of RMSA there is a risk that the higher classes will once again receive greater attention. Due consideration needs to be given for the allocation of financial and human resources required to sustain the professional support structures for the SSA. With the maturing of SSA and the passage of the Right to Education Bill, the Mission suggests that MHRD commission two feasibility studies to look at (i) the options for establishing Directorates of Elementary Education in the States responsible for the first eight years of schooling; and (ii) the status of elementary education systems in the States and the steps that will be necessary to establish a seamless 8 year cycle of elementary schooling in all States. There are currently nine States that have yet to make a decision on integrating Standard 8 in Elementary schooling. These studies would therefore be a timely activity.

Implications of the Right to Education Bill for SSA

7.9 The Mission congratulates the momentous progress of the RTE Bill through the Rajya Sabha and awaits the imminent passing and notification of the Bill. The Bill will entail radical changes in the implementation of elementary education programs in the country and SSA as the flagship program of the country will inevitably be required to look into this. The Mission notes that the MHRD is working on the implications of the RTE for SSA and envisages amendments to the SSA norms and parameters to align them to the new Bill. In particular, SSA will need to be aligned in terms of the rights perspective for the enactment of the Bill; for example, the EGS provision, single teacher schools and contract teachers will no longer be tenable.

State, District and Sub District Institutions

7.10 The strengthening of State, district and sub-district institutions and capacities has largely been dealt with under Goal 4 (teacher recruitment and deployment, effectiveness of BRCs and CRCs and the status of DIETs) and Financial Management and Procurement (accounting staff at sub-district level). The only further observation that the Mission would

make is that it is evident that with the exception of one or two States there is no enthusiasm for SIEMAT in the States. A review needs to be conducted on the efficacy of this component and the decisions taken whether these funds should be utilised for broader capacity building.

Strategy for Special Focus Regions, States and Districts

7.11 The Mission notes the continuing implementation of the Strategy for Special Focus Districts. The PAB minutes record the pains that MHRD and the States are taking to address the needs of these districts and the allocations are generally in accordance with needs.

Focus on the North-East and other States

7.12 While the North-Eastern States have witnessed considerable progress in terms of Goal I and 2, certain problems specific to this region have persisted over the years. A major challenge of this kind is the backlog in the number of qualified and professionally trained teachers at both primary and upper primary levels. Certain States in this region have made an effort to upgrade teacher quality by utilizing distance education resources. Such an effort has obvious limitations, and therefore, it needs to be supplemented by special strategies to provide adequate face-to-face training to teachers whose own educational qualifications and capacities are not satisfactory. This requires involvement of SCERTs and DIETs, universities and colleges. Another major problem in the north eastern region has to do with children's exposure to disturbed conditions and violence. This problem is especially serious in Manipur, Tripura and parts of Assam. A special attempt may be made to enable children to cope with such conditions in an educational setting. Thirdly, the infrastructure in many parts of the North-East remains unsatisfactory and physical access to schools continues to be vulnerable, specially during the rainy weather. Fourthly, while the linguistic diversity of the region presents a great potential for the kind of progressive measures recommended in NCF 2005, it continues to be seen as a problem. Strategies to implement a multi-lingual educational policy need to be evolved and implemented through DIETs whose own capacity required significant enhancement in all aspects, including infrastructure, equipment, staff and library resources. Given the fact that central funding for SSA is 90 %, and also considering that the region has the benefit of the North-Eastern Council, it should be possible to significantly enhance both access and quality under SSA within a short period. The Mission recommends that MHRD review the SSA scenario in the North-East and seek specialized inputs from available expertise in this area for further progress.

7.13 In many ways, the state of Jammu and Kashmir presents similar challenges. Sustained progress requires special efforts in this disturbed state, which also has many institutions that need to be synergized for effective implementation. The Mission recommends that MHRD review the SSA scenario in J&K and seek specialized inputs from available expertise in this area for further progress.

7.14 As pointed out in Goal 4, four States namely UP, WB, UP and Jharkhand are places where large deficits are visible in many parameters, to which MP may be added in terms of not having a permanent teacher cadre. Since the sheer numbers involved in these five States are very large, the Mission recommends that MHRD review the SSA scenario in them and seek specialized inputs from available expertise in this area for further progress.

Strengthening VECs and Community Participation

7.15 The Mission notes the continuing efforts taken to strengthen the VECs and to increase community participation. As with previous JRMs, mission members are of the view that the

tiny allocations for VEC and community training and support are not in any way commensurate with the volume of SSA expenditures that are being processed through these bodies. As with previous JRMs, the *Mission recommends that States utilise all available resources, such as programme management budgets, to strengthen capacity at these levels, and SSA revisits the norms for ensuring adequate community participation, particularly in light of the addition of broader qualitative oversight responsibilities.* The mobilisational agencies that made Literacy campaigns possible need to be integrated for community mobilisation under SSA.

DISE and other data sources and their use

7.16 The Mission would like to congratulate MHRD, TSG, NUEPA and the States on the outstanding work that has gone into creating the country-wide District Information System for Education (DISE). The coverage of DISE has steadily increased in terms of both districts and types of schools in the country. The Mission benefited from presentations on school report cards that are now generated for over 1.2 million schools in the country and on State efforts to use data and information more effectively. The collection of data in September each year for the publication of Flash Statistics on key indicators by the following July is praiseworthy and a valuable resource for educational planners. The Mission would like to highlight the following achievements in particular:

- the release of provisional 2008-09 data for 34 of the 35 States within ten months of the school census date (which is very fast in the light of international experience and the fact that the corresponding data for only 22 States were available for the 8th JRM);
- the release of raw data and School Report Cards (SRCs) online at www.schoolreportcards.in;
- the preparation of independent reports on sample checks, their availability online, the preparation of a paper summarising the messages, action taken in response and the planned review of the format and guidance on reports;
- the facility various states are now using to enable schools to update their data for the previous year rather than complete a blank form;
- the training given on analysing the data, and
- the increasing use of DISE data by some states, notably Tamil Nadu and Himachal Pradesh, including the collection of some state-specific variables.

7.17 The Mission echoes the call in the 8th and previous JRMs for 'further analysis of data from various sources such as DISE, household survey, independent studies'. In particular and as discussed in the section on Goal 3 above, the picture on drop-out and retention needs to be clarified. It would useful for transition rates reported on DISE to reflect the transition from Grades 4 to 5 in States having a four-year primary cycle. It would also be good to obtain a clearer picture of student attendance by drawing together various data on student attendance from QMTs, MI Reports, DISE sample audits, individual State sources and – when available - the 2009-10 survey on attendance. *In view of the longstanding difficulty of rising to this challenge, the Mission recommends that a small working group of key experts in this area is formed to look at the diverse sources of data to discern the underlying position on key policy issues and to advise MHRD.*

7.18 The Mission reviewed the indicators and data sources in the Results Framework in terms of their ability to reflect overall progress towards SSA's aims in the current period and the potential additional two years. While it is unrealistic to expect any Results Framework to encapsulate the full extent of such a huge and varied programme, the Mission believes the current framework presents a limited picture and could be improved upon. In particular, the extent to which gender and social category gaps are bridged are not clearly reflected by the

percentage of school enrolment for girls, SC and ST. Better indicators may emerge for Goal 3 after an analysis of retention and drop-out, as recommended above. A refinement in the collection and interpretation of student attendance under Goal 4 is important as non-attendance is the predominant cause of children not being in school rather than non-enrolment. Indicators and data sources will need to be augmented for the potential additional two years of additional support to SSA and the Mission recommends MHRD also reviews their suitability to monitor progress in the remaining period.

Ensuring convergence and synergy on data and statistics with mainstream education management and other departments

7.19 The Mission notes the high data quality and effective data use in States such as Tamil Nadu and Himachal Pradesh where the statistical function has been unified. The incentive to improve data quality is diffused where State and national authorities are using different data sources. The Mission encourages all States to unify their MIS functions and to use the same data collection to report DISE and SES data. It has become urgent to save resources and to move DISE from project mode. The Mission notes NCERT will conduct an All India Education Survey in schools in the current school year. The Mission was informed that the Sathyam Review Committee on Educational Statistics - which recommended that DISE should continue and SES should cease - is under active review across MHRD and with State Governments. The Mission looks forward to the institutionalisation of DISE at the earliest opportunity.

7.20 A small study of the accuracy of DISE data from unrecognised schools in the States that have collected this information could assist other States in deciding whether to do likewise or whether to collect only the number of teachers and enrolment from these schools. The Mission suggests the accuracy, cost and policy value of Child Tracking Studies (CTSs) should be studied further before they are promoted in other States.

7.21 The Mission encourages NUEPA and MHRD to promote imaginatively and effectively the DISE data now available online. NUEPA is also encouraged to publish DISE data on enrolment by grade and age and in relation to the population. The data collected on social groups by gender should also be reported. The Mission welcomes the fact that DISE will collect information on the usability of drinking water and toilets from 2009-10 onwards. The development of related information systems on HR management (eg in Madhya Pradesh) and GISs (eg in Andhra Pradesh) is noted: the Mission encourages their integration with DISE and their study with a view to promotion in other States.

7.22 The Mission notes the imminent release of data from the 64th round (2007-08) of the National Sample Survey (NSS) and encourages MHRD to make full use of the module on participation and expenditure in education and other information that is collected in other years[6].

Educational Development Index

7.23 The Mission notes the further development and use of the Educational Development Index at the national and State levels. There is also greater and better use of block level EDIs in at least five states. These States are ranking blocks according to EDI and identifying those that require more attention. In addition, some States are using indicators that are more State specific

[6] The Employment / Unemployment Module collects data on the education level achieved and currently attended by age, gender, SC, ST, OBC and Muslims with current attendance by government / private. It would be good to explore whether useful attendance data could be collected by grade on this module.

to arrive at EDIs. The Mission has noted the greater use of EDIs in the AWP&B process. The Mission suggests that the EDI approach should be looked at in coordination with the Systemic Quality Index (SQI) developed by NCERT – the analysis of the two indices should complement each other to create a more rounded picture of the system at State level.

Strengthening of State, district and sub-district institutions and capacities for data and statistics

7.24 If States unify their MIS functions as recommended above, the capacity to maintain DISE that exists in project mode should be mainstreamed. Additional capacity to analyse and use the data at State and national levels may be strengthened.

Monitoring Institutes

7.25 The Mission was impressed with the work of the MIs presented during the JRM. It sees the MIs and the information they collect as a valued source of independent, professional information at both State and national level, one that should be optimally used. The Mission recommends that MHRD further develop the capacity of the MIs, share good practice, and exchange experiences.

Research and evaluation

7.26 The Mission has noted the range of studies and evaluations that are under way or are planned for the next 6 to 12 months, including the four evaluations supported by the TC Fund discussed in the section of this report dealing with Goal 4. As discussed in other sections of this report, there are issues of quality in two of the studies presented to the Mission. In the light of these issues the Mission suggests that MHRD revisits its approach to commissioning studies to ensure better outcomes. The status of research is that 15 studies have been completed at the national level; 4 studies are under progress; and 11 studies are planned for implementation over the next 24 months. In addition to these studies, the JRM suggests that third party evaluation be extended to school grants and teacher grants as has been done already in Assam. In addition to the planned research and evaluation already planned, the Mission has suggested above that studies be commissioned by MHRD to look at (i) options for establishing Directorates of Elementary Education in the States; and (ii) the status of elementary education systems in the States and the steps that will be necessary to establish a seamless 8 year cycle of elementary schooling in all States

Civil works

7.27 **Ensuring strong design and construction supervision structure within states.** A closer analysis of States where infrastructure gap is still wide, it is evident that it is also due to weak supervision structure. Of the total 35 States and union territories, only 24 have their own in-house Civil works cell, while remaining may have outsourced it to other government or line departments in different ways. Several States need to augment their technical supervision structure, namely, Arunachal Pradesh, Bihar, Chhattisgarh, J&K, Jharkhand, MP, Manipur, Meghalaya, UP, West Bengal, Uttarkhand, Nagaland. Of the States which do have the supervision structure, the following States had vacancy (above 10%) in their respective Civil Works unit that needs urgent attention:

Table 17: Civil Works Vacancies

State	% positions vacant
Bihar	57%
Haryana	45%
MP	33%
Tripura	54%
West Bengal	35%

Most of these are district or block level vacancies that directly affect programme implementation. (Based on figures reported in May 2009 to MHRD)

7.28 In SSA, the fact that diverse functional areas have to function under one umbrella is based on the integrated approached envisaged for programme implementation. However, it is very often seen that these functional areas work parallely, from ground level to perhaps the National level, with little integration of functional areas like Civil works, Pedagogy, Gender, IED, etc. at cluster, block, district and state level. As a result these functional areas may have achieved their targets individually but in isolation. *Hence, advances in pedagogy, issues in Gender sensitivity, education of CWSN may not find any reflection in the design of spaces. The programme management should address this issue at all levels.*

7.29 **Design and construction renewal within civil works.** The Civil works unit in most of the States, with exceptions like AP, Gujarat, Maharashtra, Rajasthan, etc have focused largely on the construction side of buildings. As a result, many States have just taken or adopted the classroom structures that are conventional with little linkage to the contemporary teaching-learning processes that they are now supposed to have. As a result, there is little design renewal exercise happening in States. The programme management should seriously look into this by providing a design cell within Civil Works unit at State level or empanel State / regional level designers to provide design inputs in an integrated manner. With nearly 6 lakh classroom still to be made (as per projections of MHRD), this may be a worthwhile investment, particularly where infrastructure gaps are high. This can also be supplemented through capacity building of existing Civil Works teams at various levels.

7.30 **Capacity building in design development and its construction may be needed for existing Civil Works teams. This is again to address the goal of quality.** These can cover the following:

a. Making existing schools
   i. Child friendly
   ii. Climatically comfortable
   iii. More functional and usable from educational perspective
   iv. Adaptable to new advancements in pedagogy

b. A large scale building programme should address the ideas of green buildings through new school design and construction. Schools being public buildings and models for others to emulate, this new concept must be brought in now. GRIHA – the Green Rating Index for Habitat Assessment developed by Ministry of New and Renewable Energy (MNRE) for India may be incorporated in the designs. Some of the key national level resource institutions can be MNRE, CBRI (Central Building Research Institute) which should be utilized for this purpose.

7.31 **Main-streaming the human resource and systems created under SSA with Education departments.** A large trained cadre of Civil Works professionals now exists across the country. Since most of the pre-SSA infrastructure was developed by PWDs or Panchayats

through line department approach, now there is the availability of trained human resource and systems with in SSA for better quality of school infrastructure construction and management. With mainstreaming of such systems being a significant issue in near future, the trained cadre of CW professionals within SSA (about 20 SSA States have in-house CW supervision units) the process to mainstream them with the Education departments must begin now so that their specialization could be better utilized.

7.32 **Third party evaluation is important for ensuring quality of construction.** Since it is concurrent to the construction, it has a very important role to play in ensuring quality *during* construction rather than provide a post mortem report later. Its dividends are visible from the quality of infrastructure in States like Gujarat, Maharashtra, Uttrakhand and some other States. While all States may emulate this system, the following States should address this within this financial year (after their commitment made to the PAB):

- Arunachal Pradesh, Bihar, Haryana, J&K (balance districts), Punjab, Chandigarh
- The states, especially Uttar Pradesh, where Civil Works constitute a major part of the budget, and the entire civil work is not directly supervised by SSA and has outsourced implementation to other government departments, third party evaluation should have been instituted from inception. However, it should now certainly be in place.
- All remaining States including the States like Chhattisgarh, Jharkhand, Meghalaya, Mizoram, Rajasthan, Uttar Pradesh may not have committed to the PAB, but they should institute a third party evaluation system immediately.

7.33 Under SSA, there have been attempts at documenting and disseminating good practices. E.g. there is film that documents school construction, good practices for earthquake resistant construction, etc. National Civil works review also become forums for dissemination of ideas and good practices on earth quake, school mapping, third party evaluation, School Sanitation and Hygiene Education (SSHE), child friendly elements, etc. *However, documentation of design development and its construction is still a weak area within SSA.* To ensure institutional memory in the system, it is important to not just document the processes and products, but also share and disseminate them at different appropriate forums. *This should continue with much vigor and support from the national level.*

7.34 The infrastructure provision of toilets and drinking water facilities across schools is good, as reported by DISE 2008-09 and MHRD. At the national level there has been attempt to disseminate to the States good practices in SSHE like SWASTH, design renewal in toilet and hand wash design, etc. However, effective use of toilets is an area of concern. It is recommended that SSHE be made essential part of the curriculum. The DISE 2008-09 reveals that only 53% schools have Girl's toilet built till September 2008. There is no reporting on toilets for CWSN presently available from any State. Provisioning of SSHE facilities by TSC in many cases may not be linked to the actual enrolment of children in the school. *Care should be taken to augment or repair existing facilities, wherever feasible, before making new provisions. Since provision of SSHE facilities, especially Girls toilets and CWSN needs further work, it is suggested that the provisions be made in alignment with available norms, design guiding principles and capacity of schools.*

7.35 **Developing and maintaining Asset Register.** As SSA is fulfilling the infrastructure gap, it is important to simultaneously prepare the asset register for all schools and other locations where all the infrastructure items are provided and developed under SSA. These should be entered and also valued. Mission is happy to note that while this exercise has commenced and several States are now maintaining the Asset register. However it is not yet taken up fully by several States and this remains an area of concern. Valuation of assets may be considered.

Appendices

Appendix-1

Tenth Joint Review Mission of SSA – 20th to 31st July, 2009
Terms of Reference (TOR)

1. Introduction

1.1 Sarva Shiksha Abhiyan (SSA), a programme for attaining the goal of Universal Elementary Education in the country, was launched in 2001-02. This comprehensive programme of Government of India, launched in partnership with the State Governments, aims to provide useful and relevant education to all children in the 6-14 age group by 2010. The programme is characterized by decentralized, context specific planning and a process based, time bound implementation strategy for improving quality of education. Its goal is consistent with the Constitution (86th Amendment Act, 2002), making elementary education a fundamental right of every child and with the Millennium Development Goal (MDG) of universalizing primary education by 2015.

1.2 The goals of the programme are as follows:

- All children in school, Education Guarantee Centre, Alternate School, 'Back-to-School' camp.
- Retention of all children till the upper primary stage by 2010.
- Bridging of gender and social category gaps in enrolment, retention and learning.
- 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), United Kingdom's Department for International Development (DFID) and European Commission (EC). The DPs have decided that the second phase of their funding will be from the year 2007-08 to 2009-10. The programme provides for monitoring mechanisms including provision for bi-annual Review Missions in the months of January and July each year. Whereas the January Mission undertakes State visits, the July Mission is a desk Review Mission. So far nine Review Missions have been carried out.

1.4 The Tenth Joint Review Mission (JRM) of Sarva Shiksha Abhiyan is scheduled from 20th to 31st July, 2009. The Mission will be led by GOI.

2. MISSION OBJECTIVES

2.1 The main objective of the JRM is to review status of progress and to also 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 strengthen implementation capacities.

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

(i) District plan FY2009-10 approvals and GoI FY2009-10 budget allocations for the States/UTs;
(ii) annual progress on agreed indicators in terms of compiled DISE data and other sources, in particular the studies, evaluations and assessments of learning achievement included in the Results Framework;
(iii) FMRs, audited accounts and GoI budget allocations for SSA against expenditures;
(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;
(vi) progress made on TC fund implementation; and
(vii) results of evaluations of quality improvement related interventions.

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 E.C.

4. TIME FRAME

The JRM would take place between July 20th (Monday) to July 31st (Friday), 2009 as follows:

20th July 2009 (Monday) **10:00 to 01:30 pm**	a. Overview of SSA activities : Key developments and initiatives
02:00 to 05:30 pm	Mission work including analysis of document by mission team
21st July 2009 (Tuesday) **10:00 to 05:30 pm**	**Thematic Discussion on Social Access and Equity** a. Early results from the study of out of school children b. Challenges in Access and efforts to increase access to girls at upper primary level c. Best practices on bridging social category gaps Interaction with Mission Members

22nd July 2009 (Wednesday) **10:00 to 01:30 pm** **02:00 to 05;30 pm**	**Thematic Discussion on Retention and Attendance** (i) Study on dropout rates at the elementary level of education (ii) Efforts towards improving retention & attendance: Challenges and Best Practices from the States **Thematic Discussion on: Quality & Improvement in Learning Levels** (i) Initiatives in curriculum renewal & text book developments Interaction with Mission Members
23rd July 2009 (Thursday) **10:00 to 05:30 pm**	**Thematic Discussion on Quality (Contd.)** (i) Strategies for reading development and Mathematics learning programme and improving learning outcomes. (ii) Performance Indicators for Teachers and Trainers (iii) Study on BRC / CRC Effectiveness Interaction with Mission Members.
24th July 2009 (Friday) **10:00 to 01:30 pm** **02:00 to 05:30 pm**	(i) Journey from BAS to MAS – NCERT Pupil Achievement Survey (ii) Quality monitoring tools (iii) Discussion on Technical Cooperation (TC) Fund (iv) Discussion on Exchange of International Best Practices Interaction with Mission Members
	Thematic Discussion on Monitoring a. **Financial Monitoring & Procurement** (i) Progress overview of financial management and Procurement (ii) Key Observations of IPAI, review of the II phase of 12 States by IPAI (iii) State initiatives in strengthening of FMR Interaction with Mission Members
25th July, 2009 (Saturday) **10:00 to 05:30 pm**	**b. General Monitoring** (i) Usage of DISE/ EDI in monitoring & planning (ii) Household surveys and child tracking systems (iii) Strengthening Monitoring Systems : MI (iv) Research and Studies : Civil works 3rd Party evaluation Interaction with Mission Members
26th July (Sunday) to 28th July (Tuesday) 2009	**Writing of Report / Aide Memoire**
29th July 2009 (Wednesday)	**Pre-wrap up meeting**
30th July 2009 (Thursday)	**Reflections on Aide-Memoire and finalization of Reports**
31st July 2009 (Friday)	**Wrap up / Report presentation to GOI**

5. DOCUMENTS AND INFORMATION REQUIRED

Information to be provided by GOI:

1. State and district wise PAB approved budget allocations-2009-10
2. Annual progress on agreed indicators in terms of combined DISE data and other sources, included in the Results Framework as per Annexure 1.
3. FMRs June, 2009 (i.e., pertaining to the half year ending 31/3/2009).
4. Six monthly reports from monitoring agencies.
5. Progress made on TC fund implementation.
6. Overall Programme Implementation Report of States as per standard format in Annexure - 2.
7. IPAI Reports if due,
8. Reports of researches completed
9. Action Taken Report on 9th JRM.

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

Programme Schedule: 10th JRM of SSA-
(Venue: INDIA HABITAT CENTRE)

Date/Day	Time	Activity	
20.7.2009 (Monday)	10:00 to 01:30 pm	Presentation on PROBE - II Overview of SSA activities	Collaborative Research & Dissemination (CORD) MHRD
	02:00 to 05:30 pm	Mission work including analysis of document by mission team	
21.7.2009 (Tuesday)	10:00 to 11:30 pm	**Thematic Discussion on Social Access and Equity** a. Access challenges in sparsely populated forest areas: Small Schools b. Reaching out to migratory children: Muskan worksite schools	Chhatisgarh Uttarakhand
	11:45 to 01:00 pm	c. Girls Education in Partnership with Mahila Samakhya: NPEGEL, KGBV, MDM	Panel: Karnataka, UP, Andhra Pradesh
	01:45 to 03:00 pm	d. Remedial Teaching for CWSN in Assam e. Focus on urban deprived children: experience from Jamshedpur	Assam Jharkhand
	03:15 to 04:30 pm	f. Focusing on education of Muslim Children: Working with Madarsa / Maktabs g. Efforts for SC & ST education: Strategies from the States	Bihar Panel: Andhra Pradesh, Nagaland
	04:30 to 05:30 pm	Interaction with Mission Members	
22.7.2009 (Wednesday)	10:00 to 10:45 am	**Thematic Discussion on Retention and Attendance** a. Study on Dropout rates at the elementary level of education b. Systemic reforms for attendance and retention	TSG Delhi
	11:00 to 01:00 pm	c. Systemic reforms for transfer and redeployment of teachers	Panel: Punjab, Karnataka

Date/Day	Time	Activity	
		d. Strategies for improvement in students' retention & attendance in schools: Focus on tribal children	Orissa
	01:45 to 02:30 pm	**Thematic Discussion on: Quality & Improvement in Learning Levels** a. Young Historians: Presentation on Children's learning through activity based learning	Deepa Dhanraj
	02:45 to 04:30 pm	b. Curriculum, renewal & textbook development	NCERT, Bihar & Kerala
	04:30 to 05:30 pm	Interaction with Mission Members	
23.7.2009 (Thursday)	10:00 to 11:30 am	**Thematic Discussion on Quality (Contd.)** a. Early Mathematics Learning b. Early Reading Development Programme	NCERT NCERT
	11:45 to 01:15 pm	c. Study: BRC/CRC Effectiveness d. Academic Support Systems: Chamraj Nagar Experiment by NIAS, Bangalore	TSG Padma Sarangapani
	01:45 to 03:00 pm	e. Teacher Education: Udaipur Conference	MHRD, Shri H.K Dewan
	03:00 to 04:30 pm	f. Enhancing teacher accountability and teacher effectiveness	Rajasthan
	04:30 to 05:30 pm	Interaction with Mission Members	
24.7.2009 (Friday)	10:00 to 10:40 am	Journey from BAS to MAS	NCERT
	10:40 to 11:50 am	QMT: Tracking Quality- National Picture and usage of QMT at local level	Panel: NCERT, AP, Gujarat, Tamil Nadu
	12:00 to 01:15 pm	Discussion on Technical Cooperation (TC) Fund • Status of progress – Prof. K.K. Vashishtha & Prof. Avatar Singh	NCERT
	01:15 to 01:45 pm	Discussion on Exchange of International Best Practices	NUEPA/EC

Date/Day	Time	Activity	
	02:15 to 04:30 pm	**Thematic Discussion on Monitoring** **a. Financial Monitoring & Procurement** • Progress overview of financial management and Procurement • e-Procurement • e-transfer of funds from districts to sub-district level units	TSG Guj AP & MP
25.7.2009 (Saturday)	10:00 to 11:30 am	**a. General Monitoring** **Usage of DISE/ EDI in monitoring & planning** • National Picture: disaggregated by States • Local usage of DISE for monitoring and planning	NUEPA Panel HP, TN, Maharastra,
	11:45 to 01:15 pm	• School Report Cards • Usage of PMIS in tracking progress	TSG Panel NIC, TSG, Uttarakhand
	01:45 to 02:45 pm	**b. Household surveys and child tracking systems** • Child tracking system: usage in planning and monitoring • Scaling up of Household Survey for urban areas: Varanasi experience	Orissa Uttar Pradesh
	03:00 to 04:15 pm	**c. Strengthening Monitoring Systems** • Presentation on monitoring institutes • Strengthening Monitoring Systems & Building capacities • Strengthening monitoring systems through MIS in the State	TSG Assam Panel : AP, TN, MP
	04:15 to 05:30 pm	**d. Research and Studies** • Sharing civil works third party evaluation at National level • Third party evaluation by the States	TSG Panel:Uttarakhand, Maharashtra
26.7.2009 (Sunday)	10.00 to 05:30 pm	**Writing of Report / Aide Memoire**	
27.7.2009 (Monday)			
28.7.2009 (Tuesday)			
29.7.2009	10.00 am to	**Pre-wrap up meeting**	

Date/Day	Time	Activity	
(Wednesday)	05:30 pm		
30.7.2009 (Thursday)	10.00 am to 05:30 pm	**Reflections on Aide-Memoire and finalization of Reports**	
31.7.2009 (Friday)		**Wrap up / Report presentation to GOI**	

List of 10th JRM Members

GOI

1. Professor Krishna Kumar,Director NCERT
2. Dr. Vinod Raina, Bharat Gyan Vigyan Samiti
3. Smt. Malini Ghose, Nirantar
4. Prof. Geetha B. Nambissan, JNU
5. Sh. R.K. Sharma, Commissioner (Legal Affairs), Ministry of Finance
6. Sh. Kabir Vajpeyi, Principal Architect, Vinyas, Centre for Architectural Research & Design

European Commission

7. Ms. Shanti Jagannathan, Adviser

DFID

8. Dr Michael Ward, Senior Education Adviser, India
9. Mr Robin Ellison, Education Statistician, India

The World Bank

10. Mr. Samuel C. Carlson, Lead Education Specialist
11. Ms. Deepa Sankar, Economist
12. Mr. Thomas Kellaghan, Consultant

Appendix - 2

Tenth Joint Review Mission of SSA – 20th to 31st July, 2009
Results Monitoring:

SNo.	Outcome Indicators	Baseline	Target 2008-09	Achievement 2008-09	Remarks
GOAL I: All children in School / EGS centres / Alternative and Innovative Education centres					
1.	Number of children aged 6-14 years not enrolled in School / EGS Centres / AIE Centres	13.4 million children were out of school (Independent Study 2005) 7.0 m (as on March 2006)	Number of out of school children aged 6-14 years reduced by 3 million	**The number of OoSC reduced from 4.5m to 2.8m** **(State HH fund by 2008-09)**	• The number of out of school children reduced to 2.8 million. • Independent sample survey on OOSC planned by MHRD in the year 2008-09 to assess the number and % of OOSC (total as well as separately for boys, girls, SC, ST etc.) • OOSC reduced by 1.7 m between March 2008 and March 2009. • OOSC reduced from 2.2% (2008) to 1.4% (2009) of 6-14 age population. • Nagaland and Mizoram accounted for major reductions by 3.4 ppt and 2.8 ppt respectively. • Daman & Diu, Chandigarh & Delhi showed increase in % of OOSC. • Number of districts with OOSC more than 50,000 reduced from 48 in 2005 to 1 in 2009 • In 6 - 14 girls population cohort, girls OOSC account for 1.5% of 6-14 age girls' population. They accounted for 47% of the child population & 49.9% of OOSC. • In 6 - 14 SC population cohort, SC OOSC

SNo.	Outcome Indicators	Baseline	Target 2008-09	Achievement 2008-09	Remarks
					account for 1.78%. SC accounted for 19.6 % of the child population, OOS SC children are 25% of total OOSC. • In 6 - 14 ST population cohort, ST OOSC account for 2.62%. ST accounted for 10.5% of the child population, OOS ST Children are 19.76% of total OOSC. • In 6 - 14 minority population cohort, minority OOSC account for 2.46% Muslim minority are 13.3% of child population & 23.40% of total OOSC. • MHRD has identified 55 districts with more than 20,000 OOSC to focus upon, though this number is reduced to 24 now. • 45.61% OOSC are never enrolled & 54.39% are drop outs in this 2.8 million.
2.	Number of children enrolled in schools	124.6 million at Primary and (2005 : DISE)	Enrolment of children at Primary level and	**The enrolment of children in Primary Schools increased to 134.13 million** **DISE : 2007-08**	• The number of children enrolled has increased from 131.85 million to 134.13 million at primary level. (134.13 million enrolment are only for Govt., aided Schools and some unaided Schools. Enrolment may be more than reported data for some recognized and unrecognized schools have not provided information).
		43.7 million at Upper Primary Stage	at Upper Primary level	**The enrolment of children in Upper Primary Schools increased to 50.91 M.**	• The number of children enrolled has increased from 47.48 million to 50.91 million at upper primary level. (50.91 million enrolment is only for Govt.,

SNo.	Outcome Indicators	Baseline	Target 2008-09	Achievement 2008-09	Remarks
		(2005 : DISE)		**DISE : 2007-08**	aided and some unaided schools. Enrolment may be more than reported data for some recognized and unrecognized schools not provided information).
		EGS / AIE 4.0 m		**The enrolment of children in EGS/AIE schools decreased to 0.58 m.**	• As more and more EGS are being upgraded into primary schools the no. of children in EGS is decreasing. • 2706372 children are covered under AIE in interventions, NRBC 649882 and RBC 268555. • 1261998 children were mainstreamed during 2008-09.
3.	Ratio of Primary to Upper Primary Schools	Number of States with PS:UPS>2.50:1 are 17 (2005 : DISE)	Number of States with PS:UPS>2.50:1 to be reduced to 8	**Number of States with PS:UPS >2.50:1 to be reduced to 15** **DISE : 2007-08**	• 11910 no. of UPS sanctioned during 2008-09 are accounted for, the no. of States with PS UPS ratio > 2.50:1 will come down. • Further, 12015 UPS sanctioned during 2009-10 will decrease this ratio.
4.	Number of children with special needs (CWSN) enrolled in school or alternative system including home based education	2.18 million CWSN are enrolled against the identification of 2.53 million CWSN (2006: PMIS Report from Inclusive	2.38 million CWSN are enrolled	**2.52 m CWSN enrolled**	• The coverage of CWSN has increased by 0.14 m. • Identified children with CWSN counts at 2.85m. • 89.4% of identified CWSN reached out. • Increase in coverage of children by 15.6% against 12.6% increase in identified CWSN.

SNo.	Outcome Indicators	Baseline	Target 2008-09	Achievement 2008-09	Remarks
		Education for Disabled Unit)			
GOAL II : Bridging gender and social category gaps					
5.	Girls, increase as a share of students enrolled at Primary and Upper Primary level.	Share of girls in primary schools is 47.79% and Share of girls in upper primary schools is 45.80% (2005 : DISE)	Share of girls in primary school reflects their share in population. Share of girls in upper primary school increases from 46% to 47%	**Share of girls in primary schools is 48.22%.** **Share of girls in upper primary schools is 46.99%.** **DISE : 2007-08**	• The % age share of girls is increasing from 48.09 (2007-08) to 48.22 in primary level and for upper primary level it showing 46.51 (2007-08) to 46.99. At primary level the increase is 0.13% and at upper primary level it is 0.48%.
6.	Scheduled Castes & Schedule Tribe children increase as a share of students enrolled in Primary and Upper Primary Schools	Share of SC children In Primary Schools is 18.95% Share of SC children in Upper Primary Schools is 19.42% Share of ST children in	Share of SC children in Primary Schools and Upper Primary Schools to reflect their shares in general population in the age group Share of ST children in Primary &	**Share of SC children in primary is 20.08 and at upper primary it is 19.17. Against their share in population which is 16.20.** **Share of ST children in primary classes is 11.60 and in upper primary classes it is 9.23, apart**	• The %age share of SC children in enrolment is more than their 6-14 year %age population share. These seems to be older SC children attending schools. %age share of Girls is higher in the upper primary schools. **The %age share of ST children in enrolment is more than their 6-14 year %age population share. These seems to be older ST children attending schools. %age share of**

SNo.	Outcome Indicators	Baseline	Target 2008-09	Achievement 2008-09	Remarks
		Primary Schools is 9.56% Share of ST children In Upper Primary Schools is 9.28%	Upper Primary Schools to reflect their shares in general population in the age group	**their share in population which is 8.20.** **DISE : 2007-08**	**girls is higher in the primary schools.**
GOAL III : Universal Retention					
7.	Transition rates from Primary to Upper Primary to increase	Transition rate from Primary to Upper Primary is 83% (2005 : DISE)	Improvement in transition rates from 85% to 87%	**Transition rate from Primary to Upper Primary is 81.13%** **DISE : 2007-08**	• The transition rate is calculated based upon the enrolment in grade V and not the pass outs. Increase in the repetition rate in grade V also cause decline in the transition rate.
8.	Retention at Primary level	Retention rate at Primary Level is 71% (2005 : DISE)	Increase in Retention Rate at Primary level from 73 to 75.	**Retention rate at Primary Level is improved at 74%.** **DISE : 2007-08**	• Retention rates in 2007-08 are for the cohort who started Grade 1 in 2003-04. • Average annual drop out rates have declined from 10.64% in 2003-04 to 9.36% in 2006-07.
9.	Retention at elementary level	Retention rate at Elementary Level is 32% (for States where Elementary Stage is Class I to Class	Increase in Retention Rate at Elementary level from 35% to 38%.	**Class I – VIII States – 38.37 % (83 Districts base year 2001-02).**	• Estimated separately for states that follow elementary cycle of Grades I – VII and Grades I – VIII. • Retention rate here are for 2007-08 for a cohort which started their schooling in 2001-

SNo.	Outcome Indicators	Baseline	Target 2008-09	Achievement 2008-09	Remarks
		VIII) (2005 : DISE) Retention rate at Elementary Level is 45.5% (For States where Elementary Cycle is Class I to Class VII) (2005: DISE)	Increase in Retention Rate at Elementary level from 48% to 51%.	**Class I – VII States – 56.35% (49 Districts base year 2001-02).**	02. • This rate is estimated based on data from 83 districts. • Retention rate here are for 2007-08 for a cohort which started their schooling in 2001-02 • This rate is estimated based on data from 49 districts.
GOAL IV: Education of Satisfactory Quality					
10.	Provision of quality inputs to improve learning (i) Teachers	Pupil Teacher Ratio at Primary Level 38:1 Pupil Teacher Ratio at Upper Primary level 34:1 Pupil Teacher Ratio for Elementary level is 36:1	States above average PTR of 40:1 at Primary level to reduce from 5 to 3. States above average PTR of 40:1 at Upper Primary level to reduce from 6 to 4. Districts with PTR > 60: 1 to reduce from 45 to 20 at	**State above PTR 40:1 at Primary level reduced from 5 to 4 (DISE: 2007-08)** **State above PTR 40:1 at Upper Primary level reduced from 6 to 4 (DISE: 2007-08)** **Districts with PTR>60 reduced from 49 to 23 at elementary level. (DISE: 2007-08)**	• No. of states with PTR above 40:1 at primary level has reduced from 5 to 4 • No. of states with PTR above 40:1 at upper primary level has reduced from 6 to 4 • No of district with PTR > 60 has reduced from 49 to 23 at elementary level (For Primary level it is 31 and Upper primary level it is 37). • Reduction on account of the recruitment of 1.22 lakh teachers in 2007-08 (and it is expected that the PTR will even further reduce on account of the recruitment of 76,617 teachers in 2008-09).

SNo.	Outcome Indicators	Baseline	Target 2008-09	Achievement 2008-09	Remarks
		(2005 : DISE)	elementary level.		
	(ii) Teaching Learning Material	96% eligible students receive free text books (2006: PMIS) 90% teachers received TLM grants (2006 : PMIS) % Use of TLM grants by teachers Number of Schools using Materials other than textbooks (e.g. workbooks / worksheets / ABL Cards / Kits / CAL/ Supplementary books etc.)	More than 96% eligible students received free text books More than 90% teachers receive TLM grants % of Teachers who use TLM Number of Schools using teaching/learning materials other than textbooks.	**98% eligible students received free text books.** **93% teachers received TLM grant.** **93% teachers use TLM** **31 States report use of TLMs in more than 90% schools.**	• Free text books are being given to all children (either from state budget or from SSA). SSA provided free text books to 8.8 crore students in 2008-09**.** • In 2008-09, 38.5 lakh teachers received TLM grants. • QMT provides positive feedback: Over 17 States reported above 90% utilisation of grants at primary level, and over 13 States reported above 90% utilisation of grants at upper primary level. • 31 States/UTs have indicated that 90-100% of schools in their state are using TLMs other than textbooks.
	Process indicators on	87 % Teachers received in-	In Service teacher training	**78% Teachers received in-service training against**	• Major focus areas of training include guiding principles of NCF 2005, how children learn,

SNo.	Outcome Indicators	Baseline	Target 2008-09	Achievement 2008-09	Remarks
11.	quality • Teacher Training	service training against annual target. (2006 : PMIS)	to increase from 90% to 93%	**annual target.**	executive summaries of NCF related position papers, subject-specific content or learning difficulties, nature of classroom processes, activity-oriented methods, use of TLMs or learning kits, nature of learning assessment, performance tracking of teachers & trainers, quality management, etc.
	• Teacher support & Academic Supervision	94% of BRCs / CRCs are functional (2006 : PMIS) Effectiveness of BRC / CRC in academic supervision and improving school performance (* Performance against agreed roles & functions * Extent to which task are being done. * Extent of on-	98% of BRCs / CRCs to become functional % of BRC / CRC identified as discharging such a role.	**96% CRC and 100% BRC are functional.** *** BRCs, CRCs pay crucial role in extending academic support to schools.** ***Resource persons from CRCs, BRCs visit their concerned school regularly to extend onsite support.** *** 8-10 days of training have been provided to all BRC, CRC personnel.** *** Study undertaken on "effectiveness of BRCs, CRCs" by ICM,**	• BRCs, CRCs pay crucial role in extending academic support to schools. • Study on effectiveness of BRCs/ CRCs conducted in 14 states by several IIMs, and other Institutes of Advanced Studies in collaboration with RESU, TSG. Findings indicate: o Level of job satisfaction among BRC/CRC staff, and level of teachers' satisfaction with BRC/CRC support, found satisfactory. o Extent and nature of on-site academic support needs to be further strengthened. o Collaboration among schools, VECs and BRCs/CRCs needs to be further strengthened.

SNo.	Outcome Indicators	Baseline	Target 2008-09	Achievement 2008-09	Remarks
		site support given to schools/teachers * Content & quantum of training given to BRC/CRC * Perception of teachers/ stakeholders). [Baseline from Independent Study 2007-08]		**Bangalore and other research institutions indicates that the collaboration among schools, VECs and BRCs/CRCs needs to be further strengthened.**	
	(iii) Classroom Practices	Change in classroom practices / innovative methodologies in use 1. Teachers instructional time. 2. Student learning opportunity time. 3. Active student	State-wise number of schools reporting change in classroom practices / use of innovative methodologies	**1. 9 States report reduction in Teachers' Instructional Time to less than half the total time in school day.** **2. 13 States report students' learning opportunity time as more than half of total time in a school day.**	This year the planning and appraisal processes related to quality related interventions focused on pedagogical processes in schools in a detailed manner. It attempted to look at issues related to learning, classrooms, teachers, pedagogy, assessment and quality management. All inputs and processes were designed to address all the emerging issues and improve the nature of classroom processes.

SNo.	Outcome Indicators	Baseline	Target 2008-09	Achievement 2008-09	Remarks
		participation. 4. Use of other materials in classrooms. 5. No. of instructional days 6. No. of days teachers were assigned non teaching activities).		**3. 7 States report active student participation in more than half time on a school day.** **4. 31 States report use of other materials in >90% schools.** **5. Average no. of instructional days is 217.3 days in a year.** **6. Around 15 days in a year.** (Source: PMIS 2008)	
	(iv) Pupil Assessment by States	Pupil Assessment System in place in schools	35% States to move to comprehensive and continuous evaluation	**27 States report that learning assessment is continuous and comprehensive. Source books on learning assessment have prescribed assessment principles and strategies for improving the nature of nature of learning assessment in the light of NCF 2005.**	There has been continuous discussion on approach to learning assessment across the country. Other than the Sourcebooks on Learning Assessment, several other measures have been undertaken. To enhance understanding of faculty from NCERT, SCERTs and selected states Technical Cooperation Fund (TCF) is being utilised to expose them to good practices and resources from different countries. This is expected to influence our approach to learning assessment at elementary level.

SNo.	Outcome Indicators	Baseline	Target 2008-09	Achievement 2008-09	Remarks
				(2008: PMIS)	
	(v) Attendance Rates Students	Student Attendance to increase from present 70% at primary and 75% at upper primary level (2006 : Independent Study -17 States)	Increase student attendance to 85%	**More than 15 States have reported >85% student attendance in 2008-09.** (2008: PMIS)	QMT data has shown increased attendance compared to the GOI study in 2006. For 19 States, QMT data is available that shows 9 States > 90% 6 States between 80 to 90% 4 States between 70 to 80% • State-level independent Studies on student attendance have been completed in 5 states, are in progress in 2 states, and are being commissioned in 11 states. Studies show increase in attendance as compared to GOI study, in Bihar, Mizoram (95%), and Punjab (89%)
	(vi) Teachers	Teacher Attendance to increase from 81% at primary and 80% at upper primary level (2006 : Independent Study 17 States)	Increase teacher Attendance to 87%	**More than 15 States have reported >85% teacher attendance in 2008-09.** (2008: PMIS)	• State-level independent Studies on teacher attendance have been completed in 10 states, are in progress in 10 states, and are being commissioned in 8 states. Studies show increase in attendance as compared to GOI study, in Chandigarh (94%), Haryana (90%), MP (90%), Punjab (82%)

SNo.	Outcome Indicators	Baseline	Target	Achievement	Remarks
			2008-09	2008-09	
12.	Accountability to the community	VEC/SDMC/local bodies role in school supervision [As per report of independent study 2007-08]	% of VEC/SDMC/local bodies reporting role in school supervision	**Most States reported that VEC/SDMC/local bodies play active role in school supervision.** **Of the 22 States (208 districts) that reported in QMT** • **81 districts reported having good community participation.** • **67 districts reported having moderate participation.** • **60 districts reported having indifferent participation.**	**The study on the role of VECs, PTAs/SDMC/Local bodies etc. in supervision of schools has been commissioned and the work is in progress.**
13.	National comparable student achievement levels	Learning levels for Class III 58 % in Maths 63 % in Language (2003: NCERT National Assessment Sample Survey)	Learning levels for Class III to increase to 67% in Maths 70 % in Language	Maths : 61.89% Language: 67.84 2006-07 : Findings of R2 surveys	• NCERT undertook the second round of learning achievement survey in 2006-07. It has found out an improvement in learning achievement in all subjects in comparison to those of Round I.

SNo.	Outcome Indicators	Baseline	Target 2008-09	Achievement 2008-09	Remarks
		Learning levels for Class V 46% in Maths 58 % in Language 50% in EVS (2005: NCERT National Assessment Sample Survey)	Learning levels for class V to increase to 55% in Maths, 68% in 60% in EVS	Maths : 48.46% Language : 60.31% EVS : 52.19% 2006-07: Findings of R2 surveys.	• NCERT undertook the second round of learning achievement survey in 2006-07. It has found out an improvement in learning achievement in all subjects in comparison to those of Round I.
		Learning levels for Class VII/VIII 30% / 38% in Maths 52% / 52% in Language 36% / 40% in Science 33% / 40% in Social Science (2002: NCERT National Assessment Sample Survey)	Learning levels for Class VII/VIII to increase to 38% /47% in maths 62% / 61 % in Language 45% / 50% in Science 42% / 54 % in Social Science	Maths : 40.38% / 42.57% Language : 57.35% / 56.49% Science : 42.86% / 42.71% Social Science : 44.73% / 47.89	• NCERT undertook the second round of learning achievement survey in 2006-07. It has found out an improvement in learning achievement in all subjects in comparison to those of Round I.

Appendix-3

Tenth Joint Review Mission of Sarva Shiksha Abhiyan to be held during July 20 – 31, 2009 -Action Taken Report on the recommendations of 9th Review Mission and follow up action thereon.

	Recommendations	Mission Remarks
Goal 1 – All children in school		
▪ To further improve the data collection and analysis, a greater homogeneity of definitions, collection of data not only on enrolment but also on attendance, and continued expansion of the coverage of DISE to include unrecognized private schools would be needed.	▪ To further improve homogeneity of definitions while collecting the data, the Data Capture Format (DCF) has been modified in consultation with the States. The modification allows for simplicity and clear coding while DISE will continue to focus on student, teacher & school based data like enrolment, retention, infrastructure, teacher qualifications, number of schools etc. ▪ Quality Monitoring Tools (QMT) will continue to track student attendance. Further a study to track second round of student attendance in select States to be under taken in 2009-10 has been approved by Committee for the Approval of Research Project (CARP) under the Secretary, Department of School Education & Literacy. ▪ For continued expansion of DISE, best practices from the state of Punjab, Andhra Pradesh, Rajasthan, Jharkhand have been shared with other States to continue and include expansion of DISE to un-recognized schools.	Homogeneity of definitions has apparently improved, and States have improved their QMT reporting. Nonetheless, the mission remains concerned that States, districts and sub-district levels (BRCs, CRCs and schools) are obliged to complete a huge number of data collection and monitoring formats, which detracts from their focus on effective academic support. A few States have rationalized the number of reporting formats, which others might be well-advised to do as well. Furthermore, while the Mission understands that DISE cannot compel unrecognized private schools to provide detailed data, additional incentives might be considered to increase the number of such schools which do. The lack of data from these schools significantly decreases the system's understanding of issues such as enrolment, out of school children, dropout, equity and quality.

	Recommendations	Mission Remarks
▪ There should be further analysis of data from various sources such as DISE, household survey, independent studies and reporting of results from these studies, which should be shared with the next JRM. The capacity to carry out such activities should be built not only at state level, but also at district levels to feed into the design of targeted interventions.	▪ Two National level workshops coupled with 5 video conferences for further data analysis usage have been held since Jan' 09. The States and Districts have further analyzed and utilized the district/ sub-district level data for planning and monitoring. For this purpose most of the States undertake many analysis/utilization workshops cum review. The analysis & data utilization workshops have also been enlisted in the DISE implementation schedule and are regularly held. The States with districts have disseminated such data through State specific publications in the form of Analytical Report, District Report Cards, Block Report Cards etc. for further improving planning and implementation of the SSA. About 10 States have started developing District/Block level EDIs for tracking outcomes.	Analysis and use of DISE data has clearly improved, with important initiatives in this regard undertaken by some States (several were presented during the mission). However, the issue of data triangulation remains, with DISE data being inconsistent in many cases with data from independent studies, household surveys and other reports. That said, the ability of education decision-makers to access timely and relevant information at all levels through DISE, in particular for targeted interventions, has improved. More still needs to be done to publicize and increase the use of the various Report Cards and raw data which are available to the public.
▪ MHRD should review various child tracking systems and promote their use by States	▪ The child tracking system of Orissa has already been shared in different forums including conference of Secretary Education & SPDs. States have started to develop their own child tracking systems like Jharkhand (Tracking all children of 0 – 18 age group), Andhra Pradesh (Tracking all children of 0 – 14 age-group), Punjab, Madhya Pradesh (Tracking only OoSC of 6-14 age-group), Maharashtra etc.	Noted. As discussed during the mission, States may need to increase their efforts to share information as children migrate from State to State.
▪ Even in States which have	▪ Universal enrolment is the primary goal of	Significantly, 1.26 million children from

	Recommendations	Mission Remarks
achieved close to universal enrolment, policies and interventions to reach out to OOSC need to be continued to ensure sustainability of recent gains.	SSA, Funds for AIE activities are being continuously provided to all States for enrolment of all out of school children. States are also provided funds for monitoring of children who are mainstreamed from bridge courses. ▪ Those in - school children who may have to discontinue their education due to seasonal migration of their parents are also provided residential support in their villages during the period of migration under AIE. The purpose is to ensure that these children do not migrate with their parents and are able to continue their education.	AIE centers were mainstreamed into regular government schools in 2008-09, up from 900,000 in 2007-08. As mentioned in the Ninth JRM Aide Memoire, it would be useful to closely monitor this mainstreaming process and to follow up on the retention and completion rates of these children, with a report shared with the next JRM. The Mission notes that SSA has increased flexibility for residential AIE interventions, with an increase in the cost ceiling from Rs 6800/child/year to Rs. 10,000/child/year, a positive step.
▪ Develop strategies towards better identification of CWSN, assessment of their needs; specialized staff and training requirements.	▪ Identification of CWSN has been an area of utmost significance and this aspect is being continually monitored from the National level. States are adopting various mechanisms to identify CWSN, the key mechanisms being screening checklists, house-to-house survey, updating of VERS, school health programmes, assessment camps, identification through resource teachers, training teachers on screening CWSN, etc. Detailed assessment guidelines have also been framed at the national level and circulated to all States to better understand the needs of CWSN. This has led to increased identification of CWSN. From	The total number of identified CWSN corresponds to about 1.4 percent of the total child population, which remains a bit below the expected figure of around 2 percent. A few States in particular (Uttar Pradesh, Chattisgarh, Goa, Uttarakhand, Madhya Pradesh, Jharkhand, Haryana, Nagaland, Sikkim and Delhi) have identification rates below 1% of the child population, which suggests additional efforts are needed there. Perhaps more importantly, despite the huge efforts made to provide teacher training, aids and appliances, ramps and resource teachers for CWSN, with the involvement of roughly 1,000 NGOs, the Monitoring

	Recommendations	Mission Remarks
	14.59 lakh CWSN identified in 2003-04, the number of identified CWSN has increased to 28.52 lakh in 2008-09. ▪ Resource support is being imparted to CWSN through specialized staff being appointed under SSA mainly in the form of resource teachers. 29 States have appointed 9310 resource teachers as compared to 7476 such teachers in 2007-08 and 1000 NGOs are involved in the IE programme in 30 States. The key function of resource teachers include assisting in conducting formal and functional assessment of CWSN; providing necessary referral services to CWSN as well as the parents; teaching special skills like Braille, using mathematical equipment, using individual or group hearing aids, teaching of total communication and other techniques to CWSN; advising regular class teachers on problems encountered by CWSN in the classroom, and suggesting necessary curricular modifications or adaptations and classroom strategies to suit the needs of children with varying needs. ▪ To meet the training needs, under SSA, three kinds of training programmes are conducted for general teachers. In the first kind of training, IE is included as a part of the in-service training programme under SSA.	Reports reviewed by the Mission indicate that at the school level many CWSN are not getting the support they need. This is, obviously, a process and huge progress has been made; increased supervision is needed to make sure resources truly reach those who need it most.

	Recommendations	Mission Remarks
	Teachers are exposed to identification of CWSN and simple classroom management of CWSN. Through this training, 25.97 lakh teachers have been oriented to IE. Secondary, teachers are given 3-5 day training exclusively on IE. This training exposes them to effective teaching of CWSN and handling of equipment required by CWSN. So far, 18.63 lakh teachers have been given this training. Thirdly States are deputing teachers to undergo a 90-day course offered through distance mode jointly by RCI and MPBOU. This training exposes teacher to the plus curriculum teaching of CWSN, so that they can provide resource support to CWSN. 93,470 teachers under SSA have undergone this training. ▪ Further to strengthen the knowledge of teachers on the needs of CWSN, evaluation and barrier free guidelines have been framed and circulated to all the States. States are taking steps to include them in appropriate training programmes.	
Goal 2 – Bridging gender and social gaps		
▪ A sustained focus may be provided in the coming year on the participation of girls at upper primary level.	A range of strategies and interventions have been evolved that were designed to improve girls' participation in education, at building systemic responsiveness, motivating girls and their parents and forging partnerships with community based groups for girls' education. Efforts have also	Noted. Delays in construction of new KGBVs is of concern. Monitoring Institute reports indicate some problems with quality of construction, as well.

	Recommendations	Mission Remarks
	been made to address issues within the classroom to enable a conducive learning environment and monitor progress along key indicators in girls' education. **Targeted provision for girls under SSA**: • Availability of school one km of each habitation of primary level and within arrange of three km at upper primary level • Free textbooks to all girls up to class VIII (150/- per child at primary level and 250/- per child at upper level) • Primer/Text Book developed for tribal languages @150/-per child including Girl's • Workbooks/Worksheets and teaching learning material including Girl's • Provisions for girl's only schools at upper primary school • Separate toilets for girls • Back to school camps for out-of-school girls • Bridge courses for older girls • Recruitment of 50% women teachers • Early childhood care and Education centers in/near schools in convergence with ICDS programme etc. • Teachers' sensitation programmes to promote equitable learning opportunities	Sanctioning of girls' toilets is to be commended, although it would be useful to monitor the actual functionality of these toilets in terms of availability of water.

	Recommendations	Mission Remarks
	• Gender-sensitive teaching-learning materials including textbooks • Intensive community mobilisation efforts • 'Innovation fund' per district for need based interventions for ensuring girls' attendance and retention Further, to target pockets where girls' education is lagging behind, two focused interventions were launched in 2003 and 2004 namely: the National Programme for Education of Girls at Elementary Level (NPEGEL) and Kasturba Gandhi Balika Vidyalaya (KGBV) to reach out to girls from marginalized social groups in over 3000 educationally backwards blocks in the country, where the female literacy was below the national average and the gender gap in literacy above the national average, on data from the 2001 census. In 2009-10 there is a continued emphasis on girls' participation and for that purpose Rs. 8472 lakhs have been sanctioned under SSA for variety of innovative interventions. Also, 45167 separate girls' toilets have been sanctioned,, almost 24000 female teachers are also sanctioned apart from this Rs. 418 crores are sanctioned under NPEGEL and Rs. 960 crores under KGBV.	
▪ Continued focus on identification of urban	SSA gives special focus and attention to urban deprived children due to the unique	Noted.

	Recommendations	Mission Remarks
deprived children and dissemination of disaggregated data as well as target specific interventions for urban deprived is required.	circumstances prevailing in urban areas, and the varied and diverse background in urban population. For identification and coverage of urban deprived children, MHRD has directed all States to provide data on enrolment and out of school children in each urban block/ municipal areas during appraisal process of their Annual Work Plan and Budget (AWP&B 2009-10). MHRD has also commissioned an All India study for estimation of out of school in rural and urban areas. For the purpose of addressing urban specific issues and to ensure inclusion of urban deprived children in the fold of elementary education, some of the **n*orms have been relaxed to address urban specific issues.*** • Provision of rent for EGS/AIE centres • Free Text Books to all children • Provision of sub city resource support structures like CRC and super CRC/ Urban Resource Centre (URC). • The scope of Innovative scheme of SSA has been broadened by including urban deprived children into its fold for giving more flexibility and resources. Up to Rs. 15 lakh	

	Recommendations	Mission Remarks
	per district are allowed to plan for the education of this group. • Maintenance grant is made available to those Govt. schools in urban areas which are running in rented buildings. • NPEGEL has been extended to urban areas to cover urban slums. • KGBVs extended to urban areas where female literacy is less than the average of national female literacy. **<u>Sanctions in 2009-10 for 35 Million Plus cities:</u>** • 412 new schools (PS+UPS) and 1026 new teachers are sanctioned in 35 cities/districts. • 4232 ACR, 4128 toilets, 651 drinking water, 353 PS & 247UPS are sanctioned under civil works for these 35 cities/districts. (Total Amount-Rs. 27202 lakh including spill over) • Rs 2679.03 lakh for 63 existing **KGVB** hostels/schools and Rs. 2105.87 lakh for 1343 existing model cluster schools under **NPEGEL** are also sanctioned in the 35 metros. • 09 URCs sanctioned in the above 35 million plus cities for academic support in urban areas. • Rs. 170 lakh has been sanctioned under urban innovation for innovative activities.	

	Recommendations	Mission Remarks
▪ An analytical study of the children from deprived social groups in the government schools in the context of increasing migration of children into private schools.	The drop-out study commissioned by the Govt. of India will also help in understanding trends amongst disadvantaged groups.	The Mission recommends an additional exercise of triangulation of this study's findings with DISE data, 2004-05 NSS data, soon-to-be released 2006-07 NSS data, and other sources of information on dropout. In addition, the Mission suggests that a technical peer review be conducted of this study, to review whether the sources of primary data (school enrolment records and household-level reports) are fully reliable and to assess the overall methodological approach. Mission members would be willing to facilitate this review with international experts.
▪ There should be continued efforts to address the needs of alternative education systems, which cater to different categories of children with varied needs.	Sarva Shiksha Abhiyan recognises that flexibility and wide scope of Alternative and Innovative Education scheme is crucial to cater to different categories of children with varied needs. AIE component has, therefore, been strengthened so that more effective strategies can be planned by States by designing educational programmes, taking into consideration the generic as well as specific reasons of children remaining out of school. Alternative Education interventions for specific categories of deprived children e.g. child labour, street children, migrating children, working children, children living in difficult circumstances and older children in the 9+ age group especially adolescent girls are now being supported under	Noted. As mentioned in the Ninth JRM Aide Memoire, it would be useful to closely monitor this mainstreaming process and to follow up on the retention and completion rates of these children, who face great challenges. The Mission would request that a report in this regard be presented during the next JRM.

	Recommendations	Mission Remarks
	SSA all over the country. To bring such children to school, **back to school camp, bridge courses and a variety of other** strategies have been implemented. **Bridge courses** & **Back to School camps** can be **residential or non-residential** depending upon the need of children. States have started various interventions such as mobile schools, seasonal hostels, night shelters, stay homes, work site schools etc. for hard to reach migratory, urban deprived and working children. To provide greater flexibility for residential AIE interventions, such as bridge courses, back to school camps, the cost ceiling has been revised from Rs. 6800 per child per annum to Rs. 10,000 per child per annum. MHRD has sanctioned Rs.74807 lakh for AIE activities in 2009-10.	
▪ Considering the uneven implementation of NPEGEL reflected in the States visited, the MHRD may like to intensify the block centric focus of NPEGEL and dissemination of best practices.	With the revised guidelines for NPEGEL coming into force w.e.f 1.4.2008, the focus is now on block centric implementation, with defined and measurable outcomes. In the AWP&B 2009-10, most of the State have come up with block centric, and need based plans targeting both in school and out of school girls indicating result oriented strategies. In the quarterly review meetings of gender coordinators the best practices have been shared by the States.	The Mission observed that AWP&Bs for 2009-2010 include a block-centric approach of NPEGEL, the Monitoring Institute reports reviewed indicate very uneven and often ineffective implementation of this program at the school level; continued attention is required for this program to achieve its intended objectives.

	Recommendations	Mission Remarks
	For the continuation of the NPEGEL Programme in 3280 Educationally Backward Blocks of 24 States/ UTs an outlay of Rs. 41770.995 lakh has been sanctioned for the year 2009-10.	
Goal 3 – All children retained in elementary education		
In order to reduce the student attrition rate and improve student retention, the States should review and strengthen the implementation of their strategies for addressing these issues. This strengthening should emphasise comprehensive approaches for the following		Based on its review of Project Approval Board Minutes, Appraisal Notes, and the AWP&Bs themselves, the Mission confirms increased strategic focus at Central and State levels on the issue of retention. For example, MHRD issued revised 2009-2010 AWP&B guidelines which call for concrete, specific and viable strategies to improve retention. These were carefully reviewed and discussed during the PAB process.
• targeting the most vulnerable children (i.e., first generation school goers, deprived SCs, STs, deprived Muslim girls, students that have transited from bridge courses, urban deprived children and children of migrants);	• The retention rate has improved from 53.43 (2003-04) to 73.71 (2007-08, based on data of 539 districts) at primary level By 2011 complete data for elementary cycle will available, which will provide a national picture. • MHRD has commissioned an independent study in select States to assess drop out rates, this study will also provide valuable insight. • Vide our letter dated 16 Dec. 2008, States have been asked to prioritise the issue of universal retention. The	Retention is obviously improving, but retaining all children in school until they complete 8th grade remains a major challenge.

	Recommendations	Mission Remarks
• targeting the districts where the transition rates from primary to upper primary are less than the State average; • completing further analysis at the district level on dropout and irregular attendance; • developing and sharing best practices in respect of what works to improve retention • improving teacher training, particularly in respect of the teachers' responsibilities for ensuring that all children attend school regularly; • using NPEGEL and community participation to promote regular attendance and to prevent dropout particularly of girls; • achieving greater convergence with other concerned Government agencies, such as ICDS (pre-school preparation),	guidelines lay the following: The AWP&B 2009-10 should reflect clear vision for universal retention for the next three years viz. up to 2011-12 coupled with concrete, specific and viable strategies to achieve the same in a time frame. Also, the States should look at transition rates from primary to upper primary. ▪ State must look at DISE data studies and researches in the plan that will give them the evidence on why children drop out. A good plan for universal retention would require consideration of push and pull factors, pertaining to teaching and learning beside important factors like attendance, participation, achievement, transition and repetition. ▪ While planning for universal retention, more focused strategies will be needed for children who are more likely to drop out e.g. children of first generation learners, SC children, tribal children, children of minorities, children affected from migration, older girls, children with special needs, urban deprived children etc. ▪ Progress on reducing the dropout rate against the commitment made in the last PAB/Result's Framework, current status and strategies to reduce drop out further should be indicated. For each district, there should be progression indicated for the next few years till universal retention is achieved. ▪ The districts where transition rates from primary to upper primary are less than 80% should focus on at upper	

	Recommendations	Mission Remarks
Labour, Welfare and Health; • setting rigorous targets for and improved monitoring of teacher attendance and student attendance & retention; • setting tighter guidelines for responding to non-attendance of teachers as well as students, especially at the cluster levels; and • looking into the method of calculating the retention rates	primary access more intensively so as to remove impediments with respect to universal transition from primary to upper primary. ▪ Funds under teacher training, community mobilization, innovation, NPEGEL, REMS etc can be effectively used towards these strategies. • There is a continued focus on the most vulnerable children and for this Rs. 12,263 lakh have been sanctioned under innovation to provide focus to their education. The States are undertaking variety of activities which include interalia uniforms; remedial learning; imparting life skills, rediential schools etc. • For focussing, the districts where the transition rates are low, the States have clearly looked at the access at upper primary level. 144 districts of the districts with transition rates lower than the state average, have been identified as special focus districts with PS:UPS ratio > 1:2.4 for the year 2009-10. In these districts with adverse PS: UPS, 6535 UPS have been sanctioned in 2009-10. • Through 2 national workshops and 5 video conferences the States have been oriented interalia on analysis of dropouts. • The focus on teacher/ student attendance, increasing students time on activity, teacher training for change in classroom processes; participation of community will go a long wall in further improving retention. • MHRD from time has emphasised on stronger convergence with the various departments. It is evident	

	Recommendations	Mission Remarks
	that States have forged strong convergence in the field which include interalia • CTS of Orissa covers 0-14 age group and both ICDS and SSA work on enrolment of 6 year old to school at the start of academic session. • Convergence with Labour Department in A.P. helps in identifying dropped out child labour, who with the help of labour department are brought to non- bridge centres and thereafter mainstreamed and monitored for continuation by both. • In many States like MP, Orissa, Maharastra school health programme are conducted in convergence with health department to track child health intervene, thereby making efforts to reduce child absence owing to illness. • In MP – Jan Shiksha Adhiniyam empowers PTA to monitor regular attendance of child initiate community action for ensuring child participation. • The study on drop out rates is near completion once its report is finalised issue of methods, causes etc will be further probed.	
Goal 4 – Education of satisfactory quality		
Promoting a medium term vision and strategy for quality improvement Given that quality improvements take time to	Vide letter number No. F. 11-2/2008-EE.13, dated 19th December, 2008 AWP & B guidelines emphasized the need for comprehensive planning for quality, as also the importance of addressing concerns of access and learning levels at the upper primary stage. It stressed that AWP&B 2009–10 should be comprehensive and holistic with quality,	Important steps to promote systemic and comprehensive improvements in quality were observed by the Mission, specifically in the preparation, appraisal and approval of 2009-

	Recommendations	Mission Remarks
show results and sustained actions are needed, States could be encouraged to come up with a three-year perspective plan for improvement of quality which is based on the integrated and holistic package with measurable outcomes and annual milestones that has been promoted by MHRD. The key components of such a three-year plan could include the following	particularly enhancement of learning achievements and regular students' participation / attendance being core to the plan. All inputs of quality should be included in an integrated manner and should provide clear measurable outcomes with respect to students' attendance & learning achievements. Accordingly, annual plan development, appraisal and PAB approvals insisted that every state must design cohesive and comprehensive quality plans. The appraisal and approval process included. a. Analysis of learning achievement results in different schools, subject wise, and class wise. b. Identification of learning difficulties, and factors affecting learning achievement of students in different subjects and different classes c. Designing of all inputs and processes to address the learning issues and related factors. This includes role of community members, teachers, school, teaching learning materials, CRCs, BRCs, DIETs, performance indicators, educational technology, innovative approaches for socially disadvantaged groups, monitoring tools, special learning enhancement programmes for primary and upper primary levels, etc. d. Effective classroom processes and overall quality management through critical analysis of data, use of performance indicators & quality monitoring tools, regular progress review against the Results Framework. PAB discussed each issue and supported States as per State	2010 AWP&Bs.

	Recommendations	Mission Remarks
	requirements in the above framework. In 2009 – 10 the whole process remained rigorous and intensive. As many as 33 States laid down the broad framework for a medium term vision on improvement of quality. Also 28 States at primary and 15 States at upper primary will continue large scale learning enhancement programmes As a follow up series of regional workshops on Education of Equitable Quality to help the States in their Cohesive Quality Planning and Management have been initiated. upto now 27 States/ UTs have participated in 3 regional workshops.	
a. Learning goals to be achieved and parameters to be measured.	To facilitate the States, NCERT has developed verifiable and measurable learning indicators for class III, V and VIII. These have been shared with the Executive Committee of the national mission of SSA. Persuant to it AWP & B of 2009-10, all the States have agreed to improve learning level by 5-10% through integration of all its quality related interventions under SSA in 2009 – 10. 25 States including Karnataka, Andhra Pradesh, Tamilnadu, Orissa, Bihar, Madhya Pradesh, Uttar Pradesh, Uttarakhand, Rajasthan, Gujarat, Assam, J & K, Himachal Pradesh, Punjab, etc. designed comprehensive roadmaps in this regard.	It is not at all clear how States can commit to improve learning levels by 5-10% in 2009-1010 over 2008-09 levels, given that this is truly dependent on students' individual performance (which is only partially depending on school-related factors). Nonetheless, targets and roadmaps in this regard are to be commended.
b. Classroom processes to be changed and monitored.	Through quarterly PMIS 8 States have indicated that the amount of time that is spent in teacher instruction has been reduced, and replaced by learning opportunity time 11 States have indicated that opportunity time available for student learning has increased to over half the total time in a school day.	These same reports would indicate that, in the majority of States: the amount of time spent in teacher instruction has not reduced; students' learning opportunity time has not increased; and students' active

	Recommendations	Mission Remarks
	7 States have indicated that time in which students are actively participating in the teaching-learning process has increased.	participation in learning has not increased. It is good that classroom processes are being monitored, but States which are not showing improvement in this area should be requested to intensify their curriculum reform processes, teacher training programs, and academic support.
c. Teaching learning materials to be modified or added	31 States/UTs have indicated that 90-100% of schools in their state are using at least some type of material other than textbooks. Some of the new materials that have been introduced by States in 2008-09 include ABL cards, charts, sheets or workbooks (newly introduced in Andhra Pradesh, Assam, Chandigarh, Haryana, MP, Nagaland), graded/ supplementary reading materials (Arunachal, Lakshadweep, WB), maths kits (Andaman & Nicobar, Dadra, Nagaland), English Kits (Chhattisgarh), Graded readers (Bihar), social science labs (Chandigarh), evaluation register and question bank (Assam), Teachers handbook (Arunachal, MP, Lakshadweep), monthly magazines (Gujarat, Kerala), monthly calendar for Science and Maths clubs (Gujarat), etc.	Monitoring Institute reports confirm the presence of TLMs in most classrooms, although many of these reports also indicate that teachers have not been sufficiently trained in their development and use, so that their potential effectiveness is not yet achieved.
d. Method of continuous assessment at the classroom/school level	Various States have shifted to more continuous and comprehensive modes of assessment under SSA. In 2009 –	Noted.

	Recommendations	Mission Remarks
	10, 27 States have indicated that they have implemented comprehensive and continuous evaluation in their schools. Different States have described various types of activities being followed under CCE, including: • Using a variety of assessment strategies such as project work, essays, home assignments, experiments, or practical work under non scholastic subjects (e.g. Introduction of own paced learning projects in Chandigarh) • Changing the typology of the question paper so that reasoning and creative abilities replace memorization as the basis of evaluation (eg. Himachal Pradesh) • Teachers design progress charts where they record the progress in achievement levels of each student (eg. Assam) • Marks scored by students are converted to grades and only grades are marked in progress report cards. No ranking is made of students based on their achievement levels (eg. Maharashtra) • Achievement results are analyzed in order to identify students' learning difficulties and deficiencies so as to provide opportunity for remedial teaching (eg. Orissa) • School grading programme is implemented in all primary schools for overall assessment (eg. Uttarakhand)	

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<td>e. Annual sample surveys for evaluation of progress.</td>
<td>NCERT is undertaking rounds of National Learning Achievement Surveys to track learning achievement of students on sample basis in the States. NCERT has conducted the Round 1 and, Round II Assessment survey and proposes to conduct Round III in 2010 to study the status of improvement at three levels during the course of implementation of SSA. For Class V, Round I was undertaken in 2001-02 and Round II in 2005-06. For class III, Round I was undertaken 2003-04 and Round II in 2007-08. A comparison of Round I and Round II are outlined below.

Results of NCERT's Round I and Round II Surveys
<table>
<tr><th rowspan="2">Class</th><th colspan="2">Language</th><th colspan="2">Maths</th><th colspan="2">EVS/ Science</th><th colspan="2">Social Science</th></tr>
<tr><td>Round I</td><td>Round II</td><td>R I</td><td>R II</td><td>R I</td><td>R II</td><td>R I</td><td>R II</td></tr>
<tr><td>Class III</td><td>63.12</td><td>67.84</td><td>58.25</td><td>61.89</td><td>-</td><td>-</td><td>-</td><td>-</td></tr>
<tr><td>Class V</td><td>58.87</td><td>60.31</td><td>46.51</td><td>48.46</td><td>50.30</td><td>52.19</td><td>-</td><td>-</td></tr>
<tr><td>Class VII</td><td>52.24</td><td>57.35</td><td>30.50</td><td>40.38</td><td>37.78</td><td>42.86</td><td>34.04</td><td>44.73</td></tr>
<tr><td>Class VIII</td><td>53.86</td><td>56.49</td><td>39.17</td><td>42.57</td><td>41.30</td><td>42.71</td><td>46.19</td><td>47.89</td></tr>
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</td>
<td>Noted. In other sections of the Aide memoire, the Mission offers its views regarding the Round III assessment, and the possibilities for linking Round II and Round III results.</td>
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<td colspan="3">Round III for class III will be initiated in 2009-10.</td>
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<tr>
<td>▪ A strategy for teacher professional development</td>
<td>The progress for 20-days in-service training up to 31 March</td>
<td>Unfortunately, the Teacher Training Effectiveness Study</td>
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that is based on an analysis of the weaknesses at classroom level should be further developed. A review of ADEPTS, being implemented in some States, should be undertaken and next steps need to be agreed. To provide an appropriate cadre of people for academic leadership to schools and teachers, the States should review the process of selection, recruitment, deployment, promotions, and capacity building of BRC/CRC personnel in the light of the evaluation study of BRC/CRC functioning and the wider experience in all of the States to date.	2009 was 3161105 teachers against a target of 40,69,694 teachers, which reflects a 78% overall achievement. 30 States have indicated that they prepared modules for training of teachers, either at the primary or upper primary level or both. 4 States also indicated specifically that they have developed modules for 30-days training (Chhattisgarh, Madhya Pradesh, Nagaland, and Tripura), and 2 States have indicated modules prepared for 60-days training (Nagaland and Tripura). Overall, 17 States have indicated a specific focus on subject-wise learning enhancement, and 19 States have indicated a specific focus on improving classroom processes and the nature of pedagogy. 29 States have designed Performance Indicators for tracking and enhancing teacher performance. Some of the good practices include Assam, Gujarat, Chhattisgarh, West Bengal, and Madhya Pradesh. PAB has discussed process of selection, recruitment, deployment, promotions, and capacity building of BRC/ CRC personnel in various States. Further discussions will be undertaken based on the findings of the evaluation study of BRC/ CRC functioning. It has been observed that all States have provided 8 – 10 days training to their Resource Persons at BRCs and CRCs.	which was supposed to be reviewed during this mission is still far from complete. While it is a remarkable achievement that over 3 million teachers received training in 2008-09, Monitoring Institute reports suggest that this training has become repetitive and poorly focused on teachers' needs. The quality of the trainers, the selection of teachers for training, the choice of training topics, all appear in need of improvement.
▪ The teacher accountability mechanisms need to be pursued more vigorously with the States.	To improve the teacher accountability mechanisms in States, various initiatives have been undertaken. a. 29 States have designed Performance Indicators for tracking and enhancing teacher performance. Some of the	Development of teacher performance indicators notwithstanding, actual efforts to improve teacher accountability in the States

	good practices have emerged from the States of Assam, Gujarat, Chhattisgarh, West Bengal, and Madhya Pradesh. b. Panchayats to associate with the schools. This is expected to enhance the local school – community collaboration to enhance teacher accountability. c. Quality Monitoring Tools, operationalised through NCERT, reflects feedback from community members regarding student/ teacher attendance, classroom processes, etc. This is expected to enhance community school collaborations and teacher accountability. d. Monitoring Institutes identified for each State visit schools on a regular basis and submit reports twice a year. These reports cover various aspects related to teacher performance in schools. e. DISE generates teacher related information thereby reflecting their accountability in a broad manner. f. Studies are being undertaken by States through external agencies to study the rate of attendance of teachers. This also reflects some issues related to teacher accountability. g. SSA web portal throws light on various parameters related to teacher accountability from each district. This also is expected to contribute to teacher accountability.	appear partial at best. 9 States have implemented the indicators and begun tracking teacher performance, but 26 States have either not yet identified performance indicators or are not tracking teacher performance against the indicators developed.
Improved classroom learning environment		
▪ Upper primary schools are being provided with classroom furniture. In those districts where the infrastructure needs have	The benefit of class-room furniture at upper Primary level was initiated w.e.f. 1.4.2008. The requirement of UPS is not yet saturated. Some State Governments are providing furniture at Primary level from State budget e.g. Delhi Govt. has included in its State budget requirement of class room	The mission recommends reconsideration of the restriction of SSA financing for classroom furniture to upper primary levels. Primary

been addressed, the provision of appropriate furniture to primary schools could be considered.	furniture.	students need appropriate classroom learning environments, too, particularly in the form of low-level desks for small group work and writing.
Learning Assessment tools, practices, reporting and analysis		
▪ In line with the medium term plan for quality improvements and based on available tools for quality monitoring, a more systematic framework for assessment and reporting that provides concretely for local analysis and use be promoted.	Series of workshops were organized by NCERT to explore possibilities for strengthening learning assessment systems. NCERT was supported for developing Sourcebooks on Learning Assessment. NCERT has developed five sourcebooks on learning assessment in Mathematics, English, Hindi, EVS and Art Education. They have been field trialed in 10 States. Two regional workshops have been organized by NCERT in Southern and Eastern zones to familiarize State Pedagogy Teams with recommendations of Sourcebooks and apply them in school pedagogical processes for effective learning management. Annual quality planning and appraisal in 2009 – 10 has strongly emphasized that each state must take advantage of the recommendations of the sourcebooks to revisit their own approach to learning assessment and more towards a more child – friendly, reflective and formative assessment system. Presently, capacity building is taking place in NCERT and related organizations in the area of Learning Assessment at Elementary level through the Technical Cooperation Fund (TCF).	Noted.

	For developing more harmonious linkages on various aspects of elementary education, 4 regional workshops on Education of Equitable Quality have been planned. In three workshops till now Education Secretaries, Director SCERT, SPD SSA have participated from 27 States.	
Financial Management and Procurement		
In para 5.21 and 5.22 of the Aide Memoire, the 9th JRM have made the following main recommendations relating to financial management and procurement	**General:** Immediately after the wrap up meeting of the 9th JRM on 29th January 2009, the JRM's observations and recommendations relating to financial management and procurement was discussed in detail with the State Finance Controllers during the 20th Quarterly Review meeting of State Finance Controllers held on I-2 February, 2009 at Hyderabad and urged them to take further follow up action in this regard. In MHRD's letter No. F.14-3/2008-EE.14 dated March 20, 2009, the Aide Memoire of the 9th Joint Review Mission was shared with all SSA States/UTs for taking further necessary action on the recommendations of the JRM. This was followed by another DO letter No.15/10/2004-SSA (PR) dated 27th May 2009 from JS (EE-II) wherein all States/UTs were specifically urged to take immediate action on the recommendations of the 9th JRM relating to Financial Management and Procurement. The need for taking further follow up action on the recommendations of the 9th JRM relating to financial management and procurement was also reiterated in the video conference on financial management and procurement	The Mission can confirm that many of the recommended actions have been taken by both Central and State authorities. The new Director of Finance in the Department of School Education and Literacy in MHRD appears, in the view of the Mission, to be both very well-aware of what needs to be done and determined to see that these actions are fully carried out by the States.

	held on 4th June 2009 with all State Finance Controllers. In order to monitor the implementation of these recommendations closely by MHRD, the recommendations relating to the States are also included in the Agenda Item of the Quarterly Review Meeting of the State Finance Controllers. The position will be reviewed in the next meeting to be held in the first week of August 2009. **Action Taken Report of States**: The States of Andhra Pradesh, Arunachal Pradesh, Assam, Chhattisgarh, Daman & Diu, Goa, Gujarat, Jammu & Kashmir, Karnataka, Kerala, Lakshadweep, Maharashtra, Meghalaya, Mizoram, Orissa, Punjab, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand and West Bengal have since furnished the action taken reports and the position is indicated against each.	
▪ MHRD should request States to ensure that all offices responsible for financial management and procurement at state, district, and sub-district levels have copies of the FMP Manual, and abstracts of the same in vernacular should be re-distributed to all VECs to ensure awareness and compliance of financial norms;	Necessary instructions have been issued by MHRD. These have been reiterated in the quarterly review meetings of State Finance Controllers and also in video conference with the States / UTs. Most States have confirmed that copies of the Manual on FM&P are available with the districts and sub-district level units and abstract of the same in vernacular in the form of VEC Manual is also available with the VECs. Wherever these documents are not available, the same will be re-distributed to ensure awareness and compliance of financial norms.	While most States reported that VEC Manuals in local language is available with all VECs, both the Monitoring Reports and IPAI reports indicate this is not the case. Furthermore, these reports almost universally called for additional training for VEC and community members.

▪ All States should be encouraged to adopt electronic banking channels for fund transfers beyond districts wherever this is possible, preferably by September 30, 2009;	Necessary instructions have been issued by MHRD. All but three States (Meghalaya, Sikkim and Tripura) have adopted e-transfer of funds up to district level. 9 States / UTs (Arunachal Pradesh, Chhattisgarh Daman & Diu, Goa, Gujarat Lakshadweep, Orissa, Tamil Nadu and UP) have adopted 100% e-transfer of funds beyond district level wherever feasible. Other States / UTs have been directed to adopt e-transfer of funds to sub district levels, wherever feasible, by September 2009.	Good progress has been achieved in this regard. The Mission was pleased to receive presentations from States which have implemented e-transfers of funds to sub-district levels, and noted the increased efficiency, transparency and accountability of such funds compared to States which continue to use manual systems for fund transfer. States using e-transfer need to take care to make sure that entities receiving funds in their bank accounts are both aware when these funds are deposited and for what purpose these funds are transferred.
▪ Existing finance and account officer staff vacancies, particularly at district and sub-district levels, should be filled as quickly as possible;	All the vacant posts of accounts officer and staff at all levels are filled in the States / UTs of Gujarat, Kerala, Lakshadweep, Meghalaya, Mizoram, Punjab, Tamil Nadu and Tripura. Other States have been directed to initiate action to fill the vacant posts.	The provision of sufficient numbers of trained finance and accounts staff at district and sub-district levels in all States is yet to be achieved.
▪ SSA and the States may consider creation and filling of additional sanctioned peripatetic accountant/ clerk posts at sub-district (block and cluster) level, given the huge number of financial	9 States (Assam, Goa, Gujarat, Karnataka, Kerala, Punjab, Rajasthan, Tamil Nadu and Tripura) have provided Accounts staff at sub district (block) level. The issue is being followed with other States / UTs.	

transactions at decentralized levels. This may require re-emphasizing MHRD instructions issued in this regard which indicate the possibility of SSA financing these positions;		
▪ All States should ensure orientation and additional in-service training for sub-district accounts officers, ideally trained jointly with community members (as per SSA Implementation Framework);	11 States / UTs (Arunachal Pradesh, Assam, Goa, J&K, Kerala, Maharashtra, Orissa, Tamil Nadu, Tripura, Uttarakhand and West Bengal) have provided joint training to community members and sub district level accounting staff. 12 States / UTs (Andhra Pradesh, Chhattisgarh, Daman & Diu, Gujarat, Karnataka, Lakshadweep, Meghalaya, Mizoram, Punjab, Rajasthan, Sikkim and Uttar Pradesh) have conveyed their intent to organize such trainings in future. The matter is being followed with other States / UTs.	
▪ MHRD should obtain specific confirmation from each state that only those expenditures for which utilization certifications have been received from the implementing entity (VEC, BRC, DIET, etc.) will be certified by external auditors;	22 States / UTs (Andhra Pradesh, Arunachal Pradesh, Assam, Chhattisgarh, Daman & Diu, Goa, Gujarat, Jammu & Kashmir, Karnataka, Kerala, Lakshadweep, Maharashtra, Meghalaya, Mizoram, Orissa, Punjab, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand and West Bengal) have confirmed that only those expenditures for which utilization certificates/expenditure statements have been received from the implementing entities will only be certified by the external auditors. Confirmation is being obtained from other States / UTs. This aspect has been given due importance and reiterated through video conference and also in the quarterly review meetings of State Finance Controllers.	Despite repeated efforts by MHRD, many State Audit Reports for FY2007-08 were received very late (a two are still pending). Several large State audit reports showed that too many advances are considered as expenditures despite remaining uncertified. Additional efforts to correct this situation are needed in a number of States.
▪ **Statutory Audit**:	States are aware of the requirement relating to audit coverage	

Implementation of requirement relating to coverage of VECs needs to be monitored closely, responsibility may be fixed on Financial Controller of each state;	of VECs receiving more than Rs. 1 lakh per year in a 3 year cycle of audits and its close monitoring by the State Finance Controllers. This is being monitored by MHRD.	
▪ While internal audit systems have been strengthened over the past two years, there is a need to further enhance their performance, speed, and use for review/ implementation of financial management systems;	The need for continued strengthening of Internal audit systems and their optimal usage for financial management has been conveyed to all States / UTs and is being monitored.	IPAI reports universally indicate weak internal audit systems. Additional instructions to Finance Controllers may be needed in this regard.
▪ Instructions from MHRD to the States should be issued again to ensure that all schools/ VECs post financial information on school display boards disclosing funds received and used on a timely, updated basis;	5 States (Goa, Kerala, Orissa, Tamil Nadu and Uttarakhand) have confirmed that all schools/VECs have school display boards disclosing funds received. Other States have since issued instructions to districts/VECs in this regard.	Monitoring reports from several States indicated that display boards disclosing funds received are not in place at the school level. It will be important to check on this during the next JRM, which includes school visits.
▪ In recognition of the excellence of their performance and the primacy of local identification of needs, we encourage the state governments to utilize the	Exposure visits are being undertaken by States to good performing States to enhance their performance. The forum of quarterly review meetings is being utilized to facilitate cross – State sharing of best practices.	Noted.

flexibility in the SSA programme to the greatest extent. Recognition of some of these lead States/UTs as a possible 'resource group' for the others can serve the double benefit of maximising utilization of internal capacities and motivating the achievers to do more.		
With regards to procurement, the mission has the following recommendations:		
▪ The States need to follow tender documents of State governments as laid down in para 110.5 of the FM&P Manual and to require the State level procurement organizations to follow procedures laid down in Chapter IX of the FM&P Manual.	Most States are following the tender documents of State Governments as laid down in Para 110.5 of the Manual on FM&P and have confirmed that the procedure laid down in Chapter IX of the Manual on FM& P is being followed. Since Gujarat was following the DPEP procedure, the standard bidding documents of the World Bank are being used by the State.	
▪ In order to ensure that FM&P Manual requirements are followed by all States, GoI/ TSG should carry out mandatory post review of procurement as per para 121 of FM&P Manual undertaken on an annual basis and those not following the	On behalf of Government of India, IPAI have carried out post review of procurement of 12 States of Assam, Gujarat, Haryana, Himachal Pradesh, Karnataka, Maharashtra, Punjab, Rajasthan, Tamil Nadu, Uttarakhand, Uttar Pradesh and West Bengal during the IInd phase of financial review. TSG consultants have also carried out post review of procurement in Andhra Pradesh, Jammu & Kashmir, Meghalaya, Nagaland and Tamil Nadu. Remaining States will be covered by 31st March 2010.	IPAI reports suggest many areas for improvement of procurement practices. The Procurement Post Review being carried out by Development Partners from August-October 2009, should shed additional light on this issue.

requirements should be declared as mis-procurement as per the provisions in the manual;		
▪ There is a need to continuously reiterate the minimum standards of designs and specifications which should be shared with the community and followed up through engineering support;	SSA Framework provides that the States may make use of designs already developed under DPEP/Lok Jumbish project in their local specific contexts. Most States have confirmed that the approved drawing, design and standard specification are shared with the community and followed up through engineering support.	
▪ Where appropriate, the concept of "total cost of ownership (TCO, which includes purchase costs, operating cost, maintenance cost, and remaining value) may be considered for goods (e.g. computers), rather than simple purchase cost.	Necessary instructions have been issued and the matter has been taken up for consideration by most States / UTs.	
Programme Management		
▪ There should be greater utilization of research findings and evaluations, particularly during the AWP&B process where States should articulate how relevant research findings have been utilized in planning and program implementation.	MHRD while rolling out the AWP&B preparation and approval exercise for 2009-10. Directed States/UT along with many other things to ensure utilization of research studies and evaluations in formulating strategies and interventions under different components while preparing annual plans. The letter written b Joint Secretary (D.O. No. F11-2/2008-EE13, dated, December 19, 2008) to Education Secretaries and SPDs of all he States and UTs mentions in the Checklist wherein utilization of research studies, surveys	Noted.

	and assessments has been emphasized for effective planning to improve quality, equity, retention and access. The Checklist has asked for analysis of findings on various survey, and assessments for learning achievement e.g. the NCERT's, the OMT, DISE, CCE, analysis of other school related (Space, TLM) and teacher related factors (attendance, use of TLM, active learning) identification of gaps in enrolment, retention, achievement of girls and SC, ST, Muslim children based on above said sources, also, using the findings of these sources as well as others like the HHS and rapid surveys for identifying the reasons for dropout or for children being out of school. The appraisal of AWP&B has shown that most of States/UTs have followed these instructions. Further, pursuant to the PAB commitment, the States/UTs are undertaking studies on themes like teacher attendance and teacher accountability in order to utilize their findings to improve programme implementation.	
▪ States should be asked to redress issues/concerns emanating from 3rd party evaluations of civil works and this should be continuously monitored. Development of child friendly designs should continue and be monitored. All States should be encouraged to commit to 3rd party evaluations of civil works.	These aspects are being monitored on a regular basis in zonal meetings, quarterly review meetings with civil works coordinators and field visits to States. 11 States/UTs (Andhra Pradesh, Assam, Gujarat, Karnataka, Maharashtra, Nagaland, Orissa, Tamil Nadu, Uttarakhand, West Bengal, Delhi) have already started 3rd party evaluation of civil works and specific commitments for starting for this evaluation have been obtained from 5 States (Bihar, Haryana, Punjab, Tripura, Rajasthan) at the time of approval of their annual work plans in 2009. Others States are being encouraged to start to 3rd party evaluation of civil works.	The Mission was pleased to get an update on monitoring of civil works.

Appendix 4

Expenditure Analysis

Unaudited Financial Monitoring Reports suggest a total expenditure of more than Rs. 19,000 crore in FY2008-09 (equivalent to more than US$ 4 billion), which is quite a remarkable commitment by both the Center and the States. Indeed, in 2008-09, 21 States and UTs released funds in EXCESS of their share. This is a huge improvement over the early years of SSA when States were often late and/or inadequate in providing their shares.

In terms of overall system financial performance (reported expenditures as a percentage of total funds available, which includes the AWP&B outlay for FY 2008-09 and spill over funds from previous fiscal years), State and national authorities spent 70% of total funds available. This is a decline from FY 2007-08, when reported expenditures were 80% of total funds available. (More positively, FY2008-09 expenditures as a percentage of AWP&B outlays were 79%, in *increase* over the 74% in FY2007-08.) 18 States achieved 80% or above, while 7 States achieved less than 60% (with the remaining States in between). Northeast States, Chattissgarh, Himachal Pradesh, Kerala, Maharashtra, Rajasthan, Uttar Pradesh and West Bengal were the highest performers. Meanwhile, the States of Bihar, Haryana, Jharkhand and Madhya Pradesh were the lowest performers (see Appendix 5 for more details.)

The table in Appendix 5 shows very large opening balances (Rs. 8727 crore), which is equivalent to 44% of the total funds available (Rs. 19532 crore) in FY 2007-08. Sizeable unspent balances indicate that some States still lack adequate capacity to absorb funds for infrastructure, teacher recruitment and quality related components, which is a cause of concern. These States include Bihar (Rs. 2630 crore unspent), Jharkhand (Rs. 1146 crore unspent), Madhya Pradesh (Rs. 1336 crore unspent), Uttar Pradesh (Rs. 471 crore unspent), Karnataka (366 crore unspent), Tamil Nadu (358 crore unspent), Orissa (Rs 315 crore unspent) and Andhra Pradesh (Rs 306 unspent crore).

With respect to the composition of SSA expenditures, a clear trend towards increased focus on quality is apparent. Spending on quality-related components increased as a share of total spending from 38% in 2006-07 to 51% in 2007-08 and 53% in 2008-09. For 2009-10, approved AWP&Bs indicate this percentage will further increase to 57% of funds. If spending on teachers' salaries is removed from this calculation, spending on quality-related components increased as a share of total spending from 18% in 2006-07 to 19% in 2007-08 and 21% in 2008-09. Meanwhile, infrastructure-related expenditures as a share of total spending declined from 52% in 2006-07 to 40% in 2007-08, and 34% in 2008-09. The share of spending on equity has remained relatively stable, although 2008-09 is 80% higher in absolute terms than 2007-08 as expenditures on KGBVs kicked in.

Analysis of spending by SSA component in FY2008-09 shows highly variable expenditure achievement rates. For example, in FY2008-09 spending on LEP was just 49% of outlays, whereas the school grant component spent 96% of outlays. Other "low performing" components (those with less than 75% expenditure relative to outlay)

include teacher training (72%), NPEGEL (73%), TLE (60%), civil works (74%), out of school children (63%) and KGBV (54%). Viewed in more aggregate terms, total spending on quality was 85% of outlays on quality, while those on infrastructure and equity were 75% and 61%, respectively. Compared to FY2007-08, almost all components achieved higher expenditure rates in FY2008-09, which is to be commended.

Concerning the targeting of funds on States in greatest need, 71% of total SSA spending in Fy 2008-09 was in just nine States (Bihar, Uttar Pradesh, Madhya Pradesh, West Bengal, Rajasthan, Andhra Pradesh, Jharkhand, Orissa and Chattissgarh). In addition, the Mission confirmed higher spending in so-called Special Focus Districts (there are four types of such Districts: A is for Districts where the PS:UPS ratio is greater than 3; B is Districts with an additional classroom gap greater than 3,000; C is Districts with high numbers of out-of-school children or high gender gaps; D is for Districts with relatively low enrolments of SCs, STs and Muslims). These Districts received disproportionately higher shares of investment in both financial and physical terms.

Appendix 5

IDA Credit No 4417-IN Sarva Shiksha Abhiyan Summary Budget Analysis (Entire program) for FY 08-09
For the FY ended on 01.04.2008 to 31.03.2009

(Rs. in lakhs)

Name of State	AWP&B 2008-09	Opening Balance	Releases by GOI	Releases by States	Reported Expenditure	Total Funds Available	Reported Expenditures as Percentage of Total Funds Available	Reported Expenditures as Percentage of AWP&B	Total Funds Available as Percentage of AWP&B	AWP&B 2009-10
	A	B	C	D	E	F=B+C+D	G=E/F	H=E/A	I=F/A	J
Andaman & Nicobar	1,404	381	781	100	1,128	1,262	89%	80%	90%	1,351
Andhra Pradesh	119,734	30,654	71,032	20,996	93,527	122,682	76%	78%	102%	114,154
Arunachal Pradesh	18,133	2,798	15,568	1,307	16,865	19,673	86%	93%	108%	16,332
Assam	61,954	16,675	42,741	5,000	55,426	64,416	86%	89%	104%	60,474
Bihar	366,436	263,031	186,158	93,825	226,382	543,015	42%	62%	148%	429,455
Chandigarh	1,886	775	821	442	1,063	2,038	52%	56%	108%	3,263
Chattisgarh	90,000	8,391	51,854	27,821	82,246	88,066	93%	91%	98%	112,332
Dadar & Nagar Haveli	1,002	486	85	401	623	971	64%	62%	97%	1,160
Daman & Diu	301	119	-	90	139	209	67%	46%	69%	469
Delhi*	6,125	2,373	1,029	1,000	3,906	4,402	89%	64%	72%	5,833
Goa	1,670	877	804	584	1,274	2,265	56%	76%	136%	1,900
Gujarat	50,005	15,047	25,432	15,300	34,077	55,780	61%	68%	112%	55,496
Haryana	42,550	19,721	20,547	16,721	29,943	56,989	53%	70%	134%	59,801
HP	14,391	1,947	10,513	1,855	12,285	14,315	86%	85%	99%	15,373
J & K	49,945	1,973	20,533	6,900	26,751	29,406	91%	54%	59%	76,509
Jharkhand	167,282	114,638	69,041	42,100	122,584	225,779	54%	73%	135%	157,701
Karnataka	96,043	36,685	51,578	33,509	89,807	121,772	74%	94%	127%	93,184
Kerala	18,861	2,883	10,854	6,043	17,696	19,780	89%	94%	105%	21,265
Lakshadweep	347	192	70	122	230	383	60%	66%	110%	292
Madhya Pradesh	184,330	133,629	85,570	48,314	153,094	267,512	57%	83%	145%	221,845
Maharashtra	109,236	13,549	67,386	36,823	98,285	117,758	83%	90%	108%	119,387
Manipur	3,930	752	321	396	782	1,469	53%	20%	37%	5,399
Meghalaya	16,613	5,848	9,440	865	10,795	16,154	67%	65%	97%	19,816
Mizoram	6,739	762	3,873	500	5,244	5,134	102%	78%	76%	7,304
Nagaland	5,718	229	2,368	580	3,203	3,177	101%	56%	56%	6,237
Orissa	105,310	31,569	49,081	27,674	84,525	108,324	78%	80%	103%	138,749

Pondicherry	1,314	31	639	277	1,142	946	121%	87%	72%	1,246
Punjab	24,762	15,072	13,808	5,950	26,102	34,831	75%	105%	141%	36,912
Rajasthan	179,661	11,882	108,327	51,893	162,887	172,102	95%	91%	96%	200,050
Sikkim	2,302	62	1,075	190	1,890	1,328	142%	82%	58%	2,456
Tamil Nadu	90,264	35,851	53,241	29,175	84,457	118,267	71%	94%	131%	86,231
Tripura	7,469	394	6,464	941	6,938	7,799	89%	93%	104%	11,173
Uttar Pradesh	374,955	47,111	212,885	114,630	331,478	374,627	88%	88%	100%	402,201
Uttaranchal	27,239	9,972	11,444	5,078	22,073	26,495	83%	81%	97%	33,057
West Bengal	189,335	46,544	65,169	35,061	124,384	146,774	85%	66%	78%	216,763
Total	**2,437,249**	**872,906**	**1,270,533**	**632,463**	**1,933,231**	**2,775,901**	**70%**	**79%**	**114%**	**2,735,169**
National Component										
Ed.CIL	1,000	(207)	1,000	-	884	793	112%	88%	79%	2,037
NCERT	292	43	104	-	157	147	107%	54%	50%	315
NIEPA	15	2	14	-	16	16	99%	107%	108%	18
IGNOU	154	9	98	-	104	107	97%	67%	69%	169
NIAR										
NIC										
Total	**1,461**	**(153)**	**1,216**	**-**	**1,161**	**1,063**	**109%**	**79%**	**73%**	**2,538**
Grand Total	**2,438,710**	**872,753**	**1,271,748**	**632,463**	**1,934,392**	**2,776,964**	**70%**	**79%**	**114%**	**2,737,707**

Appendix 6

SSA 2007-08 Audit Reports
Summary of Advances being Treated as Expenditure
Rs. Lakhs

State	Observation	Amount	Audited Exp.*	Advance as % of Exp.
Andhra Pradesh	Releases for civil works for SSA	25,149.94	45,970.93	55%
Arunachal Pradesh	Releases to BRCs and CRCs	337.43	10,836.00	3%
Bihar	Advances for salaries; releases to sub-district entities for civil works; and grants released to sub-district entities	80,887.45	136,850.63	59%
Haryana	Teachers' salary	8,778.62	22,271.67	39%
Himachal Pradesh	Civil works (DPO Mandi)	57.50	10,947.08	1%
Jharkhand	Release to VECs for School grant, Teacher Grant and Repair & Maintenance Grant	2,980.52	70,942.78	4%
Madhya Pradesh	Releases to PTAs and CRCs	24,646.56	131,008.61	19%
Maharashtra	Advances for civil works (building grants)	21,440.28	82,796.91	26%
Meghalaya	Release of funds to Joint District Mission Coordinators and BRCs (East Khasi Hills District)	598.61	9,987.17	6%
Tamil Nadu	Releases to VECs, salary and reversal of advances	24,394.62	65,572.25	37%
Uttarakhand	Release of funds to BRCs, CRCs and VECs	3,119.67	18,611.69	17%
Uttar Pradesh	Advances to BRCs, NPRCs, CRCS and VECs; and releases for teachers' salaries	209,652.28	298,556.35	70%
	Total	**402,043.48**	**904,352.07**	**44%**
	Total (in Rs. Crores)	**4,020.43**		
	USD Million	**804.09**		

* As per summary Consolidated Audit Report, except Himachal Pradesh, which is as per Income & Expenditure a/c

Appendix 7

Learning Achievement Studies and the TC Fund: Technical Issues

5.105 A series of national and state-level assessments of pupils in the education system was planned in conjunction with SSA with the following timetable:

- Class III, language, mathematics, environmental studies 2004, 2008, 2011.
- Class V, language, mathematics, environmental studies 2002, 2006, 2010.
- Class VII / VIII, language, mathematics, science, social science 2004, 2008, 2011.

5.106 Assessments to date have been carried out in 29 to 32 States / UTs. Performance on the assessments is described in terms of percentage correct on tests of 35 (class III), 40 (class V) and 60 (class VII/VIII) multiple-choice items. At each grade level, the same tests were used from one assessment to the next, with some unspecified changes (see Learning Assessment of class III children, p 13).

Discussion at the mission focused on three general areas: (i) the aggregation of data from state to national level and the comparability of test performances across States; (2) making comparisons between performances in different cycles; (3) development and refinement of the assessment systems to reflect standard practice in national and international assessments of student achievement, with a particular focus on preparation for administration of the third cycle of the Class V survey (schedule for 2010) The topics are inter-related. A focus on comparisons between States and over time has implications for the design of future cycles while developments in design to bring the assessments more into line with international practice may require reanalyses of past assessment data and a reassessment of the appropriateness of making comparisons between data collected in different locations and on different occasions.

5.107 **Use of aggregated national level data and inter-state comparisons.** The aggregation of data collected in the States/UTs to present national-level data has been a feature of reports of the findings of learning assessment surveys to date. For example, in a verbal presentation by NCERT to the missions, national mean scores were presented for class III and class VII students. Mean scores (also at national level) were also presented for boys and girls, for urban and rural students, and for SC, ST, OBC and general category students.

5.108 In printed documentation, detailed information on the performance of States has been provided. In the reports of the class III and Class V assessments, mean scores and their deviations from national means were provided for all States, which were rank-ordered in terms of their mean achievement scores. Mean scores were also provided for States by gender, location and category of students.

5.109 The feasibility study (spring 2009) carried out by Educational Testing Services for the Technical Services Agency of the SSA Technical Cooperation Fund raised issues about the comparability of tests administered in different States, mainly because of non-equivalence of translated versions of tests. To the extent that this is the case, problems

arise both in aggregating data across States to determine national averages and in making comparisons between States.

5.110 **Comparisons between performances in different cycles**: At issue is the appropriateness of making comparisons between performance in cycle 1 and cycle 2 assessments and the feasibility of comparing performance in cycle 3 with performance in earlier cycles to monitor change in student achievements over time.

5.111 The verbal presentation by NCERT to the mission described differences in achievement at national level between first and second cycle administrations of assessments at all three grade levels. Published reports, as might be expected, provide more detailed information. The report of the class III assessment presented data on mean percentage score differences between the first and second cycle assessments for gender, location and category of students. The data were national, not state level.

5.112 The ETS Feasibility Study concluded that state-level data from earlier studies could probably be scaled and compared following item response modelling. This would have considerable resource implications and might not produce entirely satisfactory results. First, items from the earlier cycles (20+) would have to be incorporated into cycle 3 tests. Secondly, existing and future test data would have to be scaled using Item Response Theory. Third, comparisons would be possible only at individual state, not national level, because of difference between 18 language translations of tests. Finally, results of analyses would have to be treated with caution because of the fact that items from earlier assessments have been released and because of differences in administration procedures between cycles (e.g. in sampling, in treatment of exclusions and non-responses).

5.113 **Preparation for future surveys, in particular the third cycle class V survey.** To develop capacity of staff in the DEME, NCERT and Regional Institutes of Education involved in learning assessment surveys, twelve members of staff attended a study course at Educational Testing Services, Princeton, New Jersey from March 23 to April 10, 2009. The course addressed test development, large-scale assessments, and psychometric concepts. General reaction to the course was positive, with the possible caveats that it was too theoretical and that the amount covered was over-ambitious in the available time.

5.114 Recommendations following the course considered relevant to planning for the upcoming Class V, assessment related to test development, sampling, analysis and reporting. An item writing workshop was held from August 20 to 25, 2009. Areas considered by the mission to require upgrading of knowledge and skills, probably with the support of consultancy services are:

- probability sampling for large-scale surveys;
- administration procedures, including handling of a rotated-booklet design, recording of information regarding exclusions, non-response
- analytic procedures
  - weighting of data;
  - calculation of errors for complex sample designs;
  - use of Item Response Theory in test development and scaling;

- hierarchical linear modeling (HLM) in data analysis;
- report preparation.

Recommendations for Cycle III Assessment

- NCERT in preparing for the class V assessment should address the following issues:
  - Intra-class correlation coefficients should be calculated for each test in class V assessments already carried out for each state and for subpopulations in States (e.g. urban, rural) and have information on the magnitude of these coefficients available when it comes to deciding on sample sizes in the upcoming assessment.
  - In the Teacher and Pupil Questionnaires more information should be obtained on classroom processes (e.g. time on task, opportunity to learn).
  - In the Pupil Questionnaire, more information should be obtained on students' attitude to school, aspirations, expectations, engagement in learning.
  - In the Pupil Questionnaire, more information should be obtained on conditions in the home that are conducive to students' learning (e.g. structure of activities, support for school achievement, opportunities to discuss ideas and events, expectations for school achievement).
  - Separate reports should be prepared for States/UTs.

Evaluation Studies

5.121 Four programs/initiatives have been specified for evaluation to be carried out by NCERT under the auspices of SSA-TCF-TSA.

- Children's Language Improvement Programme (CLIP) and Children's Learning Acceleration Programme for Sustainability (CLAPS), Read Enjoy and Development (READ) Programme. The programs are being implemented in Andhra Pradesh in 100 schools in each district, 1,000 schools of the Tribal dominated districts in eight tribal languages.
- Aadhar (SSA in collaboration with Pratham) implemented in all the primary schools in the state of Himachal Pradesh in 2007-08.
- Activity Based Learning Programme (ABL). After piloting, expanded to all primary schools in the state of Tamil Nadu in 2007-08.
- Multilingual Education (MLE) in which 10 tribal languages have been adopted as the medium of instruction in grades 1 and 2 in Orissa.

5.122 The initiatives share two or more themes as 'drivers' for change to improve quality; literacy, numeracy, student assessment, teacher development, school reform, monitoring processes and systems, institutional development, and various pedagogical approaches and practices (multigrade teaching, child-centered pedagogical practices, constructivist pedagogy). However, the programs differ in a number of ways. CLIP/CLAPS has been in operation for 10 years. Adhar started in 2006; ABL in 2002; and MLE in 2007. All government-supported schools are involved in CLIP/CLAPS, ADHAR, and ABL, while about half of the number of schools targeted for MLE (435 of 800 schools) are already involved.

5.123 To develop the general evaluation knowledge and technical capacity to design and execute program evaluations, two teams, each comprising nine or ten faculty members from NCERT and the Regional Institutes visited examples of "good project implementation", were exposed to best practice in evaluation studies and participated in a customized course on advanced methodologies for program evaluation.

5.124 In the UK, participants in the study tour visited the Institute of Education at the University of Landon (April 20 – May 1, 2009) the Centre for Commonwealth Education at the University of Cambridge (May 5 – 8, 2009) and the National Foundation for Educational Research (May 11 – 14, 2009).

5.125 In North America, participants visited the Canadian Evaluation Society Conference (June 1 – 4, 2009), Ottawa Professional Development Activities (June 4 , 16, 2009), University of Ottawa (June 5, 7, 8, 9, 15, 2009), University of New York at Albany (June 11 – 12, 2009), Western Michigan University (June 18-19, 2009) and Claremont Graduate University.

5.126 The mission was provided with the feedback of participants to the UK experience. The level of satisfaction was not very high. It seems that sufficient consideration was not given to identifying and meeting participants' needs. Evaluation models (their characteristics and appropriateness) received little attention.

5.127 Since their return from the study tour, faculty charged with developing evaluation designs have developed a practical guide to ensure adherence to the Program Evaluation Standards (utility, feasibility, propriety, accuracy) which have been matched to the phases of an evaluation study described as : gathering of contextual information, planning/design, instrument development, peer review, preparation for field work, data collection, data management, data analysis, report writing, peer review, publication and dissemination.

5.128 The evaluation teams are in the process of examining the programs / initiatives to be evaluated before considering an evaluation design. The examination should strive to identify a theoretical rationale for a program/initiative (why treatments and implementations were chosen). A consideration of this rationale can help point to mechanisms (often complex) through which program activities contribute to outcomes.

5.129 The Mission met with representatives of three of the evaluation teams to discuss design of the evaluations which will vary from one program to another. Evaluation objectives which are likely to be relevant to all programs were discussed (e.g. obtaining information on program implementation and its correlates, on the effectiveness of teacher training, and on the impact of program activities on addressing problems relating to gender, location, and category of student.

5.130 It is proposed that a Quality Assurance Panel consisting of about four education and evaluation specialist will provide critical support for the evaluation teams throughout the life of the evaluations.

Appendix 8

General Guidelines for the Conduct of a Survey of Learning Achievement

1. A test should provide adequate representation of the knowledge and skills specified in a curriculum or construct (e.g. reading). This means that the test should contain a sufficient number of items. Furthermore, if conclusions are to be drawn about performances in subdomains of curriculum (e.g. content strands or skills in mathematics) which will enhance the diagnostic value of the assessment by identifying strengths and weaknesses in students' achievements, an adequate representation of the subdomains is required. The procedure used in national and international studies to achieve greater curriculum coverage without placing too great a burden on students is to administer several forms of a test (appropriately linked) in a rotated booklet design. In this situation, the test each student takes will include only a portion of all the items in the assessment while the inclusion of common items across booklets allows student performance on each test to be linked to a common scale. The logistic problems that this can give rise to need to be anticipated and addressed.

2. Test items should exhibit curricular importance, cognitive complexity, linguistic appropriateness and meaningfulness for students. A test should not be limited to measuring isolated skill components or items of knowledge that require students only to recall facts or information if the goal of the education system is to develop higher-level cognitive skills (involving reasoning, the ability to identify and solve problems, and the ability to perform non-routine tasks).

3. Students' performance on a test should not be determined by their competence in domains other than the one the test was designed to assess. Thus, a test designed to assess students' achievement in science and mathematics should not contain so much language that performance on it depends on the differential ability of students to read rather than on their ability in science or mathematics. This problem occurs when it cannot be assumed that all students responding to the test possess the same level of skill in reading which probably would be the case when the language of the test differs for some students from that which they normally use in this context, it may be noted that Class V assessment, the medium of instructions for about 20% of students differed from the language spoken at home.

4. If assessment results are to be used to monitor change over time, the assessment instruments must be comparable. To achieve this, the same test, which should be kept secure between administrations, may be used. If different tests are used, scaling with Item Response Theory allows results to be presented on the same proficiency scales. It is also essential that student samples and the procedures followed in administration be equivalent. If exclusion criteria (e.g. small schools) vary from one assessment to another, or if conditions over which administrators do not have control (e.g. response rates) differ, such factors should be taken into account when comparisons are made between students' achievements at different points in time.

5. Item response modeling should be used in test development.

6. A national/state assessment should provide information on the following:
   (a) The desired target population (e.g. Class V students);
   (b) The defined target population (the population the assessment can reasonably hope to cover). This takes account of exclusions (e.g. small schools, schools in remote areas);
   (c) The survey population that takes account of schools missing or misclassified in the sampling frame;
   (d) The achieved sample with information about absentee students or students judged incapable of taking a test.

7. The conventional standard in national and international assessments for sampling precision is to select samples that would yield sampling errors for the main criterion variables no greater than those that would be obtained from a simple random sample of 400 students. To achieve this, it is necessary to take into account the size of clusters (schools and classes) in the sample and the extent to which students in those clusters are more like each other than students in the general population (represented by the intraclass correlation coefficient or rho).

8. To afford all students a non-zero probability of selction for an assessment, schools should be selected with a probability proportional to size (PPS).

9. Standard errors should be calculated for all measures taking account of the complexity of the sample.

10. While statistical analyses that describe relationships between two variables can often be of great interest to the public, more complex multilevel multivariate analyses are required to explore the effects of interacting factors operating at student, classroom, and schools levels.

11. It is good practice to provide a number of reports geared to the needs of different audiences. A technical report is essential as it provides a record of the survey which informs the research community and is needed to design future cycles of an assessment. However, most individuals will not be interested in reading it. A briefing report for ministers and senior policy personnel should be brief and identify the main findings as well as possible implications for policy. A summary report for non-technical readers should also be brief, identifying the main findings in a concise form. A report for teachers might also be prepared. This would focus on characteristics of student achievement as revealed in the survey and may carry recommendations for addressing identified deficiencies.

12. Adequate systems and strategies should be in place to communicate findings to institutions and personnel who will have a role in acting on findings.

Appendix 9

Some suggested documentation and studies for Civil works

a. Documentation of good practices in school or classroom design development process in different regions / States. This may help several States to emulate the good practices and processes.
b. Documentation of innovations made by teachers in modifying their classroom spaces for more effective teaching-learning, from different States. Under the research grant available to teachers, this may be undertaken at the CRC or BRC level also.
c. There is a need for a deeper connection between the pedagogy and the design of the classroom space, from the perspective of Quality. Studies should be undertaken to analyze the response of a classroom / school design to current pedagogy from the perspective of Equity, Gender, CWSN, as well as other children. Further, it must come up with suggestions on how simple, cost effective adaptations can be made in those design to make it more responsive.
d. Due to its effectiveness and capacity to address diversity as well as multi-grade situations, many States are now trying to develop ABL for their schools. Design of spaces required to implement ABL must be looked at seriously. This may cover the classroom indoors as well as outdoors. This will be useful in modifying the existing classroom on one hand and making the remaining additional classrooms more responsive on the other.
e. It is also important to engage with the Quality dimension - the question of learning provisions in the school spaces (indoor or outdoors) for CWSN. A research study may be undertaken to look at such learning provisions that are essential for any school to provide for better inclusion of CWSN.
f. Green School Architecture and development training modules for the same for SSA schools