Programme Evaluation Organisation
Planning Commission

PEO Report No. 203

सर्व शिक्षा अभियान
सब पढ़ें सब बढ़ें

Evaluation Report on Sarva Shiksha Abhiyan

Programme Evaluation Oranisation
Planning Commission
Government of India
New Delhi - 110001

June 2010

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Preface

The 86th amendment to the Constitution of India has made free and compulsory education to the children of 6-14 years age group a Fundamental Right. Sarva Shiksha Abhiyan (SSA) is Government of India's flagship program with a view to achieve Universalization of Elementary Education (UEE) in a time bound manner. The SSA focuses mainly on access to education, social and gender equity and quality of education imparted to the children. This programme is implemented in partnership with all the state governments with the aim of providing universal access, enrolment of all children in relevant age group and universal retention to be achieved by 2010. SSA also intends to reinforce the active participation of the community in the management of schools to bridge social and gender gaps.

The Programme Evaluation Organisation (PEO), Planning Commission initiated the evaluation study of SSA to review the progress in terms of its objectives and related targets. The study also tried to assess the extent to which the approach\ strategies adopted under SSA have been effective, to identify the bottlenecks in the implementation of the scheme and suggest the way forward to design future programmes and policies.

The study covered eleven states for both rural and urban samples. Thirteen towns were canvassed for assessment of SSA interventions in urban schools in slum areas.

The study has brought out certain achievements in terms of access to education. More than 98% of the sampled rural habitations have access to elementary schools within 3 Kms. While 93% of sampled slum children have access to neighborhood schools within 1 Km. It is also worth mentioning that the number of unserved habitations in the sampled villages have declined across all the states. The overall, gross enrollment ratio in the sampled districts rose from 89% in 2003 to 93% in 2007. In sampled slum areas school enrolment rose by 18% during the same period.

A positive picture that has also come into light by the study, relates to social and gender equity. It has been found that despite prevalence of gender bias, there has been an improvement in enrolment of girls with gender parity ratio of 0.89 in sampled rural schools and 0.82 in sampled urban slum schools. Gender parity in enrolment has been achieved in Assam in rural as well as urban schools under study. An impressive

increase is also seen in the enrolment of differently abled children with their shares rising from 0.43% of the total enrolment to 1.17% in the sampled rural areas.

The quality of education imparted to children is a real major concern under SSA. It has been observed that there has been moderate improvement in Pupil-Teacher Ratio (PTR), availability of infrastructure facilities and awareness among parents regarding SSA.

According to the study, there are still some outstanding issues, which need to be addressed such as shortage of upper primary schools in both rural and urban areas, mainstreaming of "out of school children" and "dropouts", seasonal migration, weak monitoring and supervision linkages and quality of education imparted especially in the States of Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh.

The study received constant support and encouragement from Hon'ble Deputy Chairman, Planning Commission, Prof. Abhijit Sen, Hon'ble Member, Planning Commission was a constant source of inspiration and guidance for the study.

The study was designed by Shri K.N. Pathak, former Deputy Adviser and Smt Deepti Srivastava, Senior Research Officer (PEO,Head Quarters). The field investigations were done by the officers from all the seven Regional Evaluation Offices (REOs) and eight Project Evaluation Offices (PEOs) spread all over the country. Data entry was carried out by the PEO, Headquarters with the assistance of all the REOs & PEOs.

The present shape of the report has been prepared by Smt. Usha Suresh, Director, REO, Mumbai under the overall guidance of Smt. Ratna Anjan Jena, Adviser (PEO). The support and valuable inputs from Smt. S. Bhavani, former Senior Adviser (PEO) as well as suggestions from all the REOs are gratefully acknowledged. The list of officers involved in the study is indicated at the end of the report. The help and co-operation received from all the officers is appreciated.

(R.C. Srinivasan)
Principal Adviser (PEO)

New Delhi
Dated: 8th June, 2010

Evaluation Report on

Sarva Shiksha Abhiyan

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Executive Summary

Background

Despite decades of educational reform through various schemes such as Operation Blackboard, District Primary Education Programme (DPEP), it was realized that a vast majority of children were still out of the educational stream and efforts made by the states were insufficient to achieve universal elementary education.

The Sarva Shiksha Abhiyan(SSA) was conceived as a Centrally sponsored scheme at the end of the Ninth Five Year Plan to improve the educational status in the country through interventions designed to improve accessibility, reduce gender and social gaps and improve the quality of learning. The SSA laid down a framework for achieving the goals of universal enrolment through time bound targets and was conceived in a mission mode.

The objectives of Sarva Shiksha Abhiyan were:

- All children in school, Education Guarantee Centre, Alternate School, 'Back-to-School' camp by 2003; extended to 2005.
- Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010.
- Universal retention by 2010.
- Focus on elementary education of satisfactory quality with emphasis on education for life.

In the initial years of the scheme beginning 2001 till 2003-2004, the programme was under-resourced. In 2004-2005, a cess of 2% on all Union taxes and duties was levied to earmark funds for the programme.

Evaluation Study- Objectives and Methodology

The PEO undertook the evaluation study on SSA at the instance of the Development Evaluation Advisory Committee and Ministry of Human Resource Development**.** The survey was undertaken in eleven states and two union territories beginning February 2008. The reference period for the study was 2003 to 2007.

The Broad Objectives of the Evaluation Study:

1. To assess the extent to which SSA has been able to achieve its objectives and related targets and the factors determining the same.

2. To assess the extent to which the approach\strategies adopted under SSA to achieve the objectives were effective.

3. To identify constraints in the implementation of the scheme.

4. To suggest the way forward.

Methodology

A multistage stratified sampling was adopted with different stratifying parameters for selection of sample units at different levels.

Selection of States

The States were classified on the basis of location in five zones ie. North, West, East, South and North East. States in each zone were stratified on the basis of percentage of expenditure incurred in the 10th Five Year Plan. In every zone, two states were selected except in the case of North Zone where three states and North East where one state was selected. For urban samples, from each zone one state with the highest slum population was selected. One Union Territory each for the rural and urban samples was also selected. The States/ UT canvassed were:

Zone	States selected for Rural samples	States selected for Urban samples
North	1. Uttar Pradesh 2. Haryana 3. Himachal Pradesh	1. Uttar Pradesh
West	4. Rajasthan 5. Madhya Pradesh	2. Maharashtra
East	6. Bihar 7. West Bengal	3. West Bengal
South	8. Andhra Pradesh 9. Tamil Nadu	4. Andhra Pradesh
North East	10. Assam	5. Assam
Union Territories	1. Chandigarh	1. Puducherry

Selection of Districts

Depending on the total number of districts in the selected state, the number of districts to be sampled in the state was fixed and districts were selected on the basis of female literacy and availability of DISE data for the year 2002–2003.For rural samples, 29 districts were canvassed and 12 districts were canvassed for the urban samples.

Selection of Blocks \Villages \Schools

From each of the selected districts, two blocks were selected randomly and from each block two villages were selected on the basis of availability of schools i.e., one village with one primary school and another village having more than two schools with atleast one upper primary school. All the existing schools belonging to different category of schools covered under SSA i.e. Govt., Govt. aided, and Local bodies\ EGS, A&IE centre from each of the two selected villages were canvassed.

Selection of Urban Samples

Two towns were selected from each state with the highest slum population.From each selected town, two slums were selected randomly. Two towns were canvassed from the Union Territory i.e. Puducherry. Thus 12 towns and 24 slums were selected from five states and one UT for the urban samples. However 13 towns and twenty two slums were actually canvassed.

Types of schedules canvassed for the study.

Type of schedule	Number of schedules canvassed
State Level Schedule **(SLS)**	**35**
District Level Schedule **(DLS)**	**41**
Block Level Schedule **(BLS)**\Town Level Schedule **(TLS)**	**71**
Village Level Schedule **(VLS)**Slum Level Schedule **(SmLS**)	**137**
School Level Schedule **(ScLS)**	**250**
Student Level Schedule **(CLS)**	**2045**
Household/Dwelling Level Schedule **(HLS\DwLS)**	**1390**
Observation based check list at school level **(OBCL)**	**249**

- **Information was obtained from all states and UTs (35) on state level schedules, though only selected states were canvassed.**

Findings

1. There has been significant progress in the attainment of accessibility targets as the number of unserved habitations has declined across all states as a result of opening up of new schools and setting up of EGS (Education Guarantee Scheme) centres. Universal access has not been achieved due to formation of new habitations over time, non availability of land (forest areas), delays in construction, procedural delays and lack of community involvement *(Para 3.2,3.5)*.

2. The availability of schools within close distance of habitations has improved with more than 98% of the rural habitations having access to elementary schools within 3 km. In the urban areas, 93% of the slum children access neighborhood schools within 1km from their homes. (Para 3.10 & 7.3).

3. There is no uniformity in the classification of primary schools and upper primary schools as classes I-V are categorized as primary schools in some states and class V as upper primary in other states. Due to the existence of single primary and upper primary schools, composite schools and upper primary sections in some secondary schools, the SSA norm for ratio of primary schools \ sections to upper primary schools\sections(2:1) could not be assessed in the selected samples. However, the large number of habitations (50%) in Bihar, Haryana, Himachal Pradesh and Rajasthan which have only primary schools underscores the extent of underserved habitations in these states as a cause for absenteeism as well as for dropout of girls as students have to travel long distances to access upper primary schools. In urban samples, few upper primary schools were available in Assam, Puducherry, Uttar Pradesh in the neighborhood of the slums(Para 3.7,3.8 & 7.5)

4. A majority of the schools in the villages (over 75%) are Government schools (including Govt. aided and local body schools). The major responsibility of providing education in villages in Bihar, Himachal Pradesh, Madhya Pradesh and Uttar Pradesh lies with the State Education departments with the participation of local governing institutions i.e., Panchayati Raj institutions in school management noticeable only in Andhra Pradesh, Rajasthan and Tamil Nadu. Government aided schools in West Bengal and private schools in Chandigarh, Haryana and Rajasthan have a significant presence. In urban slum areas, the participation by Govt. institutions including

schools under the management of Municipal Corporations is 78% (Para 3.11 & 7.4)

5. The overall gross enrolment ratio rose from 89% in 2003 to 93% in 2007. There was a rapid rise in the overall enrolment of children in Assam, Bihar, Chandigarh, Madhya Pradesh, Rajasthan and Uttar Pradesh. Some rural pockets in Haryana and Himachal Pradesh had decreased enrolment due to decline in child population and outward migration of families. In a few blocks in Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal enrolment declined possibly due to shift to private schools, decline in overaged students or dropouts. The enrolment in Govt schools in urban slums increased by 18%, despite the presence of private schools, except in the case of Puducherry and Uttar Pradesh(Para 3.12,3.15, & 7.6)

6. Student attendance rates improved with increased enrolment ratios. 62% of the rural schools reported average attendance of more than 75% as against 68% of urban schools. Average student attendance rates continued to be poor in the educationally backward states of Bihar and Uttar Pradesh and also in Assam. While all the schools in Bihar and 82% in Uttar Pradesh reported less than 75% attendance, in Assam 54% of the schools reported less than 75% student attendance. The reasons for poor attendance were seasonal migration, distance, ill health, festival, home chores, sibling care and lack of parental motivation. Some schools (40%) in Assam and Bihar were not providing midday meals to children. Work at home, sibling care and ill health were reported as reasons for absenteeism in slum schools. (Para 3.16, 3.17, 7.7)

7. Interventions to mainstream out of school children and dropouts have succeeded partially. Nearly 7% of the rural households and 20% of the households in the urban slums had out of school children\dropouts with more than 50% of such children from socially disadvantaged groups (SC\STs). There were no out of school children in the selected villages in Assam, Chandigarh and Tamil Nadu and in the urban slums of Assam and Puducherry. It was observed that the existence of EGS\AIE centres and of pre-primary component in primary schools were effective in reducing the number of out of school children in the rural samples (Para 3.19,3.23 & 7.8, 7.9)

8. 70% of the out of school children in the villages and 84% in the urban slums were willing to attend schools. Their expectations were free uniforms, free textbooks, scholarships and no punishment. Gender bias

exists as 55% of the dropouts were girls. In urban areas too, the share of girls in out of school children was 58 %(Para 3.20, 3.21& 7.9, 7.10)

9. All the states have adopted the Central Govt. framework for mainstreaming out of school children as enrolment drives and residential and non residential bridge courses were organized. In rural areas, 38% of the parents recalled enrolment drives had been undertaken whereas in the urban slums, 54% reported that enrolment drives were held. 55% of the parents in the rural areas and 45% of the urban parents were aware of SSA interventions (Para 3.22, 6.12 & 7.46)

10. Most states except Chandigarh and West Bengal did not follow a policy of no detention in primary classes. Nearly 6% of the rural children and 9% of urban children in Classes I & II were declared as "failed" and retained in the same grade. Further, 6% of the rural students did not appear for term end examinations indicating the incidence of seasonal migration (Para 3.24 &7.29)

11. The enrolment ratio of girls improved significantly resulting in gender parity ratio of 0.89 in rural and 0.82 in urban schools. Gender parity in enrolment had been achieved in the rural areas of Assam and West Bengal and in urban slums of Assam and Puducherry. The enrolment ratio of girls in the educationally backward blocks in the selected samples too increased specifically in Jalore, Rajasthan (26%) and 14% in Kasba Nagar,Bihar. Improvement in girls' enrolment was not due to favourable female teacher ratios in schools. Girls enrolment improved in schools in Assam, Bihar, Haryana, Rajasthan and West Bengal despite lower ratios of female teachers. Girls' enrolment in all male schools in Assam, Bihar and Madhya Pradesh also improved. In urban samples in Andhra Pradesh and Maharashtra too, the enrolment share of girls improved considerably (Para 3.29, 3.30,3.31 & 7.11)

12. The share of socially disadvantaged groups in school enrolment was 32% in rural and 30% in urban areas which was higher than their share in the population. The majority of the SC\ST children in Himachal Pradesh, Madhya Pradesh and Rajasthan were enroled in government schools (Para 3.34 & 7.12).

13. An impressive increase was also observed in the enrolment of differently abled children with their share rising from 0.43% of the total enrolment in 2003 to1.17% in 2007 in rural areas. In urban schools, their share declined during the reference period. Though the children

were provided financial and non financial incentives, few schools had individualised education plans(Para 3.36 & 7.13)

14. Though infrastructural facilities have improved in the schools, some states continued to have infrastructural deficits. All schools have blackboards (except a few schools in Himachal Pradesh), 88% are in pucca (all weather) buildings and 90% of the schools provide drinking water(except few schools in Rajasthan). Though common toilets were available in 82% of the schools, only 50% of the schools had separate toilets for girls. Infrastructural deficiencies exist in Assam, Bihar, Himachal Pradesh, Rajasthan and Tamil Nadu. In 82% of urban slum schools, drinking water facilities were available but only 40% had separate toilets for girls. Most rural schools (60%) are multigrade with all schools in Madhya Pradesh and 90% of the schools in Tamil Nadu in the selected villages multigrade. In urban areas, 32% are multigrade with 75% of these schools located in Andhra Pradesh and Uttar Pradesh (Para 4.3, 4.5, 4.6, 4.15 & 7.14, 7.15,7.18)

15. Lack of electricity in 60% of rural schools and non availability of trained teachers for computer education deters computer aided learning methods. Only 11% of the schools were provided with computers. Urban slum schools were better placed with 86% having electricity and 62% schools equipped with computers. The lack of electricity also prevents some schools with good infrastructure from operating double shifts (Para 4.7 & 7.16)

16. In terms of the availability of teaching learning materials (TLMs) such as posters, charts etc in classrooms, 93% of urban schools as compared to 75% of rural schools had TLMs. The usage of TLMs was also comparatively better in urban schools (91%) whereas only 77% of the rural students reported its usage by teachers during teaching. In rural areas of Bihar and Himachal Pradesh, teachers reported the lack of guidance from the resource centres in preparation of TLMs. 31% of the rural students and 66% in urban schools were able to access libraries (Para 4.9,4.10,4.11, 4.12 & 7.25)

17. Free textbooks were provided to Girls and SC\ST children under SSA and non eligible children received free textbooks from state grants\book banks in all states. 98% of the urban children received their books in the beginning of the session as compared to 84% in the rural schools. Late receipt of books (mid session) was reported from students

in rural schools of Bihar and Haryana and in urban schools of Andhra Pradesh and Maharashtra (Para 4.13 & 7.24)

18. 60% of the rural schools had favorable Pupil Teacher Ratios (PTR) (as per norms) as compared to 57% of urban schools and also had a higher share of graduate teachers (56%) than urban schools (36%). Female teacher ratio in schools was 43%- 44%, which is lower than the SSA norm of 50%. 19% of the regular posts of teachers were vacant in 2007 in rural areas as compared to 12% in urban schools. Despite the two teacher minimum norm under SSA, 7% of the schools in rural areas were single teacher schools and largely prevalent in Haryana, Himachal Pradesh and Rajasthan (Para 3.31, 4.14, 4.16, 4.17, 4.18 & 7.17, 7.19, 7.20, 7.21)

19. There seem to be differences in the perception of students, village members and implementing authorities on teacher attendance with students and community members opining that teachers were regular whereas state officials alleged that teachers were truant**.** In both rural as well as urban schools, 96% of the students reported that teachers were regular**.** 10% of the rural students reported physical punishment in schools as compared to 15% of urban students. More than one-fourth of the students in Himachal Pradesh(26%) and all the students in Puducherry reported being punished often(Para 4.21 & 7.28)

20. Motivation levels of teachers are low as they are involved in non teaching activities and not consulted in the design of the curriculum.74% of the teachers in the rural and 75% in the urban were involved in census survey, election duties, pulse polio etc, with 54% teachers in the rural schools and 76% in the urban schools disinterested in non teaching activities. While 73% of the rural teachers were satisfied with their salaries, only 46% of the urban teachers reported being satisfied with their salaries(Para 4.20 & 7.23)

21. The quality of learning varies considerably between states. Achievement tests in English, Local language and Mathematics for Class II(primary) and Class VI (upper primary) students revealed that the performance of students in reading and verbal skills were better than in writing skills. The mean scores (marks) of students of primary classes (class II) in writing tests in urban schools was higher than in rural schools. In comparison to mean marks of 54, 30 and 54 in writing tests of Arithmetic, English and local language respectively of rural students,

urban mean scores were 69, 35 and 74(Para 4.26,4.27 4.28, 4.29 & 7.31,7.32)

22. In upper primary classes too(class VI), the mean scores of urban students in writing tests were marginally better than their rural counterparts. Amongst subjects, students fared well in the local language than in Arithmetic or English (Para 4.30,4.31 & 7.33)

23. The superior performance of students in the rural schools of Andhra Pradesh, Chandigarh, Tamil Nadu, West Bengal and in urban slums of Andhra Pradesh, Puducherry, Maharashtra and West Bengal indicates that a combination of factors such as better availability of teachers, improved pedagogic practices such as use of TLMs, use of libraries, lower participation in non teaching activities and motivated teachers does impact learning outcomes. Innovative learning technologies such as activity based learning cards have been used in Tamil Nadu and grading of schools has been initiated in Andhra Pradesh to motivate competition amongst schools and improve parental involvement(Para 4.32,4.33,4.34 & 7.35)

24. Most states (twenty two) were able to raise the matching resources for the programme by the end of Tenth Five Year Plan. With the exception of some North eastern states, Punjab, Gujarat, Madhya Pradesh and West Bengal which favour lower state share, the remaining states expressed satisfaction with the contribution policy of the Centre in the Eleventh Five Year Plan(Para 5.4)

25. The higher allocations for the programme were matched by the steady increase in the flow of funds for the programme. The increase in assistance (Central and state share) rose from 43% of allocation in 2003-2004 to 73% in 2006-2007. The utilization ratio also improved from 98% to 110% signifying greater absorptive capacity as unspent funds of the previous years were also utilized. The disbursements to districts from the state implementing societies declined from 109% to 96% in 2006-2007(Para 5.5,5.6,5.7)

26. It was observed that Daman, Diu, Goa, Gujarat, Kerala and Manipur spent a higher(more than 20%) proportion of their expenditures on quality interventions than Bihar, Punjab and West Bengal which spent more than 60% on civil works. In terms of expenditure on interventions, districts were able to utilize 92% of the allocation in 2007 for civil works and repair and maintenance. The utilization was only 50%

in computer education, innovative activities for improving quality (54%) and teachers training (67%)(Para 5.9, 5.14)

27. There was an improvement in the transfer of funds to district and sub district levels. Most states were able to transfer the first installment in April-June in 2007 and the second installment between September – December. However, there was a delay in the transfer of funds to sub-block level, as funds were disbursed at the end of the year in some states (Para 5.10)

28. Due to the increase in the pool of available resources, a larger number of schools received grants in 2007 as compared to 2003. In Andhra Pradesh and Assam, upper primary schools received as much funds as primary schools. In urban samples, Puducherry reported the poorest utilization of funds (Para 5.16,7.44)

29. There were wide differences in the funds available to the schools in the rural as compared to urban areas. Based on the reported information, the average expenditure per student per year in 2007 was highest in Bihar and lowest in Andhra Pradesh. The indicative average expenditure was Rs.497 in rural schools as compared to Rs.35 in urban schools in slum areas which underscores the need for appropriate funding for urban slum schools(Para 5.17 &7.45)

30. Community ownership of schools which was envisaged to be the backbone for the successful implementation of the programme at the grassroots level has met with partial success as most village education committees took a ringside view of school activities. While VECs in Assam, Bihar, Chandigarh and Rajasthan reported that they were involved in monitoring of schools, infrastructure improvement and improving enrolment, meetings were held on quarterly basis. In Himachal Pradesh and Tamil Nadu meetings were not conducted on a regular basis. None of the VECs were involved as much with appointing para teachers (except Andhra Pradesh) as with infrastructure improvement (80%). More than half of the VECs were concerned about fund matters. Parents role as primary stakeholders has been limited as only 50% of the parents in the rural and 45% in the urban schools were aware of the existence of PTA(Para 6.3,6.4,6.5,6.6,6.8,6.12, 6.13 & 7.46)

31. Institutional structures such as the Block resource center and cluster resource centres which have been created to provide academic guidance, conduct teacher training programmes and monitor the

functioning of the schools are challenged by manpower shortage and poor communication linkages with schools. 77% of the BRCs and 45% of the CRCs in rural areas were located more than 3 km from the schools. In Assam, each CRC has a catchment area of 44 schools and in urban slum areas in Uttar Pradesh each CRC caters to 48 schools. Only 10% of the schools had received academic guidance from CRCs located in the urban clusters. NGOs have been proactive at the district level in setting up of AIE\ EGS centres, in providing assistance for differently abled students, learning assessments etc, however a greater role play by these institutions in generating awareness, vitalizing communities need to be utilized with scope for scaling up of their activities(Para 6.16,6.17,6.18 & 7.49)

32. In seven states, state level monitoring committees have not been constituted. District level teams were functioning in all the selected districts but the norms governing the composition, functions and frequency of visits were not clear. District education officials in Assam, Bihar, Haryana, Himachal Pradesh and Rajasthan had dual responsibilities of SSA and state schemes. Most teams were involved with monitoring schools with poor attention to school mapping or achievement issues. Records of the visits of district teams\ BRCs\ CRCs were not maintained in the schools (Para 6.21, 6.22)

33. There is no involvement of the District Project Office in the transfer of funds or in coordinating the activities of the schools under the management of the Municipal Corporations in towns. The Municipal Corporations draw their SSA funds directly from the State Project Office and function independently of the District Authorities. Town level committees which have been constituted were ineffective due to lack of commitment and time from councilors\corporators to monitor the activities of schools. Slum level committees or ward education committees are partially effective, however the shortage of funds and lack of separate plans for urban slum schools impacts their functioning (Para 7.37,7.39)

Constraints

1. Teacher shortages and single teacher schools have severely undermined the achievement of quality education in most states. The onus of involving teachers in non teaching activities such as census survey, election duties, household surveys, supervision of midday meals

has been a demotivating factor as more than half of the teachers expressed disinterest in such activities.

2. Universal enrolment has been a challenging task due to seasonal migration, illiteracy, economic backwardness and lack of awareness.

3. Non availability of upper primary schools, multilingual schools and uniform curriculum across states poses problems in achieving universal retention.

4. Monitoring and supervision linkages are weak as officials are involved in implementing other state schemes. The responsibility for the implementation is devolved to lower level officials with no accountability and provided with (in) adequate fund or logistics support.

5. The responsibility for effective implementation rests with the school headmasters as community mobilization\ownership has not gained ground and involvement of Panchayati Raj institutions in management of schools is prevalent only in a few states. The role of Village Education Committees (VECs)\ Parents Teacher Associations (PTAs) are partial at best and display disinterest in the non monetary school activities such as improving educational quality, monitoring teacher and student absenteeism.

6. While there has been a vast improvement in addressing infrastructural deficits, some states continue to face shortages in terms of adequate number of classrooms, separate toilet facilities for girls, blackboards, drinking water and electricity in most schools. The school environment in urban schools in slum areas needs immediate attention.

Recommendations

1. There is a need to open more upper primary schools and develop stronger linkages of pre-primary schools with primary schools in villages in order to improve retention and reduce girl dropouts. The problem of dropouts\ out of school children due to seasonal migration needs to be addressed by reforming the school curriculum to make it more child friendly, multi-lingual schools with multi-graded textbooks and designing academic calendar in sync with migratory seasons including realigning vacations in migration prone communities.

2. No detention policy to be followed by all states at primary level and examinations to be replaced by continous assessment.

3. Transport facilities for children living in remote habitations or unserved habitations in rural areas.

4. Free uniforms and financial incentives should be provided to students living and attending schools in urban slums.

5. Introduction of biometric systems of recording teacher attendance and monitoring by cluster resource officials.

6. Individualised education plans for Children with Special Needs (CWSN) to improve retention. Incentives for attendance should be extended to disabled children.

7. Extension of NPEGEL schemes in urban clusters to schools in slums and vocational training programmes in upper primary schools to address the problem of dropouts in urban areas.

8. Non teaching activities of teachers to be reduced, recruitment of trained teachers to reduce vacancies and unfavourable PTRs. Opinion and views of teachers should be sought in curriculum construction and in developing district plans.

9. Teacher training to be reoriented towards use of improved methods of teaching, multi-grade teaching, sensitivity towards children with disabilities and to make punishment an exception rather than a rule to discipline children.

10. Improving linkages between cluster resource centres and teachers for academic guidance and development and use of TLM in teaching processes. Functional norms for CRCs to be specified and contingency, travel allowance to be enhanced and telephone facilities to be provided in BRCs and CRCs.

11. Electricity to be made available to all upper primary schools to ensure efficient use of expenditures on computers, EDUSAT facilities.

12. Infrastructure shortages such as lack of blackboards, drinking water, separate toilets for girls, shortage of classrooms, boundary walls\fencing to be addressed. Government aided schools in rented

buildings to be funded for repair and maintenance to improve school environment.

13. Classroom libraries to be set up in all schools and reading habits amongst students to be encouraged. Sports equipment to be provided in all schools.

14. Constitution of school management committees with parent and student representatives. Greater involvement of NGOs in generation of awareness and community ownership.

15. District level monitoring committees to include members from DIET, NGOs and subject experts. Monitoring of quality to be made mandatory.

16. Disbursement of funds to sub block levels to be accelerated through quarterly releases. Districts must enhance spending on quality interventions.

17. Display of receipt of funds on school notice boards to be made mandatory and VECs to be funded for appointment of para teachers, cleaners\ sweepers\ security staff in schools.

18. Nodal agency for coordinating implementation, monitoring of SSA activities of Municipal Corporations to be notified by all states. Slum education committees to be set up in every slum.

19. Accreditation for all schools based on school environment, inclusive education, extra curricular activities and quality of learning.

20. The Right to Education Act to be implemented by all states.

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Chapter 1

Introduction

Sarva Shiksha Abhiyan (SSA) programme aimed at Universal Elementary Education was launched in January 2001 to provide useful and relevant education for all children in the age group of 6-14 years by 2010. It is an attempt to provide an opportunity for improving human capabilities to all children, with special focus on bridging social, regional and gender gaps, through the active participation of the community in the management of schools.

1.1 Objectives of Sarva Shiksha Abhiyan

- All children in School, Education Guarantee Centre, Alternate School, 'Back-to-School' camp by 2003; extended to 2005.
- Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010.
- Universal retention by 2010.
- Focus on elementary education of satisfactory quality with emphasis on education for life.

1.2 The objectives are expressed nationally though it is expected that various districts and states would achieve universalisation in their own respective contexts and in their own time frame. 2010 is the outer limit for such achievements. The emphasis is on mainstreaming out-of-school children through diverse strategies and on providing eight years of schooling for all children in 6-14 age groups. Within this framework it is expected that the education system will be made relevant so that children and parents find the schooling system useful and absorbing according to their natural and social environment.

1.3 The programme covers the entire country and all schools except private unaided schools. Under the scheme, regular schools\ alternative schooling facilities are to be provided within one km of every habitation, strengthen existing school infrastructure through provision of additional classrooms, toilets, drinking water, to improve teacher strength through recruitment of additional teachers, capacity building of teachers by extensive training, provision of grant for developing teacher-learning material and development of academic support infrastructure.

Features of Interventions

1.4 Sarva Shiksha Abhiyan is moulded within a fixed framework from planning and implementation of specific interventions and actions to financial provisions for elementary education.

Major Interventions

1. Provision for opening of new schools or for setting up EGS (Education Guarantee Scheme) centres in unserved habitations.

2. Opening of Upper primary school.

3. Interventions to mainstream out of school children, dropouts.

4. Inclusive education and other activities.

5. Block resource\cluster resource centres.

6. Innovative activity for girls' education, early childhood care and education.

7. Capacity building for teachers, training, teacher grant, recruitment of teachers.

8. Civil works, additional classrooms, maintenance grant, school grant.

9. Management cost, research &evaluation, community training.

Limitations of the Study

1.5 Some limitations were encountered that may have impacted the findings of the study.

1. Inadequate quantitative information on enrolment of dropouts and out of school children to assess the effectiveness of strategies to mainstream these children.

2. Sample size variations across states.

a) Evaluation teams in villages with high density of schools canvassed more schools than in those which were underserved.

b) One additional town (Secunderabad) was canvassed in Andhra Pradesh but dwellings in the slums in this town were not canvassed.

c) Upper primary students in slum schools in West Bengal and Uttar Pradesh were not canvassed.

3. Weak linkages between urban local bodies and nodal agencies resulting in poor availability of data for urban slum samples.

Chapter 2

Objectives and Methodology

The Development Advisory Evaluation Committee under the chairmanship of the Deputy Chairman, Planning Commission had directed the PEO to conduct an evaluation on the performance of the SSA scheme. The study was designed in consultation with MHRD and the field survey was conducted over a period of four months beginning from February, 2008. In some states the survey was completed in June, 2008 as schools had closed for summer vacations.

2.1 The Broad Objectives for the Study:

1. To assess the extent to which SSA has been able to achieve its objectives and related targets and the factors determining the same.
2. To assess the extent to which the approach\strategies adopted under SSA to achieve the objectives were effective.
3. To identify constraints in the implementation of the scheme.
4. To suggest the way forward.

Keeping in view the broad objectives of *"Sarva Shiksha Abhiyan"*, the specific objectives of this Evaluation Study were grouped in three categories:

2.2 Access

1. To assess the extent of attendance and enrolment of children in the relevant age group and to analyze the reasons thereof.
2. To assess the extent to which unserved and underserved villages\habitations have been provided access to schooling through formal schools.
3. To study the strategies adopted for bringing the dropout and out of school children into school and retaining them.

2.3 Equity

1. To assess the equity maintained through the programme with respect to social groups, gender and children with special needs.

2.4 Quality

1. To assess quality indicators such as PTR, achievement level of children, attendance of teachers etc.

2. To examine the availability and adequacy of the infrastructural facilities in the schools.

3. To assess the level and nature of partnership between central, state and local self government and to examine their role in school management.

4. To assess the financial aspects of SSA in terms of center-state contributions, timeliness of transfer of funds, utilization etc and the role of development partners.

5. To identify constraints in the implementation of the scheme and suggest remedial measures.

Methodology

2.5 Sampling Method

A multistage stratified sampling was adopted for selection of samples at State and district levels.

Criteria for Selection of Samples

2.6 Selection of States

The States were classified on the basis of location in five zones i.e., North, West, East, South and North East . States in each zone were stratified on the basis of percentage expenditure incurred in the 10th Five Year Plan. Data on rural samples were collected through sample surveys conducted in ten states and one UT and data for urban samples from twelve towns in five states and one UT. However all the states and UTs (35) were requested to fill in the State level\UT level schedules.

2.7 Selection of Districts

Districts were selected on the basis of female literacy and availability of DISE data for the year 2002 – 2003. The criteria used for the selection of the number of districts was based on the total number of districts in the selected states (Table 2.1).The names of the selected districts for rural samples are indicated in Table 2.3.

Table 2.1 Criteria for Selection of Districts.

States with Number of Districts—Selected States	No. of Districts Selected in each State
< 20 — Haryana, Himachal Pradesh, West Bengal	2
20-50 — Assam, Andhra Pradesh, Bihar, Madhya Pradesh, Rajasthan and Tamil Nadu	3
> 5 — Uttar Pradesh	4

2.8 Selection of Blocks\Villages

From each district, two blocks were selected randomly while ensuring that they were not adjacent to each other. From each selected block the list of all revenue villages in that block and number with types of schools (only primary and upper-primary and funded under SSA) in those villages were obtained. From this list two villages were selected using following criteria: (i) One village having more than two schools and with at least one upper primary school under SSA and (ii) One village having only one primary school under SSA.

2.9 Selection of Schools\Students

In each selected village all the existing schools belonging to different category of schools covered under SSA i.e. Govt., Govt. aided and Local bodies\EGS \A&IE centre were selected. From each school, eight students were randomly selected (four from Class II and four from class VI) and answers to a set of questions in English, Local language and Mathematics were solicited to assess their learning achievement levels.

2.10 Selection of Households

In each village ten households having children in the age group of 6-14 years were selected through snowball sampling.

2.11 Sample Size and Selection of Urban Samples

The sample size for rural and urban areas is indicated in Table 2.2. For selection of urban samples, from each zone one state with highest slum population was selected and two towns were selected from that state. Two towns from Puducherry (UT) were also selected. Two slums were selected from each selected town. The names of the selected towns is indicated in Table 7.1.

Table 2.2 Sample Size for Rural and Urban Areas

S.No.	Sample Units	Sample Size Canvassed (Rural + Urban)
1	States \UTs	35
2	Districts	29 +(12 districts) = 41
3	Blocks + towns	58 +(13@) = 71
4	Villages + slums	115 + (22*) = 137
5	Schools	222 +(28) = 250
6	Students	1790^ + 255 = 2045
7	Household + dwellings	1150 + 240# = 1390
8	Observation based checklist for schools (OBCL)	**221+28 = 249

^ Additional students canvassed in A.P.
* 2 slum schedules not canvassed each in A.P and Uttar Pradesh.
** **1** OBCL not canvassed in Haryana.
@ 3 towns canvassed in A.P
# Slum dwellings not canvassed in additional town of A.P.

2.12 Selection of Focus Groups

From each sample village one Focus Group Discussion was organized consisting of parents (8-10 persons) each belonging to (a) SC and\or ST (depending upon their availability and concentration), (b)Non-SC\ST(c) parents of out of school children and dropouts and other knowledgeable persons of the village.

2.13 Instruments

Structured questionnaires were prepared at various levels to generate primary and secondary information. The following instruments were used for collection of quantitative and qualitative information.

1. State Level Schedule **(SLS)**
2. District Level Schedule **(DLS)**
3. Block Level Schedule **(BLS)**\ Town Level Schedule **(TLS)**
4. Village Level Schedule **(VLS)**\ Slum Level Schedule **(SmLS)**
5. School Level Schedule **(ScLS)**
6. Student Level Schedule **(CLS)**
7. Observation based check list at school level **(OBCL)**
8. Household \ Dwelling Level Schedule **(HLS\ DwLS)**
9. Focus Group Discussions at Village level.

2.14 Reference Period

The reference period of the study was from 2003 to 2007.

Table 2.3 Name of selected States and Districts (Rural Samples)

Zone	Selected States	Selected Districts
North	Uttar Pradesh	Shrawasti, Bulandshahar, Bareilly and Kanpur Dehat
	Haryana	Kaithal and Mahendragarh
	Himachal Pradesh	Hamirpur and Chamba
West	Rajasthan	Jalore, Baran and Kota
	Madhya Pradesh	Jhabua, Bhind and Ujjain
East	Bihar	Purnia, Muzzafarpur and Munger
	West Bengal	Siliguri and Nadia
South	Andhra Pradesh	Mahbubnagar, Chitoor and East Godavari
	Tamil Nadu	Dharmapuri, Ramanathapuram and Kanyakumari
North East	Assam	Dhubri, Morigaon and Goalpara
U. T.	Chandigarh	Chandigarh

Chapter 3

Universal Access and Equity

In recognition of the right of every child to access schooling facilities within his\her neighborhood one of the key interventions of SSA to provide universal access is to extend coverage to unserved and underserved locations by providing a primary school within 1 km of the habitation and an upper primary school within 3 kms of the habitation.

Unserved Habitations

3.2 The Seventh All India Educational Survey (2002) identified 147928 habitations (13% of total habitations at that time) with no primary schools within 1 km or any alternative schools (Annexure 3.1). In 2007, the number of unserved habitations had declined considerably across all states though Andhra Pradesh (2234), Bihar (2903), Chattisgarh (3741), Rajasthan (3121) and Uttar Pradesh (9897) had a large number of habitations without access to primary schools or Education Guarantee Schemes (EGS) centres.

3.3 Most states used a two pronged strategy by opening new primary schools and setting up EGS centres in unserved habitations. New primary schools were opened in Andhra Pradesh, Bihar, Haryana, Madhya Pradesh, Rajasthan, Tamil Nadu and Uttar Pradesh. No new schools were opened in Assam, Himachal Pradesh and West Bengal as these states either reported that adequate number of schools were within accessible distance or that the state norms for schooling facilities were different (Himachal Pradesh-1.5 km).

3.4 EGS centres\Alternative and Innovative education centres (AIE) were opened in all states to mainstream out of school children and in small habitations that did not qualify for a regular school. Even in these cases distance, population norms (separately for tribal and non tribal areas) and\or enrolment norms (minimum of 15\10 children) were followed. Except in Assam, Chandigarh and West Bengal, in other states EGS centres which were functioning for more than two years were upgraded into regular schools. Some EGS centres in Andhra Pradesh were closed down due to non functioning centres and in Himachal Pradesh due to insufficient enrolment. Assam, Chandigarh, Madhya Pradesh, Uttar Pradesh and West Bengal continued to have a large number of EGS\AIE centres.

3.5 There were intra-district variations in the provision of access to schools. In Chitoor district of Andhra Pradesh, Madanpalle block had schooling facilities in all villages whereas in Pakal block there were 161 habitations without any schooling facilities. Similarly in Binnabari Gram Panchayat of Khoribari block, Siliguri district(West Bengal)90 habitations(in tea gardens, forest areas) were without any schooling facilities. Formation of new habitations over time, non availability of land for construction, poor community involvement, procedural delays(sanction not received for opening primary schools),lack of skill at the village level for undertaking construction of civil works, inadequate funds(cost norms) has impeded universal access.

3.6 At the village level, the most number of new primary schools (opened within the preceding five years) could be surveyed in Haryana, Madhya Pradesh and Uttar Pradesh. In Assam and West Bengal all sampled schools were more than 20 years old. In Rajasthan, 47% of the schools were less than 10 years but more than 5 years old. Though a large number of EGS centres have been opened in Assam, no EGS centre were found in the selected villages. AIE centres were functioning in Chandigarh, Haryana, Himachal Pradesh, Tamil Nadu and West Bengal. In terms of new investments in infrastructure, Bihar, Madhya Pradesh, Rajasthan, Tamil Nadu and Uttar Pradesh did considerably better than Andhra Pradesh, Assam, Himachal Pradesh and West Bengal. The Table3.1 indicates some of the interventions for improving accessibility.

Table 3.1: Interventions for improving accessibility (Numbers)

Accessibility Interventions	Andhra Pradesh	Assam	Bihar	Chandigarh	Haryana	Himachal Pradesh	Madhya Pradesh	Rajasthan	Tamil Nadu	Uttar Pradesh	West Bengal
Opening of new Primary School	0	0	151	6	18	0	1597	29	37	85	0
Upgradation of Primary to Upper Primary School	0	0	87	0	0	0	160	0	68	16	0
Construction of School Building	14	16	30	6	14	0	421	59	131	62	4
Construction of Additional Classroom	84	687	413	26	145	283	504	603	122	607	368
Upgradation of EGS/AIE Centres into Regular Schools	333	0	63	0	1168	126	336	961	1	10	0
EGS Centres Functioning in the Block.(2007)	18	819	29	176	48	28	118	43	12	118	87

Data in the Selected Blocks

Underserved Habitations

3.7 The SSA norm stipulates that as per requirement based on the number of children completing primary education, up to a ceiling of one upper primary school\section for every two primary school\sections may be opened. It was observed that the classification of primary schools is not uniform as some states classify primary as classes I-IV and some states consider class V to be a part of the primary school. Further, while states such as Assam and Madhya Pradesh had a large number of single primary and upper primary schools, in Bihar, Rajasthan and Tamil Nadu, there were composite schools as well(primary integrated with upper primary).Some secondary schools too had upper primary sections. Thus no definitive conclusions could be reached on the ratio of upper primary to primary schools in the selected samples. However, the ratio of upper primary to primary schools in most states was unfavorable (as per the state report cards)(Table 3.2).

Table 3.2: Underserved Habitations

States\UT	Number of Villages Sampled	% of Villages with no Upper Primary School	Ratio of Upper Primary to Primary(State Report Cards)
Andhra Pradesh	12	0	1:2.4
Assam	12	41.6	1:3.6
Bihar	12	50	1:2.9
Chandigarh	2	0	1:1.1
Haryana	8	50	1:2.5
Himachal Pradesh	8	50	1:1.9
Madhya Pradesh	12	50	1:2.7
Rajasthan	12	50	1:2.3
Tamil Nadu	12	25	1:2.4
Uttar Pradesh	17	41.1	1:2.8
West Bengal	8	37.5	1:5.4
All States\UT	**115**	**38.2**	

(* information as per state report cards 2006-07).

3.8 In terms of accessibility to upper primary schools in the neighborhood of habitations, it was observed that 50% of villages in Bihar, Haryana, Himachal Pradesh, Madhya Pradesh and Rajasthan had only single primary schools and no upper primary schools. Even though a number of primary schools were reported to have been upgraded into upper primary schools in the selected blocks in Bihar and Madhya Pradesh, the fact that there are a large number of underserved villages indicates the need for providing access to upper primary

schools\sections in close proximity to habitations to reduce absenteeism and dropouts.

Distance from Schools

3.9 To ascertain accessibility in terms of the distance of the school from the habitation, the students' responses to 'how far is your school from your house' were analysed. Table 3.3 provides details of student responses to the school distance from their habitations.

Table- 3.3: Distance of Schools in Habitations –Student Responses

States \UT	School Distance within 1km	School Distance (1-3 km)
Andhra Pradesh N=273	220 (81)	49(18)
Assam N=186	177 (95)	6 (3)
Bihar N=200	182 (91)	18 (9)
Chandigarh N=24	24 (100)	0
Haryana N=103	93 (90)	9(9)
Himachal Pradesh N=93	78 (84)	15(16)
Madhya Pradesh N=144	133 (92)	10(7)
Rajasthan N=151	143 (95)	8(5)
Tamil Nadu N=211	178 (84)	31(15)
Uttar Pradesh N=246	226 (92)	20(8)
West Bengal N=159	113 (71)	37(23)
All states \UT N=1790	1567 (87.5)	203 (11.3)

N= no. of students, data in parenthesis indicates percentages

3.10 More than 98% of the habitations had access to elementary schools within 3 kms of their habitations and 88% of the students were attending elementary schools located within 1 km of their homes. In Andhra Pradesh, Assam, Haryana, Himachal Pradesh, Madhya Pradesh, Tamil Nadu and West Bengal a few children in the selected villages travel more than 3 kms to their schools which is consistent with the observation that the villages had few upper primary schools. In Haryana, one AIE centre

set up recently for primary students was located more than one km away from the village. Transportation facilities need to be provided for children living in remote habitations as has been done in Andhra Pradesh. In Haryana and Madhya Pradesh, bicycles are provided to girls enroled in upper primary sections outside the village.

PRI Participation

3.11 The availability of schools by type of management indicates that the majority of the schools in the villages are Government schools (including Govt. aided and local body schools). In the selected villages more than 90% of the schools were Govt. schools. At the block level, 75% of the schools were Govt. schools. The participation of local governing bodies (Panchayati Raj Institutions) in school management which is perceived to provide a better interface with the community and improve decentralized planning and implementation was predominant in the southern states of Andhra Pradesh and Tamil Nadu and to some extent in Rajasthan. In Assam, Bihar, Uttar Pradesh and West Bengal there were few local body schools in the selected blocks implying that these schools are not widely prevalent and may be available in some pockets\villages. In Rajasthan, the PRI participation was better in the non selected villages in the block. Interestingly, in the villages in Haryana and Rajasthan private schools have a visible presence.Table3.4 indicates the availability of schools by type of management in the selected villages and in the block.

Table 3.4: Schools by Type of Management

States\UT	% of Schools in Selected Villages				% of Schools in the Selected Blocks				
	Local Body schools	Govt aided Schools	Private schools	Govt schools	Local body schools	Govt aided schools	Private schools	Govt schools	EGS centres
Andhra Pradesh	81	0	0	19	69.34	2.33	24.84	1.16	2.33
Assam	0	39	4	57	3.23	15.75	15.17	38.29	27.56
Bihar	0	5	0	95	4.46	3.34	0.11	92.08	0.00
Chandigarh	0	0	75	25	0.00	29.26	18.75	1.99	50.0
Haryana	0	0	24	76	0.00	0.38	42.70	52.40	4.52
Himachal Pradesh	0	0	12	88	0.00	0.00	15.93	79.82	4.25
Madhya Pradesh	0	0	0	100	0.00	2.76	1.23	90.98	5.02
Rajasthan	0	0	13	87	20.80	0.05	30.57	46.41	2.18
Tamil Nadu	38	18	0	44	59.14	12.74	9.08	17.53	1.51
Uttar Pradesh	15	0	0	85	7.14	2.75	11.65	76.08	2.38
West Bengal	0	96	4	0	0.60	57.29	24.75	0.00	17.37
All States\UT	17.9	14.4	6.1	61.5	12.27	7.48	16.31	55.04	8.90

Enrolment and Attendance

3.12 The enrolment rates increased sharply as a result of the efforts to provide more primary schools, upper primary schools, EGS centres in unserved habitations and AIE centres for out of school children. Other interventions such as enrolment drives, improvement in infrastructure in schools, incentives such as free books, free uniforms, mid day meals also contributed to the improvement in enrolment ratios from 89.5% in 2003 to 92.9% in 2007 in the selected samples. Table 3.5 indicates the gross enrolment ratios in 2003 and 2007.

Table 3.5: Gross Enrolment Ratio*

	Andhra Pradesh	Assam	Bihar	Chandigarh	Haryana	Himachal Pradesh	Madhya Pradesh	Rajasthan	Tamil Nadu	Uttar Pradesh	West Bengal	All states\UT
GER-(%) 2003	98.3	99.2	87.8	60.8	98.2	98.1	99.3	83.7	99.1	68.6	97.8	89.5
GER-(%) 2007	99.6	103.4	94.5	107.6	97.9	94.1	101.5	102.7	99.6	77.1	79.1	92.9

*(in the selected blocks)

3.13 Across states, the enrolment rates increased rapidly in Assam, Bihar, Chandigarh, Madhya Pradesh, Rajasthan and Uttar Pradesh, remained stagnant in Andhra Pradesh, Tamil Nadu and declined in Haryana, Himachal Pradesh and West Bengal.

3.14 Enrolment declined in five of the selected blocks as a result of the decline in child population of 6-14 years and\or possibly due to outward migration. Guhala and Mahendragarh (Haryana) reported a decline of 35.8% and 10.7% in child population in 2007 as compared to 2003 (Table 3.6). Bharmour, Bijhari and Nadaun (Himachal Pradesh) reported decline in child population of 6.2%, 7.8% and 1.3% respectively in 2007. In nine blocks, child population was reported to have declined but enrolment increased and in three blocks though child population declined there was no impact on enrolment.

Table 3.6: Decline in Child Population (6-14 years) in Selected Blocks

States\UT	District	Block	Decline in Child Population (%)	GER (%)	
				2003	2007
Andhra Pradesh	Chitoor	Madanpalle	17.0	99.2	99.2
	Chitoor	Pakala	8.1	97.9	107.6
	Mahboobnagar	Amangal	30.9	97.2	98.6
	Mahboobnagar	Manopad	11.4	92.4	93.5
Chandigarh	Chandigarh	Chandigarh	26.8	60.9	112.9
Haryana	Mahendragarh	Mahendragarh	10.7	98.3	95.9
	Kaithal	Guhala	35.8	99.3	97.2
Himachal Pradesh	Chamba	Bharmour	6.2	99.4	95.9
	Hamirpur	Bijhari	7.8	98.3	91.7
	Hamirpur	Nadaun	1.3	98.4	90.9
Madhya Pradesh	Ujjain	Ujjain	33.5	100.3	102.0
Rajasthan	Jalore	Jalore	20.0	65.8	124.5
	Baran	Shahbad	1.4	97.1	111.6
Uttar Pradesh	Bareilly	Fatehganj	10.4	42.9	53.3
Tamil Nadu	Kanyakumari	Thovalai	0.4	100	100
	Kanyakumari	Kiliyur	2.3	100	100
	Dharmapuri	Nalampalli	4.9	97.2	98.4

3.15 Enrolment declined in six other blocks but was not caused by decline in child population. In Khairabad (Rajasthan), Palacode (Tamil Nadu), Baheri and Malasa (Uttar Pradesh), Matigara and Haringhata-I (West Bengal) though child population registered an increase, enrolment ratios declined either due to shift to private schools, decline in overaged children enroled in the schools or children dropping out due to lack of upper primary schools. In West Bengal, the decline in enrolment in Khoribari block was recorded due to administrative reasons i.e., the division of the block into two circles.

3.16 Improved access to schools had a positive impact on school attendance as 62% of the schools reported student attendance of more than 75%. However, student absenteeism was high in Assam, Bihar and Uttar Pradesh. In Chandigarh, poor attendance was reported from AIE centres. Table 3.7 indicates the observed student attendance rates.

Table 3.7: Student Attendance Rates & Midday Meals

States\UT	% of Schools with Attendance Rates				% of Schools Serving Midday Meals
	90-100%	75-90%	45-75%	<45%	
Andhra Pradesh	66.68	29.16	4.16	0	100
Assam	20.87	25.00	45.80	8.33	62.5
Bihar	0	0	72.00	28.00	60.0
Chandigarh	33.30	33.30	0	33.30	100
Haryana	30.72	53.80	15.30	0	69.2
Himachal Pradesh	46.10	46.21	7.69	0	69.2
Madhya Pradesh	5.50	50.00	44.40	0	83.3
Rajasthan	10.56	73.65	15.77	0	100
Uttar Pradesh	3.12	15.60	50.60	31.20	93.7
Tamil Nadu	96.66	3.33	0	0	100
West Bengal	42.86	38.09	9.52	9.52	100
All states\UT	**33.30**	**28.80**	**27.90**	**9.90**	**85.6**

3.17 Students reported distance from school, work at home (sibling care), helping parents, ill health, festival and seasonal migration as some of the reasons for irregular attendance. Though 85% of the students mentioned they would continue coming to school even if midday meals were stopped and 86% of the parents reported that they would continue to send their children to schools even if midday meal were withdrawn, 40% of the schools in Assam and Bihar did not provide midday meals (Table 3.7).AIE centres in Narnaul(Haryana) and in few centres in West Bengal also did not provide CMDM. In a research study by IIT Guwahati, lack of adequate recreational facilities in schools in Assam and poor parental motivation were identified as causal factors for absenteeism. In Assam, Bihar and Uttar Pradesh, improved enrolment rates were not reflected in better attendance rates.

Out of School Children

3.18 Notwithstanding the improvement in enrolment ratios, villages in Bihar and Uttar Pradesh had a large number of out of school children as indicated in Table 3.8.

Table 3.8: Out of School Children

States\UT	Number of Households with OOSC	Total No. of OOSc (of which Dropouts)	OOSC by Category			Of which female children	Schools with pre-primary component
			SC/ST	OBC	General		
Andhra Pradesh N=(120,24)	4 (3.3)	4 (50)	2 (50)	2 (50)	0	3 (75)	0
Assam N=(120,24)	0	0	0	0	0	0	18 (75)
Bihar N=(120,25)	20 (16.6)	20 (85)	4 (20)	13 (65)	3 (15)	11 (55)	0
Chandigarh N=(20,3)	0	0	0	0	0	0	3 (100)
Haryana N= (80,14)	5 (6.25)	5 (60)	5 (100)	0	0	2 (40)	7 (50)
Himachal Pradesh N=(70,13)	3 (4.2)	4 (75)	4 (100)	0	0	3 (75)	0
Madhya Pradesh N=(130,18)	4 (3.0)	6 (66.6)	6 (100)	0	0	3 (50)	0
Rajasthan N=(120 ,19)	11 (9.1)	11 (81.8)	7 (63.6)	4 (36.4)	0	10 (90.9)	0
Tamil Nadu N=(120,30)	0	0	0	0	0	0	1
Uttar Pradesh N=(170,32)	29 (17.0)	45 (75.5)	25 (55.5)	16 (35.5)	4 (8.9)	20 (44.4)	0
West Bengal N=(80,20)	7 (8.7)	8 (87.5)	2 (28.5)	1	5 (71.4)	5 (62.5)	1
All States\UT N=(1150,222)	**83 (7.2)**	**103 (76.6)**	**56 (54.3)**	**34 (33.0)**	**13 (12.6)**	**57 (55.3)**	**30 (13.5)**

(N1,N2) – (number of households, number of schools)
Data in parenthesis indicate percentages.

3.19 7.2% of the sampled households had dropouts or out of school children (OOSC) and more than half of these children belong to socially disadvantaged groups (SC\ST). In Haryana, Himachal Pradesh and Madhya Pradesh all the out of school children were from SC\ST households. Dropouts accounted for 76.6% of the children remaining out of school.

3.20 Gender disparity exists as 55% of the dropouts\ OOSCs were Girls. A majority of the out of school children in Rajasthan were girls. Among the major reasons for being out of school were “work at home” in Bihar, Himachal Pradesh, West Bengal and sibling care in Rajasthan and Uttar Pradesh. In Haryana and Uttar Pradesh a larger share of dropouts were boys for reasons reported as “outside work”. In a household survey conducted by state government of Tamil Nadu in 2005, migration,

earning compulsion, household work and failure were reported to be causes for children remaining out of schools.

3.21 70% of the out of school children were willing to attend schools and their expectations from school, teachers and parents were free uniforms, good infrastructure in schools, scholarship, good quality teaching (Uttar Pradesh, West Bengal), no punishment (Bihar, Rajasthan), teachers being punctual (Himachal Pradesh, Uttar Pradesh) and parents to refrain from giving work at home (Bihar, West Bengal).

3.22 Enrolment drives combined with awareness generation need to be undertaken on a more regular and systematic basis as only 38% of the parents could recall that enrolment drives were undertaken in the recent years. Awareness regarding SSA schemes was lacking in 45% of the households (Table 6.5).The largest numbers of households which were aware of SSA were in Tamil Nadu (96%), Assam (90.8%) and Bihar (80%). The least aware were in Uttar Pradesh (18%), Rajasthan (33%), Haryana (36%), Himachal Pradesh (41%) and Madhya Pradesh (44%).

3.23 The presence of pre-primary component in schools affects the incidence of out of school children as girls are freed from the burden of looking after siblings. It was observed that in the selected villages in Bihar, Rajasthan and Uttar Pradesh with a large number of dropouts, there were no pre-primary sections attached to primary schools. On the other hand, 75% of the schools in Assam and all the schools in Chandigarh had primary schools with pre-primary sections and no dropouts and out of school children were reported in the selected villages in these states.

3.24 A 'no detention" policy for children in the primary sections was adopted only in Chandigarh and West Bengal. Failure rates in 2007 in the primary sections (Class I & II) in schools was high in Assam and Madhya Pradesh and children not appearing in exams was high in Haryana, Rajasthan and Madhya Pradesh (Table 3.9).Failure rates may be high on account of poor quality of teaching in single teacher schools (Assam), multi-grade schools (Madhya Pradesh) while seasonal migration as in the case of Haryana and Rajasthan prevents a large number of children from appearing in term end examinations. A child friendly curriculum and liberal assessment mechanisms (instead of several unit tests and examinations) can help to promote a culture of learning. Devising of the academic calendar in sync with migratory seasons in migration prone areas, migratory cards and establishment of seasonal hostels can lead to improvement in retention rates.

Table 3.9 Pass percentage of children in Class I & II.

States\UT	Pass Percentage (%)	Children Failed (%)	Children not Appeared(%)
Andhra Pradesh	91.68	6.55	1.77
Assam	90.95	13.46	0.00
Bihar	93.85	3.15	2.99
Chandigarh	100	0.00	0.00
Haryana	71.28	7.91	20.80
Himachal Pradesh	88.67	2.52	8.81
Madhya Pradesh	68.34	17.21	14.32
Rajasthan	83.01	0.00	16.19
Tamil Nadu	93.56	3.89	0.57
Uttar Pradesh	90.40	5.67	2.47
West Bengal	100	0.00	0.00
All States \UT	**88.34**	**5.49**	**6.17**

3.25 All the states follow the same set of activities as set out in the Central Govt. framework for mainstreaming out of school children such as setting up EGS\AIE centres, residential or non residential bridge courses, vocational camps for girls, mobile schools etc. In many states, seasonal schools such as sakhar schools for sugarcane workers in Maharashtra or boat schools, sand schools etc in Andhra Pradesh were opened to cater to the needs of migrant labourers. In Bihar, vidyalay chalo kendras were functional in most schools which appear to have attracted many dropouts and out of school children. Annexure 3.2 provides details of innovative activities undertaken by district authorities for mainstreaming dropouts.

Best Practices

1. Orissa has a project named AAROHANA for mainstreaming drop outs and out of school children. At every block and village level, data on out of school children in various age groups including their name/guardian wise detail is prepared and each block resource centre has been entrusted the responsibility to mobilize the parents and enrol the children. The novelty of project AAROHANA is the mainstreaming of children after the course completion and follow up action to retain them in formal school. This is being done through appointment of resource persons who will ensure the regular attendance of each and every child enroled in the bridge courses, will conduct weekly evaluation of each child, map the extra curricular activities of the children and act as a remedial teacher when mainstreaming them in a school.

2. In Gujarat, migratory cards are issued to students along with progress card. Based on information in the migration card and progress card, the child is enroled in a suitable class by the school in the village the child migrates to. At the end of the migration period she\he returns with her\his parents to the original school to continue the education in the same class and also appears in annual examination for the same.

Bridging Gaps

3.26 To bring about an improvement in gender parity ratio and social parity ratio SSA laid a strong focus on equity with all interventions providing for an inclusive approach.

3.27 The education system has been made responsive to the needs of the girls through targeted interventions which serve as a pull factor to enhance access and retention of girls in schools and on the other hand to generate a community demand for girls education through training and mobilisation. This was to be achieved through recruitment of female teachers to achieve a 50% female teacher ratio as they play role models for young girls, separate toilets for girls in schools, incentives such as free textbooks, scholarships and uniforms.

3.28 In addition to the above, the National Programme for Education of Girls at Elementary Level (NPEGEL), a special component of SSA was started in 2003 in 2600 educationally backward blocks with interventions focused on gender sensitization, opening of model schools, provision of escort services, stationary and intensive community mobilisation efforts.

3.29 As a result of these interventions, the overall Gender Parity ratio improved from 0.87 in 2003 to 0.89 in 2007.Except in Andhra Pradesh, Himachal Pradesh and Madhya Pradesh, the enrolment ratios of girls had risen across most states. Gender Parity ratio in Assam, Uttar Pradesh and West Bengal was more than 0.90. Table 3.10 indicates the enrolment share of Girls, SC\STs and Children with Special Needs.

Table 3.10: Enrolment share of Girls, SC\STs and CWSN (% share in total enrolment)

States \UT	Girls Enrolment (2003)	Girls Enrolment (2007)	SC\ST Enrolment (2003)	SC\ST Enrolment (2007)	CWSN Enrolment (2003)	CWSN Enrolment (2007)
Andhra Pradesh	47.07	45.35	35.1	36.6	0.55	0.49
Assam	47.84	49.76	24.0	17.8	0.26	1.69
Bihar	44.77	45.79	18.4	22.4	0.29	0.96
Chandigarh	44.97	44.69	37.2	31.8	0.35	3.57
Haryana	47.29	49.08	40.3	40.4	0.62	1.37
Himachal Pradesh	48.02	45.65	55.8	54.2	1.81	1.20
Madhya Pradesh	48.34	46.51	68.6	69.5	0.26	0.34
Rajasthan	40.06	44.31	53.8	56.4	0.67	1.74
Tamil Nadu	47.8	47.12	15.4	14.4	0.56	0.85
Uttar Pradesh	45.77	48.23	38.0	34.1	0.33	0.66
West Bengal	49.5	50.10	50.1	41.8	0.34	0.67
All states\UT	**46.4**	**47.10**	**32.9**	**31.8**	**0.43**	**1.17**

3.30 In the educationally backward blocks, the rate of increase in the girls' enrolment was significant. The enrolment of girls in Jalore (Rajasthan) rose by 25% and in Kasba Nagar block of Bihar, by 14%.The Table3.11 indicates the increase in enrolment in the selected educationally backward blocks. The NPEGEL schemes were in operation in all the EBBs in the selected districts except in Andhra Pradesh (137 out of 146 blocks), Bihar (32 out of 35 blocks) and West Bengal (2 out of 5 blocks). In Haryana, bicycles and school bags had been distributed to deserving beneficiaries. Hobby\Vocational and remedial classes were organized at cluster centres in Andhra Pradesh and Himachal Pradesh. Annexure-3.3 indicates the list of activities under NPEGEL.

Table 3.11: Enrolment of Girls in Schools in Educationally Backward Blocks.

States	EBB Block	Percentage of Total Enrolment		Difference in Enrolment
		2003	2007	
Andhra Pradesh	Amangal	41.16%	46.21%	5.05%
Andhra Pradesh	Manopad	43.09%	44.87%	1.78%
Andhra Pradesh	Amlapu	47.93%	47.07%	-0.86%
Bihar	Kurhani	44.25%	44.85%	0.61%
Bihar	Bochahan	46.55%	48.25%	1.70%
Bihar	Kasba Nagar	28.33%	42.22%	13.89%
Bihar	Bariyarpur	37.23%*	40.49%	3.26%
Haryana	Kalayat	47.11%	45.79%	-1.32%
Himachal Pradesh	Bharmour	49.12%	46.73%	-2.39%
Madhya Pradesh	Thandla	45.68%	47.54%	1.86%
Madhya Pradesh	Alirajpur	39.52%	43.63%	4.11%
Rajasthan	Raniwara	33.42%	41.02%	7.60%
Rajasthan	Anta	45.93%	47.57%	1.64%
Rajasthan	Shahbad	40.85%	49.16%	8.32%
Rajasthan	Jalore	25.72%	51.37%	25.65%
Tamil Nadu	Palacode	45.95%	45.05%	-0.90%
Uttar Pradesh	Fateh ganj(w)	20.22%	27.58%	7.36%
Uttar Pradesh	Baheri	25.05%	25.51%	0.46%
Uttar Pradesh	Jamunha	39.60%	42.73%	3.13%
Uttar Pradesh	Ikauna	25.35%	32.73%	7.38%

EBBS as in selected samples.* Data for 2005.

3.31 Schools in Andhra Pradesh, Assam, Bihar, Haryana, Himachal Pradesh, Madhya Pradesh, Rajasthan and West Bengal had lower ratios of female teachers than the SSA norm (Table 3.12). All male teacher schools were prevalent in Assam (62%), Bihar (32%), Madhya Pradesh (44%) Rajasthan (47%) and Uttar Pradesh (21.9%) (Table 4.3). Girls' enrolment in all male teacher schools increased in Assam, Bihar and in Madhya Pradesh and declined in Rajasthan and Uttar Pradesh. This indicates that though there are regional variations, improvement in girls' enrolment cannot be attributed to induction of more female teachers in schools.

3.32 In addition to free textbooks, other incentives such as free uniforms and scholarships of small amounts i.e. Rs. 15 per month has been provided to SC\ST girls in primary schools in Madhya Pradesh, scholarships in few schools in Himachal Pradesh, for all primary level girl children in Uttar Pradesh and attendance incentives to girl students in Maharashtra.

3.33 Innovative state schemes are also in operation for improving education of girls. In Madhya Pradesh under Kanya Shaksharta Yojana, SC\ST girls enroled in class VI were provided an incentive of Rs.500. Some states also have fixed deposit schemes and the amount is paid to the girl child on completion of her education.

3.34 The share of socially disadvantaged children (SC\ST) did not show any improvement (Table 3.10).However, it was considerably higher than their share in the population due to a large number of overaged children enroled in the schools. The enrolment share in Himachal Pradesh, Madhya Pradesh and Rajasthan indicate that the majority of the SC\ST children were enroled in Govt. schools.

3.35 The share of SC\ST teachers in schools was 21%. Madhya Pradesh and Rajasthan which had significant ratios of enrolment of the children of these categories had SC\ST teacher ratios of 39% and 13% respectively (Table 3.12). Schools in Haryana had a large share of SC\ST teachers at 63%, West Bengal (30%), Assam (17%), Bihar (17%) as compared to Uttar Pradesh (13%).

Table 3.12: Share of female teachers and SC\ ST teachers in schools.

States\UT	% of Female Teachers	% of SC\ST Teachers
Andhra Pradesh	43.9	21.3
Assam	25.0	17.5
Bihar	33.3	17.4
Chandigarh	70.4	24.1
Haryana	34.1	63.6
Himachal Pradesh	22.4	23.7
Madhya Pradesh	36.0	38.7
Rajasthan	30.1	13.2
Tamil Nadu	66.1	6.5
Uttar Pradesh	53.3	12.7
West Bengal	38.5	30.0
All states\UT	**42.7**	**21.0**

3.36 The enrolment of CWSN rose from 0.43% of the total children enroled in 2003 to 1.17% in 2007 with improved ratios in Assam, Chandigarh and Rajasthan(Table3.10).Under the scheme, Integrated education for Disabled (IED), training was provided to teachers on teaching techniques and for preparation of individualized education plans, children were provided assistive devices such as hearing aids, spectacles, wheelchairs, braille kits etc., In some states, surgical operations were carried out for children with severe disabilities. Home based education is also provided by some NGOs' in Chandigarh. No individualized plans were formulated in all the schools which had CWSN. Retention rates for such children are known to be poor in the absence of supportive academic and school environment. In terms of utilization of funds under IED, Assam, Haryana, Himachal Pradesh and Rajasthan utilized over 90% of their allocation in 2007 on interventions for CWSN whereas Andhra Pradesh (44.4%), Bihar (41.3%) and Chandigarh (27.1%) could not utilize the funds available for IED. Annexure 3.4 provides details of activities undertaken by states under the scheme for Integrated Education for Disabled children.

Best Practices

Goa has a voucher scheme for disabled children which includes Rs. 800/- for uniforms, Rs. 500/- for textbooks, Rs. 2000/-for travelling allowance and Rs.2000/- for escort allowance. The financial assistance is paid to the schools which are implementing IED.

Chapter 4

Quality of Education

In the initial years of SSA, the thrust was on closing the infrastructural gaps as it was recognized that an enabling environment aids learning and can lead to improvement in quality of education imparted by government schools.

4.2 The states were to formulate strategies for improving the quality of education also through recruitment of teachers for ensuring the norm of one teacher for every forty children, expansion of school facilities, provision of free textbooks, regular inservice training to teachers and school grants for repair and maintenance and teaching learning materials.

Infrastructural Facilities

4.3 Most (88%) schools have pucca (all weather) school building. The condition of school buildings was reported to be very poor in Assam as all the schools were more than 20 years old and few schools were functioning from makeshift and temporary (kutcha) buildings. Himachal Pradesh and Tamil Nadu too had a lower percentage of pucca school buildings. Table 4.1 provides the details of the infrastructural facilities available in schools.

4.4 In the selected samples, 55% of the schools had less than three classrooms and 25% had four to six classrooms. A few had more than six classrooms. Schools in Chandigarh and Haryana have better infrastructure with pucca buildings, boundary walls and more than three classrooms. In some schools without boundary walls in Andhra Pradesh, teachers reported thefts of computers and animal grazing.

Table 4.1 Infrastructural facilities in schools (% of schools)

States\UT	With Pucca building	With Boundary wall	With Drinking water	With Common toilet	With toilets for girls	With Blackboard	With Electricity	With Computer centre	With TLM	With 1-3 classrooms
Andhra Pradesh	91.6	58.3	87.5	79.1	41.6	100.0	41.6	12.5	100.0	54
Assam	62.5	33.3	95.8	83.3	41.6	100.0	8.3	4.1	91.6	79
Bihar	100.0	52.0	84.0	64.0	40.0	92.0	4.0	8.0	8.0	36
Chandigarh	100.0	100.0	100.0	100.0	66.6	100.0	100.0	66.6	66.6	0
Haryana	92.3	92.3	84.6	84.6	61.5	92.3	76.9	7.6	38.4	15
Himachal Pradesh	69.2	46.1	84.6	76.9	46.1	84.6	69.2	15.3	38.4	46
Madhya Pradesh	100.0	11.1	94.4	77.7	33.3	100.0	16.6	5.5	100.0	83
Rajasthan	100.0	47.37	73.6	84.2	57.8	100.0	5.2	0.0	84.2	68
Tamil Nadu	73.3	70.0	96.6	83.3	40.0	96.6	62.5	33.3	93.3	50
Uttar Pradesh	96.8	59.3	100.0	93.7	87.5	100.0	15.6	3.1	90.6	53
West Bengal	95.0	40.0	95.0	90.0	45.0	90.0	35.0	10.0	70.0	65
All States\UT	**88.2**	**52.0**	**90.9**	**82.3**	**50.6**	**96.3**	**40.0**	**11.3**	**74.6**	**55**

4.5 There has been a significant improvement in schools with drinking water facilities for students. 91% of the schools provide drinking water facility either from taps, tubewells, handpumps and stored containers. In Rajasthan 26% of the schools were not providing drinking water and children were visiting their homes during school hours.

4.6 With regard to the availability of common toilets in schools, 82% of the schools had toilet facilities and separate toilets for girls were available in 51% of the schools. As compared to the Northern States\UT of Chandigarh, Haryana and Uttar Pradesh where separate toilets were available in more than 60% of the schools, Andhra Pradesh, Assam, Bihar, Madhya Pradesh and Tamil Nadu had a lower percentage of schools (40%) with separate toilets for girls. Separate toilets for girls in upper primary schools can reduce dropouts, absenteeism and ensure hygiene amongst adolescent girls.

4.7 Few schools in Assam, Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh are provided with electricity. Even though 77% of schools in Haryana and 70% in Himachal Pradesh had electricity, less than 8% schools in Haryana and 16% in Himachal Pradesh had computer centres in schools. In Bihar, computers had been provided to schools without electricity. The non availability of trained teachers to impart computer education was also reported as one of the reasons for low computer usage in schools.

Teaching Material and Incentives

4.8 More than 95% of the schools had a blackboard with the exception of a few schools in Himachal Pradesh. (Table 4.1).The condition of blackboards was reported to be very poor in Bihar. In terms of usage of blackboard by teachers, 96% of the students reported that blackboards were used during teaching (Table 4.2).

4.9 The use of Teaching Learning Materials (TLMs) by teachers during teaching enhances interest in learning. All schools in Andhra Pradesh and Madhya Pradesh had TLMs whereas only 8% of the schools in Bihar and 38% of the schools in Haryana and Himachal Pradesh displayed various types of teaching learning material i.e. charts, maps, posters, etc in the classrooms (Table4.1).The most common form of TLMs were charts\posters which were available in 73% of schools while 18% had reading material. Some schools in Assam, Madhya Pradesh and Uttar Pradesh provide educational toys,puzzles and games. Schools in all states except Bihar and Chandigarh (which have only charts\posters) had a combination of charts, reading material, puzzles and educational toys.

4.10 Students in Andhra Pradesh and Tamil Nadu mentioned that TLMs were used most of the time (Table 4.2).However 60% of the students in Chandigarh, Haryana and an equal number in Himachal Pradesh and Madhya Pradesh and 50% in Bihar reported that TLMs were rarely or never used. In Assam, Rajasthan and West Bengal, the responses on usage of TLMs was more than 90%.

4.11 While all teachers are provided grants of Rs. 500 per year to prepare TLMs, the grants were utilized for purchase of stationary such as books and pencils in Chandigarh and Himachal Pradesh. Teachers reported lack of adequate guidance from the cluster resource centres on the preparation of teaching aids.

4.12 Student responses on the existence of libraries in schools indicated that many schools do not have libraries and reading habits were not being inculcated amongst children(Table4.2).The states where maximum number of students were aware of the existence of libraries was in Andhra Pradesh(94%),Tamil Nadu(87%) and Chandigarh(67%) and the awareness was least in Madhya Pradesh (0.7%).

4.13 Girls and SC\ST children were provided free textbooks under SSA. Non eligible children were provided free textbooks from state grants\book banks in all states. 84.4% of the students reported that they received textbooks in the beginning of the session (Table4.2).Upper Primary students in Bihar and Himachal Pradesh reported receiving books in the middle and end of the session and some children in upper primary schools in Haryana did not receive the complete set of books. Among the canvassed schools, Girl and SC\ST students in Andhra Pradesh and Tamil Nadu received monetary incentives and few children in Haryana and Rajasthan. In Bihar SC\ST students are provided with scholarships.

Table 4.2 Responses on Incentives and use of teaching tools

States\UT	(%) Students Receiving Books at Start of Session	(%) Students Reporting use of Blackboard	% of Students Reporting Schools with Library	% of Students Reporting use of TLMs	% of Schools which Reported Providing Scholarships
Andhra Pradesh	100	100	93.7	100	58.3
Assam	100	100	1.1	98	54.2
Bihar	25	85	2.0	51	100.0
Chandigarh	71	92	66.6	42	33.3
Haryana	63	90	10.6	41	21.4
Himachal Pradesh	54	94	53.7	41	7.7
Madhya Pradesh	97	91	0.7	40	50.0
Rajasthan	100	100	8.6	98	10.5
Tamil Nadu	96	97	87.2	99	66.7
Uttar Pradesh	98	96	1.6	71	40.6
West Bengal	97	99	10.1	92	25.0
All States\UT	**84.4**	**96**	**31.1**	**77**	**47.7**

School Indicators

4.14 An important indicator of classroom transaction is the Pupil Teacher Ratio. Andhra Pradesh, Chandigarh, Himachal Pradesh and Tamil Nadu had the most number of schools with PTRs less than 40 while schools in Bihar, Uttar Pradesh and West Bengal had high PTRs. With the improved enrolment in the schools, the norm of one teacher for forty children was not maintained as less number of teachers were recruited. Table 4.3 indicates some of the school level ratios.

4.15 Madhya Pradesh, Rajasthan and Tamil Nadu had a large number of multi-grade schools. In these states though a number of primary schools were upgraded to upper primary schools or a large number of EGS centres upgraded to primary schools, however schools did not have

adequate number of classrooms. 83% of the schools in Madhya Pradesh, 68% of the schools in Rajasthan and 50% of the schools in Tamil Nadu had less than three classrooms. It is evident that children of different grades were being taught in the same classroom. In the short term, teachers should be trained in multi-grade teaching methods and multi-graded books introduced. In the long term construction of additional classrooms will reduce the proportion of multi-graded schools.

4.16 Despite the SSA norms of atleast two teachers per school, 7.2 % of the schools were single teacher schools and nearly 30% of the schools did not have more than two teachers. Rajasthan (21%), Himachal Pradesh (15%), Haryana (14%), Assam and Uttar Pradesh (12.5%) have the maximum number of single teacher schools.

Table 4.3 School Indicators

States\UT	% schools with only male teachers	% Schools with PTR < 40	% Multi-grade schools	%Single teacher schools	%Schools with Graduate teachers	Average number of teachers per school	Teacher Vacancies in schools (% of posts)	Teachers recruited under SSA (% of total teachers)
Andhra Pradesh	20.83	83.3	45.8	4.1	78.0	4.0	2.1	128.8
Assam	62.50	41.6	16.6	12.5	25.8	4.0	15.4	10.2
Bihar	32.00	24.0	44.0	0.0	35.8	4.5	31.6	78.0
Chandigarh	0.00	100.0	33.3	0.0	63.6	17.6	18.9	18.8
Haryana	15.38	78.5	53.8	14.2	77.2	3.0	36.2	29.7
Himachal Pradesh	21.43	92.3	61.5	15.3	50.0	3.6	21.3	31.9
Madhya Pradesh	44.44	61.1	100.0	0.0	68.0	3.2	38.0	43.1
Rajasthan	47.37	68.4	78.9	21.0	73.6	3.5	0	7.5
Tamil Nadu	10.00	93.3	90.0	0.0	44.0	5.9	6.8	5.6
Uttar Pradesh	21.88	31.2	62.5	12.5	70.7	3.0	46.0	69.3
West Bengal	20.00	40.0	55.0	0.0	61.2	6.2	13.0	29.8
All States\UT	**28.83**	**59.4**	**59.7**	**7.21**	**56.0**	**4.4**	**18.8**	**41.6**

4.17 Non availability of adequate number of teacher training institutions has been recognized to be one of the reasons for shortage of teachers in rural areas. At the time of canvassing, 19% of the regular posts of teachers were vacant in schools. The largest number of vacant posts were in Haryana, Madhya Pradesh and Uttar Pradesh though para teachers under SSA were inducted as the recruitment process for such teachers\ contract teachers \ education volunteers was more liberal and educational qualifications for such teachers were lowered. In Andhra

Pradesh, even though teacher vacancies were less than 3%, VECs recruited a large number of para teachers.

Teacher Indicators

4.18 It is widely perceived that better qualified teachers can have a significant effect on quality of education imparted. Nearly 56% of the teachers were graduates with some possessing post graduate qualifications (Table 4.3). Schools in Andhra Pradesh, Haryana, Rajasthan and Uttar Pradesh had a high number of graduate teachers compared to schools in Assam, Bihar and Tamil Nadu.

4.19 As part of capacity building for teachers, an induction training of 20 days in a year are provided to new teachers and in service training is also provided.(Table 4.4). Bihar, Uttar Pradesh and West Bengal had provided training to fewer teachers than other states. It was reported that teachers do not take the training seriously in Himachal Pradesh and that master trainers were not well prepared in Haryana. The feedback from the teachers on the usefulness of the training on the classroom practices needs to be incorporated and training should be reoriented to include more innovative methods of teaching including multi-graded teaching methods, individualized education plans, sharing of best practices of other states rather than emphasis on quality monitoring, familiarization of new syllabus etc.,

Table 4.4 Teachers trained (%)

States\UT	Teachers trained
Andhra Pradesh	94.7
Assam	98.1
Bihar	70.5
Chandigarh	100
Haryana	99.3
Himachal Pradesh	99.6
Madhya Pradesh	95.6
Rajasthan	83.3
Tamil Nadu	99.2
Uttar Pradesh	69.5
West Bengal	41.2
All States\UT	**63.8**

In the selected districts

An evaluation study by Institute of Development Studies, Kolkata in 2005 on assessment of in service teachers training programme has revealed that though the training programmes have been successful in sensitising the teachers about the need for learning modern pedagogical tools, they have not been effective in orienting teachers with regard to inter-group disparities. A substantial number of teachers say that gender issues and issues related to disabled children have not been adequately focused in the training programmes.

4.20 Involvement of teachers in non teaching activities is rampant with 74% of the teachers involved in election duties, census survey, pulse polio programmes with 54% of the teachers expressing their unwillingness to non teaching activities. In Andhra Pradesh, Chandigarh, Himachal Pradesh, Madhya Pradesh, Rajasthan and Tamil Nadu fewer teachers were assigned for such duties and were among the most satisfied with their salaries(satisfaction levels of salaries taken as a rough indicator for motivation)(Table 4.5). It was observed that in Haryana and Uttar Pradesh, more than 90% of the teachers were involved in non teaching activities with teachers in Uttar Pradesh also involved in supervision of school civil works and cattle survey. The proportion of graduate teachers too was higher in these states and were among the least satisfied with their salaries. Though West Bengal appears as an outlier, teachers should not be utilized for non teaching activities and ought to be consulted in curriculum design to improve motivation levels.

Table 4.5 Involvement of Teachers in non Teaching Activities and Motivation Levels

States\UT	(%) of Schools in which Teachers are Involved in non Teaching Activities	(%) of Schools in which Teachers are Disinterested in non Teaching Activities	(%) Schools in which Teachers are Consulted in Curriculum Design	% of Schools with Teachers Satisfied with Salaries
Andhra Pradesh	62.5	62.50	12.5	83.3
Assam	75.0	75.00	33.3	75.0
Bihar	88.0	68.00	44.0	80.0
Chandigarh	33.3	33.33	0.0	66.6
Haryana	92.8	85.71	78.5	14.3
Himachal Pradesh	61.5	38.46	15.3	76.9
Madhya Pradesh	55.5	50.00	33.3	72.2
Rajasthan	42.1	21.05	10.5	73.6
Tamil Nadu	66.7	46.67	53.3	80.0
Uttar Pradesh	93.7	53.13	25.0	65.6
West Bengal	100.0	35.00	10.0	90.0
All States\UT	**74.3**	**53.60**	**31.1**	**72.9**

Responses of the School Headmasters\Senior Teachers

4.21 Students reported that teachers were regular in Assam, Bihar, Rajasthan and Tamil Nadu (Table 4.6). However in Uttar Pradesh and Chandigarh only 88% of the students mentioned that teachers were regular.

4.22 Punishment in any form, physical or verbal abuse generates fear amongst children resulting in poor attendance as well as impacting interest in learning. 26% of the students in Himachal Pradesh mentioned that teachers often resorted to physical punishment. Teachers in Andhra Pradesh Bihar, Chandigarh, Uttar Pradesh and West Bengal also resorted to physical punishment.

Table 4.6 Student responses on teachers' attendance and punishment

States\UT	% of Students who Reported Teachers Attend Regularly	% of Students who Reported Punishment by Teachers
Andhra Pradesh	97.4	16.1
Assam	99.4	0
Bihar	99.5	14.0
Chandigarh	87.5	12.5
Haryana	97.0	9.6
Himachal Pradesh	91.4	26.2
Madhya Pradesh	92.3	0.01
Rajasthan	100.0	0
Tamil Nadu	100.0	0
Uttar Pradesh	88.0	16.2
West Bengal	96.3	11.3
All States\UT	**96.5**	**9.49**

4.23 Generally, 84% of the parents of school going children were satisfied with the teachers. The reasons for dissatisfaction were poor quality of teaching (6.52%) in Munger, Muzzarfarpur, Purnea (Bihar), Mahendragarh (Haryana) and Jhabua (Madhya Pradesh), teachers remaining absent(3.82%) in Mahboobnagar (Andhra Pradesh), Jhabua (Madhya Pradesh), Muzzarfarpur (Bihar) and Chandigarh. A few (2%) disliked that teachers resorted to physical punishment (Andhra Pradesh).

Learning Achievement

4.24 Simple tests based on grade appropriate NCERT curriculum on reading, writing and verbal skills in English, Local Language and Arithmetic were given to students in Class II (primary level). Similarly tests based on reading and writing skills in English, Local language and problem solving tests in Mathematics were designed for Class VI (upper primary students). The question sets were the same for all states and for rural and urban schools.

4.25 Students performance in English and Local Language achievement tests were graded into four categories such as "not at all" (unable to narrate\ read or write anything), "poor"(able to narrate upto 40% or write 12 words correctly), "partial" (able to narrate 40-80% or write 13-25 words correctly) and "complete" (ability to narrate more than 80% without any help and write 25 words correctly without any help). In Mathematics, marks were provided for the number of correct questions answered.

4.26 It was observed that quality of education varies across states and age groups. The performance of children in Class II was better in verbal tests as 86% were able to narrate numbers completely, 61% were able to narrate local language alphabets and 60% English alphabets (Table 4.7). In reading tests, 42% of the children were able to read local language alphabets correctly, 80% could identify numbers but only 6% could identify English alphabets.

Table 4.7 Performance of students in reading tests- Class II

States \UT	Verbal (narration) Test (% of Student with Complete Answers)			Reading Tests (% of Student with Complete Answers)		
	English	Local language	Numbers	English	Local language	Numbers
Andhra Pradesh	43.2	90.4	93.8	4.1	61.0	88.7
Assam	70.8	33.3	90.6	0	34.1	84.1
Bihar	54.3	24.4	62.5	1.4	9.0	61.0
Chandigarh	65.0	30.0	95.0	0	52.6	95.0
Haryana	83.1	78.9	97.2	1.8	47.2	94.4
Himachal Pradesh	75.0	35.0	91.7	6.4	62.3	91.5
Madhya Pradesh	55.8	71.8	88.5	0	2.9	71.8
Rajasthan	47.2	55.1	81.9	0.8	15.0	61.4
Tamil Nadu	80.8	92.9	92.3	14.7	87.2	98.1
Uttar Pradesh	38.3	57.4	81.0	18.0	26.8	65.8
West Bengal	78.0	61.9	93.2	10.1	70.9	94.9
All States\UT	**59.6**	**60.5**	**86.1**	**6.0**	**41.7**	**79.8**

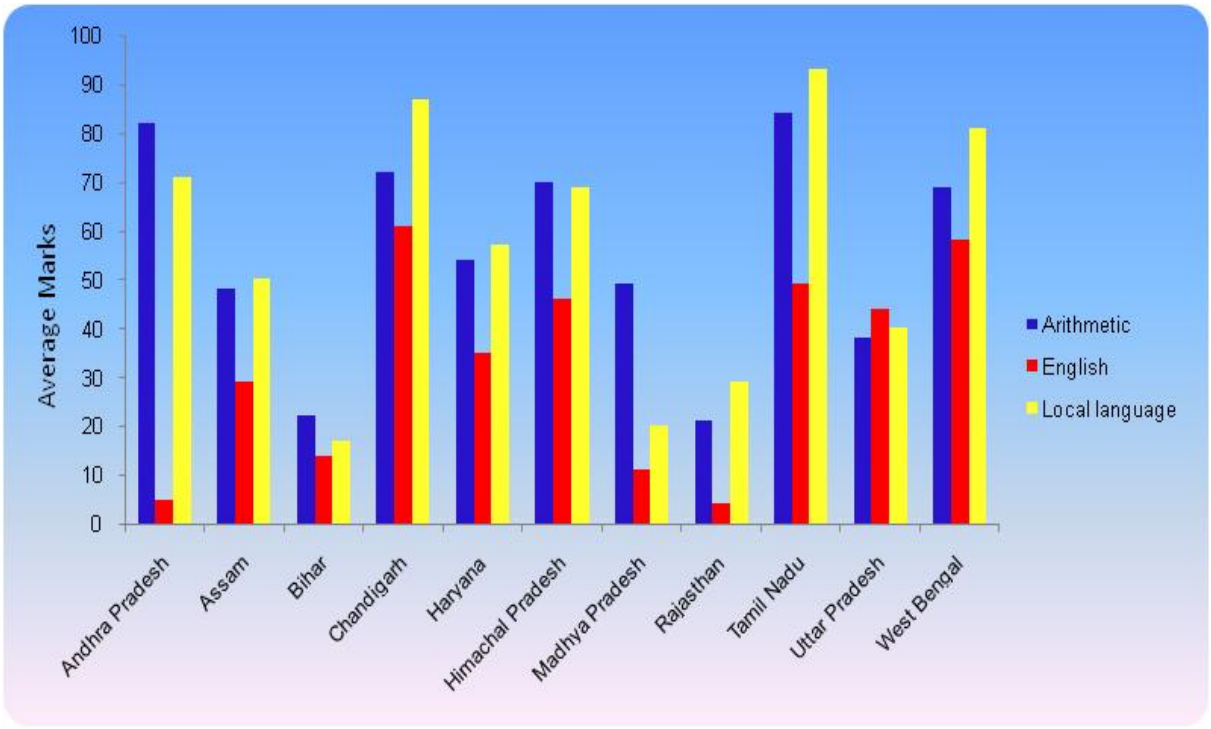
4.27 The results from the written tests in Arithmetic, Local Language and English underlines the fact that the system of education is characterized by rote learning and places less emphasis on writing skills(Table 4.8). The average marks in writing tests in Local language and Arithmetic was 54 and that in English was 30.

Table 4.8 Performance of students in written tests - Class II

States\UT	Arithmetic		English		Local Language	
	Mean Marks	Coeff of Variation	Mean marks	Coeff of Variation	Mean Marks	Coeff of Variation
Andhra Pradesh	82	36	5	387	71	44
Assam	48	47	29	63	50	60
Bihar	22	146	14	147	17	160
Chandigarh	72	37	61	57	87	23
Haryana	54	63	35	95	57	66
Himachal Pradesh	70	46	46	62	69	51
Madhya Pradesh	49	57	11	119	20	97
Rajasthan	21	163	4	417	29	139
Tamil Nadu	84	30	49	70	93	16
Uttar Pradesh	38	91	44	100	40	105
West Bengal	69	40	58	47	81	34
All States\UT	**54**	**69**	**30**	**102**	**54**	**75**

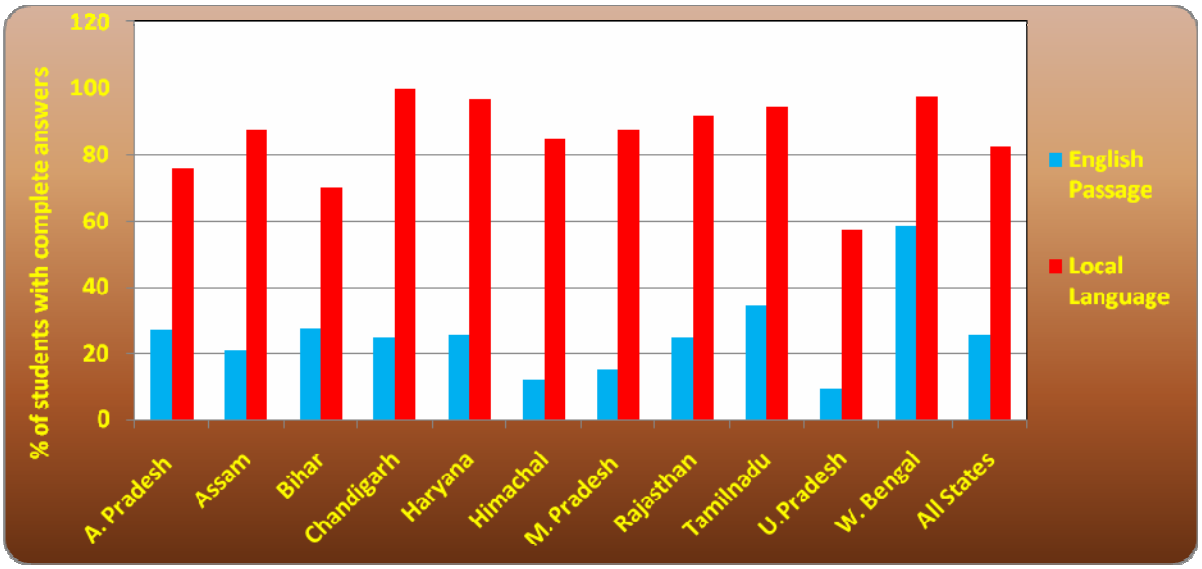
4.28 The performance of students of Class II in oral, reading and writing tests of local language was comparatively better in Andhra Pradesh, Chandigarh, Tamil Nadu and West Bengal. In Arithmetic too, the performance of students in Andhra Pradesh, Chandigarh, Tamil Nadu and West Bengal was better than their peers in other states. In English, performance of students in writing tests was better in Chandigarh and West Bengal. The performance of students in Class II in Assam, Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh was lower than the overall average.

Chart 4.8 Performance of students in written test for Class II



4.29 Upper primary level (Class VI) students were tested for passage reading and writing in English and local language. Writing tests included comprehension and essay. In local language tests of reading, 82% were able to read a passage correctly. In English however only 26% were able to read correctly (Chart 4.9).

Chart 4.9 Performance of students in reading tests for Class VI



4.30 In written tests in English Essay, local language and problem solving in Mathematics, the performance of students in local language was better than English or Mathematics (Table 4.10). The gap in performance between English and local language was wide. The performance of students in mathematics was extremely poor, probably due to differences in states' syllabus and the NCERT curriculum.

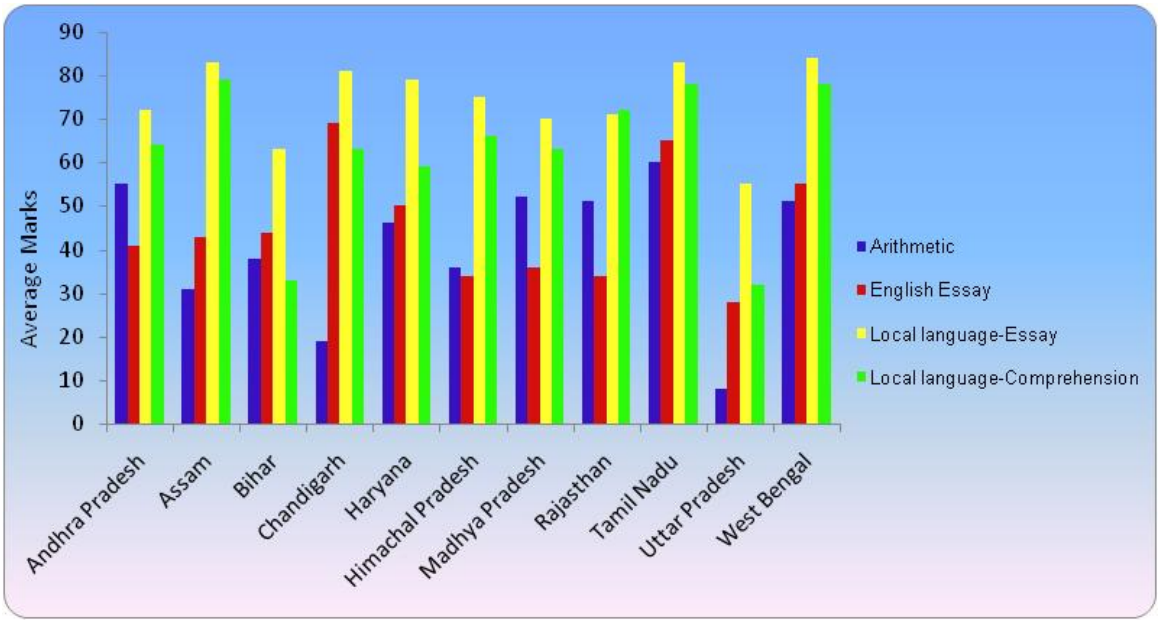
Table- 4.10 —Performance of upper primary students in written tests (Class VI)

Subjects States\UT	Mathematics		Local Language				English Essay	
			Essay		Comprehension			
	Mean Marks	Coeff of Variation	Mean Marks	Coeff of Variation	Mean Marks	Coeff of Variation	Mean Marks	Coeff of Variation
Andhra Pradesh	55	63	79	38	68	49	39	78
Assam	31	53	94	15	88	21	43	57
Bihar	38	63	66	48	29	103	42	79
Chandigarh	19	173	91	18	69	45	72	23
Haryana	46	62	87	21	61	37	50	52
Himachal Pradesh	36	78	81	30	71	39	30	72
Madhya Pradesh	53	60	75	36	66	53	33	64
Rajasthan	51	75	76	38	78	43	28	104
Tamil Nadu	60	60	93	16	85	23	69	39
Uttar Pradesh	8	196	57	70	26	148	21	147
West Bengal	51	42	95	14	87	29	55	32
All States\UT	**43**	**76**	**80**	**36**	**66**	**56**	**42**	**73**

4.31 The performance of students both at primary and upper primary level was better in Local language than English or Mathematics.

4.32 The performance of students in Class VI in Mathematics was better in Andhra Pradesh, Madhya Pradesh, Tamil Nadu and West Bengal. In local language and in English, the average marks of students in Chandigarh, Tamil Nadu and West Bengal were better than their counterparts in other states. In Class VI the performance of students in Bihar and Uttar Pradesh was lower than the overall average.

Chart- 4.10—Performance of upper primary students in written tests (Class VI)



4.33 In general, the performance of students in Andhra Pradesh, Chandigarh, Tamil Nadu and West Bengal indicates that a combination of factors such as teacher availability (average number of teachers per school),better pedagogic practices such as use of TLMs in teaching, access and use of libraries, greater teaching time(less of non teaching activities) and higher motivation levels improves the quality of education as reflected in the learning outcomes of students.

4.34 Several states have implemented innovative techniques and programs to improve the quality of teaching. In Andhra Pradesh, schools are graded as "A","B","C","D" based on their performance which improves teacher accountability .In Arunachal Pradesh, " hole in the wall" schools have been opened and computers are provided on the school walls for easy accessibility. Tamil Nadu uses Activity Based Learning cards for children in primary age groups and Activity Learning Methodology for upper primary children. In Haryana and Puducherry EDUSAT facilities have been provided in some primary schools and in block resource centres. Annexure 4.1 provides the details of some of the innovative activities undertaken by the selected districts to improve the quality of education.

Chapter 5

Financial Resources

As SSA was launched towards the end of the Ninth Five Year Plan (2001-02), the outlay and the expenditure on the scheme was nominal with the total allocation for the programme at Rs.500 crores only. The total expenditure in 2001-02 incurred by all the states was Rs.499.9 crores.

5.2 During the Tenth Five Year Plan (2002-2007), the initial total outlay was Rs 17,000 crores with the centre-state sharing pattern in resources at 75:25.Though the scheme was under-resourced during the first few years of the Tenth Five Year Plan, with the levy of a 2% cess in 2004-05 more resources were earmarked to fund the programme. The expenditure during 2003-04 to 2006-07 as reported by the states was Rs. 36,367 crore. This may include advances by some of the implementing agencies.

5.3 During the Eleventh Five Year Plan (2007-2012), the outlay is Rs.71,000 crores. The centre state sharing pattern is variable during the Plan with 65:35 in the first phase (2007-2009), 60:40 in 2009-2010, 55:45 in 2010-2011 and 50:50 in 2011-2012. The Northeastern States have a special dispensation that the centre-state ratio would be 90:10. During the first two years of the Eleventh Plan, the expenditure on the programme was reported to be Rs.24,136 crores.

Centre-State Shares

5.4 The Sarva Shiksha Abhiyan programme is based on the premise that financing of elementary education interventions has to be sustainable. In 2007, twenty two of the thirty five States (and UTs) were able to maintain the funding patterns as envisaged in the Tenth Five Year Plan. With the exception of Andaman and Nicobar Islands, Arunachal Pradesh and Punjab, all the remaining states were able to raise more resources in nominal terms in 2007 than in 2003. Annexure 5.1 indicates the share of central and state shares in 2003-04 and 2006-07. Arunachal Pradesh, Punjab, Gujarat, Madhya Pradesh and West Bengal reported dissatisfaction with the centre state contribution policy in the Eleventh Five Year Plan.

5.5 The total allocation for the programme steadily increased from Rs. 8,371 crores in 2003-04 to Rs. 20,691 crores in 2006-07. With the increase in allocation, assistance to state implementing societies by way of releases of central and the state share also increased significantly. In 2003-04 assistance was 43.17% of the allocation which rose to 73.06% of the allocation in 2006-07(Table5.1).Central assistance as percentage of allocation declined in relative terms in the case of Gujarat and Kerala (Annexure 5.1 & 5.2) while state assistance as a percentage of allocation declined in Andhra Pradesh, Assam, Karnataka and Tamil Nadu.

Release of Funds

5.6 It was observed that though more funds were released by the states to the implementing societies, the disbursements by the state implementing societies to the districts declined from 109% in 2003-04 to 96% in 2006-07. States \UTs which disbursed more than 98% of the assistance in 2006-07 were Andhra Pradesh, Bihar, Chandigarh, Daman & Diu, Dadra Nagar Haveli, Goa, Gujarat, Himachal Pradesh, Jharkhand, Kerala, Maharashtra, Meghalaya, Nagaland, Orissa, Puducherry, Rajasthan, Uttar Pradesh and West Bengal. A small portion of the funds were utilized by the state implementing societies in some states for purchase of textbooks, computers etc and sometimes retained due to the untimely receipt of utilization certificates from the districts.

Utilisation of Funds

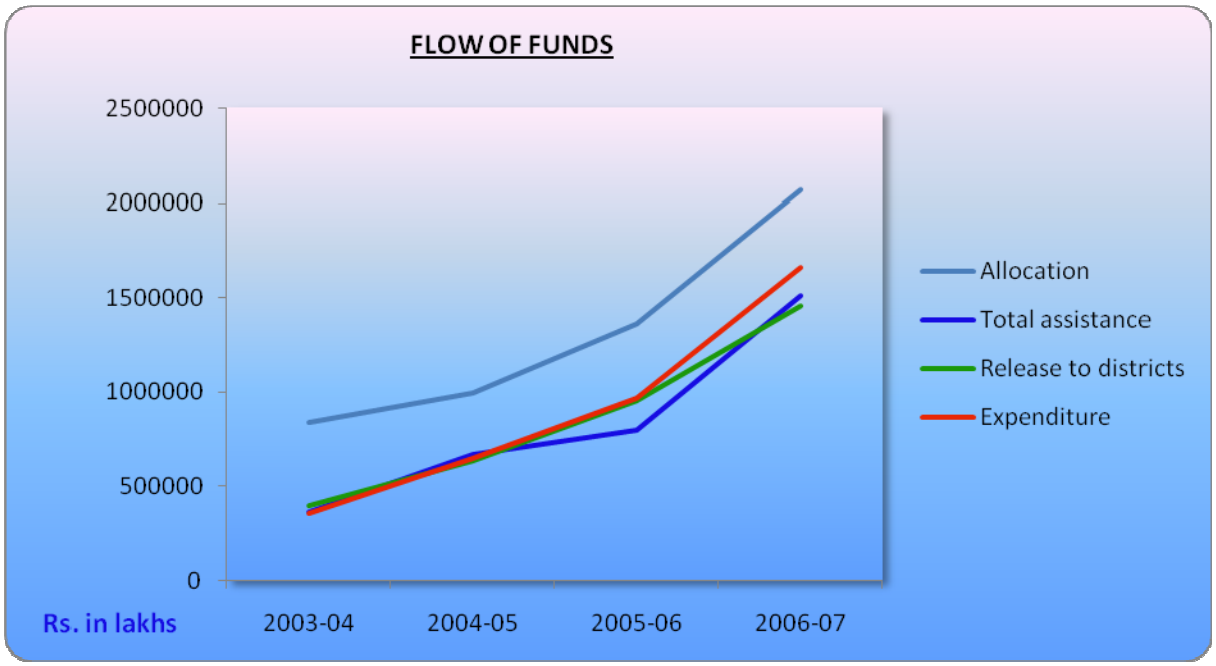
5.7 The utilisation ratio at state level (expenditure to assistance) increased from 98% in 2003-04 to 110% in 2006-07 indicating better absorptive capacity. Expenditures were reported to be higher as unspent balances in the previous years were also utilized. As against 13 states which were able to utilize more than 100 % of the funds (including unspent balances of previous years) in 2003-04,19 states including UTs were able to utilize more than 100% in 2006-07.Thus in terms of the expenditure on available funds, there was an improvement in 2006-07.

Table 5.1 Flow of Funds -All India

Funds	2003-04	2004-05	2005-06	2006-07
Allocation (Rs. lakhs)	837107.84	996586	1359872	2069168.8
Total Assistance (Rs. lakhs)	361390	671530	799181	1511834
Expenditure (Rs. lakhs)*	353415	650361	969377	1663610
% of Total Assistance to Allocation	43.17	67	59	73.06
% of Expn to Total Assistance	98	97	121	110
Disbursements to districts (Rs. lakhs)	394103	633331	956718	1457514
% of Disbursements to Assistance	109	94	120	96.4

*- The expenditure reported is much higher than the M\HRD data of Rs. 27896 crores during the Tenth Five Year Plan.

Chart 5.1 Flow of Funds - All India Data



5.8 States which utilized more than 90% of the allocation in 2006-07 were Arunachal Pradesh, Jammu & Kashmir, Karnataka, Maharashtra, Nagaland and Tripura. Assam, Puducherry and West Bengal reported poor utilization of funds due to delay in receipt of funds possibly on account of late submission of utilization certificates.

5.9 It was observed that Daman Diu, Goa, Gujarat, Kerala and Manipur spent a higher proportion of the funds on quality interventions such as teacher training, innovative activities, teacher grant etc. than other states. Andaman Nicobar Islands, Bihar, Punjab and West Bengal spent 60% of the total expenditure on civil works and maintenance. Chandigarh, Chattisgarh and Puducherry spent more relatively on administration such as MIS and management, community training etc. The expenditure incurred on civil works, quality interventions and administration in all the states is indicated at Annexure 5.3.

Disbursements of Funds to the Districts

5.10 There was an improvement in the flow of funds as districts except Haryana, Himachal Pradesh and Nadia (West Bengal) reported that they received their first installment of funds between April to May as compared to September-December in the early years of SSA. In Himachal Pradesh and Haryana, delays were reported in the receipt of first

instalment (June\July\August) and Nadia district (West Bengal) reported that they received the first installment only in August\September. Though the time gap for transfer from the districts to the blocks was only a month the transfer from the block to the VECs (village education committees)varies with some states making monthly disbursements and some transferring the second installment as late as March.

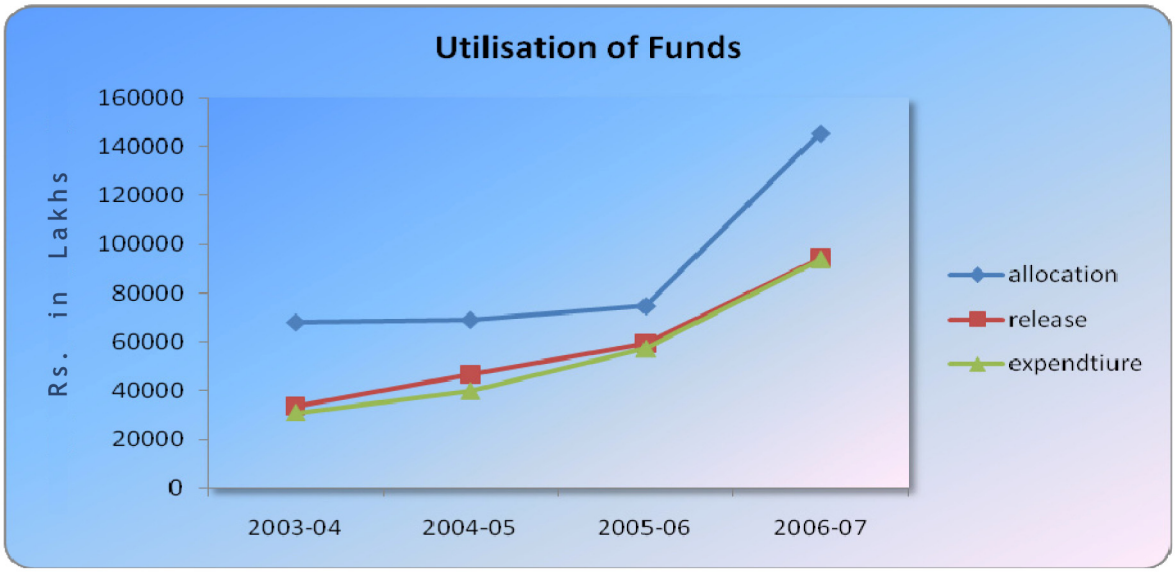
5.11 The disbursements to the districts was not based on any criteria of educational backwardness\low female literacy or higher percentage of socially disadvantaged groups (tribal areas) but on the number of schools, unspent balances, utilization etc., In Andhra Pradesh, Uttar Pradesh and West Bengal, districts with more number of educationally backward blocks were disbursed less funds than other districts with less number of backward blocks. In 2003-04, East Godavari district (Andhra Pradesh) which has only one backward block received Rs 29.5 crores as compared to Chitoor with 20 backward blocks which received Rs. 15.09 crores. Nadia (West Bengal) which has no backward block received Rs.42.04 crores whereas Siliguri which has two backward blocks received Rs.12.2 crores. The low prioritisation for educationally backward areas continued in 2007 though the differences in the allocations between the districts had narrowed. Further, district authorities in Nadia reported that the flow of funds from the State was irregular. Lack of flexibility to the district authorities to reallocate resources between heads was reported from Haryana and Nadia (West Bengal).

Utilisation of Funds at District Level

5.12 Utilization of funds at the district level in the selected samples too improved in 2006-07 as compared to 2003-04. As against fourteen districts which reported expenditure of more than 100% (use of unspent balances), twenty three districts reported expenditures of more than 100% in 2006-07. Further, in comparison to seven districts which spent less than 80% in 2003-2004, only two districts spent less than 80% in 2006-07.

5.13 It was observed that in the selected districts, expenditures matched the funds released and in a few cases, unspent funds, interest earned on deposits were also utilized. Most district authorities did not report any inadequacy of funds except Chitoor and Kurnool in Andhra Pradesh, Jorhat, Kamrup, Morigaon in Assam, Pune in Maharashtra, Karaikal (Puducherry) and Kanyakumari in Tamil Nadu and Nadia, Burdwan in West Bengal. Chart 5.2 depicts the fund flows at the district level in the selected samples.

Chart 5.2 Fund Flow in the selected districts



Expenditure on Interventions

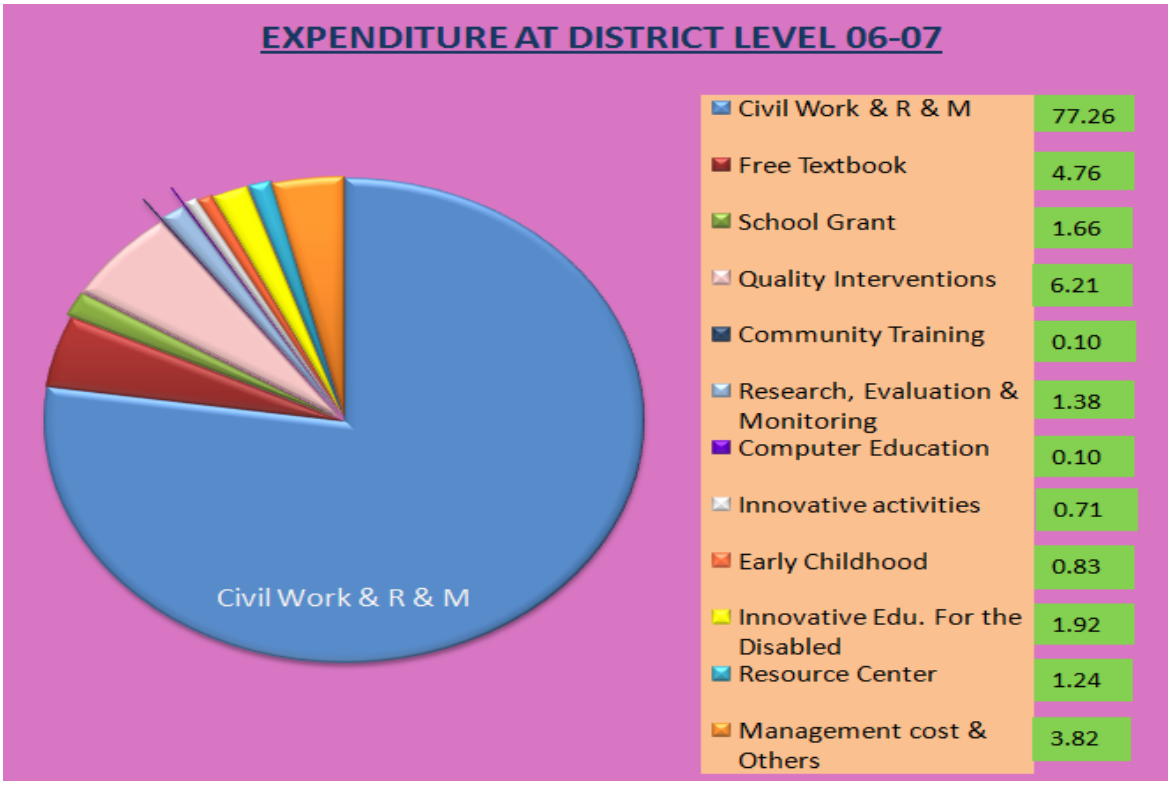
5.14 In terms of utilization of funds against the budgeted outlays (allocation), the maximum share of funds were spent on "Civil Works" and "Repair & Maintenance". The average utilization on these two components relative to allocation was 92% (Table 5.3). Utilisation on computer education (50%), innovative activities for improving quality (54%) and teachers training (67%) were lower indicating that districts were unable to utilize the funds on interventions as planned.

Table 5.3 Expenditures on Major Interventions

Interventions	% of Expenditure to Allocation (2006-07)	% of Expenditure to Released Funds (2006-07)
Civil works	90.3	224.13
Repair & maintenance	96.6	11.91
Teachers grant	85.1	7.11
Free textbooks	70.5	14.54
Teacher learning equipment	89.7	5.22
School Grant	88.4	5.07
Teaching learning material	80.8	3.79
Teachers training	66.5	2.87
Research, Evaluation & monitoring	176.6	4.21
Computer education	49.7	0.31
Innovative activity	53.7	2.17
ECCE	75.3	2.55
IED	71.1	5.87
Block resource centres	69.5	2.14
Cluster resource centres	75.9	1.63
Community training	63.4	0.31
Management costs\Miscellaneous	55.9	5.60
Total	**86.2**	**304.80**

5.15 The share of civil works and repair and maintenance in total expenditures in 2006-07 was 77% as compared to expenditures on Quality interventions (6.21%) comprising teachers' grant, teacher learning material, teachers training and teaching learning equipment. Chart 5.4 indicates the component wise expenditure at district level.

Chart 5.4 Expenditures on Major Interventions (% of Total Expenditure)



School Level Grants and Expenditure

5.16 With the increase in grants, the unevenness in the distribution of funds amongst schools was reduced with more schools provided with grants in 2006-2007. The number of schools that did not receive grants declined from 17% in 2003-04 to 7% in 2006-07 and the funds allocated increased by more than six times. In Andhra Pradesh, primary and upper primary schools continued to receive a fixed amount of Rs. 2000-Rs.3000 per year during the reference period. In Assam, the average amount allocated per school in 2007 was Rs.7000 per year. In Andhra Pradesh and Assam, upper primary schools received almost the same outlays as much as primary schools.

5.17 All Govt. schools are provided with school grants, teacher grants and funds for civil works. More than 95% of the schools were able to utilize completely the grants provided to them except in Bihar, a few in Uttar Pradesh which were unable to utilise the grants as they did not receive it in time or the sanction for work was not available. Govt. aided schools in rented buildings do not receive funds for repair and maintenance. At school level, excluding teacher salaries, the average expenditure incurred per student per year improved from Rs.94 in 2003-04 to Rs.497 in 2006-07. (Table 5.5).Expenditures of more than Rs.500 per student per year were incurred in Assam(Rs.678), Bihar(Rs.910), Haryana(Rs.738), Madhya Pradesh(Rs.663) and Uttar Pradesh(Rs.538). The lowest spending was reported from Andhra Pradesh. The average expenditures in Bihar were higher due to the large expenditures on civil works.

Table-5.5 Indicative average expenditure per student

States\UT	Indicative Average Expenditure per Student (in Rs.)	
	2003	2007
Andhra Pradesh	11	12
Assam	85	678
Bihar	63	910
Chandigarh	44	372
Haryana	428	738
Himachal Pradesh	94	363
Madhya Pradesh	26	663
Rajasthan	111	346
Tamil Nadu	141	245
Uttar Pradesh	81	538
West Bengal	19	282
All states\UT	**94**	**497**

Source: School Level Schedules

5.18 As the expenditures incurred by the sampled schools are funded entirely by the grants of the government (centre and the state),there appears to be a need for improved spending on elementary education in Andhra Pradesh, Chandigarh, Himachal Pradesh, Rajasthan, Tamil Nadu and West Bengal.

Chapter 6

Community Ownership and Role of Development Partners

Community Participation

One of the salient features of the SSA is its emphasis on decentralized implementation. The programme calls for community ownership of school based interventions by involvement of Women's groups, Village Education Committee members, Mother Teacher Associations\Parent Teacher Associations and members of Panchayati Raj institutions.

Activities of Village Education Committees

6.1 The Village Education Committees (VECs) have an essential role in monitoring and supervision of schools, appointment of para teachers, mainstreaming dropouts by carrying out campaigns, generating awareness for improving enrolment besides repair and maintenance of schools. To empower these decentralized bodies funds for upgradation, maintenance, repair of schools and Teaching Learning equipment are transferred to VECs\ equivalent bodies such as School management committees\gram panchayat or any other school level arrangement for decentralized implementation.

6.2 In the selected villages 80% of the VECs were involved in civil work including repair and maintenance related activities in schools (Table 6.1). In Assam, Bihar, Chandigarh, Haryana and Rajasthan VECs were predominantly involved in infrastructure improvement and management of funds. In Chandigarh their functioning is reportedly limited to the issue of grants for school improvement.

6.3 VECs have been effective in improving enrolment and in reducing out of school children by carrying out enrolment drives, organizing awareness campaigns. In Madhya Pradesh, school management committees are involved in implementation of SSA interventions at the grassroot level.

Table 6.1 Activities of VEC (% of VECs)

States\UT	Monitoring & supervision	Appointment of teachers	Infrastructure improvement	Maintenance of record of children enroled in school	Improving enrolment	Reducing out of school children
Andhra Pradesh	91.67	100.00	83.33	16.67	100.00	100.00
Assam	100.00	0.00	100.00	100.00	100.00	100.00
Bihar	100.00	8.33	100.00	0.00	100.00	100.00
Chandigarh	100.00	0.00	100.00	50.00	100.00	100.00
Haryana	87.50	25.00	100.00	50.00	100.00	62.50
Himachal Pradesh	87.50	25.00	87.50	12.50	100.00	37.50
Madhya Pradesh	16.67	8.33	25.00	8.33	83.33	58.33
Rajasthan	0.00	8.33	100.00	100.00	100.00	100.00
Tamil Nadu	91.67	58.33	75.00	100.00	75.00	66.67
Uttar Pradesh	47.06	52.94	64.71	0.00	94.12	64.71
West Bengal	100.00	37.50	75.00	37.50	87.50	75.00
All States\UT	**69.57**	**33.04**	**80.00**	**41.74**	**93.91**	**78.26**

6.4 In monitoring and supervision of schools i.e., monitoring teacher and student absenteeism, availability of books etc., SECs in Madhya Pradesh and VECs in Rajasthan and Uttar Pradesh were the least active compared to the VECs in Assam, Andhra Pradesh, Bihar, Chandigarh, Tamil Nadu and West Bengal.

6.5 To overcome the shortage of teachers VECs were empowered to appoint para teachers. VECs in Andhra Pradesh were the most involved as has been observed in the appointment of para teachers in the schools. Only 8% of the VECs in Bihar and 25% in Himachal Pradesh and Haryana claimed to have appointed teachers.

6.6 Though all schools in Bihar maintain records of children enroled in schools, very few VECs maintain records of fund receipt and utilization. The records of the meetings conducted by VECs indicate that periodicity of the meetings were not fixed(Table 6.2).In Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh, meetings were reportedly held on monthly basis. In Himachal Pradesh and Tamil Nadu, VECs were ineffective as regular meetings were not being held.

Table 6.2 Frequency of meetings held by VECs

States\UT	Frequency of Meetings (%)			
	Monthly	Quarterly\ Half Yearly	Annually	Not Fixed/No Response
Andhra Pradesh	33.3	58.3	0	8.3
Assam	0.0	91.7	0	8.3
Bihar	100	0	0	0
Chandigarh	0.0	100.0	0	0
Haryana	0	50	0	50
Himachal Pradesh	0	25.0	12.5	62.5
Madhya Pradesh	50	16.7	0	33.3
Rajasthan	58.3	41.7	0	0
Tamil Nadu	0	8.30	0	91.7*
Uttar Pradesh	47.10	0	5.9	47.1
West Bengal	37.5	12.5	0	50
All States\UT	**34.8**	**30.4**	**1.7**	**33.0**

In Tamil Nadu it has been reported that though periodicity of meetings is not fixed, they meet as and when necessary.

6.7 The major issues discussed in the meetings pertained to delay in receipt of funds, infrastructure issues pertaining to poor construction of buildings, lack of toilets, furniture in schools, shortage of teachers\ absenteeism, students' attendance and timely availability of books. Table 6.3 indicates some of the issues raised during meetings.

Table 6.3 Major issues discussed in meetings of VEC\SMCs (% of VECs\SMCS)

States\UT	Financial Issues	Infrastructure matters	Teachers Shortage\ absenteeism	Student absenteeism	Students Achievement	Availability of books	Community participation
Andhra Pradesh	8.33	75.00	0.00	8.33	0.00	8.33	33.33
Assam	58.33	91.67	41.67	66.67	50.00	50.00	25.00
Bihar	66.67	75.00	16.67	75.00	66.67	58.33	58.33
Chandigarh	0	0	0	0	0	0	0
Haryana	25.00	0.00	0.00	0.00	12.50	0.00	12.50
Himachal Pradesh	87.50	62.50	37.50	62.50	50.00	37.50	75.00
Madhya Pradesh	83.33	83.33	41.67	66.67	16.67	75.00	83.33
Rajasthan	58.33	83.33	16.67	41.67	16.67	66.67	83.33
Tamil Nadu	83.33	100.00	16.67	25.00	50.00	25.00	75.00
Uttar Pradesh	70.59	76.47	11.76	47.06	52.94	23.53	41.18
West Bengal	37.50	62.50	0.00	12.50	25.00	0.00	37.50
All States\UT	58.26	73.04	18.26	41.74	34.78	35.65	52.17

6.8 All the village committees in Tamil Nadu were most concerned about infrastructure issues such as shortage of classrooms, drinking water and toilet facilities in schools. Inadequate funds and\or delay in receipt of funds were major issues in the village meetings in Himachal Pradesh, Madhya Pradesh and Tamil Nadu, student absenteeism a major concern in Assam, Bihar, Madhya Pradesh, Rajasthan and Uttar Pradesh, whereas teachers shortage\absenteeism were major matters in Assam and Madhya Pradesh. Since fund matters is the predominant issue in VECs meetings, quarterly disbursements from the block to the VECs may need to be considered. VECs also need to be provided with funds for appointment of para teachers, sweepers\security staff in schools.

6.9 The capacity building of VEC members is undertaken by the block resource centres as they are the vital intermediaries between the schools and the implementing agencies. The VEC members are sensitized about interventions under SSA, on their role as development partners, organization of mobilization campaigns, school management, civil works etc., to improve their participation in the school ownership system. The training is provided to eight to ten community and women members of the VEC for a period of two\three days in a year (Table 6.4).The majority of the members in Assam, Bihar, Rajasthan and Tamil Nadu underwent training.

6.10 Assam, Himachal Pradesh, Madhya Pradesh and Rajasthan spent more than 95% of the allocation on training for community members in 2006-07. Chandigarh spent less than 16%, though training was not conducted for any of the members in the selected villages. Bihar could utilize only 56% while Uttar Pradesh spent 89% of its allocation. The fact that few schools in the selected villages (except in Assam and Himachal Pradesh) displayed the receipt of funds or attendance of teachers on the notice board and the non maintenance of records suggests that the training of VEC members fell short of inculcating a sense of responsibility and ownership which needs to be strengthened through involvement of parents and awareness generation through NGOs.

6.11 VECs in turn impart training to parents\mothers\community leaders over a period of one or two days for 7-10 members every year (Table 6.4). None of the VECs had imparted any training to its members in Chandigarh and Rajasthan.

Table 6.4 Training of Community Members

States\UT	% of VECs whose Members Underwent Training	% of VECs that have Imparted Training to Community Members	Expenditure Incurred as % of Allocation on Community Training (2007)
Andhra Pradesh	75.0	83	59.0
Assam	91.6	40	285.4*
Bihar	83.3	83	55.9
Chandigarh	0.0	0	15.6
Haryana	75.0	37	67.2
Himachal Pradesh	50.0	50	96.9
Madhya Pradesh	33.3	42	100
Rajasthan	83.3	0	109.4
Tamil Nadu	83.3	92	92.3
Uttar Pradesh	41.8	42	89.0
West Bengal	37.5	37	87.4
All States\UT	**64.3**	**49.5**	**100.84**

***Funds spent on additional programs such as Meena Manch for SC\ST and Tea garden children.**

Parents Teachers Associations

6.12 Parents Teachers Associations, the primary stakeholders can play a prominent role in the overall governance of school education. However, only 50% of the parents were aware of PTA\ MTAs in schools (Table 6.5). Even though parents were regular visitors to the schools as none of the schools display the list of members of PTAs, awareness regarding the existence of these associations was poor except in Andhra Pradesh, Bihar, Madhya Pradesh, Tamil Nadu and West Bengal. In these states, parents were reported to be involved in supervision of meals and provided assistance in teaching.

Table 6.5 Parents' responses on PTA and SSA

States	Aware of PTA (%)	Members of PTAs (%)	Willing to become Members of PTA (%)	Aware of SSA (%)	% of Parents who recalled Enrolment Drives in the recent times in the Village
Andhra Pradesh	62.5	20.0	60.8	60.8	82.5
Assam	55.8	9.17	90.8	90.8	91.6
Bihar	85.0	26.7	80.8	80.8	16.7
Chandigarh	25.0	10.0	45.0	45.0	55.0
Haryana	22.5	5.0	41.4	41.4	40.0
Himachal Pradesh	40.0	17.1	36.2	36.2	41.3
Madhya Pradesh	60.0	33.8	44.6	44.6	18.5
Rajasthan	43.3	9.2	33.3	33.3	1.6
Tamil Nadu	77.5	25.0	96.7	96.7	50.0
Uttar Pradesh	7.6	2.4	18.2	18.2	24.7
West Bengal	60.0	15.0	58.7	58.7	15.0
All States	**50.3**	**16.2**	**55.4**	**55.4**	**38.4**

6.13 In Uttar Pradesh, fewer parents were aware of PTAs\SSA and were not inclined in becoming members of the PTAs. In Chandigarh and Haryana too, the awareness of PTA and SSA was lower than in other states. States in which parents reported lower awareness of PTAs also reported poor awareness of SSA interventions.

6.14 Awareness regarding SSA interventions were better in Assam and Tamil Nadu which probably led to the lower incidence of out of school children. In Bihar, even though awareness of PTA\SSA was reported to be high, enrolment drives had not been conducted in the recent years. In Rajasthan, Madhya Pradesh and West Bengal too, fewer parents could recall that enrolment drives had been conducted. With average awareness about PTA and SSA being only 50% and 55% respectively and membership being as low as 16%, PTAs need to be made more effective. VECs in these states must make efforts to conduct awareness campaigns as well as organise enrolment drives for out of school children.

6.15 In terms of the involvement of the community, the participation of VECs is apparently far better than the involvement of parents associations across most states. In Assam and Bihar, parents as well as the VECs were actively involved in school affairs whereas in Chandigarh, Haryana, Himachal Pradesh, Rajasthan and Uttar Pradesh, the involvement of parents in school activities needs to be encouraged.

Best Practices

In Karnataka, it is reported that School Management committees have been constituted with student representatives on the committees. The SMCs have also been provided training at the nearest Cluster Resource Centers. Teachers have been made accountable as each teacher adopts 80 households in the school catchment area to monitor the progress of the school going children in their adopted households.
In Haryana, the Village Education Committees which ensure no out of school children in their villages are motivated through trophies\ mementos.

Participation by NGOs

6.16 The involvement of NGOs at the grassroots level has been crucial for extending the reach of the interventions specifically in the area of inclusive education for disabled by supporting initiatives for identification, medical\health check up camps, home education, sensitizing teachers as also to schools in providing assistance in

teaching, quality improvement techniques, material supplies, teaching aids and assessing student performance. NGOs were involved in implementation of SSA in all the selected districts except Baran, Goalpara, Jalore, Kanpur Dehat, Munger, Muzaffarpur and Morigaon. AIE centres were operated by NGOs in Haryana, Madhya Pradesh, Maharashtra, Tamil Nadu and West Bengal. Andhra Pradesh has encouraged some industrial houses and well known NGOs' to adopt schools, in setting up of EGS\AIE centres for mainstreaming dropouts and providing computer education Annexure 6.1 indicates some of the activities undertaken by NGOs in the districts.

Block and Cluster Resource Centres

6.17 The Block resource centres have been set up in every block headquarter to provide teacher assistance, organising seminars and teacher training, syllabus designing, distribution of textbooks, monitor the performance of the schools, receive funds from the district authorities and distribute it amongst schools. Block resource centres were functional in all blocks except in Mayong and Kapili (Assam).In Khoribari, (West Bengal), the BRC (CLRC) was reported to be non functional with the VECs receiving the funds directly from the district authorities.

6.18 Cluster resource centres have been set up at the sub block levels. However 77% of the block resource centres and 45% of the cluster resource centres were located more than 3 kilometres from the schools. Andhra Pradesh, Bihar and Rajasthan had the most number of CRCs located at far distances from the schools.(Table 6.6).

Table 6.6 Effectiveness of BRCs\ CRCs

States\UT	Awareness of BRCs\CRCs (% of respondents)		Distance from the School			Academic guidance (%)		Financial Support (%)		Average number of schools for each CRC*
			BRCs	CRCs		BRCs	CRCs	BRCs	CRCs	
	BRCs	CRCs	>3 km	Within 3 km	>3 km					
Andhra Pradesh	100	100	100	12	88	88	88	88	42	13
Assam	96	88	75	42	58	67	63	79	42	44
Bihar	100	92	92	40	60	80	76	32	24	18
Chandigarh	100	67	100	33	67	100	67	0	0	14
Haryana	100	100	79	43	57	100	100	100	100	20
Himachal Pradesh	92	69	54	54	46	85	69	46	15	4
Madhya Pradesh	100	100	67	56	44	89	94	83	61	18
Rajasthan	100	89	79	42	58	100	79	58	5	26
Tamil Nadu	90	97	73	67	33	73	73	57	33	13
Uttar Pradesh	100	100	72	91	9	84	78	47	22	21
West Bengal	100	100	60	95	5	100	100	0	0	22
All States\UT	**98**	**94**	**77**	**55**	**45**	**85**	**81**	**57**	**32**	**18**

Responses of the school authorities, * calculated figures.

6.19 All the respondents were aware of the existence of BRCs and CRCs in Andhra Pradesh, Haryana, Madhya Pradesh, Uttar Pradesh and West Bengal. The coordination between CRCs and school headmasters was weak in Assam, Chandigarh and Himachal Pradesh. In Assam, too many schools in the catchment area of each CRC impacted effective academic guidance, in Chandigarh, most CRCs were located at far distances. In Himachal Pradesh, though there were more number of CRCs, the school headmasters reported that there had been no visits of BRC or CRC members in several years as the Block Education officers had dual responsibilities of the implementation of SSA as well as state schemes. While Block resource centre officials mentioned that they held monthly meetings there was no system of maintaining records of visits of BRCs\CRCs to schools. The functioning of the BRCs was reportedly better than the CRCs in most blocks.

6.20 Staff constraints (Himachal Pradesh, West Bengal), poor infrastructure (Chandigarh, Siliguri), a tight budget for contingency funds and the distance from the schools results in weak linkages in monitoring and supervision. Duties and performance indicators for cluster resource centre personnel should also be clearly specified so as to ensure statutory accountability. CRCs need to be revitalized for providing academic support, guidance in the preparation of TLMs, monitoring quality and teacher and student attendance.

Monitoring Systems

6.21 The monitoring systems under SSA envisage the constitution of state level, district level and block level monitoring committees. State level monitoring committees have been constituted in all states except in Goa, Jammu and Kashmir, Meghalaya, Nagaland, Orissa, Sikkim, Uttar Pradesh and in UTs such as Chandigarh, Dadra and Nagar haveli, Lakshadweep and Puducherry. The state teams were reportedly meeting regularly and involved in monitoring the implementation of all SSA interventions and civil works. The monitoring team in Rajasthan had also carried out inspection of schools.

6.22 District level monitoring teams had been constituted in all the districts but the norms governing the composition of teams, their functions and frequency of visits were not clear. The main activity of most district teams were monitoring schools(Table 6.7).School mapping was carried out only in one district of Assam, one in Uttar Pradesh and

in all the districts in Tamil Nadu. As most district educational officers hold multiple charges (SSA as well as other state schemes), there is lack of time and attention to SSA interventions. All the district teams in Tamil Nadu were reported to be effective.

Table 6.7 Effectiveness of the District Level Monitoring teams

States\UT	Number of districts with DEO holding Additional charge	Monitoring Schools	Classroom Observation	School Mapping	Learning Achievement of Children	Fund Related Issues	Management Issues	Civil Work	Meal Issues
Andhra Pradesh n=3	1	3	1		2		3		
Assam n=3	2	3		1					
Bihar n=3	3	2	1				1		
Chandigarh n=1	1	1							
Haryana n=2	2	2	2		1		1		
Himachal Pradesh n=2	2	2			1	1	1	1	2
Madhya Pradesh n=3	2	3	2				1		3
Rajasthan n=3	3	3	1			1	2	1	
Tamil Nadu n=3	0	3	3	3	3				
Uttar Pradesh n=4	1	4	1	1	1			2	
West Bengal n=2	1	2						1	
Avg (All states) N=29	**18**	**28**	**11**	**5**	**8**	**2**	**9**	**5**	**5**

N=number of districts. Multiple responses of the district monitoring teams.

6.23 In thirteen districts (44%), meetings were reported to be conducted on monthly basis, fortnightly meetings were reported to be conducted in

six districts, weekly meetings in six other districts, only quarterly in Baran district and on half yearly basis in Ujjain and Mahendragarh.

6.24 Block level teams had been constituted in all blocks except Mahendragarh (Haryana), Chamba and Baijhari (Himachal Pradesh), Ater, Thandla and Alirajpur (Madhya Pradesh) and in Haringhata(one of the two blocks), Matigara and Khoribari (West Bengal).The frequency of meetings\monitoring of activities was claimed to be rather regular with 55% of the monitoring teams meeting on monthly basis(Table 6.8).While there were no NGOs assisting monitoring teams in Andhra Pradesh, in Chandigarh and in Tamil Nadu they were involved in monitoring in the selected districts.

Table 6.8 Frequency of Meetings of Block level Monitoring Teams

States\UT	Number of Blocks	Number of Block Monitoring Teams	Frequency of Visits of Block Monitoring Teams to Schools					Participation of NGOs in Monitoring*
			Weekly	Fortnightly	Monthly	Half yearly	Yearly	
Andhra Pradesh	6	6		2	4			0
Assam	6	6	2		4			1
Bihar	6	6		1	3	1	1	4
Chandigarh	1	1			1			1
Haryana	4	3		1	2			3
Himachal Pradesh	4	2			1	1		3
Madhya Pradesh	6	3			3			1
Rajasthan	6	6	1	1	4			3
Tamil Nadu	6	6		6				6
Uttar Pradesh	8	8	4		4			4
West Bengal	5	2			1	1		4
All States\UT	**58**	**49**	**7 (14.3%)**	**11**	**27 (55%)**	**3**	**1**	**30**

*** Number of blocks**

6.25 Community participation and parents' involvement are vital for effecting better linkages with support centres. Monitoring activities (school mapping and achievement) of district level monitoring teams need to be strengthened.

Chapter 7

Urban Findings

For the purpose of assessing the implementation of SSA in towns, urban samples were also selected.

Selection Criteria

7.2 From each zone, one state with highest slum population was selected and two towns were selected from that state. Two towns from Puducherry (UT) were also selected. Two slums were selected from each selected town. Though 12 towns and 24 slums were selected from five states and one UT for the study, however 13 towns and 22 slums were actually canvassed. The names of the selected states \ towns is indicated in Table 7.1.

Table 7.1 Name of selected States\UT, Towns and Districts (urban samples)

Zone	States	Selected Towns (Districts)
North	Uttar Pradesh	Agra & Kanpur City (Kanpur Nagar, Agra)
West	Maharashtra	Navi Mumbai & Pune (Thane & Pune)
East	West Bengal	Kolkata & Raniganj (Kolkata & Burdwan)
South	Andhra Pradesh	Yemmiganur, Hyderabad & Secunderabad (Kurnool & Hyderabad)
North East	Assam	Jorhat & Guwahati urban(Jorhat & Kamrup)
UT	Puducherry	Karaikal and Ozhukarai (Karaikal and Puducherry)

Accessibility

7.3 Though 93% of children in slums access neighborhood elementary schools which are within walking distance (1 km) from the slum more than half do not have access to schools within slums. A few children in Hyderabad and Navi Mumbai travel more than 1 km from their slums to reach their schools. Table 7.2 indicates the accessibility to schools by distance and management.

Table-7.2 Accessibility and availability of Schools in Urban Slum Areas

States\UT	Accessibility to Schools by Distance (%) Student Responses			Availability of Schools (% of Schools) by Management			
	Within slum	< 1 km	1-3 km	Govt.	Govt. aided	Local body	Private
Andhra Pradesh	37.5	50	12.5	66	0	22	12
Assam	50	50	0	25	0	50	25
Maharashtra	0	75	25	0	23	42	35
Puducherry	50	50	0	100	0	0	0
Uttar Pradesh	100	0	0	100	0	0	0
West Bengal	25	75	0	25	75	0	0
All States\UT	**46.4**	**46.4**	**7.1**	**31**	**16**	**31**	**22**

7.4 The Government, Government aided and schools under the management of the town local body (Municipal Corporation) constitute around 78% of the educational facilities in urban slum areas. In towns of Karaikal and Ozhukarai in Puducherry and in Agra and Kanpur Nagar in Uttar Pradesh, Government schools were predominant whereas in towns of Hyderabad and Yemmiganur in Andhra Pradesh, Jorhat in Assam, Pune and Navi Mumbai in Maharashtra, there were schools under the management of the municipal corporation. In Kolkata and Burdwan, there was a predominance of Govt. aided schools.

Underserved Slums

7.5 In terms of accessibility to upper primary schools, students in slums were able to access upper primary schools in their neighborhood in Hyderabad and Yemmiganur (Andhra Pradesh) as well as in Pune and Navi Mumbai (Maharashtra). In Assam and Puducherry, upper primary schools were available in only one of the four slums (Table 7.3).In West Bengal, it was reported that none of the slums canvassed had upper primary schools in their neighborhood. It was also observed that except in Andhra Pradesh and Maharashtra, no new schools were opened for slum children within the last ten years. Except Andhra Pradesh and Maharashtra, the urban slums are underserved in terms of the availability of upper primary schools in close proximity to the slums.

Table 7.3 Accessibility to Upper Primary Schools

States\UT	Number of Schools more than 20 Years old.	Number of Schools Opened within the last 10 years.	Number of Slums without Upper Primary Schools
Andhra Pradesh	4 (50%)	3 (37.5%)	0
Assam	4 (100%)	-	1
Maharashtra	1 (25%)	1 (25%)	0
Puducherry	4 (100%)	-	3
Uttar Pradesh	3 (75%)	-	1
West Bengal	4 (100%)	-	4
All States\UT	**20 (71.4%)**	**4 (14.2%)**	**9 (40.9%)**

A few schools (14.2%) are between 10-20 years old.

Enrolment and Attendance

7.6 Despite the presence of private schools, enrolment in Government schools and schools operated by Municipal corporations (local governing bodies) increased substantially by 18% (Table 7.4) especially in Andhra Pradesh and Maharashtra. Enrolment also improved in West Bengal in Govt. and Govt. aided schools. Free books, midday meals and availability of multilingual schools in towns as in Maharashtra contributed to improved enrolment ratios.

Table 7.4 Enrolment and Student Attendance Rates

States \UT	% Difference in Enrolment (2007 as Compared to 2003)	Student Attendance Rates (% of Schools)				% of Schools with Midday Meals
		90-100%	75-90%	45-75%	<45%	
Andhra Pradesh n=8	16.7	87.5	12.5	-	-	100
Assam n=4	1.1	50	-	50	-	50
Maharashtra n=4	41.6	50	-	50	-	100
Puducherry n=4	-20.0	100	-	-	-	100
Uttar Pradesh n=4	-11.0	-	50	25	25	100
West Bengal n=4	43.5	-	50	50	-	75
All States\UT n=28	17.9	53.5	14.2	25	3.57	89.2

N= Number of schools. Gross enrolment ratios could not be calculated as child population data for 2003 was not available.

7.7 In the selected schools, 68% of the schools reported student attendance of more than 75%. Student absenteeism was high in Uttar Pradesh while all schools in Puducherry reported 100% attendance. The reasons for absenteeism in schools in Maharashtra, Uttar Pradesh and West Bengal were "work at home", ill health and taking care of siblings.

Out of School Children

7.8 The largest number of out of school children were in the slum households in Pune, Kanpur, Agra and Kolkata. In the selected samples, 20% of the slum households had children who were out of school (Table 7.5). The poor economic condition of the migrants, lack of parental attention, use of child labour in households and commercial establishments were the main causes for children remaining out of school.

Table 7.5 Dropouts and Out of School Children in Slums

States\UT	HHs with OOSc (nos)	Number of Dropout /(OOsc)	No of Dropouts\OOSC Belonging to			Female Dropouts/ OOSC (%)	Schools having Pre Primary Sections (%)
			SC/ ST	OBC	General		
Andhra Pradesh N=40	2	2	1	1	0	50	13
Assam N=40	0	0	0	0	0	0	50
Maharashtra N=40	47.5	30	15	1	14	70	100
Puducherry N=40	0	0	0	0	0	0	100
Uttar Pradesh N=40	50	33	28	4	1	52.1	0
West Bengal N=40	20	12	1	0	11	40	25
All States\UT N=240	**49 (20.4%)**	**77**	**45 (58%)**	**6**	**26**	**57.5**	**42**

N=number of households surveyed in slum areas

7.9 More than half of the out of school children belong to socially disadvantaged groups(SC\STs).While Uttar Pradesh had the majority of out of school children in the selected samples, 70% of these children in

Maharashtra were girls. It is observed that pre-primary sections in primary schools were non existent in Uttar Pradesh or few in Andhra Pradesh and West Bengal. Better availability of pre-primary sections\upper primary schools\NPEGEL schools within the neighborhood of the slums could lead to a significant reduction in the number of girls dropping out of schools.

7.10 Financial incentives and uniforms need to be provided to slum children to improve enrolment. 84% of the out of school children were willing to attend schools and their expectations were free uniforms, textbooks and scholarships. Greater awareness needs to be generated as 55% of the parents were unaware of SSA interventions (Table7.20).

Best Practices

PAHAL- It is an innovative programme by state government of Uttarakhand to provide school education to children of rag pickers, scavengers, orphans etc., in the slums in three districts of the state. It is implemented through PPP mode under SSA. The private school\school where the children are enrolled is paid Rs.3000/- per child and internal monitoring of enrolment, attendance and achievement level of these children is carried out by CRC, BRC, etc.

Gender and Social Gaps

7.11 There was a substantial improvement in enrolment of girls resulting in gender parity ratio of 0.82 in 2007(Table7.6). While Assam and Puducherry achieved gender parity, Andhra Pradesh and Maharashtra reported a significant rise in enrolment of girls resulting in improved gender parity ratios.

Table 7.6 Share of enrolment of Girls \ SC &STs and CWSN

States\UT	% Enrolment of Girls		% Enrolment of SC/ST Children		% of CWSN	
	2003	2007	2003	2007	2003	2007
Andhra Pradesh	45.9	48.5	36.8	27.0	0.01	0.01*
Assam	50.5	50.8	33.5	30.3	0.29	0.13
Maharashtra	30.6	40.4	22.0	33.2	6.54	3.90
Puducherry	49.8	49.7	32.6	32.5	2.06	1.85
Uttar Pradesh	51.0	46.1	36.8	39.7	NA	NA
West Bengal	51.9	45.5	22.3	17.1	1.95	1.04
All States\UT	**42.4**	**45.1**	**30.1**	**30.3**		

Data on girls and SC\ST from School Level Schedules: Data on CWSN from Town Level Schedules
*Data on CWSN available only for Yemmiganur.

7.12 The share of socially disadvantaged groups in school enrolment remained stagnant (30%) with large variations between states. In Maharashtra, the improvement in overall enrolment resulted in improved gender and social parity ratio. In West Bengal, overall enrolment increased by 43%, but share of girls' enrolment and of SC\STs declined and in Uttar Pradesh, the decline in enrolment also resulted in decline in gender parity.

7.13 The share of differently abled children in school enrolment declined. Slum schools in Assam, Puducherry and Uttar Pradesh reportedly did not provide any incentives to students and there were no ramps in schools (Table 7.7). Only a few schools had individualised education plans or had provided incentives. In Uttar Pradesh, though it was claimed that funds had been spent on IED, it was reported that none of the disabled children had received any incentives in the selected schools.

Table 7.7 Incentives for CWSN

States\UT	(%) Schools with Disabled Children	(%) Schools in which IEP has been Prepared	(%) Schools in which Incentives are Provided	(%) of Expenditure of Allocation (06-07) on IED
Andhra Pradesh	62.5	20	60	46.84
Assam	25	0	0	68.40
Maharashtra	75	0	100	96.11
Puducherry	50	0	0	56.93
Uttar Pradesh	25	0	0	NA
West Bengal	50	50	0	82.22
All States\UT	**50**	**14.3**	**42.8**	

Allocation data not available in Uttar Pradesh

Infrastructural Facilities

7.14 The availability of infrastructure in urban slum schools indicates (Table7.8) that though 93% of the schools were located in pucca (all weather) buildings, these are often in rented premises and do not receive repair & maintenance grant. In Assam and West Bengal, only 50% of the schools had boundary walls. Thefts of fans and roof (asbestos sheets) were reported from one of the schools in Navi Mumbai and use of school toilets by slum people from Yemmiganur. Few schools had facilities for playground but limited space for activities within the classrooms. The

limited area in the schools leaves no scope for construction of ramps to make schools disabled friendly.

Table 7.8 Infrastructural Facilities (% of Schools)

States \UT	With Pucca Building	With Boundary Wall	With 1-3 Class-Rooms	With Drinking Water	With Common Toilet	With Toilet for Girls	with Electricity	With Computer Centre	With Black Board	With TLMs
Andhra Pradesh	87.5	62.5	12	62.5	75	12.5	87.5	12.5	100	100
Assam	100	50	75	100	100	25	75	0	100	100
Maharashtra	100	75	0	100	100	100	100	75	100	75
Puducherry	75	75	50	100	100	100	100	25	100	100
Uttar Pradesh	100	75	25	75	50	25	50	0	100	100
West Bengal	100	50	25	75	75	0	100	0	100	75
All States\UT	**93**	**64**	**29**	**82**	**82**	**39.2**	**85.7**	**62**	**100**	**93**

7.15 Drinking water facilities were available in 82% of the schools except some schools in Yemmiganur (Andhra Pradesh),in Kolkata (West Bengal) and due to non functional handpumps in Uttar Pradesh. Water from stored containers were provided in Andhra Pradesh and Puducherry, from tubewells in Jorhat and handpumps in Kanpur and Agra. Though toilets were available in 82% of the schools, separate toilets for girls were available in only 40% of the schools. None of the selected schools in West Bengal had toilets for girls. The sanitation facilities in urban slum schools were in neglect and funds for maintenance need to be provided to improve school environment.

7.16 In 86% of urban slum schools electricity was available. Though all the selected slum schools in Maharashtra, Puducherry and West Bengal had electricity in schools, computers were not provided to any of the schools in West Bengal and were available in only one school in Puducherry and three schools in Maharashtra. Annexure 7.1 indicates some of the important indicators in rural and urban schools.

School Indicators

7.17 As per computed pupil teacher ratio (Table7.9),57% of the schools had PTR ratios of less than 40. In Uttar Pradesh, it was reported that two government primary schools had PTR ratios of 70 and 107.

Table 7.9 School and Teacher Indicators

States\UT	% Schools with PTR<40	% Schools with graduate teachers	% Schools with Multigrade classes	% of Female teachers	% of SC/ST teachers	Average number of teachers per school	% of Teacher Vacancy positions	% of Teachers appointed under SSA.
Andhra Pradesh	50	46	75	40	44.1	5.7	4.3	58.6
Assam	100	52	25	48	12.0	6.5	3.8	38.4
Maharashtra	0	27	0	37.5	7.8	16.0	1.5	1.5
Puducherry*	100	11	0	50	22.2	11.2	2.2	6.6
Uttar Pradesh	25	25	75	41	0	4.7	68.4	21.1
West Bengal*	50	52	50	47	4.8	3.7	40.9	9.1
All States\UT	**57.5**	**36**	**32**	**44**	**20.8**	**7.7**	**12.1**	**21.2**

* Primary schools only.

7.18 The increase in enrolment led to high PTR ratios in all the schools in Maharashtra. Though all schools had upper primary sections, they operate in double shifts resulting in few or no multigrade classes. The enrolment in schools in Andhra Pradesh too improved substantially, PTRs were high (50% of the schools have PTRs of more than 40) and as some schools have few classrooms (1-3 classrooms), 75% of the schools had multi-grade classes. Primary schools in West Bengal too had multi-grade classes. In Uttar Pradesh, PTRs were very high despite the fact that para teachers had been appointed under SSA. To improve PTR ratios, teachers need to be appointed and schools should operate double shifts. Teachers should be trained in multi-graded teaching techniques to improve the quality of education in these schools.

7.19 Teacher vacancy positions in 2007 (during the period of canvassing), were high in Uttar Pradesh and West Bengal as recruitment of new teachers had not taken place for several years in these states. However under SSA, para teachers were appointed in all schools. In the urban towns in Andhra Pradesh, more para teachers had been appointed than in other towns.

7.20 The proportion of female teachers in Puducherry was closest to the desirable norm of 50% of female teachers in schools. In Andhra Pradesh and Maharashtra, share of girls' enrolment increased despite the low proportion of female teachers in schools.

7.21 Schools in Puducherry, Maharashtra and Uttar Pradesh had fewer graduate teachers which reflects the lack of interest amongst qualified people to take up teaching jobs in government schools. However teacher availability position was better in Puducherry and Maharashtra, with an average of 11 and 16 teachers per school respectively.

7.22 In service teacher training and induction training had been organized by the town authorities. In Maharashtra only 74 % of the teachers were provided in service training whereas in Puducherry 90.1 % of the teachers had attended in service training.

7.23 In 75% of the schools, teachers were involved in non teaching activities such as census survey and election duties (Table7.10).In Assam, fewer teachers were involved with non teaching activities and were among the most satisfied with their level of salaries. In Maharashtra and Uttar Pradesh, teachers in all the schools were engaged in non teaching activities, the least interested in performing non teaching activities and among the least satisfied. In Puducherry, though teachers were involved in non teaching activities, 50% of the schools reported that teachers were consulted in curriculum design. In general, teachers who are not assigned any non teaching activity or are consulted in preparation of school education plans can be expected to report higher levels of satisfaction. Higher motivation level of teachers can contribute to improvement in the quality of teaching.

Table 7.10 Teachers responses to non teaching activities and motivation levels.

States\UT	% of Schools with Teachers Involved in Non Teaching Activities	% of Schools with Teachers not Interested in non Teaching Activity.	% of Schools in which Teachers are Consulted in Curriculum Design	% of Schools with Teachers Satisfied with Salaries
Andhra Pradesh	62.5	75	37.5	12.5
Assam	25.0	0	25.0	75.0
Maharashtra	100	100	0.0	25.0
Puducherry	100	0	50.0	100.0
Uttar Pradesh	100	100	25.0	50.0
West Bengal	75	75	25.0	50.0
All states \UT	**75**	**76.2**	**28.6**	**46.4**

Responses of the school headmasters\senior teachers

Teaching Learning Material and Incentives

7.24 All Girl students and SC\ST children were provided free textbooks. (Table7.11) Other non eligible children were provided free textbooks from state grants or through book banks. 98% of the students received their textbooks in the beginning of the session and with some delays in Andhra Pradesh and Maharashtra reportedly due to the unanticipated increase in enrolment in these states.

Table 7.11 Student responses on incentives and use of teaching tools

States \UT	% Students Receiving Textbooks at start of Session	% Students Reporting Library Facilities in Schools & (use%)	% Students Reporting use of TLMs by Teachers	% Students Reporting use of Blackboard by Teachers	% of Schools Providing Scholarships
Andhra Pradesh	98	100 (71%)	98	100	12.5
Assam	100	25.8 (25%)	96	100	0.0
Maharashtra	84.3	100 (16%)	96	100	25.0
Puducherry	100	75 (0)	100	100	100.0
Uttar Pradesh	100	3.1 (0)	66	100	75.0
West Bengal	100	25.8 (0)	74	96.8	0.0
All States \UT	**97.6**	**66.5 (35.6%)**	**91**	**99.6**	**32.1**

7.25 Teaching Learning materials were available in 93% of the urban slum schools. Only one school in Navi Mumbai and one school in Kolkata did not have any TLMs. As per students perception, 91% reported that TLMs were used frequently by the teachers. TLMs were frequently used for teaching by teachers in Puducherry and the least utilized in Uttar Pradesh.

7.26 Though 66% of the schools had libraries, only 35% of the students were utilising them. Reading habits were better amongst students in Andhra Pradesh as 71% of the students made use of the libraries. In Puducherry, 75% of the schools had library facilities but were not utilised by the students. Earmarking of funds for purchase of library books and greater access to libraries can improve reading habits.

7.27 Incentives in the form of scholarships were provided to SC\ST girls in Puducherry and Uttar Pradesh and to meritorious SC\ST girl students in Navi Mumbai. Midday meals were provided to all students in all schools except two schools in Assam and one school in Kolkata. The

Education department in Puducherry was reportedly providing breakfast, noon meal, note books, uniforms, raincoats, stationery to students to improve retention.

7.28 Students reported that teachers were regular, though in Uttar Pradesh and West Bengal the percentages were lower than the overall average (Table7.12). All the students in Puducherry, 18.7% of students in Uttar Pradesh and 3.23% in West Bengal also reported being physically punished by their teachers frequently.

Table 7.12 Student Responses on Teacher Attendance and Punishment

Student Responses (%)	Andhra Pradesh	Assam	Maharashtra	Puducherry	Uttar Pradesh	West Bengal	All states\ UT
Teachers Attend School Regularly	98.9	100	100	100	93.7	80.6	96.4
Physically Punished by Teachers Frequently	0	0	0	100	18.7	3.23	15.35

Learning Achievement

7.29 In the selected schools, the percentage of children who had been retained in classes I and II was high except Uttar Pradesh (Table7.13), though it was reported in West Bengal that the state follows a policy of no detention in primary classes, children had been retained in primary classes in urban schools. Since most of the slum children are first generation learners with poor educational backgrounds, a no failure policy can provide a supportive learning environment and improve retention.

Table 7.13 Performance of Children in Classes I & II

States \UT	Pass Percentage (%)	Failed (%)	Not Appeared (%)
Andhra Pradesh	92.57	7.43	0
Assam	91.36	4.94	3.7
Maharashtra	89.13	10.87	0
Puducherry	95.15	4.85	0
Uttar Pradesh	95.58	0	4.42
West Bengal	80.89	17.45	1.66
All States \UT	**90.19**	**9.16**	**0.65**

7.30 Primary and upper primary students in the selected schools were tested in verbal, reading and writing skills in English, Local language, and Arithmetic. In tests of verbal ability (Table 7.14), the performance of children in primary classes (Class II) to narrate numbers, English alphabets and local language alphabets was better than their rural counterparts. 65% of the students were able to narrate English alphabets correctly, 80% could narrate the alphabets in local language correctly and 95% of the students could narrate numbers 1-20 in the local language completely.

7.31 The performance of students of class II in reading tests (Table7.14) in local language revealed that 58% were able to read more than 80% of the words correctly. In English only 7% were able to read more than 80% words correctly and 88% were able to identify numbers correctly. State wise performance in local language reading tests revealed better performance by students in Puducherry (100%) and Maharashtra (69%). In identification of numbers, the performance was better in Assam (100%), Maharashtra (94%), Puducherry (93%) and Andhra Pradesh (92%).

Table 7.14. Performance of students in verbal and reading tests -Class II

States\UT	Narration tests(% students with 80% correct answers)			Reading Tests(% students with 80% correct answers)		
	English	Local language	Numbers	English	Local Language	Numbers
Andhra Pradesh	34	92	92	3	55	92
Assam	25	88	100	0	56	100
Maharashtra	38	63	81	0	69	94
Puducherry	100	100	100	9	100	93
Uttar Pradesh	72	72	97	0	28	69
West Bengal	84	52	100	19	55	87
All States \UT	**65**	**80**	**95**	**7**	**58**	**88**

7.32 The results from the written tests (Table7.15) in Arithmetic, English and local language revealed that the students were able to perform better in their own mother tongue than in English. The average marks in Local language, Arithmetic and English was 74, 69 and 35 respectively. The coefficient of variation indicates that performance of students in Assam, Puducherry, Maharashtra and West Bengal were better than the overall average.

Table 7.15 Performance of students in written tests- Class II

States\UT	Arithmetic		English		Local Language	
	Mean Marks	Coeff of Variation	Mean Marks	Coeff of Variation	Mean Marks	Coeff of Variation
Andhra Pradesh	78	297	6	324	78	35
Assam	61	29	20	87	73	29
Maharashtra	66	46	3	388	80	25
Puducherry	88	16	71	20	99	4
Uttar Pradesh	38	90	NA	NA	29	125
West Bengal	69	43	51	54	85	24
All States\UT	**69**	**46**	**35**	**100**	**74**	**45**

7.33 In achievement test for class VI (upper primary), 87% of the students were able to read passages correctly in local language in comparison to 16% in English. Students in Maharashtra (38%) and Puducherry (25%) did well in English Passage reading than the overall average. In passage reading skills in local language (Table7.16) performance of students in Maharashtra (100%) and Assam (88 %) was better than the overall average.

Table 7.16 Students Performance in Passage Reading - (Class VI)

States\UT	Reading Tests	
	% of Students able to read English Passage Correctly (More than 80% words Correctly)	% of Students able to Read Local language Passage Correctly (More than 80% of the Words Correctly)
Andhra Pradesh	9	81
Assam	6	88
Maharashtra	38	100
Puducherry	25	75
All States\UT	**16**	**87**

Students of Class VI were not canvassed in slum schools in Uttar Pradesh and West Bengal

7.34 In writing tests of English and local language and problem solving in Mathematics (Table7.17), the performance of the students in Local language was better than English and Mathematics.

Table 7.17 Performance of Students in Written Tests- Class VI

States\UT	Mathematics		Local language				English Essay	
			Essay		Comprehension			
	Mean Marks	Coeff of Variation	Mean Marks	Coeff of Variation	Mean Marks	Coeff of Variation	Mean Marks	Coeff of Variation
Andhra Pradesh	63	65	74	29	66	54	37	97
Assam	5	265	75	26	70	33	38	74
Maharashtra	45	76	84	26	73	38	44	76
Puducherry	53	51	81	18	63	35	56	19
All States\UT	**44**	**92**	**77**	**27**	**69**	**45**	**40**	**82**

7.35 Across states, performance of primary students in Andhra Pradesh, Puducherry, Maharashtra and West Bengal (Class II) and of upper primary students in Assam, Puducherry and Maharashtra was better than other states. Though no single factor could be identified for the superior performance of students in some states, the availability of teachers (more teachers per school, low vacancies) and use of TLMs in teaching appears to impact learning outcomes in Government schools.

Implementing Agencies

7.36 The nodal agency for implementation of SSA is the Education department in Hyderabad, Secunderabad, Yemmiganur (Andhra Pradesh), Guwahati and Jorhat (Assam), Karaikal and Ozhukarai (Puducherry) and Agra City (Uttar Pradesh).In Pune, Navi Mumbai (Maharashtra) and in Kolkata, Raniganj (West Bengal), the scheme is implemented through Municipal corporations and in Kanpur through the Slum Development Authority.

7.37 The funds for implementation of the SSA interventions were transferred by the state implementing societies directly to the Municipal Corporations for schools under its management and to the School Management Committee in aided schools, the School Management committees in Guwahati and Slum Education Committee in Jorhat and Puducherry. There was no involvement of the District project office in transfer of funds or in coordinating the activities of the different Municipal Corporations within the towns.

Town Committees

7.38 Town committees were assigned the task of conducting training programmes for teachers, community members in wards\ slums, monitor the performance of schools, organize awareness campaigns and coordinate with urban resource centres and cluster resource centres. Training for teachers and community members were conducted in Agra City, Guwahati, Pune, Navi Mumbai and Raniganj but not in Andhra Pradesh, Jorhat, Kolkata, Kanpur and Karaikal. Though Karaikal is a separate town, the town level committee in Puducherry was implementing the SSA interventions.

7.39 Town monitoring committees in Agra City, Kanpur Nagar and Puducherry reported that meetings with WECs\SECs\schools on issues related to funds, enrolment of dropouts were held regularly on monthly basis whereas only annually in Pune and Navi Mumbai. In other towns there was no record of meetings held with WECs or school management committees.

7.40 For mainstreaming dropouts in urban areas, the town authorities in Hyderabad had organised vocational courses for girls, bridge courses of short duration, mobile learning centres and arranged for distance education programmes. In Puducherry, night schools had been opened for slow learners and in Maharashtra, enrolment drives and bridge courses had been conducted. In Jorhat, *"Jyoti kendras"* were set up to mainstream out of school children. NPEGEL schemes or AIE centres were not in operation in any of the slums.

Slum Committees

7.41 The Slum\Ward\School Education Committees were reported to be effective with greater involvement in monitoring SSA interventions, school infrastructure improvement, in seeking funds, organizing awareness campaigns for enrolling children in the slums etc. (Annexure7.2). In comparison, the town committees were constrained by lack of interest of the officials (Councilors\Corporators) and non existence of plans for schools in urban slums.

7.42 The slum level committees in Puducherry were most effective as they held monthly meetings, conducted door to door campaigns for enrolling children and reducing out of school children, training had been

provided to the community members and also maintained data on enrolment. WECs in Assam, Maharashtra and slum committees in West Bengal were partially effective. The major constraints faced by the slum committees pertained to shortage or delay in receipt of funds resulting in poor condition of school infrastructure.

School Funds

7.43 As all schools in the slums in Puducherry and Uttar Pradesh are Govt. schools, grants for civil works, maintenance and repair were provided from SSA funds. In Maharashtra and West Bengal, Govt aided schools in rented buildings did not receive grants for civil works or maintenance.

7.44 There was an overall improvement in the allocation and utilization of school funds. All schools were able to utilize more than 95% of the grants released to them in 2006-07. The poor utilization of funds in Puducherry was due to the delay in receipt of funds (Table 7.18). The marginal improvement in the grants available to the schools in 2007 reflects the fact that the majority of funds were disbursed to schools in the rural areas.

Table 7.18 Utilisation of school grants* (in Rs.)

States\UT	Funds received	Expenditure	% Utilisation	Funds received	Expenditure	% Utilisation
	2003-04			2006-07		
Andhra Pradesh	14000	14000	100	16000	16000	100
Assam	42000	42000	100	41000	41000	100
Maharashtra	35000	27000	77.1	50170	50170	100
Puducherry	113600	106163	93.4	139820	118515	84.7
Uttar Pradesh	20500	17500	85.3	47970	47970	100
West Bengal	15500	15500	100	15500	36500	243.3
All States\UT	**240600**	**222163**	**92.3**	**310460**	**310155**	**99.9**

*As reported by selected schools. Data for schools in Jorhat not available.

7.45 The indicative average expenditure incurred on students (Table 7.19) revealed wide differences amongst states. In Maharashtra the town authorities reported that funds provided to schools were not adequate.

Table 7.19 Indicative Average Expenditure per Student*

States\UT	Indicative Average Expenditure per Student (in Rs.)	
	2003	2007
Andhra Pradesh	5.42	6.19
Assam	119.32	115.17
Maharashtra	10.74	14.08
Puducherry	96.42	134.83
Uttar Pradesh	23.81	73.69
West Bengal	27.72	52.22
All States\UT	**29.47**	**35.52**

* School Level Schedules.

Parents Teachers Associations

7.46 School level officials reported that PTA\MTAs had been constituted in all the schools and parents assist school authorities in meal preparation, in distribution and render assistance in teaching. However, awareness amongst parents regarding the functioning\ existence of PTAs & MTAs was only 45%. (Table 7.20). In Yemmiganur, it was reported that school manage-ment committees and PTAs had been disbanded. Greater awareness of SSA interventions as in Assam and Puducherry led to the lower incidence of dropouts in these towns.

Table 7.20 Responses of parents on SSA and PTA.

States\UT	% Aware of SSA	% Aware of PTA\MTA	% Aware of Enrolment Drives in the Slum
Andhra Pradesh	40	45	55
Assam	65	52.5	47.5
Maharashtra	30	20	57.5
Puducherry	100	92.5	100
Uttar Pradesh	7.5	7.5	12.5
West Bengal	30	55.4	55
All States\UT	**45.4**	**45.4**	**54.6**

7.47 NGOs were reportedly involved in setting up of AIE centres, conducting learning enhancement programmes, implementing IED programmes for CWSN children in Pune, Navi Mumbai, Hyderabad and Raniganj ,though no NGO was functioning in any of the selected slums. In other towns their presence was reported to be negligible.

Urban and Cluster Resource Centres

7.48 Institutions such as the Urban Resource Centres equivalent of block resource centres were existent and functional in Agra, Guwahati, Pune, Navi Mumbai, Raniganj and Secunderabad and engaged in conducting survey \awareness campaigns and enroling CWSN children. The URCs were not maintaining any data on the number of children enroled in schools.

7.49 Cluster Resource Centres have been set up in the towns. 71.4% of the respondents (School headmasters) were aware of the existence of CRCs. 10% of the CRCs were within school premises and 80% within 3km. In Assam and Maharashtra, two CRCs were reported to be located more than 3 kms from the schools. Only few schools had received academic support and 65% reported that CRCs had provided training to teachers (Table7.21).CRCs in Assam and Uttar Pradesh were also involved in monitoring and in textbook distribution in Maharashtra. Though all the CRCs in Puducherry were located within 3 kms, none of them had provided academic support to the schools.

Table 7.21 Effectiveness of CRCs.

States\UT	No. of Respondents Aware of CRCs (%)	Location of CRC from school (No of CRCs)			Support provided by CRCs to schools (No of schools)				Number of Schools per CRC*
		Within School	1-3 km	3-5 km	Academic Guidance	Quality Monitoring	Text book Distribution	Training to Teachers	
Andhra Pradesh	4 (50%)	2	2		-			3	27
Assam	4 (100%)	-	3	1	1	2		3	15
Maharashtra	4 (100%)	-	3	1	1		3	2	3
Puducherry	4 (100%)	-	4		-			4	3
Uttar Pradesh	2 (50%)	-	2		-	1			48
West Bengal	2 (50%)	-	2		-			1	3
Avg for all States\UT (%)	**20 (71.4%)**	**10%**	**80%**	**10%**	**10%**	**15%**	**5%**	**65%**	**16**

*-Calculated. Other responses from school headmasters or senior teachers.

7.50 Given the tough socioeconomic condition in the slums, a cramped living environment and poor sanitation facilities, it is necessary to provide a congenial environment in schools by earmarking funds for repair and maintenance in Govt. aided schools functioning from rented buildings. Since the district authorities have limited jurisdiction over Municipal schools, there is no nodal agency for monitoring the implementation of SSA in municipal and Govt. aided schools in the towns. A separate nodal agency needs to be constituted for monitoring the activities of the schools in the urban slums with separate plans that provides for scholarships, uniforms to all children living and attending schools in slum areas, setting up of education monitoring committees at slum level and NPEGEL schemes and vocational schools in every cluster. CRCs need to be set up in Andhra Pradesh and Uttar Pradesh and in general need to be strengthened for more effective exchange with teachers and entrusted with providing academic guidance, organizing awareness camps alongwith enrolment drives.

Chapter 8

Constraints in Implementation

Shortage of Teachers\Absenteeism

1. Teacher vacancies were high at 19% in rural schools and 12% in the urban schools (at the time of canvassing). While some states such as Uttar Pradesh and West Bengal had not recruited regular teachers for several years (due to court cases, weak state finances), lack of adequate number of teacher training institutions in rural areas was reported to be one of the reasons for teacher shortages.

2. Teacher motivation is low on account of non teaching activities such as pulse polio, supervision of civil works, household surveys. Teachers are not consulted in curriculum construction or in the preparation of district education plans.

3. Teachers are unwilling to be posted to remote areas.

4. Separate teachers for Maths\Science\Computers are not available.

Inadequate Support Manpower

1. No separate\permanent staff for SSA implementation at district and sub district levels. Most district level staff (in Assam, Bihar, Haryana, Himachal Pradesh and Rajasthan) held additional charges.

2. Inadequate manpower in Block resource centres and cluster resource centres for monitoring and capacity building.

Children out of schools\Student Absenteeism

1. Universal enrolment is a difficult challenge due to seasonal migration, illiteracy, sibling care and economic backwardness.

2. Non availability of multilingual schools, no uniform curriculum across states and non availability of multilingual textbooks poses problems in achieving universal retention. School academic year is not in sync with migratory seasons.

3. Student absenteeism was high in Assam, Bihar and Uttar Pradesh due to seasonal migration and work at home. Parental negligence and lack of midday meals in schools also contributed to absenteeism.

Inadequate Funds\Untimely Release of Funds

1. Quarterly disbursements at sub block levels could lead to better utilization as second installment was disbursed as late as January \ March of the financial year.

2. No allocation of budgetary funds for karaikal district (Puducherry) separately.

3. Late receipt of funds in Assam, Haryana, Rajasthan and West Bengal. Monthly disbursements to Village\School education committees desirable.

4. Districts get funds under rigid heads, non flexibility in deployment of resources.

5. Inadequate funds for schools in urban slum areas.

Community Ownership \Participation Weak

1. Though community initiatives are vital to strengthen implementation, responsibility lies entirely on headmaster of schools.

2. Training imparted for members of VECs not reflected in greater sense of ownership, transparency in usage of funds (display on notice board largely absent in schools) or maintenance of records. School management committees appear to be more effective.

3. Awareness of SSA interventions and PTAs are generally poor.

Weak Linkages in Monitoring and Supervision

1. Composition of district level monitoring teams restricted to a few members including accountants, data entry operators. Most do not have representatives of DIET or NGOs. No records available at school level of visits by block or district teams.

2. No clarity on roles, responsibilities of BRCs\CRCs. Very few CRCs functioning from schools.

3. No nodal agency for implementation of SSA in urban areas. Each municipal corporation handles schools within its jurisdiction, independent of the district authority. Town level committees lack commitment.

4. Involvement of NGOs limited to a few activities and at district or block level. No presence at village level.

Table 8.1: Constraints in the implementation of the scheme (as reported by implementing authorities)

	Constraints	States\UTs
1.	Shortage of Teachers	Assam, Bihar, Daman & Diu, Goa, Haryana, Jammu & Kashmir, Jharkhand, Madhya Pradesh, Maharashtra, Manipur, Puducherry, Punjab, Rajasthan, Tripura, Uttar Pradesh
2.	Inadequate manpower in supporting institutions	Bihar, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Kerala, Maharashtra, Meghalaya, Rajasthan, West Bengal
3.	Delay in receipt of funds\ shortage of funds	Andhra Pradesh, Arunachal Pradesh, Chattisgarh, Dadra Nagar Haveli, Gujarat, Haryana, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Manipur, Mizoram, Nagaland, Orissa, Rajasthan, Sikkim, Tripura, West Bengal
4.	Weak linkages in Monitoring and supervision	Andhra Pradesh, A & N islands, Bihar, Chandigarh, Chattisgarh, Dadra, Nagar Haveli, Goa, Haryana, Himachal Pradesh, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Manipur, Puducherry, Punjab, Sikkim, Tamil Nadu, Uttarakhand, West Bengal
5.	Large number of schools\ (sparsely populated habitations)	Tamil Nadu, Chattisgarh-too many schools for every cluster center,(Uttarakhand)
6.	Seasonal Migration\ (Low community participation)	Chandigarh, Chattisgarh, Delhi, Goa, Gujarat, Maharashtra, Manipur, Mizoram, Rajasthan. (Chandigarh, Delhi, Jharkhand, Punjab, Puducherry, Maharashtra)
7.	Poor infrastructural facilities (lack of toilets, classrooms, drinking water, lack of roads, etc)	Arunachal Pradesh, Assam, Bihar, Chandigarh, Chattisgarh, Dadra, Nagar-Haveli, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Mizoram, Orissa, Rajasthan, Tamil Nadu
8.	Lack of clarity of procedures amongst officials/(rigidity of planning manuals)	Bihar, Daman & Diu, (Kerala), Jharkhand, Madhya Pradesh, Orissa, Sikkim, West Bengal

The list of constraints is not in any order of significance.

Table 8.2: Reasons mentioned by State\UT officials for poor quality of education in their states.

	States\UTs	Reasons
1.	Chattisgarh	Lack of monitoring\ supervision, Non teaching tasks given to teachers.
2.	Haryana	Quality of teachers training needs improvement.
3.	Himachal Pradesh	Lack of academic support by BRCs, frequent transfer of State project director, lack of monitoring at CRC level.
4.	Jammu & Kashmir	Funds not released on time, Lack of adequate resource support for implementation.
5.	Jharkhand	Shortage of teachers, Teacher absenteeism, Lack of quality training
6.	Lakshadweep	Lack of academic resource institutions, teacher training difficult on account of transportation problems.
7.	Madhya Pradesh	Lack of funds, shortage of teachers, student absenteeism. multigrade classes
8.	Manipur	Teachers not qualified, not punctual, lack of fund, weak monitoring
9.	Meghalaya	Teachers not qualified, not punctual
10.	Mizoram	Teachers not qualified, no technical and management institution in the state.
11.	Orissa	Teachers not qualified, lack of awareness amongst parents.
12.	Punjab	Poor awareness amongst parents
13.	Sikkim	Lack of trained, qualified teachers.
14.	Tripura	Teacher shortage.
15.	Uttar Pradesh	Shortage of teachers, student absenteeism, low motivation of teachers.
16.	Uttarakhand	Teachers absenteeism
17.	UT of Dadra, Nagar Haveli	No DIET,SCERT etc.

Table 8.3: Constraints in implementation of SSA in Towns

States\UT	Towns	Constraints	Suggestions	
			For Restructuring the Scheme	For Better Implementation
Andhra Pradesh	Hyderabad	• Shortage of teaching staff • Illiteracy	Slum specific planning	More involvement of community \PRI
	Secunderabad	• Lack of monitoring		
	Yemmiganur	• Inadequate release of funds • Poor infrastructure		Emphasis on infrastructure
Assam	Guwahati	• Poor financial condition		More awareness of PTA \MTA
	Jorhat	• No coordination between SSA and Municipal corporation	Better coordination or nodal agency for implementation in slums	Better inspection and monitoring
Maharashtra	Pune	• Shortage of teaching staff • Inadequate funds	Slum specific planning Active involvement of NGOs.	Emphasis for effective slum education committees.
	Navi Mumbai	• Poor infrastructure	Better funding for infrastructure	
Puducherry	Karaikal	• Shortage of teaching staff • Lack of parental care	A sub plan for Karaikal.	Vacant posts in district office to be filled up.
	Ozhukarai	• Shortage of teaching staff	ABL and ALM in schools	More funds for operating night schools.
Uttar Pradesh	Kanpur nagar	• Lack of monitoring • Shortage of teaching staff	Slum specific planning	Better monitoring and inspection
	Agra City	• Poor infrastructure • illiteracy	Free education for economically backward children	
West Bengal	Raniganj	• Shortage of non teaching staff • Poor financial condition of slum dwellers	Town level planning for urban slum areas.	More emphasis on infrastructure
	Kolkata	• Poor infrastructure • Illiteracy of town dwellers.		More involvement of municipality

Chapter 9

Recommendations\Suggestions

A. To Reduce Dropouts\Out of School Children

1. Need to make upper primary-primary school ratio more favourable at village level and in urban slums by opening more upper primary schools or composite schools.

2. Pre-primary sections linked to primary schools more effective in reducing dropouts.

3. Reform schooling system with multilingual schools\multigrade textbooks.

4. Involvement of NGOs and CRCs to be sought for promoting awareness amongst parents of dropouts\ out of school children.

5. Transport facilities to be provided to bring children from remote habitations to schools.

6. No detention policy to be followed by all states at primary levels.

7. District officials to devise academic calendar in sync with migratory seasons for improving retention rates amongst migratory students.

8. Migratory cards\seasonal hostels\resource persons to be appointed for mainstreaming out of school children.

9. NPEGEL schemes\vocational schools in urban slums.

10. Free uniforms and financial incentives for children living in urban slums.

B. To Improve Teacher and Student Attendance

1. Introduction of Biometric systems of recording teacher attendance.

2. Non teaching activities to be reduced, teachers not to supervise civil works, cattle surveys.

3. Midday meals to be provided in all schools in Bihar and Assam to improve student attendance. Schools in Puducherry provide breakfast to children which have improved retention.

4. Sports equipment need to be provided in schools.

5. Punishment to be avoided to discipline students.

6. Individualised education plans necessary for all differently abled children. Incentives for attendance to be extended to these children.

C. To improve the Quality of Education

1. Recruitment of teachers to fill vacancies, reduce high PTRs as well as different teachers for each subject at upper primary level.

2. A child friendly curriculum and system of assessment to move from examination based to continuous appraisal.

3. Improved pedagogic practices such as use of ABL and ALM methodologies.

4. Emphasis on writing skills rather than on rote learning. Workbooks to be provided to all children to make learning interesting.

5. Teachers to be consulted\opinion sought in curriculum construction.

6. Textbooks made available to all children in the beginning of the session irrespective of caste\ gender.

7. Teacher training programmes to be redesigned for multigrade teaching methods. Use of TLMs to be mandatory in teaching processes.

8. CRCs to be set up closer to the schools and catchment area for each CRC to be fixed. Academic guidance by CRC to include preparation of TLMs.

9. School libraries to be set up in all schools and reading habits to be encouraged.

10. Spending on quality interventions at district level to be improved.

11. VECs to be provided funds for appointment of para teachers to overcome teacher shortage.

D. To Improve School Environment

1. Separate toilet for Girls in all upper primary schools and ramps in all schools.

2. Drinking water to be provided in all schools.

3. Electricity to be provided in all schools to make effective use of computers.

4. Boundary walls\fencing in all schools to avoid straying of cattle, thefts of computers\fans etc.

5. Government aided schools in rented buildings to be provided maintenance\repair grant to provide better infrastructure.

6. Appropriate funding for schools in urban slum areas.

7. Accreditation of schools based on school environment, inclusive education, extra curricular activities and quality of learning.

E. To Improve Monitoring\Supervision.

1. School coordinators to be appointed in CRCs for monitoring teacher attendance and PTA\MTA meetings.

2. School management committees to have student representatives to inculcate leadership skills.

3. District level monitoring committees to have representatives from DIET, NGOs and subject experts. Monitoring of quality including school mapping to be made mandatory and report to be sent on quarterly basis to State project directors.

4. Display of receipt of funds on school notice boards to be made mandatory and VECs to be funded for appointment of cleaners\ sweepers\security staff in schools.

5. Contingency\travel allowance at block level to be enhanced. Telephone facilities to be provided in BRCs and CRCs.

6. Regular monitoring at different levels and by different agencies can energise the community to accept more responsibility towards their schools. NGOs to be utilised for improving stakeholder participation.

7. Nodal agency for urban schools and separate plans formulated for urban slum schools.

F. The Right to Education Act to be Implemented by all States

Annexure 3.1

Unserved Habitations

States\UTs	No of Unserved Habitations (2002)*	No. of Unserved Habitations (2007)**
Andhra Pradesh	4216	2234
Andaman & Nicobar Islands	244	2
Arunachal Pradesh	2043	1328
Assam	9651	1661
Bihar	7014	2903
Chandigarh	5	0
Chhattisgarh	3103	3741
Daman & Diu	12	0
Delhi	36	0
Goa	62	67
Gujarat	1800	NA
Haryana	732	0
Himachal Pradesh	9369	0
Jammu & Kashmir	4175	1981
Jharkhand	11470	0
Karnataka	7221	0
Kerala	1353	0
Lakshadweep	0	0
Madhya Pradesh	3788	0
Maharashtra	6454	219
Manipur	791	187
Meghalaya	1043	851
Mizoram	77	22
Nagaland	71	0
Orissa	14528	797
Puducherry	12	10
Punjab	1118	0
Rajasthan	9846	3121
Sikkim	317	9
Tamil Nadu	6505	380
Tripura	1180	508
UT of Dadra & Nagar Haveli	52	26
Uttar Pradesh	27427	9897
Uttarakhand	4568	909
West Bengal	7645	969
	147928	

*The Seventh All India Educational Survey (2002).

**- State responses. Goa and Himachal Pradesh have reported that as per their state norms, all eligible habitations have been provided with schools\EGS centres.

Annexure 3.2

Innovative Activities for Mainstreaming OOSC

S. No	Activities	Andhra Pradesh	Assam	Bihar	Chandigarh	Haryana	Himachal Pradesh	Madhya Pradesh	Maharashtra	Rajasthan	Tamil Nadu	Uttar Pradesh	Puducherry	West Bengal
1	Special Camps	Y	Y	Y		Y	Y	Y	Y	Y	Y			
2	RBC	Y		Y	Y	Y		Y	Y	Y	Y	Y		Y
3	NRBC	Y				Y	Y	Y	Y	Y		Y		
4	Vocational Courses for Girls	Y*				Y			Y					
5	Health Checkup Camps							Y						Y
6	Learning thru fun/nature/ IT	Y		Y		Y				Y	Y	Y	*	Y
7	Residential./Migratory Hostels/KGBVs					Y		Y	Y	Y		Y		
8	Misc. Activities.													
9	Bicycle (Girls)													
10	Mobile Schools*\Boat\ Sand\Sakhar Schools	*Y				Y		Y	Y*					
11	AIE Centres		Y (EGS)		Y	Y	Y		Y			Y		
12	Door to Door Campaigns	Y							Y			Y		
13	Involvement of Community-Meena Manch, Ma-Beti Melas	Y							Y		Y	Y		Y
14	Distance Learning (Urban Areas)	*												
15	Night Schools (Urban Areas)												*	

***- In Urban Areas**

a. RBC-Residential Bridge courses/ Non residential bridge courses
b. Activities mentioned by block authorities.
c. No projects undertaken in Munger, Dhubri, Morigaon, Goalpara, Karaikal, Kanpur Nagar and Kanpur Dehat

Annexure 3.3

Activities under NPEGEL

S. No	Activities	Andhra Pradesh	Bihar	Haryana	Himachal Pradesh	Madhya Pradesh	Maharashtra	Rajasthan	Tamil Nadu	Uttar Pradesh	West Bengal
1.	Gender Sensitization of Teachers	Y	Y	Y	Y	Y	Y	Y	Y	Y	Y
2.	Development of Gender Sensitive Learning Material	Y	Y	Y	Y	Y	Y	Y		Y	Y
3.	Early Child Care	Y	Y	Y	Y	Y	Y	Y		Y	
4.	Provision of Escorts	Y		Y		Y	Y			Y	
5.	Provision of Stationary & Workbooks	Y		Y		Y	Y	Y	Y	Y	
6.	Provision of Uniforms	Y	Y	Y		Y	Y	Y	Y	Y	
7.	Others										
a	Vocational Training	Y			Y		Y	Y			
b	Remedial Teaching	Y			Y			Y			
c	Community Mobilisation							Y			
d	Teacher Awards							Y			
e	Judo / Karate		Y		Y						
f	Bicycles/Scholarships		Y	Y							
g	Sports Material/ Libraries									Y	

Y-Activities mentioned by district authorities.
No NPEGEL activities in the selected districts in Assam, Chandigarh.

Annexure 3.4

Innovative Activities for Children with Special Needs

Sl. No	Activities	Andhra Pradesh	Assam	Bihar	Chandigarh	Haryana	Himachal Pradesh	Madhya Pradesh	Maharashtra	Rajasthan	Tamil Nadu	Uttar Pradesh	West Bengal
1	Bridge Courses	Y	Y	Y			Y			Y	Y	Y	
2	Special Training at Resource Centre for Teachers			Y	Y	Y		Y	Y	Y	Y	Y	Y
3	Aids & Appliances	Y	Y	Y	Y	Y	Y		Y	Y	Y	Y	Y
4	Home based Education		Y		Y	Y	Y			Y	Y	Y	Y
5	Others(Ramps) etc		Y				Y	Y					Y
6	Teachers Training for Preparation of Indiv.Edcn. Plans		Y	Y		Y				Y	Y	Y	
7	Health Checkup Camps.	Y	Y	Y	Y	Y	Y	Y	Y		Y	Y	
8	Daycare Centres						Y				Y		
9	Community Training			Y		Y	Y				Y		
10	Life Skill Training/ Vocational Training.							Y	Y				
	% of Expenditure of Allocation on IED in 2007	44.45	92.12	41.33	27.14	95.55	98.67	57.54	96.11	90.03	83.98	69.40	80.81

Y- Activities mentioned by district authorities.

Annexure 4.1

Innovative activities for improving the Quality of Education

States\UTs	As Reported by State\(UT) Authorities
Andhra Pradesh	CLAPS-Children learning acquisition programme for sustainability, Wall Magazines, Classroom Libraries, District Specific Children Literature Development
Andaman Islands	Multigrade, multilevel methodology
Arunachal Pradesh	Pratibha Khoj (Talent Search) , "Hole in the wall" Schools
Assam	CALIES- Computers in elementary schools (Smart Schools)\Nava-Padakkhep Schools
Bihar	Interactive Radio Instruction Programme (IRP)
Chandigarh	Reading English and Acquisition programme, reading corners in schools, remedial classes.
Chhattisgarh	ADEPTS-Advancement of educational performance through teacher support.
Daman & Diu	CALP-Computer aided learning programme.
Delhi	CALP, textual material converted to animated lessons.
Goa	CALP, Multigrade, multilevel methodology, maths\science kits in schools
Gujarat	CALP \BaLA\Migratory Cards.
Haryana	EDUSAT in primary and upper primary schools, Use of CAL in Up.Pry schools.
Himachal Pradesh	BaLA (Building as Learning AID) Programme, Aadhar ,CAL
Jammu & Kashmir	CALP –computer aid learning.
Jharkhand	Buniyaad, Child tracking, LOK WACHAN
Karnataka	External evaluation of schools, EDUSAT, RADIO PROGRAMMES
Kerala	Learning enhancement through Easy Maths, Easy English
Lakshadweep	Formation of State Resource Groups.
Madhya Pradesh	HEADSTART-computer enabled self learning approach, EDUSAT
Maharashtra	Education Quality Improvement Programme,CALP,maths kits\Shikshan mitras
Manipur	Pictorial charts in local dialects, residential camps & Games and sports
Meghalaya	Implementation of State Eligibility test for appointment of teachers
Mizoram	CAL , sports academies
Nagaland	Involvement of PRATHAM
Orissa	CAL- Computer aided learning.
Puducherry	CAL \SMART Schools\Night schools
Punjab	Computer Aided learning, Launching of "Parho " programme .
Rajasthan	Quality assurance based programme for learning\activity based learning.
Sikkim	Computer education
Tamil Nadu	Activity Based Learning and Activity Learning Methodology programmes
Tripura	PEER learning system, Computer aided learning etc.
UT of Dadra & Nagar Haveli	Remedial teaching, Educational tour ,computer education etc.,
Uttar Pradesh	Telecast of educational programmes on TV, CALP in upper primary schools.
Uttarakhand	CALP (computer aided learning programme)
West Bengal	Integrated Learning Improvement Programme, School Level IP, ADEPTS

UNDER EDUSAT, the educational institutions are provided VSAT connectivity to a Teaching Studio at the State Capital. The remote school ends are provided two kinds of equipments– Satellite Interactive Terminal (SIT) for two-way interaction, and Receive Only Terminal (ROT) where the programme can be received only (as in DTH). The Headstart is a move from computer education to computer-enabled education.

Annexure 5.1

Centre-State Ratios (CSR)

Sl. No.	State\UT	2003-2004 (Rs. in Lakhs)		CSR		2006-2007 (Rs. in Lakhs)		CSR	
		Central-Release	State-Release			Central-Release	State-Release		
1.	Andhra Pradesh	9578.90	4383.70	69	31	38861.78	12953.93	75	25
2.	A & N Islands	283.90	214.00	57	43	519.00	175.00	75	25
3.	Arunachal Pradesh	675.30	470.60	59	41	10627.80	400.00	96	4
4.	Assam	10798.94	2238.00	83	17	51814.82	19530.60	73	27
5.	Bihar	19448.77	6482.93	75	25	102629.00	53850.00	66	34
6.	Chandigarh	224.54	49.00	82	18	300.00	290.63	51	49
7.	Chattisgarh	7616.00	2538.60	75	25	51182.00	16057.00	76	24
8.	Daman, Diu	0.00	5.00	0	100	0.00	34.00	0	100
9.	Delhi	1652.60	183.80	90	10	4230.20	1199.30	78	22
10.	Goa	0.00	0.00	0	0	724.00	498.00	59	41
11.	Gujarat	11660.10	2158.00	84	16	15133.70	8100.00	65	35
12.	Haryana	6895.55	2298.51	75	25	25683.68	9125.49	74	26
13.	Himachal Pradesh	5462.17	985.67	85	15	6250.75	2083.59	75	25
14.	Jammu & Kashmir	5272.80	1969.70	73	27	22083.30	5989.00	79	21
15.	Jharkhand	11388.90	3718.90	75	25	48303.00	8739.00	85	15
16.	Karnataka	12399.20	1398.60	90	10	54207.00	15741.00	77	23
17.	Kerala	4966.00	2280.00	69	31	4382.00	3650.00	55	45
18.	Lakshadweep	0.00	0.00	0	0	87.50	21.50	80	20
19.	Madhya Pradesh	35237.91	13352.43	73	27	110879.68	66936.59	62	38
20.	Maharashtra	20526.67	7963.45	72	28	52268.25	28639.07	65	35
21.	Manipur	500.00	0.00	100	0	1924.20	727.00	73	27
22.	Meghalaya	1537.10	391.90	80	20	4306.50	1121.40	79	21
23.	Mizoram	1182.40	154.60	88	12	4330.00	465.00	90	10
24.	Nagaland	0.00	500.00	0	100	2315.20	1548.00	60	40
25.	Orissa	13669.80	1886.20	88	12	46125.04	16742.00	73	27
26.	Puducherry	116.46	192.42	38	62	0.00	100.00	0	100
27.	Punjab	6476.00	3083.00	68	32	12879.90	2626.60	83	17
28.	Rajasthan	15252.00	6255.00	71	29	75138.00	29046.00	72	28
29.	Sikkim	269.70	140.20	66	34	462.30	330.10	58	42
30.	Tamil Nadu	10563.00	3522.00	75	25	39888.00	18214.00	69	31
31.	Tripura	2752.40	563.40	83	17	5461.40	2249.30	71	29
32.	UT of Dadra Nagar Haveli	447.40	0.00	100	0	100.00	0.00	100	0
33.	Uttar Pradesh	34043.30	11347.77	75	25	211912.43	70101.22	75	25
34.	Uttarakhand	5633.40	1877.80	75	25	19747.30	6373.20	76	24
35.	West Bengal	16690.00	5563.33	75	25	63062.34	20355.60	76	24
Total		**273221.21**	**88168.51**	**76**	**24**	**1058437.03**	**453396.16**	**70**	**30**

Annexure 5.2

Allocation and Utilisation of Funds

State\UT Name	Allocation	Flow of Funds Under SSA (Rs. In Lakhs)			% of Expenditure to Assistance	Allocation	Flow of Funds Under SSA (Rs. In Lakhs)			% of Expenditure to Assistance
		Total Assistance (Centre + State)	Expenditure	Disbursements to Districts			Total Assistance (Centre + State)	Expenditure	Disbursements to Districts	
		2003-04 (as on 31.03.2004)					2006-07 (as on 31.03.2007)			
Andhra Pradesh	37905.76	13962.6	16221.1	13962.5	116.2	117630.0	51815.7	48230.8	57917.7	93.1
Andaman Islands	757.23	498	371.4	210.86	74.6	1350.0	694	548	149.9	79
Arunachal Pradesh	3841.97	1146	1334.7	1840.1	116.5	10139.2	11027.8	10140	10428.6	91.9
Assam	41136.93	13036.9	22336.1	13208.5	171.3	104790.5	71345.5	44046.9	32754.9	61.7
Bihar	76476.6	25931.7	24689.4	24689.4	95.2	234015.7	156479	154959	154958.5	99
Chandigarh	648.2	273.5	166.4	166.4	60.8	1453.2	590.6	708.8	708.8	120
Chhattisgarh	23483.64	10154.8	7559.2	7475	74.4	83824.4	67239.4	64341.5	62482.1	95.7
Daman & Diu	5.0	5.0	0.8	5.0	16	260.8	34	30.2	34	88.9
Delhi	5225.65	1836.5	540.6	499.8	29.4	8456.5	5429.5	4953.3	4866.6	91.2
Goa	0	0	0	0	0	2096.4	1222	1772.6	1222	145.1
Gujarat	23492.94	13818.1	14717.1	13818.1	106.5	40169.2	23233.7	28430.5	23233.7	122.4
Haryana	15093.87	9194.06	9118.4	8649	99.2	36550.7	34809.2	30396.9	31212.5	87.3
Himachal Pradesh	10976.6	6447.8	6331.7	6434.2	98.2	12117.8	8334.3	10182.1	9504	122.2
Jammu & Kashmir	16693.04	7242.6	3606.8	7187.8	49.8	32991.8	28072.3	198813	21002	708.2
Jharkhand	32125.07	15107.9	11094.8	16165.8	73.4	98196.3	57042	61293.5	59569.7	107.5
Karnataka	31467.82	13797.9	16050	14673.6	116.3	74215.1	69948.1	70854.1	66515.2	101.3
Kerala	12742	7246	6078	7246	83.9	17154.0	8032	10400	8032	129.5
Lakshadweep	137.71	0	7.1	7.1	0	516.6	109	75.7	75.7	69.4
Madhya Pradesh	84428.22	48590.3	37796	48612.9	77.8	186987.6	177816.3	148922	151092.7	83.8
Maharashtra	76476.92	28490.1	32538.2	33298.1	114.2	101696.9	80907.3	102821	81085.5	127.1
Manipur	3160	500	0	491.7	0	6205.1	2650.8	2290	1783.1	86.4
Meghalaya	4028.27	1929.1	1027	2239.9	53.2	9153.5	5427.9	6561.6	5334.9	120.9
Mizoram	3152.75	1337	1178.1	865.8	88.1	4607.3	4795.2	4697.5	3866	98
Nagaland	2951.51	500	1015.2	964.1	203	6203.9	3863.2	3899.8	3820.4	100.9
Orissa	47197.47	15556	15792.8	17656.9	101.5	98880.5	62867	65635.5	65044.3	104.4
Puducherry	730.92	308.9	140.6	140.6	45.5	942.0	100	410.4	410.4	410.4
Punjab	20145.748	9559	4449.8	8110.9	46.6	23278.1	15506.6	15769.5	14067.4	101.7
Rajasthan	32384.5	21507	22029	26033.6	102.4	123531.0	104184	110632	106255.2	106.2
Sikkim	1096.6	410	672.7	404.5	164.1	2089.3	792.3	836.1	688	105.5
Tamil Nadu	40493.03	14085.1	23272.3	23477.2	165.2	75466.8	58102.8	56685.1	53766.4	97.6
Tripura	5116.95	3315.8	4598.2	3165.1	138.7	9085.2	7710.8	8943.8	7290.1	116
UT of Dadra & Nagar Haveli	1193.1	447.4	1.2	1.2	0.3	830.5	100	309.7	309.7	309.7
Uttar Pradesh	109513.51	45391.1	47649.1	55459.3	105	375742.8	282013.7	284458	300627.4	100.9
Uttarakhand	12488.22	7511.3	6659.6	7511.3	88.7	24469.7	26120.5	18579.9	24469.7	71.1
West Bengal	60340.09	22253.33	14371.7	29431.3	64.5	144070.4	83417.94	91983	92935.3	110.2
All States &UTs	**837107.84**	**361390.8**	**353415.1**	**394103.56**	**97.7**	**2069168.8**	**1511834**	**1663611**	**1457515**	**110.03**

Source: Based on information provided in state schedules

Annexure 5.3

Expenditures of the States\UTs on Infrastructure, Quality and Administration
(% of total Expenses)
(States \UTs arranged in the order of spending on infrastructure)

Sl. No.	State	% of Expenditure on Infrastructure	% of Expenditure on Quality	% of Expenditure on Administration & others
1	Andaman & Nicobar Islands	**68**	**1**	**31**
2	Punjab	**65**	**17**	**18**
3	West Bengal	**60**	**2**	**38**
4	Bihar	**59**	**2**	**39**
5	Andhra Pradesh	**57**	**12**	**31**
6	Jharkhand	**56**	**3**	**41**
7	Orissa	**55**	**18**	**27**
8	Manipur	**54**	**33**	**13**
9	Nagaland	**54**	**4**	**42**
10	Karnataka	**54**	**7**	**39**
11	Uttar Pradesh	**51**	**3**	**46**
12	Assam	**50**	**5**	**45**
13	Meghalaya	**50**	**4**	**46**
14	Delhi	**49**	**12**	**39**
15	Dadra & Nagar Haveli	**49**	**7**	**44**
16	Gujarat	**48**	**20**	**32**
17	Himachal Pradesh	**48**	**9**	**43**
18	Madhya Pradesh	**47**	**7**	**46**
19	Haryana	**47**	**15**	**38**
20	Tripura	**47**	**5**	**48**
21	Arunachal Pradesh	**46**	**13**	**40**
22	Uttarakhand	**46**	**5**	**49**
23	Rajasthan	**44**	**6**	**50**
24	Jammu & Kashmir	**43**	**4**	**53**
25	Tamil Nadu	**43**	**16**	**41**
26	Goa	**38**	**41**	**21**
27	Maharashtra	**34**	**9**	**57**
28	Kerala	**33**	**27**	**40**
29	Mizoram	**21**	**6**	**73**
30	Sikkim	**19**	**2**	**79**
31	Daman & Diu	**6**	**30**	**64**
32	Chandigarh	**2**	**4**	**94**
33	Chhattisgarh	**1**	**6**	**93**
34	Lakshadweep	**1**	**4**	**95**
35	Puducherry	**0**	**9**	**91**

Note:
1. Infrastructure includes: Civil Work, School Grant & Maintenance Grant.
2. Quality includes: Teaching Learning Equipments, Free Textbooks, Teachers Training, Teachers Grant, Expenses for CWSN, Innovative activity, Research & Evaluation etc.
3. Administration includes: Teachers Salary, MIS & Management Costs, BRC/CRC Expenses, NPEGEL & KGBV, Community Training and other miscellaneous Expenses.

Source: State Level Schedule

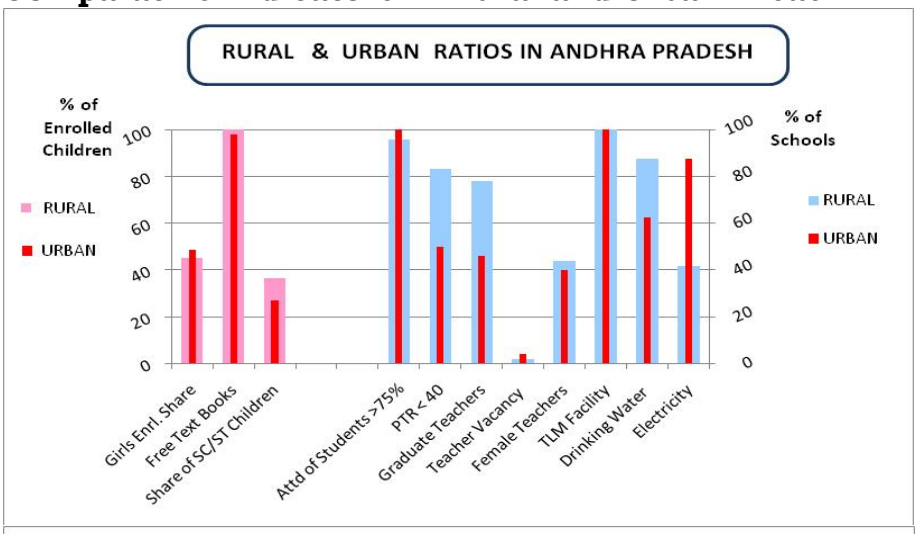
Annexure 6.1

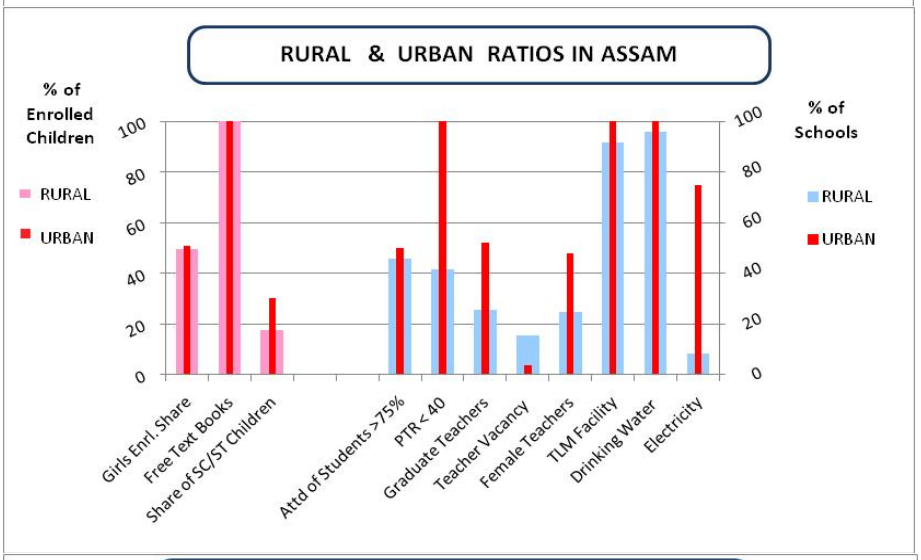
Activities of NGOs

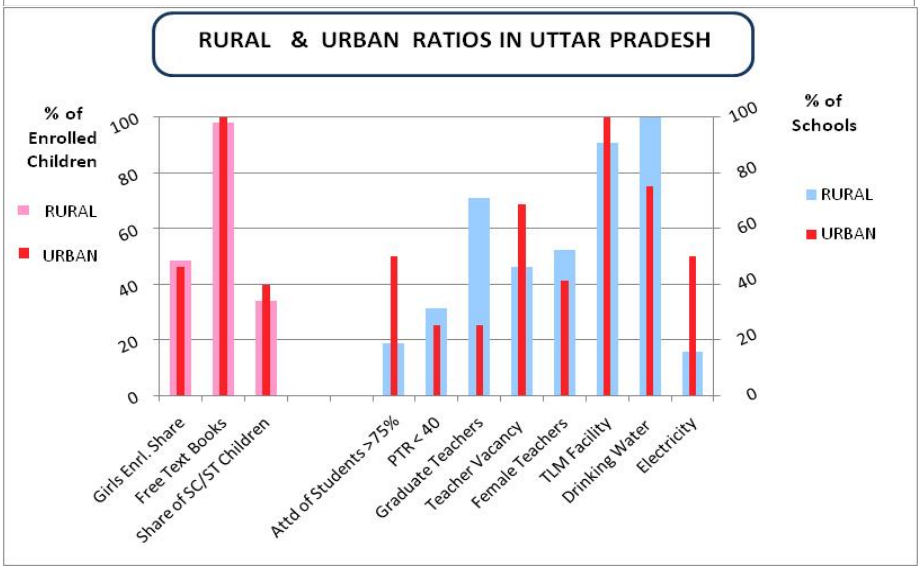
S. No	Activities	Andhra Pradesh	Assam	Bihar	Chandigarh	Haryana	Himachal Pradesh	Madhya Pradesh	Maharashtra	Rajasthan	Tamil Nadu	Uttar Pradesh	West Bengal
1.	Monitoring/Supervision							Y		Y	Y	Y	
2.	AIE/EGS Centres	Y			Y	Y			Y	Y	Y	Y	
3.	Awareness Programmes	Y						Y				Y	Y
4.	Teaching Assistance	Y	Y	Y	Y				Y		Y		
5.	Development/use of TLMs						Y		Y				Y
6.	Health Checkup Camps	Y									Y	Y	
7.	Fund Assistance										Y	Y	
8.	KGBV	Y	Y	Y			Y			Y	Y	Y	Y
a.	Non Teaching Activities			Y		Y	Y				Y		
b.	Life Skill Training/ Vocational Training							Y	Y				

Activities Mentioned by District Authorities.

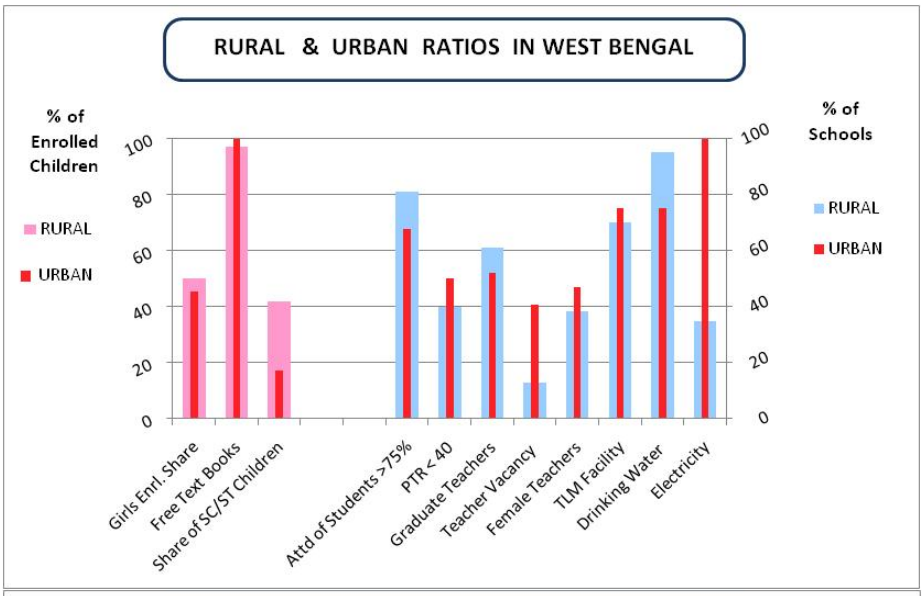
Comparative Indicators in Rural and Urban Areas

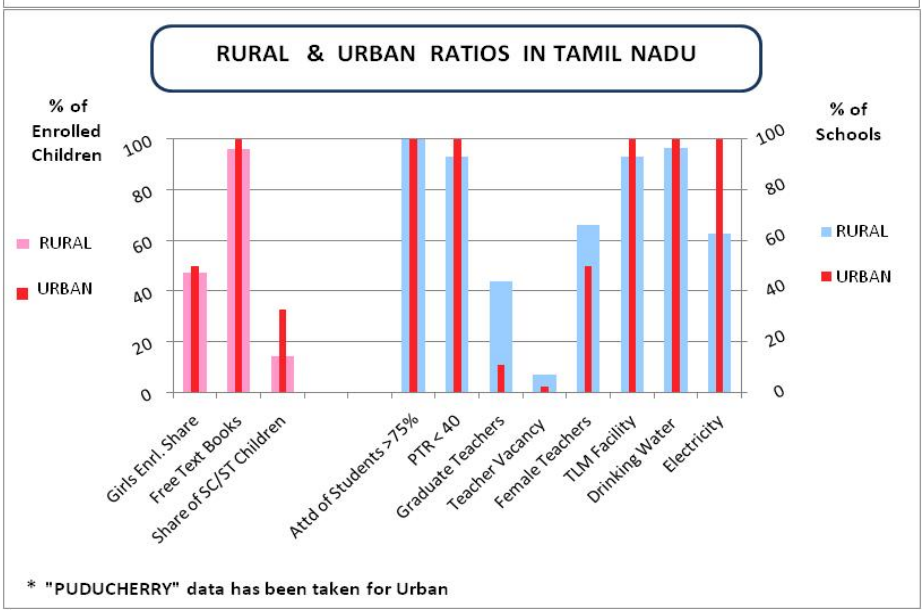






Annexure 7.1 contd...





* "PUDUCHERRY" data has been taken for Urban

Annexure 7.2

Effectiveness of SECs \WECs\ School Level Committees

Sl. No	Effectiveness of SECs\WECs	Andhra Pradesh	Assam	Maharashtra	Puducherry	Uttar Pradesh	West Bengal	All States
1.	No of Slums with SECs \WECs	4 - No SEC\ WEC in Yemmiganur	4	4(WECs)	4		4(SEC in Raniganj & WEC in Kolkata)	22 (% of SEC\WE)
2.	**Improving Enrolment**							
a	Launched campaigns			4	3		1	36.36
b	Door to door visits		4		1	1	3	40.91
c	Special incentives for enrolling	2		1				13.64
d	Convince guardians		2	1		2	2	31.82
3.	**Monitoring SSA**							
a	Inspection of school	2	2		1		2	31.82
b	Inspect quality of civil works				3			13.64
c	Monitoring funds					1		4.54
d	Regular meetings		1	1			1	13.64
4.	**Infrastructure Improvement**							
a	Monitor civil works	2			4			27.37
b	Prepare devt. plan	1	2	2		2		31.82
c	Request NGOs for funds		2	1			1	18.18
5.	**Reducing OOSC**							
a	Launched campaigns		1	2			2	22.73
b	Door to door visits	1	3	2	4	2	2	63.64
c	Incentives for Dropout			2				9.09
d	Sports \music activities							
6.	**Appointing Teachers**							
a	Forwarded application			1				4.54

Sl. No	Effectiveness of SECs\WECs	Andhra Pradesh	Assam	Maharashtra	Puducherry	Uttar Pradesh	West Bengal	All States
b	Demanded adhoc teachers			1		1		9.09
7.	**Data collection on enrolment**		2		4		2	36.36
8.	**Frequency of Meetings**							
a	Monthly	1		1	3	2	2	40.91
b	Quarterly	1		2	1			13.64
c	Annually			1				4.54
d	Not fixed		4				2	27.27
9.	**Training provided to community members**		2	1	3			27.27
10.	**Members of SEC\WEC have undergone training**		4	2	2		1	40.91
11.	**Constraints Faced**							
a	Inadequate Funds \Delay	2				2	2	27.27
b	Management related issues	2				2	2	27.27
c	Community participation Lack of knowledge \awareness	2					2	18.18
d	Lack of toilet \classrooms	1			3	2	2	36.36
e	Non availability of books \delay	2				1	1	18.18

Number of Slums canvassed-22

ACRONYMS

1.	AIE	Alternative and Innovative Education
2.	ABL	Activity Based Learning
3.	ALM	Activity Learning Methodology
4.	BRC	Block Resource Centres
5.	CRC	Cluster Resource Centres
6.	CWSN	Children with Special Needs
7.	CEO	Chief Executive Officer
8.	DEO	District Education officer
9.	DIET	District Institute of Education Training
10.	DPEP	District Primary Education Programme
11.	DPO	District Project Officer
12.	ECCE	Early Childhood and Care
13.	EGS	Education Guarantee Scheme
14.	EDUSAT	Educational Satellite
15.	IED	Integrated Education for Disabled
16.	MIS	Management Information System
17.	MTA	Mother Teacher Association
18.	NCERT	National Council of Educational Research & Training
19.	NGO	Non Government Organisation
20.	NPEGEL	National Programme for Education of Girls at Elementary Level
21.	OOSC	Out of School Children
22.	PRI	Panchayati Raj Institution
23.	PTA	Parent Teacher Association
24.	PTR	Pupil Teacher Ratio
25.	SEC	Slum Education Committee
26.	SMC	School Management Committee
27.	SC\ST	Schedule Caste\Schedule Tribe
28.	TLM	Teaching Learning Material
29.	URC	Urban Resource Centre
30.	UT	Union Territory
31.	VEC	Village Education Committee
32.	WEC	Ward Education Committee

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