EVALUATION OF SARVA SHIKSHA ABHIYAN (SSA)

FINAL REPORT

सर्व शिक्षा अभियान

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Submitted by

DATAMATION CONSULTANTS PVT. LTD.
NEW DELHI

EVALUATION OF SARVA SHIKSHA ABHIYAN (SSA)

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LIST OF ABBREVIATIONS

AWP&B	Annual Work Plan & Budget
BRC	Block Resource Centre
CAPI	Computer Assisted Personal Interviewing
CCE	Continuous and Comprehensive Evaluation
CRC	Cluster Resource Centre
CS Pro	Census and Survey Processing System
CWSN	Children with Special Needs
DIET	District Institute of Education and Training
DISE	District Information System for Education
DMU	Delivery Monitoring Unit
DRC	District Resource Centre
EFA	Education for All
FGD	Focused Group Discussion
IEP	Individualized Education Plan
JRM	Joint Review Mission
LEP	Learning Enhancement Programme
LOs	Learning Outcomes
MHRD	Ministry of Human Resource Development
MIS	Management Information System
MS-SQL	Microsoft Structured Query Language
NCERT	National Council of Educational Research and Training
NCF	National Curriculum Framework
NCFTE	National Curriculum Framework for Teacher Education

NCTE	National Council of Teacher Education
NGO	Non Government Organization
NPE	National Policy on Education
OOSC	Out of school children
OECD- DAC	Org for Economic Co-operation & Development's Development Assistance Committee
PAB	Project Approval Board
RTE	Right to Education
SC, ST, OBC	Scheduled caste, Scheduled Tribe, Other Backward Class
SCERT	State Council of Educational Research and Training
SDG	Sustainable Development Goals
SDP	School Development Plan
SFD	Special Focused District
SIS	State Implementing Society
SMC	School Management Committee
SPSS	Statistical package for Social Sciences
SSA	Sarva Shiksha Abhiyan
TLE	Teaching Learning Equipment
TLM	Teaching Learning Material
TSG	Technical Support Group
UEE	Universalizing Elementary Education

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We hope the findings of the Evaluation shall be useful for the policy makers and policy implementers of the Department of School Education & Literacy (MHRD) - Govt. of India and other Govt. Departments. We are optimist this Evaluation shall assist the Govt. of India's policy makers and policy implementers in the future implementation of the Sarva Shiksha Abhiyan (SSA) as well as in designing effective future school education strategies and initiatives for the country.

Chetan Sharma
CEO & Founder
October 2017

EXECUTIVE SUMMARY

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The Sarva Shiksha Abhiyan (SSA) framework was modified in 2010 to be in sync with the Right to Education Act-2009, which spells out access,equity and quality to elementary education to all children aged 6-14 years as a matter of fundamental right.

SSA is not only for the creation of opportunities for elementary education, but it also stipulates a favourable environment for children from deprived background regions and communities to avail of the opportunity of quality elementary education.

A study was commissioned by Ministry of Human Resource Development, Department of School Education and Literacy to evaluate the SSA – flagship programme of Government of India. The evaluation attempted to make an objective assessment of SSA achievements related to school access, enrolments, equity in enrolments, availability of infrastructure in sync with RTE-Act requirements, institutional reforms and capacity building of education systems, mainstreaming educational administration, financial sustainability and fund flow of SSA, community ownership of SSA implementation, strengthening accountability and monitoring of SSA and strengthening teacher's capacities for providing quality education.

The study is based on both secondary and primary survey of sources. Secondary sources of information include, Annual Reports from MHRD, U-DISE data from NUEPA, Joint Review Mission report on SSA and reports of NITI Ayog. Primary survey was conducted in selected states, districts, blocks and villages. A total of 2249 primary and upper primary schools were selected for survey from 15 states and 2 Union Territories. These 2249 schools were selected from 75 districts, 40 urban wards and 375 blocks. The respondents of the survey were multiple stakeholders, which includes, 4264 teachers, 22789 students, 4364 households, 2249 Focused Groups represented by 27940 carefully selected members in age group of 24-49 years, 2249 SMCs represented by 15692 members.

The gains made by SSA, since its inception is very impressive. Access has been universalized. Concerted efforts, since the commencement of SSA by the Central and State Governments, private providers, civil society organizations, and communities have resulted in significant improvement in the availability of schools that impart primary/ upper primary/elementary level education in all parts of the country, and the goal of universalization of primary education for all children aged 6-14 years seems close to realization. Pupil-teacher ratios have improved significantly. SSA has made great strides in developing infrastructure for elementary schools across the country especially provision of extra class rooms and toilet facilities. With the launch of the Swacch Vidyalaya initiative, 100% schools have toilets for boys and girls, while 96% schools have drinking water facility. Student-classroom ratios have shown considerable improvement. The share of the population of SC, ST, Muslim and CWSN children in elementary schools is more than their share in the population. Kasturba Gandhi Balika Vidyalayas are a success story for enrolling disadvantaged girl's students from far flung regions with least accessibility.

MHRD has successfully widened the focus of SSA, which is now squarely on the SSA goal of equity in enrolments and equitable quality of education for all children. The field survey conducted in selected states, found an intense concern and engagement with issues of equity in enrolments as well as improving and imparting quality of education. The reported decline in enrolment in government schools and low learning levels have also led to attention being

focused on school quality. It is recommended that TSG should address this problem in a strategic manner by equipping DIETs substantially. The RTE Act has generated awareness at all levels regarding access and universalization of enrolments and the States have stepped up, to address the problems surrounding quality in elementary education. The steps and pace in the direction of quality have mixed results and vary considerably across States.

Based on the present outcomes, the evaluation recommends the extension of SSA with programme modifications of unification of the existing SSA structures with the regular education department as a rights-based framework. Five years down the line, little evidence of unification has been observed as many states still adopt dual and parallel structures of elementary education.

Some of the major findings from evaluation study are:

- Capacity constraints relating to effective planning and implementation, continue to be a key issue for SSA. Consequently, the progress of implementation of planned programmes remains uneven though the overall progress towards the SSA goals has been impressive. The elementary education system in India has been growing in size consistently. However, the capacity of district-level institutions engaged in planning and implementation of programmes, has not been adequately strengthened to cope with the needs and demands of the expanding elementary school system. This suggests strengthening capacities through training needs for BEOs, BRCs and CRCs.
- With the right to education becoming a reality in April, 2010, SSA had been revamped in 2010- 11 to bring it, in sync with the RTE Act 2009. This was done in accordance with the recommendations of the Anil Bordia Committee, constituted for the purpose. On governance, the Bordia Committee had recommended notification of the existing SSA structures with the regular education department over a period of of five- year, as the project-based nature of SSA is not conducive to a rights-based framework. Five years down the line, little evidence of unification has been observed, as many states still adopt dual and parallel structures of elementary education. The only element of SSA that has been mainstreamed is the fund transfer mechanism from the Centre to the States instead of transfer of funds directly to SIS.
- The evaluation indicated that effective programme design, planning and organizational design was in place; tools and instruments having been adopted effectively for programme implementation and policy support from the government. Many success stories of states, having realised SSA Mission. However, the results are marginal or not satisfactory in some regions. This needs an in depth analysis and studies and success stories should be documented for demonstration in other states.
- Technical Support Group (TSG) in EdCIL has been created to provide technical support in the various functional areas of Pedagogy, Alternative Schooling, Civil Works, Financial Management, Inclusive Education, gender, MIS, Planning, Appraisal and Supervision, Research and evaluation, Monitoring, Community Mobilization,

Computer Aided Learning, Documentation, etc. under SSA at national and state levels. TSG has successfully accomplished majority of the tasks envisaged for the group. But the academic role of the BRC/CRC has not been fulfilled with satisfaction by TSG. Research studies indicate that teacher mentoring is critical for pedagogical reform, and has a much deeper impact than training. Strong academic lifelines for schools like the CRCs and BRCs are critical for this, as they do not have the adequate skills and experience to play an academic mentoring role, though many of them are very enthusiastic and committed.

- One of the major requirements filled by TSG has been providing customised data requirements to the user for effectively monitoring the SSA implementation in the states and Union Territories. TSG has also commissioned several evaluation studies in the country.
- The allocation of public resources to elementary education since 2004-05 in current prices, increased manifold in all states. However, there is no appreciable acceleration in the growth of public expenditure on elementary education after the enactment of RTE 2009 and also from 14th Finance Commission recommendations.
- The central government budget expenditure on SSA has shown increase initially after the adoption of RTE, but the momentum was not maintained subsequently. Over the years, there have been inconsistencies between budgets demand estimates by SIS and the actual allocations made by GOI. In FY 2014-15, GOI allocations accounted for a mere 43 per cent of the total budgets approved. This share declined even further to 30 per cent in FY 2016-17.
- Release of GOI allocation under the revised fund flow mechanism introduced in FY 2014-15 has not been effectively successful as the existing manual accounting system at sub-district level (particularly in schools) with only a cashbook, cannot provide annual accounts in prescribed format in time. This leads to delay by the States, in submitting prescribed documents to MHRD for releases. There is delay in the release of state share. The delay may be seen in the perspective of thin State resources, with grants released in September being 50% of the annual grant. Some States have observed difficulty to release their share of six months in one instalment. This situation is particularly serious for the North-East States and Jammu & Kashmir, which receive 90% grants for SSA, as their own budget largely depends on devolution of resources from the GOI. Field survey enquiries indicate that fund flow has been streamlined over the years but the delay in the release of funds in time has been observed in some cases.
- Expenditure as a share of total approved budgets has been decreasing from 74% in 2013-14 to 64% in 2016-17. State wise performance of expenditures was found below mark in case of some states. In FY 2015-16, West Bengal spent only 40 per cent of approved budget.
- Component wise expenditure to total allocation (for the period 2010-11 to 2015-16

combined) depicts that the allocated funds were not utilized fully. The utilization varied from 76% on teacher's salary, 52% teachers training, 73% Innovative Education (IE), 57% on school infrastructure, 47% for SMC training and 36% for TLE.

- Nearly seven years after the implementation of SSA, states are still to meet RTE norms for basic infrastructure services and facilities across a range of indicators. The largest shortfalls are in the availability of playgrounds (36%), construction of boundary walls (52%), classroom of each class, library facility and functional computer service in upper primary schools.
- Targets for construction of classrooms, toilets and provision of drinking water by SSA have been achieved more or less but their functionality at the ground level especially that of the toilets maintenance and upkeep, is highly questionable, based on the primary survey results from the sample surveyed schools, as nearly 50% toilets were not maintained properly.
- After the implementation of RTE Act, separate toilet facilities for girls at elementary level schools has improved substantially but it requires further impetus to meet the RTE norms of separate toilets for girls in all schools. As per the primary survey about 89% schools had recorded separate girl's toilet facility. The Field survey conducted in September 2017 indicated that only 28% toilet were in good serviceable condition, while 13% toilets were in medium serviceability condition and 58% toilets were in poor serviceability condition. Un-serviceable toilets were mostly observed in Bihar, Jammu & Kashmir, Madhya Pradesh, Odisha, Maharashtra and Rajasthan.
- About 7% schools continue to have single classrooms schools. Assam, Andhra Pradesh, Odisha, West Bengal and Jammu & Kashmir recorded higher proportion of single classroom schools as compared to the national average.
- The field observation in the visited schools indicated, that more than 50% schools have not yet fully imbibed the concept of Swachh Vidyalaya. About 50% children in these schools have been using practices of Swachh Vidyalaya like cleaning hands with soap before eating food etc.; Majority of the visited schools of the Swachh Bharat Swachh Vidyalaya' (SBSV) initiative by MHRD are in a position to create necessary environment and conditions for this initiative, provided necessary support is given by teachers and SMC.
- The computer facility was available in 76% upper primary schools but its use by the schools has been dismal low as only 11% schools were actually using this facility to impart computer knowledge to students. Several of these schools do not get regular electricity supply and moreover the maintenance of computer is abysmally low. In many cases teacher with the knowledge of computer is also questionable. Field survey indicated that only few schools are actually using this service for the benefit of students. In fact, a significant proportion of schools with computer facility have not translated the service for the benefit of students either due to non-availability of electric supply during school hours or due to non- availability of skilled teachers.

- The field survey analysis indicates that 81% children had school facility within the distance range of 1 kilometre, while 15% children travelled between 1-3 kilometres and 3% children travelled more than 3 kilometres for the school facility. However, state wise variation was observed, for the distance range travelled by the students to avail elementary education facility. In case of Bihar only 19% students had school facility within 1 kilometre range and 6% children had to travel more than 3 kilometres for the school facility. Significant proportion of students from Karnataka, Rajasthan, West Bengal and Uttar Pradesh had to travel between 1-3 kilometres for school facility. Thus RTE Act requirement of neighbourhood schools within the habitations is still a distant dream for some states, although improvement has been made after the implementation of SSA. Supreme Court has directed that it is criminal not to provide schools within the habitations. Field survey results also portray that majority of the children (94%) come by foot to attend the schools, while 3% travel by bicycle provided by the government and 2% children come by bus.
- Access was improved by building new schools and classrooms and, where necessary, by setting up EGS and AIE centres as temporary arrangements (Second JRM, Sec 2.3). EGS centres were opened in un-served communities that had at least 25 out-of-school children aged 6–14 (15 children in the case of desert and hilly areas), while AIE centres were established for "hard-to-reach" children who could not be directly enrolled in a school or EGS, such as children of seasonal migrants and deprived children in urban locales. These centres played an important role in the initial years of the SSA by providing schooling in the smaller and more remote communities and targeting disadvantaged groups. The EGS and AIE centres have since been converted into formal primary schools.
- As per UDISE data 2015-16, 196 million children were enrolled in elementary schools as compared to 189 million children in 2010-11 (All management school). Thus, there was a marginal increase of only 4 percent growth rate in the enrolments in elementary education during 2010-11 to 2015-16. This growth rate was mostly for private managed schools. Census 2011 recorded 237 million children in the age group of 6 – 14 years. Thus, either UDISE data does not cover all school enrolments or still a significant number of children are out-of-schools. Surprisingly there was decrease in the overall enrolments during 2010-11 to 2015-16 in West Bengal, Sikkim, Madhya Pradesh, Tamil Nadu, Puducherry, Odisha and Maharashtra. This could be due to bogus enrolments recorded in the previous years in the UDISE data for seeking benefits like mid-day meals, and other government subsidies. Due to stringent measures adopted after 2014, the UDISE data is perhaps reflecting correct picture of enrolments. On the other hand, Uttar Pradesh, Bihar, Karnataka recorded increase in the enrolments during 2010-11 to 2015-16 (All Management Schools). The increase was mostly for private managed schools as actual enrolments in Uttar Pradesh declined during 2010-11 to 2015-16 in case of government management schools.

- Declining enrolment in government schools has been a matter of concern for the government of India from 2010-11. About 1.45 crore children enrolment in government schools have moved to private schools from 2009-10 to 2015-16.
- Among the selected sample schools (2249 schools), there was a decrease of 12.21% in overall enrolments during 2013-2016 in government schools. The decrease was 13% among girls and 12% among boys. Percent decrease was high for Chandigarh, Uttar Pradesh, Puducherry, Maharashtra, Andhra Pradesh, Tamil Nadu and Karnataka. However, increase in enrolments were found in case of Rajasthan, Meghalaya and Jammu & Kashmir.
- The survey results depict that a significant proportion of the schools (22%) have fewer than 30 enrolled students. These schools have on an average 3 to 4 teachers. In case of Jammu & Kashmir and Sikkim on an average 4-5 teachers were found in these schools. The survey results also observed, many school with fewer student enrolments, within a habitation in Jammu & Kashmir and Sikkim. Thus, there exists a wide gap in the rationalisation of teacher pupil / ratio. This makes it difficult for the teacher to meet the learning needs of pupils in different classes on the one hand, while many teachers are available without any output in many schools. There seems to be no rational distribution of teachers with the school enrolments. The need for rationalization of small schools, and moving towards amalgamation of schools to ensure adequate number of teachers and expanding the network of residential schools to cater to the needs of children in sparsely populated areas emerges to be significant in this context.
- Significant improvement has been achieved in reducing gender gap of enrolments both at primary and upper primary levels, especially after the implementation of Sarva Shiksha Abhiyan in 2001. Not only has enrolments increased for Scheduled Castes, Scheduled Tribes and Muslim population during last 15 years after the implementation of SSA, but their gender gap in enrolments has also reduced. Enrolments of these social communities have increased both at primary and upper primary levels.
- Government management schools have mostly fulfilled the obligation of reaching out to these marginalised communities across all states and enrolling them into elementary education system, as enrolment of these communities in private schools was comparatively less than in government schools.
- Field data indicates that India has made impressive gains in reducing the male-female gaps in the gross primary enrolment rate in the last fifty years. However regional variation still persists. The gender gap in enrolments have been also reduced for different social groups like SCs, STs at both primary and upper primary levels. In case of some states the gender parity was balanced at primary levels, but is not so favourable at the upper primary level. The gender gap at upper primary level needs attention in these schools as high dropout rates were found for girls at upper primary levels. Infrastructure provisioning such as that of separate toilets for girls has impacted on

enrolment and retention of girls in the long run. The increasing presence of female teachers is also having positive implications for the enhancement in the girls' enrolment. Schools with higher proportion of female teachers and separate toilets for girls have depicted more balanced gender enrolments.

- Proportion enrolments of SC, ST, minority and CWSN students both at primary and upper primary levels are now matching with the proportion of population of these communities recorded in 2011 Census, thereby indicating equity in elementary education levels have been achieved.
- The inclusion of children with special needs has assumed priority. Efforts made to enrol a large number of children with disabilities into schools have been successful, although more efforts are required to enrol all CWSN children by providing enabling environment.
- Girls from disadvantaged social groups benefit from the measures implemented to increase access. The Kasturba Gandhi Balika Vidyalaya scheme was particularly important to enrol girls from far -flung inaccessible areas.
- The schooling of children from disadvantaged social groups was also supported through various other measures, including the provision of free textbooks to all enrolled children and the provision by some state governments of providing scholarships and uniforms. With the implementation of the Right to Education Act, school supplies became entitlements for children. In tribal areas, the population norms for setting up schools or EGS centres and residential schooling were relaxed, which had a positive impact on the schooling of tribal children. Attempts were also made to recruit teachers from the same tribal community. In areas of Muslim concentration, access to school for these communities was improved by introducing general subjects into madrasas, in addition to religious education, and supporting the madrasas under the SSA. Urdu was introduced as either the medium of instruction or as a language taught in many government schools in these areas.
- The design of SSA with its built-in flexibility allowed implementation of targeted schemes within its broad framework. The SSA programme incorporated several schemes targeted at disadvantaged groups (girls, SC, ST, Muslims, the urban poor, and CWSN) and helped to positively impact their participation. To this end, funds were directed towards educationally "backward" areas – the "Special Focus Districts" and "Educationally Backward Blocks".
- One of the major initiatives with positive effects on equity was the Midday Meal Scheme. This was a centrally sponsored scheme under which all students studying in the elementary classes of government or aided schools were provided with a hot meal each day they attended school. Although this scheme was not a part of the SSA, it was implemented within its framework.

- Vulnerable children – migrant children, child workers and street children – received various kinds of innovative schooling, with the objective of eventually absorbing them into formal schools. Bridge courses, seasonal hostels and other tailored opportunities were introduced. For CWSN, a three-pronged approach was adopted. The primary approach included trying to integrate them into neighbourhood schools by recruiting special teachers, sensitizing and training regular teachers, and providing schools with the facilities required by CWSN. For the CWSN who could not attend normal schools, special education was provided at AIE centres. Other children were given education support by special teachers through home visits.
- The field survey 2017 results indicated that only 2.49% children aged 6-14 years were not attending schools during the survey period. The survey results depicted that 1.90% out-of-school, children had actually dropped from schools and were not continuing further schooling. Thus, school environment was probably responsible for their being currently out-of-school. Poor teaching, financial shortages and non-availability of books were stated as main reason for dropping out of schools at upper primary levels.
- After the implementation of RTE-Act 2009, there has been significant increase in the number of teachers at elementary levels across all states. Number of teachers increased from 6.22 million to 8.07 million in India during 2010-11 to 2015-16 period. India recorded overall increase of 30% teachers during 2010-11 to 2015-16.
- Gender gap in teachers at both primary and upper primary levels has reduced. As per field survey information, 48% teachers were women in the elementary schools.
- PTR has decreased substantially both at primary and upper primary levels since the implementation of SSA in 2001. PTR at primary levels decreased from 43 in 2000-2001 to 23 in 2015-16. Similarly, PTR for upper primary level decreased from 38 in 2001-2001 to 17 in 2015-16. However, PTR is still unfavourable in Bihar and Uttar Pradesh, the two major North Indian states.
- Percent of single teacher schools is still found across all major states The field survey results depict that there were 7% single teacher, 30% two teachers and 63% three or more teacher's schools among the surveyed 2249 elementary schools. Majority of the single teachers were found in Andhra Pradesh, Madhya Pradesh and Maharashtra. A significant percent of schools (30%) were having only two teachers. Two teachers were mostly found in case of Meghalaya, Tamil Nadu, West Bengal, Andhra Pradesh, Madhya Pradesh, Odisha and Karnataka. Thus efforts need to be made to improve the teacher per school norm to at least 3 teachers per school. 28% sanctioned posts of teachers were still vacant.
- Around 13% teachers at primary and Upper Primary levels are still contractual teachers. Many states have higher percentage of contractual teachers. Regularization of the contract teachers has been an area of major concern, due to which there is

demoralization and loss of confidence amongst the primary teachers as per the survey .

- 75% teachers at primary level and 80% teachers at upper primary levels are professionally trained. SSA has invested significantly in teachers training and the primary survey from all study states and UT confirms that significant strides are made in teachers training and capacity building.
- The study confirms that most in-service teacher needs are still met by a one-size stfiall 'training' approach. Transaction in this training is also largely one-way. It is important to involve teachers as professionals in any training program and discuss their experiences and their understanding. Training sessions that are connected to teacher experiences are likely to be useful for practice. Coverage of teachers in in-service training is also dropping in many States. There is also very little information available on the impact of training except for anecdotal reports.
- Although the RTE Act 2009 stipulates that teachers should not be engaged for non-academic activity, except for election duty and Census work, yet quite a number of teachers stated that non-academic activities continue to be given to them, which disrupted their academic engagements. Around 52% of the respondents stated that non-academic work was given to them at least for 2-3 days in a month. All states continue the practice of giving non-academic work to teachers. However, the state of West Bengal, Uttar Pradesh, Rajasthan and Madhya Pradesh recorded high proportion of teachers engaged in non-academic work.
- Field survey indicated that majority of the teacher had received in-service training, thereby gnitceflerpriority given to in-service training after SSA implementation. But the academic role of the BRC/CRC has not been fulfilled. Teachers do not receive the kind of academic and pedagogical support that they need. Also, BRCs and CRCs can flourish only with strong academic institutions like DIETs and SCERTs supporting them. The DIET remains a very weak link – in most States, the SCERT too needs significant strengthening.
- There is an uneven availability of teachers across schools and subjects, even while most States have an overall PTR which is within the norms. Most 'easy' districts/schools seem to have too many teachers and 'difficult' districts/schools seem to be short of teachers. There is a large number of subject teacher vacancies (especially in Mathematics, Science, and Language) at the upper primary level. Madhya Pradesh has the largest number of vacancies.
- Classroom processes remain mostly 'traditional' with mostly one-way transmission and little interaction. Teachers ask questions and students speak only when spoken to. Students are mostly treated as passive receivers of knowledge with very little active participation in their own learning. Where activities are being conducted, the focus

seems to be on memorization and recall with not much analysis or reasoning. Most regular teachers struggle to address individual learning and the social needs of children with disabilities.

- High coefficient of correlation (+0.67) at 95% significance level was found between the percent expenditure used for teachers' training through BRCs, CRCs with percent trained teachers available in the schools. This clearly reflects expenditure on teachers training will go a long way to build teachers capacities. Thus, capacities should be developed for the states to spend the outlay fund for the training of teacher's component.
- The results of presence of good teaching environment in schools were mixed as only 49% schools had all the recruited teachers present on the day of visit. Only 49% schools recorded more than 80% students present on the date of visit and only 35% schools found teachers present in the classrooms during the stipulated periods. Thus teaching environment needs improvement and strong monitoring in order to improve the quality of teaching.
- Gross enrolment rates have significantly increased for both gender groups for all communities. Over age children have been enrolled in primary schools across all states. Several measures have been adopted to enrol over age children from SC, ST communities and CWSN.
- Net enrolment rates were 87% for primary level and 74% at upper primary levels. This indicates age appropriate students are still out of schools. Thus Right to education up to 14 years is still a far goal. Efforts must be made to enrol each and every child in this age group. Net enrolments have shown declining trends from 2010-11 to 2014-15 which requires in-depth analysis.
- The age appropriate retention at upper primary level across all states needs attention as many children in the age group 11-14 years are not enrolled in the schools. Field survey among the selected states indicated that only 80-85% children are actually attending the schools in this age groups regularly. Thus a significant proportion of children are neither enrolled nor attached to any schools at upper primary levels. The average student attendance rate for students at the elementary level continues be a concern.
- Transition rate from primary to upper primary level increased from 92% in 2006-07 to 94% in 2014-15. Transition rate were hovering around 90% for SC, ST and Muslim minorities in 2014-15. Very little variation was recorded for the transition rate among the states of India. This thereby indicates that the transition rate from primary to upper primary levels has been maintained during last three years across all states. The Primary survey across all States also indicates improved transition rates and tnacfiingis reduction in the dropout rates.
- Average annual dropout rates at the primary and upper primary levels reflects teaching

and learning environment in the schools. Average annual drop-out rate declined from 5.62 % in 2011-12 to 4.13 % in 2014-15 at primary level. However, a slight increase was recorded in the average annual dropout rate in 2014-15 as compared to 2011-12 at upper primary levels. Boys and girls dropout rate did not show any significant variation at primary level, while girls recorded higher dropout rate at upper primary level.

- Dropout rate for ST students was much higher among both boys and girls as compared to general and SC students in 2013-14. The primary survey from the study states also indicates higher dropout rate amongst the SC and ST students evaluated in the Gadchirli, Nandurbar tribal districts of Maharashtra; Alirajpur district of Madhya Pradesh as well as Bidar and Kalburgi districts of Karnataka.

- In most of the states visited by the field survey team, the efforts to increase student attendance were notably visible. Some states were monitoring student attendance more systematically with support from the community. These interventions had increased the participation of children from all sections of society. The sample survey depicted an overall attendance rate of 83% for all enrolled students at primary and upper primary levels. The attendance rate was high for girls (85%) as compared to boys (82%). The survey indicated 85% and more attendance rate for Andhra Pradesh, Chandigarh, Karnataka, Madhya Pradesh, Maharashtra, Meghalaya, Puducherry, Punjab, Sikkim and Tamil Nadu. Least attendance rate of less than 70% was recorded for Assam, Bihar, Jammu & Kashmir. Significantly girl's attendance rate was more than 85% in case of Andhra Pradesh, Chandigarh, Madhya Pradesh, Maharashtra, Meghalaya, Puducherry, Punjab, Sikkim and Tamil Nadu. On the other hand, girl's attendance rate was less than 70% for Bihar and Jammu & Kashmir .

- The average attendance rates for girls on the date of survey was higher than the average attendance rate for the year (January 2016 to December 2016 period). There seems to be a clear relationship between increase in the percent separate toilets for girls with the increase in the attendance rate of girls. Responses from teachers, school management members, FGD members, parents of students and girl student indicated that girls attendance rates have increased substantially after construction of separate toilets for girls. More than 85% respondents from these groups clearly stated that girls attendance rates have increased after construction of separate toilets for girls. Co-efficient of correlation between girl's attendance rate and percent separate toilets for girls was +0.85 at 95% significance level. Co-efficient of correlation between girl's attendance rate and percent good serviceable functional toilets was +0.87 at 95% significance levels. Therefore, Swachh Vidhalaya programme has increased attendance rate significantly especially for girl's.

- Twenty five percent teachers favoured punishment for improving students attitude towards educational standard. However the punishment strategy has changed from

corporal punishment to creative actions of punishment like writing same word many times, reciting pages from the books , preparation of TLMs from local material etc. Corporal punishment given to students has decreased substantially due to continuous training imparted to the teachers. A large proportion of sample teachers in Bihar, Uttar Pradesh, Assam, Andhra Pradesh, Madhya Pradesh, Maharashtra and West Bengal were in favour of creative punishments for making students learn. Training programmes for teachers have inculcated joyful teaching-learning methods in the classrooms.

- The field survey results indicated that the CCE was not universalised in schools across all states. Teachers expressed lack of proper capacity building training for implementation of the CCE and poor acceptability as major reasons. However, teachers who had adopted the CCE had found it very useful to analyse students' progress. A mix of unit tests, classroom tests and annual examinations were found to be very useful by teachers. Teachers had started adopting the CCE and other related student assessment practices, including monthly and quarterly tests. CCE includes oral weekly tests, written weekly tests, monthly tests and other TLM tests. Teachers adopted CCE were conducting several types of tests. Oral weekly tests were conducted by 58% teachers, written weekly tests by 54% teachers, monthly tests by 83% teachers and other TLM tests by21% teachers. State wise variations in the adoption of oral and written weekly tests were observed.
- The National Achievement Survey (NAS) conducted in November 2017 for classes 3,5 and 8 in government and government-aided schools, using competency based test questions to assess the learning outcomes depicts the average achievement of grade 3 students was 65% in EVS, 68% in Language and 64% in Mathematics. The competency level of grade 5 students was 57% in EVS, 58% in Languages, 53% in Mathematics. Competence level of grade 8 students was 57% in Language, 42% in Mathematics, 44% in Sciences and 44% in Social Sciences. Thus, significant proportion of students from each class did not respond correctly the questions asked in all the subjects taught at various levels. This reflects poor quality of education imparted to the students. However regional variations in the competence levels for all three class were reported for the subjects tested. Achievement levels of 3rd, 5th and 8th graders in core subject areas were very high (>75%) in several states and UTs.

- More than 80% of teachers had access to adequate instructional material in majority of states and UTs. More than 50-79% of teachers were satisfied with their job in Bihar Chhattisgarh, Mizoram, Kerala, Goa, Chandigarh, Jammu & Kashmir, Punjab, Maharashtra, Haryana, Telangana, Tamil Nadu, Rajasthan, Himachal Pradesh, Andhra Pradesh, Puducherry, Uttarakhand, Gujarat and Karnataka. Less than 30% of teachers were happy with their job in Meghalaya, Arunachal Pradesh, Nagaland and Manipur. Only 5% of teachers had high job satisfaction in Uttar Pradesh
- The mid-term assessment of the SSA highlighted relatively poor progress in terms of improvements in the quality of education. The national achievement surveys had gathered information about levels of learning achievements and the findings of these surveys were that learning levels were low. The low learning achievements were only one indicator of school quality, however. Other poor outcomes were seen in terms of high dropout rates and low retention rates, as reported in the JRM reports.
- Responses from administrators and teachers for improving teaching curriculum and pedagogy indicate that only 31 percent and 29 percent administrators and teachers were associated with curriculum improvement and improving teaching pedagogy respectively. The states of Assam, Bihar, West Bengal, Punjab and Sikkim reported least proportion of administrators and teachers engaged in improving curriculum and pedagogy. However, the states of Tamil Nadu, Puducherry, Uttar Pradesh, Meghalaya, Chandigarh and Karnataka performed better in developing both these indicators.
- School Management committees are functioning at various level within and across States. In some cases, SMCs were actively engaged in the school development process and composed of a diverse set of community members with strong representation from women. In others the knowledge of the school development plan was limited and SMCs were mainly composed of men with little participation from women. In addition, it was noted that SMCs focus tended to be around improving infrastructure. More training should be provided to SMCs to ensure equitable and effective engagement in school planning. SMC capacities should be built to focus on qualitative improvement rather than just data and infrastructure, and a system be developed so that the plans feed into the cluster/block/district plans.
- Stakeholder relationship with management of SSA is key towards its success but the evaluation found weak, stakeholder satisfaction and leadership / empowerment at each level of the organization structure. Technical support group may have to take the lead in designing the programme and training.
- Systematic mobilization of the community and creation of an effective system of decentralization decisions were found in place for making effective preparatory activities. Effective information system has been developed to provide support for involving community leaders at all levels and orienting existing governmental functionaries in carrying out their activities more effectively.
- After the implementation of SSA and RTE- Act 2009, District Elementary Education Officer have been strengthened and equipped adequately to handle the larger tasks

during programme implementation. The preparation of habitation level educational plans especially village education registers on the basis of household survey through effective community mobilization for microplanning and school mapping has been successfully completed in many states in order to track every child in the age group of 6-14 years for schooling.

- The selected respondents from households and FGDs were appreciative of SMC role in improving the education environment in the villages. Respondents felt that enrolment of children in schools has increased after SMC created awareness for the need to send children to schools. Their efforts have reduced out-of-school children and also reduced drop-out rates in the schools. SMC monitor the regular activities of the schools especially teacher's attendance.
- SMC members also prepare education and infrastructural plans of the schools. They also participate in the budget making exercise of the schools. Although 80-85% respondents were appreciative of SMC activities, yet 15-20% felt that SMC members should be given appropriate capacity building training by BRCs/ CRCs to improve their engagements in school activity.
- Some of the issues raised in these SMC meetings were methods of budget preparation, improving school management for creating quality education, involvement of community in Parent Teacher Association meetings and ensuring their active involvement in child's education. Other issues raised were increasing infrastructure facilities especially maintenance of existing infrastructure through community donations, creating Swachh Vidhalaya for better hygiene especially functionality of toilets and supply of safe drinking water. SMC also raised issue of supply of timely text books and uniforms. SMCs were particularly interested in providing quality education and discussed issues related to capacity building of teachers. SMC members also took keen interest to create awareness about regular attendance of teachers.
- Opening of Bank Accounts of Village Education Committee/ School Management Committee/ Gram Panchayat Education Committee/ School level Committee have been successfully complied in majority of surveyed schools.
- Large scale participation of women and other disadvantaged groups in the planning process was found across the surveyed states. A clear gender focus was found in all the activities under the plan. Large scale evidence of school-based activities like Bal Melas, Jathas, sports, Maa – Beti Sammelans, were conducted.
- Evidence of interface with elected representatives at all levels, process based constitution of committees at each level, institutional arrangements for decentralized decision making, consultation with teachers, community contribution for universal elementary education was found in majority of schools surveyed.
- Several states and Union Territories have initiated new initiatives to strategies universalization of enrolments and also improve the quality teaching in classes. These innovative strategies need to be showcased to other states so that they can also tfieneb

from such innovative models. Some of the initiatives are Beti Bachao Beti Padhao, Padhe Bharat Badhe Bharat, Rashtriya Avishkar Abhiyan, Vidyanjali, CLAPS-Children learning acquisition Programme for sustainability, CALIES- Computers in elementary schools (smart schools)\Nava-Padakkhep schools, Interactive Radio instruction Programme (IRP), Reading English and Acquisition programme, reading corners in schools, HEADSTART-computer enabled self-learning approach, EDUSAT, School Chalo Abhiyan, Integrated Learning Improvement Programme, School Level IP, ADEPT.

CHAPTER I

INTRODUCTION

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I.1 The Context

The role of education to meet basic learning needs of every person - child, youth and adult - in shaping human development has been emphasised through several cross cultural studies. Development economists have shown that more educated and literate educated parents have healthier lives, lower fertility and less disease prone children. Significant positive effect of the quantity of primary and secondary education (measured in terms of enrolment ratios and average years of schooling) on aggregate economic growth established in the literature discussing the relationship between education and national development. The learning needs generally comprise of both essential learning outcomes such as literacy, oral expression, numeracy, and problem solving, and the basic learning outcomes such as knowledge, skills, values, and attitudes, which are required by human beings to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives, to make informed decisions, and to continue lifelong learning. The scope of the basic learning needs and how they should be met varies with individual countries and cultures, and inevitably, changes with the passage of time. (Chabbott and Ramirez, 2000)[1]; (Topel, 1999)[2], Weiner, 1991)[3] (Hannum and Buchmann, 2004) [4], (Walter,

1 Chabbott, C. and Ramirez, F. O. 2000. Development and education. Hallinan, M. (ed.), Handbook of the Sociology of Education. New York, Kluwer Academic, pp. 163–88.

2 Topel, R. 1999. Labour markets and economic growth. Ashenfelt, O. and Card, D. (eds), Handbook of Labour Economics, Vol. 3C. Amsterdam, North Holland, pp. 2943–84

3 Weiner, Myron; (1991): The Child and the State in India, Child Labour and the Education Policy in Comparative Perspective. Princeton University Press, Princeton.

4 Hannum, E. and Buchmann, C. 2004. Global educational expansion and socio-economic development: an assessment of findings from the social sciences. World Development, Vol. 33, No. 3, pp. 1–22.

2000)[5], (Abadzi, 2006)[6], (Schultz, 2002)[7], (LeVine et al., 1991, 2001, 2004)[8], (Stash and Hannum, 2001)[9]. (UNESCO. 2014).[10]

However, education and health have been the most neglected sectors in the public policy framework in India. The education sector needs a paradigm shift in its development strategy for generating a mass movement to take the process of universalization of quality elementary education forward, as poverty and deprivation still remain India's biggest challenges in ensuing equitable and inclusive educational opportunities. India needs to improve access to and quality of education services, especially for girls and marginalised communities like the Scheduled Castes, Scheduled Tribes, other socio-economically backward communities and children living in difficult circumstances.) In the absence of equal opportunities to access quality education, India's trumpet of being the third largest country with scientific and technical cadre in the world and the sixth nuclear power of the world and the fourth country to have sent mission to Mars and Moon would mean very little for the masses. It is ironical that, majority of the northern states having more than 40 percent of the total population of the country, still remain educationally backward.

Historically, India's focus on universal elementary education and literacy goals precedes the World Conference on Education for All held at Jomtien in 1990. In 1986, India's national educational goals and strategies were re-examined and reframed in the National Policy on Education,[11] leading to the setting of the goal of free and compulsory education for all children aged 6–14 years. The new education policy and the related strategies were in response to the grim education situation that existed in India in the mid-1980s. In many states, literacy rates were very low, especially among girls and women, and there were widespread spatial and social disparities in educational attainment across and within states. Education indicators showed that the disadvantaged communities, which constituted more than one-third of India's population, had low achievement levels in many areas.

I.2 Education System in India: Historical Perspective

India had a long history of organised education prior to the British Rule; the GURUKUL system was perhaps the oldest system of education in the World. The testimony of flourishing higher education in India was depicted by the presence of several higher education learning centres

5 Walters, P. B. 2000. The limits of growth: expansion and school reform in historical perspective.

6 Abadzi, H. 2006. Efficient Learning for the Poor: Insights from the Frontier of Cognitive Neuroscience. Washington, DC, World Bank. (Directions in Development.)

7 Schultz, P. T. 2002. Why governments should invest more to educate girls. World Development, Vol. 30, No. 2, pp. 207–25.

8 LeVine, R. A., LeVine, S. E., Richman, A., Uribe, F. M. T., Correa, C. S. and Miller, P. M. 1991. Women's schooling and child care in the demographic transition: A Mexican case study. Population and Development Review, Vol. 17, pp. 459–96.

LeVine, R. A., LeVine, S. E., Rowe, M. L. and Schnell-Anzola, B. 2004. Maternal literacy and health behaviour: A Nepalese case study. Social Science and Medicine, Vol. 58, pp. 866–77.

LeVine, R. A., LeVine, S. E. and Schnell, B. 2001. Improve the women: mass schooling, female literacy, and worldwide social change. Harvard Education Review, Vol. 71, pp. 1–50

9 Stash, S. and Hannum, E. 2001. Who goes to school? Educational stratification by gender, caste and ethnicity in Nepal. Comparative Education Review, Vol. 45, pp. 354–78.

10 UNESCO, EFA Monitoring Report 2014.

11 National Policy on Education, NCERT; http://www.ncert.nic.in/oth_anoun/npe86.pdf accessed on 28th November 2017.

at Nalanda, Takshila, Ujjain and Vikramshilal University.[12] British record also shows that education was widespread in the 18th century. But these traditions were not carried forward by colonial powers which introduced English education that further increased segmentation of education policies and provisions to meet their ends.[13]

Unfortunately, after the independence, despite creative thinking and numerous recommendations from over 100 Committees and Commissions concerned with reforming education in Colonial India, very little changed in the policy prescriptions, penned and presented by Thomas Babington Macaulay and Sir Charles Wood during the British rule. Government policies, in fact, strengthened the educational segmentation process in an already inequitable society. There were, indeed, efforts by philanthropists, nationalists and social reformers to introduce elementary education in specific regions and among some communities. For example, Marwaris were allowed to start elementary education for their community. Similarly, Arya Samaj and Christian organizations started introducing elementary schooling for meeting their own ends.[14] But the coverage was very limited and confined to a minuscule minority.

I.3 Education Policy after Independence

The Constitution of India after independence had a part on Fundamental Rights and a part on Directive Principles of State Policy, and both had strong provisions for for imparting universal quality education for all. But, unfortunately, elementary education was put on back burner by making it as a matter of policy and not as a matter of right for a long period. The Article 45 of the Directive Principle, sought to provide for "free and compulsory education for all children until they complete the age of fourteen years" within 10 years of independence.[15] This commitment has not been met until recently in 2010, when the Right to Education Act 2019 was implemented. During this period, other countries had moved ahead, but India had stayed behind. India's record of educational achievement was poor in comparison not only with the western countries but also with its Asian counterparts like China, Japan, Sri Lanka and other Southeast Asian countries.

S. Radhakrishnans' views that "Education is a universal right, not a class privilege" was only given a lip service. The Colonial Government's aim was not to spread education among the masses but to create a small and accommodating elite middle class that would provide some scope for individual mobility to the fortunate few. Thus segmentation of schools for rich and poor classes increased. Even among such schools, there are wide variations in standards of teaching, including English teaching" (Beteille. 2008).[16]

12 Aggarwal, J. C. 2008. Development and Planning of Modern Education. 9th edition. New Delhi, Vikas Publishing House.

13 Andre Beteille. 2008, Access to Education, Political and Economic Weekly, May 17-24, 2008

14 Chandoke, N. 2009. Putting Civil Society in its Place, Economic and Political Weekly. 14 February 2009, p. 13. Chaudhury, N., Hammer, J., Kremer, M., Muralidharan, K. and Rogers, F. H. 2006. Missing in Action: Teacher and Health

15 Directive Principle of Indian Constitution of India, http://www.constitution.org/cons/india/p04.html, accessed on 28th November 2017.

16 Andre Beteille. 2008, Access to Education, Political and Economic Weekly , May 17-24 , 2008

The Kothari Commission Report (1964-66) observed: "The children of masses are compelled to receive sub-standard education while the economically privileged parents are able to'buy' good education for their children." It further commented that "there is thus segregation in education itself – the minority of private, fee-charging, better schools meeting the needs of the upper class and the vast bulk of free, publicly maintained, but poor managed schools being utilized by the rest. What is worse, this segregation is increasing and tending to widen the gulf between the classes and the masses."[17] The Commission recommended creation of Common School System (CSS) of public education "which will cover all parts of the country and all stages of school education and strive to provide equality of access to all children." Neighbourhood school plan was suggested for the purpose. "The neighbourhood school concept implies that each school should be attended by all children in the neighbourhood irrespective of caste, creed, community, religion, economic condition or social status, so that there would be no segregation in schools." But, in spite of these recommendations, the situation did not improve till the 1990s.

A major shift in the education policy was initiated in the National Policy on Education (NPE-1986)[18]. It emphasized that education must play a positive and interventionist role in correcting social and regional imbalances, empowering women and in securing a rightful place for the disadvantaged and the minorities. It also took a bold step of introducing common curriculum and common structure of school education system throughout the country. The NPE emphasized, universal access and enrolment, universal retention of children up to 14 years of age, and substantial improvement in the quality of education to enable all children to achieve essential levels of learning. Subsequently, the Programme of Action, 1992 (POA) was International pressure in terms of adoption of the Convention on the Rights of the Child in 1990 and the World Declaration on Education for All (EFA) adopted in 1990 at Jometian, and formulated for creating conducive conditions for attaining Universal Elementary Education (UEE) in a time bound manner.[19]

renewed in 2000 through the Dakar Declaration, marked the beginning of a new era of advocacy and action in favour of children at the global and national level.[20] The EFA movement brought education on centre stage to ensure the welfare of children by declaring it as a basic need on par with other human and social needs. Education has, therefore, been declared an inalienable right of every individual and a basic obligation of whole humankind. The Millennium Development Goals (MDGs) agreed upon by all member nations gave further boost to persuade governments to prepare their national plan of action for achieving Dakar goals. [21]

17 Kothari Commission Report on Education, https://www.scribd.com/doc/87669769/KOTHARI-COMMISSION-REPORT-A-PRESENTATION, Accessed on 28th November 2017.

18 National Policy on Education -1968, Government of India, Department of India, Ministry of Human Resource Development, 1998, http://mhrd.gov.in/sites/upload_files/mhrd/files/document-reports/NPE86-mod92.pdf, accessed on 28th November 2017.

19 National Policy on Education – 1986, Programme of Action, 1992, Ministry of Human Resource Development, Department of Education, http://mhrd.gov.in/sites/upload_files/mhrd/files/document-reports/NPE86-mod92.pdf, accessed 28th October 2017.

20 Government of India and UNDP. 2002. Successful Governance Initiatives and Best Practices. Experiences from Indian States. New Delhi, Planning Commission and UNDP.

21 UNESCO Institute for Statistics. 2013. Adult and Youth Literacy: National, regional and global trends, 1985–2015. Information Paper, Montreal, UNESCO-UIS.

Taking cognisance of the fact that nowhere in the world, countries have achieved universal elementary education without the state taking up the primary responsibility of providing free and quality education to all children up to the age of 14 years, the Supreme Court was approached. The Supreme Court's historic Unnikrishnan Judgement in 1993 gave major boost to civil society movement for demanding compulsory free and quality elementary education as Fundamental Right for all children up to fourteen years of age. [22] The Court contended that the Fundamental Right to Life (Article 21) in Part III of the Constitution should be read in harmonious construction with the Directive in Article 45 (Part IV) to provide Free and Compulsory Education to all children aged up to 14 years.[23] Hence, by implication, free education of equitable quality from nursery stage to Class VIII became a Fundamental Right. But, the national government continued its insensibility towards this important issue, taking pretext of paucity of funds.

Major change for education sector were initiated in 1997 when 'Education as a subject' was shifted from state jurisdiction to concurrent jurisdiction, paving the way for central government's responsibility and role towards universalising elementary education.[24] Several Centrally Sponsored Schemes (CSSs) with financial allocations from the Central Government and external funding support from the World Bank, DFID, European Union and other multi-lateral donor agencies provided support for select educationally backward districts across the country under the District Primary Education Programmes (DPEP). Other CSSs in operation in the 1990s were the Operation Blackboard, the Mid-day Meal Scheme (National Programme

Learning from experiences of implementing various school education development programmes in the 1990s, the Government of India prepared a detailed Centrally Sponsored for Nutritional Support to Primary Education), Teachers Education, Kasturba Gandhi Balika Vidhalaya and Janshala programmes. [25]

Scheme called the Sarva Shiksha Abhiyan (Education for All Movement) and implemented the same in 2002 for universalising elementary education in the country. The aim of the SSA was to achieve the Education for All (EFA) goals in a time bound manner in a mission mode. The SSA fixed targets to achieve the EFA goals much earlier than the stipulated dates agreed in the Dakar Framework for achieving the EFA goals. Since then, India's progress towards achieving the EFA goals has been remarkable.

22 Balagopalan, S. (2004). Free and Compulsory Education Bill, 2004. Economic and Political Weekly, 39(32), pp. 3587–3591.

23 Department of School Education and Literacy, Ministry of Human Resource Development. (2011a). Working Group report on Elementary Education and Literacy 12th Five Year Plan 2012-2017. New Delhi: Ministry of Human Resource Development, Government of India. Available online from: http://planningcommission.gov.in/aboutus/commi ee/ wrkgrp12/hrd/wg_elementary1708.pdf, accessed on 25th October, 2017.

24 Government of India. 2003. 10th Five Year Plan (2002–07), New Delhi, Planning Commission, GOI. http://planningcommission.nic.in/ plans/planrel/fiveyr/10th/volume2/10th_vol2.pdf (Accessed 24 September 2017) 2008. 11th Five Year Plan (2007–2012), New Delhi, Planning Commission, GOI. http://planningcommission.nic.in/ plans/planrel/fiveyr/11th/11_v2/11v2_ch1.pdf (Accessed 16 September 2017.)

25 Govinda, R. 2005, Elementary Education in India Promise, Performance and Critical Issues, Securing Rights, Citizen's Report on MDG, Wada Na Todo Report.

I.4 Right to Education Act (RTE), 2009

As part of its institutional and political commitments, the to the government of India introduced the Right to Education Bill in December 2002 and went for 86th Amendment Act (2002) via Article 21A (Part III) stating that, "The State shall provide free and compulsory education to all children of the age of six to fourteen years in such manner as the State may, by law, determine." Thereby, the Fundamental Right given in Article 21 was redefined by excluding children aged 0-6 years from the purview of the Bill. In spite of several inconsistencies and lacunae in the Right to education Bill, 2008, the Bill was finally adopted in 2009 in the form of the Right to Education Act (RTE) 2009, which represented the consequential legislation envisaged under Article 21-A, that came into force with effect from Ist April 2010. The RTE Act provides for a justifiable legal framework that entitles all children between the age of 6-14 years free and compulsory admission, attendance and completion of eight years of elementary education. Specifically, the RTE Act, 2009 provides for the following:

- The right of children in the age 6 to 14 years to free and compulsory education in a neighbourhood school till the completion of elementary education. Compulsory education means obligation of the appropriate government to provide free elementary education and ensure compulsory admission, attendance and completion of elementary education to every child in the six to fourteen age group." "Free" means that no child shall be liable to pay any kind of fee or charges or expenses, which may prevent him or her from pursuing and completing elementary education;

- Special provisions for a child not admitted to, or not completed elementary education to be admitted in a class appropriate to his or her age;

- The duties and responsibilities of appropriate Governments, local authority, schools and parents in providing free and compulsory education, and sharing of financial and other responsibilities between the Central and State Governments.

- Laying down the norms and standards relating inter alia to Pupil Teacher Ratios (PTRs), buildings and infrastructure, school working days, teacher working hours.

- Rational deployment of teachers by ensuring that the specified pupil teacher ratio is maintained for each school, rather than just as an average for the State or District or Block, thus ensuring that there is no urban-rural imbalance in teacher postings. It also provides for prohibition of deployment of teachers for non-educational work, other than decennial census, elections to local authority, state legislatures and parliament, and disaster relief.

- Appointment of appropriately trained teachers, i.e. teachers with the requisite minimum qualifications laid down by the notified academic authority i.e. NCTE.

- Prohibits (i) physical punishment and mental harassment i.e. corporal punishment (ii) screening procedures for admission of children, (iii) capitation fees, (iv) private tuition by teachers, (v) running of schools without recognition,

- Development of curriculum in consonance with the values enshrined in the Constitution, and which would ensure the all-round development of the child, building on the child's knowledge, potentiality and talent and making the child free of fear, trauma and anxiety through a system of child friendly and child-centred learning.

- Protection and monitoring of the child's right to free and compulsory education and redressal of grievances by the National and State Commissions for Protection of Child Rights.

All 35 States/UTs have notified the State RTE Rules. In addition, States/UTs took steps to issue several notifications reiterating the child cantered provisions of the RTE Act. Thirty-five States/UTs issued notifications prohibiting corporal punishment and mental harassment; 33 States/UTs issued notifications prohibiting screening for admission and capitation fees; 34 States/UTs issued notifications prohibiting expulsion and detention; 34 States/UTs issued notification banning Board examinations till completion of elementary education; all the 35 States/UTs notified academic authority under the RTE Act. [26]

The Act provides the children right to education, which is equitable and based on principles of equity and non-discrimination. Additionally, it provides them right to an education that is free from fear, stress and anxiety.[27]

- Holistic view of education, as interpreted in the National Curriculum Framework 2005, with implications for a systemic revamp of the entire content and process of education with significant implications for curriculum, teacher education, educational planning and management.

- Equity, to mean not only equal opportunity, but also creation of conditions in which the disadvantaged sections of the society – children of SC, ST, Muslim minority, landless agricultural workers and children with special needs, etc. – can avail of the opportunity.

- Access, not to be confined to ensuring that a school becomes accessible to all children within specified distance but implies an understanding of the educational needs and predicament of the traditionally excluded categories – the SC, ST and others sections of the most disadvantaged groups, the Muslim minority, girls in general, and children with special needs.

- Gender concern, implying not only an effort to enable girls to keep pace with boys but to view education in the perspective spelt out in the National Policy on Education 1986/ 92; i.e. a decisive intervention to bring about a basic change in the status of women.

26 OUTCOME BUDGET 2016-17, Department of School Education and Literacy Ministry of Human Resource Development Government of India New Delhi.

27 Source: Sarva Shiksha Abhiyan, FRAMEWORK FOR IMPLEMENTATION, Based on the Right of Children to Free and Compulsory Education Act, 2009, A publication of: Department of School Education and Literacy Ministry of Human Resource and Development Government of India, March (2011).

- Centrality of teacher, to motivate them to innovate and create a culture in the classroom, and beyond the classroom, that might produce an inclusive environment for children, especially for girls from oppressed and marginalized backgrounds.

- The RTE imposed moral compulsion on parents, teachers, educational administrators and other stakeholders, rather than shifting emphasis on punitive processes.

- Convergent and integrated system of educational management is pre-requisite for implementation of the RTE law. All states must move in that direction as speedily as feasible.

I.5 The Sarva Shiksha Abhiyan (SSA)

The Sarva Shiksha Abhiyan (SSA) is a flagship program of the Government of India, implemented in partnership with State Governments for universalizing elementary education (UEE). SSA was initially launched in 2001-2002 under mission mode aiming at providing relevant education to all children in the age group 6-14 years. The SSA, the main vehicle to implement the Right to Education Act, got the legal status after the enactment of the Right of Children to Free and Compulsory Education (RTE) Act, 2009, which represents the consequential legislation envisaged under Article 21-A and came into force with effect from 1st April 2010.

From the year 2010-11, the SSA scheme is being implemented in accordance with the legal framework/provisions of the Right of Children to Free and Compulsory Education (RTE) Act, 2009, which provides for an entitlement of all children between the ages of 6 to 14 years for free and compulsory admission, attendance and completion of elementary education in a neighbourhood school. The framework for implementation of the SSA had accordingly been amended in September 2010 to align it with the provisions of the RTE Act, 2009. The SSA has been designated as the vehicle scheme for meeting the objectives of the RTE Act, 2009. The SSA covers all States and Union Territories. The overall objective of the scheme is to universalise access, participation, retention and completion of eight years of quality elementary education in the country.

Since the SSA has been in operation effectively for more than 15 years; it has been, therefore, felt necessary to evaluate and quantify the impact of the scheme, with particular focus on the progress made in the last five years. The Government desires to evaluate the intervention and specific effectiveness of the scheme in terms of its objectives, besides the delivery of services, record keeping, financial performance, effective utilization of grant-in-aid and administrative expenses, fund flow mechanism and the role of the TSG in achieving the desired objectives and reporting, including Financial Management & Monitoring Systems and institutional capacity building during the operation of the SSA, particularly as a vehicle for implementation of the RTE Act, 2009 in the last five years.

In the above context and considering its extensive evaluation and monitoring experience, Datamation (ISO 9001:2008 ISO 27001) was offered to conduct the evaluation study (ES) of the SSA by the MHRD,-Government of India.

I.6 Scope and Objectives of the SSA Evaluation Study

As mandated by the MHRD, Government of India various components of the SSA scheme such as access, participation, retention, completion levels at elementary education; institutional arrangements, financial management and others related aspects of the SSA were to be looked into in the evaluation study. Specifically, select Key Performance Indicators (KPIs) related to enrolment (enrolment of SC, ST, OBC, Minority and Children with Special Needs); student follow, grade promotion, dropout, transition rate, gross enrolment ratio, pupil teacher ratio, availability and maintenance of school infrastructure, teaching and learning outcomes, etc. were proposed to be covered in the evaluation. As mandated by the MHRD, the ES would deal with the overall performance of the programme implementation and indicate that whether the scheme was implemented in various States in an effective manner; apart from examining whether the provisions and norms of the Scheme were for achieving the ultimate goal of the Education for All (EFA).

I.6.1 Scope of the Evaluation of the SSA

As defined by the MHRD, the focus of the Evaluation Study is to look into the follow aspects of implementation of the SSA:

(i) Design of programme, whether it is appropriate to meet the objectives;

(ii) Specific deliverables of programme, whether they constitute the felt needs of the community.

(iii) Changes if required in concept and implementation.

(iv) Is there any overlap of this scheme with any other operating in the field?

(v) Actual outreach of benefits as per each intervention may be verified and reported.

(vi) Bottlenecks, if any, in proper implementation of the scheme and reasons of under achievement in comparison to the projected outcome (wherever applicable).

(vii) Whether there is need to continue the scheme in the existing form or changes required in the norms (both Programmatic and Financial) to facilitate in achieving the goals.

(viii) Whether the scheme is augmenting the Education among out-of-schoolchildren, backward communities and children with special needs and further support in their education.

(ix) Whether there is any impact of these schemes in decreasing the dropout rates of all categories of children and to support to continue their studies.

(x) How to implement and classify the interventions for outcome/Performance based funding for assessing the level/degree of achievement.

(xi) Effectiveness/Utility of the Swachh Vidyalaya' Programme.

(xii) Effective utilization of the Grant in Aid and administrative expenses.

(xiii) Fund flow mechanism.

(xiv) Role of TSG and its utility.

1.6.2 Specific Objectives of the Evaluation

(i) To assess the extent to which the SSA has been able to achieve its objectives and related targets and the factors determining the same;

(ii) To assess the extent to which the approach\strategies adopted under the SSA to achieve the objectives were effective;

(iii) To identify constraints in the implementation of the scheme; and

(iv) To suggest the way forward.

1.6.3 SSA Component-wise Specific Objectives of the Evaluation

Keeping in view the broad objectives of Sarva Shiksha Abhiyan, the specific objectives of this Evaluation Study are grouped into four major categories. The study shall evaluate physical and financial progress, and determine the qualitative and quantitative impact of various interventions taken up in the programme

A. ACCESS:

- To assess the extent of access and enrolment of children in the relevant age group and to analyse the reasons thereof including the number of schools set up etc.
- To study the strategies adopted for mainstreaming the out of school children in to schools.
- To assess the Gross Enrolment Ratio.
- To assess the utility of the toilets constructed under Swachh Vidyalaya Programme and whether it has led to increased enrolment of children especially girls.

B. EQUITY (Bridging gender and social gaps):

- To assess the equity gaps in elementary education with respect to social groups (SC,ST, OBC, and minority community) gender and children with special needs.

C. RETENTION:

- To assess the students' attendance, retention and transition.
- To find out the rate of dropout students and suggest strategies to retain them in schools;
- To assess the extent to which attendance, dropout rate and transition rate of girls, SC, ST and minority community children have been achieved.
- To suggest approaches and strategies for improving attendance, retention and transition rate.

D. QUALITY:

- To assess the level of PTR, percentage of appointment of professionally qualified teachers, percentage of vacancies of teachers, in-service training of teachers, attendance level of teachers and achievement level of children.
- To find out the percentage of time spent by the teachers on non-teaching jobs.
- To find out if the headmaster, teachers, parents have the knowledge of learning levels of children in different grades.
- To assess If the focused supplementary material for early grade and other grade levels reaches the classes in time.
- To evaluate if the teachers are getting need based and context based in-service training.
- To find out the percentage of headmasters and educational administrators undergoing the leadership training programme.
- To find out the percentage of schools and teachers using CCE for assessing the achievement level of children and providing regular feedback to improve upon teaching pedagogy and up-dating the parents/guardians.
- To find out percentage of teachers having knowledge of achievement levels of children of their State/district as assessed by the State and National Achievement Survey. Also the number of workshops held by the administrators to discuss the achievement status of children of the region.

- To find the number of States wherein achievement levels of children are being used by the teachers and administrators to improve upon the curriculum, pedagogy and training programme.

- To assess the help provided by the BRC/CRC to the teachers in improving the learning levels of children.

- To assess learning levels of children belonging to different social groups.

- To assess the usage of computer Aided Learning to improve quality of teaching and improving learning outcomes,

- To assess the impact of different interventions on improving the quality of learning of children from different social groups.

E. PLANNING, APPRAISAL AND ALLOCATION OF FUNDS:

- To assess the planning process of different levels right from school to national level formulation of School Development Plan (SDP), Annual Work Plan & Budget (AWP&B), State Component plan, Plan appraisal and approval, release of funds.

- To find out the success achieved in district plans and their implementation as the focus of SSA has been to decentralize planning of education.

F. CENTRE-STATE PARTNERSHIPS:

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

G. ALLOCATIONS, FLOW AND UTILISATION OF FUNDS:

- To assess the financial aspects of the SSA in terms of centre-state contributions, timeliness of transfer of funds, Intervention-wise expenditure incurred, issuance of utilization certificate, Compliance with audit observations etc.

- To evaluate the effective utilization of the Grant and administrative expenses.

- To find out the fund flow mechanism and its utility

- To assess the impact of release of central share to the State/UT treasury (from2014-15) who in turn release/transfer the central share to the State Implementing Society (SIS).

H. CONVERGENCE:

- To assess the convergence of State Education Department and District Education Officers with Panchayats, community based Organizations and other sectors at school level.

I. IMPLEMENTATION CONSTRAINTS:

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

J. ROLE OF THE TSG:

- To assess the role of the TSG in achieving the desired objectives.

1.7 Evaluation Methodology

In order to achieve the above specific objectives of the SSA-ES has been based on descriptive case study as well as quantitative survey methods. The study has been based on intensive and extensive sample survey by the concerned official/members of the Evaluation Team and other concerned officials/State Government representatives through participatory discussions and structured interviews/questionnaires by visits and personal interviews.

Both secondary and primary sources of data and information have been extensively utilized. Key Performance Indicators (KPIs) related to access, enrolments, infrastructure, quality of elementary education, based on U-DISE 2010 -11 to 2015-16 and NAS by the NCERT for different periods to identify the trends of changes, growth rate of the selected indicators. The data and other information were collected from the following secondary sources:

- TSG - MHRD
- JRM Reports , MHRD
- NITI AYOG REPORTS- 2013-14 to 2015-16
- CENSUS OF INDIA – 2001 and 2011
- U-DISE
- NAS
- Ministry of Finance, GOI

I.7.1 Primary Survey

In addition to the secondary data, field survey to collect related primary data has been conducted to seek answers to the specific objectives and research questions. Several stakeholders were selected for interviews and opinion survey. The stakeholders surveyed include:

- Education Secretaries from the select States and Union Territories;
- State SPDs/ Project Officers;
- District Education Officer;
- Block Education Officers;
- School Management Committee Members;
- School Teacher;

- Students;
- Parents/Heads of Households
- Parents and Students for Focussed Group Discussion; and
- Observation Checklist of Schools by the Field Researcher.

I.7.2 Sampling Design:

Selection of States and Union Territories

For detailed sample survey, the following states were identified zone wise, keeping in view patterns of literacy rates (as enumerated in 2011 Census). Fifteen states from five zones/ regions of India and two Union Territories were selected for field survey. The following States and Union Territories were selected for the evaluation study (see Table I.1)

Table 1.1
Sample States and UTs Covered under the Evaluation Study

Zones	Sample States
North Zone	Uttar Pradesh, Punjab and Jammu & Kashmir
South Zone	Tamil Nadu, Andhra Pradesh, Karnataka
East Zone	Bihar, West Bengal, Orissa
West Zone	Maharashtra, Madhya Pradesh, Rajasthan
North-East	Assam, Meghalaya and Sikkim
Union Territories	Chandigarh, Puducherry

I.7.3 Selection of Districts

From each sample State/UT, five districts were selected for field survey. The sample districts selected on the basis of literacy rates recorded in the Census of India, 2011 and physical and cultural variations. One district each from the sample State/UT with highest literacy rate; one district with lowest literacy rate; and one district classified as Special Focussed District (SFD)[28] were selected for the survey. In addition, two districts located from different physiographic and cultural characteristics were also selected (see Annexure-II for the list of sample districts from the selected states). Map I.1 shows the spatial distribution of sample districts covered in the evaluation study.

28 Special Focussed Districts for SSA were selected from each state based on concentration of 25% or more than 25% of ST, SC, Minority and LWE districts.

I.74 Selection of Blocks/Ward:

From each district, five blocks/wards were selected. Blocks were randomly selected on the basis of literacy rate ensuring that they were not adjacent to each other. Similarly, Wards were also randomly selected from urban Municipal areas from each State/Union Territory.

I.75 Selection of Schools

From each selected block/wards, five schools were selected based on the availability of stand-alone primary school and the combined primary and upper primary schools. All the existing schools belonging to different categories of schools covered under SSA, i.e. Govt., Govt. aided and Local Body, and Central Govt. funded were selected in the sample. After ascertaining the relevant data from blocks/wards, with support from the TSG- MHRD, a list of selected schools were prepared for the detailed survey. Annex- I gives the the list of sample schools selected for the survey

I.76 Overall Sample Size

The overall sample size suggested by MHRD for surveys that includes states, districts, blocks/ wards, schools/ villages and different stakeholders are given in Table No I.2 and Table No. I.3

Table 1.2
Overall Sample Size, Suggested by MHRD for the Evaluation Study: States

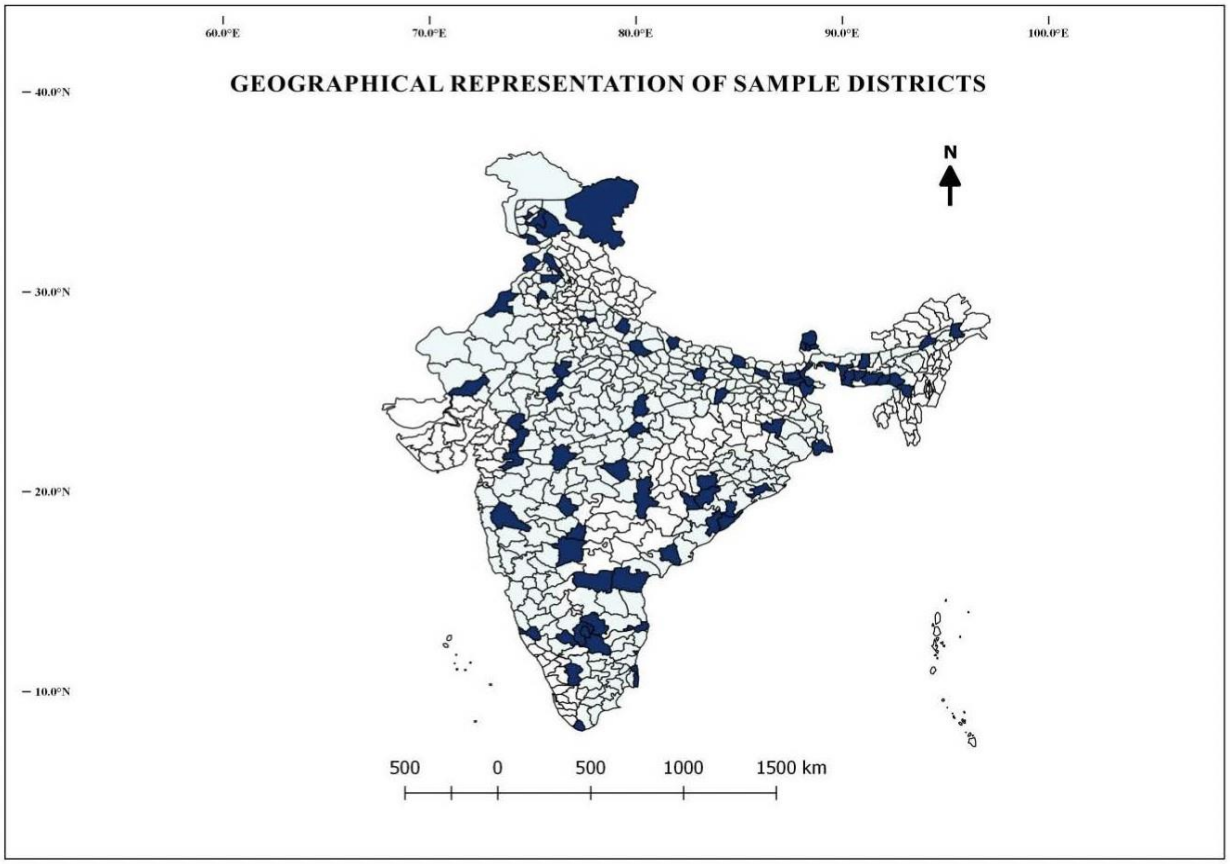
Sl. No.	Category	Sample Size	Remarks
1.	Zones	5	North (Zone-1), South (Zone-2), East (Zone-3), West ((Zone-4) & North-East Zones (Zone-5)
2.	States	15	North (Zone-1)- UP, Punjab, J&K South (Zone-2)-Tamil Nadu, Andhra Pradesh, Karnataka. East (Zone-3)- Bihar, West Bengal, Odisha West (Zone-4)- Maharashtra, Madhya Pradesh, Rajasthan North East (Zone-5)-Assam, Meghalaya, Sikkim
3.	Districts	75	@ 5 Districts per State
4.	Blocks	375	@ 5 Blocks/wards per District
5.	Schools	1875	@ 5 Schools per Blocks/wards
6.	Students	37500	@ 20 Students per Schools
7.	Teachers	3750	@ 2 teachers per schools
8.	Parents	3750	@ 2 parents per schools
9	FGDs	1875	@ 1 FGD in each school
10	SMC/VEC	1875	@ 1 SMC/VEC in each school
11	Observation Schedule	1875	@ 1 Observation Schedule in each school

Table 1.3
Overall Sample Size Suggested by MHRD for the Evaluation Study: Union Territories

Sl. No.	Category	Sample No	Remarks
1.	UTs	2	North (Zone-6)- Chandigarh (UT without Legislature) South (Zone-7)-Puducherry (UT with Legislature)
2.	Districts	2	@ 1 District per UT
3.	Wards	40	@ 20 Wards per District
4.	Schools	200	@ 5 Schools per Wards
5.	Students	4000	@ 20 Students per Schools
6.	Teachers	400	@ 2 teachers per schools
7.	Parents	400	@ 2 parents per schools
8	FGDs	200	@ 1 FGD in each school
9	SMC/VEC	200	@ 1 SMC/VEC in each school
11	Observation Schedule	200	@ 1 Observation Schedule in each school

Source: Census of India and Data provided by TSG- MHRD

Map No I.1



I.7.7 Selection of Students

From each school, 20 students (10 boys and 10 girls) were randomly selected from Class II to Class V or VIII, wherever applicable. The sample students included at least three students each from SC, ST, OBC and minority communities, wherever applicable. In case of non-availability of any of these categories, the substitutes/replacements were taken from the other categories. Children with Special Needs (CWSN) were also selected, wherever available.

I.7.8 Selection of Teachers

Two teachers (one male and one female) each from every sample school were selected to canvass the teacher level schedule.

I.7.9 Selection of Households

In each village, where the sample schools were located, two households having children in the age group of 6-14years were selected through snow ball sampling method. Questionnaires were developed for survey in consultation with MHRD. (Refer Annexure-II)

I.7.10 Selection of School Management Committees (SMCs)/Village Education Committees (VEC

The SMC/VEC of the sample schools were selected for intensive survey. Efforts were made to survey the maximum member of the SMCs/VECs, including members from SC/ST/OBC/ Minority communities, wherever available and women members.

I.7.11 Selection Stakeholders for Focus Group Discussion

In each sample village, one Focus Group Discussion was organized consisting of parents (8-10 persons) 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 (d) other knowledgeable persons of the village. The FGD was conducted to know the parents' views on the implementation of the SSA; challenges faced by them in getting the services; and their suggestions/feedback to improve the programme implementation. Information was also sought from the FGD members on the role of the SMCs/VECs in strengthening the infrastructure in schools and strategies adopted to ensure all children in the age group of 6-14 attend schools.

Efforts were also made to find out the monitoring mechanisms for schools for enhancing quality of education and improving active participation of students. Age group of the FGD was 25- 45 years. Before the beginning of the interaction, the purpose and objectives were clearly spelt out to the selected group. The group members were informed that the confidentiality of their names would be maintained. With th permission from the selected group members recording of the interaction was undertaken. Major pointers for discussion were identified for the moderators in order to be focused.

I.7.12 Selection of other Stakeholders

In addition to the above field survey of the stakeholders, information was also sought from government officials, who were closely associated with the SSA implementation and monitoring. The government officials interviewed included State Education Secretaries, State Project Directors (SPD) of the SSA of each sample state, District Education Officers of all selected districts and Block Education Officers of all selected blocks. Customized questionnaires for each of the above selected stakeholders were developed in consultation with the MHRD officials associated with the SSA at the Centre. (for questionnaire refer Annex-II)

I.7.13 Observation Checklist

The Investigators conducting the field survey were asked to fill up the observation checklist of available infrastructure, manpower in position, its quality and maintenance to provide qualitative components of the surveyed information.

I.7.14 Development of Research Tools for Survey/ Interviews/ FGDs/ Observation Checklist

Structured questionnaires were prepared in consultation with SSA officials of MHRD (GOI) at the centre for all above stakeholders. Both quantitative and qualitative components were developed in terms of both open ended and fixed question –answers. The schedules /questionnaires were prepared English, Hindi and other local languages for easy understand ability of the respondents from the selected states/ districts/ blocks/urban wards/ schools and villages. (for questionnaires refer Anne-II)

I.7.15 Training and Ethical Components for the Research Investigators

All the research investigators selected for the survey were imparted special training and adherence to imparting of ethical issues while conducting the field survey. The training and imparting ethical values were conducted in special workshops conducted across the length and breadth of the country especially at Meghalaya, Kolkata, Lucknow, Patna, Delhi, Srinagar, Chandigarh, Jaipur, Hyderabad, Bangalore and Chennai. The training includes Do's and Don'ts and other necessary instruction.

I.8 Development of Mobile Apps for Collecting Data electronically for Digitization of the Primary Survey Data

Primary survey data using the student's schedule, teachers' schedule, Observation Checklist, Household schedule were directly collected through Mobile Apps from most of the states where internet was available. However, for other states, primary data were collected after filling in the hard copy of the schedule/questionnaire.

I.9 Sample Profile and Characteristic

The field survey was conducted from August 20 to October 15, 2017 in 15 states and 2 Union Territories. Against the selected sample design, actual sample size for survey of respondents is given in Table 1.1. A total of 82 districts, 375 blocks and 40 urban wards were covered for survey. Number of districts for survey increased against the stipulated selected as some districts had less than 5 blocks. A total of 2249 primary and upper primary schools, 4264 teachers, 22789 students, were covered for the survey. In addition, 4364 households were

surveyed to identify out-of-school children in the selected 2249 villages. These households were selected randomly from the villages in order to find out extent of out-of-school children in the villages. Similarly, 2249 Focussed Group Discussion (FGDs) and School Management Committee (SMC) were also surveyed. State wise distribution of the surveyed stakeholders and other respondents is given in Table No.1.4. The distribution of surveyed stakeholders and respondents clearly represents robust sample across all states covered in the country.

Table 1.4
Actual Sample Size for Field Survey

State	District Covered	Schools Visited	Teachers Surveyed	Students Surveyed	Observation Check List in Surveyed Schools	HH surveyed	FGDs Conducted	SMC Surveyed
Andhra Pradesh	5	138	286	1935	143	276	138	138
Assam	5	79	152	820	76	370	79	79
Bihar	6	72	78	1329	39	112	72	72
Chandigarh	1	45	90	410	45	116	45	45
Jammu & Kashmir	5	109	282	1529	141	286	109	109
Karnataka	6	126	250	1879	125	209	126	126
Madhya Pradesh	5	89	194	1337	97	154	89	89
Maharashtra	4	213	428	752	214	389	213	213
Meghalaya	6	221	442	1533	221	432	221	221
Orissa	9	244	466	2293	233	478	244	244
Puducherry	1	70	88	370	44	76	70	70
Punjab	5	85	284	1567	142	289	85	85
Rajasthan	6	164	300	1554	150	246	164	164
Sikkim	4	69	118	492	59	109	69	69
Tamil Nadu	6	262	312	2516	156	309	262	262
Uttar Pradesh	6	155	330	1720	165	356	155	155
West Bengal	2	108	164	753	82	157	108	108
ALL	**82**	**2249**	**4264**	**22789**	**2132**	**4364**	**2249**	**2249**

Source: Field Survey Conducted during August- October 2017.

In addition, a detailed survey based on circulated questionnaires was also conducted for States and Union Territory Education Secretaries, State and Union Project Directors (SPD) of Sarva Shiksha Abhiyan, select District Education Officers (82), select Block Education Officers (375) and Urban Ward Education Officers (40).

I.10 Characteristics and Profile of Sample Schools and Other Respondent

I.10.1 Profile and Characteristics of Sample School

A total of 2249 schools were visited for the survey across the 15 sample states and 2 Union Territories. Out the total sample schools, 55% were independent primary schools; 32% were upper primary schools with primary section (grades I-VIII) and 13% were high schools with grades I-X. Out of 2249 schools surveyed, 36% were boys' only schools, 11% were girls' only schools, and the remaining 53% were co-educational schools. Thus, a wide representation of schools were included in the sample for the field survey. State-wise and Union Territory-wise characteristics of sample schools have been depicted in Table 1.5.

Table 1.5
Profile and Characteristics of Sample School

State	Number of Sample Schools	Percentage of			Percentage of		
		Primary with Grades I-V	Upper Primary School with Grades I-VIII	High School with Grades I-X	Boys' Only Schools	Girls' Only Schools	Co-educational Schools
Andhra Pradesh	138	62.32	29.71	7.97	34.78	5.80	59.42
Assam	79	75.95	16.46	7.59	25.32	8.86	65.82
Bihar	72	44.44	38.89	16.67	43.06	12.50	44.44
Chandigarh	45	26.67	33.33	40.00	44.44	24.44	31.11
J&K	109	43.12	41.28	15.60	43.12	12.84	44.04
Karnataka	126	44.44	33.33	22.22	38.89	19.84	41.27
Madhya Pradesh	89	57.30	22.47	20.22	31.46	17.98	50.56
Maharashtra	213	54.46	38.03	7.51	41.78	6.57	51.64
Meghalaya	221	73.76	18.10	8.14	21.27	6.33	72.40
Orissa	244	53.69	39.34	6.97	42.62	6.15	51.23
Puducherry	70	45.71	35.71	18.57	38.57	10.00	51.43
Punjab	85	20.00	60.00	20.00	58.82	17.65	23.53
Rajasthan	164	47.56	35.37	17.07	40.85	16.46	42.68
Sikkim	69	37.68	37.68	24.64	47.83	20.29	31.88
Tamil Nadu	262	61.45	30.53	8.02	33.59	7.25	59.16
Uttar Pradesh	155	73.55	17.42	9.03	21.94	7.10	70.97
West Bengal	108	60.19	26.85	12.96	33.33	11.11	55.56
ALL	**2249**	**55.45**	**31.88**	**12.67**	**36.37**	**10.58**	**53.05**

Source: Field Survey conducted during August- October 2017.

1.10.2 Profile and Characteristics of Sample Teacher

A total of 4264 teachers from 2249 sample schools were covered in the survey across 15 States and 2 Union Territories. Out of the sample school teachers, 2442 were men and 1822 were women teachers, constituting 57% and 43% respectively. Thus, a broad representative sample of both men and women teachers were selected for the survey. State-wise and Union Territory-wise distribution of sample teachers is given in Table 1.6.

Table 1.6
Profile and Characteristics of Sample Teacher

State	District	Schools	Teachers	Male	Female	% male to total sample teachers	% Female to total sample teachers
Andhra Pradesh	5	138	286	158	128	55.24	44.76
Assam	5	79	152	86	66	56.58	43.42
Bihar	6	72	78	55	23	70.51	29.49
Chandigarh	1	45	90	46	44	51.11	48.89
Jammu & Kashmir	5	109	282	162	120	57.45	42.55
Karnataka	6	126	250	168	82	67.20	32.80
Madhya Pradesh	5	89	194	134	60	69.07	30.93
Maharashtra	4	213	428	310	118	72.43	27.57
Meghalaya	6	221	442	275	167	62.22	37.78
Orissa	9	244	466	300	166	64.38	35.62
Puducherry	1	70	88	40	48	45.45	54.55
Punjab	5	85	284	124	160	43.66	56.34
Rajasthan	6	164	300	190	110	63.33	36.67
Sikkim	4	69	118	75	43	63.56	36.44
Tamil Nadu	6	262	312	72	240	23.08	76.92
Uttar Pradesh	6	155	330	135	195	40.91	59.09
West Bengal	2	108	164	112	52	68.29	31.71
ALL	**82**	**2249**	**4264**	**2442**	**1822**	**57.27**	**42.73**

Source: Field Survey.

1.10.3 Profile and Characteristics of Sample Student

A total of 22789 students from 2249 sample schools were covered in the survey across 15 selected states and 2 Union Territories. Out the total sample students, 48% were boys and 52% were girls. Class-wise distribution of the sample students depicts that, 38% of students were up to class V, 14% from class VI, 13% from class VII and 12% from class VIII. Thus, a broad representative sample of both boys and girls from all primary and upper primary classes were selected for the survey. In order to represent all social category of students, a fair representation of students from Scheduled Castes, Scheduled Tribes, Other Backward Classes, General Castes and Children with Special Needs were selected proportionately to their numbers. State-wise and Union Territory-wise distribution of sample students are given in Table 1.7.

Table 1.7
Profile and Characteristics of Sample Student

State	Students	Students %		% Stu Prim	% Stu U.prim	Percentage to total Students		
		Boys	Girls			Class 6th	Class 7th	Class 8th
Andhra Pradesh	1935	44.39	55.61	81	19	7.18	6.93	4.81
Assam	820	49.27	50.73	89	11	4.15	3.29	3.78
Bihar	1329	56.58	43.42	35	65	27.09	20.84	16.78
Chandigarh	410	48.78	51.22	51	49	15.37	14.63	19.02
Jammu & Kash-mir	1529	29.56	70.44	79	21	6.74	6.47	8.18
Karnataka	1879	64.82	35.18	71	29	10.75	12.13	5.80
Madhya Pradesh	1337	48.54	51.46	57	43	19.60	13.99	9.35
Maharashtra	752	50.80	49.20	42	58	19.68	18.88	19.41
Meghalaya	1533	47.81	52.19	58	42	14.22	13.89	13.83
Orissa	2293	46.01	53.99	73	27	8.72	8.37	9.51
Puducherry	370	44.59	55.41	58	42	13.78	14.59	14.05
Punjab	1567	45.44	54.56	37	63	22.14	20.49	20.55
Rajasthan	1554	46.20	53.80	49	51	13.38	18.92	19.18
Sikkim	492	58.94	41.06	78	22	8.74	7.93	4.88
Tamil Nadu	2516	47.69	52.31	61	39	13.39	12.84	12.80
Uttar Pradesh	1720	42.21	57.79	60	40	14.88	13.49	11.74
West Bengal	753	45.82	54.18	48	52	16.60	18.46	17.00
ALL	**22789**	**47.65**	**52.35**	**62**	**38**	**13.59**	**12.99**	**11.88**

Source: Field Survey.

1.10.4 Profile and Characteristics of Sample Stakeholders for FD

A total of 2249 Focused Group Discussions (FGDs) were held in 2249 schools covered in the survey across 15 selected states and 2 Union Territories. A total of 27940 stakeholders participated in these FGDs. Out of the total number of stakeholders covered in the FDGs, 15528 were men and 12412 were women. Efforts were made to select these respondents from all major representative caste groups present in the sample villages. Respondents were selected only from age groups of 25-49 years. On an average, 13 respondents participated in each FGD with a proportion of 7 men and 6 women. State-wise and Union Territory-wise distribution of selected FGD members and their profile are given in Table 1.8.

Table 1.8
Profile and Characteristics of Sample FDG Member

State	Number of FGD Conducted	Total Members in FGD			Average per FGD		
		Male	Female	Both	Male	Female	Both
Andhra Pradesh	138	795	674	1469	6	5	10
Assam	79	487	369	856	6	5	11
Bihar	72	407	218	625	10	6	16
Chandigarh	45	326	255	581	7	6	13
Jammu & Kashmir	109	1068	722	1790	8	5	13
Karnataka	126	993	799	1792	8	6	14
Madhya Pradesh	89	659	534	1193	7	6	12
Maharashtra	213	1313	1181	2494	6	6	12
Meghalaya	221	1291	1485	2776	6	7	13
Orissa	244	1672	1186	2858	7	5	12
Puducherry	70	420	260	680	10	6	15
Punjab	85	850	835	1685	6	6	12
Rajasthan	164	1075	803	1878	7	5	13
Sikkim	69	502	313	815	9	5	14
Tamil Nadu	262	1250	836	2086	8	5	13
Uttar Pradesh	155	1430	1235	2665	9	7	16
West Bengal	108	990	707	1697	12	9	21
ALL	**2249**	15528	12412	27940	7	6	13

Source: Field Survey .

1.10.5 Profile and Characteristics of Sample School Management Committee (SMC) Members

A total of 2249 School Management Committee (SMC) members were surveyed from the 2249 sample schools. A total of 15,692 SMC members were covered in the survey. Out of them, 7326 were men and 8366 were women. On an average, 7 members were selected per SMC with a proportion of 53% women and 47% men. State-wise and Union Territory-wise distribution of sample SMCs and their members is given in Table 1.9.

Table 1.9
Profile and Characteristics of Sample SMCs and their Member

State	SMCs Visited	Total SMC members	Men	Women	SMCs Characteristics	
					Members per SMC	% Women Members to Total Members
Andhra Pradesh	138	1362	413	949	10	69.68
Assam	79	808	388	420	11	51.98
Bihar	72	169	80	89	4	52.66
Chandigarh	45	464	195	269	10	57.97
Jammu & Kashmir	109	611	425	186	4	30.44
Karnataka	126	1314	686	628	11	47.79
Madhya Pradesh	89	995	490	505	10	50.75
Maharashtra	213	874	455	419	4	47.94
Meghalaya	221	958	574	384	4	40.08
Orissa	244	2177	1122	1055	9	48.46
Puducherry	70	222	66	156	5	70.27
Punjab	85	736	313	423	5	57.47
Rajasthan	164	962	584	378	6	39.29
Sikkim	69	434	243	191	7	44.01
Tamil Nadu	262	2291	685	1606	15	70.10
Uttar Pradesh	155	1094	503	591	7	54.02
West Bengal	108	259	119	140	3	54.05
ALL	**2249**	**15692**	**7326**	**8366**	**7**	**53.31**

Source: Field Survey.

FIELD SURVEY
TRAINING PROGRAMME FOR FIELD INVETIGATORS

FIELD INVESTIGATORS AT WORK (LEH LADAKH J&K)

SURVEY WITH SCHOOL PRINCIPAL (JAMMU)

SURVEY OF TEACHERS

NUMBERS 1-100
FRUITS

हमारा भारत महान
भाग सं. 289

STUDENTS SURVEY IN PROGRESS (USING E-APP)

FIELD WORK WITH PARENTS AND COMMUNITY

FGD IN PROGRESS

CLASSROOM ACTIVITY IN PROGRESS

ACTIVITY
20
75
30
ENGLISH

परिश्रम ही सफलता की कुंजी है।
सत्य मेव जयते
OUR ANIMALS
पहाड़

OUR ANIMALS
पहाड़
गहरा पानी चंचल नहीं होता।
ही ईश्वर है।
अंग्रेजी महिने
JANUARY
FEBRUARY
MARCH
APRIL
MAY
JUNE
JULY
AUGUST
SEPTEMBER
OCTOBER
NOVEMBER
DECEMBER

MID DAY MEALS

SCHIIL ENVIRONMENT (SWATCH VIDAYALA)

SCHOOL TOILET

ता.तळोदा जि.नंदुरबार

ಸರ್ಕಾರಿ ಕಿರಿಯ ಪ್ರಾಥಮಿಕ ಪಾಠಶಾಲೆ. ಭಕ್ತರಹಳ್ಳಿ

CHAPTER II
SSA Framework and Programme Design for Implementation of the RTE ACT, 2009

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SSA Framework and Programme Design for Implementation of the RTE Act, 2009

2.1 Framework for Implementation of the Sarva Shiksha Abhiyan

Learnings from the implementation of earlier education projects and programmes like the District Primary Education Programme (DPEP), Operation Blackboard, Mid-day Meal Scheme, Teacher Education, Kasturba Gandhi BalikaVidhalaya and Janshala culminated in the design of the new programme called the Sarva Shiksha Abhiyan (SSA) covering eight years of elementary education. The overall objective of this flagship programme was to universalise elementary education by providing equal opportunities to children in the age group 6-14 years to access, participate, survive through grades I-VIII and acquire quality elementary education. It covered the entire country and was implemented by the MHRD, Government of India in partnership with State/UT governments.

The SSA was the single largest holistic programme covering over one million elementary schools in the country and was designed to address all aspects of elementary education, viz., physical access to schooling provisions with a minimum standard; participation; student flow and internal efficiency; school improvement; professional development of teachers and head teachers; governance; spatial, gender and social equity; and quality of learning outcomes. The 'child' was at the centre of the programme design and implementation. The developmental goal of the SSA as the centrally sponsored flagship scheme, however, was to achieve universal enrolment of all children in the age group 6-14 years in elementary education, and ensuring that all children learn at grade appropriate level.

Capacity constraints relating to effective planning and implementation, continue to be a key issue for SSA. Consequently, the progress of implementation of planned programmes remains uneven though the overall progress towards the SSA goals has been impressive.

Effective programme design, planning and organizational design was in place; tools and instruments have been adopted effectively for programme implementation and policy support from the government.

T.S.G. Technical Support Group in Ed. CIL has been created to provide technical support in the various functional areas of Pedagogy, Alternative Schooling, Civil Works, Financial Management, Inclusive Education, gender, MIS, Planning.

The SSA has a wide but convergent framework for promoting decentralized planning and management of all related Central and State Government initiatives in elementary education. Three major time-bound targets, similar to that of the EFA Goals 2, 5 and 6, were adopted in the SSA. As the key mandate of the SSA was to implement the RTE Act 2009, it was designed to ensure that approaches and strategies adopted to deliver eight years of elementary education of equitable quality for all children are in conformity with the rights perspective mandated in the RTE Act.

As has been mentioned earlier, the SSA was a collaborative effort of the Central, State and Local governments. The planning, implementation and monitoring of this multifaceted flagship programme was a mammoth task. The Civil Society Organizations (CSOs), Non-Governmental Organisations (NGOs); non-profit making voluntary organisations, foundations and trusts as well as the private sector organizations had significant roles in the implementation of the programme. The strategic objectives of the SSA were the following:

(I) **Universal access** to elementary schooling facilities of equitable standard in the neighbourhood of the child (i.e. as per norms and standards specified in the RTE Act);

(II) **Universal enrolment** of children in the age group 6-14 years, including children from socially and/or economically disadvantaged and marginalised communities, children living in difficult circumstances, children affected by civil strife, and children with special needs (i.e. all relevant age group children in school);

(III) **Bridging spatial, gender and social gaps** in access, participation, retention and completion of eight years of elementary education (i.e. ensuring equity and inclusion in elementary schooling) ;

(IV) **Delivering elementary education of equitable quality**, with focus on ensuring appropriate curriculum, teacher professional development and classroom practices, including learning assessment practices (i.e. making right to learn a reality); and

(V) **Promoting participatory governance of elementary education sub-sector**, with focus on, among others: strengthening institutions, deepening decentralised planning and management of development intervention, building capacity of planners and managers, putting in place an appropriate monitoring, evaluation and feedback system, creating relevant database, strengthening both vertical and horizontal accountability.

Towards this end, the programme design was made flexible and allowed planning and implementation to vary depending on the target groups and schooling contexts. At the core of this programme, therefore, was the decentralized planning, implementation and monitoring, and the focus was on school improvement and participation of communities in facilitating school improvement initiatives. The SSA went for formulating decentralised District Elementary Education Plans, both perspective and annual work plans following a participatory "bottom-up" approach, starting from the school level. The decentralised district

planning became the basis for funding plan interventions under the SSA. Initially, funds from the Centre were directly transferred to State implementation Society (SIS) of the SSA. Later on, the fund flow mechanism was modified and SSA funds were routed to the SIS through the State Exchequer.

Strengthening of participatory management of the scheme was envisaged by ensuring school-community linkages by creating Village Education Committee and School Management Committee. Parallel programme management structure was created right from the MHRD to Community Development Block levels by introducing functional decentralisation within the MHRD and Education Departments of State Governments. Starting from creating separate Bureaus at the MHRD to establishment of State Implementation Society, District Implementation Society, Block Resource Centres and Cluster Resource Centres became parallel institutional arrangements to manage the SSA at different levels. To facilitate decentralized planning and monitoring, a system of annual census of schools imparting elementary education was created and an Education Management Information System (EMIS) was created. Apart from regular school-level monitoring, a monitoring, evaluation and accountability mechanism was introduced in the SSA through Joint Review Missions (JRMs) from January 2005.[29]

The key components of the SSA included the following:

(a) Preparatory activities for micro-planning, household surveys, studies, community mobilization, school-based activities, office equipment, training and orientation at all levels;

(b) Appointment of teachers;

(c) Opening of new primary and upper primary schools;

(d) Constructing additional classrooms, toilets, ramps, and other infrastructure facilities;

(e) Provision of free textbooks for all children;

(f) Maintenance and repair of school buildings;

(g) Provision of Teaching Learning Equipment for primary schools on up-gradation of EGS to regular schools or setting up of a new primary school and for new upper primary schools;

(h) Provision of school and teacher grants;

(i) Teachers training;

(j) Establishing SIEMATs;

(k) Training of community leaders;

(l) Provision for children with special needs;

(m) Provision for Research, Evaluation, Monitoring & Supervision, and programme management;

29 Joint Review Mission. 2009. Aide Memoire. 9th Joint Review Mission of Sarva Shiksha Abhiyan (January 16-29, 2009). New Delhi, Government of India.

(n) Learning enhancement programme (LEP);

(o) Innovative interventions for girls' education, early childhood care & education, children belonging to SC/ST and minority communities, deprived children in urban areas;

(p) Computer education, especially for upper primary level;

(q) Setting up of BRCs/CRCs; and

(r) Interventions for out of school children.[30]

The responsibility for implementation of the programme was vested at the national level in the Department of School Education and Literacy (DSE&L), Ministry of Human Resource Development, Government of India. At the national level, there is a General Council, an Executive Committee and a Project Approval Board (PAB). The work relating to policy, planning, appraisal of plans, release of funds to State Implementation Societies, overall review of the programme, technical support to States, research, evaluation, supervision, monitoring, etc. was undertaken by the Department of School Education and Literacy.

At the State level, the programme is implemented by a State Implementation Society registered under the Societies Registration Act 1860 (21 of 1860) with a General Council and an Executive Committee. At the district level, the District Project Office headed by the district Collector or Chief Executive Officer as the case may be, implements the programme. It interacts with the Panchayati Raj Institutions in the district, namely the Zilla Parishad, the Block Development Committee and the Village Panchayats.

At the village level, the critical unit is the School Management Committee/Village Education Committee, which assists the elementary education system in securing the cooperation and participation of the local community, and, at the same time, oversees the implementation of the SSA. The SMC and the VEC are assisted by other grassroots level structures like the MTA, PTA women's groups, etc.

The programme was initially planned to be implemented in two phases: the first being from 2003-04 until 2006-07, and the second, being from 2007-08 to 2009-10. Following the enactment of the Right to Education Act, 2009, the programme was extended for a third phase, from 2009-10 until 2011-12. During this third phase, the objectives and strategies of the SSA were assessed and revised and aligned to the mandate of the RTE Act 2009.

The SSA programme was administered through the SIS at the state level, through District Project Offices at the district level, and through Block Resource Centres (BRC) and Cluster Resource Centres (CRC) at the sub-district levels. The annual budgetary requirements were determined through the process of decentralized district planning. While centrally-specified norms (mostly based on the RTE Act 2009) were to be used in planning, some flexibility was kept to allow the state, district and local governments to adapt the programme to their particular needs. The process of planning involved the preparation of an Annual Work Plan

30 SARVA SHIKSHA ABHIYAN MANUAL ON FINANCIAL MANAGEMENT AND PROCUREMENT, MHRD 2010 Sarva Shiksha Abhiyan, Framework for Implementation, MHRD.

and Budget (AWP&B) adopting a participatory process involving school teachers, education administrators, representatives of Local Governments, CSOs, NGOs as well as the SMC and the VEC. A financial management and procurement system was introduced to streamline and enhance the efficiency and transparency of the system.

To facilitate the implementation of the programme, the school administrative structure was also decentralized and parallel institutional arrangements were made. School-community linkage was strengthened through the formation of various community-based bodies, including the School Management Committee (SMC), the Village Education Committees (VEC) and Parent-Teacher Associations (PTAs). The members of these bodies were given the responsibility of monitoring school enrolment and attendance and helping in enrolment drives.

2.2 Organizational Set Up of the Sarva Shiksha Abhiyan

The institutional arrangements for implementation of the SSA was strengthened by recruiting tactical and operational staff and officers responsible for the overall implementation of the programme. Prior to implementation of the SSA, the district and block level educational inspectorates and DIETs were unable to attend pedagogical issues due to their long distances from the schools, limitation in terms of human resources, lack of training in various components and high number of the schools under their coverage areas, and many other responsibilities allotted to them. It was felt that primary and upper primary schools/sections needed to be supported from the closest possible resource centres on a continuous and sustainable basis. These concerns led to the idea of academic resource centres at the cluster, block and district level levels.

The idea was concretised in the form of a chain of resource centres from school to cluster, to block, to district, to state levels, which offer platforms at different levels to learn from each other's experiences and expertise and help promote continuous peer learning. As per plan these academic resource centres at clusters and blocks levels have been playing crucial roles in the qualitative improvement of schools in its own area. Setting up and operationalizing Block and Cluster Resource Centres were significant interventions under the SSA for quality enhancement with active involvement of SCERTs and DIETs.[31] As has been mentioned earlier, the SSA programme was administered through the SIS at the state level, through District Project Offices at the district level, and through Block Resource Centres (BRC) and Cluster Resource Centres (CRC) at the sub- district levels[32] (see Table 2.1).

31 Ministry of Human Resource Development. 2011. SSA Framework Revised. New Delhi, MHRD, GOI. http://ssa.nic.in/pageportletlinks?foldername=ssa-framework

32 *Ibid*

Table 2.1
Category and Nature of Staff Involved in Implementation of the SSA

Level	Designations	Nature
1	Directors, Joint Directors and deputy Directors	Strategic
2	Block Education Officers, Education Officers,	Tactical
3	Assistant Directors, Assistant Project, Coordinators, Subject Inspectors, Block Resource Coordinators, Block Resource Persons, Education Coordinators, Cluster Resource Persons	Operational
4	Head Masters	Operational

Source: Monograph on Management Development Programme (MDP)), Academic Organization of SSA (SSA Website)

2.3 The Sarva Shiksha Abhiyan (SSA): Block Resource Centres and Cluster Resource Centres

As discussed above, Block Resource Centres and Cluster Resource Centres have been set up under Sarva Shiksha Abhiyan to provide academic support to schools on a continuous basis through teacher training, monthly meetings for academic consultations, etc. These sub-district level academic support institutions are expected to work in close collaboration with DIETs to render support to improve the quality of elementary education. To bring about qualitative improvement in education under the SSA, various interventions have been made such as in-service teacher training, curriculum renewal, revision of textbooks, continuous and comprehensive evaluation of students, close monitoring of schools and provision of academic support to teachers on a regular basis.

The major academic roles and responsibilities of Block Resource Persons (BRPs)/CRPs or Blocks/Clusters as outlined in the Framework for Implementation of SSA (2008)[33] are as follows:

- Development of the centre as a rich academic resource with ample reference materials for the teachers.
- Development of strong human resource pools (by inviting resource persons) from nearby teacher education institutions, NGOs, Colleges/ Universities and resourceful individuals to form Resource Groups in different subject areas for primary and upper primary level.
- Regular school visits for addressing emerging pedagogic issues and issues related to school development.
- Organization of teacher training and monthly meetings to discuss academic issues and design strategies for better school performance.

33 Government of India, 2008.*11th Five Year Plan (2007–2012)*, New Delhi, Planning Commission, GOI. http://planningcommission.nic.in/ plans/planrel/fiveyr/11th/11_v2/11v2_ch1.pdf (Accessed 16 September 2017.)

- Setting up of performance indicators to track and enhance school performance.
- Consultation with community members and Panchayati Raj Institutions to strive for school improvement.
- Designing a Quality Improvement Plan for the block/cluster as per the SSA goals and strive to achieve that in a time bound manner.
- Monitoring the progress of quality using Quality Monitoring Tools in collaboration with nearby DIET/ facilitator at block level who is responsible for in-service training of teachers and providing guidance to the CRC Co-coordinators.
- BRC coordinators also collect material from the District Project Office for distribution among the teachers, SDMCs, etc. through CRCs and provide continuous support to teachers while monitoring implementation of pedagogical and other interventions at school level.

The tasks of these clusters include providing constant support to the teachers, monitoring their performance, identifying their needs both in formal schools and alternative education centres and liaising with the SMCs, the community and NGOs working in the area of education. Monthly meetings at cluster level are held and periodic visits to schools are made by CRC Coordinators to monitor teachers' performance and to provide them on–site support.

In a nutshell, the role of BRC and CRC is a mixed set of academic, supervisory, managerial networking and creative activities; it goes beyond routine monitoring and supervision work as it encompasses providing support to schools and teachers through teacher training and teacher mentoring for their professional growth, strengthening community school linkage, providing resource support and carrying out action research. In addition, administrators in the system depend on them for multifarious administrative activities as they are easily available work force.

2.4 Sarva Shiksha Abhiyan (SSA): Monitoring Mechanism

Monitoring was an essential component of the SSA to facilitate programme implementation. While the community-based bodies had the responsibility of school-level monitoring, about 40 resource institutions all over the country were identified to provide technical support to states and districts for appraisal and monitoring. Besides the monitoring and accountability mechanisms, the Joint Review Mission was found quite useful for effective management and was introduced into the SSA from January 2005. The JRM process was conducted twice every year, in January and July. The January mission involved visits to specific states and the July mission was primarily a desk review with presentations from different states.

The JRMs provided a forum where achievements could be assessed against targets, where states could share their experiences, and participants could suggest policy changes and interventions. The composition of JRMs in the SSA gave greater voice to the GOI than had been the case in DPEP. Under the SSA, a GOI nominee was to head each JRM instead of the earlier practice whereby the nominees of agencies and GOI alternated in this role (Ayyar, 2008). A

review of the financial management and procurement system was made an important part of the JRM. The recommendations that emerged from the review process were incorporated in the planning process and in the programme implementation.

2.5 Role of the Technical Support Group (TSG)

The Technical Support Group (TSG) of the SSA managed by the Ed. CIL was created to provide technical support in various functional areas such as Pedagogy, Alternative Schooling, Civil Works, Financial Management, Inclusive Education, Gender, MIS, Planning, Appraisal and Supervision, Research and Evaluation, Monitoring, Community Mobilization, Computer Aided Learning, Documentation, etc. at national and state levels. Accordingly, the service agreement between the Ministry of Human Resource Development and the Educational Consultants India Limited (Ed. CIL) for providing technical support at national level for implementation of the SSA programme was entered into for the establishment of Technical Support Group in Ed. CIL. The Technical Support Group was staffed by Senior Technical and Professional Experts to manage various functional areas on contract basis, supplemented, as needed by short term consultants, and support staff. The TSG also provided capacity building at state/district level to various functionaries in the above functional area.

The TSG looked after the implementation of SSA scheme, in partnership with State Governments, to cover the entire country; it provided core competence in the specified areas. The TSG has been helping the MHRD and State Governments in building necessary competencies for preparation of AWP&B, appraising the same and also creating capacities for necessary database requirements for monitoring SSA effectively. The following were the major objectives the TSG:

- Monitoring, strategizing and advising on due media, mobilisation and public awareness activities to promote the scheme in all States, UTs & Districts; and capacity building of the State/UT SSA teams for efficient implementation of the same.
- Formulating national level media strategy for promotion of ongoing initiatives and projects under SSA by MHRD such as 'Padhe Bharat Badhe Bharat', 'Rashtriya Aavishkar Abhiyan', 'SwachhVidalaya' etc.
- Providing designing and content support for various newsletters, magazines, publications of SSA; in consultation with MHRD.
- Generating content for reports, press releases, newsletters, backgrounder, guidelines.
- Liaising with various media agencies and align the social media activities of all States and Union Territories.
- Preparing the road map for elevating the media and promotional activities for SSA.

The TSG has successfully accomplished majority of the tasks envisaged for the group. One of the major role played by the TSG has been providing customised data required for effectively monitoring the SSA implementation in States and Union Territories. The TSG has also commissioned several evaluation studies in the country. However, the academic role of the BRC/CRC has not been fulfilled with full satisfaction by TSG as reflected by the field data and several research studies as well as JRM reports.[34] (Refer Table No 2.2). The table indicates that only 78% teachers are professionally trained at primary level and only 85% teachers are trained at Upper primary levels. Professionally trained teachers are few in Assam, Bihar, Jammu & Kashmir, Meghalaya, Sikkim and Uttar Pradesh. At Upper primary level, professionally trained teachers are very low in Meghalaya, Uttar Pradesh, Assam, Sikkim, Madhya Pradesh and Bihar. Joint Review Mission reports also indicate that teacher mentoring is critical for pedagogical reform for achieving quality improvement, and it has a much deeper impact than training alone. Strong academic lifelines for schools like the CRCs and BRCs are critical for this, as they do not have the adequate skills and experience to play an academic mentoring role, though many of them are very enthusiastic and committed.[35]

Table 2.2
Percent Professionally Trained Teachers- Field Survey, 2017

States	Respondent Teachers	% Professionally Trained	
		Primary Level	Upper Primary Level
Andhra Pradesh	668	98.27	95.96
Assam	289	50.89	34.75
Bihar	203	47.47	53.10
Chandigarh	888	97.25	99.32
Jammu & Kashmir	785	39.16	52.29
Karnataka	564	97.35	98.43
Madhya Pradesh	260	92.26	43.93
Maharashtra	898	98.95	98.95
Meghalaya	560	28.68	17.99
Odisha	929	83.24	76.66
Puducherry	360	100.00	100.00
Punjab	1125	94.86	74.95
Rajasthan	623	93.59	92.24
Sikkim	1361	44.02	42.09

34 Joint Review Mission. December 2015. Aide memoire. 22nd joint review mission of Sarva Shiksha Abhiyan (December 2-16, 2015). New Delhi, Government of India.

35 Ibid.

States	Respondent Teachers	% Professionally Trained	
		Primary Level	Upper Primary Level
Tamil Nadu	1536	96.52	98.84
Uttar Pradesh	832	40.29	23.87
West Bengal	335	75.49	79.15
All India	**12216**	**78.80**	**85.45**

Source; Based of Field work conducted in 2017.

Therefore, the role of institutions like the SIEMAT, DIET and TSG is important to provide technical and capacity building support to BRCs and CRCs. Teachers do not receive the kind of academic and pedagogical support that they need. Also, BRCs and CRCs can flourish only with strong academic institutions like DIETs and SCERTs supporting them. However, the DIET remains a very weak link in most States, and the SCERT too needs significant strengthening. There does not seem to be enough focus on building the capability of the Head Teacher. For change to happen at the school level, school leadership holds the key. Wherever active leadership was evinced, its impact on school functioning was clearly positive. A good relationship with the SMC and the community was very often the result of having a good Head Teacher. This calls for identification of training needs with respect to the above paradigm. This is the crux of the entire issue of achieving the desired quality in education. DIETs have to play a crucial role in this regard. The TSG at the national and state levels may have to assist in this respect.

2.6 State Institute of Educational Management and Training

NIEPA is the only apex institute engaged in building the capacity of education personnel in the area of educational planning and management. There are hardly any organisation at the state level imparting training in educational planning and management. After launching of the District Primary Education Programme in the year 1993, the need for strengthening management at the state level was felt more strongly, which led to establishment of the State Institute of Educational Management and Training (SIEMAT) in different states. The following roles and responsibilities were envisaged for effective management of education in general and the implementation of the SSA in particular:

- To organize pre-induction and in-service training programme for teachers;
- To organize training for educational planners and administrators;
- To orient stakeholders, NGOs, educational functionaries and community leaders at the State, regional, district and sub districts levels; and
- To organize seminars, conferences and thematic workshops related to educational planning and management.

Other broad objective of the SIEMAT is to provide statistical support, monitoring, research and evaluation support and documentation and dissemination support to build:

- Capacity building at district and sub district level.
- To manage and utilize the Educational management information System (EMIS).
- To carry out micro-planning and school mapping.
- To prepare annual work plan and budgets.
- To develop monitoring indicators and provide technical support to Govt. SPO and SCERT.

2.7 Sarva Shiksha Abhiyan and the Right to Education Act 2009

The Parliamentary Forum, Right to Education Forum, an independent group with core funding from four CSOs (Action Aid, Care India, Oxfam and Save the Children) and a combined strength of some 10,000 CSOs from all over India, played a critical role in putting pressure on the government to implement the Right to Education Act 2009 in its proper spirit and to provide equitable and good quality education for all children. The Right of Children to Free and Compulsory Education Act, 2009 guaranteed every child aged 6-14 the right to free and compulsory education till the elementary level (see Annexure II.1 for Salient Features of the RTE Act 2009).

'Free education' is defined as 'removal of any financial barrier by the state that prevents a child from completing eight years of schooling'. 'Compulsory education' means obligation of the appropriate government to provide free elementary education and ensure compulsory admission, attendance and completion of elementary education to every child in the six to fourteen age group. Most states have been addressing the issue of financial barriers by providing incentives in the form of free uniforms, notebooks, stationary, school bags, scholarships and transportation facilities.

After the implementation of the RTE Act 2009, the MHRD established a committee to suggest necessary follow-up action in the SSA programme in light of the Right to Education Act. The MHRD held consultations with State Secretaries of Education, educationists, representatives of teacher unions, CSOs and organizations working with children with special needs (CWSN). As a result, the SSA framework was broadened to implement the RTE Act. At this time, the SSA management structure was integrated with the state education structure.

The revised SSA Framework in 2011 saw CSOs as playing a particularly important role in the changed context in which education was recognized as a justifiable right for the child (MHRD, 2011). In keeping with the Bordia Committee's observations, which encouraged both the NCPCR and the State Commissions for the Protection of Child Rights to work together with CSOs to undertake social audits and hold public hearings in their respective states, the SSA Framework noted that CSOs needed to be viewed as partners in the implementation of the Right to Education Act. The work of CSOs was henceforth expected to include mobilization

and awareness-building regarding the Act, social mapping, running special training centres (converted from AIE centres), developing curricula, pedagogy, monitoring and continuous and comprehensive evaluation. Social audits, innovative mechanisms that involve the community in monitoring the implementation of the Right to Education Act, were also conducted by CSOs. Some highly effective social audits of schools were carried out by CSOs in partnership with the NCPCR under the MWCD.

Time frames were stipulated for establishing neighbourhood schools with basic minimum infrastructure services and facilities. These services included all weather school buildings, one classroom for one teacher, office-cum store for headmaster, toilet and drinking water facilities, barrier free access for CWSN, library, playground, fencing, boundary wall, provision of teachers as per prescribed PTR, training of untrained teachers and all quality interventions and other provisions.[36]

However, the Act while, emphasising infrastructure and teacher-student ratio omitted any consideration of learning outcomes. Its implications for private schools, which are obligated with 25% reservations with reimbursements below the average cost, were however contested by private schools as they felt that they should be given freedom to fix fee in order to provide quality teaching and introduce innovative teaching programmes. The Act also lacked clarity on its financial implications, and sharing of cost between the Centre and States.

2.8 Assessment of the Programme Design of the SSA

As has already been discussed earlier, the SSA envisaged a bottom-up approach of planning as opposed to the top-down approach, to accommodate the grassroots level. In this approach, the planning process has to be participatory in nature, as planning not only creates a sense of ownership among the stakeholders but also creates awareness and helps in the capacity building of personnel at various levels. The plans so developed should reflect local specificity and educational needs and aspirations of the people based on consultative meetings and interaction with the community and target groups. It is necessary that there should be documentation of the process of the preparation of habitation level plan as evidence of the fact that they have been prepared at the habitation level through participatory planning.

However, the current evaluation study highlights the following aspects of the programme design:

(i) Capacity constraints relating to effective planning and implementation continue to be a key issue for the SSA. Consequently, the progress of implementation of planned interventions remains uneven, though the overall progress towards the SSA goals has been impressive. The elementary education system in India has been growing in size consistently. However, the capacity of district level institutions engaged in planning and implementation of programmes has not been adequately developed to cope with the needs and demands of the expanding elementary school system.

36 Sarva Shiksha Abhiyan - Framework for Implementation, MHRD, Department of School Education and Literacy, 2011.

This implies strengthening capacities through training of staff of SIEMATs, SCERTs, DIETs, SPOs, DPOs, BRCs, CRCs and SMCs.

(ii) Unification with Regular Education Department: With the right to education becoming a reality in April, 2010, the SSA was revamped in 2010-11 to bring it in sync with the RTE Act. This was done in accordance with the recommendations of the Anil Bordia Committee constituted for the purpose. On governance, the Bordia Committee had recommended unification of the existing SSA structures with the regular Education Department over a five-year period as the project-based nature of SSA was not conducive to a rights-based framework. Five years down the line, little evidence of unification has been observed as many states still adopt dual and parallel structures of elementary education. The only element of the SSA that has been mainstreamed is the fund transfer mechanism from the Centre to the States, ironically the only one recommended by the Bordia Committee to be retained even after the administrative unification. As in the case of other programmes/schemes, SSA funds now flow to State Implementation Societies through the State Exchequer.

(iii) Continuity of State Project Teams: Many State project directors (SPDs) are frequently transferred, adversely affecting implementation of the programs. The JRM missions have also recommended that key project officials should be continued for at least 3 years.[37] It is strongly recommending that there should be stability in the tenure of SPDs as they are the key for continuity of effective implementation of the programme and ensuring policy stability in the implementation of the SSA interventions at both national and state levels. In some states, there are still reported problems with vacancies in the SPOs and DPOs, whereas, in many other States, it is reported that these project offices are over-staffed.[38] Consequently, resolving this problem may require both a concerted effort to rationalize staff deployment by filling in current vacancies and a reviewing the actual capacity requirements of the SSA project office, with a view to reducing the number of posts if some have become redundant. Well trained staff at all levels is critical in meeting the RTE goals in this changing and complex environment. Some state reports note that there are a number of vacancies at the school, block, district, state and national level.[39]

(iv) Long Term Vision and Medium-Term Planning: Implementation of the SSA in many states is pursued through a set of parallel structures. This has, to some extent, undermined the capacity of some of the mainstream educational structures like the Directorates of Education. The comprehensive appraisal of proposed Annual Work Plan & Budget has required states to develop data/evidence based education plans. However, the short-term nature of annual planning leads to states focusing on short term interventions potentially at the expense of more effective and strategic actions that require funding commitments over multiple years. Hence, medium-term perspective plans should be encouraged.

37 ~~The discussion~~ with SPDs indicated that continuity of the state project team is required for effective implementation of the programme. 12 SPDs from different states interviewed stated that SPDs are transferred after serving for short tenure. This was also reported by several JRM reports.

38 Field survey information provided by education directors.

39 Joint Review Mission. December 2015. Aide memoire. 22nd joint review mission of Sarva Shiksha Abhiyan (2-16 December, 2015). New Delhi, Government of India.

(v) Programme Design and Organizational Structure: The current evaluation also indicates that effective programme design, planning and organizational design are in place in some states and union territories; tools and instruments have been adopted effectively for programme implementation; policy support from the government. Many success stories of states having realised SSA goals were found by the evaluation team. However, yet the results are marginal or not satisfactory in some other regions and states. This needs an in depth analysis and studies and success stories should be documented as learnings for replication in other states.

(vi) Outcome Based Approach: Outcome based planning has been introduced in the SSA framework. Now, a robust and flexible system of education service delivery is required to ensure these education inputs translate into improved education outcomes. Making programme design of the SSA outcome based is of critical importance in delivering elementary education of equitable quality for all children in the age group of 6-14 years. Monitoring results rattan than too much emphasis on input accounting would help implement the SSA effectively.

(vii) Sharing and Encouraging Innovation and Best Practices: During the state visits, it was observed that many examples of innovative and effective interventions are being implemented to improve the access to education and the quality of instruction by CRCs, BRCs, DIETS, and SCERT. There is a need to share these with other states. MHRD could enhance State to State learning on innovative practices through:

- Supporting technical capacity in the States to implement innovative pilots,
- Building State specific evidence on the effectiveness of intervention through rigorous evaluation methodologies, and
- Developing venues for knowledge sharing forums including websites, short policy briefs, and other platforms where information about best practice and innovative academic and administrative practices can be disseminated.

(viii) Monitoring and Data: Monitoring of quality interventions can be improved by designing well defined (rather than general) indicators that would be observable and measurable. This would also enable researchers at different levels to be able to use them effectively for policy planning. There should be consistency between U-DISE and the State data (in some cases, generated through household survey) in the estimation of key performance indicators such as NER and dropout rates that greatly impact monitoring for accountability. The MHRD should lead a review of the SSA Results Framework to update indicators where targets have already been achieved and to include new indicators that provide more meaningful information on quality, enrolment tracking, transition, retention disaggregated by key categories, role of the SMC, school monitoring systems, and so on. These indicators in the Results Framework should then form an explicit basis for all subsequent reporting to JRMs to enable tracking of key strategic trends.

(ix) Shortage of Professionally Competent Manpower and Financial Resources: Some SPOs stated that human capacity and funds available for REMS are very limited at

State level. There is insufficient capacity to analyse the data captured through various MIS and U-DISE and monitoring activities and to extract the key strategic trends. This is a pity because, with the rich data sets available in U-DISE and state specific EMIS, a relatively small investment in data analytics could yield significant strategic insights to guide program implementation and policy- making. There is very limited assessment of the impact of different activities, especially longitudinal studies of this nature.

(x) The Technical Support Group of the MHRD has been created to provide technical support in the various functional areas such as Pedagogy, Civil Works, Financial Management, Inclusive Education, Gender, MIS, Planning, Appraisal and Supervision, Research and Evaluation, Monitoring, Community Mobilization, Computer Aided Learning, Documentation, etc. under the SSA at national and state levels. The TSG has successfully accomplished majority of the tasks envisaged for the group. However, there is still scope for strengthening the capacity of the TSG by enhancing the planning and management competencies of its staff.

These issues need to be addressed for making the SSA an important vehicle for achieving the goal of universalization equitable-quality elementary education in the country. The suggested changes should be considered and incorporated into the SSA programme design.

2.9 Challenges of Implementing SSA

The goal of the RTE is to guarantee quality education to all children in India. The quality of learning is a major issue and the reports (prepared by government, academics and NGOs) show that children are not achieving class-appropriate learning levels. The effectiveness and efficiency of our increased expenditures need to be seriously reviewed. Unless major shifts in focus and action are undertaken on an urgent basis, we will lose a huge opportunity to improve the life chances of a generation of children and youth in a meaningful way. Without immediate and urgent policy changes, these children cannot effectively progress in the education system, and so improving the quality of learning in schools is the major challenge .

Internalizing the shift in policy and practice from input-based expenditure to outcome-focused achievements is another challenge in the annual work plan guidelines of SSA, which had incorporated the learning outcome priority. The Central Government urged the states to focus on ensuring that children were learning well and also strongly suggested that states undertake their own measurement to understand what the situation is in terms of learning. In state after state, large-scale measurements of learning outcomes are beginning to take place. Programmes are beginning to be designed and implemented to see how basic learning can be improved. But still it seems to be far-fetched goal.

Outlays leading to outcomes is an important policy goal. Such statements have been made in the past but they need to be put into operation in a serious and meaningful way. For the new government and the new budget period, there are several things to think about. The first challenge is to get much more effective utilisation of the resources that are spent on elementary education. It is very critical that the focus of SSA plans moving forward are strongly centred

on learning outcomes and states clearly articulate stage-wise goals for learning improvement. Effective spending implies that the expenditure is influencing progress towards goals, especially in terms of improving learning outcomes of children in elementary school.

The current planning cycle in elementary education for districts and states is one year long. Perhaps, for input-oriented strategies like building construction and teacher recruitment, annual targets may be appropriate. But for improving learning, a three to five-year strategy is needed to ensure continuity. A three-year time frame will also enable states to plan for how these goals are to be achieved incrementally. Achievable goals have to be set and all elements of the education system (teacher training, on-site support, materials and measurement) have to be aligned to help schools and teachers help children learn better. Plans can be reviewed and adjusted on a year-to-year basis but the overarching strategy has to span multiple years.

District-level plans need to be made that accurately reflect ground-level needs and respond to specific targets for learning improvement. Such an effort would also help to ensure that districts do not have large unspent balances sitting in their accounts as they will receive funds tailored to their needs. However, doing this may mean a massive capacity-building effort by state and central governments to know how to plan for outcomes based on needs and status of each district.

If the priority for improvement in children's learning outcomes is to be translated into practice, then financing norms and mechanisms may need to be reviewed. Current guidelines do not clearly indicate how these improvements will be funded. In the SSA planning documents there are only two-line items where districts and states can directly plan and implement learning improvement programmes. These two-line items are: (a) Innovation grant per district (however, half of this is earmarked for computer-assisted learning programmes), and
(b) Learning Enhancement programmes (LEP). The allocations made under these heads are too small to make the results achievable.

Improving learning will require attention to many things, including increasing teacher accountability and raising the amount of time teachers spend on-task and increasing their responsibility for student learning also needs improvement. Part of this process requires better assessments at each grade level and more efficient monitoring and support systems.

The biggest challenge Indian Schools is facing of inadequate inputs. In most of the states, there is a shortage of quality teachers. Even the teacher is lacking the professional training programs. If the teachers are properly trained then they can help students also.

There are 1500 languages in India and it's a difficult task for a teacher to teach every student in their own language. This is big challenge for the teachers to teach and to students to grasp the knowledge.

The process of establishing and developing Community Participation and School Management bodies was not smooth. These bodies were introduced in the context of existing hierarchies of power in village communities, and existing relationships between the communities and local leaders with the head teachers of the schools.

CHAPTER III

Financial Allocations and Fund Flow

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The central government budget expenditure on SSA has shown increase initially after the adoption of RTE, but the momentum was not maintained subsequently. Over the years, there have been inconsistencies between budgets demand estimates by SIS and the actual allocations made by GOI.

Expenditure as a share of total approved budgets has been decreasing from 74% in 2013-14 to 64% in 2016-17.

Component wise expenditure to total allocation (for the period 2010-11 to 2015-16 were not utilized fully. The utilization varied from 76% on teacher's salary, 52% teachers training, 73% Innovative Education (IE), 57% on school infrastructure, 47% for SMC training and 36% for TLE.

3.1 Fund Allocations

The SSA initiative was different from earlier projects as it was to be implemented across all districts of India, and the target was to ensure all children participated in eight years of education in place of the earlier goal of five years. More importantly, the SSA was mandated to implement the provisions in the RTE Act 2009, and as such, elementary education of equitable quality was to be made available and accessible to all children in the age group 6-14 with diverse learning needs. Accordingly, since 2010-11, the SSA scheme is being implemented in accordance with the legal framework of the Right of Children to Free and Compulsory Education Act, 2009. Besides, as the social rate of return to elementary education is relatively high implying higher contributions in nation building, both the Central and State Governments have been allocating relatively more resources for the elementary education sub-sector. Consequently, budgetary requirements went up for financing the additional costs associated with the expanded activities of the SSA.

The Central and State governments went for joint funding of the programme, initially with the sharing norm of 75 per cent by the Central Government to 25 per cent by the State Government in all states except north-eastern and special category states. However, the Government of India (GOI) was not able to mobilize sufficient resources from regular budgetary sources to finance the expanded activities of the SSA. In 2004/05, the Government of India decided to accept foreign assistance, particularly from the World Bank, the DFID, Government of UK and the European Commission (EC). In recent years, while globally aid to education has been declining, aid to education in India almost doubled to around US$ 806 million in 2014 (UNESCO, 2015). The conditionality of financing the SSA partly through official

development assistance were different from the earlier externally aided education projects like the DPEP, Lok Jumbish, UP Basic Education Project and Bihar Education Project. External funding for the SSA adopted a sector wide approach, the first in the country to pool external funds and GOI resources together, with a commonly agreed expenditure framework. Such a funding approach shifted the ownership and accountability in implementing the scheme to the GoI and the State Governments. Sector diagnosis and prioritization of SSA interventions in a decentralised planning framework became one of the primary responsibilities of the State Governments. Procedures were harmonized through a Memorandum of Understanding (MOU) with common formats for all partners.[40]

One of the important factors contributing to the programme's successes in the first phase was the availability of the necessary domestic resources. This was largely achieved as a result of the 2 per cent education cess, levied as an addition to all central taxes from 2004 onward.[41] The funds collected through this education cess were earmarked exclusively for education. The money was kept in a fund titled the "Prathmik Shiksha Kosh", which was maintained by the Department of Elementary Education and Literacy within the MHRD. The funds could be rolled over from one year to the next and were used exclusively for elementary education, for both the SSA programme and Nutritional Support to Primary Education (the school midday meal scheme). The programme was co-funded by the three partners: the Central Government, the State Governments and the external donors. The partners agreed on the approach developed in the SSA Framework (MHRD, 2011) and the 10th Five-Year Plan, and took no part in day-to-day monitoring or implementation of the programme.

3.2 Financial Management and Procurement in SSA

Effective financial management was the key for the success of the SSA. Financial management brings together planning, budgeting, accounting, financial reporting, internal control, auditing, procurement, disbursement and the physical performance of the programme with the aim of managing available resources properly and achieving the programme's objectives. A sound financial management system is a critical input for decision making and programme effectiveness. Timely and relevant financial information provides a basis for better decisions, thus speeding up the physical progress of the programme and the availability of funds and reducing delays and bottlenecks. The SSA envisaged that the financial management system should produce timely, relevant and reliable financial information that would allow programme managers and State/Central governments to plan and implement the SSA, monitor compliance with agreed procedures, and appraise progress toward its objectives. To meet these requirements, the system of MFMP was put in place, which had the following in-built components.[42]

40 Mehrotra, S. (2012). The Cost and Financing of the Right to Education in India: Can We Close the Financing Gap? *International Journal of Educational Development*, 32(1).

41 Ministry of Human Resource Development. 2011. SSA Framework Revised. New Delhi, MHRD, GOI. http://ssa.nic.in/page_portletlinks?foldername=ssa-framework

42 SARVA SHIKSHA ABHIYAN MANUAL ON FINANCIAL MANAGEMENT AND PROCUREMENT, MHRD, 2010.

(a) **Planning:** A system to identify the needs to achieve the programme objectives, evolve strategies and approaches to address them and take up suitable interventions and activities. Therefore, base level data was an important requirement for planning to achieve access and enrolments and equity. Availability of schools with basic infrastructure and minimum teachers were reported for proper planning. Financial norms specified in the manual facilitated decentralised planning both at state and district levels.

(b) **Budgeting:** A system to identify the short-term activities necessary to achieve the programme objectives and express these activities in financial terms. Each district has to prepare a Perspective Plan and Annual Work Plan and Budget (AWP&B) based on the data collected through U-DISE, household survey, micro planning exercise, etc. For this purpose, the revenue district has been taken as the unit of planning.. Keeping the Perspective Plan in view, AWP&B are prepared every year that focuses more on prioritisation of interventions and implementation strategies, besides annualising physical targets. The AWP&B in envisaged to report the progress made in the preceding year and provides an overall assessment of the performance of the district in implementing the planned activities in the preceding year. The AWP&B then strategizes change in elementary education sub-sector in the current years and proposes various development interventions along with the cost estimates. The budget proposals to achieve the plan targets under the SSA are prepared in the AWP&B, covering all relevant interventions. Item-wise budget estimates for one year are made in the AWP&B, which are carefully looked into in the Project Approval Board Meeting for financial approval to implement the plan. The AWP&B proposals are envisaged in two parts, the plan for the current financial year and the progress overview of the previous year including the spillover activities proposed to be carried over to the current year.

(c) **Accounting:** A system to track, analyse, and summarize financial transactions has been put in place to track the financial transactions.

(d) **Funds flow arrangements:** Appropriate arrangements to receive funds from all sources and disburse them to the agencies involved in programme implementation, particularly to State Implementation Society for the SSA and District project Office have been stipulated. The funds of the State Implementing Society for the SSA generally include the following:

- Grants-in-aid from the Government of India and the State Government for the furtherance of the objectives of the SSA;
- Income from the assets of the State Implementation Society, including interest; and
- Income from other sources.

Prior to 2016/17, the Government of India used to release funds directly to the State Implementing Society in two instalments in a year, i.e. in April and then in September. However, since 2016 funds have been transferred to the State Implementation Society through the State Exchequer. Funds thus released are credited to the bank account of the State Implementation Society. Further, instalments are released to the Society only after the State Government has transferred its matching funds to the Society and expenditure of at least 50% of the funds transferred (Centre and States) has been incurred. The purpose is to allow States to fully utilize the allocation for elementary education. The second instalment is released after assessing the progress in expenditure and the quality of implementation. The utilization certificates, become due one year after the release of an instalment. Further, release of approved funds is stalled if utilisation certificates are not submitted as per the schedule.

The Government of India's share of funds under the SSA and related interventions like the NPEGEL and the KGBV are remitted to the State Implementation Society by electronic transfer through the Government of India's accredited bank. However, in places where branches of the accredited bank are not available, remittance of funds are made through other nationalized/ scheduled bank by Real Time Gross Settlement (RTGS) system, if such facility exists so that the funds could be remitted without any delay.

Reporting: A system of reporting has been worked out, that would produce sufficient detailed information to manage the programme, and provide each level of the SSA management with regular consolidated financial Statements for decision making. The SSA being a programme with long term and far reaching objectives, regular and periodic monitoring is needed for the effective and efficient implementation of the programme. Since the annual audited accounts and reports on the progress overview are received after the close of the financial year, some interim reports are needed to monitor the progress of implementation, both from physical and financial angles. However, using the annual financial reports for continuous monitoring is unrealistic, because, by the time, the information is available, its usefulness would have been long since expired. In order to enable the programme management at district, state and national levels to visualise the progress of the programme and utilisation of funds during the year against the approved budget allocation on quarterly basis, the following quarterly financial reports have been prescribed:

(i) Quarterly funds flow and cash forecast Statement;

(ii) Quarterly Progress Statement;

(iii) Release of funds to the districts;

(iv) District wise expenditure Statement

(v) Financial Performance

(vi) Status on Financial Indicators

These quarterly reports are expected to remove the bottlenecks, if any, for the fast and effective flow of funds to the district and sub-district levels.

(f) **Internal control:** Arrangements were in place for internal audit, to provide reasonable assurance that: (i) operations are being conducted effectively and efficiently and in accordance with the SSA financial norms; (ii) financial and operational reporting are reliable; (iii) laws and regulations are being complied with; and (iv) assets and records are maintained. The SSA internal control is a process effected by the management of implementing agencies and other personnel designed to provide reasonable assurance that the objectives of the programme are being achieved in the areas of: (a) effectiveness and efficiency of operations: (b) reliability of financial and operational reporting and: and (c) compliance with the provisions of the SSA frame-work and other orders issued from time to time. Monitoring and supervision of the implementation of the programme and internal audit are the main controls exercised in the internal control.

(g) **External audit:** Arrangements for conducting annual external audit of the programme on Terms of Reference (ToR) agreed upon with the Government of India, through a statutory audit. The audit through the Comptroller and Auditor General of India is also envisaged in terms of the provisions of the Comptroller and Auditor General of India. The State Implementation Society registered under the Societies Registration Act, 1860 (21 of 1860) is responsible for the maintenance of proper accounts and other relevant records as well as prepares annual accounts comprising the receipts and payments accounts and statement of liabilities in such a form as may be prescribed by the Registrar of Societies in keeping with the rules in force under the said Act. Accordingly, it is mandatory that a Chartered Accountant appointed for this purpose should audit the accounts of the Implementation Society annually and submit an annual audit report.

(h) **Procurement:** A system to carry out procurement of goods, works and services keeping in mind the considerations of economy, efficiency, transparency and equal opportunities to all. The implementation of the SSA entails procurement of textbooks, teaching-learning material and equipment, furniture, other related equipment, material required for teacher training, office equipment, computers and their accessories, improvement of school facilities, construction of primary and upper primary school buildings, KGBV buildings, additional classrooms, toilets, drinking water facilities, boundary walls, separation walls, electrification, construction of BRCs/CRCs, maintenance and repair of school buildings, construction of SIEMAT, hiring of experts for specific tasks, etc. It is mandatory to follow the procurement procedure prescribed in this manual for all the procurements under the SSA scheme (including the NPEGEL and the KGBV). States may follow the financial ceiling prescribed by the scheme for each state for various methods of procurement. The MHRD prescribes the financial ceilings for different methods of procurement from time to time. In such cases, the financial ceilings prescribed by the MHRD prevails and should be adhered to.

- **Financial procedures manual:** A manual that sets forth the programme financial policies and procedures for the guidance of all personnel charged with financial responsibilities with the aim of ensuring that the programme resources are properly managed and safeguarded.

- **Financial management staffing** Appropriately qualified financial management staff, including accounting and internal audit staff, with clearly defined roles and responsibilities to conduct financial management activities.

3.3 Allocation of Funds for the SSA

The financial allocations for the SSA are based on the Annual Work Plan and Budget (AWP&B) submitted by State Governments. These plans are expected to be an aggregation of school-level plans, and district and state component plans. The total state-wise financial allocations for a given year are finalised after negotiations with GoI in the PAB. From FY 2010-11 till 2014-15, GoI contributed 65% of the total SSA funds. The GoI-state fund share ratio for the SSA was revised in October 2015 to 60:40. The ratio for North-East and Himalayan states was kept at 90:10. However, the funding was shared between GoI and states in a 65:35 ratios in 2016-17. Under the revised fund flow mechanism introduced in 2014-15, the GoI allocations are first released to State Treasury, and then, transferred to the SIS.

Analysis of the allocations and expenditure between 2001–02 and 2006–07 (Mukherjee et al. 2008)[43] indicate that planned expenditure was initially a small proportion of the amount actually allocated and approved by the relevant governments. The expenditure to approval ratio increased steadily over the years, however, increasing from 15 per cent in 2001-02 to around 70 per cent in 2006-07. The contributions of the state governments also increased and reached the requisite 25 per cent of total SSA funding by 2005. In later years, the ratio of actual to planned expenditure fluctuated between 65 per cent and 79 per cent, but utilization as a proportion of funds released was higher. Both central and state government expenditures increased in the later years of the SSA programme, and state expenditure was consistently over 30 per cent of the total.

During the first decade of the SSA from 2003-04 to 2010-11, the total expenditure on elementary education increased at a compound annual growth rate of 17.6 per cent, and in real terms, the expenditure increased at a rate of 10.5 per cent per annum. In the initial years of the SSA, the share of expenditure as a percentage of the available fund was relatively high because of high level expenditures incurred on civil works. However, subsequently, the percentage of expenditure to available funds decreased significantly to 70 of the outlay due to strict guidelines (see Chart 3.1 and Table 3.1).

43 Mukherjee, A., Vyas, S. and Aiyer, Y. (2008). *Financing Universal Elementary Education* in ASER 2008. http://img.asercen-tre. org/docs/Publications/ASER%20Reports/ASER_2008/ Articles/anitmukherji2008.pdf

Table 3.1
Public Expenditure on Elementary Education from 2003-04 to 2010-11 (INR in Million)

Year	Central Fund	State Fund	Combined Fund	Actual Expenditure	% Expenditure to Combined Fund
2003-04	311,620	52,030	363,650	383,190	105.37
2005-06	384,310	117,510	501,820	484,380	96.52
2008-09	595,190	194,820	790,010	636,080	80.51
2009-10	776,060	208,930	984,990	754,780	76.62
2010-11	855,240	250,660	1,105,910	771,210	69.73
Average growth rate per annum	16.5%	21.7%	17.65%	10.5%	

Source: MHRD, Analysis of Budgeted Expenditure, various years.

Chart 3.1: Percentage of the total funds allocated by States and the Centre actually spent on elementary education, all India

3.4 Central Sector Fund Allocation for the SSA in the Post- RTE Act 2009 Period

With the launch of the Right to Free and Compulsory Education (RTE), the Central Government SSA budget allocations increased from INR 19,000 crore in 2010-11 to INR 26,608 crore in 2013-14 at an average annual growth rate of 11.9%. In fact, the budgetary allocation for the year 2013/14 was higher by 40% over the base year, i.e. 2010-11. However, after 2014-15 onwards, the budget allocations decreased both for 2014-15 and 2015-16. The size of the total GoI allocations for the SSA for 2015-16 was higher than that of 2010-11 by only 15.9% (see

Chart 3.2). This trend was reversed marginally in 2016-17 (RE) and 2017-18(BE) as allocations increased marginally by 2.2% and 4.4% respectively. But in terms of constant prices, the total allocation has actually decreased from INR 20841 crores in 2011-12 to INR 17948 crores in 2016-17. This is a major cause for concern and the allocation for elementary education in the country needs to increase manifold to be at least 3% of the GDP of the country (see Table 3.2)

The GoI allocations for the SSA are primarily funded through a 2% education cess called the Prarambhik Shiksha Kosh (PSK). PSK is a tax-on-tax paid by the public. The contribution of PSK to the SSA financing has increased significantly from 50 per cent in FY 2010-11 to 62 per cent in FY 2017-18. The contribution of EAP was around 6% in 2016-17. 14th Finance commission has recommended appreciable increase in the SSA funding in order to meet the education equity and quality challenges. But, there was no appreciable acceleration in the growth of public expenditure on elementary education after the enactment of the RTE Act 2009 even with the increase in PSK contribution as PSK and EAP contributed 68% of the total funding for SSA. [44]

Expenditures on elementary education have failed to keep pace with the increase in allocations. In FY 2011-12, 61 percent of total allocations were spent, which increased up to 84% in 2013-14 because of demand to meet the requirements of salary increase due to teacher's appointments. But again from 2014-15, there was a decrease in the expenditure as a percentage of the allocated funds, thereby reflecting poor performance of expenditures. Expenditure as a share of the total approved budget declined from 84% in 2013-14 to 70% in 2015-16. Actual budgetary allocations from the Central Government was only about 31% of the total outlay in 2016-17, as the rest was being contributed by EAP and PSK.

Table 3.2
GoI Allocations for the SSA, 2010-11 to 2017-18

Year	Demand Estimate AWP&B INR Crores	Allocations (INR in Crore)			% Allocation to Demand	% Growth Rate of Allocations	Actual Expenditures INR Crores	% Expenditure to Allocations
		Total INR Crores	% EAP	% PSK				
2010-11	45,676	19,000	-	-	41.60	-		
2011-12	61,734	21,000	-	-	34.02	+10.52	12,810	61
2012-13	69,937	23,645	-	-	33.81	+12.59	14,896	63
2013-14	47,753	26,608	-	-	55.72	+11.13	22,350	84
2014-15	55,734	24,030			43.11	-8.37	18,285	75
2015-16	63,452	22,015	8.31	62.88	44.03	-9.70	15,411	70
2016-17	55,000	22,500	6.74	62.87	40.90	+2.20		
2017-18 (B.E)		23,500	6.02	61.81		+4.40		

Source: Union Expenditure Budget, Vol. 2, 2010-11 to 2017-18. Available online at: www.indiabudget.nic.in.

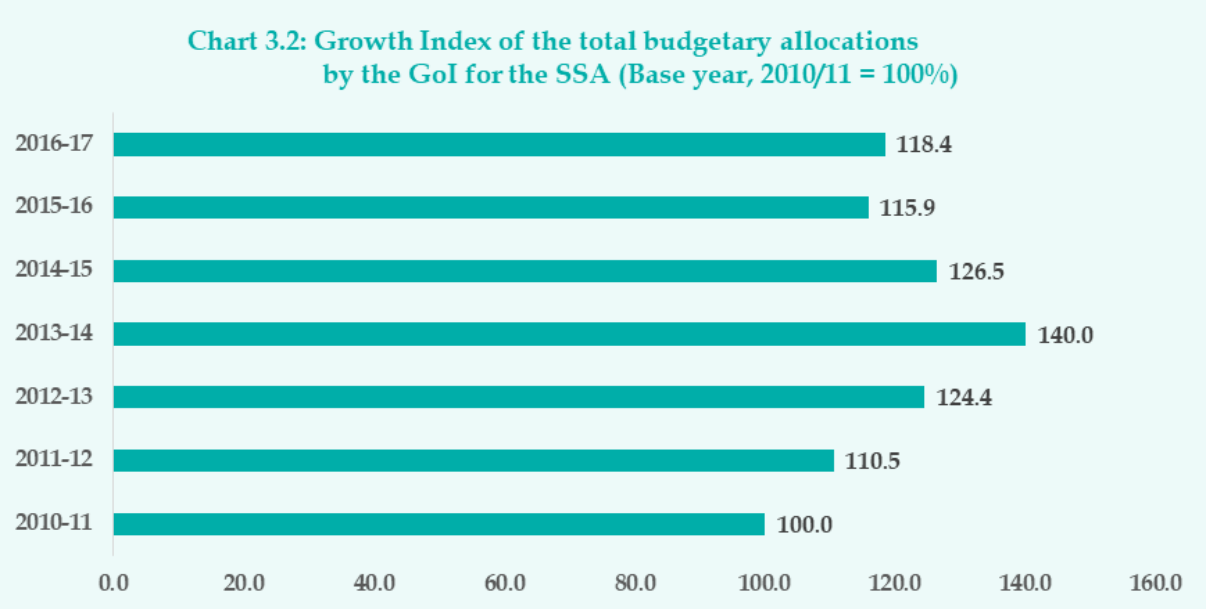
44 Union Expenditure Budget, Vol. 2, 2010-11 to 2017-18. Available online at: www.indiabudget.nic.in.

Note: (i) All figures are in rupees crore and include the North East component. Figures up to 2016-17 are revised estimates. For 2017-18, budget estimates are used. Last accessed on 06 October, 2017.

GOI allocations taken from: Union Expenditure Budget, Vol. 2, FY 2010-11 to FY 2014-15. Available online at: www.indiabudget.nic.in. Total SSA AWP&B allocations from Joint Review Mission. Available online at: http://ssa.nic.in/monitoring/joint-review-mission-ssa-1

(ii) GOI allocations include north-east component and total SSA AWP&B includes NPEGEL, KGBV and state shares. All figures are in crores of rupees and include north-east component.

PSK: Prarambhik Shiksha Kosh.



Over the years, there have been substantial gaps between the State/UT AWP&B budgets approved by the MHRD and the actual allocations made by the Go Funds allocated was hovering around 42% of the total AWP&B budget estimates in 2010-11, and then, declined to 34% in 2012-13. It reached the peak of 56% of the total budget estimates of the annual plans in 2013-14 as the demand for salary component increased after the implementation of the RTE Act 2009 but again decreased to 41% in 2016-17. The GoI allocations for the SSA remained far below the resource estimates made by the MHRD. In the year 2014-15, the MHRD estimated a demand of INR 55,734 Crores, but received only 43% of the demand. The allocations against the demand further decreased to only INR 55,000 crores, but 41% of the demand was released in 2016-17 (see Table 3.2).

3.5 Outlays and Expenditure on Elementary Education in Select States in the Post- RTE Act 2009 Period

The total outlay (both Central and state) of the SSA and the level of expenditure in select states have been worked out for the year 2011-12 (the initial year of implementation of RTE, 2009 through the SSA) and 2016-17. Changes in the size of the SSA total outlay and the expenditure were erratic between the 2011/12 and 2016/17 (see Chart 3.3). While Chandigarh, J&K, Rajasthan, Sikkim, Tamil Nadu and Uttar Pradesh experienced a positive growth in

both in the size of the outlay and expenditure, other select states had either experienced a decline in the outlay and the expenditure or a negative growth outlay or expenditure (see Chart 3.3). Andhra Pradesh recorded significant decline both in outlay and expenditure due to the bi-furcation of the state between Andhra Pradesh and Telangana. In terms of the total outlay, Uttar Pradesh depicted 102% increase between 2011-12 and 2016-17 followed by 60% increase for Rajasthan, 42% increase for J&K and 40% increase for Tamil Nadu. On the other hand, Maharashtra, Bihar, Pondicherry, West Bengal and Sikkim recorded decline in the total outlay during this period. In terms of constant prices, the total outlay has actually decreased for many states. Expenditure growth rate recorded significant increase during 2011-12 to 2016-17 for Uttar Pradesh (134%) followed by J&K and Chandigarh. Marginal increase in expenditure was also recorded by Bihar, Rajasthan and Tamil Nadu (see Chart 3.3 and Table 3.3). But, significant decrease in the expenditures during these two periods was recorded for Maharashtra (-56%), West Bengal (-43%), Madhya Pradesh (-38%). Thus, both the total outlay and expenditures for elementary education after RTE-Act 2009 was uneven across the select states.

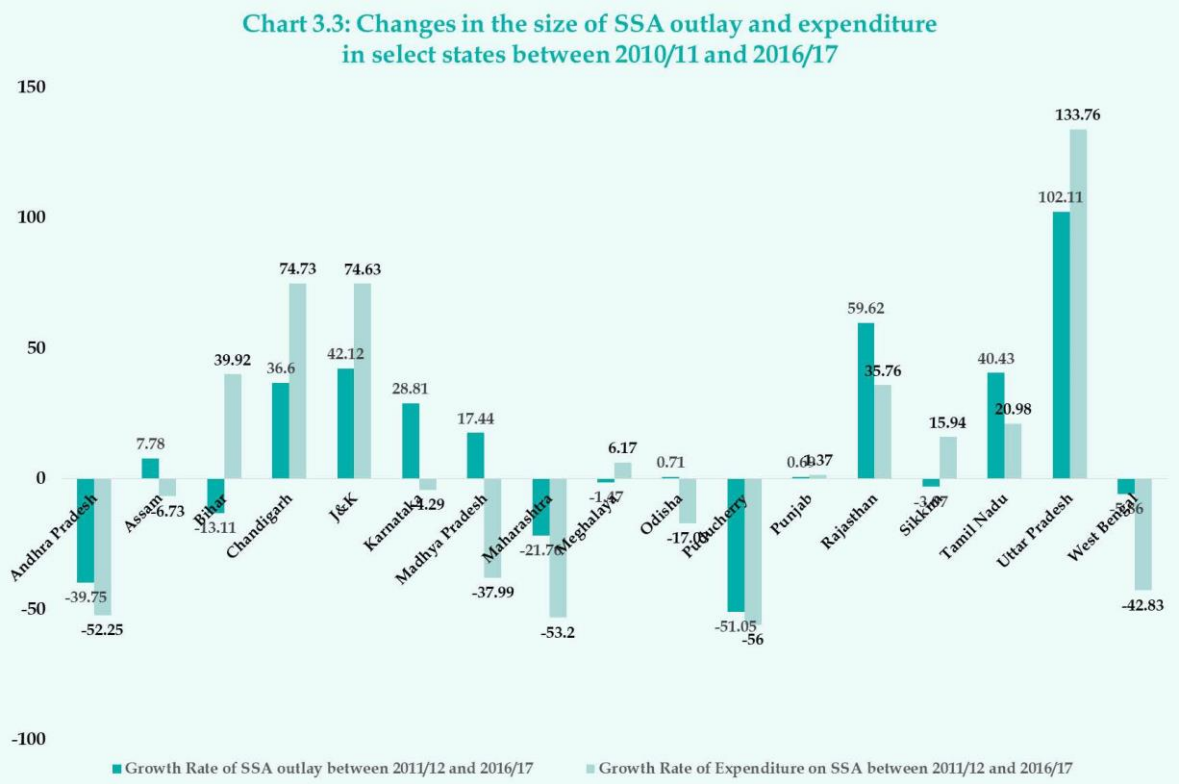


Table 3.3
Total Outlay and Expenditure in the SSA in Select States, 2011-12 to 2016-17 (INR Lakhs)

State	2011-12		2016-17		Growth Rate of the SSA Outlay, between 2011-12 and 2016-17	Growth Rate of the SSA Expenditure between 2011-12 and 2016-17
	Outlay	Expenditure	Outlay	Expenditure		
Andhra Pradesh	437641	337247	263700	161051	-39.75	-52.25
Assam	155584	124931	167692	116527	7.78	-6.73
Bihar	1112344	411825	966527	576225	-13.11	39.92
Chandigarh	4801	3301	6558	5767.69	36.60	74.73
J&K	145131	104733	206255	182893	42.12	74.63
Karnataka	145871	124995	187897	119636	28.81	-4.29
Madhya Pradesh	444736	342832	522316	212603	17.44	-37.99
Maharashtra	293499	181066	229633	84734	-21.76	-53.20
Meghalaya	45795	19782	45124	21003	-1.47	6.17
Odisha	220017	162570	221584	134883	0.71	-17.03
Puducherry	2006	1275	982	561	-51.05	-56.00
Punjab	105196	64703	105924	65592	0.69	1.37
Rajasthan	367546	313064	586663	425030	59.62	35.76
Sikkim	7068	4453	6851	5163	-3.07	15.94
Tamil Nadu	189141	116817	265604	141320	40.43	20.98
Uttar Pradesh	940805	515804	1901436	1205725	102.11	133.76
West Bengal	498057	298627	468849	170734	-5.86	-42.83

Source: Union Expenditure Budget, Vol. 2, 2010-11 to 2017-18. Available online at: www.indiabudget.nic.in.

Note: (i) All figures are in rupees crore and include the North East component. Figures up to 2016-17 are revised estimates. For 2017-18, budget estimates are used. Last accessed on 06 October, 2017.

GOI allocations taken from: Union Expenditure Budget, Vol. 2, FY 2010-11 to FY 2014-15. Available online at: www.indiabudget.nic.in. Total SSA AWP&B allocations from Joint Review Mission. Available online at: http://ssa.nic.in/monitoring/joint-review-mission-ssa-1

3.6 Percentage of Expenditure to the Total Outlay for Elementary Education

The total expenditure in SSA as percentage of the total outlay on elementary education for select states between 2011-12 and 2016-17 indicates significant decline in West Bengal, Odisha, Madhya Pradesh, and Assam, while it increased in Bihar, Uttar Pradesh, Sikkim, Meghalaya and Chandigarh (see Table 3.4). The central sector share of the total expenditure on elementary education over the period 2011-12 to 2016-17 increased in Madhya Pradesh, Puducherry, Meghalaya and Jammu & Kashmir, while it declined sharply in Assam, Uttar Pradesh, Karnataka, Maharashtra, Punjab and Sikkim. This trend indicates that the mandatory contributions (i.e. matching funds) from these states to elementary education have increased during this period.

The aggregate expenditure from 2011-12 to 2016-17 as a percentage of the total outlay of the SSA was exceptionally low in West Bengal (37%), and it was hovering around 50-60% in Madhya Pradesh (51%), Tamil Nadu (52%), Meghalaya (52%), Punjab (57%), Puducherry (59%) and J&K (60%). Percentage share of the expenditure to the total outlay for the entire period (2011-12 to 2016-17) was above 60% in Maharashtra, Uttar Pradesh, Sikkim, Rajasthan, Odisha, Bihar and Assam, thereby indicating that these states performed better in terms of to the utilization of the total outlay (see Charts 3.4 and 3.5). In fact, the utilization level of the total outlay of the SSA went up significantly during 2011-12 and 2016-17 in Bihar, Chandigarh, J&K, Meghalaya, Puducherry, Punjab, and Sikkim (see Chart 3.4 and Table 3.4). In other words, the utilization level of budgetary allocations for the SSA has gone up significantly in most States and UTs between 20111-12 and 2016-17.

As expected, the Central sector share in the total expenditure in J&K and North-Eastern states of Assam, Sikkim and Meghalaya was hovering round 60-85 percent, even though these states could have received more funds from the MHRD provided the required mandatory matching funds from these states were made available. Tamil Nadu performed better by providing required matching funds for elementary education, while other states lagged behind in providing the required matching funds to avail the central sector funds for elementary education. Thus, states need to fulfill their required obligations to receive the full grants for SSA from the Central Government (see Chart 4.5 and Table 3.4). The Central Sector share in the total expenditure on the SSA increased significantly during 2011-12 to 2016-17 in Chandigarh, J&K, Madhya Pradesh, Meghalaya, and Puducherry (see Chart 3.5 and Table 3.4). Besides, the Central sector share in the total expenditure was relatively low in Andhra Pradesh, Bihar, Karnataka, Maharashtra, Punjab, Rajasthan, Uttar Pradesh and West Bengal in 2016-17 (see Chart 3.5).

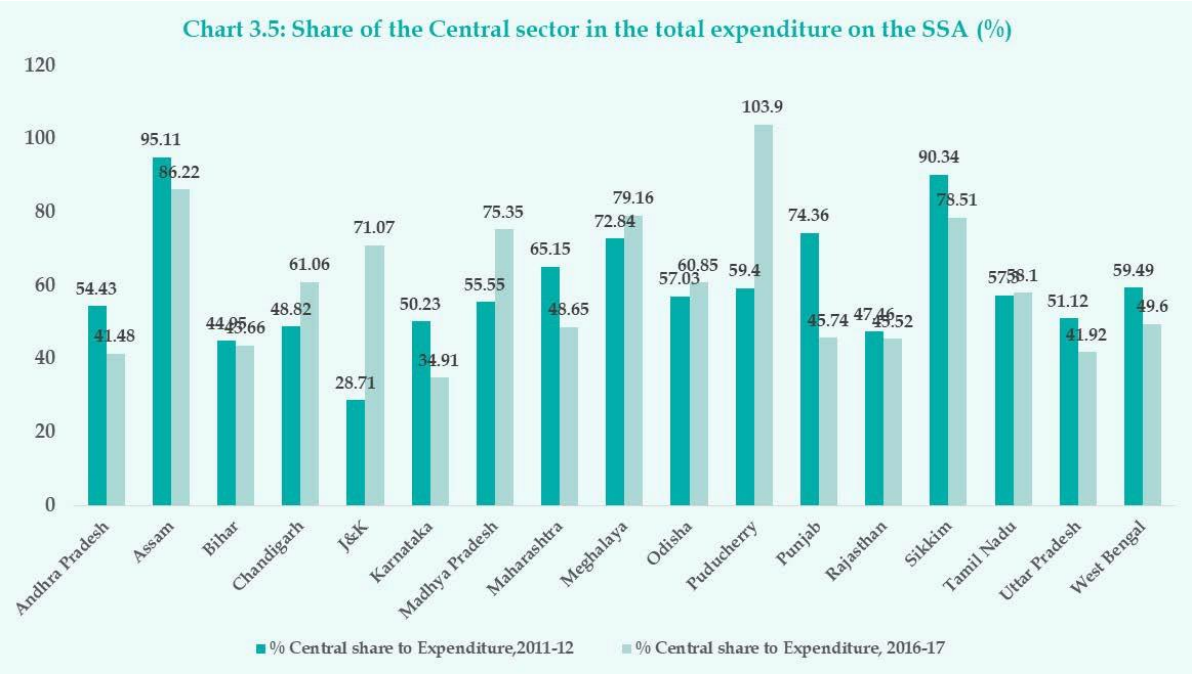


Table 3.4
Total Outlay, Expenditure and Central Share for SSA in Select States, 2011-12 to 2016-17 (INR Lakhs)

State/UT	2011-12 to 2016-17				2011-12		2016-17	
	Outlay	Expenditure	% Expo to Outlay	% Central share to Ex-penditure	% Exp. to Outlay	% Central share to Ex-penditure	% Exp to Outlay	% Central share to Ex-penditure
Andhra Pradesh	1972007	122115	46.31	55.71	77.06	54.43	76.11	41.48
Assam	1055756	106131	63.29	84.98	80.30	95.11	69.27	86.22
Bihar	5374841	638367	66.05	46.72	37.02	44.95	78.00	43.66
Chandigarh	35849	5673	86.51	64.68	68.76	48.82	96.64	61.06
J&K	1114850	125783	60.98	67.93	72.16	28.71	77.11	71.07
Karnataka	946953	128686	68.49	47.46	85.69	50.23	77.39	34.91
Madhya Pradesh	2666399	266913	51.10	56.00	77.09	55.55	46.15	75.35
Maharashtra	1227040	192206	83.70	49.06	61.69	65.15	53.80	48.65
Meghalaya	248674	23522	52.13	88.31	43.20	72.84	73.51	79.16
Odisha	1302587	156377	70.57	52.21	73.89	57.03	58.10	60.85
Puducherry	7406	577	58.81	57.62	63.60	59.40	73.58	103.9
Punjab	575557	60009	56.65	57.43	61.51	74.36	66.61	45.74
Rajasthan	2761915	453491	77.30	51.58	85.18	47.46	84.56	45.52
Sikkim	38296	5015	73.21	82.80	63.00	90.34	84.37	78.51
Tamil Nadu	1306467	138620	52.19	65.76	61.76	57.30	60.67	58.10
Uttar Pradesh	7195447	1458836	76.72	49.76	54.83	51.12	79.64	41.92
West Bengal	2970020	173945	37.10	51.75	59.96	59.49	39.75	49.60

Source: Union Expenditure Budget, Vol. 2, 2010-11 to 2017-18. Available online at: www.indiabudget.nic.in.
Customised data provided by Technical Support Group (TSG), MHRD, GOI

3.7 Component-wise Allocations in the SSA

During 2011-2016, the composition of the expenditure in the SSA changed with the changes in its priorities. In the first phase of the SSA, the emphasis was on closing the infrastructure and human resource gaps. Therefore, allocations for civil works and teacher provisioning were given a higher share of the programme expenditures than first estimated at appraisal. With the enactment of the Right to Education Act, the demand for meeting the provisions on teacher/ pupil ratio as per its norms and standards got top priority. Allocations for teacher

salaries increased considerably from 41% in 2012-13 to 74% in 2016-17, reflecting the higher salaries and recruitment drives, while civil works share declined from 29% in 2012-13 to 3% in 2016-17 (see Chart 3.6). However, it may be noted that, while the amount spent on the quality-improvement initiatives increased in absolute terms, the proportion spent on these initiatives as a percentage of the total expenditure did not change significantly. The share of expenditure on distribution of uniforms and text books also decreased (see Table 3.5 and Chart 3.6). By 2016-17, relative share of the expenditure on civil works, uniforms, textbooks and special training in the total expenditure on the SSA declined sharply compared to their share in 2012-13. (Chart 3.6).

Chart 3.6: Component-wise expenditure as centage to the total outlay of the SSA, all India (%)

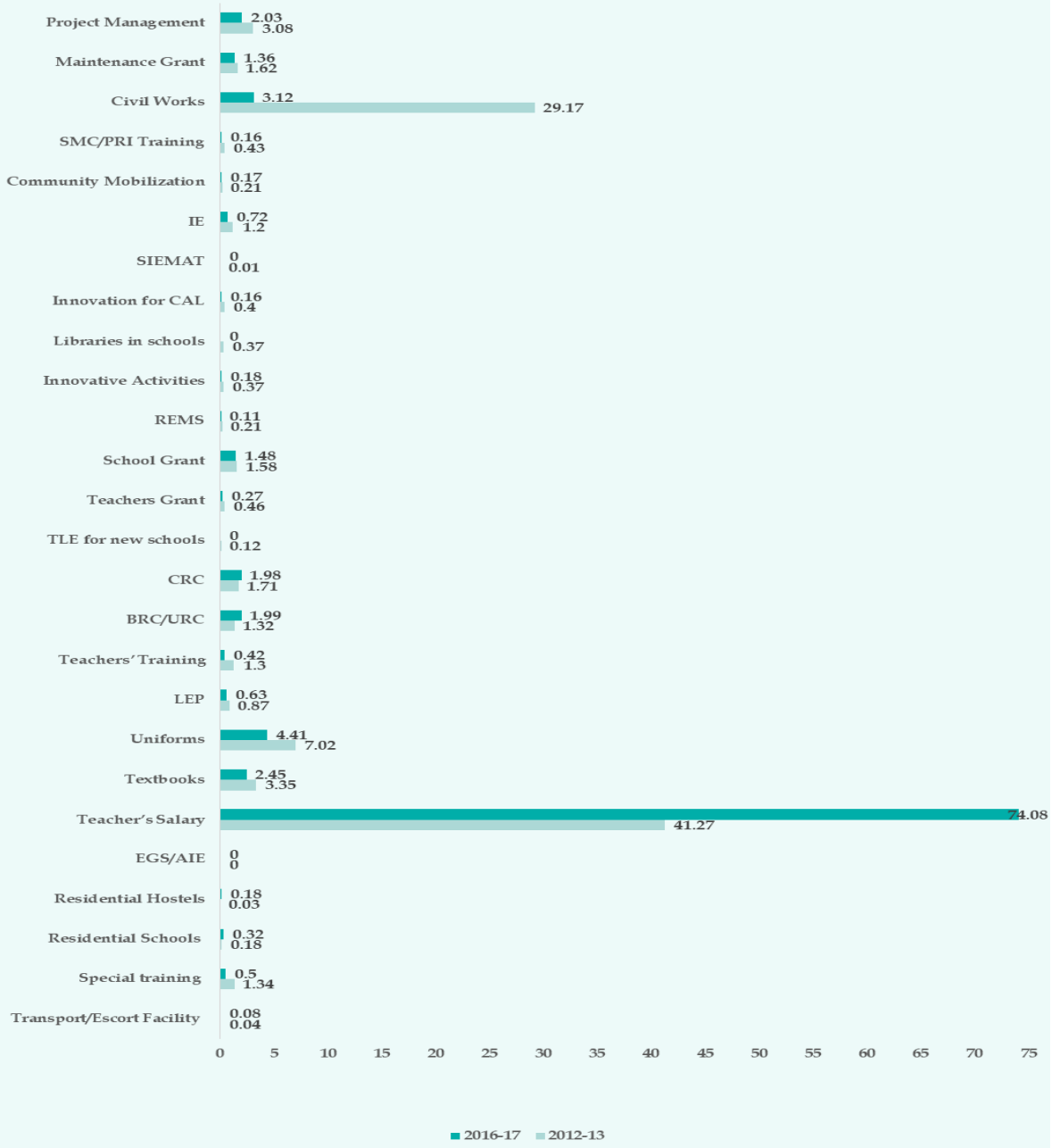


Table 3.5
Component-wise Expenditure as Percentage of the Total Expenditure on the SSA, all India

Component	2012-13	2013-14	2014-15	2015-16	2016-17
Transport/Escort Facility	0.04	0.07	0.05	0.09	0.08
Special training	1.34	1.07	0.72	0.50	0.50
Residential Schools	0.18	0.24	0.27	0.19	0.32
Residential Hostels	0.03	0.15	0.18	0.18	0.18
EGS/AIE	0.00	0.00	0.00	0.00	0.00
Teacher's Salary	41.27	64.19	62.02	69.34	74.08
Textbooks	3.35	2.71	3.14	2.43	2.45
Uniforms	7.02	7.16	6.80	6.22	4.41
LEP	0.87	0.10	0.22	0.14	0.63
Teachers' Training	1.30	0.88	0.75	0.41	0.42
BRC/URC	1.32	1.74	2.09	1.96	1.99
CRC	1.71	1.87	1.93	1.89	1.98
TLE for new schools	0.12	0.02	0.02	0.00	0.00
Teachers Grant	0.46	0.00	0.01	0.01	0.27
School Grant	1.58	1.83	1.70	1.46	1.48
REMS	0.21	0.09	0.11	0.06	0.11
Innovative Activities	0.37	0.07	0.07	0.17	0.18
Libraries in schools	0.37	0.00	0.00	0.00	0.00
Innovation for CAL	0.40	0.07	0.09	0.13	0.16
SIEMAT	0.01	0.00	0.00	0.00	0.00
IE	1.20	0.93	0.90	0.83	0.72
Community Mobilization	0.21	0.10	0.18	0.18	0.17
SMC/PRI Training	0.43	0.24	0.28	0.16	0.16
Civil Works	29.17	9.20	11.46	6.76	3.12
Maintenance Grant	1.62	1.74	1.76	1.53	1.36
Project Management	3.08	2.91	2.37	2.14	2.03
Total SSA	97.65	97.38	97.15	97.19	97.67
NPEGEL	0.30	0.00	0.00	0.00	0.00
KGBV	2.05	2.62	2.85	2.81	2.33
Reimbursement of Fee against 25% admission	0.00	0.00	0.00	0.40	0.86
Grand Total (Lakhs)	**4482241**	**3960767**	**4147291**	**4455930**	**4798803**

Source: Customised data provided by Technical Support Group (TSG) , MHRD, GOI

The State-wise allocation (combined status of 2014-15 to 2016-17) on the SSA components again depicts teacher salary as the major head of expenditure for majority of the select states. However, states like Maharashtra (49%), Karnataka and Punjab (68% each), and Odisha (70%) recorded relatively a lower share of expenditure on teacher salary component. The share of teacher training, academic support through BRC/CR, and teacher grant in the total SSA expenditure was high in Puducherry, followed by Sikkim (27%), Punjab (22%), Karnataka (18%) and Tamil Nadu (17%). Uttar Pradesh, Rajasthan, Bihar, West Bengal and J&K spent less than 5% expenditure on teacher training and academic support to teachers (Table 3.6). Bihar and Odisha depicted higher share of expenditure for free textbooks and teaching-learning equipment as compared to other states. The management cost depicted comparatively higher share in the total expenditure in Odisha, Andhra Pradesh, Maharashtra and Bihar. Research, evaluation, monitoring and supervision received least share of the total expenditure on the SSA (see Table 3.6).

Table 3.6
Component -wise Allocations in the SSA (2014-15 to 2016-17 Combined)
(INR Lakhs)

State	Total	1	2	3	4	5	6	7	8
Andhra Pradesh	490304	0.65	81	9	1.17	0.15	1.25	0.50	3.15
Assam	343170	5.80	75	7	0.45	0.06	0.50	0.22	0.80
Bihar	1851107	4.38	88	3	0.94	0.10	0.92	0.53	1.99
Chandigarh	17254	3.94	89	2	0.01	0.00	0.01	0.04	0.11
J&K	513814	0.99	90	5	0.72	0.10	0.52	0.47	1.11
Karnataka	368182	1.23	68	18	1.00	0.14	1.20	0.42	0.89
Madhya Pradesh	1089734	3.59	81	8	1.53	0.28	1.86	0.67	2.41
Maharashtra	341658	16.37	49	15	4.70	0.74	4.87	3.15	3.81
Meghalaya	76730	3.51	76	10	0.51	0.08	0.37	0.27	0.83
Odisha	419142	4.35	70	11	2.99	0.58	3.81	1.38	5.52
Puducherry	1939	0.57	7	44	0.07	0.02	0.08	0.22	0.28
Punjab	203248	1.60	68	20	0.22	0.04	0.27	0.27	0.61
Rajasthan	1457767	0.19	93	2	1.24	0.18	0.84	0.34	2.36
Sikkim	14506	2.21	62	27	0.04	0.01	0.05	0.06	0.10
Tamil Nadu	633206	0.34	77	17	0.21	0.03	0.19	0.16	0.32
UP	3833287	1.05	95	1	0.62	0.10	0.78	0.20	0.68
West Bengal	890368	2.77	86	4	0.80	0.11	1.10	0.36	1.59

Source: Customised data provided by Technical Support Group (TSG), MHRD- 2017

Notes: 1: Free Text Books and Teacher Learning Equipment's (TLE) 2: Teacher Salary 3: Teacher's Training, Academic Support through BRC/ CRC and Teacher's Grant 4: School Grant 5: Research, Evaluation, Monitoring and Supervision 6: Maintenance 7: Innovation 8: Management Cost

3.8 SSA State Wise Performance of Component Wise Fund Utilization

The SSA program implementation have resulted in substantial strengthening of systems and procedures. However, considering the multiplicity of spending/executing agencies -- i.e. states, districts and sub-district level units), and diverse capacities across these agencies, there are persistent implementation challenges. There is, therefore, a continuous need for further strengthening of the capacity of these implementation agencies, with special focus on the sub-district level Units/agencies.

The overall component-wise utilization of funds as percentage to the total outlay depicted differences among states. Worst performers in terms of utilizing the SSA outlay for the year 2015-16 were West Bengal (39.8%), Madhya Pradesh (46.2%), and Maharashtra (53.8%). Better performers (utilizing above 80% of the total outlay of the SSA) were Chandigarh, Rajasthan, Sikkim and Uttar Pradesh. Component-wise utilization of funds in 2015-16 depicted following (Table 3.7).

- Among the select states, funds for transport/ escort facility were utilized by Karnataka, Tamil Nadu, Andhra Pradesh and partially utilized by Meghalaya and Odisha. Rest of the states have not used these funds.
- Reimbursement fee against 25% admission under Section 12(1) (c) of the RTE Act 2009 were only utilised by Karnataka and Odisha.
- Funds for residential schools and hostel were utilized only by Tamil Nadu. Karnataka, Madhya Pradesh, Andhra Pradesh, Maharashtra, Rajasthan, Odisha and Punjab.
- In terms of teacher salary component, better performing states (above 80% utilization to the total outlay) for 2015-16 were Andhra Pradesh, Assam, Bihar, Chandigarh, Karnataka, J&K, Meghalaya, Puducherry, Rajasthan, Sikkim and Uttar Pradesh while worst performers were West Bengal (31%), Madhya Pradesh (37%) and Maharashtra (41%).
- Better performing states in terms of utilizing expenditure on teacher training were Chandigarh, Karnataka, Sikkim and Tamil Nadu.
- Majority of the selected states have utilized funds for BRC/URC and CRC training component.
- Better performers for civil works were Andhra Pradesh, Assam, J&K, Rajasthan and Tamil Nadu.

- Majority of the selected states have utilized funds for uniform and purchase of text books.
- None of the select states have used funds for TLE for the new schools and for developing libraries in schools.
- Funds for innovations of CAL were utilized only by J&K, Chandigarh, Punjab, Sikkim and partially by West Bengal.
- None of the select states have used Teacher grant.
- Maintenance grant was used by majority of the states; however, Assam did not use any funds under this head.
- IE and innovative activities funds were partially utilized by majority of the states.
- Funds under civil works were fully utilised by Andhra Pradesh, Assam, J&K, Tamil Nadu and Rajasthan, while rest of the states utilized less than 50% funds under this component.
- Funds utilized under community mobilization were used by Sikkim, Tamil Nadu, Rajasthan, Puducherry, Andhra Pradesh and Chandigarh. J&K did not use any funds under this component.
- There were wide variations in expenditure across different SSA components and states during the FY 2015-16. The teacher salary component of the SSA budget accounted for 70 per cent of the total SSA approvals in Bihar and 92 per cent of the approved funds were spent. In contrast, whilst teacher salary accounted for 75 per cent of the total approvals in Tamil Nadu, only 52 per cent of the funds were spent.
- Among the states studied, Maharashtra allocated one of the highest share of the SSA funds (24 per cent) to schools, and spent 52 per cent. Bihar, which allocated 15 per cent of its total budget to schools, spent only 27 per cent in the FY 2015-16.

Table 3.7
Component-wise Expenditure as Percentage of the Total Outlay of the SSA in 2015-16

	Andhra Pradesh	Assam	Bihar	Chandigarh	Jammu & Kashmir	Karnataka	Madhya Pradesh	Maharashtra
Transport/Escort Facility	77.3	0.0	0.0	0.0	0.0	108.5	0.0	0.0
Reimbursement of Fee against 25% admission under Section 12(1)(c) of RTE Act 2009 (Entry Level) subject to upper limit of 20% of AWP&B guidelines issued by MHRD	0.0	0.0	0.0	0.0	0.0	100.0	0.0	0.0
Residential Schools	40.0	61.4	0.0	0.0	0.0	71.5	75.9	0.0
Residential Hostels	55.5	0.0	43.7	0.0	0.0	0.0	64.9	43.2
Special training	35.4	43.2	14.3	100.0	25.6	41.4	25.7	26.9
Textbooks	0.0	71.5	50.2	100.0	99.7	7.9	31.6	83.5
Uniform	88.8	0.0	96.3	0.0	100.0	99.2	94.5	77.9
TLE for new schools	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Teacher's Salary	66.6	90.4	94.5	97.0	79.1	83.4	37.7	41.3
Teachers' Training	1.7	22.2	41.0	80.8	70.2	51.3	27.6	8.2
BRC/URC	99.6	90.6	17.8	62.1	0.0	53.6	73.3	69.1
CRC	73.0	18.8	13.5	96.6	2.3	90.6	83.6	89.4
Libraries in schools	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Innovation for CAL	8.3	78.3	0.0	99.2	91.8	3.4	0.2	3.8
Teachers Grant	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
School Grant	97.9	0.0	43.5	98.2	100.0	100.0	98.5	97.6
REMS (District State)	20.5	38.3	13.8	89.0	27.3	2.7	16.9	50.3
Maintenance Grant	96.3	0.0	60.7	98.0	92.1	100.0	97.4	66.1
IE	61.1	39.2	41.0	96.1	68.9	69.4	70.4	31.6
Innovative Activities	16.0	3.4	18.3	62.8	100.8	63.6	17.5	70.3
SMC/PRI Training	24.5	42.1	66.8	89.0	0.0	0.0	49.9	53.8
Civil Works	99.9	86.9	30.0	62.5	89.4	0.4	33.6	19.7
Management (District State)	86.6	75.8	66.6	90.2	68.1	85.2	69.3	67.8
LEP	0.0	0.0	0.0	92.5	0.0	0.8	3.8	100.0
Community Mobilization	97.0	16.8	36.1	100.0	0.0	27.6	43.6	10.6
KGBV	87.4	70.0	58.5	0.0	65.2	33.4	47.9	63.4
Grand Total	76.1	69.3	78.0	96.6	77.1	77.4	46.2	53.8

	Meghalaya	Odisha	Puducherry	Punjab	Rajasthan	Sikkim	Tamil Nadu	Uttar Pradesh	West Bengal
Transport/Escort Facility	56.2	39.0	0.0	0.0		0.0	96.5	0.0	0.0
Reimbursement of Fee against 25% admission under Section 12(1)(c) of RTE Act 2009 (Entry Level) subject to upper limit of 20% of AWP&B guidelines issued by MHRD	0.0	100.0	0.0	0.0	100.0	0.0	0.0	0.0	0.0
Residential Schools	0.0	0.0	0.0	0.0	69.3	0.0	80.7	0.0	0.0
Residential Hostels	0.0	64.7	0.0	80.3	54.6	65.8	0.0	0.0	73.6
Special training	11.4	62.6	0.0	90.0	42.7	96.5	84.4	17.9	15.0
Textbooks	84.8	91.0	100.0	66.7	100.5	100.0	100.1	64.2	99.8
Uniform	92.4	96.6	0.0	100.0	0.0	100.0	0.0	93.1	97.6
TLE for new schools	0.0	0.0	0.0	0.0	0.0	0.0	100.0	0.0	0.0
Teacher's Salary	94.5	52.9	85.2	63.7	85.3	88.0	50.3	80.2	31.2
Teachers' Training	22.6	37.1	54.4	58.7	68.9	92.4	92.2	35.8	18.0
BRC/URC	75.1	38.0	87.1	83.3	81.2	97.2	84.4	78.3	78.4
CRC	86.0	13.2	82.9	54.2	53.6	90.6	84.8	76.4	75.8
Libraries in schools	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
Innovation for CAL	0.0	0.0	0.2	100.0	46.2	100.0	99.7	0.0	21.1
Teachers Grant	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0
School Grant	25.9	98.3	98.7	50.0	97.8	99.6	99.1	89.4	77.6
REMS (District+State)	0.0	36.9	58.3	83.8	55.4	96.1	43.6	21.9	12.5
Maintenance Grant	23.8	68.4	98.6	51.8	94.2	99.7	99.7	87.6	77.9
IE	34.9	72.6	85.4	68.9	86.3	96.7	86.8	67.8	71.2
Innovative Activities	3.4	70.0	91.9	100.0	102.1	100.0	59.8	38.9	49.4
SMC/PRI Training	8.4	50.0	87.9	61.2	73.0	100.0	92.8	0.0	0.0
Civil Works	38.4	44.7	30.3	61.3	78.6	36.0	94.5	47.9	15.7
Management (District+State)	76.6	75.4	64.7	71.2	68.4	94.4	76.1	71.1	72.5
LEP	0.1	27.2	100.0	0.0	76.0	0.0	97.1	7.2	15.6
Community Mobilization	35.5	56.3	98.7	1.7	71.3	100.0	90.3	34.0	17.1
KGBV	76.1	70.6	0.0	75.1	76.3	74.5	77.7	73.0	87.4
Grand Total	73.5	58.1	73.6	66.6	84.6	84.4	60.7	79.6	39.8

Source: Customized data provide by Technical Support Group (TSG), MHRD 2017.

3.9 Fund Flow

Under the revised fund flow mechanism introduced in the FY 2014-15, the GoI allocations were first released to state treasuries. Funds were then routed to State/UT autonomous implementing body known as the State Implementation Society (SIS). In the FY 2014-15, 99 per cent of GoI allocations were released. The allocations decreased marginally to 98 per cent in the FY 2015-16. In the FY 2016-17, till December 2016, around 84 per cent of GoI allocations for the SSA had been released to states.

The JRM report indicates that the MHRD released ad hoc grant in time, by the middle of May every year. The MHRD had not released any amount towards the balance of the first instalment to Chandigarh, Dadra and Nagar Haveli, Daman & Diu, Karnataka, Kerala, Lakshadweep, Maharashtra and Puducherry. The second instalment, due in September, was not released to any state. Only 22 states have provided audited accounts for the FY 2014-15. The existing manual accounting system at sub-district level (particularly in schools) with only a cashbook could not provide annual accounts in prescribed format in time. This led to delay by States in submitting the prescribed documents to the MHRD for fund releases. There was delay in the release of state share. The delay should be seen in the perspective of thin state resources, with grants released in September being 50% of the annual grant. Some states found it difficult to release their share of six months in one instalment. This situation was particularly serious in the north-eastern states, which receive 90% grants for the SSA, as their own budget largely depended on devolution of resources from the GoI.

During the field visits, the SPO and District Education Officers reported that the above system was such that there were certain procedural bottlenecks, which had led to a delay of 45 to 60 days for the SIS in receiving the grants. During interactions with the State Authorities, it was observed that the State Governments had made the required budgetary provision in respect of the Central sector assistance. However, it was noted that the time lag of 45 to 60 days for funds to reach the SIS could not be avoided in the given circumstances.

The tendency at the state level towards bunching of expenditure towards the end of the financial year was noted during the discussion with State Government officials. To ensure that the expenditure is evenly spread and there is no bunching of expenditure at the end of the year nor any activity neglected, the State Implementation Society should prepare a district-wise and activity-wise "Annual Expenditure Plan" indicating physical targets along with monthly requirement of funds in respect of each activity.

The quantum of long pending advances is a matter of concern. The State Societies have taken up on priority the settlement of advances. In this connection, it may be mentioned that, as observed from various audit reports, till a few years back, some of the SISs used to show advance as expenditure. This practice was not in conformity with the provisions of the General Financial Rules 2005. This deviation was reported to have been rectified and advances are not any more being shown as expenditure; they are being reflected as advance in the annual account. This practice helps in proper monitoring of pending advances for settlement of which a sustained campaign needs to be maintained by the State Implementation Societies on

a regular basis. Further, refund of unspent balance at sub-district levels treated as income/ receipts in certain cases, still remains an area of concern.

The Aide Memoire of the Twenty Second Joint Review Mission organised from 2nd to 16th December, 2015 also reported less effectiveness of Accounting and Internal Control Arrangements.[45] Robust accounting and effective internal controls remains a persistent area for strengthening. Independent financial management (FM) reviews (various audits) continue to highlight areas of concerns in this area. The observations include: weaknesses in accounting and maintenance of records; non-production of records; inadequate Internal controls for assets, advances, Utilization Certificates (UCs), bank reconciliation and transfer of funds; internal audit not commensurate with size of operations and weak compliance system for internal and statutory audit; insufficient monitoring of funds spent at schools and sub-district level; deviations from procurement procedures; grants treated as expenditures; and refunds from implementing agencies accounted for as incomes.

The amount of school grants provided by the MHRD was pointed out that the above amounts were inadequate to meet the requirements maintenance of toilets and other infrastructure development of schools.

Over the years, there has been a gradual improvement in the staffing of Finance and Accounting staff. However, there still remain substantial vacancies, which raises the concern that giving additional charges to the existing staff may have led to technically enabled resources (teaching cadre personnel) being engaged in administrative and accounting functions, thereby leading to in-appropriate utilization of already scarce resources. The twenty second JRM, reported that at the district level, there existed large vacancies as against the sanctioned positions. For instance, among large states, the percentage of vacancies against sanctioned positions was as high as 53% in Bihar, 23% in Madhya Pradesh, 25% in Maharashtra, 52% in Rajasthan, and 27% in West Bengal.[46]

45 Joint Review Mission. December 2015. Aide memoire. 22nd joint review mission of Sarva Shiksha Abhiyan (2-16 December, 2015). New Delhi, Government of India.

46 Joint Review Mission. December 2015. Aide memoire. 22nd joint review mission of Sarva Shiksha Abhiyan (2-16 December, 2015). New Delhi, Government of India.

CHAPTER IV
School Infrastructure

Chapter IV

School Infrastructure

Targets fixed for construction of classrooms, toilets and provision of drinking water by SSA have been achieved.

Separate toilet facilities for girls at elementary level schools has improved substantially.

About 50% children have been using practices of Swachh Vidyalaya like cleaning hands with soap before eating food etc.

The computer facility was available in 76% upper primary schools but its use by the schools has been dismal low as only 11% schools were actually using this facility to impart computer knowledge to students

Access was improved by building new schools and classrooms and, where necessary, by setting up EGS and AIE centres as temporary arrangements.

4.1 RTE Act 2009 Requirements of Infrastructure and Teaching Environment

The SSA aims to universalise access to elementary education in accordance with the vision of the RTE Act. Quality of the school building and availability of basic facilities therein is an important determinant of school access. The environment of the school has to be attractive, congenial, safe and comfortable to the child, so that the child is motivated to enrol and attend the school regularly. The Right of Children to Free and Compulsory Education Act, 2009 mandates states to meet the minimum infrastructure and human resource requirements in schools imparting elementary education. The SSA has been the primary vehicle for implementing the RTE Act. Accordingly, the SSA embarked upon developing and implementing the 'Whole School Development Plan' (WSDP) to improve the of the school environment, along with the indoor and outdoor spaces for providing ample opportunities for learning. The objective was to promote creative use of space inside the classroom, verandas, outdoor natural environment and play areas for supporting teaching-learning activities.

Figure 4.1: RTE Act 2009 and Holistic Development Plan of a School

Source: Sarva Shiksha Abhiyan, Framework for Implementation, MHRD.

The RTE Act stipulates a legally enforceable rights framework with certain unambiguous time targets that Governments must adhere to, for example, establishing neighbourhood schools with a provision of school infrastructure, all weather school buildings, one classroom-one- teacher norm, office cum-store-head teach room, toilets and drinking water facilities, barrier free access, library, playground, and fencing/boundary wall.

The Act also stipulates development of quality teaching environment like the provision of teachers as per the prescribed Pupil-Teacher ratio, training of un-trained teachers and all necessary quality teaching interventions such as developing teaching-learning material and other necessary provisions for making teaching attractive and understandable.

The school building has to ensure easy access to all children and teachers and it has to be built with a good understanding of their different requirements. For instance, special design features such as ramps, handrails, modified toilets, etc. are required to be built for children with disabilities. Similarly, separate toilets for girls, including environmentally safe incinerators are definitely required for the older girl students at the upper primary stage. The classroom design with natural light, ventilation, seating, display, storage must ensure equity and quality in educational transactions.

Nearly seven years after the implementation of the RTE Act in 2010, states are still struggling to meet the RTE norms across a range of indicators. The largest shortfall is in the availability of playgrounds and construction of boundary walls (see Table 4.1). Small size of schools along with little infrastructure facilities make schools less attractive to children and low efficiency of these institutions as well as low sustainability of planned interventions. For example, the total enrolment in more than half of the schools in Goa, Himachal Pradesh, J&K, Manipur, Meghalaya, Sikkim and Uttarakhand is ≤ 50. This proportion is as high as 71% in Himachal Pradesh and more than 61% in J&K, Meghalaya and Uttarakhand (see Table 4.1). Moreover, one in every three schools in India has an enrolment size ≤ 50.

Even after significant improvements in school infrastructure due to the SSA interventions, several states were struggling to provide this facility in all schools. For example, a large proportion of primary schools in Meghalaya (34%), Arunachala Pradesh (26%), Nagaland (24%), Assam (15%), Tripura (14%), J&K (10%) and Telangana (10%) did not have drinking water facility in the school compound. Relatively a high proportion of primary schools in Meghalaya, Bihar and Assam did not have girls' toilet. Similarly, more than 60% of schools in Meghalaya, Tripura, Assam, Manipur, Jharkhand, J&K and Sikkim did not have boundary wall (U-DISE 2015-16). More than half of the schools in Lakshadweep, Odisha, Meghalaya, Bihar, J7K, Arunachal Pradesh, west Bengal, Jharkhand, Dadra and Nagar Haveli, Nagaland and Goa did not have a playground. More than 70% of schools in J%K, Tripura, Madhya Pradesh, Meghalaya, Assam and Jharkhand did not have electricity connection in 2015-16 (see Table 4.1).

However, since 2010, schools imparting elementary education have experienced significant improvements in the infrastructure facilities due to the SSA interventions. In 2015-16, at the all India level, nearly 97% of schools had drinking water facility; 98% of schools had girls' toilet; 65% of schools had boundary wall; 62% of schools had electricity connection; and 61% of schools had a playground. More than 98% of government managed schools had toilets both for boys and girls in 2015-16 (U-DISE 2015-16).

Table 4.1: State-wise percentage distribution of schools by enrolment size and select infrastructure facilities, 2015-16

State/UT	Primary schools with drinking water facility	Schools (all categories) with drinking water facility	Primary schools with girls' toilet	Schools (all categories) with girls toilet	Schools (all categories) with boundary wall	Schools (all categories) with play-ground	Primary schools with electricity connection	Schools (all categories) with electricity connection
A & N Islands	100.0	100.0	100.0	100.0	70.2	58.1	82.1	90.0
Andhra Pradesh	93.9	95.3	99.6	99.7	61.6	54.7	91.7	93.4
Arunachal Pradesh	73.9	81.4	94.4	96.5	53.5	39.0	22.6	39.0
Assam	84.6	85.9	86.4	84.3	28.9	56.4	12.8	22.2
Bihar	90.3	94.2	84.4	89.9	53.4	35.3	22.3	36.7
Chandigarh	100.0	100.0	100.0	100.0	100.0	93.0	100.0	100.0
Chhattisgarh	99.0	99.2	99.2	99.4	65.5	54.6	66.5	71.8
D & N Haveli	100.0	100.0	100.0	100.0	56.4	43.7	100.0	100.0
Daman & Diu	100.0	100.0	100.0	100.0	93.3	50.0	100.0	100.0
Delhi	100.0	100.0	100.0	100.0	99.9	87.4	100.0	100.0
Goa	100.0	100.0	100.0	100.0	79.9	48.0	99.8	99.9
Gujarat	100.0	100.0	100.0	100.0	93.9	76.9	99.2	99.7
Haryana	99.9	99.9	99.4	99.6	98.5	84.3	98.7	99.0
Himachal Pradesh	99.9	99.9	99.9	99.8	70.1	85.8	96.1	96.2
Jammu & Kashmir	89.7	92.3	91.7	94.9	34.8	37.1	16.0	29.9
Jharkhand	91.8	93.5	96.2	96.8	31.1	40.5	9.3	18.4
Karnataka	100.0	100.0	99.5	99.8	78.8	64.1	96.8	98.0
Kerala	99.5	99.7	98.5	99.1	84.3	73.3	95.6	97.4
Lakshadweep	100.0	100.0	100.0	100.0	58.5	24.4	100.0	100.0

State/UT	Primary schools with drinking water facility	Schools (all categories) with drinking water facility	Primary schools with girls' toilet	Schools (all categories) with girls toilet	Schools (all categories) with boundary wall	Schools (all categories) with play-ground	Primary schools with electricity connection	Schools (all categories) with electricity connection
Madhya Pradesh	95.8	96.3	96.2	96.7	45.7	65.5	11.3	26.7
Maharashtra	99.6	99.7	99.1	99.4	81.9	87.2	90.6	93.8
Manipur	99.8	99.7	98.3	98.8	29.7	53.5	14.6	38.3
Meghalaya	62.2	62.6	84.1	85.6	17.6	33.1	15.6	24.6
Mizoram	91.6	92.7	99.0	99.2	54.0	64.2	65.7	73.4
Nagaland	75.8	82.0	99.8	99.9	68.6	45.1	22.9	51.2
Odisha	99.3	99.5	97.4	97.1	68.2	30.3	15.5	32.1
Puducherry	100.0	100.0	100.0	100.0	95.7	72.5	100.0	100.0
Punjab	100.0	100.0	99.8	99.8	98.6	96.8	99.9	99.9
Rajasthan	94.4	96.8	99.4	99.7	84.8	52.3	19.8	56.5
Sikkim	97.6	98.5	99.8	99.8	35.3	68.0	73.8	84.0
Tamil Nadu	100.0	100.0	99.8	99.9	80.2	77.0	98.6	99.1
Telangana	90.2	93.8	100.0	100.0	69.0	60.6	87.3	91.5
Tripura	85.5	89.8	99.7	99.9	19.7	62.0	14.7	29.8
Uttar Pradesh	98.9	98.7	99.8	99.8	72.3	70.5	50.1	53.3
Uttarakhand	96.3	96.5	96.7	97.2	82.1	58.2	73.6	78.8
West Bengal	98.4	98.4	98.1	98.3	43.5	40.4	73.6	74.9
All States	**95.8**	**96.8**	**97.0**	**97.6**	**64.9**	**60.6**	**52.4**	**61.7**

Source: U-DISE Flash Statistics (Elementary Education), 2015-16, NIEPA, New Delhi.

4.2 School Infrastructure, Approved Physical Targets and Achievements

After the implementation of the RTE Act in 2010, planned targets were stipulated and sanctioned, among others, for construction of new primary and upper primary schools, additional classrooms, and toilets and providing drinking water facilities in primary and elementary schools/sections. The overall performance of the SSA in achieving its planned targets was high during the last one and half decades. For example, the cumulative achievements under the SSA up to 30th September, 2015 included: opening of 3.59 lakh new primary and upper primary schools; construction of 1,80,997 new primary school buildings, 1,04,355 new upper primary school buildings, 9,37,124 toilets, and 17,14,076 additional classrooms; provision of 2,26,627 drinking water facilities; and appointment of 15.58 lakh teachers (Outcome Budget, 2016). More than 90% of the planned targets for most of the infrastructure facilities were achieved in the SSA in 2015-16 (see Table 4.2 and Chart 4.1).

Chart 4.1: Achievements of the SSA against the approved cumulative targets of seklect school infrastructure, textbooks and teacher recruitment up to 30th September 2015 (%)

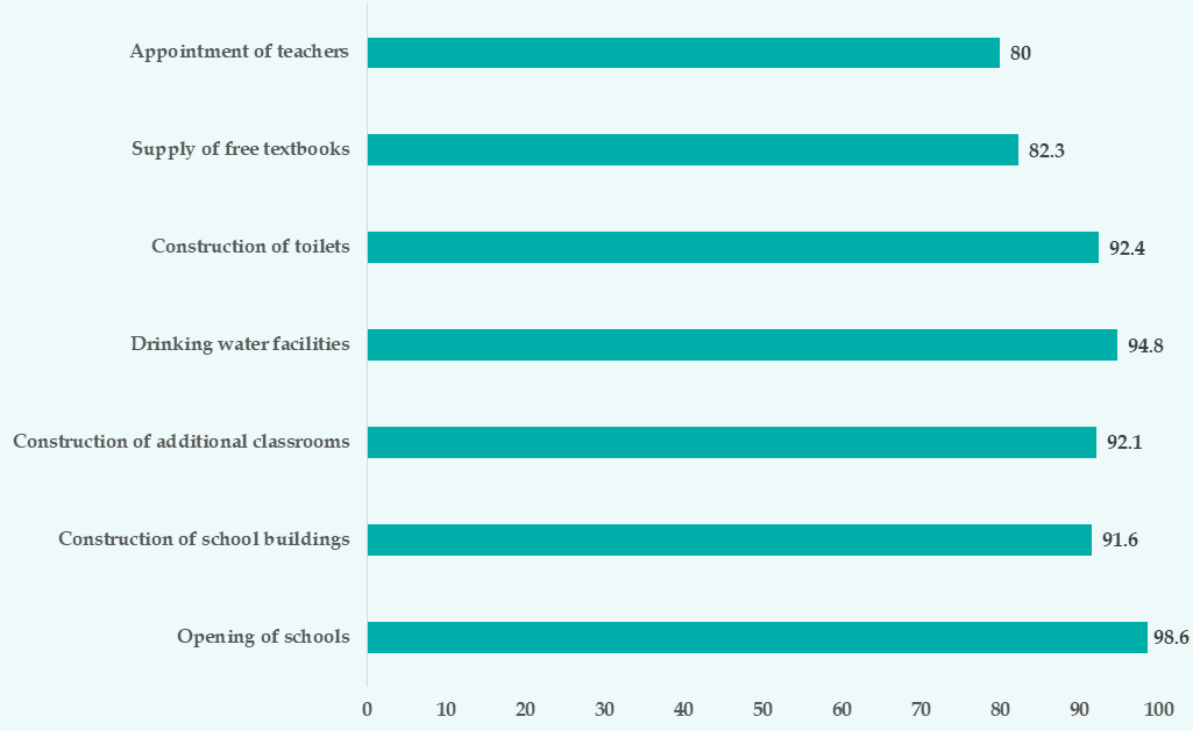


Table 4.2: Cumulative targets of select infrastructure facilities, textbooks and teacher deployment, and achievements of the SSA up to 30th September 2015

Sl. No.	Items	Cumulative Targets (including 2015-16)	Achievements (Up to 30th September 2015)		
1.	Opening of schools	3.64 lakh	Opened/completed/ in progress	3.59 lakh	98.63%
2.	Construction of school buildings	311622	Completed/in progress	285352	91.57%
3.	Construction of additional classrooms	1861220	Completed/in progress	1714076	92.09%
4.	Drinking water facilities	238973	Completed/in progress	226627	94.83%
5.	Construction of toilets	1014507	Completed/in progress	937124	92.37%
6.	Supply of free textbooks	8.53 crore (per annum)	Supplied	7.02 crore	82.30%
7.	Appointment of teachers	19.48 lakh	Completed/in progress	15.58 lakh	79.98%

Source: Outcome Budget, 2016-17, Department of School education and Literacy, MHRD, Government of India.

Analysis of the cumulative sanctioned physical targets and percentage of these targets achieved during 2010-11 to 2016-17 in the sample states too indicates an overall performance for most of the infrastructure facilities. However, states like Madhya Pradesh and West Bengal could not achieve cent percent targets for developing new primary schools. (Refer Table No. 4.3)

Similarly, cent percent of targets for developing upper primary schools were not achieved in Andhra Pradesh, Assam and Karnataka. Targets for construction of additional classrooms were achieved by all states except Punjab. Targets for providing drinking water facility were achieved by all sample states. However, Andhra Pradesh, West Bengal and Uttar Pradesh were slightly off the track in achieving these targets. Targets for construction of toilet were satisfactorily achieved by all states. (Refer Table No 4.3)

Table 4.3
Infrastructure Targets Sanctioned and Percent achieved, 2010-11 to 2016-17

States	Sanctions during 2010-11 to 2016-17									
	Primary School		Upper Primary School		Additional Classrooms		Drinking Water		Toilets	
	Target	% Achieved	Target	% Achieved	Target	% Achieved	Target		Target	% Achieved
Andhra Pradesh	562	73.8	20	10.0	60967	97.6	2498	86.9	46517	94.0
Assam	3532	138.4	22	59.1	27560	90.8	0	0.0	51804	95.8
Bihar	1331	598.0	0	0.0	158658	108.2	13079	99.4	70283	97.6
Chandigarh	11	209.1	10	180.0	84	229.8	0	0.0	5	80.0
Jammu & Kashmir	1948	256.4	40	1035.0	13504	102.9	1018	303.9	25190	97.5
Karnataka	136	329.4	16	68.8	14756	116.0	1438	100.0	18533	139.8
Madhya Pradesh	1393	88.8	2852	207.2	44938	149.8	1647	96.7	59360	110.2
Maharashtra	918	430.5	693	114.1	32357	110.0	716	184.8	27178	98.7
Meghalaya	1131	134.0	960	163.2	2145	213.5	20	1860.0	8823	100.0
Orissa	1707	252.7	871	227.3	36249	112.9	748	265.8	82949	100.3
Pondicherry	0	0.0	0	0.0	90	201.1	76	100.0	199	100.0
Punjab	64	200.0	135	451.9	12220	86.1	79	122.8	11730	97.2
Rajasthan	1531	99.1	41	100.0	20842	112.5	1332	251.5	5729	233.8
Sikkim	4	200.0	56	105.4	103	338.8	110	191.8	735	98.2
Tamil Nadu	400	99.5	329	312.5	10035	110.8	5362	103.5	38544	97.3
Uttar Pradesh	10520	96.4	2325	101.1	80390	97.5	5271	90.7	15301	90.8
West Bengal	6191	56.4	794	397.7	99369	115.7	1925	86.1	53523	98.9
TOTAL SSA	36130	150.7	12123	219.6	771224	111.7	45379	110.0	700693	102.8

Source: Civil Works Unit, Technical Support Group (TSG), MHRD, GoI, (Customised Data provided in September 2017).

4.2.1 Infrastructure: School Boundary, Wall, Playground, Classrooms and Other Rooms

The SSA has made significant contributions in providing boundary walls and playgrounds in schools imparting elementary education. However, still a large proportion of primary and upper primary schools are yet to meet the infrastructure norms prescribed in the RTE Act. A large proportion of schools still do not have boundary wall, playground, the required number of classrooms and other related infrastructure. Overall, only 52% school visited had the boundary wall and only 36% schools had a playground.

However, variations in the availability of boundary wall and playground in schools imparting elementary education across sample states were found during the field survey (see Table 4.4 and Chart 4.2). For example, Madhya Pradesh, Sikkim, Tamil Nadu, Andhra Pradesh, J&K, Karnataka and Bihar had relatively higher proportion of schools with boundary wall (see

Chart 4.2: Percentage of sample schools with boundary wall and playground in select states, 2010-2017

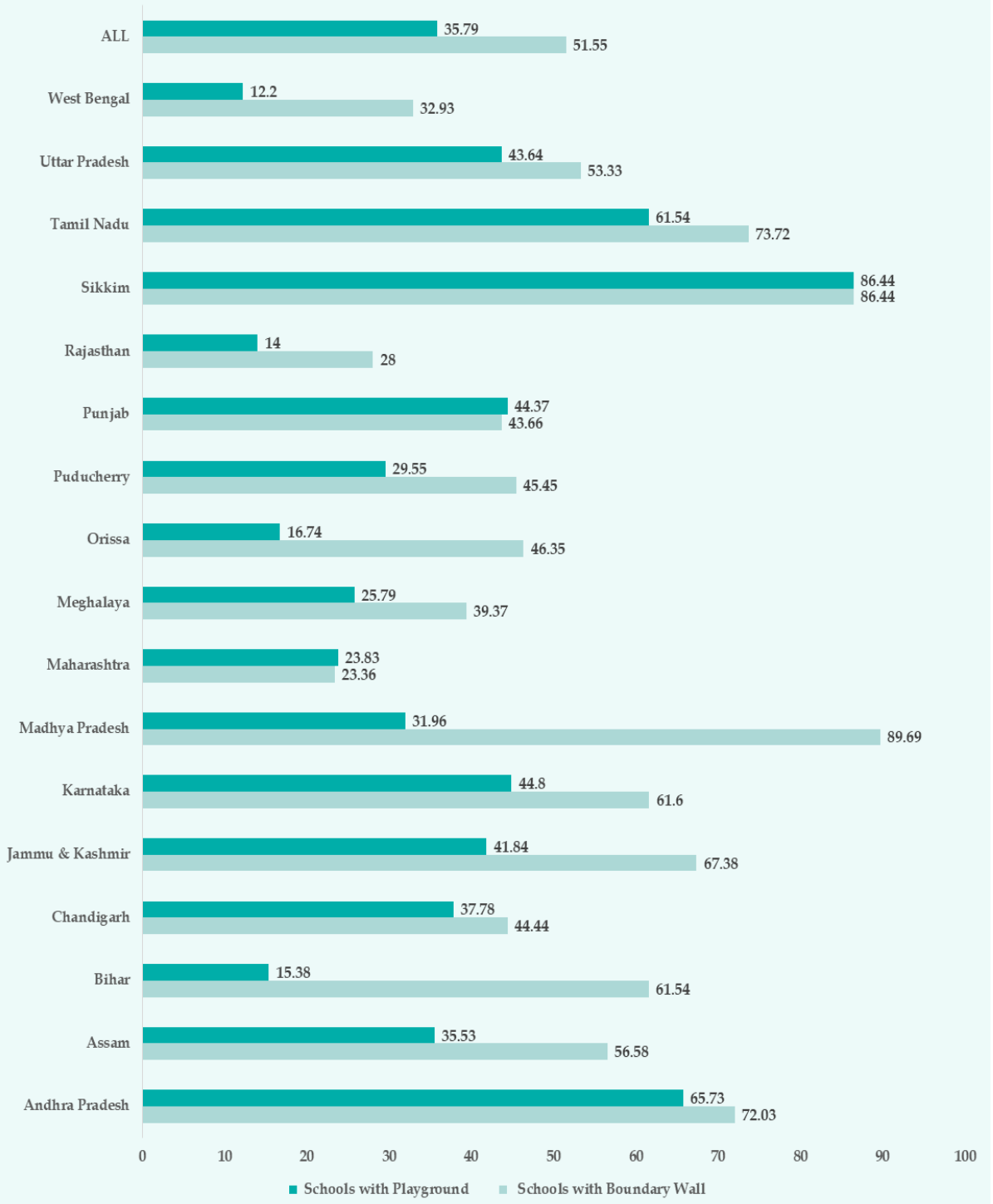


Chart 4.3: Infrastructure Toilets and Separate Toilets for Girls (Based on Sample Survey 2017)

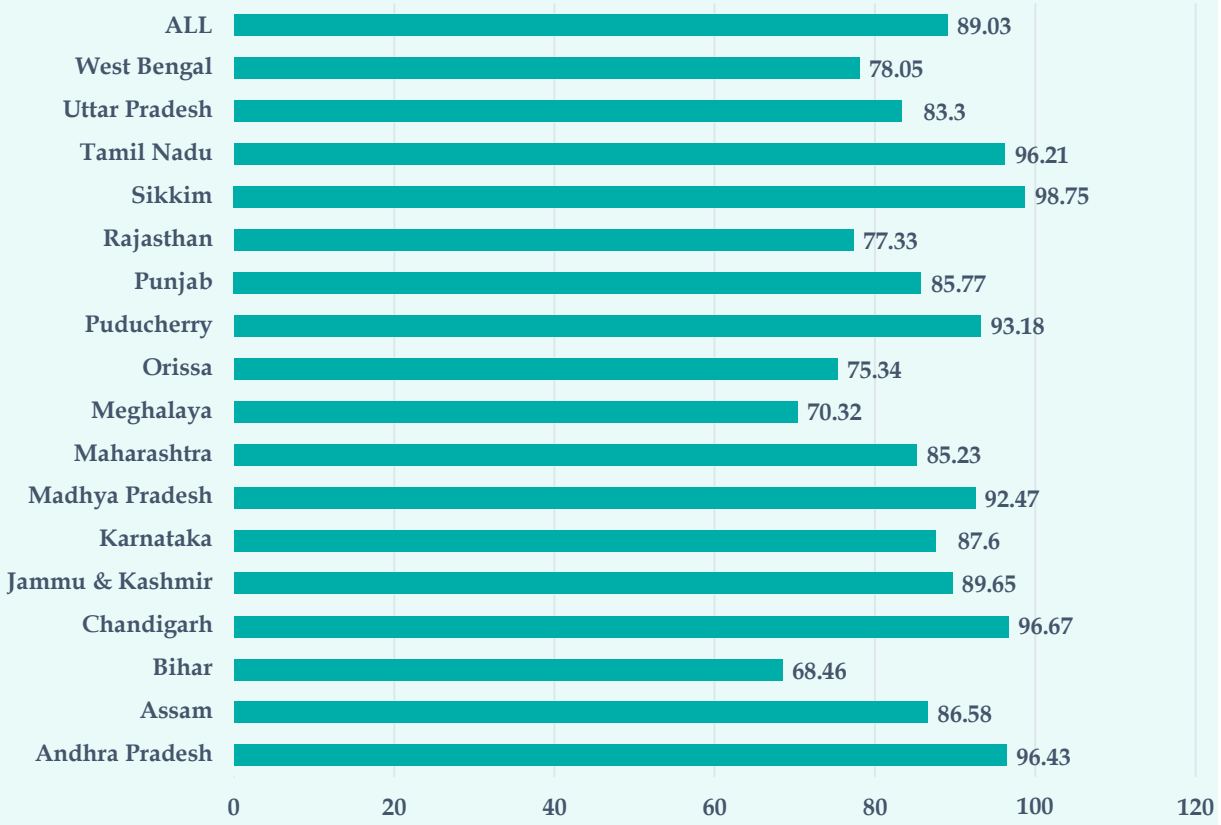


Chart 4.3). The proportion of sample schools with boundary wall was very low in Rajasthan, Maharashtra and West Bengal.

In case of availability of the playground, Bihar, Orissa, Rajasthan, Maharashtra, Assam and West Bengal performed relatively poorly. Thus, meeting infrastructure goals would take much longer period than what was initially anticipated for making these basic requirements available in schools. On an average, availability of classrooms per school was relatively comfortable only in Chandigarh, Sikkim, Tamil Nadu, Jammu & Kashmir and Andhra Pradesh. All other states and Union Territories had much less than the required norms of one classroom per grade.

On an average, around four classrooms were available per government managed school in 2015-16. In the government sector, average number of classrooms available per school was relatively low in Uttarakhand (2.9), Meghalaya (2.9), and Goa (2.8) in 2015-16 (U-DISE, 2015-16). This number was also low in government managed schools in Telangana (3.6), Odisha (3.5), Madhya Pradesh (3.4), J&K (3.7), Himachal Pradesh (3.3), Chhattisgarh (3.3), Assam (3.2) and Arunachal Pradesh (3.2).

As per U-DISE data, 4.2% schools had single classroom in 2015-16. Assam, Andhra Pradesh and Jammu & Kashmir recorded highest proportion of single classroom schools. The field survey information indicated that around 7% schools had single classroom. A high proportion of single classroom schools was found in several sample states – i.e. Andhra Pradesh, Assam, Meghalaya, Odisha and West Bengal (see Table 4.5).

Table 4.4
Availability of Boundary Wall and Playground in Sample Schools in Select States

State/ UT	Schools Surveyed	Percentage of Schools with Boundary Wall	Percentage of Schools with Playground	Average Number of Rooms per School	Average Number of Classrooms per School
Andhra Pradesh	138	72.03	65.73	3.65	3.2
Assam	79	56.58	35.53	2.24	2.2
Bihar	72	61.54	15.38	1.62	1.1
Chandigarh	45	44.44	37.78	11.02	7.7
Jammu & Kashmir	109	67.38	41.84	3.85	3.5
Karnataka	126	61.60	44.80	2.94	1.9
Madhya Pradesh	89	89.69	31.96	4.19	2.9
Maharashtra	213	23.36	23.83	1.25	1.1
Meghalaya	221	39.37	25.79	1.54	1.3
Orissa	244	46.35	16.74	2.42	1.9
Puducherry	70	45.45	29.55	4.11	3.3
Punjab	85	43.66	44.37	4.30	3.1
Rajasthan	164	28.00	14.00	1.71	1.0
Sikkim	69	86.44	86.44	8.61	5.8
Tamil Nadu	262	73.72	61.54	5.22	4.1
Uttar Pradesh	155	53.33	43.64	3.15	2.3
West Bengal	108	32.93	12.20	2.07	1.5
ALL	**2249**	**51.55**	**35.79**	**3.19**	**2.5**

Source: Field Survey conducted during August- October 2017.

Table 4.5
Percentage of Schools with Single Classroom in Sample States

State/ UT	Percentage of Single Classroom Schools (All Management Schools as reported in U-DISE)		Field Survey Results, 2017	
	2014-15	2015-16	Number of Schools Visited	% Schools with Single Classroom
Andhra Pradesh	14.6	13.1	138	16
Assam	19.3	18.9	79	13
Bihar	2.2	1.9	72	2
Chandigarh	0.5	0.5	45	1
Jammu & Kashmir	8.4	7.4	109	9
Karnataka	3.6	3.5	126	4
Madhya Pradesh	3.0	3.1	89	4
Maharashtra	3.1	3.2	213	4
Meghalaya	16.2	15	221	12
Orissa	9.3	9.3	244	7
Puducherry	1.4	1.1	70	2
Punjab	2.0	2	85	3
Rajasthan	2.6	2.7	164	3
Sikkim	0.8	0.8	69	1
Tamil Nadu	0.0	0	262	0
Uttar Pradesh	0.7	0.7	155	0
West Bengal	6.7	5.9	108	6
ALL	**4.4**	**4.2**	**2249**	**7**

Source: Field Survey conducted during August- October, 2017.

4.2.2 Infrastructure: Availability of Toilets in Sample Schools

After the implementation of the RTE Act, in addition to making toilets available for each school, the RTE Act also made it imperative to provide a separate toilet facility for girls in all schools imparting elementary level of education. As per the U-DISE 2015-16, about 98% schools had a toilet available for girls due to strict compliance of the SSA requirements. All states have done commendable job in this respect.

Shri Narendra Modi, Prime Minister on Teachers' Day, September 5, 2014

Educating girls is my priority. I have noticed that girls drop out of schools by the time they reach class 3rd or 4th just because schools don't have separate toilets for them. They don't feel comfortable. There should be toilets for boys and girls in all schools. We should concentrate on girl students not quitting schools.

During the field visit, it was satisfying to found that majority of schools were having toilet facility for girls. Eighty nine percent of sample schools had a separate toilet for girls (see Table 4.6).

West Bengal, Rajasthan, Meghalaya and Bihar were way off in providing a separate functional toilet service to girls. On the other hand, Andhra Pradesh, Sikkim, Madhya Pradesh and Tamil Nadu had performed better in providing a separate toilet facility for girls (see Table 4.6 and Chart 4.3).

The success of making toilet facility available for girls depends upon the maintenance and availability of water in the toilets. The field survey conducted in September 2017 indicated that only 28% of toilets in the sample schools were in good serviceable condition, while 13% of toilets were in medium serviceability condition and 58% of toilets were in poor serviceability condition (see Table 4.6). Un-serviceable toilets were mostly found in Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Maharashtra and Rajasthan (see Table 4.6). Majority of the school head teachers indicated non-availability of water due to no provision for recruiting specified attendant for cleaning the toilets. In many cases, disruption in the regular water supply was also given as a reason for poor maintenance of toilets in general and those meant for girls in particular.

Table 4.6
Infrastructure Toilets and Separate Toilets for Girls (Based on Sample Survey 2017)

State/ UT	All Management Schools (U-DISE Data)		Field Survey Results 2017					
	2014-15	2015-16	Surveyed Schools	% schools with Toilets All Schools	% Co-Ed. Schools with Separate toilets for girls	Serviceability of Toilets (Percent Observations)		
						Good	Medium	Poor
Andhra Pradesh	67.7	99.7	138	81.82	96.43	63.25	5.98	30.77
Assam	53.7	84.3	79	69.74	86.58	26.42	16.98	56.60
Bihar	71.1	89.9	72	64.10	68.46	8.00	8.00	84.00
Chandigarh	99.5	100	45	96.67	96.67	47.62	28.57	23.81
Jammu & Kashmir	66.4	94.9	109	73.76	89.65	9.62	3.85	86.54
Karnataka	98.9	99.8	126	94.80	87.60	22.22	16.05	61.73
Madhya Pradesh	81.4	96.7	89	95.88	92.47	19.35	8.60	72.04
Maharashtra	97.8	99.4	213	98.97	85.23	12.90	20.97	66.13
Meghalaya	60.4	85.6	221	80.72	70.32	11.11	31.11	57.78
Orissa	76.6	97.1	244	93.65	75.34	14.40	7.20	78.40
Puducherry	96.1	100	70	97.73	93.18	57.14	14.29	28.57
Punjab	96.3	99.8	85	95.77	85.77	47.69	18.46	33.85
Rajasthan	97.0	99.7	164	78.00	77.33	19.05	11.90	69.05
Sikkim	91.1	99.8	69	98.31	98.75	29.31	12.07	58.62
Tamil Nadu	97.8	99.9	262	98.21	96.21	50.82	10.66	38.52
Uttar Pradesh	97.5	99.8	155	86.97	83.30	22.34	15.96	61.70
West Bengal	85.7	98.3	108	89.02	78.05	18.75	25.00	56.25
ALL	**87.1**	**97.6**	**2249**	**94.52**	**89.03**	**28.13**	**13.44**	**58.42**

Source: Field Survey Conducted during August- October 2017.

4.2.3 Drinking Water Facility

Access to drinking water in schools has improved significantly during the period under study due to the SSA interventions. Around 96% of schools visited during the field survey in 2017 were found to have drinking water facility. Meghalaya was the only state with drinking water facility only in 66% of schools. Making available safe drinking water is most important for reducing water borne diseases among children. However, only 86% of sample schools were found providing safe drinking water facility to children (see Table 4.7). In other sample schools, it was observed that drinking water was kept in the pitchers which could be harmful for the health of children. The quality of drinking water also requires attention from school management committee as field survey reported variations in providing potable drinking water facilities among the states. Andhra Pradesh, Assam, Bihar, Meghalaya, and Uttar Pradesh requires special attention in providing safe drinking water in schools (see Refer Table 4.7).

Table 4.7
Percentage of Sample Schools with Drinking Water Facility

State/ UT	All Management Schools (U-DISE Data)		Field Survey Results 2017		
	2014-15	2015-16	Surveyed Schools	% schools with Drinking Water Facility	% Schools with Safe Drinking Water
Andhra Pradesh	93.6	95.2	138	92.45	72.45
Assam	83.0	85.8	79	82.63	78.63
Bihar	92.5	94.2	72	91.97	78.97
Chandigarh	100.0	100	45	98.89	87.89
J&K	90.7	92.2	109	98.35	90.35
Karnataka	99.9	100	126	93.20	83.20
Madhya Pradesh	96.2	96.3	89	92.47	82.47
Maharashtra	99.6	99.7	213	95.23	85.23
Meghalaya	62.8	62.6	221	66.29	73.29
Orissa	98.0	99.5	244	96.35	79.35
Puducherry	99.7	100	70	100	98.91
Punjab	100.0	100	85	96.48	90.48
Rajasthan	97.1	96.8	164	92.67	92.67
Sikkim	97.2	98.5	69	95.08	98.90
Tamil Nadu	99.8	100	262	98.44	87.44
Uttar Pradesh	98.6	98.7	155	91.52	78.52
West Bengal	97.9	98.4	108	90.49	80.49
ALL	**96.1**	**96.8**	**2249**	**96.48**	**86.48**

Source: Field Survey Conducted during August- October 2017.

4.2.4 Swachh Vidyalaya

Swachh Bharat: Swachh Vidyalaya is the national campaign driving 'Clean India: Clean Schools.' A key feature of the campaign is to ensure that every school in India has a set of functional and well maintained drinking water source, sanitation and hygiene facilities. Water, sanitation and hygiene in schools refer to a combination of technical and human development components that are necessary to ensure a healthy school environment and to develop and support appropriate health and hygiene behaviour of children. The technical components include drinking water, handwashing, toilet and soap facilities in the school compound for use by children and teachers. The human development components are the activities that promote conditions within the school and the practices of children that help to prevent water, hygiene and sanitation related diseases.

The Ministry of Human Resource Development, Government of India launched the 'Swachh Bharat Swachh Vidyalaya' (SBSV) initiative in 2014 to ensure that all schools in India have access to separate functional toilets for boys and girls. The initiative also has its emphasis on promoting safe and appropriate hygiene practices in schools and behaviour among children. The Swachh Vidyalaya Puraskar was instituted by the Ministry of Human Resource Development, Government of India in 2016 to recognize, inspire and celebrate excellence in sanitation and hygiene practices in schools. The explicit purpose of the award is to honour schools that have undertaken significant steps towards fulfilling the mandate of the Swachh Vidyalaya Campaign.

However, during the field visit, it was observed that more than 50% schools had not fully imbibed the concept of Swachh Vidyalaya. About 50% of children were found adopting practices of Swachh Vidyalaya like cleaning hands with soap before eating food, etc. (see table 4.8). Majority of the sample schools covered in the Bharat Swachh Vidyalaya' (SBSV) initiative by the MHRD were in a position to create necessary environment and conditions for this initiative (see Table 4.8).

Table 4.8
Percentage of Sample Schools Adopting Swachh Vidyalaya Practices (School Cleanliness)

State	Number of Schools Visited	Status of Overall School Cleanliness Based on Observation during the Field Visit					
		Good	Medium	Poor Good	Children Adopting Practices of Swachh Vidyalaya		
					Medium	Poor	
Andhra Pradesh	138	42.86	4.76	52.38	63.25	5.98	30.77
Assam	79	23.91	15.22	60.87	26.42	16.98	56.60
Bihar	72	29.17	20.83	50.00	8.00	8.00	84.00
Chandigarh	45	75.00	15.00	10.00	67.62	18.57	13.81

State	Number of Schools Visited	Status of Overall School Cleanliness Based on Observation during the Field Visit					
		Good	Medium	Poor Good	Children Adopting Practices of Swachh Vidyalaya		
					Medium	Poor	
J&K	109	38.89	12.22	48.89	39.62	13.85	56.54
Karnataka	126	39.44	4.23	56.34	22.22	16.05	61.73
Madhya Pradesh	89	28.79	10.61	60.61	39.35	8.60	52.04
Maharashtra	213	31.58	14.04	54.39	42.90	20.97	36.13
Meghalaya	221	35.00	10.00	55.00	41.11	31.11	17.78
Orissa	244	29.13	10.68	60.19	34.40	7.20	48.40
Puducherry	70	72.22	5.56	22.22	57.14	14.29	28.57
Punjab	85	53.13	14.06	32.81	47.69	18.46	33.85
Rajasthan	164	38.10	38.10	23.81	39.05	11.90	39.05
Sikkim	69	31.25	10.94	57.81	59.31	12.07	28.62
Tamil Nadu	262	79.31	1.72	18.97	50.82	10.66	38.52
Uttar Pradesh	155	24.66	9.59	65.75	32.34	15.96	51.70
West Bengal	108	30.00	36.67	33.33	38.75	25.00	36.25
ALL	**2249**	**40.97**	**11.32**	**47.71**	**48.13**	**13.44**	**38.42**

Source: Field Survey Conducted during August- October 2017.

4.2.5 Teaching-Learning Environment Infrastructure in Sample Schools

Teaching-learning environment infrastructure in terms of providing blackboards in each classroom, chairs and tables in the classrooms, textbooks to all children and displaying teaching-learning material like posters, charts, etc. is the school is the essential requirement for imparting quality education. The RTE-Act 2009 clearly stipulates that these essential infrastructures should be made available in all schools. The field survey indicated that only 50% schools had the necessary teaching-learning environment (see Table 4.9).

Usable blackboards were only found in 55% classrooms; chairs and tables were available in 48% schools; appropriate textbooks for students were available to only 50 % children; and teaching-learning materials were displayed only in 35% of schools. Chandigarh, Sikkim. Madhya Pradesh, Andhra Pradesh and Tamil Nadu were better placed in terms of availability of teaching-learning material. Rajasthan and Meghalaya were found lacking conducive teaching environment in terms of availability of teaching-learning material (see Table 4.9).

Table 4.9
Teaching Environment in Schools (Based on Sample Survey 2017)

State	No. Of Schools Visited	% schools with Blackboards	% Schools with Chairs / Tables	% schools with books available	% school where learning outcomes displayed
Andhra Pradesh	138	79.02	48.95	53.85	48.95
Assam	79	67.11	61.84	56.58	32.89
Bihar	72	61.54	58.97	23.08	10.26
Chandigarh	45	86.67	84.44	86.67	86.67
Jammu & Kashmir	109	65.96	65.96	73.05	52.48
Karnataka	126	64.80	56.80	51.20	33.60
Madhya Pradesh	89	92.78	88.66	87.63	63.92
Maharashtra	213	28.50	26.17	28.04	19.16
Meghalaya	221	39.37	35.29	36.65	19.00
Orissa	244	52.36	43.78	48.07	23.18
Puducherry	70	40.91	40.91	43.18	45.45
Punjab	85	45.77	46.48	46.48	31.69
Rajasthan	164	28.00	28.00	26.00	21.33
Sikkim	69	99.69	83.05	94.92	50.85
Tamil Nadu	262	76.92	69.23	70.51	68.59
Uttar Pradesh	155	56.97	45.45	52.73	34.55
West Bengal	108	37.80	31.71	36.59	24.39
ALL	**2249**	**55.02**	**48.31**	**49.81**	**34.99**

Source: Field Survey Conducted during August- October 2017.

During the field survey, attempt was made to observe the presence of teachers and students in the schools on the field visit day to assess the overall teaching environment in these schools. The results were mixed as only 49% of schools had all teachers present on the day of the visit. Only 49% of schools had more than 80% students present on the date of the visit and only in 35% of school's teachers were found present in the classrooms during the stipulated period. Thus, teaching-learning environment needs improvement and strong monitoring in order to improve the quality of teaching. Better performing states in terms of these indicators were again Andhra Pradesh, Madhya Pradesh, Tamil Nadu and Sikkim (see Table 4.10).

Table 4.10
Teaching Environment in Schools (Based on Sample Survey 2017)

State	Number of Schools Visited	% schools where all teacher present on the day of the visit	% Schools with majority children enrolled present in class on the day of the visit	% school where teachers were present in classrooms on field survey day
Andhra Pradesh	138	77.62	81.12	81.12
Assam	79	59.21	56.58	64.47
Bihar	72	53.85	10.26	56.41
Chandigarh	45	37.78	46.67	46.67
Jammu & Kash-mir	109	66.67	68.79	70.92
Karnataka	126	54.40	44.80	52.00
Madhya Pradesh	89	76.29	64.95	73.20
Maharashtra	213	28.04	26.64	26.17
Meghalaya	221	34.84	31.22	38.01
Orissa	244	40.77	48.93	46.78
Puducherry	70	45.45	45.45	45.45
Punjab	85	45.77	45.77	44.37
Rajasthan	164	23.33	25.33	26.00
Sikkim	69	96.61	74.58	98.69
Tamil Nadu	262	75.00	72.44	73.72
Uttar Pradesh	155	47.88	51.52	53.33
West Bengal	108	34.15	36.59	35.37
ALL	**2249**	**49.86**	**48.55**	**51.92**

Source: Field Survey Conducted during August- October 2017.

4.2.6 Availability of Electricity and Computer Facilities in Upper Primary Schools

The RTE Act 2009 envisaged making e-learning service, especially computer education, compulsory for classes VI-VIII in all schools. A special grant was stipulated for purchase of computers as well as for training teachers to impart computer learning among children. However, one of the basic requirements for computers to work is the availability of electric supply. Supply of regular electricity in the schools is still a farfetched dream in India. Although 57% schools have electricity connection, Assam, Bihar, Jammu & Kashmir, Madhya Pradesh, Meghalaya and Odisha still have a large proportion of schools without electricity. Besides, use of the computers was not actually possible due to non-availability of electric supply due to load shedding, especially in Uttar Pradesh, Jammu & Kashmir, West Bengal and Maharashtra. Thus, the electricity facility cannot be construed as availability of electricity in schools (see Table 4.11).

Table 4.11
Teaching-Learning Environment in terms of Availability of Computers and Electricity in Sample Upper Primary Schools

State/ UT	All Management Upper Primary Schools (U-DISE Data) % Schools with Electricity		All Management Upper Primary Schools (U-DISE Data) % Schools having Computer Facility		Field Survey Results 2017			
	2014-15	2015-16	2014-15	2015-16	No. Of Upper Primary Schools Visited	% schools with Electricity Facility	% Schools with Computer Facility	% Schools with Working Comput-ers
Andhra Pradesh	92.6	92.5	138	81.8	52	98.14	91.82	7.69
Assam	17.9	19.5	79	69.7	19	39.16	89.74	3.95
Bihar	22.6	34.9	72	64.1	40	42.82	64.10	0.00
Chandigarh	100.0	100	45	96.6	33	100	94.67	33.33
J&K	24.0	28.3	109	73.7	62	67.24	43.76	10.64
Karnataka	96.9	96.8	126	94.80	70	82.40	84.80	4.80
Madhya radesh	24.3	24.6	89	95.88	38	57.62	85.88	11.34
Maharashtra	86.5	85.9	213	98.97	97	77.96	88.97	14.49
Meghalaya	19.6	20.4	221	80.72	58	26.79	85.72	1.36
Orissa	27.8	30.4	244	93.65	113	54.75	73.65	6.01
Puducherry	100.0	100	70	97.73	38	95.45	98.73	36.36
Punjab	99.9	99.9	85	95.77	68	85.77	85.77	19.72
Rajasthan	53.7	55.3	164	78.00	86	38.00	88.00	8.00
Sikkim	65.5	80.2	69	98.31	43	91.36	98.31	28.81
Tamil Nadu	98.0	98.7	262	98.21	101	86.28	98.21	20.51
Uttar Pradesh	40.1	40.5	155	86.97	41	60.00	76.97	8.48
West Bengal	55.0	72.4	108	89.02	43	59.02	69.02	3.66
ALL	**54.8**	**57.3**	**2249**	**94.52**	**1002**	**65.13**	**76.52**	**10.83**

Source: Field Survey Conducted during August- October 2017.

Upper primary schools have been mandated to provide computer skills to students to prepare them effectively to use this tool in high schools. During the field survey, it was found that the computer facility was available in 76% of upper primary schools. However, its use by schools was limited as several of these schools did not have regular electricity supply. Moreover, the maintenance of computers was also abysmally low in many sample schools. In many cases, the professional competency of teachers teaching computer skills in terms of domain knowledge was also questionable.

The field survey conducted in 2017 supplements the U-DISE data with more or less similar trends of the proportion of schools with computer facilities. However, only few schools are actually using this service for the benefit of students. In fact, a significant proportion of schools with computer facility were not able to translate the service for the benefit of students either due to non-availability of electric supply during school hours or due to non-availability of professionally competent teachers (see Table 4.10). This provides a mixed picture of the success of the SSA in improving the school environment by making necessary infrastructure, teaching-learning material, and manpower available in schools imparting elementary education.

CHAPTER V

Universal Access, Enrolment and Equity in Elementary Education

Chapter V

Universal Access, Enrolment and Equity in Elementary Education

Declining enrolment in government schools has been a matter of concern for the government of India. About 1.45 crore children enrolment in government schools have moved to private schools from 2009-10 to 2015-16.

Twenty two percent sample schools selected have fewer than 30 enrolled students.

Significant improvement has been achieved in reducing gender gap of enrolments both at primary and upper primary levels. Enrolments has also substantially increased for Scheduled Castes, Scheduled Tribes and Muslim population and their gender gap in enrolments has also reduced. Enrolments of these social communities have increased both at primary and upper primary levels.

Government management schools have mostly fulfilled the obligation of reaching out to the marginalised communities across all states and enrolling them into elementary education system.

Proportion enrolments of SC, ST, minority and CWSN students both at primary and upper primary levels are now matching with the proportion of population of these communities recorded in 2011 Census, thereby indicating equity in elementary education levels have been achieved.

The design of SSA with its built-in flexibility has allowed implementation of targeted schemes for disadvantaged groups within its broad framework. To this end, funds were directed towards educationally "backward" areas – the "Special Focus Districts" and "Educationally Backward Blocks".

Vulnerable children – migrant children, child workers and street children – received various kinds of innovative schooling, with the objective of eventually absorbing them into formal schools. Bridge courses, seasonal hostels and other tailored opportunities were introduced.

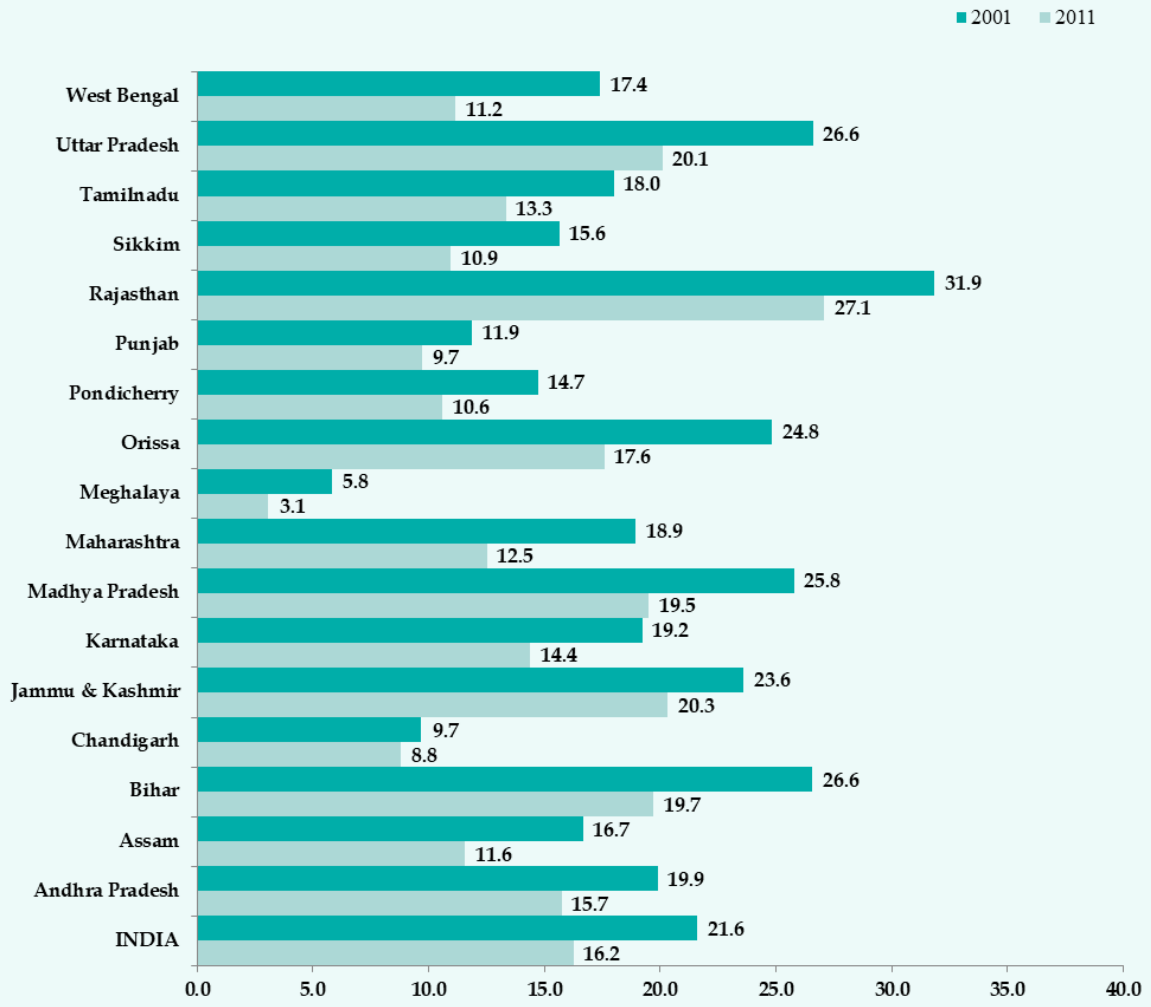
Only 2.49% children aged 6-14 years were not attending schools during the survey period. The survey results depicted that 1.90% out-of-school, children had actually dropped from schools and were not continuing further schooling.

5.1 Elementary School Access and Reach

The school education structure in India constitutes the primary stage (Classes I-V), elementary/upper primary stage (Classes VI-VIII) and secondary and higher secondary stage (Classes IX-XII). The Census of India 2011 reveals that despite a host of schemes and programmes, only 74.04 per cent of the Indian people were literate (81.14 per cent men and 65.46 per cent women). Huge gender gap in literacy rate (16 percentage points in 2011) still persists although it came down from 21 percentage points in 2001 to 16 percentage points in 2011. However, the gender gap was as high as 27% in Uttar Pradesh, Jammu & Kashmir and Rajasthan (see Chart 5.1).

One of the necessary conditions for raising the literacy level of population and meeting the mandate of the RTE Act 2009 is to create equal opportunities to access elementary education. This implies making primary and upper primary schooling provisions available in the neighbourhood and ensuing minimum standards in in-school facilities, including deployment of teachers as per norm.

Chart 5.1: State-wise gender gap in the literacy rate in India, 2001 and 2011 (in percentage poits)



Source: Census of India, General Population Tables 2001 and 2011

Universal access to elementary education, however, requires availability of schooling facilities within reasonable reach to all children. If schools are not located in or near the habitations where children reside, children are unlikely to complete schooling, even if they are formally enrolled in schools. The RTE Act 2009 provides for children's access to elementary schools within the defined physical distance or limits of the neighbourhood.

The RTE Act 2009 aimed that by 2015, all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities should have access to, and complete, free and compulsory elementary education of good quality. The SSA has been operational since 2000-01 to provide for a variety of interventions for universal access and retention, bridging of gender and social category gaps in elementary education and improving the quality of learning. The SSA undertook several interventions, including school and social mapping to identify inaccessible locations and communities to provide access to children for elementary schooling. Some of the measures taken to provide accessible schooling provisions under the SSA have been discussed in the following sections.

Moreover, several research studies have identified lack of basic infrastructure in schools as a major cause of gender and social disparities in enrolment and high dropout rates at primary and upper primary levels.[47] Inadequate infrastructure in schools include especially high classroom-student ratio, non-availability of girls' toilet facility and non-usable classrooms during rainy season and during extreme high temperature conditions. The first phase of SSA had specifically embarked upon construction of new classrooms in the existing schools as well as construction of new schools. Separate funds were stipulated under the civil works head. Besides, several incentives and demand-side financing strategies have been adopted in the SSA to increase participation of children from socio-economically backward communities and those caught in difficult circumstances.

5.2 School and Social Mapping

As has been mentioned earlier, the RTE Act provides for children's access to elementary schools within the "defined area or limits of neighbourhood". Access to schooling facilities demands not merely physical access to a neighbourhood school within a notified distance, but also social access by way of addressing all exclusionary practices in the school, especially those based on caste, class, gender and special needs. States/UTs were suggested to identify areas which were not currently served with schooling facilities. School mapping using the Geographical Information System (GIS) was encouraged in the SSA to identify such inaccessible areas so that neighbourhood schools could be made available to the isolated dwellings. Mapping of neighbourhoods/habitations and linking them to specific schools were undertaken under this initiative. In many cases, a neighbourhood was linked with more than one school depending upon the catchment area and the threshold population of children in the age groups of 6-14 years. Similarly, a school was linked to more than one neighbourhoods. This exercise helped to identify gaps in physical access to schooling facilities, where new schools were needed to be opened. While determining the gaps in the access to neighbourhood schools at primary and upper primary levels, the mapping exercise factored in the availability of seats for children from disadvantaged groups and weaker sections not only in government and local body schools, but also in aided, unaided and special category schools.

All interventions for access were preceded by comprehensive school and social mapping in all States and Union Territories. Funding for school and social mapping was sourced from the SSA's management costs and/or costs provided under REMS. During the field visits, it was found that about 76% SMCs in the selected states and Union Territories had undertaken detailed school mapping exercise for identifying the locations that requires school facilities so that inaccessible areas could be provided with schooling facilities (see Table 5.1). Many states and Union Territories have been using the GIS based school mapping method to identify

47 Saxena, R.R., Gupta, J.K., Kumar, P., Kaul, C.L., 2000. State Policies on Incentive Schemes in Primary Schools. NCERT and UNESCO, New Delhi.

- Gopalakrishnan, Sharma, A., 1999. Education Guarantee Scheme. Government of Madhya Pradesh, Bhopal.
- Kingdon, G.G., Muzammil, M., 2003. The Political Economy of Education in India. Oxford University Press, New Delhi.

un-served areas. Both these exercises have helped to identify locations for establishing new schools or upgrading existing schools with potentially viable size of enrolment. This exercise under the SSA has helped immensely to enrol the out-of-school children at primary and upper primary levels.

Table 5.1

School and Social Mapping Exercise Undertaken by the School Education Management Committees under the SSA for Making Schools Accessible to Children in the Relevant Age Groups

State	Surveyed School Management Committee 2017	% of SMCs Undertaken School Mapping	% of SMCs Used GIS for School Mapping
Andhra Pradesh	138	95	59
Assam	79	78	25
Bihar	72	75	26
Chandigarh	45	98	65
J&K	109	68	18
Karnataka	126	83	35
Madhya Pradesh	89	89	42
Maharashtra	213	85	42
Meghalaya	221	67	21
Orissa	244	72	28
Puducherry	70	93	45
Punjab	85	87	21
Rajasthan	164	82	20
Sikkim	69	96	27
Tamil Nadu	262	98	58
Uttar Pradesh	155	73	19
West Bengal	108	71	16
Total	**2249**	**76**	**23**

Source: Field Surveyed conducted during August- October 2017.

5.3 Opening of New Primary and Upper Primary Schools and Strengthening School Infrastructure

The SSA interventions include inter alia opening of new schools and up-gradation of existing schooling facilities; construction of schools and additional classrooms; provision of toilets and drinking water facilities; provisioning for teachers; regular in-service teacher training and academic resource support; distribution of free textbooks and uniforms; and other facilities for improving learning achievement levels/outcomes. With the passage of the implementation of the RTE Act, 2009 changes have been incorporated into the SSA approach, strategies and norms.

Over the years, the SSA has contributed significantly towards expanding and strengthening schooling provisions in the country. Physical access to primary and upper primary school facilities is almost universal; teacher deployment has improved significantly; in-school facilities, particularly drinking water, sanitation and hand wash facilities are found in most schools; and the intake-capacity of existing schools have been increased by adding new classrooms. Needless to mention, the SSA has achieved tremendous success in expanding physical access to primary and upper primary schooling provisions in the country.

As has been mentioned earlier in Chapter IV, the achievements against the planned physical targets of various interventions to improve schooling facilities and infrastructure are found to be very high. As on 30th September 2015, the SSA had succeeded in establishing 3.59 lakh new primary and upper primary schools; constructing 1, 80,997 new primary school buildings and 1, 04,355 new upper primary school buildings, 9,37,124 toilets and 17, 14,076 additional classrooms; making provision of 2,26,627 drinking water facilities; and supplying free textbooks to 7.02 crore children in the country (Outcome Budget 2016-17).

State-wise cumulative outcomes achieved under the SSA as on September, 2017 have been given in Table 5.2.

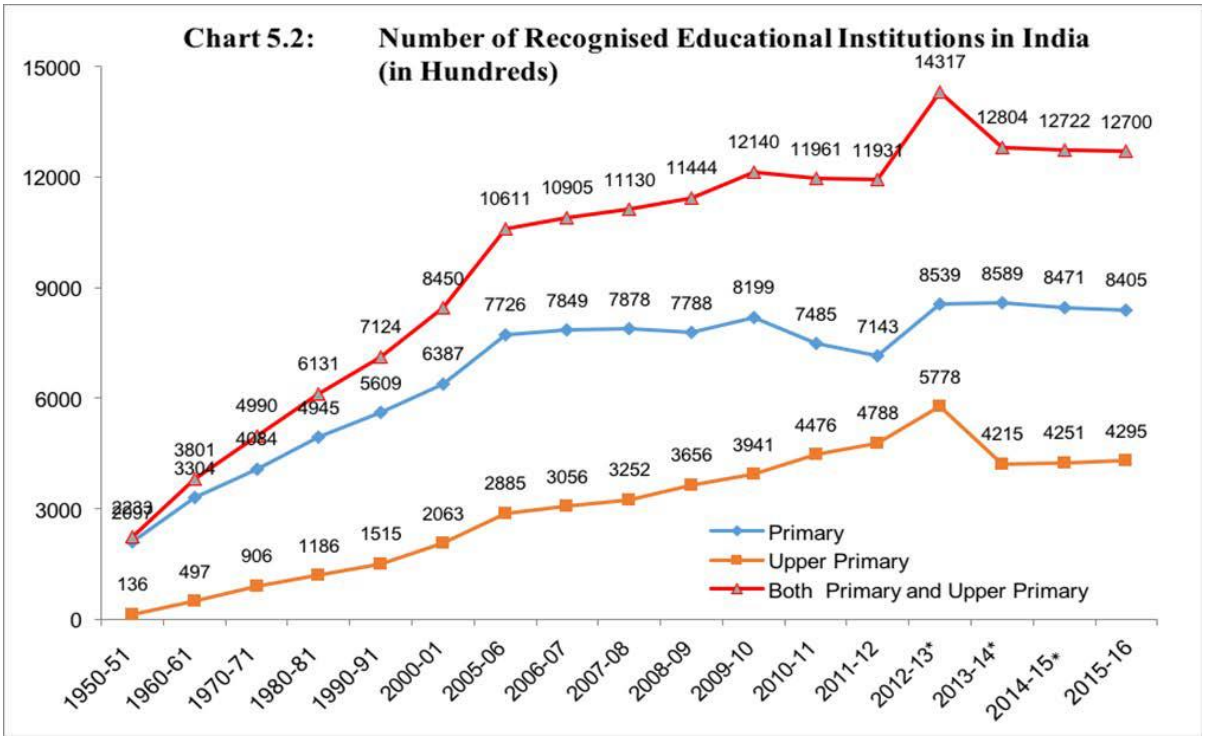
Table 5.2
Infrastructure Targets Sanctioned and Percent achieved, 2010-11 to 2016-17

States	Sanctions during 2010-11 to 2016-17									
	Primary School		Upper Primary School		Additional Classrooms		Drinking Water		Toilets	
	Target	% Achieved	Target	% Achieved	Target	% Achieved	Target		Target	% Achieved
Andhra Pradesh	562	73.8	20	10.0	60967	97.6	2498	86.9	46517	94.0
Assam	3532	138.4	22	59.1	27560	90.8	0	0.0	51804	95.8
Bihar	1331	598.0	0	0.0	158658	108.2	13079	99.4	70283	97.6
Chandigarh	11	209.1	10	180.0	84	229.8	0	0.0	5	80.0
Jammu & Kashmir	1948	256.4	40	1035.0	13504	102.9	1018	303.9	25190	97.5
Karnataka	136	329.4	16	68.8	14756	116.0	1438	100.0	18533	139.8
Madhya Pradesh	1393	88.8	2852	207.2	44938	149.8	1647	96.7	59360	110.2
Maharashtra	918	430.5	693	114.1	32357	110.0	716	184.8	27178	98.7
Meghalaya	1131	134.0	960	163.2	2145	213.5	20	1860.0	8823	100.0
Orissa	1707	252.7	871	227.3	36249	112.9	748	265.8	82949	100.3
Pondicherry	0	0.0	0	0.0	90	201.1	76	100.0	199	100.0
Punjab	64	200.0	135	451.9	12220	86.1	79	122.8	11730	97.2
Rajasthan	1531	99.1	41	100.0	20842	112.5	1332	251.5	5729	233.8
Sikkim	4	200.0	56	105.4	103	338.8	110	191.8	735	98.2
Tamil Nadu	400	99.5	329	312.5	10035	110.8	5362	103.5	38544	97.3
Uttar Pradesh	10520	96.4	2325	101.1	80390	97.5	5271	90.7	15301	90.8
West Bengal	6191	56.4	794	397.7	99369	115.7	1925	86.1	53523	98.9
TOTAL SSA	36130	150.7	12123	219.6	771224	111.7	45379	110.0	700693	102.8

Source: Civil Works Unit, Technical Support Group (TSG), MHRD, GoI, (Customised Data provided in September 2017).

5.4 Growth and Distribution of Primary and Upper Primary Schools

Between 1950-51 and 2015-16, the number of government recognised primary/junior basic schools in India increased more than four-fold, from about 209,700 to 847,500 schools and the number of middle/senior basic/upper primary schools increased by almost 31 times from 13,600 to 429,00 schools (MHRD Annual Report 2015-16). Upper Primary to primary school ratio has increased significantly, especially after 2010-11, depicting high transition rate from primary stage to upper primary stage (see Table 5.3 and Chart 5.2).



India had 1,405,027 primary and upper primary schools (all managements) in 2015-16 (U-DISE 2015-16) The growth rate of primary and upper primary schools taken together was 5.70% between 2010-11 and 2015-16. The growth rate of primary and upper primary schools was high in Uttar Pradesh, Punjab, Bihar and Assam. The decline in number of schools was found in Andhra Pradesh, which was due to bi-furcation of Andhra Pradesh into Telangana and Andhra Pradesh (see Table 5.3).

Table No 5.3
State-wise Growth of Primary and Upper Primary Schools (All Managements), 2010-15

Sl. No.	States	2010-11	2012-13	2014-15	2015-16	% Growth Rate, 2010-11 to 2015-16	Government Management (%)	
							% Primary	% Upper Primary
1	Andhra Pradesh*	1,03,830	107107	61915	60,435	-41.79	85	52
2	Assam	53,859	61689	65141	65,894	22.35	83	56
3	Bihar	68,331	71484	79196	80,166	17.32	96	81
4	Chandigarh	182	188	197	201	10.44	58	57
5	Jammu & Kashmir	27,094	28131	28543	28,578	5.48	90	73
6	Karnataka	59,456	60984	61628	61,739	3.84	83	66
7	Madhya Pradesh	1,35,815	141859	142512	1,42,587	4.99	95	57
8	Maharashtra	97,225	95235	97084	98,213	1.02	84	50
9	Meghalaya	12,377	12878	13175	13,277	7.27	58	59
10	Odisha	64,239	67271	68305	68,978	7.38	94	74
11	Puducherry	709	709	722	719	1.41	86	41
12	Punjab	23,442	29833	29023	28,776	22.75	92	50
13	Rajasthan	1,03,748	112984	106254	1,07,931	4.03	84	53
14	Sikkim	1,201	1279	1274	1,279	6.49	69	66
15	Tamil Nadu	55,029	56535	57153	57,539	4.56	68	63
16	Uttar Pradesh	2,01,042	239817	243014	2,45,919	22.32	73	53
17	West Bengal	87,839	94572	95572	95,723	8.98	87	83
	India	**13,29,307**	**1431702**	**1445807**	**1405027**	**5.70**		

Source: School Education in India, UDISE, National University of Educational Planning and Administration (NUEPA), 2010-2015-16

Note: *Reduction in number of schools in 2014-15 for Andhra Pradesh is due to carving out of Telangana as a separate state.

5.5 Government Managed Primary and Upper Primary Schools

The distribution of government managed primary and elementary schools in the selected States/Union Territories indicates variations. More than 90% primary schools are government managed in Bihar, J&K, Odisha, Punjab and Madhya Pradesh, while 80-90% primary schools were government managed in Andhra Pradesh, Assam, Karnataka, Maharashtra, Puducherry, Rajasthan and West Bengal. On the other hand, Uttar Pradesh, Tamil Nadu,

Sikkim, Meghalaya and Chandigarh have only less than 75% primary government managed primary schools. Majority of selected states had less than 70% of government managed upper primary schools with only exception of Bihar, J&K, Karnataka, Odisha and West Bengal. Uttar Pradesh had only 53% of government managed upper primary schools (see Table 5.4).

Table 5.4
Percentage Share of Government Managed Schools to the Total Schools Imparting Elementary Education in States and UTs

State/UT	Number of Schools imparting Elementary Education covered under U-DISE[x]			Number of Government Schools [@@]		% Government Share to Total Schools[z]	
	2013-14	2014-15	2015-16	2014-15	2015-16	2014-15	2015-16
A & N Islands	454	410	410	340	340	82.93	82.93
Andhra Pradesh	105195	61915	60435	46164	44399	74.56	73.47
Arunachal Pradesh	3855	3903	4012	3382	3464	86.65	86.34
Assam	64171	65141	65894	50070	50143	76.86	76.10
Bihar	76596	79196	80166	71140	71411	89.83	89.08
Chandigarh	192	197	201	113	115	57.36	57.21
Chhattisgarh	53359	53299	50705	47264	44387	88.68	87.54
D & N Haveli	319	320	323	275	275	85.94	85.14
Daman & Diu	113	120	120	94	94	78.33	78.33
Delhi	5387	5739	5751	2842	2826	49.52	49.14
Goa	1509	1478	1462	916	886	61.98	60.60
Gujarat	43178	43638	44051	33755	33843	77.35	76.83
Haryana	21938	21791	22268	14587	14598	66.94	65.56
Himachal Pradesh	17720	17956	18024	15355	15386	85.51	85.36
Jammu & Kashmir	28307	28543	28578	23378	23329	81.90	81.63
Jharkhand	46348	46773	47441	40603	40437	86.81	85.24
Karnataka	61369	61628	61739	45654	45556	74.08	73.79
Kerala	17023	16419	16458	4888	4573	29.77	27.79
Lakshadweep	44	43	41	43	41	100.00	100.00
Maharashtra	96179	97084	98213	67382	67294	69.41	68.52
Manipur	4694	4858	4865	3302	3308	67.97	68.00
Meghalaya	13045	13175	13277	7755	7764	58.86	58.48
Mizoram	2922	3067	3072	2278	2277	74.27	74.12
Nagaland	3320	2963	2799	2259	2092	76.24	74.74
Odisha	67565	68305	68978	58573	58476	85.75	84.77
Puducherry	717	722	719	428	421	59.28	58.55
Punjab	29198	29023	28776	20741	20488	71.46	71.20

Rajasthan	119574	106254[a]	107931	69947	70664	65.83	65.47
Sikkim	1277	1274	1279	868	870	68.13	68.02
Tamil Nadu	56785	57153	57539	37902	38200	66.32	66.39
Telangana	46015	43839	40818	28822	28679	65.75	70.26
Tripura	4800	4818	4844	4326	4322	89.79	89.22
Uttar Pradesh	240332	243014	245919	160942	161329	66.23	65.60
Uttarakhand	23425	23665	23660	17505	17505	73.97	73.99
West Bengal	94958	95572[c]	95723	82444	82737	86.26	86.43
All States	**1448712[b]**	**1445807**	**1449078**	**1080757**	**1076994**	**74.75**	**74.32**

Source: U-DISE 2015-16, NUEPA, New Delhi.

Notes: @ Total may not add to %age Government schools because of missing values and rounding of figures.

@@ Government & Private schools may not add to total number of schools because of missing values.

a: Decline is mainly because of merging of a few schools; b: Total does not include Telangana; c: Including SSK & MSK; d: Other Government Managements

x: Including unrecognised schools and Madrasas.

z :Government share in %age terms declined in a few states because of coverage of more number of unrecognised and private schools; * Including bifurcated districts.

State-wise distribution of schools imparting elementary education also depicts similar patterns. At the all India level, 74.3% of schools imparting elementary education were government managed in 2015-16 (see Table 5.4). However, variations in the share of the government sector in elementary education varies greatly across states and UTs.

The share of the government sector in the total number of schools imparting elementary education was ≥85% in Arunachal Pradesh, Bihar, Chhattisgarh, Himachal Pradesh, Jharkhand, Odisha, Tripura and West Bengal. This share was between 80-85% in J&K and Madhya Pradesh in 2015-16. The share of government managed institutions in the total institutions imparting elementary education was between 70-80% in Andhra Pradesh, Assam, Gujarat, Mizoram, Nagaland, Punjab, Telangana and Uttar Pradesh in 2015-16 (see Table 5.4). On the other hand, the share of the government sector in elementary education was relatively low in Chandigarh, Delhi, Goa, Meghalaya and Puduchchery.

5.6 Upgradation of EGS Centres into Schools and Opening of Residential Schools for Migrant Families

During the field visits to the sample states, it was found that all existing EGS centres, which have been functioning under the SSA for two years, had been converted to regular schools, or were closed down when children were mainstreamed into neighbourhood schools. The process of up-gradation of EGS centres to regular schools had been completed in majority of states and Union Territories within two years from the date of commencement of the RTE Act 2009. No new EGS centre was sanctioned from 2010-11 onwards. In addition, the Kasturba Gandhi Balika Vidyalays have been opened in educationally backward blocks where female

rural literacy rate is below the national average to provide residential upper primary schools for girls from SC/ST/OBC/ Muslim and BPL families.

In view of the increasing inflow of migrant workers from other states, many State Education Departments have opened more study centres exclusively for children under the Sarva Shiksha Abhiyan for mainstreaming them. Several children of migrant workers have already been enrolled in government schools in many districts and the study centres have been operating in many states according to the District Education Officers. Many officers stated that "Language is the main hurdle in teaching such children. Majority of migrant labourers are coming from different linguistic areas that they may not be fluent in the languages taught in the destination states. The SSA volunteers used to visit migrant labour camps in each region and created awareness among the elders and parents about the significance of education and try to bring maximum children into the school system.

5.7 Making Transport Facilities Available to Children

It was observed that several states had released funds from the SMC for providing transport services like the Van, Auto, Jeep and Car for the far flung inaccessible areas so that children dwelling in these areas were incentivized for attending schools regularly. Several SMCs stated that some states like Tamil Nadu had taken lead in developing mechanism for provisioning of transport facility. In many cases, parents selected the vehicle they wanted to use to send their children to school. Particulars about the vehicle were discussed in SMC meetings and the resolution was passed in this regard. This intervention had helped stated to increase participation and attendance in elementary education, particularly in sparsely populated areas and disadvantaged locations.

5.8 Access to Elementary Education Facilities

The above stated interventions in States and UTs have contributed in making schools easily accessible to children dwelling in far flung villages. According to the 8th All India Educational Survey, there are 11,37,833 habitations in the country, out of which, 10,37,833 (91.21%) habitations have primary education facilities within a walking distance of 1.0 km., including 7,54,406 (66.30%) habitations, which have these facilities within the habitations itself. From the population point of view, 83,68,82,700 (96.19%) rural population have access to primary education facilities within a walking distance of 1.0 km., including 73,76,75,159 (84.79%) population having these facilities within the habitations itself. Even the Scheduled Castes and Scheduled Tribes dominated habitations have accessibility to primary schools at par with other habitations.

Around 26% of habitations had upper primary school facility within the habitation, while 87% of habitations had upper primary schooling facility within 3 kilometres distance in the country (8th AIES, 2009). In case of SC and ST dominated habitations, around 20% of these habitations have upper primary schools within the habitations, while 88% and 78% of habitations recorded upper primary school facility within 3 kilometres for SC and ST habitations respectively. The

ratio of upper primary schools to primary schools had improved significantly to 1:2 in 2015-16. However, several mountainous regions and tribal areas still lack access to primary schools even within the distance of 2 to 3 kilometres[48].In spite of phenomenal increase in the number of primary and upper primary schools, a significant regional variation still exists in the access to schools. The increase in number of schools is being outpaced by the increase in the number of villages/habitations and the school going child population (see Table 5.5).

Table 5.5
Percentage of Habitations with Primary and Upper Primary Schooling Facilities,
All India

Habitation	Primary School		Upper Primary School	
	Within Habitation	Within 1.0 Kilometre	Within Habitation	Within 3.0 Kilometre
All Habitations	66.30	91.21	26.2	87.58
SC Habitations	63.90	91.27	20.42	88.34
ST Habitation	68.87	89.64	19.84	77.63

Source: Eighth All India Education Survey, NCERT-2015, Concise Report.

Analysis of the field survey data indicates that 81% of children had access to schooling facility within 1.0-kilometre distance, while 15% of children travelled between 1-3 kilometres and 3% of children travelled more than 3.0 kilometres for attending the school. However, variations in access to schooling facilities were observed across states, i.e. the distance range covered by students to avail elementary education facility. In case of Bihar, only 19% of students had schooling facility within 1.0-kilometre range and 6% of them had to travel more than 3.0 kilometres to access the schooling facility.

A significant proportion of students from Karnataka, Rajasthan, West Bengal and Uttar Pradesh had to travel between 1-3 kilometres for accessing schooling facility. Thus, the RTE Act 2009 requirement of providing neighbourhood schools is still a development concern in some states, although significant improvement has been made after the implementation of the SSA (see Table 5.3- 5.4).

Field survey results also reveal that majority of children (94%) come by foot to attend the school, while 3% travel by bicycle provided by the government and 2% of children come by bus (see Table 5.6). Thus, easy access to schools, especially up to elementary education, should be given priority. It may be noted that access to schooling facility was available to most children within a distance of 1.0 km in the sample states (see Chart 5.3 and Table 5.6).

48 Personal observation of Researcher while conducting field surveys in Jharkhand, Bihar, and Himachal Pradesh.

Chart 5.3: Distance from the nearest schooling facility and the mode of travel to attend the school in sample states

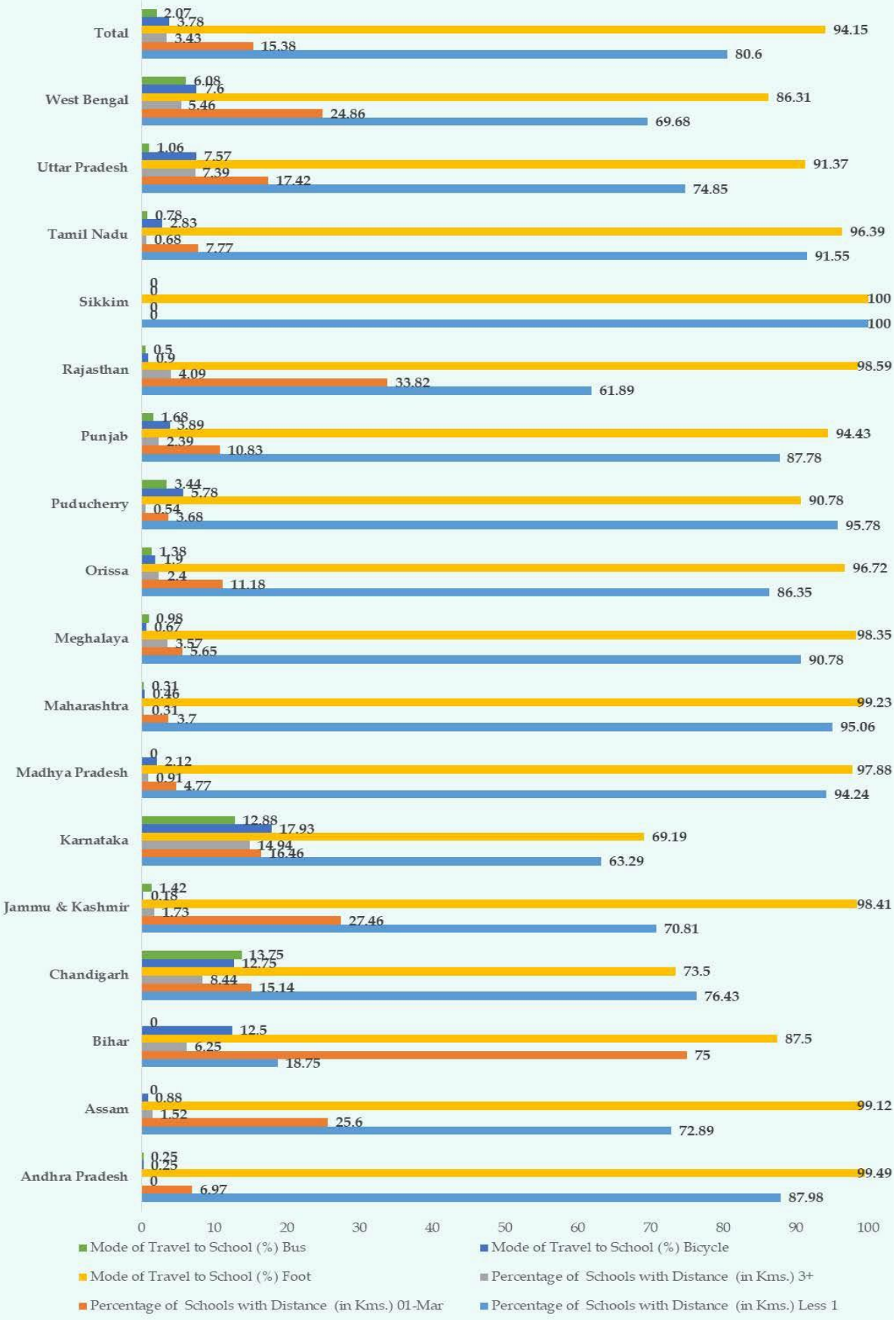


Table 5.6
Accessibility to School based on Field Survey

State	Surveyed schools 2017	Percentage of Schools with Distance (in Kms.)			Mode of Travel to School (%)		
		Less 1	1-3	3+	Foot	Bicycle	Bus
Andhra Pradesh	138	87.98	6.97	0.00	99.49	0.25	0.25
Assam	79	72.89	25.60	1.52	99.12	0.88	0.00
Bihar	72	18.75	75.00	6.25	87.50	12.50	0.00
Chandigarh	45	76.43	15.14	8.44	73.50	12.75	13.75
Jammu & Kashmir	109	70.81	27.46	1.73	98.41	0.18	1.42
Karnataka	126	63.29	16.46	14.94	69.19	17.93	12.88
Madhya Pradesh	89	94.24	4.77	0.91	97.88	2.12	0.00
Maharashtra	213	95.06	3.70	0.31	99.23	0.46	0.31
Meghalaya	221	90.78	5.65	3.57	98.35	0.67	0.98
Orissa	244	86.35	11.18	2.40	96.72	1.90	1.38
Puducherry	70	95.78	3.68	0.54	90.78	5.78	3.44
Punjab	85	87.78	10.83	2.39	94.43	3.89	1.68
Rajasthan	164	61.89	33.82	4.09	98.59	0.90	0.50
Sikkim	69	100.00	0.00	0.00	100.00	0.00	0.00
Tamil Nadu	262	91.55	7.77	0.68	96.39	2.83	0.78
Uttar Pradesh	155	74.85	17.42	7.39	91.37	7.57	1.06
West Bengal	108	69.68	24.86	5.46	86.31	7.60	6.08
Total	**2249**	**80.60**	**15.38**	**3.43**	**94.15**	**3.78**	**2.07**

Source: Field Surveyed Conducted during August- October 2017.

5.9 Schools with all Weather Roads

The U-DISE data indicate that the proportion of schools with all-weather roads has actually decreased from 96% in 2010-11 to 89 % in 2015-16. This decrease has been recorded by majority of the sample states. However, data on all-weather road connectivity to the government managed schools also indicated that Tamil Nadu, Uttar Pradesh, Punjab, Puducherry, Maharashtra and Andhra Pradesh had more than 95% primary schools with all-weather roads. At the same time, Meghalaya, Assam, Bihar, J&K, Odisha, Rajasthan and Sikkim had recorded fewer primary schools with all-weather roads.

The upper primary schools managed by the government had higher proportion of schools with all-weather roads. The decrease in the proportion of schools connected by all-weather roads during 2010-11 to 2015-16 indicated that most of the new sites selected for setting up new schools during this period were not connected by all-weather roads to facilitate students' attendance. Since the majority of these schools were started by private organizations, perhaps land cost of the location was given preference in the selection rather than the access (see Table 5. 7).

Significant efforts have been made in the SSA to provide schools with all-weather roads within the habitations to increase access to schooling facility. However, state-wise variations was observed for the distance range travelled by the students to access elementary education facility. In case of Bihar, only 19% of students had school facility within 1.0 kilometre range and 6% of children had to travel more than 3.0 kilometres to attend the nearest school. Significant proportion of students from Karnataka, Rajasthan, West Bengal and Uttar Pradesh had to travel between 1-3 kilometres for attending the nearest school. However, most of the upper primary schools in the country now have all-weather road connectivity (see Table 5.7).

Table 5.7
Proportion of Schools with All-weather Road Connectivity (%)

State	All Management Schools		Government Schools 2015-16		Surveyed School 2017		
	2012-13	2013-14	2015-16	Primary	UP	Primary	UP
Andhra Pradesh	96.9	94.7	94.3	94	97	90	95
Assam	87.0	82.8	82.5	82	90	78	92
Bihar	84.2	85.6	86.3	83	89	80	91
Chandigarh	100.0	100.0	100	100	100	100	100
Jammu & Kashmir	83.8	80.0	79.2	72	80	65	84
Karnataka	91.6	92.1	92.3	88	95	85	97
Madhya Pradesh	84.1	89.8	89.7	87	91	82	94
Maharashtra	95.3	97.3	97.5	96	99	94	100
Meghalaya	55.0	56.2	56.9	51	60	53	65
Odisha	85.2	89.9	90.2	87	93	80	95
Puducherry	99.2	99.4	99.9	100	100	100	100
Punjab	98.4	99.4	99.6	100	99	100	99
Rajasthan	67.2	77.6	78.7	59	85	68	88
Sikkim	81.5	84.7	84.4	73	87	65	85
Tamil Nadu	97.5	98.2	98.3	98	98	95	99
Uttar Pradesh	97.5	96.3	96.1	96	97	90	98
West Bengal	86.2	88.1	88.5	88	90	85	92
All India	**87.5**	**89.2**	**89.2**	**92**	**91**	**89**	**94**

Source: (i) School Education in India, UDISE, (NUEPA) – 2010- 2015-16.

(ii) Field Surveyed Conducted during August- October 2017.

5.10 Enrolment Trends

Enrolment in primary education (all managements) has increased more than six times from 19.2 million to 129.1 million during 1950-51 to 2015-2016. The increase in girls' enrolment had been more than ten times from 5.4 million in 1950 to 62.2 million in 2015-16. The enrolment in upper primary education increased 19 times 16 from 3.1 million 1950-51 to 67.2 million 2015-16. Girls' enrolment at the upper primary level increased from 0.5 million to 32.8 million during the same period (MHRD Annual Report. 2015-16). The gender gap in enrolment has declined sharply during this period (see Table 5.8). It may be noted that there has been a significant growth of enrolment at the upper primary level in general and that of girls in particular since 1950-51 (see Chart 5.4).

Chart 5.4: Enrolment Trend Indices at Primary and Uppry Stages of Education, all India (1950-51 = 100)

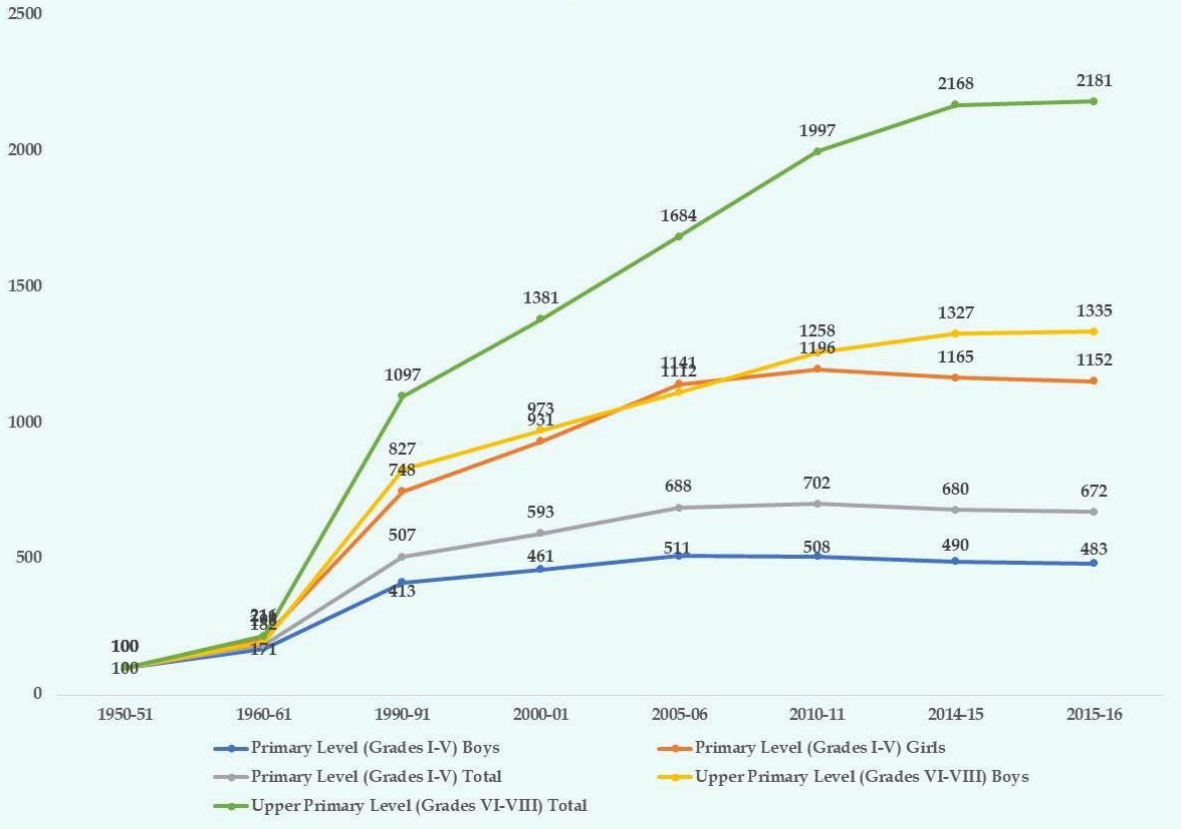


Table 5.8
Enrolment in Primary and Upper Primary Education (All Managements) in India, 1950-51 to 2015-16 (In millions)

Year	Primary Level (Grades I-V)			Upper Primary Level (Grades VI-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
1950-51	13.8	5.4	19.2	2.6	0.5	3.1
1960-61	23.6	11.4	35.0	5.1	1.6	6.7
1990-91	57.0	40.4	97.4	21.5	12.5	34.0
2000-01	63.6	50.3	113.9	25.3	17.5	42.8
2005-06	70.5	61.6	132.1	28.9	23.3	52.2
2010-11	70.1	64.6	134.7	32.7	29.2	61.9
2014-15	67.6	62.9	130.5	34.5	32.7	67.2
2015-16	66.6	62.2	129.1	34.7	32.8	67.6

Notes: (i) Figures for 1950-51 to 2011-12: Ministry of Human Resource Development, Government of India (website: http://mhrd.gov.in/statist)

(ii) Figure for 2012-13 & 2015-16: National University of Educational Planning & Administration, New Delhi (website: http://dise.in/) * Figures related to School Education are provisional.

5.11 Growth of Enrolment in Selected States

As per the U-DISE data, 2015-16, more than 196 million children were enrolled in elementary education in the country as compared to 189 million children in 2010-11. There was a marginal increase of only 4 percent in the growth of enrolment in elementary education between 2010-11 and 2015-16. This growth in enrolment was mostly in the private managed schools. According to the Census 2011, the country had around 237 million children in the age group of 6-14 years. Considering the enrolment statistics reported in U-DISE, significant progress in the coverage of out-of-school children at elementary education was recorded during 2010-2015. However, in 2015-16, quite a sizable number of children in the relevant age group was out of school. It may be mentioned that during this period, most states in the country were experiencing a declining trend in the growth of child population thereby contributing the reduction in the number of out-of-school children at the elementary level.

Declining rate of growth of child population in the country was one of the important factors explaining the decline in the overall enrolment during 2010-11 to 2015-16 in West Bengal, Sikkim, Madhya Pradesh, Jammu & Kashmir, Tamil Nadu, Puducherry, Odisha and Maharashtra. Besides, fake and duplicate enrolment reported in U-DISE in the preceding years for seeking benefits like mid-day meals, and other government incentives and subsidies was another factor contributing to the decline in the total enrolment at elementary education. Coverage of U-DISE, particularly schools in the private un-aided sector, of course, was another factor explaining the decline in the total enrolment during this period.

Due to stringent measures adopted in U-DISE after 2014 for improving the quality of enrolment statistics was another important intervention to weed out fake and duplicate enrolment. U-DISE, was perhaps reflecting the correct picture of enrolment at the elementary level in 2015-16. On the other hand, Uttar Pradesh, Bihar, Karnataka registered an increase in the enrolment at elementary level during 2010-11 to 2015-16 (see Table 5.9). It may be noted that the increase in enrolment was mostly in the private unaided sector as the actual enrolment in Uttar Pradesh declined during 2010-11 to 2015-16 in case of government managed schools (see Table 5.9).

Table 5.9
Growth of Enrolment at Primary and Upper Primary Levels in Selected States and at the All India Level, 2010-11 to 2015-16

States	Total Enrolment (All Managements)			Growth Rate (%) 2010-11 to 2015-16		Schools with all weather road connectivity (%)
	2010-11	2014-15	2015-16	Enrol-ment	Schools	2015-16
Andhra Pradesh	10831544	5934396	5611310	-48.19	-41.79	94.3
Assam	5143018	5853278	5432053	5.62	22.35	82.5
Bihar	19662440	22133117	23431785	19.17	17.32	86.3
Chandigarh	148987	160743	157921	6.00	10.44	100
J&K	1998046	1853046	1856776	-7.07	5.48	79.2
Karnataka	7668524	8345748	8340373	8.76	3.84	92.3
Madhya Pradesh	15356399	13502469	12801969	-16.63	4.99	89.7
Maharashtra	16078198	16172434	16043775	-0.21	1.02	97.5
Meghalaya	658673	756455	775613	17.75	7.27	-56.9
Odisha	6371527	6386483	6328084	-0.68	7.38	90.2
Puducherry	182627	171566	169462	-7.21	1.41	99.9
Punjab	3086843	4021579	3962439	28.37	22.75	99.6
Rajasthan	11882739	12026202	12340135	3.85	4.03	78.7
Sikkim	126542	110808	105297	-16.79	6.49	84.4
Tamil Nadu	9785716	9252467	9236192	-5.62	4.56	98.3
Uttar Pradesh	31927189	36838720	36425633	14.09	22.32	96.1
West Bengal	14462675	13015107	12909034	-10.74	8.98	88.5
All India	189166464	197666909	196716507	3.99	5.70	89.2

Source: School Education in India, UDISE, (NUEPA) – 2010- 2015-16

Besides, results of the Correlation analysis indicate a strong positive and significant correlation (r = .818) between the increases in enrolment and the increase in the number of schools during the period under review (see Table 5.10). However, with apparently high value of the correlation coefficient, no significant correlation between all-weather road connectivity to school and enrolment increase is found. Similarly, increase in schools depicted weak positive and no significant correlation with the percentage of schools with all-weather roads (see Table 5.10).

Table 5.10
Results of the Correlation Analysis

Pearson Correlation			
	Increase Enrolment	Increase Schools	Schools with all-weather Roads
Increase Enrolment	1	.818**	-.065
Increase Schools	**.818****	1	.092
Schools with all-weather Roads	**-.065**	**.092**	1

Note: ** Correlation coefficient is Signiant at 0.01 level (2-tailed).

5.12 Growth Enrolment in Selected States based on Sample Survey

Among the sample schools in selected states, only government management schools were selected for survey. It was found that the sample schools had registered around 13% decrease in the overall enrolment during 2013-2016. The decrease was 9% among girls and 17% among boys (see Table 5.11). Percentage decrease in enrolment was relatively high in Chandigarh, Uttar Pradesh, Puducherry, Maharashtra, Andhra Pradesh, Tamil Nadu and Karnataka. However, the increase in enrolment at elementary level was found in Rajasthan, Meghalaya, Jammu & Kashmir, Bihar and Assam (see Table 5.11).

Table 5.11
Growth of Enrolment at Primary and Upper Primary Levels in Selected States based on Sample Survey of Schools

State	Number of school covered	P+UP Enrolment 2016			P+UP Enrolment 2013			P+UP Enrolments (Growth Rate in %), 2013-2016		
		Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Andhra Pradesh	138	6519	6439	12958	8711	7713	16424	-25	-17	-21
Assam	79	4307	4260	8567	3717	3886	7603	16	10	13
Bihar	72	3225	3119	6344	2592	2739	5331	24	14	19
Chandigarh	45	14785	14463	29248	24177	19276	43453	-39	-25	-33
Jammu & Kashmir	109	2871	2614	5485	1609	1808	3417	78	45	61
Karnataka	126	7255	6895	14150	9512	7815	17327	-24	-12	-18
Madhya Pradesh	89	3716	4482	8198	4360	4915	9275	-15	-9	-12
Maharashtra	213	12977	12488	25465	17706	15193	32899	-27	-18	-23
Meghalaya	221	6806	6972	13778	2839	5022	7861	140	39	75
Orissa	244	7459	10751	18210	7441	10902	18343	0	-1	-1
Puducherry	70	1271	3134	4405	2072	3807	5879	-39	-18	-25
Punjab	85	14614	12666	27280	16384	13066	29450	-11	-3	-7
Rajasthan	164	6555	6613	13168	7069	5794	12863	-7	14	2
Sikkim	69	2940	3295	6235	2565	3248	5813	15	1	7
Tamil Nadu	262	12449	12676	25125	16497	14794	31291	-25	-14	-20
Uttar Pradesh	155	11435	11541	22976	17574	14609	32183	-35	-21	-29
West Bengal	108	2527	5603	8130	1779	5467	7245	42	2	12
ALL	2249	121711	128011	249722	146604	140054	286658	-17	-9	-13

Source: Field Surveyed Conducted during August- October 2017.

5.13 Equity in Enrolment

The RTE Act requirement is to "ensure that the child both boys and girl's belonging to weaker sections and the child belonging to disadvantaged groups are not discriminated against and prevented from pursuing and completing elementary education on any grounds." [49]

As has been mentioned earlier, literacy rates recorded significant gaps by gender, and social categories, i.e. Scheduled Castes, Scheduled Tribes, and Children with Special Needs (CWSN) as compared to the general population in 2011, indicating that a significant proportion of children and adults continued to remain illiterate among these communities. Literacy rate for ST females was as low as 49%, while it was 56% for SC population as compared to 65% for general population in 2011. However, improvement was observed in the literacy rate as compared to 2001 (see Table 5.12).

49 Ref ???

However, significant improvement has been achieved in reducing gender gap in enrolment both at primary and upper primary levels during 1950-51 to 2015-16 (see Table 5.13 and Chart 5.5 and 5.6). Enrolment of girls both at primary and upper primary levels is increasing consistently over the years.

Table 5.12
Literacy Rates (7+ Age Group) in India (In percentage)

	2001			2011		
	ALL	SC	ST	All	SC	ST
Total	64.8	54.7	47.1	73.0	66.1	59.0
Male	75.3	67.0	59.0	80.9	75.2	68.5
Female	53.7	42.0	35.0	64.6	56.5	49.4

Source: Office of the Registrar General & Census Commissioner, India (website: http://censusindia.gov.in/)

Table 5.13
Primary and Upper Primary School Enrolment in India, All Managements, 1950-51 to 2015-16 ((In Million)

Year	Primary			Upper Primary		
	Boys	Girls	Total	Boys	Girls	Total
1950-51	13.8	5.4	19.2	2.6	0.5	3.1
1960-61	23.6	11.4	35.0	5.1	1.6	6.7
1990-91	57.0	40.4	97.4	21.5	12.5	34.0
2000-01	63.6	50.3	113.9	25.3	17.5	42.8
2005-06	70.5	61.6	132.1	28.9	23.3	52.2
2010-11	70.1	64.6	134.7	32.7	29.2	61.9
2014-15	67.6	62.9	130.5	34.5	32.7	67.2
2015-16	66.6	62.2	129.1	34.7	32.8	67.6

It can be seen that significant improvement has been achieved in reducing gender gap in enrolment both at primary and upper primary levels, especially after 2000-01 with the implementation of the Sarva Shiksha Abhiyan in 2001. The number of girls per hundred boys enrolled at primary level had increased from mere 39 in 1950-51 to 95 in 2015-16. Similarly, it has increased from mere 19 in 1950-51 to 95 in 2015-16 at upper primary level (see Chart 5.7).

Source: National University of Educational Planning & Administration, New Delhi (website: http://dise.in/)

Chart 5.5: Primary School Enrolment in India, All Managements (in millions)

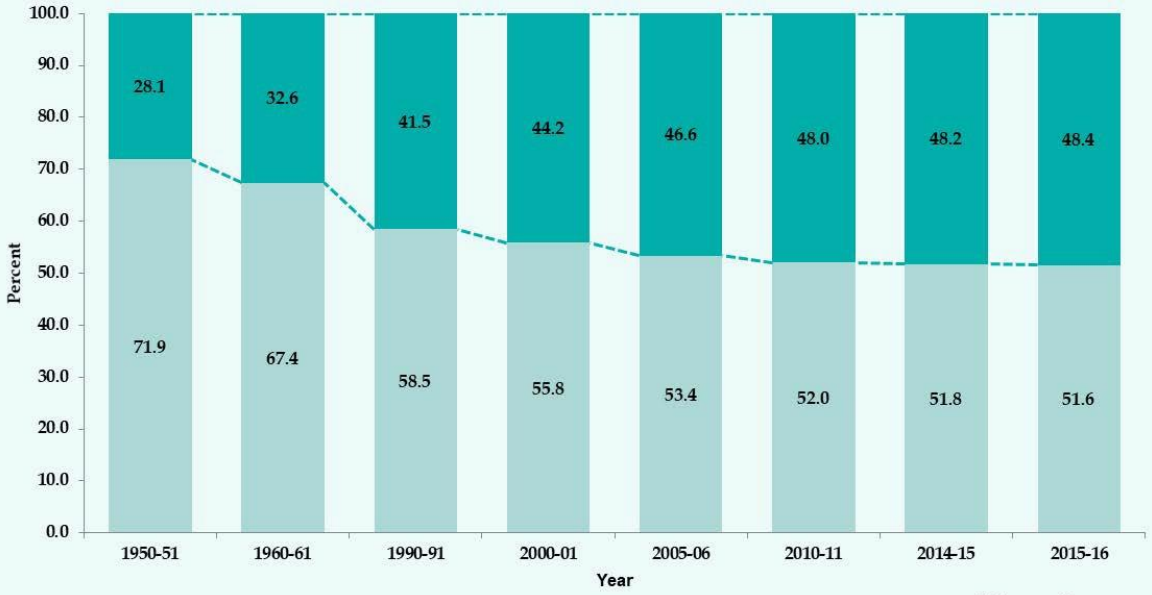
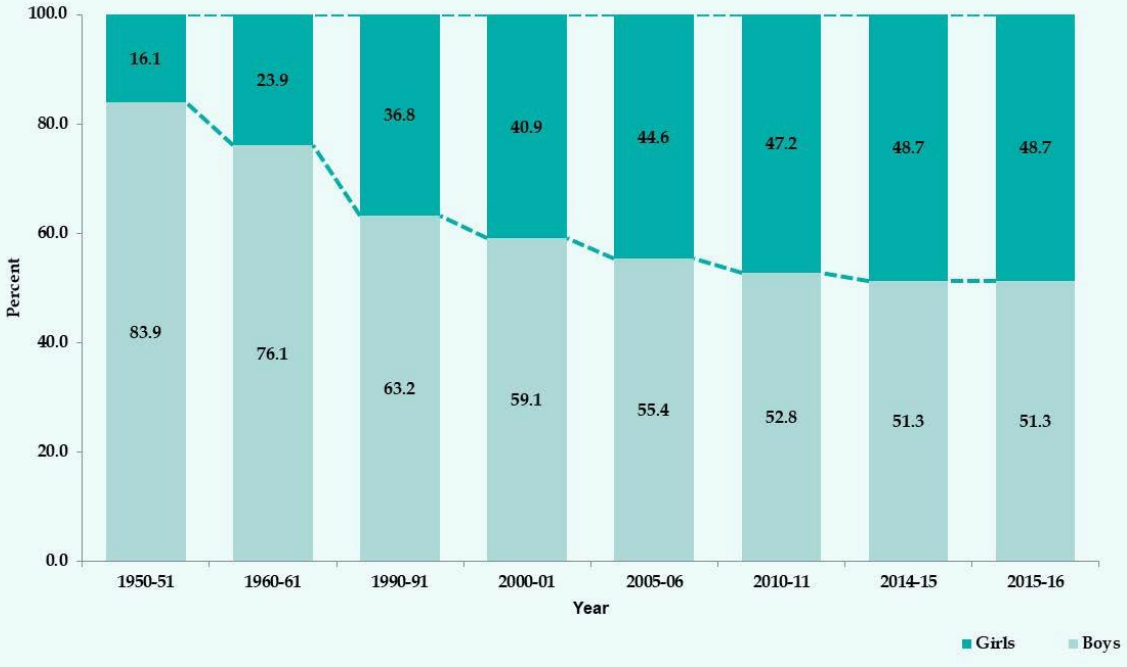
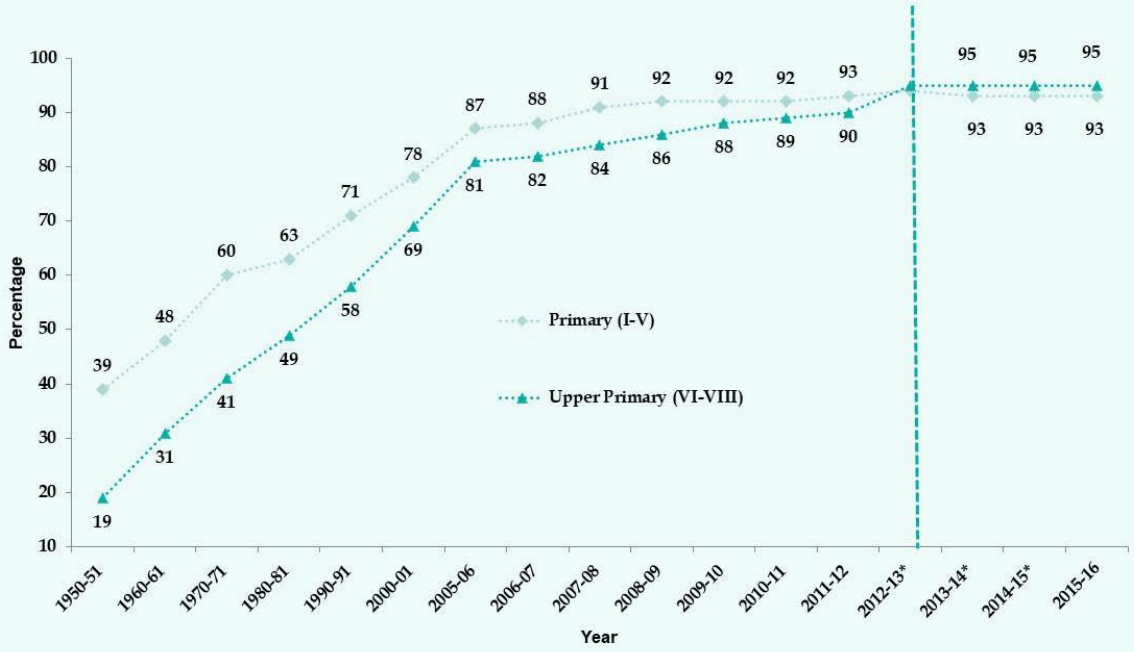


Chart 5.6: Upper Primary School Enrolments in india, All Managements (In millions)



It is worth mentioning that the Government of India has approved the "National Programme for Education of Girls at Elementary Level (NPEGEL)' as an additional component under the SSA for education of girls at the elementary level. The SSA State Implementing Society is the implementing agency of the NPEGEL at state level. In states, where Mahila Samkhya (MS) programme was operational, the SSA Society got the NPEGEL implemented through the MS Society.

Chart 5.7: Number of girls per hundred boys enrolled enrolled at primary and upper prinary levels



5.14 Kasturba Gandhi Balika Vidyalaya

One of the major interventions to reduce the gender gap in participation and make elementary education inclusive was opening of residential schools especially for girls in Educationally Backwards Districts (ESDs) of all major states and Union Territories. The Kasturba Gandhi Balika Vidyalaya (KGBV) scheme was introduced by the Government of India in August 2004, and afterwards integrated with the Sarva Shiksha Abhiyan program to provide educational facilities for girls belonging to Scheduled Castes, Scheduled Tribes, Other Backward Classes, minority communities and families living below the poverty line in Educationally Backward Blocks (EBBs). The scheme was implemented in 28 states and union territories – i.e. Assam, Andhra Pradesh, Telangana, Arunachal Pradesh, Bihar, Chhattisgarh, Dadra and Nagar Haveli, Delhi, Gujarat, Haryana, Himachal Pradesh, Jammu and Kashmir, Jharkhand, Karnataka, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Mizoram, Nagaland, Odisha, Punjab, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand and West Bengal. [50]

The KGBV was merged with the SSA programme as a separate component during the XIth Five-Year Plan since 1st April, 2007. The objective of the KGBV is to ensure access and quality education to girls coming from disadvantaged groups of our society by setting up residential schools at upper primary level. By March 2013, more than 2578 KGBVs were sanctioned by the Government of India.[51] Of these, 427 KGBVs were sanctioned for Muslim concentration blocks, 612 for ST dominated blocks, and 688 I for SC concentrated blocks. A total of 750 residential schools were opened in educationally backward blocks. Around 75% of the total intake capacity in these schools were reserved for girls from SC, ST, OBC and Minority communities and the other 25% was for girls from families living below the poverty line (see

50 http://ssashagun.nic.in
51 Press Information Bureau, Government of India. March 23rd2013.

Table 5.14). Bihar, Uttar Pradesh, Andhra Pradesh and Telangana had large number of KGBVs compared to that of other states in the country.

Table 5.14
State-wise Number of Kasturba Gandhi Balika Vidhyalayas in India, 2015

Sl. No.	State	Number of EBBs	Number of Sanctioned KGBV	Number of Students per KGBV
1.	Andhra Pradesh	331	345	200
2.	Arunachal Pradesh	40	48	100
3.	Assam	81	57	
4.	Bihar	530	530	100
5.	Chhattisgarh	74	93	100
6.	Delhi	0	0	-
7.	Goa	0	0	-
8.	Gujrat	85	89	100
9.	Haryana	36	39	248
10.	Himachal Pradesh	5	10	38
11.	Jammu & Kashmir	97	99	56
12.	Jharkhand	201	203	237
13.	Karnataka	74	71	101
14.	Kerala	1	0	-
15.	Madhya Pradesh	201	207	150
16.	Maharashtra	43	43	99
17.	Manipur	5	11	103
18.	Meghalaya	9	10	-
19.	Mizoram	1	1	-
20.	Nagaland	11	11	-
21.	Odisha	173	182	159
22.	Punjab	21	15	100
23.	Rajasthan	186	198	96
24.	Sikkim	0	1	-
25.	Tamil Nadu	44	61	-
26.	Telangana	396	398	-
27.	Tripura	9	9	-
28.	Uttarakhand	19	28	50
29.	Uttar Pradesh	680	746	83
30.	West Bengal	87	92	-

Source: Evaluation of KGBV, NITI AYOG, Programme Evaluation Organization, Government of India, New Delhi, 2015.

The KGBVs have been set up to promote enrolment of relevant school age girls, never enrolled girls and girls from vulnerable sections of society. These schools are now being perceived as centres of excellence in which the girl children grow into individuals with high level of self-esteem, confidence and a critical sense of enquiry and knowledge about social issues. Field survey conducted in these schools indicated significant enrolments of SC, ST girls and girls from marginalised communities, who otherwise would have been left out of the school. Upgrading the KGBVs or forging effective linkages with hostels/residential schools provided by the RMSA and other departments were considered significant in providing opportunities to these girls from marginalised sections and communities to access the next level of education.

5.15 Enrolment by Gender: Sample Survey Results

India has made impressive gains in reducing the male-female gaps in the gross primary enrolment rate in the last fifty years both at primary and upper primary levels. However regional variations still persist at both levels (Refer Table No 5.15). The gender gap in enrolments has been reduced for different social groups like SCs and STs at both primary and upper primary levels. However, the gender parity in enrolment is high in some states, but it is not so favourable at the upper primary level in some states like Jammu & Kashmir, Punjab, Rajasthan, Gujarat and Haryana (see Table 5.15). The gender gap in enrolment at upper primary level needs attention in these states. Infrastructure provisioning such as that of separate toilets for girls would impact enrolment and retention of girls. The increasing presence of female teachers is likely to have positive implications for the enhancement in the girls' enrolment.

Table 5.15
Enrolment in Primary and Upper Primary School (All Managements)- 2015-16

State/UT	Primary			Upper Primary			% Girls Enrolment to Total Enrolment 2015-		
	Boys	Girls	Total	Boys	Girls	Total	Primary	UP	Total
A & N Islands	15991	15415	31406	9528	9179	18707	49.08	49.07	49.08
Andhra Pradesh	1838343	1708345	3546688	1061865	1002757	2064622	48.17	48.57	48.31
Arunachal Pradesh	113186	108044	221230	50144	51084	101228	48.84	50.46	49.35
Assam	1876557	1844364	3720921	827841	883291	1711132	49.57	51.62	50.21
Bihar	8174989	7995099	16170088	3589007	3672690	7261697	49.44	50.58	49.79
Chandigarh	49658	43572	93230	35133	29558	64691	46.74	45.69	46.31
Chhattisgarh	1428455	1364550	2793005	843779	820571	1664350	48.86	49.30	49.02
D & N Haveli	19206	16990	36196	12196	10582	22778	46.94	46.46	46.75
Daman & Diu	9757	8388	18145	5226	4607	9833	46.23	46.85	46.45
Delhi	1007287	879687	1886974	595565	524471	1120036	46.62	46.83	46.70
Goa	64384	59404	123788	37943	34578	72521	47.99	47.68	47.87
Gujarat	2995004	2653041	5648045	1878648	1564021	3442669	46.97	45.43	46.39
Haryana	1274820	1061830	2336650	761922	632372	1394294	45.44	45.35	45.41
Himachal Pradesh	303937	277176	581113	194112	175541	369653	47.70	47.49	47.62
Jammu & Kashmir	652024	597029	1249053	318553	289170	607723	47.80	47.58	47.73
Jharkhand	2274317	2179210	4453527	1029976	1038565	2068541	48.93	50.21	49.34
Karnataka	2787510	2618736	5406246	1518536	1415591	2934127	48.44	48.25	48.37

Kerala	1262261	1206368	2468629	790528	753259	1543787	48.87	48.79	48.84
Lakshad-weep	2267	2141	4408	1585	1583	3168	48.57	49.97	49.16
Madhya Pradesh	4274755	3836101	8110856	2427885	2263228	4691113	47.30	48.25	47.64
Maharashtra	5319673	4706829	10026502	3204841	2812432	6017273	46.94	46.74	46.87
Manipur	174772	170548	345320	79140	78136	157276	49.39	49.68	49.48
Meghalaya	274532	273198	547730	107788	120095	227883	49.88	52.70	50.71
Mizoram	75222	70095	145317	35832	33168	69000	48.24	48.07	48.18
Nagaland	121819	116261	238080	56417	55199	111616	48.83	49.45	49.03
Odisha@	2124147	1986903	4111050	1145555	1071479	2217034	48.33	48.33	48.33
Puducherry	53398	50634	104032	33724	31706	65430	48.67	48.46	48.59
Punjab	1359347	1129236	2488583	815928	657928	1473856	45.38	44.64	45.10
Rajasthan	4428593	3845016	8273609	2223681	1842845	4066526	46.47	45.32	46.09
Sikkim	32199	28608	60807	21747	22743	44490	47.05	51.12	48.77
Tamil Nadu	2945053	2805306	5750359	1787609	1698224	3485833	48.78	48.72	48.76
Telangana	1678904	1568072	3246976	897960	860249	1758209	48.29	48.93	48.52
Tripura	187546	179322	366868	102644	100000	202644	48.88	49.35	49.05
Uttar Pradesh	12935607	12334741	25270348	5594629	5560656	11155285	48.81	49.85	49.13
Uttarakhand	589055	526153	1115208	311854	285611	597465	47.18	47.80	47.40
West Bengal	4148661	3983136	8131797	2310783	2466454	4777237	48.98	51.63	49.96
All India	**66873236**	**62249548**	**129122784**	**34720104**	**32873623**	**67593727**	48.21	48.63	48.36

Source: UDISE, NUEPA, GOI- 2015-16

The field survey results recorded 49 % girl enrolments indicating equity in gender enrolment at the elementary level across all selected states and Union Territories. However, Andhra Pradesh, Chandigarh, Maharashtra, Madhya Pradesh, Punjab and Rajasthan depicted less proportion of girl enrolments as compared to boys. On the other hand, West Bengal, Assam, Jammu & Kashmir, Meghalaya, Orrisa, Puducherry and Sikkim recorded higher proportion of girl enrolments as compared to the boys in the sample selected schools. Thus, the SSA has been successful in achieving the gender equity in the elementary school enrolment (see Table 5.16). Sample survey data 2017, also indicates significant increase in girl enrolments as compared to the UDISE 2015-16 for Orissa, West Bengal, Madhya Pradesh, Puducherry and Punjab. (Refer Table No 5.16)

Table 5.16
Girls' Enrolment at Primary and Upper Primary Levels in Sample Schools in Selected States (Based on Sample Survey of Schools in 2016)

State	Number of Schools Surveyed	Total Enrolment	Enrolment per school	Enrolment, 2017		% Share of Girls' Enrolment	
				Boys	Girls	UDISE Data 2015-16 P+UP	Sample School Survey 2017
Andhra Pradesh	138	12958	94	6519	6439	48	49.69
Assam	79	8567	108	4307	4260	50	49.73
Bihar	72	6344	88	3225	3119	50	49.16
Chandigarh	45	29248	650	14785	14463	46	49.45
Jammu & Kashmir	109	5485	50	2871	2614	48	47.66
Karnataka	126	14150	112	7255	6895	48	48.73
Madhya Pradesh	89	8198	92	3716	4482	48	54.67
Maharashtra	213	25465	120	12977	12488	47	49.04
Meghalaya	221	13778	62	6806	6972	51	50.60
Orissa	244	18210	75	7459	10751	48	59.04
Puducherry	70	4405	63	1271	3134	49	71.15
Punjab	85	27280	321	14614	12666	45	46.43
Rajasthan	164	13168	80	6555	6613	46	50.22
Sikkim	69	6235	90	2940	3295	49	52.85
Tamil Nadu	262	25125	96	12449	12676	49	50.45
Uttar Pradesh	155	22976	148	11435	11541	49	50.23
West Bengal	108	8130	75	2527	5603	50	68.92
ALL	**2249**	**249722**	**111**	121711	128011	**48**	51.26

Source: Source: School Education in India, UDISE, (NUEPA) – 2010- 2015-16

Field Surveyed Conducted during August- October 2017.

5.16 Enrolment by Social Category

Not only has enrolment increased for Scheduled Castes, Scheduled Tribes and Muslim population during the last 15 years after the implementation of the SSA, but also the gender gaps in enrolment in these categories have been reduced significantly. Enrolment of children from these social categories have increased both at primary and upper primary levels. Data reveals that participation of children from all disadvantaged communities has enhanced but the challenge of retention remains.

With increasing diversity, the classroom has to cater to the varying needs and multi-lingual contexts of children. The syllabi, curriculum and classroom transactions have to build on the life experiences of children and need to be responsive to the multi-level and multi-lingual

groups of children. Andhra Pradesh and Odisha have a systematic programme targeting tribal children in classes 1 to 4. Children from the most economic vulnerable backgrounds, who are out of school, are enrolled in special training centres or residential centres to prepare them for mainstreaming. While this has helped in increasing enrolment in some states, challenges remain in several other states, which need to be addressed (see Tables 5.17, 5.18 and 5.19).

Table 5.17
Percentage Share of Boys and Girls in the Total Enrolment at Primary and Upper Primary Levels: Scheduled Castes

	Primary Enrolment (I-V), SC			Upper Primary Enrolment (VI-VIII), SC		
Year	Total (In Lakhs)	% Boys	% Girls	Total (In Lakhs)	% Boys	% Girls
2000-01	**212**	57.1	42.9	**67**	61.2	38.8
2005-06	**253**	55.3	44.7	**91**	58.2	41.8
2006-07	**263**	55.1	44.9	**95**	57.9	42.1
2007-08	**263**	52.1	47.9	**99**	53.5	46.5
2008-09	**267**	52.4	47.6	**105**	53.3	46.7
2009-10	**260**	51.9	48.1	**109**	53.2	46.8
2010-11	**269**	52.0	48.0	**113**	53.1	46.9
2011-12	**287**	51.6	48.4	**122**	51.6	48.4
2012-13*	**273**	51.6	48.4	**126**	51.6	48.4
2013-14*	**263**	51.7	48.3	**129**	51.2	48.8
2014-15*	**260**	51.5	48.5	**131**	51.1	48.9
2015-16	**258**	51.6	48.4	**132**	51.5	48.5

Source: Annual Report MHRD and U-DISE, NUEPA, 2012- 2016.

The share of SC girls in the total SC enrolment in primary education (grades I-V) was 42.9% in 2000-01, which increased to 48.4% in 2015-16. Similarly, the share of SC girls in the total SC enrolment at upper primary level (grades VI-VIII) went up to 48.5% in 2015-16 from 38.8% in 2000-01 (see Table 5.17).

Similarly, the share of ST girls in the total ST enrolment at primary level (grades I-V) was 42.7% in 2000-01, which increased to 48.2% in 2015-16. The share of ST girls in the total ST enrolment at upper primary level (grades VI-VIII) went up to 48.5% in 2015-16 from 38.7% in 2000-01 (see Table 5.18).

Table 5.18
Percentage Share of Boys and Girls in the Total Enrolment at Primary and Upper Primary Levels: Scheduled Tribes

Level/ Year	Primary Enrolment (I-V), ST			Upper Primary Enrolment (VI-VIII), ST		
	Total (In Lakhs)	% Boys	% Girls	Total (In Lakhs)	% Boys	% Girls
2000-01	**110**	57.3	42.7	**31**	61.3	38.7
2005-06	**141**	53.2	46.8	**45**	55.6	44.4
2006-07	**144**	52.8	47.2	**47**	55.3	44.7
2007-08	**147**	52.4	47.6	**47**	55.3	44.7
2008-09	**150**	52.0	48.0	**50**	54.0	46.0
2009-10	**149**	51.7	48.3	**52**	53.8	46.2
2010-11	**149**	51.7	48.3	**54**	51.9	48.1
2011-12	**153**	51.6	48.4	**56**	51.8	48.2
2012-13*	**152**	51.3	48.7	**64**	51.6	48.4
2013-14*	**147**	51.7	48.3	**64**	51.6	48.4
2014-15*	**141**	51.8	48.2	**66**	51.5	48.5
2015-16	**137**	51.8	48.2	**66**	51.5	48.5

Source: Annual Report MHRD and U-DISE, NUEPA, 2012- 2016.

During the period from 2009-10 to 2015-16, the share of girls in the total Muslim enrolment at primary level had remained at around 49%. Girls' share in the total Muslim enrolment at the upper primary level, however, had gone up to 52% in 2015-16 from 51% in 2009-10 (see Table 5.19).

Table 5.19
Percentage Share of Boys and Girls in the Total Enrolment at Primary and Upper Primary Levels: Muslims

Year	Primary Level (I-V), Muslims			Upper Primary Level (VI-VIII), Muslims		
	Total (In Lakhs)	% Boys	% Girls	Total (In Lakhs)	% Boys	% Girls
2009-10	180	51	49	65	49	51
2010-11	176	51	49	65	49	51
2011-12	182	51	49	72	48	52
2013-14	190	51	49	83	48	52
2014-15	188	51	49	85	48	52
2015-16	186	51	49	85	48	52

Source: Annual Report MHRD and U-DISE, NUEPA, 2012- 2016.

Table 5.20
Percentage Share of Population and Enrolment of General, SC, ST and Muslim Children in the Total Enrolment at the Elementary Level, 2015-16

State	General		S.C		S.T		Muslim	
	% Population 2011	% Enrolment Elementary Level	% Population 2011	% Enrolment Elementary Level	% Population 2011	% Enrolment Elementary Level	% Population 2011	% Enrolment Elementary Level
Andhra Pradesh	67.05	65.1	16.4	19.8	7.0	7.2	9.6	7.8
Assam	46.13	39.9	7.2	8.6	12.4	14.3	34.2	37.1
Bihar	65.95	62.6	15.9	19.8	1.3	1.8	16.9	15.8
Chandigarh	76.23	84.6	18.9	9.5	0.0	0.0	4.9	5.7
J&K	12.38	9.5	7.4	8.2	11.9	15.8	68.3	66.5
Karnataka	63.03	58.0	17.1	19.2	7.0	7.8	12.9	14.9
Madhya Pradesh	56.74	53.2	15.6	17.2	21.1	24.3	6.6	5.3
Maharashtra	67.30	61.4	11.8	13.2	9.4	12.0	11.5	13.4
Meghalaya	8.86	4.5	0.6	1.1	86.1	90.8	4.4	3.5
Orissa	57.88	49.3	17.1	18.9	22.8	30.2	2.2	1.7
Pondicherry	78.25	73.8	15.7	18.9	0.0	0.0	6.1	7.3
Punjab	66.17	59.8	31.9	37.9	0.0	0.0	1.9	2.2
Rajasthan	59.66	56.4	17.8	20.1	13.5	15.3	9.1	8.1
Sikkim	59.99	54.1	4.6	7.9	33.8	36.4	1.6	1.6
Tamil Nadu	73.04	68.5	20	24.0	1.1	1.7	5.9	5.8
Uttar Pradesh	59.47	58.6	20.7	28.1	0.6	0.8	19.3	12.6
West Bengal	43.69	32.3	23.5	26.9	5.8	7.1	27.0	33.7
INDIA	60.51	56.1	16.6	19.8	8.6	10.4	14.2	13.8

Source: U-DISE, 2015-16, NUEPA, New Delhi and Census of India, 2011 C-series Tables.

Moreover, the share of enrolment of children from various social categories and religious groups in the total enrolment at primary and upper primary levels was more than their relative share in the total population thereby indicating social parity in participation in elementary education in the country. It can be seen in Table 5.19 that the relative share of SCs, STs and Muslim children in the total enrolment at elementary level was higher than their relative share in the relevant age group population across most states in India. Uttar Pradesh, Bihar and J&K were only exceptions, where the share of Muslim enrolment in the total enrolment at elementary level was less than their share in the population. This clearly indicates that various interventions in the SSA have been very successful in bridging social disparities in participation in elementary education (see Table 5.20).

Moreover, the Gender Parity Index of participation in primary and upper primary education was in favour of girls across social categories in most states. In some states like Sikkim, Meghalaya, and West Bengal, the GPI of participation was against the boys both at primary and upper primary levels (see Table 5.21). In most states, relatively more Muslim girls than

boys were participating in primary and upper primary education. The GPI of participation in primary and upper primary education was closer to or above the desired value (i.e. GPI = 1.0) in most states. At the all India level, the GPI of participation of Muslims in elementary education was more than 1.0 thereby implying that gender disparities in participation in elementary education have been reduced significantly across all social categories and Muslims in most states (see Chart 5.8).

Table 5.21

India Gender Parity Index of Participation in Primary and Upper Primary Education, 2015-16

	General		SC		ST		Muslim	
	Pri	UPri	Pri	UPri	Pri	UPri	Pri	UPri
Andhra Pradesh	0.93	0.94	0.96	0.97	0.94	0.94	1.00	1.03
Assam	0.98	1.07	0.98	1.01	0.98	1.01	1.01	1.13
Bihar	0.98	1.02	0.95	0.97	0.95	1.01	1.05	1.17
Chandigarh	0.88	0.84	0.83	0.85	0.82	0.73	0.97	1.05
Jammu & Kashmir	0.92	0.91	0.89	0.88	0.91	0.89	1.03	1.04
Karnataka	0.94	0.93	0.95	0.92	0.95	0.94	1.03	1.07
Madhya Pradesh	0.90	0.93	0.90	0.93	0.90	0.94	1.03	1.09
Maharashtra	0.88	0.88	0.93	0.92	0.93	0.89	1.07	1.08
Meghalaya	1.00	1.11	0.92	1.13	1.00	1.13	1.02	0.95
Odisha	0.94	0.94	0.95	0.97	0.96	0.92	1.00	1.13
Puducherry	0.95	0.94	0.92	0.95	-	-	0.99	1.00
Punjab	0.83	0.81	0.90	0.87	0.83	0.81	1.04	1.10
Rajasthan	0.87	0.83	0.87	0.83	0.87	0.82	0.99	0.97
Sikkim	0.89	1.05	0.96	1.00	0.83	1.13	1.01	0.82
Tamil Nadu	0.95	0.95	0.96	0.96	0.91	0.95	1.01	1.04
Uttar Pradesh	0.95	0.99	0.95	0.99	0.95	1.01	0.99	1.03
West Bengal	0.96	1.07	0.95	1.00	0.96	1.02	1.01	1.16
All States	**0.93**	**0.95**	**0.94**	**0.95**	**0.93**	**0.94**	**1.03**	**1.11**

Source: U-DISE 2015-16 Report, UEPA, New Delhi.

5.17 Enrolment by Social Category: Results of the Sample Survey

The field survey results also confirm the secondary data that equity has been achieved in enrolment at primary and upper primary levels in all sample states and union territories, as proportion of students from Scheduled Castes, Scheduled Tribes, Muslim community as well as CWSN have appropriate representation in enrolment compared to their respective share in the total population. Although survey results indicated an overall decrease in the enrolment rates during 2013-2016, yet the survey results at the same time indicated increase in the enrolment during 2013-2016 for Scheduled Tribes and students from other categories like Muslims and CWSN. However state wise variations in enrolment growth rates were observed even among ST and Muslim students. This clearly reflects that efforts have been made under the SSA to enrol children from disadvantaged and minority communities and the CWSN as was the mandate of the RTE Act 2009 (see Table 5.22).

Chart 5.8: Gender Parity Index of Enrolment at Primary and Upper Primary Levels by Social Category, 2015-16

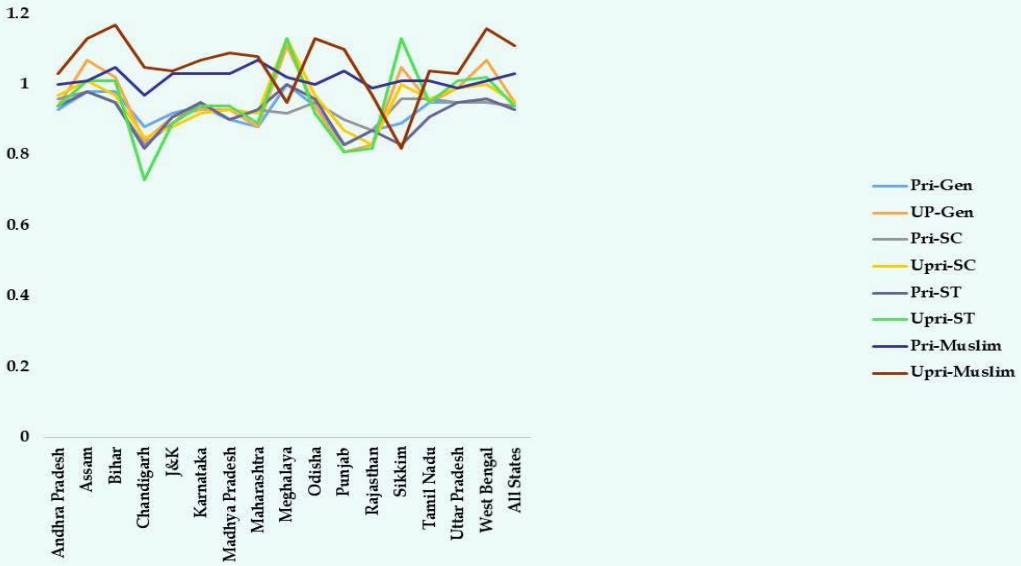


Table 5.22
Growth Rates of Enrolment in Elementary Education by Social Category: General, SC, ST and Other Children, 2016

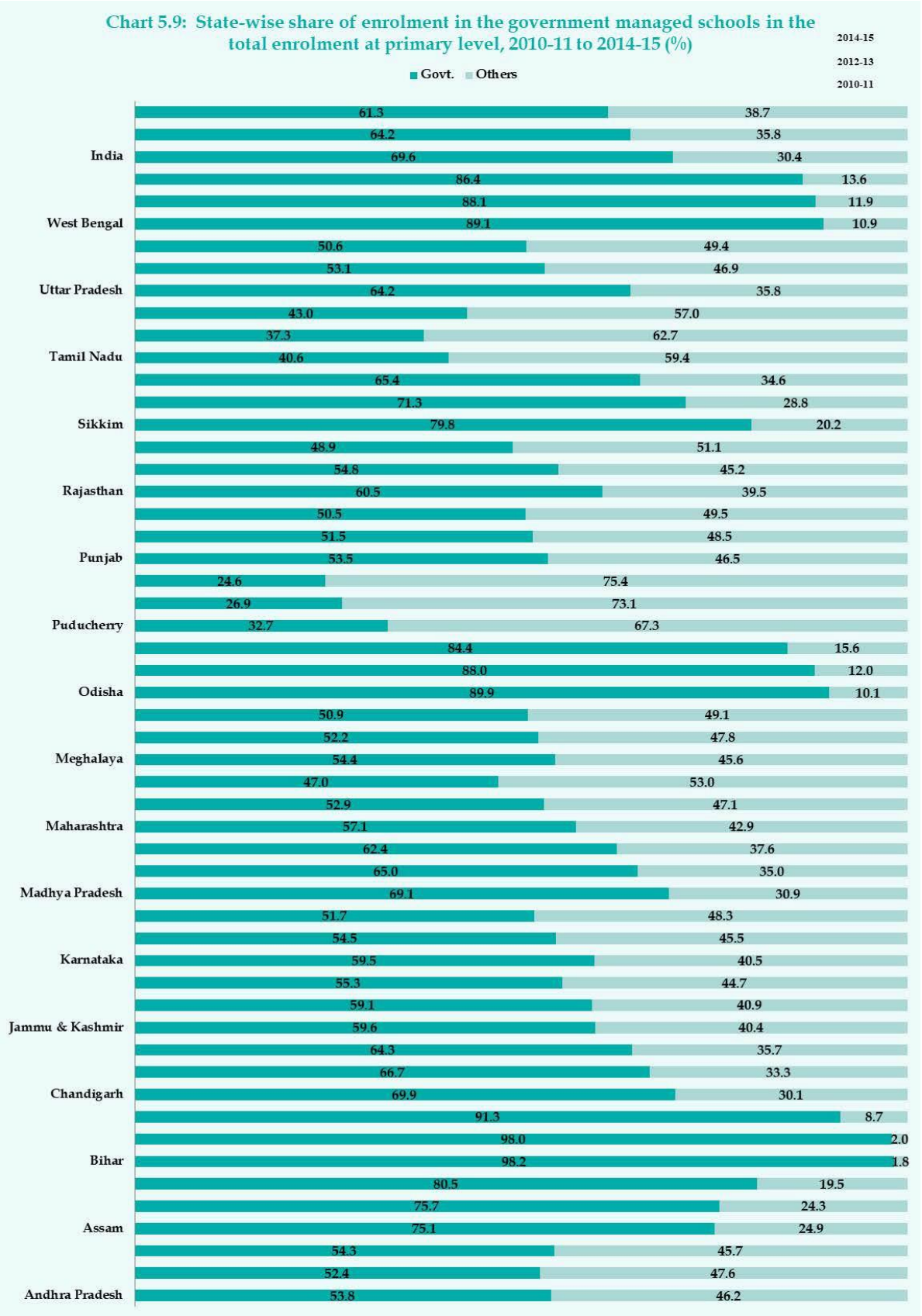
State	Total Enr-olments	Share in the Total Enrolment (%)				Enrolment Growth Rate 2013-2016 (%)			
		General	SC	ST	Others	General	SC	ST	Others
Andhra Pradesh	12958	67.75	19.39	6.86	6	-16.92	-12.18	-35.05	3.56
Assam	8567	46.00	9.61	14.38	30.01	6.89	-6.59	-8.48	3.65
Bihar	6344	66.99	20.62	2.39	10	9.98	10.78	12.79	6.49
Chandigarh	29248	91.87	8.12	0.01	0	-32.11	-27.34	-75.00	0
J&K	5485	28.11	9.17	16.72	46	23.01	27.62	12.12	24.89
Karnataka	14150	52.87	20.13	9.99	17.01	-15.95	40.79	148.29	34.89
Madhya Pradesh	8198	56.97	14.43	25.60	3	-7.86	0.25	3.47	6.85
Maharashtra	25465	62.65	13.81	10.55	12.99	-18.57	19.79	-71.50	-23.8
Meghalaya	13778	6.61	0.54	91.85	1	28.79	-40.63	27.56	4.67
Orissa	18210	50.47	18.02	29.51	2	0.10	-19.67	3.59	6.98
Puducherry	4405	69.58	21.42	0.00	9	-18.18	-14.80	0.00	7.89
Punjab	27280	59.99	38.01	0.00	2	-6.49	0.63	-100.0	12.7
Rajasthan	13168	54.67	20.90	17.43	7	197.68	255.00	185.35	35.89
Sikkim	6235	52.61	8.06	38.34	0.99	6.01	-4.17	-2.99	1.45
Tamil Nadu	25125	69.50	25.63	2.87	2	-16.11	-12.96	-26.00	-4.78
Uttar Pradesh	22976	61.75	28.60	0.66	8.99	-26.72	-18.11	-47.83	-24.87
West Bengal	8130	34.12	24.06	6.82	35	9.20	0.41	-3.73	12.8
ALL	**249722**	62.36	21.22	8.42	8	-12.21	-5.93	13.69	13.76

Source: Field Surveyed Conducted during August- October 2017.

5.18 Elementary Level Enrolment Trends in the Government Sector

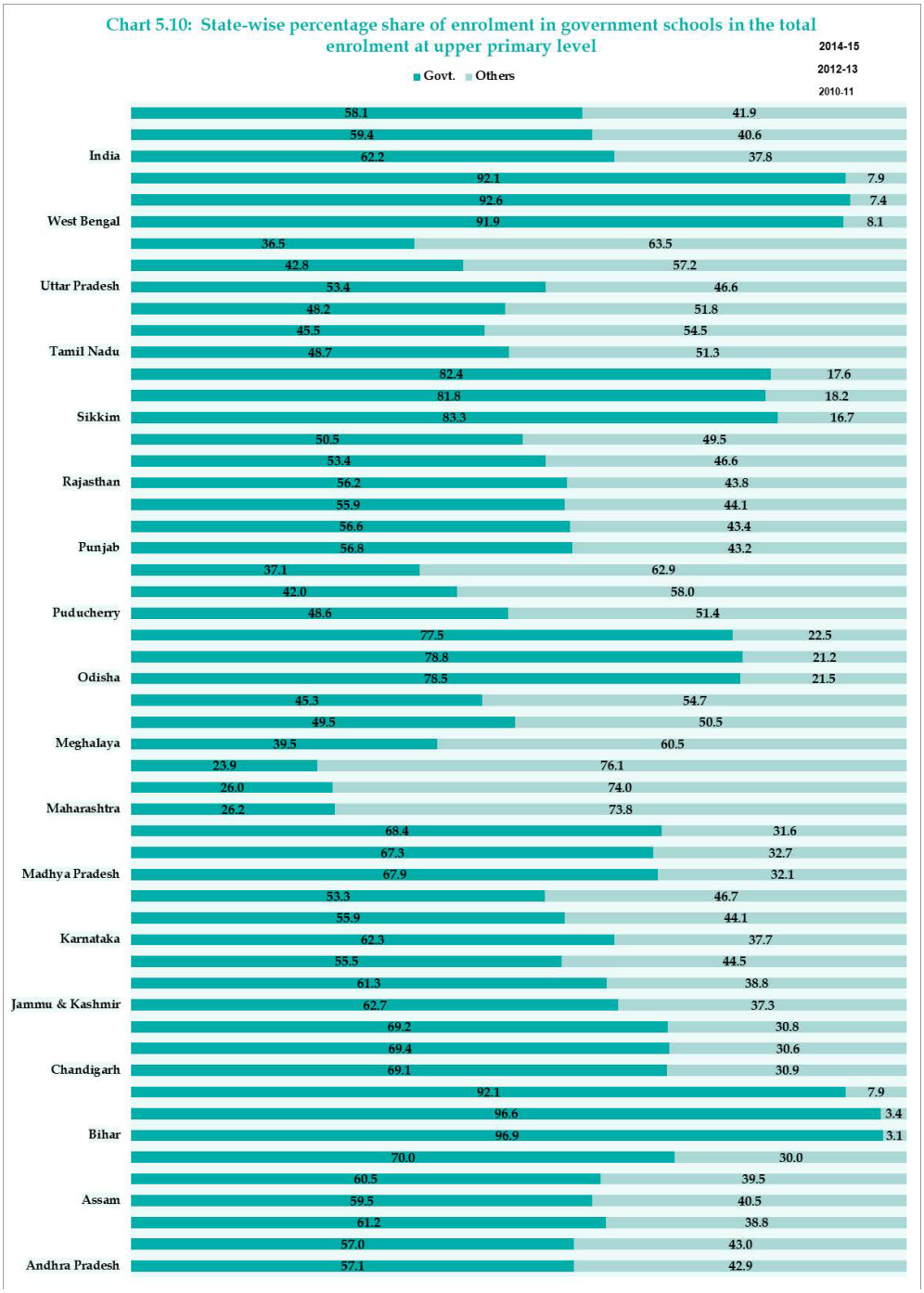
The overall enrolment both in primary and upper primary levels has increased as per the U-DISE data for India during 2010-2016. However, there is a declining trend in the enrolment both at primary and upper primary levels for government schools. About 1.45 crore children enrolled in government schools apparently have moved to private schools between 2009-10 and 2015-16. A report of the 22nd JRM observed the same and desired that reasons for declining enrolment in government managed schools be analysed. The share enrolment in government schools at primary level to total enrolment have come down from 70% in 2010-11 to 59% in 2015-16. Lowest share of enrolment in government schools at primary levels was observed for Tamil Nadu. Puducherry, Andhra Pradesh, Uttar Pradesh, Punjab, Karnataka and Jammu & Kashmir (see Chart 5.9). The decline in enrolment at both primary and upper primary levels for government schools was high for Uttar Pradesh and Rajasthan during the last two years. This was further substantiated by the field survey conducted in 2017 covering 2249 schools (see Table 5.22 and Charts 5.9 and 5.10). At the all India level, the share of enrolment in primary education in the government sector in the total enrolment came down 69.6% in 2010-11 to 61.1% in 2014-15 (see Chart 5.9).

Chart 5.9: State-wise share of enrolment in the government managed schools in the total enrolment at primary level, 2010-11 to 2014-15 (%)



According to the National Sample Survey (NSS), the proportion of children at the primary level attending private schools (aided and unaided combined) increased from 27 per cent in 2007-08 to 38 per cent in 2014. Similarly, for classes VI- VIII, the proportion of children attending private schools increased from 30 per cent to 34 per cent during the same period. These finding further validate the findings of the current assessment that the enrolment in the government sector has been declining over the last few years (see Chart 5.10).

Chart 5.10: State-wise percentage share of enrolment in government schools in the total enrolment at upper primary level



5.19 Enrolment in Government Managed Schools by Social Category

Although enrolment in government managed schools has decreased during the last 7 years, but the most satisfying feature is that the government managed schools have successfully enrolled SCs, STs, Muslims and CWSN as compared to the other schools. Across all states, the proportion of SCs, STs, Muslims and CWSN enrolled in the government managed schools were higher than that of the general students (see Table 5.22). Thus, the SSA has been successful in achieving the mandatory requirement of equity in elementary education enrolment as per the RTE Act 2009 (see Tables 5.20 and 5.23)

Table 5.23

Social Category-wise Percentage Share of Enrolment in Government Managed Schools to the total Enrolment in All Management Schools, 2015-16

State	General				SC				ST				Muslim				CWSN			
	Primary		U. Pri		Primary		U. Pri		Primary		U. Pri		Primary		U. Pri		Primary		U. Pri	
	B	G	B	G	B	G	B	G	B	G	B	G	B	G	B	G	B	G	B	G
Andhra Pradesh	49	57	57	66	67	72	75	78	81	85	82	87	38	46	47	48	82	83	79	94
Assam	77	81	69	71	82	85	77	76	73	77	68	68	82	86	68	56	92	93	76	92
Bihar	90	93	91	93	95	97	96	99	86	90	87	86	88	88	86	72	99	99	99	126
Chandigarh	60	64	67	70	82	80	91	107	35	25	62	82	81	83	89	101	82	84	91	133
Jammu & Kashmir	52	59	52	59	60	66	66	74	80	85	80	90	56	62	54	57	78	81	80	108
Karnataka	47	54	50	55	65	71	64	70	70	77	69	74	39	47	44	44	79	81	74	101
Madhya Pradesh	56	64	62	72	62	70	72	78	86	90	89	94	36	40	46	45	84	86	88	113
Maharashtra	43	48	21	25	50	54	26	28	69	73	35	39	36	40	26	28	54	59	36	49
Meghalaya	51	51	45	44	36	41	23	20	52	52	47	42	43	51	31	29	66	64	60	66
Odisha	80	84	75	78	89	91	82	85	93	94	82	89	64	69	72	69	95	96	86	117
Puducherry	23	26	33	38	39	44	52	55					14	16	25	27	64	68	66	89
Punjab	48	52	54	59	76	79	82	94	73	76	74	72	55	59	61	69	93	93	88	90
Rajasthan	45	55	47	60	57	66	63	75	72	80	71	87	35	41	38	47	78	83	78	109
Sikkim	60	60	81	84	67	69	86	86	64	61	82	72	68	72	84	98	88	87	97	103
Tamil Nadu	42	44	47	50	52	54	58	60	72	74	72	75	23	24	29	29	72	72	72	94
Uttar Pradesh	48	53	32	38	58	62	41	41	71	73	52	51	46	49	31	31	88	87	82	100
West Bengal	83	85	91	90	92	94	98	98	91	92	96	94	84	84	83	67	96	96	94	118

Source: Source: U-DISE 2015-16 Report, UEPA, New Delhi.

5.20 Enrolment Size of Schools

Out of the 2249 sample schools covered during the field survey, 82 schools were having less than 10 enrolments, while 191 school were having 11-20 children, 214 schools were having enrolment between 21-30 and 1762 schools with more than 30 students enrolled in 2017-18. In other words, a little more than one-fifth of sample schools had enrolment less than 30, whereas most of the schools (78%) had enrolment size of more than 30. One in every 10 sample schools had enrolment size ranging between 21 and 30. Small size of schools is a major concern in delivering quality education with efficiency.

Bihar, Puducherry, Sikkim, Jammu & Kashmir and Odisha have high proportion of small schools with less than 10 enrolment. The field survey results depict that a significant proportion of the schools have fewer than 30 students. There seems to be no rational distribution of schools with the school enrolment. These schools are mostly located in sparsely populated areas, particularly remote, tribal and hilly areas. The need for rationalization of small schools, as recently undertaken in Andhra Pradesh and Haryana, and moving towards amalgamation of schools to ensure adequate number of teachers and students and expanding the network of residential schools to cater to the needs of children in sparsely populated areas emerges to be very significant in this context (see Table 5.24).

Table 5.24
Schools Size in Terms of Enrolment (Based on Sample Survey 2017)

State/ UT	Schools Surveyed	% Schools with Student Enrolment			
		Less than 10	11-20	21-30	Above 30
Andhra Pradesh	138	2.17	5.80	9.42	82.61
Assam	79	2.53	5.06	17.72	74.68
Bihar	72	23.61	31.94	30.56	13.89
Chandigarh	45	0.00	0.00	0.00	100.00
Jammu & Kashmir	109	8.26	21.10	6.42	64.22
Karnataka	126	7.14	19.05	9.52	64.29
Madhya Pradesh	89	6.74	14.61	15.73	62.92
Maharashtra	213	5.16	5.16	5.63	84.04
Meghalaya	221	6.79	4.98	10.41	77.83
Orissa	244	8.20	11.48	5.33	75.00
Puducherry	70	11.43	17.14	24.29	47.14
Punjab	85	2.35	4.71	8.24	84.71
Rajasthan	164	1.83	3.66	7.32	87.20
Sikkim	69	10.14	11.59	21.74	56.52
Tamil Nadu	262	0.38	2.29	4.20	93.13
Uttar Pradesh	155	3.87	5.16	9.03	81.94
West Bengal	108	2.78	1.85	7.41	87.96
ALL	**2249**	**3.65**	**8.49**	**9.52**	**78.35**

Source: Field Survey Conducted during August- October 2017.

It may be underlined that, during the field visit, states reported about implementation of new initiatives for weeding out zero enrolment schools. In these states, most of such schools have been merged with the nearest viable schools to maintain the desired teacher- student ratio. However, the survey found many cases where school size was very low. Jammu & Kashmir state still has many schools with zero enrolment.

5.21 Student - Classroom Ratio

The Student- Classroom Ratio (SCR) declined significantly from 36 students per classroom in 2006-07 to 23 students per classroom in 2015-16 depicting 37% decrease in the student-classroom ratio during this period. The SCR in the selected states registered a significant decrease as per the field survey information, and it was found that almost all schools covered in the survey had the SCR of 15. Besides, the SCR was only 4 for Sikkim and 5 for Jammu & Kashmir. Bihar had the highest SCR of 128 at the elementary level, followed by Tamil Nadu, Chandigarh and Maharashtra. The field survey results indicated lower SCR than recorded by the U-DISE data for 2015-16 (see Table 5.25).

The Student-School Ratio (i.e. the average school size) of schools covered in the survey was 111. However, variations were found in the student-school ratio as it was found highest in Chandigarh, Punjab, and Uttar Pradesh. Majority of these schools had classes I-VIII.

Table 5.25
Student/ Classroom Ratio (Based on Sample Survey 2017)

State/ UT	All Management Schools UDISE Data Student/ Classroom Ratio		Field Survey Results 2017 Student/ Classroom, and Student/School Ratio		
	2010-11	2015-16	Surveyed Schools	Student / Class-room Ratio	Student / School Ratio
Andhra Pradesh	23	17	138	17	94
Assam	29	23	79	19	108
Bihar	83	47	72	128	88
Chandigarh	43	33	45	27	650
Jammu & Kashmir	18	16	109	5	50
Karnataka	24	21	126	13	112
Madhya Pradesh	29	17	89	11	92
Maharashtra	31	26	213	22	120
Meghalaya	18	12	221	12	62
Orissa	27	21	244	9	75
Puducherry	23	21	70	6	63
Punjab	21	19	85	13	321
Rajasthan	23	16	164	13	80
Sikkim	14	8	69	4	90
Tamil Nadu	27	21	262	26	96
Uttar Pradesh	35	26	155	10	148
West Bengal	40	25	108	14	75
ALL	**31**	**23**	**2249**	15	111

Source: Source: U-DISE 2010-11 and 2015-16 Report, UEPA, New Delhi.

Field Survey Conducted during August- October 2017.

5.22 Out-of-School Children

The need to address the education of the out-of-school children (OOSC) played a significant role at the commencement of the SSA. The number of the OOSC was estimated at 30 million in 2001. However, the SSA has been very successful in bring down the number of OOSC significantly to 134 lakhs in 2005, and again to 81 lakhs in 2009 and 61 lakhs in 2013. According to the latest data from the National Sample Survey (Estimation of Out-of-School Children in the Age Group of 6-13 in India, IMRB Study, 2014), available on the MHRD website, four states accounted for the majority of OOSC. These four states were Uttar Pradesh, Bihar, Rajasthan and Madhya Pradesh (see Table 5.26). It would require a diversified effort of many organizations, non-governmental and governmental, to reach out to this hard to reach children with their very diverse background and to develop solutions with them.

It is very difficult to estimate the actual number of the out-of-school children both in rural and urban areas. In case of urban areas, a large number of out-of-school children are found in slums and these children are engaged as wage workers mostly in the unorganised sector. Similarly, children of migrant labourers working at construction sites are also out of school in large numbers.

Table 5.26
Out-of-School Children (Based on Sample Survey 2017)

State	Out-of-School Children as per IMRB National Sample Survey-2014	Out of School Children in Slum Areas as per the National Sample Survey (2014)	Migrant Children Covered under SSA	Field Survey Results 2017		
				Child-ren Aged 6-14 in surveyed HH	Percent Child-ren Out of School	Per cent Child-ren drop-out of school
1 A&N Islands	1015	275	0			
2 Andhra Pradesh*	107829	14080	20663	372	3.22	3.22
3 Arunachal Pradesh	6517	0	0			
4 Assam	157813	14947	18131	423	3.54	2.36
5 Bihar	1169722	41096	3741	232	4.74	3.44
6 Chandigarh	1090	0	0	198	0	0
7 Chhattisgarh	167072	0	1131			
8 D & N Haveli	745	0	0			
9 Daman & Diu	421	0	0			
10 Delhi	85084	79631	0			
11 Goa	0	0	0			
12 Gujarat	159308	37893	49957			
13 Haryana	43879	2849	0			
14 Himachal Pradesh	2176	0	0			

State	Out-of-School Children as per IMRB National Sample Survey-2014	Out of School Children in Slum Areas as per the National Sample Survey (2014)	Migrant Children Covered under SSA	Field Survey Results 2017		
				Child-ren Aged 6-14 in surveyed HH	Percent Child-ren Out of School	Per cent Child-ren drop-out of school
15 J&K	45468	0	36766	502	1.79	0.99
16 Jharkhand	140426	0	3244			
17 Karnataka	122139	25540	7990	413	3.87	3.14
18 Kerala	33161	0	0			
19 Lakshadweep	267	0	0			
20 Madhya Pradesh	450952	77125	11259	235	5.10	3.82
21 Maharashtra	145326	34754	51808	547	2.92	2.19
22 Manipur	7037	0	0			
23 Meghalaya	17237	0	0	578	2.59	2.24
24 Mizoram	972	0	0			
25 Nagaland	2896	0	0			
26 Odisha	401052	23876	13811	674	1.33	1.03
27 Puducherry	285	0	0	98	0	0
28 Punjab	91578	11776	0	305	1.31	0.65
29 Rajasthan	601863	5972	1000	389	2.31	1.79
30 Sikkim	535	0	0	98	0	0
31 Tamil Nadu	57529	22983	2605	364	0.82	0.82
32 Tripura	4518	277	4471			
33 Uttar Pradesh	1612285	7308	0	579	2.93	2.07
34 Uttarakhand	86794	15332	641			
35 West Bengal	339239	57417	0	298	3.02	2.34
Total	**6064230**	**473131**	**227218**	**6305**	**2.49**	**1.90**

Source: Lok Sabha Unstarred Question No. 3540, dated on 21.12.2015 and IMRB Survey 2014.

Field Survey -2017

The field survey results in 2017 also indicated that 2.49% children aged 6-14 years were not attending schools during the survey period. The survey results depicted that 1.90% out- of-school children had actually dropped out of schools and were not continuing further schooling. Thus, school environment was probably responsible for keeping them out of school. Poor teaching, harsh treatment from teachers meted out to students and non-availability of textbooks and income poverty were stated as main reasons for dropping out of the school (Table 5.25).

CHAPTER VI

Human Resources and Teaching-Learning Environment

Chapter VI
Human Resources and Teaching-Learning Environment

There has been significant increase in the number of teachers at elementary levels across all states. Gender gap in teachers at both primary and upper primary levels has reduced significantly.

PTR has decreased substantially both at primary and upper primary levels since the implementation of SSA in 2001.

About 7 Percent schools continue to have single teacher schools and 13% teachers were contractual teachers.

Majority of the teachers had received in-service training, but most in-service teacher needs are still met by a one-size fits all 'training' approach. Transaction in this training is also largely one-way.

There is a large number of subject teacher vacancies (especially in Mathematics, Science, and Language) at the upper primary level.

Classroom processes remain mostly 'traditional' with mostly one-way transmission and little interaction. Teachers ask questions and students speak only when spoken to. Students are mostly treated as passive receivers of knowledge with very little active participation in their own learning.

6.1 Teaching-Learning Environment: Teacher Availability

The Sarva Shiksha Abhiyan, a flagship programme of the Government of India for universalisation of elementary education, has designed and implemented several interventions that seek to improve the quality of elementary education. One of the priority areas of intervention under the SSA is to improve the school environment, including the teaching-learning environment as a pre-condition for delivering quality education. It recognised the fact that the physical space of schools can be transformed into learning spaces only if certain basic provisioning is ensured. This provisioning in schools includes, inter alia, deployment of an adequate number of teachers, comfortable teacher/student ratio, basic infrastructure and teaching-learning material, facilities for training of teachers, structures to provide regular on site academic support, grants to facilitate development of teaching-learning material at the school level to aid classroom instruction, supply of textbooks for children, etc.

Besides, the SSA considers the teacher central to all interventions for delivering good quality education. In other words, the SSA recognised that teachers matter for school effectiveness and driving change at school level for ensuring equity and quality in education. Accordingly, teachers occupy a critical space in designing and implementing the SSA. If education is to improve, teaching has to improve. Any change effort has to recognize the centrality of the teacher. Teaching is an intellectually and ethically demanding profession. Teachers must be seen as independent, capable, and responsible professionals with respect for their professional identity and knowledge. Moreover, the quality of

teaching is, to a large extent, dependent upon the availability of trained and professionally competent teachers and teaching-learning material in the schools.

Needless to mention, the SSA places great emphasis on preparing teachers for teaching, evaluation and mentoring by building their capacity through a series of training and related professional development programmes. The SSA provides for regular in-service training for 20 days for every teacher every year, along with facilities for 30-day induction training for newly recruited teachers and 60-day training for teachers who have not received pre-service training. Training covers several pedagogical issues, including content and methodology to improve teaching-learning practices in the classroom. States are required to start exploring several innovative means of imparting these trainings, including use of distance, self-learning mode and use of the educational technology.

Teacher training under the SSA emphasizes child-centred pedagogy and competency based teaching-learning methods. The NCERT has prepared guidelines for in-service teacher training under the SSA entitled, 'The Reflective Teacher', which advocates an optimum training duration of about 10 days per year. In-service training as suggested by the NCERT should be split up into institutional training or training 'on site' (that is, in the school), implementation of recommended strategies by teachers in their own classroom settings, and finally, meetings at BRC and CRC levels to facilitate peer interaction amongst teachers.

Improving teaching-learning environment in schools is one of the major prerequisite for ensuring enrolment, retention, transition to higher classes and quality of learning outcomes. It is also one of the major requirements for improving girls' participation in elementary education and promoting gender equity in school education. For example, parents feel assured to send their daughter to school if women teachers are in position in the school. Similarly, appropriate teacher/pupil ratio and competency of teachers not only improve participation and retention but also make schools attractive to parents. The SSA envisaged maintaining appropriate teacher/ pupil ratio and regular teacher trainings at CRCs and BRCs.

Review of the performance of the SSA during the last one and half decades reveals significant increase in the number of teachers deployed at the elementary level across all states and UTs. The number of teachers at the elementary level (all managements) has increased substantially after the implementation of the RTE Act in 2010. In India, the number of teachers increased from 6.22 million in 2010-11 to 8.07 million in 2015-16. The country recorded an overall increase of 29.7% in the number of teachers during this period (see Table 6.1 and Chart 6.1). According to the MHRD, appointment of 15.58 lakh teachers had been made under the SSA until September 2015.

At the sub-national level, all states and UTs have witnessed p-phenomenal growth in the deployment of teachers at the elementary level of education during the last one and half decades because of implementation of the SSA. However, impressive increase in teacher recruitment was found in Punjab, Tamil Nadu, Chandigarh, Rajasthan, Sikkim, Uttar Pradesh, Bihar and Odisha during 2010-11 to 2015-16, many of these states, except Tamil Nadu and Punjab, were educationally less developed at the time of implementation of the SSA in 2001-02 (see Table 6.1 and Chart 6.1).

Table 6.1
Teachers in Position in Government Primary and Upper Primary Schools/Sections

States	2010-11	2012-13	2014-15	2015-16	Growth Rate 2010-2016
Andhra Pradesh*	5,48,699	5,19,749	300566	276900	-49.5
Assam	2,39,628	2,77,532	296609	302001	26.0
Bihar	3,38,472	3,61,466	451485	467877	38.2
Chandigarh	6,174	7,524	8553	9309	50.8
Jammu & Kashmir	1,49,526	1,47,034	155282	157847	5.6
Karnataka	2,97,864	3,06,350	315408	312662	5.0
Madhya Pradesh	4,32,218	4,64,018	522690	528609	22.3
Maharashtra	5,33,627	6,32,595	656673	666338	24.9
Meghalaya	40,539	41,048	43170	44148	8.9
Odisha	2,38,762	2,72,173	299981	314988	31.9
Puducherry	11,716	11,744	11816	12128	3.5
Punjab	1,47,987	2,26,570	242375	250470	69.3
Rajasthan	4,56,663	5,60,412	627045	656083	43.7
Sikkim	10,493	12,356	13625	15077	43.7
Tamil Nadu	3,32,845	4,74,211	542188	557801	67.6
Uttar Pradesh	7,26,729	9,53,807	1009333	1018912	40.2
West Bengal	4,75,928	5,37,047	566484	565646	18.9
India	**62,26,893**	**73,54,151**	**7963007**	**8076756**	**29.7**

Source: Source: U-DISE 2010-11 and 2015-16 Report, UEPA, New Delhi.

Note: * Negative growth rate of teacher in Andhra Pradesh over the period is due to carving out of Telangana as a separate state from Andhra Pradesh in 2014.

Chart 6.1: Growth of the number of teachers at the elementary level in select states and UTs, 2010-2016 (%)

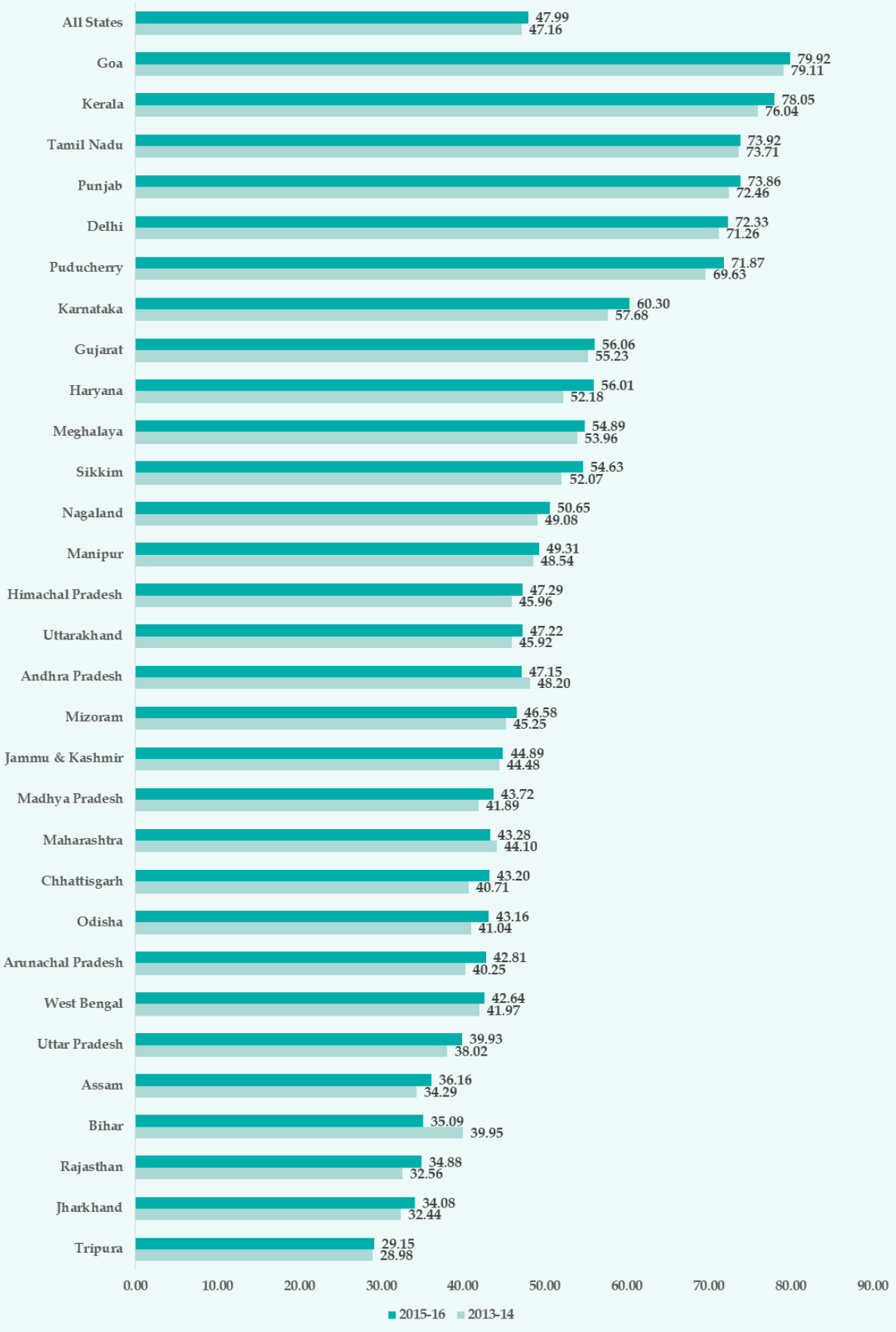
6.2 Teaching-Learning Environment: Gender Composition of Teachers

The gender gap in teachers' availability in elementary schools has been significantly reduced, as several research reports had found non-availability of female teachers as one of the major causes of non-enrolment of girls as well as high dropout rates of girls before completing the full cycle of elementary schooling. Analysis of U-DISE data reveals that, except for Bihar, Maharashtra and Andhra Pradesh, all other major states had witnesses increase in the share of female teachers in total teachers in position for the elementary stage of education (see Chart 6.2).

At the all India level, the share of female teachers in the total teachers for elementary education was around 48% in 2015-16. The share of the female teachers in the total elementary level teachers was above the national average many states including Goa, Kerala, Tamil Nadu, Punjab, Delhi, Karnataka, Gujarat and Haryana. The share of female teachers in the total elementary teachers was also higher than national average in three northeasters states – Sikkim, Nagaland and Manipur in 2015-16. In 2015-16, the share of the female teachers in the total elementary level teachers was highest in Goa, followed by Kerala, Tamil, Nadu, Punjab, Delhi, Puducherry, Karnataka, Gujarat, and Haryana. At the same time, the share of female teachers in the total elementary level teachers was the least in Tripura (29.15%). West Bengal, Uttar Pradesh, Assam, Bihar, Rajasthan and Jharkhand had relatively low share of female teachers in the total teachers at the elementary level of education (see Chart 6.2).

Source: U-DISE Flash Statistics, 2015-16. NIEPA, New Delhi.

Chart 6.2: State-wise percentage share of female teachers in the total teachers (in all schools)



However, the field survey in 2017 had mixed findings on the share of female teachers in total teachers at the elementary level. Out of the total number of teachers covered in the survey (i.e. 12,216) in 2249 schools across 17 States and UTs, 49% were female teachers. This finding from the field survey indicates that there has been increase in the proportion of female teachers as compared to the U-DISE data for 2015-16. However, at the sub-national level, Assam, Bihar, Rajasthan, Uttar Pradesh and West Bengal reported less proportion of female teachers in the total teachers for elementary education (see Table 6.2 and Chart 6.3). On the other hand, Tamil Nadu, Punjab, Chandigarh, Jammu & Kashmir, Puducherry, Meghalaya and Andhra Pradesh reported high proportion of female teachers in the selected sample schools in 2017.

This implies that these states had progressed in improving the share of female teachers in the total teachers at the elementary level of education (see Chart 6.3). Percent girl enrolment and percent female teachers is reported high in case of Puducherry, Jammu & Kashmir, Sikkim and Tamil Nadu. But similar trends were not found in case of other states.

The survey results also depict an overall 5 teachers per school, which is comfortable but still below the one teacher per class norm (see Table 6.2). However, Chandigarh and Sikkim recorded 20 teachers per school. Both these states have many high schools included in the sample. Least number of teachers per school was found in Bihar, Meghalaya and West Bengal. High proportion of female teachers were reported from Jammu & Kashmir and Tamil Nadu recorded 7 and 6 teachers per school respectively (see Table 6.2).

Table 6.2

Proportion of Female Teachers in the Total teachers in Sample Schools, 2017

State	Number of Schools Covered	Teachers			Percent Girls Enrolment	Teacher per School
		Numbers	% M	% F		
Andhra Pradesh	138	668	47	53	48	5
Assam	79	289	55	45	51	4
Bihar	72	203	55	45	50	3
Chandigarh	45	888	30	70	49	20
Jammu & Kashmir	109	785	52	58	51	7
Karnataka	126	564	48	52	50	4
Madhya Pradesh	89	260	53	47	49	3
Maharashtra	213	898	52	48	47	4
Meghalaya	221	560	45	55	50	3
Orissa	244	929	53	47	52	4
Puducherry	70	360	30	70	53	5

Punjab	85	1125	28	72	48	13
Rajasthan	164	623	58	42	49	4
Sikkim	69	1361	43	57	51	20
Tamil Nadu	262	1536	25	75	50	6
Uttar Pradesh	155	832	55	45	50	5
West Bengal	108	335	54	46	53	3
ALL	**2249**	**12216**	**51**	**49**	49	**5**

Source: Sample Survey 2017.

Chart 6.3: Percentage share of female teachers in the total teachers in sample schools covered during the field survey, 2017

6.3 Teachers' Educational Attainment

Among the 12,216 teachers from 2249 elementary schools covered in the survey, around 27% had education up to class 12, while 38% teachers were educated up to graduation level and the rest 35% were educated up to the post-graduation and above level. A significant proportion of teachers had education only up to class 12 in case of Assam, Odisha, Meghalaya, Sikkim and West Bengal. Puducherry, Andhra Pradesh, Tamil Nadu and Jammu & Kashmir had a significant proportion of teachers with both graduation and post-graduation level of education. Around 90% of teachers in Bihar were educated only up to graduation level (see Table 6.3). thus, the educational attainment of teachers at elementary level is found to be relatively high in most of the selected states in 2017.

Table 6.3

Educational Attainment of Teachers in Sample Schools, 2017

State	Number of Teachers Covered	Educational Qualification of Teachers (%)		
		Up to Class 12	Graduation	Post-Graduation and above
Andhra Pradesh	668	12.50	45.31	42.19
Assam	289	51.30	40.00	8.70
Bihar	203	2.56	89.74	7.69
Chandigarh	888	19.28	38.55	42.17
Jammu & Kashmir	785	18.98	40.62	40.40
Karnataka	564	17.68	19.94	62.38
Madhya Pradesh	260	26.19	46.83	26.98
Maharashtra	898	20.22	48.48	31.30
Meghalaya	560	55.42	34.91	9.67
Orissa	929	58.21	34.33	7.46
Puducherry	360	6.29	44.06	49.65
Punjab	1125	20.27	25.00	54.73
Rajasthan	623	14.72	32.52	52.76
Sikkim	1361	43.31	42.04	14.65
Tamil Nadu	1536	15.42	30.85	53.73
Uttar Pradesh	832	15.52	46.26	38.22
West Bengal	335	32.11	36.70	31.19
ALL	**12216**	**26.59**	**38.13**	**35.28**

Source: Sample Survey 2017.

6.4 Single, Two and More than Two-teacher Elementary Schools

Single teacher schools are still found across all major states. Particularly, many primary schools with small enrolment continue to have one teacher managing all the grades. Multi-grade teaching is a norm in these small primary schools. During the period between 2008-09 and 2015-16, the proportion of single teacher schools imparting elementary education went down significantly, the share of single-teacher primary schools has increased marginally from 9.71% in 2008-09 to 10.67% in 2015-16 (see Table 6.4). However, only7.5% of all schools imparting elementary education had a single teacher in 2015-16, whereas this proportion was as high as 13.25% in 2008-09. This improvement can be largely attributed to the interventions implemented under the SSA (see Table 6.4).

At the sub-national level, in 2008-09, a large proportion of single-teachers primary schools were found in Arunachal Pradesh, Goa, Rajasthan, Madhya Pradesh, Assam, Uttarakhand, Manipur and Chhattisgarh and many of these states had reduced this proportion in 2015-16 due to the interventions implemented under the SSA (see Table 6.4). States like Arunachal Pradesh, Goa, Rajasthan, Jharkhand, Andhra Pradesh, Telangana, Karnataka and Madhya Pradesh continued to have high proportion of single-teacher primary schools in 2015-16. However, many of these states had significantly reduced the proportion of single-teacher schools imparting elementary education between 2009-08 and 2015-16 (see Table 6.4).

Arunachal Pradesh, Goa, Jharkhand, Andhra Pradesh and Madhya Pradesh still had high proportion of single teacher schools, ranging between 3% and 29% (U-DISE, 2015-16). This clearly indicates a large proportion of schools imparting elementary education in these states are yet to confirm to the teacher norms prescribed in the RTE Act 2009. Moreover, relatively more proportion of government managed schools (around 10%) are found having a single teacher schools indicating single-teacher schools are still prevalent even after concerted efforts under the SSA to eliminate the same (see Table 6.4). It may be mentioned that, geophysical features of states and the unwillingness of teachers to serve in remote and difficult areas partly explain the prevalence of single-teacher school imparting elementary education.

Table 6.4
Percentage Share of Single Teachers Schools at the Elementary Level in States and UTs, 2008-09 and 2015-16

State/UT	% Single-Teacher Schools				% Single-Teacher Schools with 15 and More Students			
	Primary Schools		All Schools		Primary Schools		All Schools	
	2008-09	2015-16	2008-09	2015-16	2008-09	2015-16	2008-09	2015-16
Andhra Pradesh	9.02	23.40	13.28	15.94	8.91	13.95	6.07	9.79
Arunachal Pradesh	50.23	42.66	63.98	26.99	36.76	24.29	29.24	15.75
Assam	24.87	2.68	33.31	2.03	26.66	2.08	19.88	1.59
Bihar	4.93	7.53	6.22	4.24	6.05	7.46	4.80	4.18
Chandigarh	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Chhattisgarh	12.22	6.09	15.18	5.03	13.74	4.83	10.89	4.02
Delhi	0.06	0.40	0.12	0.23	0.08	0.29	0.04	0.17
Goa	21.37	31.35	31.20	20.86	12.59	10.48	8.57	6.98
Gujarat	2.07	3.92	5.54	1.54	5.09	3.20	1.93	1.27
Haryana	3.08	8.03	4.23	4.82	3.90	5.45	2.83	3.62
Himachal Pradesh	9.45	11.89	13.43	8.19	10.54	6.48	7.44	4.57
J&K	12.73	11.70	20.79	6.11	17.75	6.33	10.88	3.34
Jharkhand	7.41	25.88	10.24	16.40	10.15	24.54	7.35	15.58
Karnataka	8.09	17.44	16.31	8.73	8.69	9.18	4.54	5.00
Kerala	0.66	4.13	0.65	2.22	0.27	1.53	0.45	0.84
Lakshadweep	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Madhya Pradesh	14.63	14.17	17.44	13.27	17.24	12.99	14.34	12.45
Maharashtra	7.24	5.44	14.21	3.09	11.69	3.46	5.98	1.98
Manipur	11.58	10.98	18.00	6.78	17.01	8.34	10.93	5.18
Meghalaya	13.46	10.47	18.05	7.51	12.28	8.32	9.11	5.90
Mizoram	1.80	4.48	0.93	2.51	0.80	3.84	0.92	1.99
Nagaland	2.37	3.72	3.69	1.71	3.13	1.98	2.02	0.93
Odisha	7.41	5.67	12.22	3.56	11.30	4.51	6.87	2.91

State/UT	% Single-Teacher Schools				% Single-Teacher Schools with 15 and More Students			
	Primary Schools		All Schools		Primary Schools		All Schools	
	2008-09	2015-16	2008-09	2015-16	2008-09	2015-16	2008-09	2015-16
Puducherry	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Punjab	5.50	9.95	8.12	5.50	7.44	8.22	5.05	4.60
Rajasthan	16.27	29.11	31.42	11.89	30.33	24.98	15.72	10.22
Sikkim	0.35	0.42	0.50	0.23	0.25	0.00	0.17	0.00
Tamil Nadu	2.16	3.56	3.11	2.23	2.86	3.00	2.00	1.88
Telangana	-	19.82	-	11.91	-	11.81	-	7.54
Tripura	0.92	0.31	1.19	0.17	1.09	0.31	0.87	0.17
Uttar Pradesh	7.49	8.55	3.65	8.29	3.52	8.44	6.88	8.05
Uttarakhand	14.95	8.78	19.85	6.58	16.43	4.08	12.33	3.25
West Bengal	4.08	3.96	4.75	3.67	4.63	3.31	3.96	3.01
India	**9.71**	**10.67**	**13.25**	**7.50**	**11.43**	**8.56**	**8.44**	**6.19**

Source: U-DISE Flash Statistics (elementary Education), 2015-16. NIEPA, New Delhi.

The field survey results depicted that there were around 7% of single-teacher, 30% of two-teacher and 63% of three or more-teacher schools imparting elementary education across the selected sates in 2017 (see Table 6.5 and Chart 6.4). Relatively a large proportion of single-teacher sample schools was found in Andhra Pradesh, Madhya Pradesh, Karnataka and Maharashtra. A significant percentage of schools (around 30%) were having only two teachers. Two-teacher schools were mostly found in Meghalaya, Tamil Nadu, West Bengal, Andhra Pradesh, Madhya Pradesh, Odisha and Karnataka (see Table 6.5). The findings of the field survey indicate that concerted efforts still need to be made to improve the teacher deployment in schools imparting elementary education to confirm to the norms prescribed in the RTE Act 2009.

Table 6.5
Percentage Distribution of Sample Schools by Number of Teachers in Position during the Field Survey, 2017

State	Percent Single Teacher Schools- UDISE		Sample Survey- 2017 Results			
	All Manage-ments 2014-15	Government Management 2015-16	Surveyed Schools	% Single teachers School	% two teachers schools	% more than 2 teacher school
Andhra Pradesh	16	19	138	12.59	37.06	50.35
Assam	2	2	79	5.26	18.42	76.32
Bihar	4	5	72	0.00	0.00	100.00
Chandigarh	0	0	45	0.00	0.00	100.00
Jammu & Kashmir	6	7	109	2.13	16.31	81.56
Karnataka	9	11	126	8.00	33.00	60.00
Madhya Pradesh	13	16	89	12.19	39.18	48.64
Maharashtra	3	4	213	6.07	31.31	62.62
Meghalaya	8	3	221	1.36	50.68	47.96
Orissa	3	3	244	1.29	43.78	54.94
Puducherry	0	0	70	4.55	4.55	90.91
Punjab	6	8	85	0.00	16.20	83.80
Rajasthan	12	17	164	4.00	27.33	68.67
Sikkim	0	0	69	1.69	1.69	96.61
Tamil Nadu	2	3	262	0.64	44.87	54.49
Uttar Pradesh	8	9	155	0.61	7.88	91.52
West Bengal	4	4	108	4.00	39.02	56.98
ALL	**8**	**10**	**2249**	**7.10**	**29.83**	**63.07**

Source: Field Survey of Sample Schools in 2017.

There seems to be irrational distribution of teachers among elementary schools in many states as schools with less enrolment have more number of teachers than the stipulated norm. It was found during the field survey that around 3.5% of schools with less than 10 enrolment had on an average 3 teachers per school. Many schools with less than 30 enrolment had on an average 4 to 5 teachers per school (see Table 6.6). Rationalization of teacher deployment across schools imparting elementary education should be done as the survey found many schools with less enrolment and yet having high number of teachers (see Table 6.6).

Chart 6.4: Percentage distribution of sample schools by number of teachers in position during the field survey in 2017

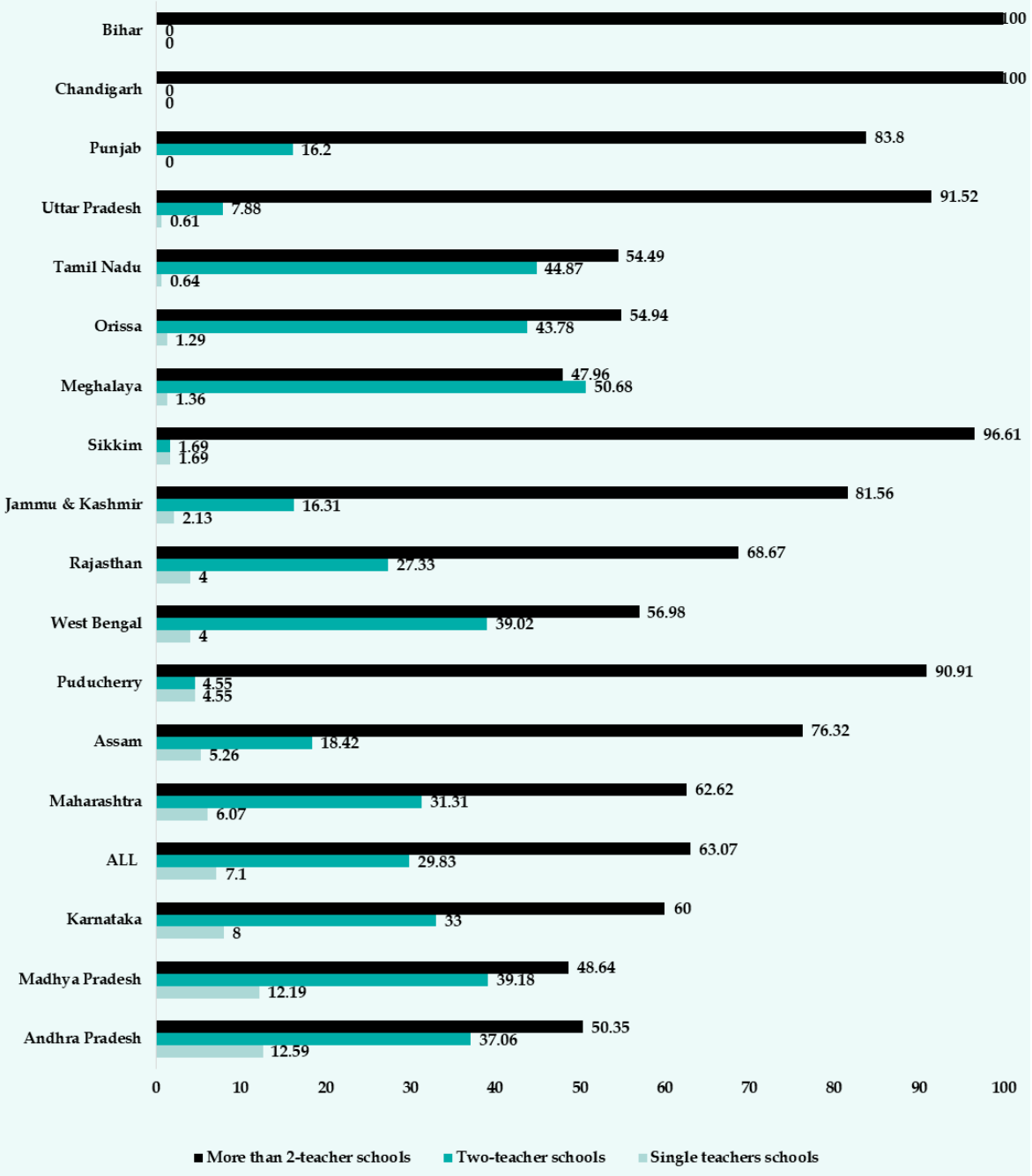


Table 6.6
Enrolment Size and Average Number of Teachers in Sample Schools, 2017

State/ UT	Schools Surveyed	% Schools with Enrolment					
		Less than 10		11-20		21-30	
		% Schools	Teachers/ school	% Schools	Teachers/ school	% Schools	Teachers/ school
Andhra Pradesh	138	2.17	1	5.80	3	9.42	3
Assam	79	2.53	2	5.06	6	17.72	4
Bihar	72	23.61	2	31.94	3	30.56	4
Chandigarh	45	0.00		0.00		0.00	
J&K	109	8.26	1	21.10	4	6.42	5
Karnataka	126	7.14	1	19.05	2	9.52	5
Madhya Pradesh	89	6.74	2	14.61	3	15.73	4
Maharashtra	213	5.16	2	5.16	3	5.63	5
Meghalaya	221	6.79	1	4.98	3	10.41	3
Orissa	244	8.20	2	11.48	3	5.33	5
Puducherry	70	11.43	2	17.14	3	24.29	5
Punjab	85	2.35	2	4.71	2	8.24	4
Rajasthan	164	1.83	2	3.66	2	7.32	5
Sikkim	69	10.14	3	11.59	5	21.74	6
Tamil Nadu	262	0.38	3	2.29	2	4.20	5
Uttar Pradesh	155	3.87	3	5.16	3	9.03	5
West Bengal	108	2.78	3	1.85	4	7.41	5
ALL	**2249**	**3.65**	**3**	**8.49**	**3**	**9.52**	**4**

Source: Field Survey Conducted during August- October 2017.

6.5 Pupil / Teacher Ratio (PTR)

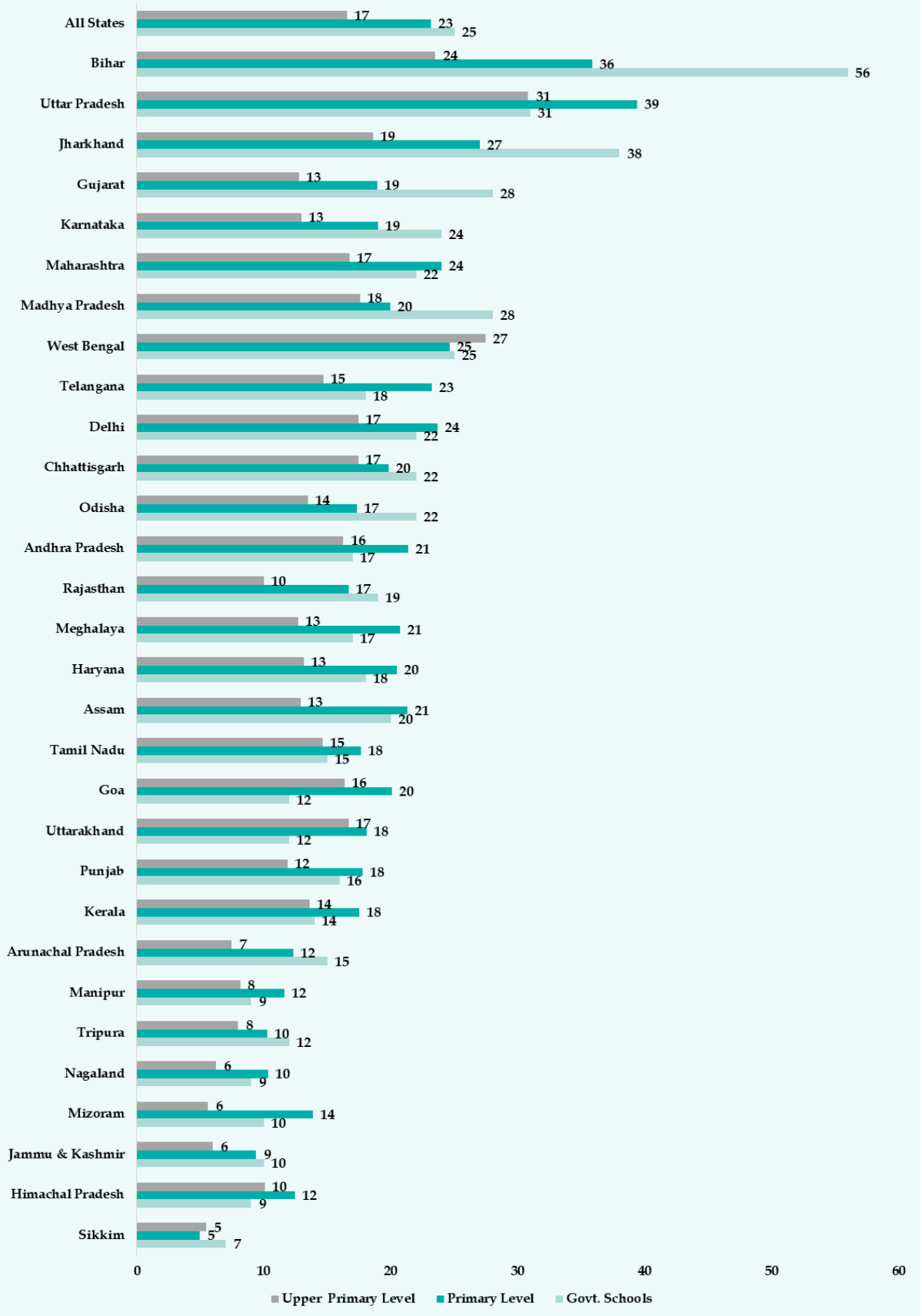
The Pupil-Teacher Ratio (PTR) has improved substantially both at primary and upper primary levels since the implementation of the SSA in 2001. At the national level, the PTR at primary level decreased from 43 in 2000-01 to 23 in 2015-16. Similarly, the PTR decreased for upper primary schools from 38 in 2000-01 to 17 in 2015-16. The PTR in government managed schools imparting elementary education was 23 in 2015-16 (U-DISE 2015-16). However, the PTR in government managed schools in Bihar was unusually very high. The PTR in government managed schools in most States and UTs was less than 30. As expected, very low PTR was found in north-eastern states, J&K, Himachal Pradesh, Kerala, Punjab and Uttarakhand in 2015-16 (see Table 6.7 and Chart 6.5).

Table 6.7
Pupil/ Teacher Ratio (Sample Survey 2017)

State/ UT	All Management Schools Pupil/ Teacher Ratio (U-DISE Data)		Field Survey Results 2017 (Pupil/ Teacher Ratio)			
	All Management 2014-15	Government Management 2015-16	Surveyed Schools	Total Students	Total Teachers	Pupil / Teacher Ratio
Andhra Pradesh	20	17	138	12958	668	1:19
Assam	18	20	79	8567	289	1:30
Bihar	50	56	72	6344	203	1:31
Chandigarh	17	19	45	29248	888	1:33
Jammu &Kashmir	12	10	109	5485	785	1:7
Karnataka	27	24	126	14150	564	1:25
Madhya Pradesh	24	28	89	8198	260	1:32
Maharashtra	24	22	213	25465	898	1:28
Meghalaya	18	17	221	13778	560	1:25
Orissa	20	22	244	18210	929	1:20
Puducherry	14	10	70	4405	360	1:12
Punjab	16	16	85	27280	1125	1:24
Rajasthan	19	19	164	13168	623	1:21
Sikkim	7	7	69	6235	1361	1:5
Tamil Nadu	17	15	262	25125	1536	1:16
Uttar Pradesh	36	31	155	22976	832	1:28
West Bengal	23	25	108	8130	335	1:24
ALL	**24**	**23**	**2249**	**249722**	**12216**	**1:20**

Source: Field Survey Conducted during August- October 2017.

Chart 6.5: State-wise PTR in government schools and at primary and upper primary levels, 2015-16



Source: U-DISE Flash Statistics, 2015-16. NIEPA, New Delhi.

The findings indicate that, except Bihar, Uttar Pradesh and Jharkhand, all other states have the PTR at primary and upper primary and upper primary levels within the stipulated norms of the RTE Act 2009. Although a significant number of primary and upper primary schools are in the private sector in Uttar Pradesh, still PTR, particularly at the upper primary level has not been favourable. The government managed schools have better PTR at primary and upper primary levels compared to that of all schools.

Among the surveyed schools, the pupil/teacher ratio was found as 1:20. However, higher pupil/teacher ratio was observed in Bihar, Assam, Maharashtra and Uttar Pradesh. Least pupil/ teacher ratio was found in Sikkim, Jammu & Kashmir, Tamil Nadu and Andhra Pradesh. Perhaps there is need for rationalization of teachers in these states (see Table 6.7).

6.6 Teacher Vacancies

The RTE Act 2009 stipulates that no school shall have teacher vacancy of more than 10 per cent and SSA will support states in recruiting adequate number of teachers. As of December 2015, teachers sanctioned through the SSA accounted for around 38 per cent of the total number of teachers at the elementary level. However, a large number of teacher vacancies at elementary level of education are found across many states. While around 14 per cent of teacher posts sanctioned by states (non-SSA) were vacant, 20 per cent of sanctioned teacher posts under the SSA were vacant as of December 2015.[52] Latest state-wise data on teacher vacancies is available for the total elementary school teachers (SSA and state recruited) as of March 2016. Among the selected states and UTs in India, teacher vacancies as a proportion of the total sanctioned posts was highest in Bihar at 34%, followed by Uttar Pradesh and Assam.[53]

The field survey results further supplement the MHRD data as 28% of teacher posts were found vacant. Maharashtra, Meghalaya, Uttar Pradesh and Bihar recorded the highest vacant posts for teachers. Least number of teacher vacancies were found in Tamil Nadu, Andhra Pradesh, Sikkim and Jammu & Kashmir (see Table 6.8).

52 Centre for Policy Research: Accountability Initiative, Budget Brief Vol.9, Issue 2,
53 Ibid.

Table 6.8
Teacher Vacancies (SSA + Non SSA Schools) as Percentage Share of the Total Sanctioned Posts as on March 2016

State	Sanctioned Posts as on 31/3/2016 MHRD	% Posts Vacant MHRD	Field Survey -2017 Results		
			Surveyed Schools	Regular Posts	% Posts Vacant
Andhra Pradesh	39354	0.0	138	215	7.67
Assam	48913	23.2	79	103	24.66
Bihar	403413	34.3	72	85	32.35
Chandigarh	1390	14.4	45	621	16.89
Jammu and Kashmir	43471	4.3	109	479	4.54
Karnataka	29057	16.5	126	469	17.79
Madhya Pradesh	173855	14.9	89	178	17.3
Maharashtra	42091	63.4	213	578	38.75
Meghalaya	13354	0.0	221	322	6.71
Odisha	89901	2.1	244	405	6.17
Puducherry	48	10.4	70	205	15.61
Punjab	14090	0.0	85	576	4.17
Rajasthan	114132	11.3	164	619	16.33
Sikkim	726	0.0	69	245	7.76
Tamil Nadu	33596	1.1	262	802	4.77
Uttar Pradesh	423553	34.3	155	518	34.98
West Bengal	199107	23.4	108	354	22.66
India	**1985484**	**24.1**	**2249**	**6774**	**28.16**

Source: (i) Lok Sabha starred question no. 265 answered on 5 December 2016. Last accessed on 10 January, 2017.

(ii) Sample Field Survey-2017

6.7 Employment and Training Status of Teachers in Elementary Schools

According to the survey results, about 13% of teachers were still contractual teachers in India. The percentage of contractual teachers was high in Bihar, Assam, Chandigarh, Meghalaya, Punjab, Sikkim, Tamil Nadu and West Bengal. Majority of the teachers were professionally trained teachers both in primary and upper primary schools as per the U-DISE data, 2015-16. The field survey conducted in September 2017, however, indicates that more than 90% of teachers were professionally trained only in Tamil Nadu, J&K and Madhya Pradesh, while Sikkim, Bihar and Uttar Pradesh had least proportion of professionally trained teachers. During the period under review, in-service training was imparted to 11.70 lakh teachers at BRC level and 9.87 lakh teachers at CRC level. [54]

Field survey indicated that majority of the teachers had received in-service training, thereby reflecting the priority given to in-service training after the implementation of the SSA. A significant proportion of teachers were happy with the in-service training given by BRCs/

54 Outcome Budget 2016-17, Department of School Education and Literacy Ministry of Human Resource Development Government of India New Delhi.

CRCs. Teachers had requested the education department for such training, as they felt, it was necessary to impart quality elementary education. Teachers were satisfied that the training received had developed their capacities immensely, and they were satisfied with their teaching performance (see Tables 6.9 and 6.10).

Although, the percentage of expenditure on teacher training to State outlays for teachers training, through BRCs and CRCs component depicted high coefficient of correlation with percentage of teachers trained (+0.78) at 95 % level of significance. But, actual expenditures incurred for teachers' training was only 1.30% of the total expenditures in 2012-13 (INR 58,269 Lakh). The expenditure decreased to 0.42% of the total expenditure in 2016-17 (INR 20,154 Lakhs).[55] Thus, the amount of expenditure on teachers' training has actually decreased both in current prices, and substantially, in constant prices. Thus, capacities should be developed for the states to spend the outlay for training of teachers.

Most states have institutional structures developed for training of under qualified teachers. A healthy overall Pupil-Teacher Ratio (PTR), and a regular in-service training mechanism in place these states. The backlog of under qualified teachers has been reduced significantly with most teachers having acquired the desired qualifications through distance learning. The PTR at primary and upper primary levels are within norms in most states, and some have initiated the process of rationalization of teachers across districts and schools.

Table 6.9
Percentage Share of Regular and Contractual Teachers at Primary and Upper Primary Levels during the Field Survey, 2017

States	Respondent Teachers	% Regular	% Contractual	% Professionally Trained		% Teachers engaged in non-academic work
				Primary Level	Upper Primary Level	
Andhra Pradesh	668	97.68	2.32	98.27	95.96	37
Assam	289	87.14	12.86	50.89	34.75	50
Bihar	203	84.48	15.52	47.47	53.10	60
Chandigarh	888	74.59	25.41	97.25	99.32	25
Jammu & Kashmir	785	87.76	12.24	39.16	52.29	40
Karnataka	564	98.11	1.89	97.35	98.43	55
Madhya Pradesh	260	97.83	2.17	92.26	43.93	65
Maharashtra	898	93.47	6.53	98.95	98.95	60
Meghalaya	560	53.19	46.81	28.68	17.99	48
Odisha	929	66.74	33.26	83.24	76.66	50
Puducherry	360	95.83	4.17	100.00	100.00	35
Punjab	1125	61.40	38.60	94.86	74.95	60
Rajasthan	623	97.16	2.84	93.59	92.24	65
Sikkim	1361	70.06	29.94	44.02	42.09	45
Tamil Nadu	1536	78.75	21.25	96.52	98.84	35
Uttar Pradesh	832	89.88	10.12	40.29	23.87	65
West Bengal	335	80.70	19.30	75.49	79.15	70
All India	**12216**	**87.20**	**12.80**	**78.80**	**85.45**	**52**

Source; Based of Field work conducted in 2017.

55 Budgeted Expenditures on SSA Components, Data provided by Technical Support Group, MHRD.

The field survey also revealed that around 60% of teachers were trained in the schools. Around 30% of teachers had received the training at the time of induction into the service, while 65% of them received in-service training. Majority of the teachers were happy with the training. But, the teachers were of the opinion that most in-service teachers' training needs were still met by a one-size fits all 'training' approach. Transaction in these training programmes was also largely one-way.[56] It was felt that it was important to involve teachers as professionals in any training program and discuss their experiences and their understanding. Training sessions that were connected to teachers' experiences were most likely to be useful for practice. The coverage of teachers in the in-service training was also getting reduced in many states. There was very little information available on the impact of training except for anecdotal reports[57] (see Table 6.10).

Although the RTE Act 2009 stipulates that teachers should not be engaged for non- academic activity, except for election duty and Census work, yet quite a number of teachers stated that non-academic activities continue to be given to them, which disrupted their academic engagements. Around 52% of the respondents stated that non- academic work was given to them at least for 2-3 days in a month. All states continue the practice of giving non-academic work to teachers at least for 2-3 days in a month. However, the state of West Bengal, Uttar Pradesh, Rajasthan and Madhya Pradesh recorded high proportion of teachers engaged in non-academic work. (see Table 6.9).

Table 6.10
Status of Teachers' Training in Sample Schools Based on Field Survey Conducted in September 2017

State	% Trained Teacher	Type of training			% train-ing Useful	% Inform Author-ities for training	Training Use		
		Induc-tion	In-Ser-vice	Oth-ers			Good	Ok	Poor
Andhra Pradesh	70.27	0.00	78.79	21.21	94.44	83.33	100.00	0.00	0.00
Assam	60.53	8.51	63.83	27.66	85.45	63.16	90.91	9.09	0.00
Bihar	50.00	33.33	66.67	0.00	75.00	60.00	60.00	40.00	0.00
Chandigarh	55.56	35.29	47.06	17.65	91.43	71.88	48.39	51.61	0.00
Jammu & Kashmir	94.19	23.61	73.61	2.78	97.47	80.88	97.33	0.00	2.67
Karnataka	65.91	7.04	71.83	21.13	66.29	66.67	68.54	31.46	0.00
Madhya Pradesh	93.02	28.21	66.67	5.13	97.56	90.48	85.37	14.63	0.00
Maharashtra	75.28	14.43	77.32	8.25	93.33	94.19	90.11	9.89	0.00
Meghalaya	65.54	21.75	65.76	13.09	95.67	98.45	90.78	9.94	0.00
Odisha	75.00	67.20	32.00	0.80	99.22	87.88	100.00	0.00	0.00
Puducherry	86.90	35.78	62.78	2.34	96.59	88.69	100.00	0.00	0.00
Punjab	82.70	31.90	64.75	4.55	95.80	85.80	100.00	100.00	0.00
Rajasthan	76.47	16.13	74.19	9.68	86.73	77.55	92.63	7.37	0.00
Sikkim	28.90	25.80	68.80	4.60	84.90	70.90	95.70	2.70	2.00
Tamil Nadu	100.00	0.93	99.07	0.00	99.06	96.26	100.00	0.00	0.00

56 Discussion with teachers during field survey 2017.
57 Discussion with teachers during field survey 2017.

Tripura	18.90	3.80	95.80	1.00	95.80	90.80	100.00	0.00	0.00
Uttar Pradesh	56.43	16.30	72.83	10.87	80.65	64.23	81.52	18.48	0.00
West Bengal	44.44	0.00	100.00	0.00	86.49	91.67	91.67	8.33	0.00
All India	**55.80**	**30.50**	**65.90**	**4.80**	**90.70**	**90.90**	**95.90**	**3.00**	**1.10**

Source: Field work conducted in 2017.

6.8 Teaching-Learning Environment: Teachers' Regularity, Sincerity and Satisfaction Level

Information related to the teachers' regularity, sincerity in teaching and satisfaction levels with learning outcomes of students was sought from sample students and members of various FGDs conducted during the field survey. Respondents were overwhelmingly (more than 80%) satisfied with the functioning of schools, and teachers' punctuality. At the same time, only 60% of the respondents were happy with teachers' sincerity for teaching and with the improvements in the learning outcomes in these schools. However, variations were found in their responses across states. In case of Bihar, respondents were unhappy with the progress (see Table 6.11).

Table 6.11
Perceptions of students and Stakeholders on Teachers' Regularity, Sincerity and Satisfaction Levels

State	Issue		Respondents		%Yes
			All	Yes	
Andhra Pradesh	1	School runs regularly	94	84	89.36
	2	Teacher's Punctuality	94	83	88.30
	3	Teacher's Sincerity	94	62	65.96
	4	Satisfied with School Progress	94	60	63.83
Assam	1	School runs regularly	53	45	84.91
	2	Teacher's Punctuality	53	45	84.91
	3	Teacher's Sincerity	53	40	75.47
	4	Satisfied with School Progress	53	40	75.47
Bihar	1	School runs regularly	10	6	60.00
	2	Teacher's Punctuality	10	6	60.00
	3	Teacher's Sincerity	10	0	0.00
	4	Satisfied with School Progress	10	2	20.00
Chandigarh	1	School runs regularly	31	31	100.00
	2	Teacher's Punctuality	31	31	100.00
	3	Teacher's Sincerity	31	31	100.00
	4	Satisfied with School Progress	31	30	96.77
Jammu & Kashmir	1	School runs regularly	105	86	81.90
	2	Teacher's Punctuality	105	85	80.95
	3	Teacher's Sincerity	105	78	74.29
	4	Satisfied with School Progress	105	70	66.67

State	Issue		Respondents		%Yes
			All	Yes	
Karnataka	1	School runs regularly	74	71	95.95
	2	Teacher's Punctuality	74	70	94.59
	3	Teacher's Sincerity	74	43	58.11
	4	Satisfied with School Progress	74	41	55.41
Madhya Pradesh	1	School runs regularly	67	62	92.54
	2	Teacher's Punctuality	67	61	91.04
	3	Teacher's Sincerity	67	35	52.24
	4	Satisfied with School Progress	67	30	44.78
Maharashtra	1	School runs regularly	70	58	82.86
	2	Teacher's Punctuality	70	52	74.29
	3	Teacher's Sincerity	70	44	62.86
	4	Satisfied with School Progress	70	42	60.00
Meghalaya	1	School runs regularly	90	85	94.44
	2	Teacher's Punctuality	90	80	88.89
	3	Teacher's Sincerity	90	57	63.33
	4	Satisfied with School Progress	90	33	36.67
Orissa	1	School runs regularly	124	95	76.61
	2	Teacher's Punctuality	124	88	70.97
	3	Teacher's Sincerity	124	65	52.42
	4	Satisfied with School Progress	124	54	43.55
Puducherry	1	School runs regularly	20	20	100.00
	2	Teacher's Punctuality	20	20	100.00
	3	Teacher's Sincerity	20	20	100.00
	4	Satisfied with School Progress	20	18	90.00
Punjab	1	School runs regularly	63	57	90.48
	2	Teacher's Punctuality	63	57	90.48
	3	Teacher's Sincerity	63	54	85.71
	4	Satisfied with School Progress	63	51	80.95
Rajasthan	1	School runs regularly	66	52	78.79
	2	Teacher's Punctuality	66	47	71.21
	3	Teacher's Sincerity	66	43	65.15
	4	Satisfied with School Progress	66	43	65.15
Sikkim	1	School runs regularly	43	38	88.37
	2	Teacher's Punctuality	43	37	86.05
	3	Teacher's Sincerity	43	33	76.74
	4	Satisfied with School Progress	43	33	76.74
Tamil Nadu	1	School runs regularly	124	114	91.94
	2	Teacher's Punctuality	124	112	90.32
	3	Teacher's Sincerity	124	99	79.84
	4	Satisfied with School Progress	124	96	77.42

State	Issue		Respondents		%Yes
			All	Yes	
Uttar Pradesh	1	School runs regularly	83	77	92.77
	2	Teacher's Punctuality	83	72	86.75
	3	Teacher's Sincerity	83	59	71.08
	4	Satisfied with School Progress	83	55	66.27
West Bengal	1	School runs regularly	32	32	100.00
	2	Teacher's Punctuality	32	30	93.75
	3	Teacher's Sincerity	32	26	81.25
	4	Satisfied with School Progress	32	25	78.13
All	1	School runs regularly	**1149**	**1013**	**88.16**
	2	Teacher's Punctuality	**1149**	**976**	**84.94**
	3	Teacher's Sincerity	**1149**	**789**	**68.67**
	4	Satisfied with School Progress	**1149**	**723**	**62.92**

Source: Field Sample Survey- 2017.

6.9 Teaching-Learning Environment: Distribution of Text Books

The quality of teaching in schools is, to a large extent, dependents upon methods of teaching adopted by teachers, teaching-learning material used, availability of teaching equipment, availability of text books for children in time and availability of libraries in the school. Several mid-term assessments of the SSA and Joint Review Mission (JRM) reports, had earlier highlighted relatively poor progress in terms of improvements in the quality of education at the elementary level.

However, in the SSA, special grants have been stipulated for distribution of free books and development of teaching-learning material. Unfortunately, it was found that expenditure on distribution of free text books had decreased from 3.35% of the total expenditure in 2012-13 to 2.45% in 2016-17. Thus, the actual expenditure had decreased both in current and constant prices. Percentage of expenditure to total outlay on free text books was less than 50% in Bihar, Karnataka and Madhya Pradesh. While the percentage of expenditure to outlay was more than 85% in Meghalaya, Odisha, West Bengal, Puducherry, Rajasthan and Sikkim. The expenditure on developing library and the TLE grant for new schools had not been utilized by majority of states. The TLE grant was only utilized by Tamil Nadu. Similarly, the LEP funds were used only by Tamil Nadu, Puducherry, Chandigarh and Maharashtra.[58]

After the implementation of the RTE Act 2009, the distribution of free text books to students has improved and the availability of text books to students is satisfactory across all states. However, text books are only made available in the mid-session, which clearly affects their learning skills. Efforts should be made to make the text books available to students at the beginning of the academic session. It was also found during the field survey that school uniforms had been made available to students across all states.

58 Budget analysis of component wise expenditure from TSG, MHRD 2013-2016

The field survey results also depicted that very few schools were having subject teachers in position at the upper primary level of education. In majority of cases, the same teacher was teaching all subjects. It is, therefore, important that deployment of subject teachers, especially for English and Mathematics, should be improved in upper primary schools and sections (see Table 6.12).

Table 6.12
Distribution of Schools by Availability of Text Books and Subject Teachers

States	Schools Visited	Percentage Schools having books in classes	Percentage of School, which Received Text Books			Same teacher for all subjects
			Beginning of the session	Midway the Session	End of the Session	
Andhra Pradesh	138	98	4	96	0	98
Assam	79	99	2	98	0	99
Bihar	72	94	20	80	0	94
Chandigarh	45	100	85	15	0	100
Jammu & Kashmir	109	100	90	10	0	100
Karnataka	126	86	5	95	0	86
Madhya Pradesh	89	100	17	83	0	100
Maharashtra	213	100	5	95	0	100
Meghalaya	221	95	20	80	0	95
Odisha	244	100	38	62	0	100
Puducherry	70	100	90	10	0	100
Punjab	85	98	65	35	0	98
Rajasthan	164	99	5	95	0	99
Sikkim	69	100	20	80	0	100
Tamil Nadu	262	100	10	90	0	100
Uttar Pradesh	155	99	15	85	0	99
West Bengal	108	99	45	55	0	99
All India	**2249**	**95**	**35**	**65**	**0**	**95**

Source: Field Sample Survey- 2017.

6.10 Teaching-Learning Environment: School Uniform

The RTE Act 2009 stipulates that child-friendly teaching should be encouraged to create conducive conditions for reducing dropout rates and also inculcating sense of commitment among students. Wearing uniform regularly has been made compulsory in many schools. It has helped to create a sense of feeling pride among the students. Moreover all students feel equality. Ninety two percent students were wearing school uniforms on the date of visit. Teachers also stated that students feel pride in wearing uniforms while attending schools.

6.11 Students Punishment

Twenty five percent teachers favoured punishment for improving students attitude to- wards educational standard. However the punishment strategy has changed from cor-

poral punishment to creative actions of punishment like writing same word many times, reciting pages from the books , preparation of TLMs from local material etc. Corporal punishment given to students has decreased substantially due to continuous training imparted to the teachers. (see Table 6.13). A large proportion of sample teachers in Bihar, Uttar Pradesh, Assam, Andhra Pradesh, Madhya Pradesh, Maharashtra and West Ben- gal were in favour of creative punishments for making students learn. Training pro- grammes for teachers have inculcated joyful teaching-learning methods in the classrooms.

Table 6.13
Schools with Uniforms for Students and Teachers' Views on Punishments for Students (%)

States	Schools Visited	% Schools Where Children were wearing uniforms	Percentage of Teachers in favour of Punishments for Students			
			Yes	Creative Punishment	Others forms of punishment	Corporal Punishments
Andhra Pradesh	138	98.27	4	65	30	5
Assam	79	50.89	2	70	27	3
Bihar	72	90.50	20	80	17	3
Chandigarh	45	100.	65	15	80	5
Jammu & Kashmir	109	85.00	76	10	87	3
Karnataka	126	97.35	5	35	61	4
Madhya Pradesh	89	92.26	17	56	40	4
Maharashtra	213	98.95	5	58	37	5
Meghalaya	221	75.00	20	20	72	8
Odisha	244	95.00	38	45	51	4
Puducherry	70	100.00	54	15	83	2
Punjab	85	94.86	35	35	60	5
Rajasthan	164	93.59	5	35	61	4
Sikkim	69	75.00	20	25	70	5
Tamil Nadu	262	96.52	10	35	63	2
Uttar Pradesh	155	90.00	15	35	55	10
West Bengal	108	85.00	45	55	40	5
All India	**2249**	**92.00**	**25**	**39**	**56**	**5**

Source: Field Sample Survey- 2017.

6.12 Teaching-Learning Tools Used in Classrooms

Field observations at the school level and discussions with sample students indicated that around 82% of schools were using blackboards regularly, while around 13% were using blackboard most of the time, and around 5% of schools have never used blackboards (see Table 6.14). However a significant proportion of schools that have never used blackboards were in Jammu & Kashmir (19%), Bihar (13%) , West Bengal (9%) and Rajasthan and Uttar Pradesh (9% each). Charts and posters were used only by around 89% of schools thereby depicting significant influence of the training and capacity building of teachers under the SSA.

Attendance of teachers was found regular, which was most satisfying given the past record, where several studies were depicting poor attendance of teachers. However, the worrying aspect was that still 10% of teacher resorted to corporal punishment, which discouraged students' attendance in the long run. This aspect should be clearly explained to teachers during various teacher training sessions. A significant proportion of teachers stated that they were given non-academic duties from time to time which affected teaching in schools. Nearly 62% of teachers were given non-academic duties more often.

The TLM grants had been received by 930,147 schools as per 2015-16 data, which showed a substantial increase compared to the number of schools receiving the same in 2006-07. However, the increase was not uniform across states. In fact, in many states, the grant was stopped for some schools during this period. Meghalaya, Sikkim, Bihar, Uttar Pradesh, West Bengal and Madhya Pradesh increased the TLM grant for many schools during this period (see Table 6.14).

Table 6.14

Percentage of Sample Schools Using Teaching-Learning Tools in Classrooms, 2017

State	Schools Visited for Survey	Percent Schools Using Blackboard			% Schools Using Chart/ Poster		
		Always	Most Time	Never	Always	Most Time	Never
Andhra Pradesh	138	98	2	0.00	50.72	40.34	8.94
Assam	79	94	4	2	42.51	55.48	2.01
Bihar	72	81	6	13	33.33	66.67	0.00
Chandigarh	45	100.00	0	0	60	35	5
Jammu & Kashmir	109	58	23	19	29.58	37.72	29.07
Karnataka	126	82	15	3	52.07	29.48	18.46
Madhya Pradesh	89	87	10	3	28.79	55.98	15.23
Maharashtra	213	89	9	2	54.33	42.68	2.99
Meghalaya	221	65	35	0.00	35.90	45.00	19.0
Orissa	244	98	2	0.00	37.66	59.81	2.53
Puducherry	70	100.0	0	0	65.0	35.0	0
Punjab	85	85.0	15.0	0	56.0	25.0	19.0
Rajasthan	164	67	28	5	33.72	45.00	21.28
Sikkim	69	0.00	100.00	0.00	0.00	100.00	0.00
Tamil Nadu	262	73.00	27	0.00	22.70	76.32	0.98
Uttar Pradesh	155	89	6	5	46.07	50.84	3.09
West Bengal	108	79	12	9	68.42	1.68	29.89
Total	**2249**	**82**	**13**	**5**	**40.18**	**49.70**	**9.89**

Source: Based on Field Survey Results, 2017.

6.13 Use of the LEP in Classrooms

The field survey conducted in selected states pointed out that, after the capacity building of the teachers at BRCs and CRCs, teachers had enhanced capacities to regularly use the LEP in classrooms. Students exhibited satisfaction about the use of LEP by the teachers. In fact, all teachers had started using activity based learning techniques and students felt interested in such activity based learning methods (see Table 6.15).

The field observations of classroom processes by research staff indicated that the classroom processes remained mostly 'traditional' generally with one-way transmission and little

two-way interaction. Teachers asked questions and students answered only when spoken to. Students were mostly treated as passive receivers of knowledge with very little active participation in their own learning. Wherever activities are being conducted, the focus seemed to have on memorization and recall with not much analysis or reasoning. Most regular teachers struggled to address individual learning and the social needs of children with disabilities (see Table 6.15).

Table 6.15
Frequency of Use of Teaching Tools in Upper Primary Schools, 2017

State	Upper Primary Schools Observations	% Schools Using Enhanced LEP	% Teachers Using LEP			% Teachers making LEP Interesting YES	% Teachers Use Activity based learning
			Always	Often	None		
Andhra Pradesh	52	52.78	75.0	25.0	0.0	88.2	100.0
Assam	19	33.33	75.0	25.0	0.0	78.0	100.0
Bihar	40	0.00	0.0	100.0	0.0	50.0	100.0
Chandigarh	33	88.37	92.3	7.7	0.0	100.0	100.0
Jammu Kashmir	62	90.12	44.6	55.4	0.0	98.6	100.0
Karnataka	70	27.47	33.0	67.0	0.0	50.0	47.6
Madhya Pradesh	38	76.74	86.8	13.2	0.0	90.2	100.0
Maharashtra	97	47.24	58.3	35.7	6.0	93.4	100.0
Meghalaya	58	35.80	25.0	30.0	45.0	60.0	45.0
Odisha	113	26.28	65.1	34.9	0.0	97.1	95.5
Puducherry	38	88.00	75.0	25.0	0.0	98.0	98.0
Punjab	68	65.00	35.0	54.0	11.0	85.0	80.0
Rajasthan	86	59.79	64.6	35.4	0.0	85.2	100.0
Sikkim	43	36.00	50.0	35.0	15.0	86.0	80.0
Tamil Nadu	101	96.15	96.3	3.7	0.0	96.2	100.0
Uttar Pradesh	41	68.47	66.3	22.5	11.2	94.8	93.8
West Bengal	43	68.18	100.0	0.0	0.0	100.0	100.0
ALL	**1002**	**56.80**	**61.20**	**33.45**	**6.45**	**85.80**	**91.20**

Source: Based on Field Survey Results, 2017.

6.14 Roles and Responsibilities of Block Resource Centres (BRC)/ Urban Resource Centres (URC) and Cluster Resource Centres

Although the duties and responsibilities of BRCs and CRCs are broadly defined in the framework for implementation of the SSA, most states have defined these in more detail. In every state, BRCs and CRCs have been established but there is considerable variation in respect of their functioning and performance. Generally, they used provide academic support to schools through Block Resource Persons (BRPs), but in West Bengal, there were no regular BRPs and some experienced teachers had been deployed as BRPs during various training programmes. In the case of Karnataka, a post of Cluster Assistant Education Officer has been introduced to off-load some administrative tasks of the BEO.

During the last few decades, school supervision has grievously suffered due to insufficiency of staff and administrative neglect. The effort made under the SSA, through establishment of BRCs and CRCs, has improved matters marginally, but the overall situation has remained essentially unchanged. As a result, functioning of schools has not improved substantially and quality of the teaching-learning process has shown no improvement. Improvement of BRCs/ URCs and Cluster Resource Centres are critical in providing capacity building measures to teachers and head teachers for performing their duties effectively. Separate funds have been stipulated in the SSA for BRCs and CRSs.

Out of the total expenditure, about 2-6% expenditure were spent on BRCs and CRCs' support to teachers. However, only 60-85% of the expenditure on this component was utilised by states on BRCs/URCs. Bihar had spent only 18% and Odisha around 38% on this component in 2015-16. In other states, the expenditure was above 70%. The expenditure on CRCs was extremely low in Jammu & Kashmir, Bihar and Odisha. Performance of other states in utilising the funds allocated for this component was mixed. Thus, even the stipulated funds for BRCs and CRCs have not been fully utilized by states (see Table 6.16).

Field survey conducted in September 2017 indicated that only 93% teachers had the knowledge about CRCs, which was worrying as CRC was an integral component of teachers training strategy in the SSA. Uttar Pradesh reflected that only about 65% of teachers had knowledge of CRCs. The norm for identifying the location of the BRC was more than 5 kilometres away for 80% of schools. However, BRC was located within 1-3 kilometres distance range. The funding support by BRCs/ URCs and CRCs to schools was critical for capacity building of teachers. Unfortunately, all states had not utilized these funds (Table 6.16).

The academic role of the BRC/CRC has not been fully exploited in the SSA. Research studies indicate that teacher mentoring is critical for pedagogical reform, and has a much deeper impact than in-service training. Strong academic lifelines for schools like the CRCs and BRCs are critical for this. However, many BRCs and CRCs did not have the adequate skills and experiences to discharge the academic mentoring role, though many of them were very enthusiastic and committed. Teachers had not receive the kind of academic and pedagogical support that they needed from BRCs and CRCs. (Refer Table No 7.18) Also, BRCs and CRCs can flourish only with strong support from academic institutions like DIETs and SCERTs.

The DIET, however, remains a very weak link in most States, the SCERT too needs significant strengthening.

There does not seem to be enough focus on building the capability of the Head Teachers. For change to happen at the school level, school leadership holds the key. Wherever active leadership was evinced, its impact on school functioning was clearly positive and visible. A good relationship with the SMC and the community was very often the result of having a good Head Teacher.

6.15 Distance of Block Resource Centres (BRC)/ Urban Resource Centres (URC) and Cluster Resource Centres from Schools

Since CRC coordinators have to visit schools frequently and school teachers have to attend monthly meetings at CRC, it is important that the CRC is located at a convenient distance from schools to which it is attached. But it is not so in the case of a fairly large percentage of CRCs. As per field survey results, around 24%, 19% and 57% schools respectively were within the distance range of 5 Kilometres, 5-10 Kilometres and more than 10 kilometres range from the BRC. Similarly, around 23%, 40%, 25% and 5% schools respectively were at the distance range of within habitation, less than 3 kilometres, 3-5 kilometres and more than 5 kilometres range from the CRC. State-wise variations in the distance ranges, both for BRCs and CRCs, were observed during the field visit. Sikkim, Puducherry and Chandigarh as expected had both BRCs and CRCs available at short distances (see Table 6.16).

Table 6.16
Location of BRCs/URCs and CRCs: Awareness, Distance Range and Provision of Funds, 2017

State	Teacher Responses	% teachers having knowledge of CRC	Distance Range (In Kilometres)						
			% Teacher Response – Location of BRC			% Teacher Response – Location of CRC			
			Less than 5 km	5-10 km	10+ km	Within school	Less than 3 km	3-5	More than 5 km
Andhra Pradesh	668	85	40		60	5	25	50	20
Assam	289	96	15	20	65	10	35	40	15
Bihar	203	100	10	15	75	15	25	40	20
Chandigarh	888	98	80	20	0	30	20	50	0
Jammu Kashmir	785	91	13	35	52	7	26	50	17
Karnataka	564	97	11	3	86	42	37	15	6
Madhya Pradesh	260	51	38	10	53	16	34	25	25
Maharashtra	898	88	5	2	93	10	15	13	62
Meghalaya	560	65	20	31	49	12	45	43	0
Odisha	929	81	20	16	64	45	48	5	2

Puducherry	360	96	65	35	0	65	25	10	0
Punjab	1125	90	26	56	28	35	48	12	5
Rajasthan	623	70	4	3	93	12	80	8	0
Sikkim	1361	75	25	28	47	20	66	5	9
Tamil Nadu	1536	100	16	8	76	22	52	36	0
Uttar Pradesh	832	65	14	13	73	31	25	20	24
West Bengal	335	93	15	6	79	10	78	6	6
ALL	**12216**	**84**	**24**	**19**	**57**	**23**	**40**	**25**	**12**

Source: Field Survey Results 2017.

6.16 Challenges relating to the Functioning of BRC/URC) and CRCs

During the field survey, the District Project Coordinators (DPOs) were of the view that the BRCs were overloaded with administrative work, and had inadequate infrastructure to conduct too many training programmes assigned to them. They felt that these structures had insufficient official power and usually suffered from lack of recognition for good work from the community. Also, in many cases, lack of transport facilities affected the performance of BRC and CRC functionaries. Some of the perceived problems at the CRC level included: insufficient capacity of CRC Coordinators; lack of job knowledge; unwillingness of teachers to adopt innovative teaching methods; and low confidence of teachers' capability as CRC Coordinators.

The SSA had envisaged BRCs and CRCs as part of a decentralized administrative structure, but in most cases, the power vested with the BEOs was undermining the BRCCs' position. By and large, although BRCCs, BRPs and CRCCs appeared to be satisfied with their jobs, some discontent was found in respect of physical infrastructure, existing emoluments and balancing between administrative and academic work.

It was also found that the training received by BRCCs, BRPs and CRCCs was inadequate both qualitatively and quantitatively. However, the training received by teachers at BRCs and CRCs appeared to be satisfactory quantitatively. A significant proportion of teachers in every state appeared to be satisfied with the training they had received, though there were some areas which reportedly needed to be addressed. Areas in which training was relatively less effective or deficient according to the respondents were multi-grade teaching methods and teaching methods to meet the learning needs of children with special needs (CWSN). The training received by SMC/VEC members was found inadequate. A few critical areas of concern as reported by BRPs were: planning, monitoring and supervision, introducing need-based training programmes, developing infrastructure, addressing shortage of staff and need to introduce IT based activities.

Some of the major educational issues at the cluster level included migration of parents, clamour for English medium schools, poor participation of SMCs/VECs in school management, inappropriate teaching methods, inadequate teaching staff, and deployment of teachers for

non-teaching activities and prevalence of child labour.

Heads of schools stated that periodic review and planning of academic activities, more visits by BRC/CRC functionaries and frequent training activities would improve school functioning. The staffing pattern, mode of recruitment and posting for a minimum period of 3 to 4 years for BRCCs and CRCCs must be ensured. A separate cadre and recruitment rules be put in place for BRCCs, BRPs and CRCCs. It is recommended that cadre and recruitment rules be framed for these positions along with suitable administrative powers. Incentives should be put in place for these functionaries to make the posts attractive. At the same time, it becomes imperative that performance appraisal system be put in place so that it also facilitates appropriate monitoring and supervision of academic activities of these structures.

Induction training is a must for all those who are appointed in BRCs and CRCs. Mandatorily, job charts must be prepared which must be common across states and given to the incumbents in BRCs and CRCs during induction training. Adequate infrastructure (including adequate facilities for conducting residential training programmes) at the BRC, posting of a full complement of BRPs in each of the BRCs, posting administrative support staff, including an accountant, appropriate IT facilities including telephone/fax/internet, transport facility, etc. are very much needed for effective functioning of BRCs. State-wise issues raised in the BRCs and CRCs are summarised in Table 6.17

Table 6.17
Issues Raised by CRCs and BRCs about their Functioning and Enabling Conditions during the Field survey, 2017

State	Issues Raised
Andhra Pradesh	• Shortage of teachers. & lack of desired/ suitable pedagogical skills in teachers • Lack of building for CRCs and inadequate number of classrooms in schools • Engagement of girl children in household chores • Lack of interest of parents and community in school development. • Inadequate provision for capacity building / regular training to
Assam	• Supply of computers for record keeping • Facilities for frequent supervision & monitoring at CRC, VEC and school level. • Organisation of awareness programmes in backward areas • Content based training to teachers. • Regular follow up of training. • Inadequate facilities for commuting communication. • Problems of insurgency, difficult terrain and large area to cover schools • Shortage of manpower
Bihar	• High Class/ Student Ratio • Un-trained teachers and their non-participation in training programmes. • Non-academic work assigned to teachers. • Frequent transfers of SSA functionaries • Very poor infrastructure at schools • Inaccessibility of schools • Poor attendance of teachers in schools • Poor attendance of students • Too many functions to perform at BRC/ CRS. • Low level of competence of BRC and CRC.

State	Issues Raised
Chandigarh	• None
Jammu Kashmir	• Frequent transfer of SSA functionaries • Delivery system of textbooks and scholarship etc. need to be streamlined • Criteria for the selection of contract teachers need to be reviewed. • Community mobilization need to be focused on. • Too many functions to perform • No sharing of responsibilities • Lack of motivation amongst SMCs/ VECs • Low level of competence and motivation • Lack of support from other departments
Karnataka	• Enrolment of out-of-school children and improving attendance of children in school. • Lack of knowhow for preparation & use of TLM by teachers & doing remedial teaching. • SDMC not being very effective. • Issues of Migratory population. • Influence of English medium schools. • Usually non-availability of officials for meetings. • Heavy load of administrative work. • Inadequate infrastructure. • Lack job knowledge and enthusiasm. • Lack of cooperation from teachers.
Madhya Pradesh	• Poor attendance of children in schools. Especially in far flung areas • Poor quality of teaching in primary schools due to lack of training to teachers. • Shortage of teaching staff. • Lack of community mobilization and their active participation • Poor monitoring by SSA officials. • Shortage of qualified resource persons. • Inadequate training programmes. • CRCCs lack administrative powers • • Scheduling of training programmes
Maharashtra	• Poor attendance of children in schools. Especially in far flung areas • Poor quality of teaching in primary schools due to lack of training to teachers. • Shortage of teaching staff. • Lack of community mobilization and their active participation • Shortage of qualified resource persons. • Inadequate training programmes. • Ineffective scheduling of training programmes
Meghalaya	• Frequent transfer of SSA functionaries • Delivery system of textbooks and scholarship etc. need to be streamlined • Criteria for the selection of contract teachers need to be reviewed. • Community mobilization need to be focused on. • Too many functions to perform • No sharing of responsibilities • Lack of motivation amongst SMCs/ VECs • Low level of competence and motivation • Lack of support from other departments
Odisha	• Shortage of teachers. & lack of desired/ suitable pedagogical skills in teachers • Lack of building for CRCs and inadequate number of classrooms in schools • Low attendance of students during local festivals and during the seasons of collection of Manhua flowers, Sal seeds etc. • Engagement of girl children in household chores • Lack of interest of parents and community in school development. • Lack of CRC building. • Inadequate provision for capacity building / regular training to CRCCs. • Shortage of teachers.
Puducherry	• None

State	Issues Raised
Punjab	• Shortage of teachers and other staff and assignment of non- academic work to teachers. • Low attendance of students. • Problems pertaining of community such as poverty and illiteracy. • Inadequate infrastructure. • Problems regarding enrolment of children and low transition rate. - Mid- day meal related problems. • Inadequate infrastructure • Functionaries in BRCs & CRCs need training • Inadequate TA and contingency grants • BRCs and CRCs involvement in Midday meal and collection of data from schools
Rajasthan	• Shortage of teaching staff in schools and involvement of teachers in non -teaching activity. • Activity based methods not used in classroom teaching. • Low retention of children in schools. • SDMCs not effective. • Lack of awareness about problems of girls' education. • Shortage of qualified resource persons. • Inadequate training programmes. • BRCCs lack administrative powers. • Some CRCFs have political connection and do not obey orders. • Scheduling of training programmes
Sikkim	• None
Tamil Nadu	• Effective monitoring systems in place • Innovative teaching methodology creating conducive conditions for quality education. • High community support and participation. • Need rationalization of teachers' availability in schools.
Uttar Pradesh	• Children moving from government schools to private schools due to lack of English teachers. • Lack of subject specialist in schools. • Shortage of teachers & burdening teachers with non- academic work • Lack of support from community/parents in improving attendance, retention and enrolment • Need to give more grants/resources and power to NPRCCs. • Lack of support from VECs.
West Bengal	• Enrolment of out of school children and students absence • Vacant teaching posts • Absence of girls' toilet in primary schools • Need of additional class room in upper primary schools • Construction of building for building less schools • Vacant posts of CRCCs. • Lack of adequate skills in planning and implementing SSA activities. • No training programmes for capacity building of CRCCs
All	• Proper planning of activities under SSA • Intensified monitoring and supervision of activities • Need based and area-specific training programmes • Improved infrastructure in schools, CRCs and BRCs • Addressing shortage of staff at BRC and CRC of teachers in schools • Provision of transport facility to staff • Use of IT in planning and monitoring • Intensified post-training follow up • More frequent training of teachers • Reduction in non-academic activities of teachers and BRC/CRC personnel • Effective participation of VEC and community in school affairs • Avoiding frequent transfers of teachers • Supply of computers for proper record keeping • Organising awareness programmes in Special Focus districts and backward areas.

Source: Field Survey -2017.

CHAPTER VII

Key Performance Indicators, CCE and Quality of Elementary Education

Chapter VII
Key Performance Indicators, CCE and Quality of Elementary Education

7.1 Key Performance Indicators of the SSA Outcomes

Over the years, the primary focus of the SSA has shifted to improving retention, equity and quality of elementary education as the goals of access and enrolment have been met to a comfortable degree. Some of these interventions serve to create the proximate enabling conditions for wholesome curriculum transaction mainly but not limited to the classroom setting, e.g., availability of schooling facility in the neighbourhood, improvement in school infrastructure, teacher deployment, PTR, SCR, enhancing competence of teachers through in-service training, availability textbooks to all children, provision of teaching-learning facilities such as library, laboratory, computers, etc.

The related Key Performance Indicators (KPIs) of participation like Gross and Net enrolment Ratios have increased significantly both at primary and elementary levels. In 2015-16, more than 196.72 million children were enrolled in elementary education, which included 129.12 million enrolment at the primary level. Out of the total enrolment in elementary education in the country in 2015-16, more than 116.92 million children (i.e. 59.4% of the total enrolment in grades I-VIII) were in the government managed schools (U-DISE, 2015-16). In several states like Bihar, Tripura, West Bengal, Odisha, Sikkim, Jharkhand, Chhattisgarh, Assam, Arunachal Pradesh, Madhya Pradesh, Gujarat and Himachal Pradesh the government sector had substantial share of the total enrolment in elementary education (see Chart 7.1).

Swachh Vidhalaya programme especially separate toilet facility for girls has increased attendance rate significantly for girl's.

The Gross Enrolment Ratio (GER) has also recorded impressive gains both at primary and upper primary levels after the implementation of the SSA.

The GER for SC and ST communities have also recorded impressive gains after the implementation of the SSA, which was focusing on inclusive education based on equity parameters

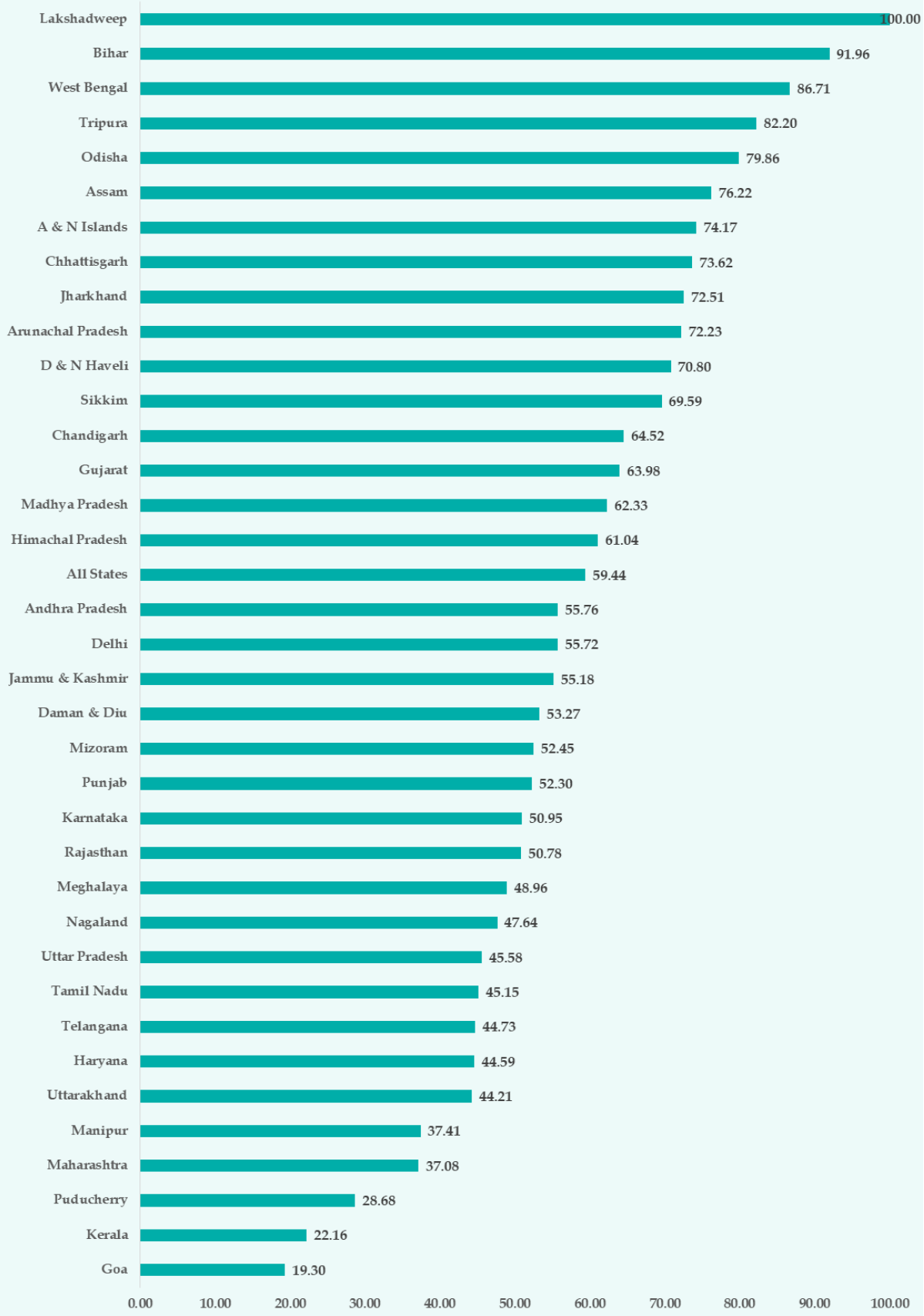
Encouraging transition rates from primary to upper primary education was found, which was reflective of good accessibility, improved infrastructure and good teaching-learning environment.

The field survey results indicated that the CCE was not universalised in schools across all states. Teachers expressed lack of proper capacity building training for implementation of the CCE and poor acceptability as major reasons.

Girls' share in the total at primary (grades I-V) and upper primary (grades VI-VIII) levels had improved to 48.21% and 48.63 respectively in 2015-16. Similarly, the share of girls' enrolment in the total enrolment grade I had gone up to 48.0% in 2015-16. The share of SC enrolment in the total enrolment at primary level was 19.94%, and it was 19.495 at the upper primary level in 2015-16, which was way above the share of SC population in the total population (i.e. 16.6% as per Census 2011). The share of ST enrolment in the total enrolment was 10.6% at the primary level and 9.81% at the upper primary level, which was again more than their share in the total population (i.e. 8.6% as per Census 2011). Enrolment share of Muslim children in the total enrolment was also relatively high at primary level (14.43% and at the upper primary level (1260%), given their share in the total population (i.e. 14.2%) (U-DISE, 2015-16). All these achievements in the SSA have led to more equitable participation in elementary education in the country.

The U-DISE data for last 5 years also clearly depict improvements in Gross Enrolment Ratio (GER) and Net Enrolment Ratio (NER) across all states both by gender as well as across communities, especially that of Scheduled Castes, Scheduled Tribes, and Backward Classes.

Chart 7.1: Percentage share of the government sector in the total enrolment at elementary education in 2015-16



Source: U-DISE, 2015-16. NIEPA, New Delhi.

7.2 Girl's Attendance Rate

In most of the states visited by the field survey team, the efforts to increase student attendance were notably visible. Some states were monitoring student attendance more systematically with support from the community. These interventions had increased the participation of children from all sections of society. The sample survey depicted an overall attendance rate of 83% for all enrolled students at primary and upper primary levels on the date of field survey visit. The attendance rate was high for girls (85%) as compared to boys (82%). The survey indicated 85% and more attendance rate for Andhra Pradesh, Chandigarh, Karnataka, Madhya Pradesh, Maharashtra, Meghalaya, Puducherry, Punjab, Sikkim and Tamil Nadu. Attendance rate of less than 70% was recorded for Assam, Bihar, Jammu & Kashmir. Significantly girl's attendance rate was more than 85% in case of Andhra Pradesh, Chandigarh, Madhya Pradesh, Maharashtra, Meghalaya, Puducherry, Punjab, Sikkim and Tamil Nadu. On the other hand, girl's attendance rate was less than 70% for Bihar and Jammu & Kashmir (Refer Table No 7.1 and 7.2) .

Table No.7.1
Attendance Rate of Sample Schools Primary + Upper Primary Classes (Based on the Attendance of Students on the date of Field Visit)

State	Number of school covered	P+UP Enrolments on Survey Date			Attendance on the date of Survey		
		Boys	Girls	Total	Boys	Girls	Total
Andhra Pradesh	138	6519	6439	12958	5867	6053	11920
Assam	79	4307	4260	8567	2843	3110	5952
Bihar	72	3225	3119	6344	2193	2027	4220
Chandigarh	45	14785	14463	29248	13602	13740	27342
Jammu & Kashmir	109	2871	2614	5485	1952	1595	3547
Karnataka	126	7255	6895	14150	6239	5723	11962
Madhya Pradesh	89	3716	4482	8198	3159	3899	7058
Maharashtra	213	12977	12488	25465	10901	10989	21890
Meghalaya	221	6806	6972	13778	5717	6205	11922
Orissa	244	7459	10751	18210	5818	7848	13666
Puducherry	70	1271	3134	4405	1131	2852	3983
Punjab	85	14614	12666	27280	12422	11019	23441
Rajasthan	164	6555	6613	13168	5113	4960	10073
Sikkim	69	2940	3295	6235	2587	2834	5421
Tamil Nadu	262	12449	12676	25125	10955	11408	22364
Uttar Pradesh	155	11435	11541	22976	8576	9002	17578
West Bengal	108	2527	5603	8130	1769	4258	6027
ALL	**2249**	**122738**	**126984**	**249722**	100844	107523	208367

Source; Sample Survey Conducted in 2017.

7.3 Girls Attendance Rate and Availability of Separate toilets for Girls

The average attendance rates for girls on the date of survey was higher than the average attendance rate for the year (January 2016 to December 2016 period) Refer Table 7.2. Owing to SSA priority for separate girls toilet in each school, there has been increase in the availability of separate toilet facility for girls since 2015-16. There seems to be clear relationship between increase in the percent separate toilets for girls with the increase in the attendance rate of girls. Responses from teachers, school management members, FGD members, parents of students and girl student also indicated that girls attendance rates have increased substantially due to increase in separate toilet services for girls.. More than 85% respondents from these groups clearly stated that girls attendance rates have increased after construction of separate toilets for girls (Refer Table No 7.3) . Similarly, proportion of good serviceable functional toilets (Refer Table no 4.6) also seems to have increased the attendance rate of girls. Co-efficient of correlation between girl's attendance rate and percent separate toilets for girls was +0.85 at 95% significance level. Co-efficient of correlation between girl's attendance rate and percent good serviceable functional toilets was +0.87 at 95% significance levels. Therefore, Swachh Vidyalaya programme has increased attendance rate significantly especially for girl's.

Table No 7.2
Average Annual Attendance Rate (January 2016 – December 2016)
Based on School Registers

State	Boys school Only	Girl's School Only	Co-Educational Schools		Attendance Rate on the date of Survey (August 2017) % Attend to Enrolments		
			Boys	Girls	B	G	T
Andhra Pradesh	**88**	92	**85**	91	90	94	92
Assam	**69**	71	**72**	70	66	73	69
Bihar	**72**	69	**74**	63	68	65	67
Chandigarh	**85**	98	**86**	92	92	95	93
Jammu & Kashmir	**62**	**58**	**60**	**58**	68	61	65
Karnataka	**89**	85	**85**	**79**	86	83	85
Madhya Pradesh	80	86	83	83	85	87	86
Maharashtra	**81**	84	**79**	80	84	88	86
Meghalaya	**78**	85	**74**	82	84	89	87
Orissa	**85**	70	**81**	71	78	73	75
Puducherry	**92**	**86**	**90**	93	89	91	90
Punjab	**75**	85	**72**	85	85	87	86
Rajasthan	**79**	**73**	**76**	74	78	75	76
Sikkim	**86**	82	**83**	82	88	86	87
Tamil Nadu	89	**86**	83	**89**	88	90	89
Uttar Pradesh	**75**	74	**72**	76	75	78	77
West Bengal	76	73	74	73	70	76	74
ALL	**80**	**80**	**78**	**79**	**82**	**85**	83

Source: School Registers of the Sample Surveyed Schools

Table No 7.3
Separate Girls Toilet and Attendance Rate Linkages
Responses (Based on Sample Survey Results – 2017)

Respondents	Number of Respondents	Percent Respondents Response Whether Girls Attendance after construction of separate Girl's Toilets in Co-Ed Schools/ Girls Schools		
		Increased	Remained Same	No Response
Teachers of Schools (Men)	**2442**			
Teachers of schools (Women)	**1822**	**87**	**8**	**5**
School Management Committee Members (Men)	**7326**	**82**	**14**	**4**
School Management Committee Members (Women)	**8366**	**92**	**5**	**3**
FGD Members (Men)	**15528**	**85**	**8**	**7**
FGD Members (Women)	**12412**	**90**	**7**	**3**
Parents of Students (HH Heads)	**4364**	**85**	**8**	**7**
Girls Students	**11930**	**92**	**6**	**2**

Source; Sample Survey Conducted in 2017.

7.4 Gross Enrolment Ratio

The Gross Enrolment Ratio (GER)[59], a key performance indicator used to measure the level of participation in education has also recorded impressive gains both at primary and upper primary levels after the implementation of the SSA. It may be noted that a high GER generally indicates a high degree of participation, whether the pupils belong to the official age group or not. A GER value approaching or exceeding 100% indicates that the district/state/country is, in principle, able to accommodate all of its relevant school-age population. However, the GER does not indicate the proportion of the relevant school-age population already enrolled. The achievement of a GER of 100% is, therefore, a necessary but not sufficient condition for enrolling all eligible children in school (UIS, 2018).

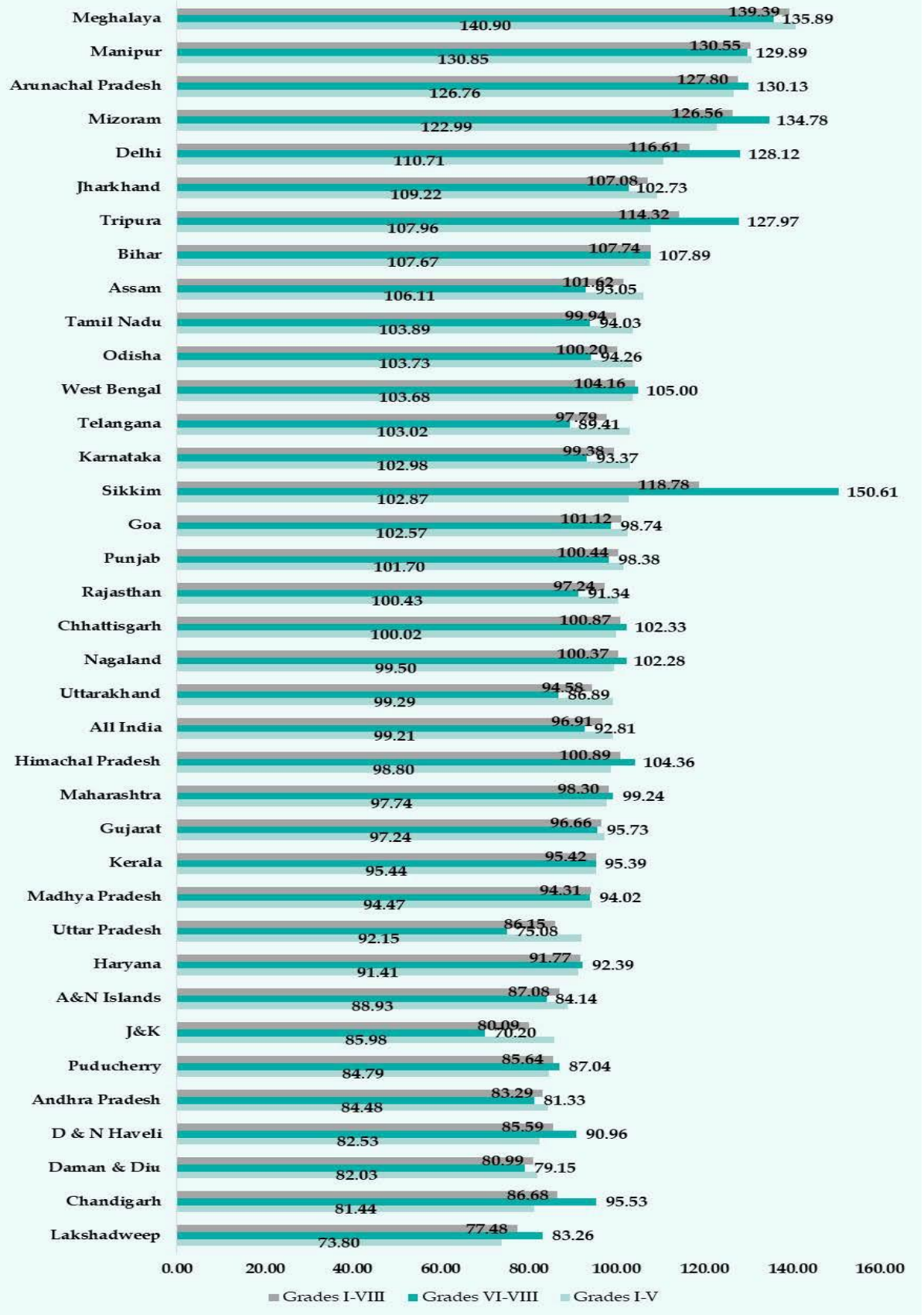
It can be seen in Table 7.4 that the GER at the primary level was only 43% in 1950-51, which reached 99.21% in 2015-16. The GER at the upper primary level has also depicted impressive gains during this period. It was 92.81% in 2015-16 (U-DISE, 2015-16). The GER of girls at the primary level, which was 85.9% in 2000-01 went up to 100.69% in 2015-16, Similarly the GER of both boys and girls improved significantly between 2000-01 and 2015-16. The GER at the upper primary level improved by around 22 percentage points for boys and 48 percentage points for girls during this period (see Table 7.4). At the elementary level, the GER of both boys and girls consistently increased up to 2010-11 and then started declining marginally every year. At the elementary level too, the GER of girls was higher than that of the boys. However, there existed wide variations in the GER at primary and upper primary levels at the State and UT levels in 2015-16.

In 2015-16, the GER at the primary level was higher than the national average in 21 states and UTs – i.e. Meghalaya, Manipur, Arunachal Pradesh, Mizoram, Delhi, Jharkhand, Tripura, Bihar, Assam, Tamil Nadu, Odisha, West Bengal, Telangana, Karnataka, Sikkim, Goa, Punjab, Rajasthan, Chhattisgarh, Nagaland and Uttarakhand. The GER at the primary level was more than 100% in these sates/UTs except Uttarakhand in 2015-16. Among the major states, J&K and Andhra Pradesh had relatively low GER at primary level in 2015-16 (see Table 7.4 and Chart 7.2).

Similarly, in 2015-16, the GER at the upper primary level was higher than the national average of 92.81% in 24 States and UTs, which were Sikkim, Meghalaya, Mizoram, Arunachal Pradesh, Manipur, Delhi, Tripura, Bihar, West Bengal, Himachal Pradesh, Jharkhand, Chhattisgarh, Nagaland, Maharashtra, Goa, Punjab, Gujarat, Chandigarh, Kerala, Odisha, Tamil Nadu, Madhya Pradesh, Karnataka and Assam (see Table 7.4). The size of the GER at the upper primary level was more than 100% in twelve states and UTs.

59 Gross Enrolment Ratio at a given level of school education, for example at the primary level (grades I-V) = (Total Enrolment in Grades I-V, irrespective of Age Group in Year-t / Total Child Population in the Age Group 6-10 in Year-t) * 100. To show the general level of participation in a given level of education. The purpose of using the GER is to assess the capacity of the education system to enrol students of a particular school age group population. It can also be used as a complementary indicator to Net Enrolment Ratio (NER) by indicating the extent of over-aged and under-aged enrolment (UIS, 2018).

Chart 7.2: GER at primary, upper primary and elementary levels, 2015-16



Source: U-DISE 2015-16. NIEPA, New Delhi.

At the elementary level, the size of the GER was above the national average (96.91%) in 22 states and UTs - i.e. Meghalaya, Manipur, Arunachal Pradesh, Mizoram, Sikkim, Delhi, Tripura, Bihar, Jharkhand, West Bengal, Assam, Goa, Himachal Pradesh, Chhattisgarh, Punjab, Nagaland, Odisha, Tamil Nadu, Karnataka, Maharashtra, Telangana and Rajasthan (see Table 7.4 and Chart 7.2). Surprisingly, the gross participation level in elementary education was higher than national average in all north-eastern states, which was an important achievement of the SSA. The SSA was making special efforts to improve elementary education in the north-east. Besides the GER of girls at the elementary level was more than 100% in all the north-eastern states in 2015-16. Among the major states, Uttar Pradesh, Andhra Pradesh and J&K were relatively lagging behind in increasing the participation level in elementary education in 2015-16.

While the participation level of girls in elementary education was relatively higher than that of the boys in many states and UTs, it was lagging behind (GER of girls < 85%) in Andaman & Nicobar Islands, Daman & Diu, Andhra Pradesh, Dadra & Nagar Haveli, Jammu And Kashmir and Lakshadweep (see Chart 7.3). As the GER was estimated based on projected child population by the MHRD for 2015-16, it was showing a declining trend in most of the small states and UTs.

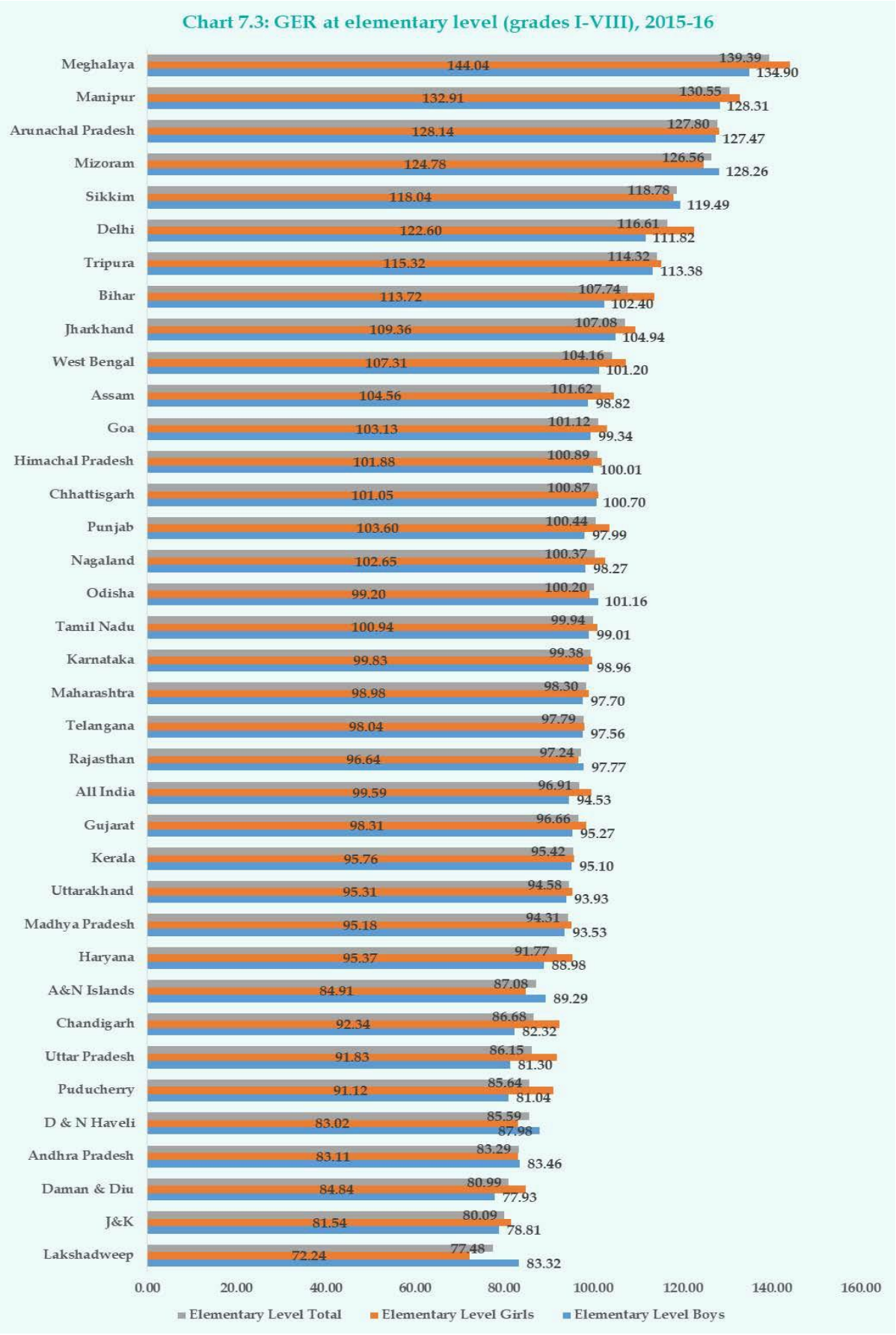


Chart 7.3: GER at elementary level (grades I-VIII), 2015-16
Meghalaya 139.39 144.04 134.90
Manipur 130.55 132.91 128.31
Arunachal Pradesh 127.80 128.14 127.47
Mizoram 126.56 124.78 128.26
Sikkim 118.78 118.04 119.49
Delhi 116.61 122.60 111.82
Tripura 114.32 115.32 113.38
Bihar 107.74 113.72 102.40
Jharkhand 107.08 109.36 104.94
West Bengal 104.16 107.31 101.20
Assam 101.62 104.56 98.82
Goa 101.12 103.13 99.34
Himachal Pradesh 100.89 101.88 100.01
Chhattisgarh 100.87 101.05 100.70
Punjab 100.44 103.60 97.99
Nagaland 100.37 102.65 98.27
Odisha 100.20 99.20 101.16
Tamil Nadu 99.94 100.94 99.01
Karnataka 99.38 99.83 98.96
Maharashtra 98.30 98.98 97.70
Telangana 97.79 98.04 97.56
Rajasthan 97.24 96.64 97.77
All India 96.91 99.59 94.53
Gujarat 96.66 98.31 95.27
Kerala 95.42 95.76 95.10
Uttarakhand 94.58 95.31 93.93
Madhya Pradesh 94.31 95.18 93.53
Haryana 91.77 95.37 88.98
A&N Islands 87.08 84.91 89.29
Chandigarh 86.68 92.34 82.32
Uttar Pradesh 86.15 91.83 81.30
Puducherry 85.64 91.12 81.04
D & N Haveli 85.59 83.02 87.98
Andhra Pradesh 83.29 83.11 83.46
Daman & Diu 80.99 84.84 77.93
J&K 80.09 81.54 78.81
Lakshadweep 77.48 72.24 83.32
0.00 20.00 40.00 60.00 80.00 100.00 120.00 140.00 160.00
Elementary Level Total
Elementary Level Girls
Elementary Level Boys

Source: Ibid.

The GER for SC and ST communities have also recorded impressive gains after the implementation of the SSA, which was focusing on inclusive education based on equity parameters (see Table 7.5). In 2015-16, the GER for SCs and STs at the primary level was 110.9% and 106.7% respectively. It was 102.4% for SCs and 96.7% for STs at the upper primary level in 2015-16. At the national level and in several states, participation of both SC and ST girls at primary and upper primary levels of education was relatively higher than that of boys in 2015-16 indicating the positive impact of various interventions of the SSA to reduce disparities in participation by gender and social category (see Table 7.5).

Table No 7.4
Gross Enrolment Ratio at Primary, Upper Primary and Elementary Levels, all India, 2000-01 to 2015-16

Year	Primary Level (Grades I-V; Age Group 6-10 Years)			Upper Primary (Grades VI-VIII; Age Group 11-13 Years)			Elementary Level (Grades I-VIII; Age Group 6-13 Years)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
2000-01	104.9	85.9	95.7	66.7	49.9	58.6	90.3	72.4	81.6
2005-06	112.8	105.8	109.4	75.2	66.4	71.0	98.5	91.0	94.9
2006-07	114.6	108.0	111.4	77.6	69.6	73.8	100.4	93.5	97.1
2007-08	115.3	112.6	114.0	81.5	74.4	78.1	102.4	98.0	100.3
2008-09	114.7	114.0	114.3	82.7	76.6	79.8	102.5	99.6	101.1
2009-10	113.8	113.8	113.8	84.3	79.0	81.7	102.5	100.4	101.5
2010-11	114.9	116.3	115.5	87.5	82.9	85.2	104.5	103.3	103.9
2011-12	105.8	107.1	106.5	82.5	81.4	82.0	97.2	97.6	97.4
2012-13*	104.8	107.2	106.0	80.6	84.6	82.5	95.6	98.6	97.0
2013-14*	100.2	102.6	101.4	86.3	92.8	89.3	95.1	99.1	97.0
2014-15*	98.9	101.4	100.1	87.7	95.3	91.2	94.8	99.2	96.9
2015-16*	97.87	100.69	99.21	88.72	97.57	92.81	94.53	99.59	96.91

Source: (i) Ministry of Human Resource Development, Government of India (website: http://mhrd.gov.in/statist)
(ii) Figure for 2012-13 & 2014-15 are from U-DISE, National University of Educational Planning & Administration, New Delhi (website: http://dise.in/)
Note: * Figures related to School Education are provisional.

Table 7.5

GER of Scheduled Castes and Scheduled Tribes at Primary, Upper Primary and Elementary Levels, 2015-16 (%)

State/UT	GER: Scheduled Castes, 2015-16									GER: Scheduled Tribes, 2015-16								
	Primary Level (Grades I-V)			Upper Primary Level (Grades Vi-VIII)			Elementary Level (Grades I-VIII)			Primary Level (Grades I-V)			Upper Primary Level (Grades Vi-VIII)			Elementary Level (Grades I-VIII)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
A&N Islands	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	117.37	119.88	118.60	91.77	92.46	92.11	107.95	109.84	108.87
Andhra Pradesh	91.2	90.2	90.7	83.7	82.5	83.1	88.3	87.2	87.8	97.28	98.22	97.74	78.00	78.78	78.37	90.31	91.21	90.75
Arunachal Pradesh	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	129.52	129.03	129.28	119.27	127.01	123.14	126.22	128.37	127.29
Assam	131.0	134.4	132.7	117.3	124.7	120.9	126.0	130.8	128.4	118.44	121.44	119.91	107.03	112.39	109.66	114.35	118.19	116.23
Bihar	120.9	124.0	122.4	112.7	131.9	121.4	118.4	126.2	122.1	154.70	155.69	155.18	121.72	140.36	130.43	144.26	151.07	147.53
Chandigarh	31.6	31.1	31.4	48.7	50.5	49.5	38.0	38.3	38.2	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Chhattisgarh	107.2	107.6	107.4	112.0	113.0	112.5	109.0	109.6	109.3	99.17	97.72	98.46	99.10	98.27	98.69	99.14	97.92	98.54
D & N Haveli	130.6	133.9	132.2	134.8	92.7	113.0	132.2	116.7	124.5	71.76	68.72	70.24	88.70	82.05	85.38	78.33	73.87	76.10
Daman & Diu	103.4	88.4	96.0	85.4	94.6	89.5	95.6	90.9	93.3	85.60	87.86	86.66	100.89	107.10	103.70	91.47	94.94	93.07
Delhi	62.6	66.3	64.3	61.2	77.3	68.4	62.1	70.1	65.7	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Goa	71.5	69.3	70.4	91.3	95.5	93.4	78.8	79.2	79.0	70.47	73.62	71.99	84.83	91.10	87.79	76.11	80.31	78.12
Gujarat	95.0	99.1	96.9	98.8	101.0	99.8	96.6	99.9	98.1	102.07	99.64	100.89	91.78	91.67	91.73	98.18	96.72	97.48
Haryana	93.8	100.4	96.8	96.0	112.8	103.4	94.6	104.9	99.3	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Himachal Pradesh	95.4	97.8	96.6	105.5	108.0	106.7	99.2	101.6	100.4	86.06	88.63	87.29	92.19	95.14	93.61	88.38	91.12	89.69
J&K	100.9	104.0	102.3	84.8	86.5	85.6	94.6	97.1	95.7	98.96	96.59	97.81	67.20	68.00	67.57	87.26	86.45	86.87
Jharkhand	122.5	122.4	122.5	102.3	110.2	106.1	115.9	118.6	117.2	118.53	117.94	118.24	91.01	97.54	94.18	109.28	111.19	110.21
Karnataka	103.0	102.9	103.0	91.6	90.8	91.3	98.7	98.4	98.6	104.75	103.46	104.12	90.94	91.49	91.20	99.51	99.00	99.26
Kerala	98.7	97.6	98.2	94.6	95.3	94.9	97.0	96.7	96.9	101.51	102.34	101.91	101.78	102.52	102.14	101.61	102.41	102.00
Lakshadweep	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	78.68	72.23	75.42	94.12	78.73	85.73	84.39	74.87	79.43

State/UT	GER: Scheduled Castes, 2015-16									GER: Scheduled Tribes, 2015-16								
	Primary Level (Grades I-V)			Upper Primary Level (Grades Vi-VIII)			Elementary Level (Grades I-VIII)			Primary Level (Grades I-V)			Upper Primary Level (Grades Vi-VIII)			Elementary Level (Grades I-VIII)		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Madhya Pradesh	98.6	97.2	97.9	96.6	103.0	99.6	97.8	99.3	98.5	96.46	90.56	93.56	91.08	92.60	91.81	94.56	91.26	92.95
Maharashtra	103.6	103.5	103.5	106.8	110.7	108.6	104.8	106.2	105.5	98.65	97.71	98.20	95.11	96.02	95.54	97.34	97.11	97.23
Manipur	151.3	158.3	154.7	161.0	169.3	165.0	154.4	161.8	158.0	115.58	120.61	117.99	90.50	98.09	94.13	107.23	113.15	110.07
Meghalaya	277.8	284.3	280.8	336.7	396.2	365.7	297.1	322.5	309.3	143.34	147.37	145.32	119.95	139.10	129.38	136.00	144.77	140.32
Mizoram	611.9	568.5	591.2	853.6	1085.0	950.0	689.7	708.1	698.1	127.66	123.56	125.65	130.87	127.88	129.41	128.68	124.92	126.84
Nagaland	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	0.0	95.75	99.53	97.57	91.98	100.20	95.91	94.51	99.74	97.03
Odisha	108.4	106.8	107.6	99.2	99.8	99.5	104.9	104.1	104.5	115.04	109.69	112.36	94.38	89.50	91.98	107.92	102.87	105.41
Puducherry	90.6	94.6	92.5	88.4	95.9	91.9	89.8	95.1	92.3	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Punjab	100.4	105.6	102.8	101.0	107.8	104.1	100.6	106.4	103.3	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00
Rajasthan	107.5	105.0	106.3	93.9	92.8	93.4	102.6	100.8	101.8	105.71	99.68	102.82	91.56	87.17	89.53	100.86	95.59	98.37
Sikkim	158.9	160.7	159.7	212.5	231.7	221.7	177.2	184.3	180.6	115.45	98.66	107.16	132.10	153.98	142.86	121.26	117.89	119.60
Tamil Nadu	113.1	113.0	113.1	98.9	101.1	100.0	107.4	108.2	107.8	129.42	125.46	127.51	97.36	101.49	99.33	117.23	116.46	116.86
Telangana	106.9	105.8	106.4	90.2	89.1	89.7	100.3	99.1	99.7	106.49	104.38	105.47	84.14	83.45	83.81	98.05	96.56	97.33
Tripura	114.8	115.0	114.9	136.1	139.4	137.7	121.9	123.2	122.6	109.99	111.01	110.49	116.03	117.23	116.61	112.00	113.06	112.52
Uttar Pradesh	116.3	124.6	120.2	88.0	105.4	95.9	106.3	118.2	111.8	109.45	112.46	110.90	87.61	102.10	94.35	102.17	109.15	105.50
Uttarakhand	111.6	112.5	112.0	98.2	103.5	100.7	106.5	109.1	107.7	102.60	103.64	103.10	84.91	89.50	87.13	95.47	97.91	96.65
West Bengal	111.7	110.7	111.2	111.8	119.8	115.7	111.7	114.1	112.9	116.68	116.42	116.55	97.93	106.19	101.94	109.83	112.74	111.25
India	**109.5**	**112.1**	**110.7**	**97.4**	**105.9**	**101.4**	**105.1**	**109.9**	**107.4**	**107.45**	**105.15**	**106.33**	**94.29**	**96.13**	**95.18**	**102.79**	**102.03**	**102.42**

Source: U-DISE 2015-16. NIEPA, New Delhi.

The GER of SCs at the primary level was more than 100% in all states and UTs, except Kerala, Madhya Pradesh, Gujarat, Haryana, Himachal Pradesh, Daman & Diu, Puducherry, Andhra Pradesh, Goa, Delhi, Chandigarh, A&N Islands, Arunachal Pradesh, Lakshadweep and Nagaland (see Table 7.4 and Table 7.4). Similarly, the GER of SCs at upper primary level was more than 100% in Mizoram, Meghalaya, Sikkim, Manipur, Tripura, Bihar, Assam, West Bengal, D & N Haveli, Chhattisgarh, Maharashtra, Himachal Pradesh, Jharkhand, Punjab, Haryana, Uttarakhand, Tamil Nadu, Gujarat, and Madhya Pradesh in 2-15-16. However, the GER of SC girls at the elementary level was relatively lower in Andhra Pradesh, Goa, Delhi and Chandigarh (see Table 7.4).

The GER of STs at the primary level was above the national average (106.33) in 14 states and UTs – i.e. Bihar, Meghalaya, Arunachal Pradesh, Tamil Nadu, Mizoram, Assam, A&N Islands, Jharkhand, Manipur, West Bengal, Odisha, Uttar Pradesh, Tripura, and Sikkim. Interestingly, all these states and UTs have relatively more concentration of tribal population, which indicates that the SSA has contributed significantly in promoting participation of tribal children in primary education. Besides these states, Telangana, Karnataka, Uttarakhand, Rajasthan, Kerala and Gujarat had more than 100% GER for STs at the primary level. Among the major states, Madhya Pradesh and Himachal Pradesh had low GER for STs at the primary level (see Tables 7.5 and 7.6).

Table 7.6
GER at Primary, Upper Primary and Elementary Levels by Gender and Social Category in Select States and UTs, 2014-15 (%)

	General				SC				ST			
	Primary		Upper Primary		Primary		Upper Primary		Primary		Upper Primary	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
Andhra Pradesh	85	84	81	82	91	103	85	84	98	99	79	80
Assam	105	108	88	99	135	148	120	128	119	122	109	115
Bihar	104	111	98	119	125	113	115	137	156	157	124	146
Chandigarh	77	87	90	102	30	34	47	49	*	*	*	*
J&K	85	87	69	72	104	104	84	86	99	96	66	68
Karnataka	103	103	92	94	104	101	93	93	105	104	92	93
Madhya Pradesh	95	94	90	98	97	105	96	104	96	91	90	93
Maharashtra	98	98	97	101	103	106	107	113	98	98	95	98
Meghalaya	139	143	126	146	-	-	-	-	144	148	127	148
Odisha	105	103	95	94	108	112	101	102	116	111	96	92
Puducherry	80	90	82	93	94	93	85	95	*	*	*	*
Sikkim	107	98	144	158	161	176	-	-	116	99	140	164
Tamil Nadu	103	104	93	96	114	113	98	101	130	127	97	102
Uttar Pradesh	89	96	68	83	124	123	87	106	108	112	87	103
West Bengal	103	104	98	113	113	115	115	124	119	118	101	110
All India	98	101	89	98	112	112	98	108	108	106	95	103

Source: (i) Ministry of Human Resource Development, Government of India (website: http://mhrd.gov.in/statist) (ii) figure for 2012-13 & 2014-15

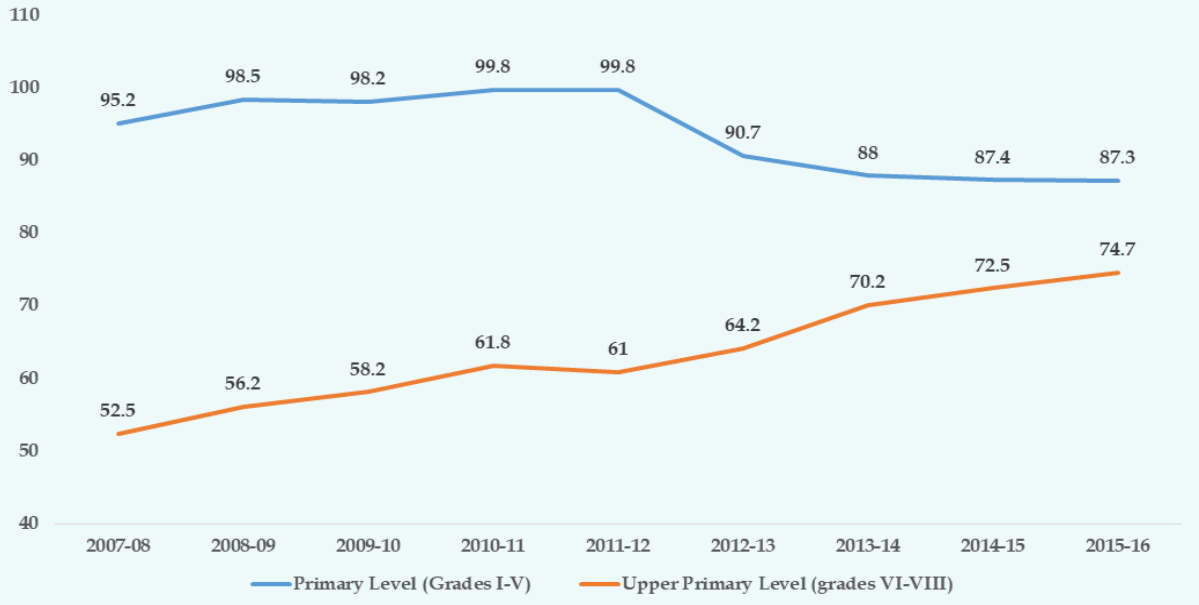
(ii) National University of Educational Planning & Administration, New Delhi (website: http://dise.in/)

Note: * Figures related to School Education are provisional.

7.5 Net Enrolment Ratio (NER)

In recent years, the Net Enrolment Ratio[60] in primary education (grades I-V) in India has depicted downward trend. Initially, it grew from 95.2% in 2007-08 to over 98% in 2008-09 and reached nearly 100% in 2010-11 and 2011-12. This means that the full age cohort of students in 2010-11 and 2011-12 were enrolled at the right age in the right grades. From 2011- 12 to 2012-13 the NER started dropping dramatically to 90.78% and continued to fall to 87.3% in 2015-16 (see Chart 7.4). If the figures were reliable, it then indicated a serious reverse of the participation trend of primary school age population. The declining trend could be partly attributed to better and more reliable enrolment statistics reported in the U- DISE in the later years; declining growth of child population; and variations in the coverage of schools under the U-DISE between years. However, the decline of NER in primary education in recent years is a concern and needs to be further investigated.

Chart 7.4: NER in primary and upper primary levels of education, all India (%)



Source: (i) Twentieth Joint Review Mission of the SSA, Aide Memoire, 7th to 17thOctober 2014, MHRD.

(ii) U-DISE 2015-16. NIEPA, New Delhi.

The NER in upper primary level was showing an increasing trend since 2007-08 at the national level. It was 52.5% in 2007-08, which increased significantly to 74.7% in 2015-16. There was around 13 percentage point gain in the size of NER in upper primary education between 2010-11 and 2015-16 (see Chart 7.4). However, the NER in primary education had decreased at the national level from 99.89% in 2010-11 to 87.3% in 2015-16. This decline in NER in primary education was seen across most states and UTs during this period. At the same time, the NER in upper primary education had increased from 61.82% in 2010-11 to 74.74% in 2015-16 (see Table 7.7).

60 The Net Enrolment Ratio (NER) in primary or upper primary education is the ratio of the number of children of official primary/upper primary school age (i.e. age group 6-10 at primary level and 11-13 at the upper primary level in India), who are enrolled in primary/upper primary education to the total population of children of official primary/upper primary school age, expressed as a percentage.

The NER of girls was much higher that of the boys in both primary and upper primary education thereby indicating that more girls than boys were entering primary and upper primary levels of education at the right age and they were better progressing through primary and upper primary stages of education. One of the important finding was that the gap in the size of NER in primary and upper primary education was getting reduced significantly during the past one decade indicating better transition from primary to upper primary level and retention of the relevant age group children in upper primary education (see Chart 7.5).

Table 7.7
Net Enrolment Ratio at Primary and Upper Primary Levels in Selected States and UTs

State	Primary			Upper Primary		
	2010-11	2012-13	2015-16	2010-11	2012-13	2015-16
Andhra Pradesh	85.68	81.78	72.1	61.95	60.12	63.37
Assam	-	-	99.6	74.93	70.25	77.83
Bihar	80.41	85.67	-	52.7	55.04	96.88
Chandigarh	-	90.08	72.23	64.02	81.24	74.64
Jammu & Kashmir	95.33	67.48	72.39	80.8	57.48	56.04
Karnataka	99.85	87.8	96.4	61.71	74.59	79.37
Madhya Pradesh	-	-	79.83	71.54	75.19	72.31
Maharashtra	88.26	90.13	85.79	69.76	71.51	78.49
Meghalaya	-	93.42	96.86	59.16	50.53	72.87
Odisha	-	89.06	90.51	64.41	60.39	72
Puducherry	85.98	94.13	69.3	80.21	86.01	63.96
Punjab	89.41	89.04	84.1	71.76	70.3	89.24
Rajasthan	87.31	81.5	79.2	54.97	56.64	67.18
Sikkim	114.75	-	75.47	42.81	65.17	82.57
Tamil Nadu	-	90.07	90.9	90.91	75.88	77.05
Uttar Pradesh	94.18	96.67	83.07	47.13	54.23	60.53
West Bengal	-	93.19	94.02	67.72	65.62	81.3
All States	**99.89**	**90.78**	**87.3**	**61.82**	**64.24**	**74.74**

Source: UDISE, NUEPA, New Delhi

Analysis of U-DISE for 2014-15 also revealed a decreasing trend of NER for boys (86.49%) compared to that of girls (90.64%) at the elementary level. Besides, the Age Specific Enrolment Ratio (ASER) for 2015-16 revealed that 93.4% of girls and 90.27% of boys were enrolled in schools between the ages of 6+ to 10+, whereas 98.3% of girls and only 89.8% of boys were enrolled in the age group 11+ to 13+. In many states like West Bengal, Tripura, Meghalaya and Karnataka the Age Specific Enrolment Ratio (ASER) for girls (age group 6-10) was approaching 100% in 2015-16. Similarly, the ASER for girls (age group 11-13) in Chandigarh, Maharashtra and Tamil Nadu was 95% or more in 2015-16 (see Table 7.7). This implies that most of primary and upper primary school age children, particularly girls were in school, but some of them were either studying in grades other than the age appropriate grade. This could be due to early or late entry to school education or grade repetition.

There seems to be no clear explanation of the falling NER for boys, but a contributing factor could be the increasing enrolment of boys in private schools (Young Lives, 2013 & 2014) that was not adequately captured in the U-DISE data. About 1.45 crore children enrolled in government schools apparently have moved to private schools between 2009-10 and 2015-16. A report of the 22nd JRM observed the same and desired that reasons for declining enrolment in government managed schools be analysed. The share enrolment in government schools at primary level to total enrolment have come down from 70% in 2010-11 to 59% in 2015-16.

Field survey in the selected states indicated that only 80-85% children were actually attending school, others had either dropped out from class VI onwards. Thus, a relatively large proportion of children were neither enrolled nor attending school at the upper primary level. The average student attendance rate at the elementary level continued to be a major concern. However, there was considerable variations across states, and within states acres districts in the attendance rate of students on any given day during the school year.

Of particular concern was the fact that some of the educationally backward areas had the lowest student attendance rate (below 70 per cent). Thus, the mandatory requirement of the RTE Act 2009 of compulsory education for all children up to the age of 14 years was still a distant dream in terms of regular student attendance. In view of this, the SSA has to play a significant role in future to ensure the RTE Act is implemented in its letter and spirit. The age specific enrolment data further testify that quite a number of children are still out-of- school in several states and UTs (see Table 7.8).

Table 7.8

State-wise Age Specific Enrolment Ratio for Boys and Girls (%

State/UT	6+ to 10+ years				11+ to 13+ years				6+ to 13+ years			
	Boys	Girls	Total		Boys	Girls	Total		Boys	Girls	Total	
	2015-16		2014-15	2015-16	2015-16		2014-15	2015-16	2015-16		2014-15	2015-16
Andhra Pradesh	71.28	73.07	84.07	72.14	83.14	83.12	78.32	83.13	75.75	76.86	81.87	76.28
Assam	-	-	-	-	84.40	93.83	90.30	88.99	94.71	99.88	-	97.23
Bihar	98.61	-	94.71	-	-	-	-	-	-	-	99.95	-
Chandigarh	72.72	82.88	79.33	77.19	85.98	96.60	95.84	90.51	77.72	87.88	85.47	82.14
Jammu & Kashmir	77.68	79.46	78.04	78.52	67.25	70.19	68.52	68.62	73.75	76.03	74.50	74.82
Karnataka	98.96	99.17	97.29	99.06	86.91	88.98	94.24	87.90	94.41	95.39	96.14	94.88
Madhya Pradesh	85.04	83.96	89.87	84.53	87.81	94.00	92.56	90.68	86.08	87.58	90.86	86.79
Maharashtra	89.20	89.31	89.06	89.25	93.72	97.85	95.23	95.61	90.90	92.43	91.37	91.61
Meghalaya	97.61	99.77	98.98	98.67	-	-	-	-	-	-	-	-
Odisha	-	-	-	-	87.97	87.76	82.61	87.87	97.18	95.55	94.25	96.38
Puducherry	78.58	88.10	85.90	82.93	82.70	92.43	91.47	87.14	80.15	89.74	88.01	84.53
Punjab	85.16	90.24	90.74	87.41	-	-	97.83	-	95.29	-	93.44	97.79
Rajasthan	83.91	82.56	81.30	83.28	94.09	94.19	90.62	94.14	87.55	86.55	84.60	87.09
Sikkim	78.48	76.72	81.28	77.61	-	-	-	-	94.42	93.83	94.43	94.13
Tamil Nadu	-	-	99.42	-	92.04	95.41	92.71	93.65	97.08	99.09	96.74	98.05
Tripura	98.25	99.03	-	98.63	-	-	-	-	-	-	-	-
Uttar Pradesh	83.24	90.30	89.11	86.54	70.06	84.64	75.89	76.60	78.50	88.37	84.45	83.05
West Bengal	98.68	99.55	96.56	99.10	98.26	-	-	-	98.52	-	98.66	-
All India	**90.27**	**93.17**	**92.16**	**91.64**	**89.78**	**98.30**	**91.80**	**93.72**	**90.09**	**94.98**	**92.03**	**92.39**

Source: (i) Ministry of Human Resource Development, Government of India (website: http://mhrd.gov.in/statist)

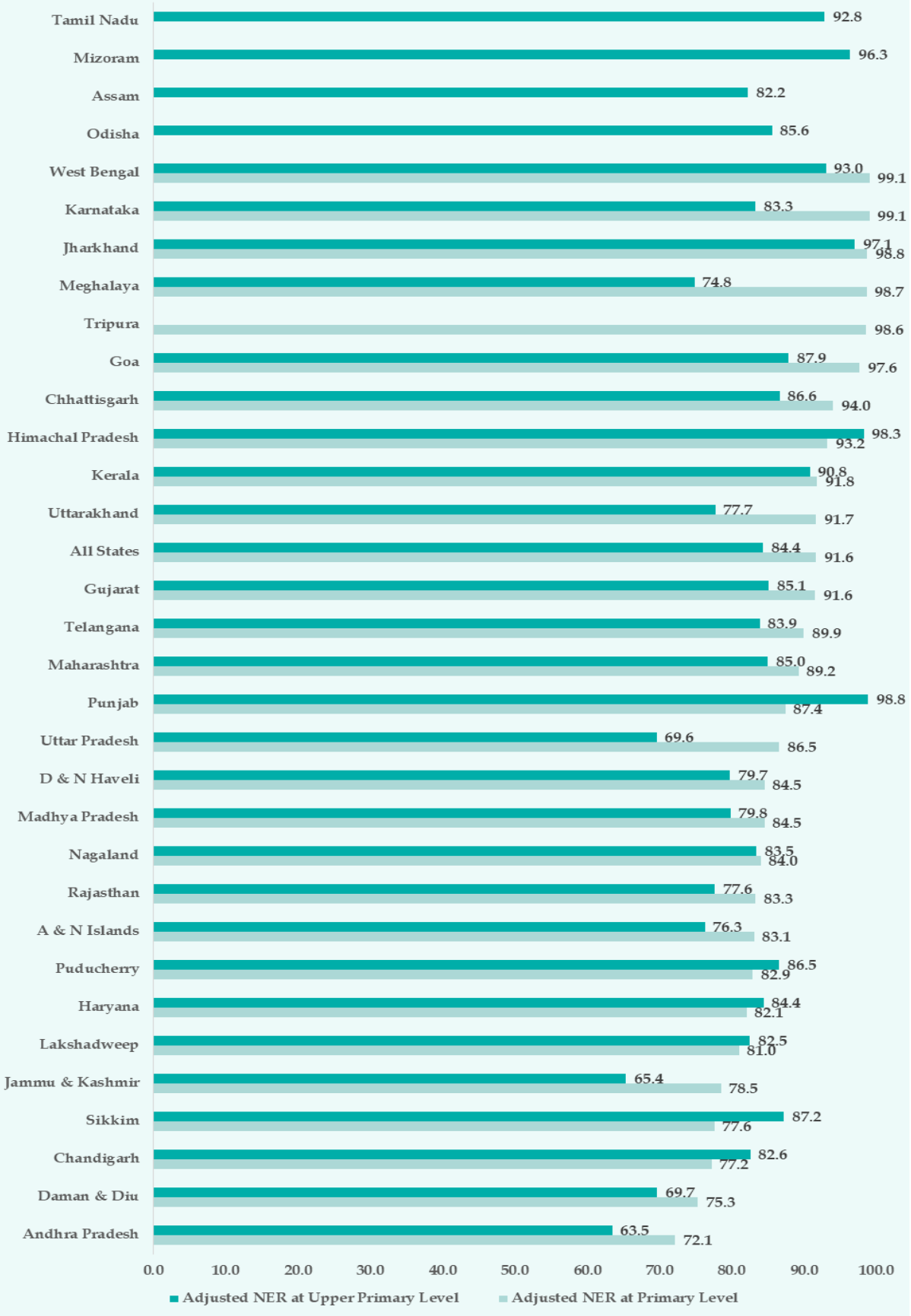
(ii) Figure for 2012-13 & 2014-15 from U-DISE, National University of Educational Planning & Administration, New Delhi, (website: http://dise.in/).

Note: * Figures related to school education are provisional.

Analysis of the Adjusted NER (ANER) in primary and upper primary levels of education revealed increased participation of relevant school age children in these two levels of education. The ANER was 91.6% in primary education and 84.4% in upper primary level of education at the national level in 2015-16 (see Chart 7.5). The ANER in primary level was more than 90% in Gujarat, Uttarakhand, Kerala, Himachal Pradesh, Chhattisgarh, Goa, Tripura, Meghalaya, Jharkhand, Karnataka and West Bengal (see Chart 7.5). At the same time, it was less than 80% in primary education in Andhra Pradesh, Daman & Diu, Chandigarh, Sikkim and Jammu & Kashmir.

The ANER in upper primary level was more than 90% in 2015-16 in Kerala, Tamil Nadu, West Bengal, Mizoram, Jharkhand, Himachal Pradesh, Punjab and Tripura. It was less than 80% in several states and UTs like Andhra Pradesh, Jammu & Kashmir, Uttar Pradesh, Daman & Diu, Meghalaya, A & N Islands, Rajasthan, Uttarakhand, D & N Haveli and Madhya Pradesh (see Chart 7.5).

Chart 7.5: Adjusted NER at primary and upper primary levels, 2015-16



Source: U-DISE 2015-16. NIEPA, New Delhi.

In spite of the progress made in the participation rates in primary and upper primary education, the ANER in upper primary education in many states remains low, indicating that a significant proportion of upper primary school-age children are not enrolled at upper primary and secondary levels. However, given the size of the age specific enrolment (age group 11-13) in school education (i.e. 93.7% in 2015-16), it was more likely that a substantial number of the upper primary school age children were in primary grades in 2015-16 due to late entry or grade repetition. While the SSA had contributed significantly in raising the participation of relevant elementary school age children in school education at the national level, a large number of children were not studying in the age appropriate grades.

Moreover, the gap between the GER and the ANER remains wide both in primary and upper primary levels wide in some states and UTs indicating that fewer children were enrolled at the right age in the right grade. The share of under-age and over-age children enrolled in primary education in 2014-15 was 8.97% and 5.5% respectively of the total enrolment in primary education. The proportion of under-age and over-age children enrolled in upper primary education in 2014-15 was 10.48% and 10.47% respectively. At the primary stage, the proportion of under-age children was more than 10% in twelve states – i.e. Andhra Pradesh, Delhi, Gujarat, Haryana, Himachal Pradesh, Manipur, Odisha, Puducherry, Rajsthan, Tamil Nadu, Telangana and Uttrakhand while the proportion of over- age children was more than 10% in Meghalaya, Mezoram, Nagaland, Punjab, Rajasthan and Sikkim. (Refer Table No 7.9)

At the Upper Primary stage Under-age proportion was more than 15% for Andhra Pradesh, Himachal Pradesh, Odisha, Puducherry, Tamil Nadu and Telanganawhile Over-age proportion was more than 15% in case of Chhattisgarh, Meghalaya, Mezoram, Punjab, Rajasthan, Sikkim and West Bengal. (Refer Table 7.9)

Table No. 7.9
Under-age and Over-age Students at Primary and Upper Primary Level 2014-15

State/UT	Primary Level						Upper Primary Level					
	Under-age			Over-age			Under-age			Over-Age		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
A & N Islands	4.55	4.70	4.62	6.69	5.49	6.10	4.93	7.31	6.07	10.82	8.30	9.61
Andhra Pradesh	17.13	17.07	17.10	1.46	1.29	1.38	25.22	24.61	24.93	2.05	2.10	2.07
Arunachal Pradesh	1.65	1.48	1.57	5.24	5.95	5.59	4.93	4.44	4.69	12.19	12.21	12.20
Assam	3.63	3.56	3.60	3.40	3.66	3.53	4.79	4.51	4.65	11.18	11.00	11.09
Bihar	2.76	2.49	2.63	4.53	5.30	4.90	3.67	3.39	3.52	6.61	7.66	7.15
Chandigarh	5.73	6.10	5.90	8.59	7.07	7.89	7.09	8.03	7.51	15.33	13.53	14.53
Chhattisgarh	4.20	4.32	4.26	7.89	7.58	7.74	5.10	5.47	5.28	15.69	15.82	15.75
D & N Haveli	1.54	1.55	1.55	5.95	5.13	5.58	8.54	9.77	9.11	10.89	8.61	9.84
Daman & Diu	5.73	7.12	6.37	7.68	8.33	7.98	4.53	8.01	6.10	15.52	12.58	14.19
Delhi	11.18	11.12	11.15	5.45	5.46	5.46	12.20	11.07	11.67	11.01	13.46	12.15
Goa	2.35	2.95	2.64	4.30	3.60	3.96	4.06	2.89	3.50	10.54	8.34	9.49
Gujarat	10.36	10.76	10.54	4.90	4.70	4.81	14.51	14.94	14.70	7.98	7.04	7.57
Haryana	11.54	12.07	11.77	7.23	7.02	7.14	12.64	13.18	12.88	11.96	12.61	12.24
Himachal Pradesh	11.17	11.72	11.42	3.36	3.19	3.29	14.95	15.56	15.22	6.70	7.22	6.93
Jammu & Kashmir	7.90	7.54	7.73	2.15	2.11	2.13	9.68	8.83	9.29	4.87	4.87	4.87
Jharkhand	5.48	5.00	5.26	7.20	7.39	7.29	6.99	6.31	6.66	8.47	9.53	8.98

Karnataka	4.75	4.80	4.77	3.66	3.85	3.75	5.40	5.36	5.38	4.22	4.53	4.38
Kerala	7.43	7.80	7.62	3.06	2.45	2.76	10.50	10.74	10.62	6.33	4.79	5.55
Lakshadweep	0.00	0.00	0.00	0.61	0.21	0.42	20.11	19.88	20.00	4.02	3.11	3.60
Madhya Pradesh	9.18	9.10	9.14	7.91	7.71	7.82	8.10	8.21	8.15	14.79	14.73	14.76
Maharashtra	7.67	8.36	7.99	6.80	6.16	6.50	7.73	8.58	8.12	14.05	12.98	13.56
Manipur	11.22	10.59	10.91	0.00	0.00	0.00	1.77	3.20	2.47	0.00	0.00	0.00
Meghalaya	6.48	7.45	6.98	18.49	21.25	19.91	3.01	2.33	2.64	34.99	41.82	38.70
Mizoram	4.74	4.63	4.68	16.39	15.30	15.85	1.77	2.11	1.94	28.56	26.55	27.56
Nagaland	1.61	1.58	1.59	13.31	14.36	13.82	1.01	0.91	0.96	8.25	11.01	9.61
Odisha	16.15	15.81	15.99	0.65	0.64	0.65	24.03	23.22	23.64	3.06	3.27	3.16
Puducherry	15.61	16.81	16.20	0.67	0.44	0.56	21.84	25.38	23.57	1.23	1.05	1.14
Punjab	7.28	7.76	7.50	11.22	10.66	10.97	7.27	7.82	7.51	18.32	17.84	18.11
Rajasthan	11.21	10.79	11.02	10.30	11.06	10.64	6.96	6.97	6.96	18.00	19.09	18.47
Sikkim	1.21	1.32	1.26	20.47	18.93	19.73	2.65	1.60	2.14	35.67	36.08	35.87
Tamil Nadu	12.44	12.84	12.64	0.90	0.84	0.87	16.53	16.50	16.52	2.64	2.49	2.57
Telangana	17.53	17.66	17.59	3.88	3.86	3.87	17.6	17.44	17.52	10.43	10.29	10.36
Tripura	1.79	1.33	1.56	8.02	9.09	8.54	0.30	0.15	0.22	12.43	13.85	13.14
Uttar Pradesh	6.97	6.39	6.69	4.27	5.17	4.70	9.00	8.17	8.59	11.71	13.82	12.75
Uttarakhand	10.73	10.44	10.60	4.07	4.56	4.30	14.84	13.56	14.24	10.10	13.85	11.85
West Bengal	4.28	3.88	4.08	7.77	9.06	8.41	8.79	8.03	8.41	14.71	17.46	16.11
All States	**8.98**	**8.97**	**8.97**	**5.55**	**5.56**	**5.55**	**10.52**	**10.43**	**10.48**	10.62	10.87	10.74

Source: Elementary Education in India, Analytical Tables, Progress Towards UEE, 2014-15, NUEPA

7.5 Transition Rate

Student attendance and retention in schools is likely to increase with enhancement of the quality of the teaching-learning process. Also, retention of children at the primary level can be enhanced with a strong foundation of early childhood education. Very few states have pre-primary sections in the primary schools. The study indicated that there is a huge opportunity for convergence between the ICDS and the SSA program for transition from pre-school to school and to establish a learning continuum between pre-school education at Anganwadis and early grade learning in schools.

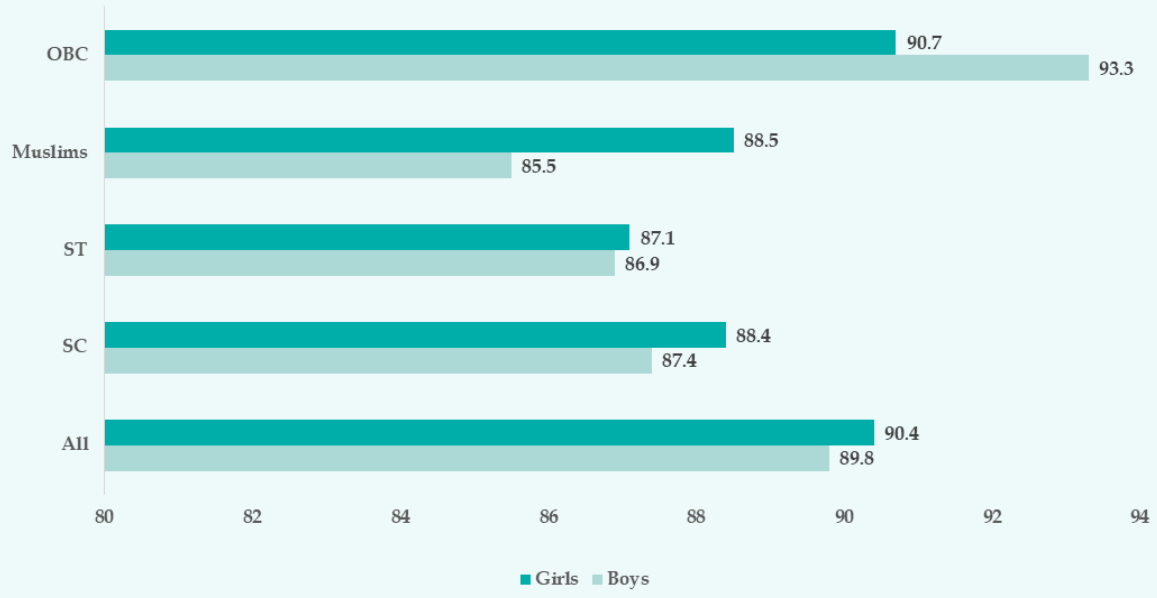
Key Performance Indicators (KPIs) like retention, transition, dropout rates were studied to assess the student flow through primary and upper primary grades and between primary and upper primary stages of education. Encouraging transition rates from primary to upper primary education was found, which was reflective of good accessibility, improved infrastructure and good teaching-learning environment. However, due to the no detention policy of promoting all children to the next class irrespective of performance, promotion rate from class I to II and so on may not be effective measure of quality of education. The Transition Rate (TR) was a good measure of the student progression from the last grade of the primary stage to the first grade of the upper primary stage. The transition rate from primary to upper primary stage depicts students' choice in continuing further education, which 'was clearly reflective of the education system performance.

Chart 7.6: Transition Rate from primary to upper primary level, all India (%)

Source: MHRD Annual Report, various years

.The intentions of a growing number of primary school students to continue their education at the upper primary level becomes evident in the increasing transition rates over time. The transition rate from primary to upper primary stage increased from 92% in 2006-07 to 94% in 2014-15 (see Chart 7.6). It was 89.8% for boys and 90.5% for girls in 2014-15 (U-DISE 2015-16). However, the transition rate from primary to upper primary stage was relatively low in rural areas (87.3%) in 2014-15. Moreover, the Transition Rate was hovering around 90% for SCs, STs and Muslims in 2014-15. The TR of girls from primary to upper primary stage was higher than that of boys in all communities and Muslims except the OBCs in (see Chart 7.7). The TR from primary to upper primary stage was the least for Muslim boys in 2014-15.

Chart 7.7: Transition Rate from primary to upper primary stage by gender and social category, all India, 2014-15



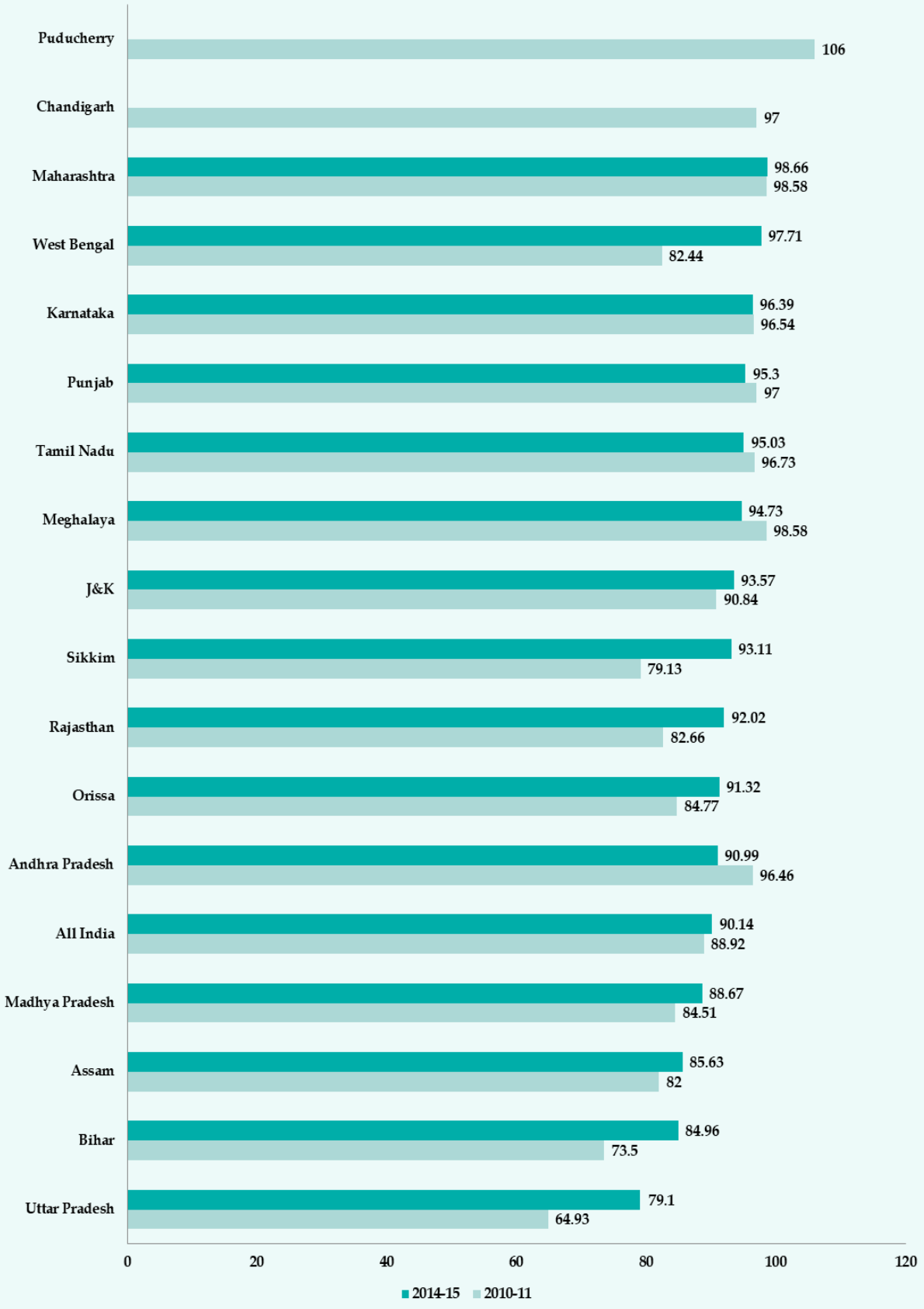
Source: JRM 22nd Report 2nd to 16 December 2015, MHRD.

However, significant variations were recorded in the transition rate from primary to upper primary stage (see Table 7.9). The TR was higher than the national average in all selected states except Madhya Pradesh, Assam, Bihar and Uttar Pradesh (see Table 7.10 and Chart 7.8). It was satisfying to note that, between 2010-11 and 2014-15, the TR from primary to upper primary stage increased in all selected states except Andhra Pradesh, Meghalaya, Tamil Nadu and Punjab. There was significant increase in TR from primary to upper primary stage in educationally less developed states Bihar, Uttar Pradesh, Madhya Pradesh, Assam, Rajasthan, Odisha, Sikkim and West Bengal during the period from 2010-11 to 2014-15 (see Table 7.10and Chart 7.8).

Table 7.10
Transition Rate from Primary to Upper Primary Stage in Selected States and UTs (%)

State Name	2006-07	2010-11	2013-14	2014-15
Andhra Pradesh	91.07	96.46	95.92	90.99
Assam	111.96	82	93.15	85.63
Bihar	67.11	73.5	86.2	84.96
Chandigarh	95.72	97	96.5	-
Jammu & Kashmir	97.48	90.84	93.25	93.57
Karnataka	103.39	96.54	94.26	96.39
Madhya Pradesh	67.03	84.51	87.43	88.67
Maharashtra	93.83	98.58	98.95	98.66
Meghalaya	100.45	98.58	96	94.73
Orissa	87.95	84.77	88.76	91.32
Puducherry	119.64	106	101	-
Punjab	104.5	97	97.61	95.30
Rajasthan	84.71	82.66	88.67	92.02
Sikkim	76.17	79.13	94.89	93.11
Tamil Nadu	97.3	96.73	95.39	95.03
Uttar Pradesh	64.93	64.93	76.92	79.10
West Bengal	88.28	82.44	92.42	97.71
Total India	91.27	88.92	92.78	**90.14**

Chart 7.8: Transition Rate from primary to upper primary stage, 2010-11 and 2014-15



Source: U-DISE, various years. NIEPA, New Delhi.

7.6 Average Annual Dropout Rates

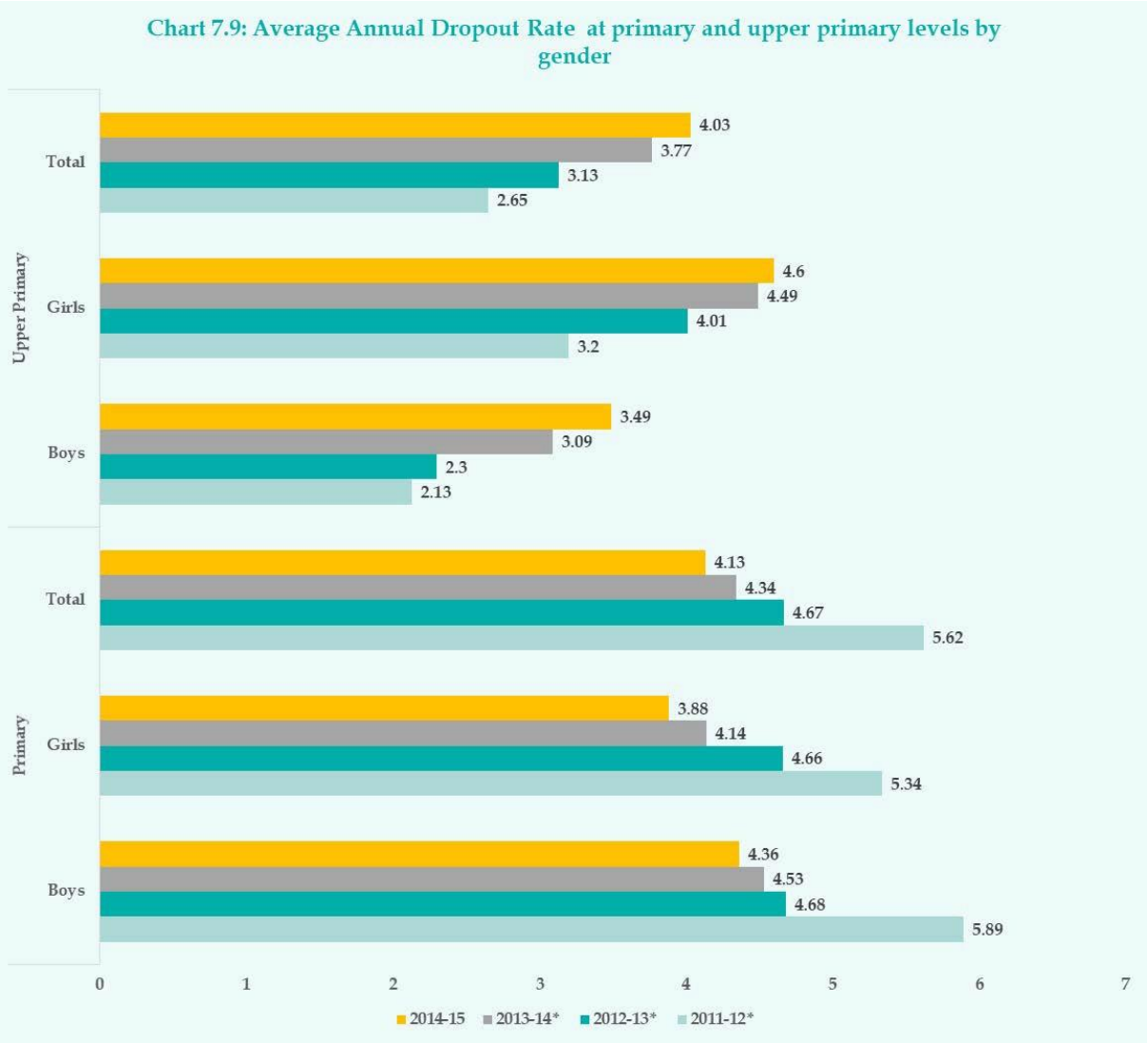
The average annual dropout rates at primary and upper primary levels reflect the retention capacity of the system, which is generally influenced by the nature and quality of teaching and learning environment in the school. Over the years, the SSA has made a huge contributions in improving the retention rate of children at both primary and upper primary levels. The Average Annual Dropout Rate (AADR) declined from 5.62 % in 2011-12 to 4.13% in 2014-15 at primary level. However, a slight increase was recorded in the average annual dropout rate in 2014-15 as compared to 2011-12 at upper primary levels. The DR of boys and girls did not show any significant variation at primary level, while girls recorded higher dropout rate at upper primary level during this period (see Table 7.11 and Chart 7.9). The decline in the DR was more pronounced for girls at primary level and boys at upper primary level.

Table 7.11
Average Annual Dropout Rate in School Education (All Categories), all India (%)

Year	Primary			Upper Primary		
	Boys	Girls	Total	Boys	Girls	Total
2011-12*	5.89	5.34	5.62	2.13	3.20	2.65
2012-13*	4.68	4.66	4.67	2.30	4.01	3.13
2013-14*	4.53	4.14	4.34	3.09	4.49	3.77
2014-15*	4.36	3.88	4.13	3.49	4.60	4.03

Source: U-DISE, various years. National University of Educational Planning & Administration, New Delhi (website: http://dise.in/).

Note: * Figures related to school education are provisional.



Moreover, in 2014-15, the DR was relatively high in grade I (3.71%), grade IV (3.02%) and grade 5 (9.46%) at the national level. High DR in grade V in 2014-15 indicated high wastage in the primary education system, which was a major concern in several states, including Uttar Pradesh (20.63%), Manipur (14.99%), Jharkhand (14.97%), Bihar (14.49%), Assam (14.22%), Nagaland (12.16%), Madhya Pradesh (10.44%), Andhra Pradesh (8.98%), Odisha (8.59%), Tripura (7.97%) and Rajasthan (7.06%) (U-DISE, 2015-16).

The retention rate of children from marginalized communities, particularly STs and Muslims in elementary education remains a major challenge. This has resulted in residual gaps in meeting the goal of universal retention, especially for girls, and children from SC, ST and minority communities in some pockets. In 2013-14, the DR for ST students was much higher among both boys and girls as compared to general and SC students (see Table 7.12). Besides, girls' DR was higher than that of boys across all categories of students. The DR for STs at both primary and upper primary levels was relatively very high implying low retention and elementary education completion rates of ST children (see Table 7.9). In 2014-15 at the elementary level, the DR had come down to 4.1% for all categories of children, 4.8% for SCs, 7.5% for STs and 7.5% for Muslims (U-DISE 2015-16).

Table 7.12
Average Annual Dropout Rate, All, SC and ST Children, all Management, all India, 2013-14

Level	ALL			SC			ST		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Primary	4.53	4.14	4.34	4.42	3.85	4.14	7.97	7.98	7.98
Upper Primary	3.09	4.49	3.77	3.75	5.04	4.38	8.03	8.85	8.43

Source: U-DISE, various years. National University of Educational Planning & Administration, New Delhi (website: http://dise.in/).

However, the AADR in primary and upper primary education was slightly higher in government managed schools in 2014-15. At the national level in 2014-15, the DR was 5.13% in the government managed primary schools, 11.72% in upper primary schools and 7.29% at the elementary level. However, significant variations in the DR in the government managed primary and upper primary schools/sections were observed at the sub-national levels in the same year. In 2014-15, the DR in the government managed primary schools/sections was relatively very high in Assam (18.5%), Goa (15.3%), Arunachal Pradesh (12.5%), Maharashtra (12.4%), Mizoram (12.7%), Uttar Pradesh (11.7%), Meghalaya (11.6%), Nagaland (9.2%), Jharkhand (7.4%) and Madhya Pradesh (7.4%) (U-DISE, 2015-16).

Similarly, in 2014-15, the DR in the government managed upper primary schools/sections was very high in Maharashtra (35.3%), Uttar Pradesh (33.3%), Gujarat (31.4%), Meghalaya (29.6), Karnataka (15.2%), Haryana (14.5%), Jharkhand (14.3%), Nagaland (13.6%), Odisha (143.6%) and Assam (9.8%). The wastage due to drop out from school was extremely high at the upper primary level in these states thereby pulling down the level of internal efficiency of the elementary education system. Even after concerted efforts in the SSA, low retention at primary and upper primary levels continued as a major concern in several states in 2015-16 (see Table 7.13 and Chart 7.10).

However, the SSA had contributed significantly towards reducing the dropout rates at primary and upper primary levels in several states and UTs during the period from 2010-11 to 2015-16. At the all India level, the DR of boys at primary level declined from 7.13% in 2010-11 to 4.36% in 2015-16.The DR of girls at the primary level declined from 6.37% in 2010-11 to 3.88% in 2015-16 (see Table 7.13).

During this period, reduction in the DR of boys at the primary level was observed in many states including Bihar, Arunachal Pradesh, Meghalaya, Uttar Pradesh, Madhya Pradesh, Jharkhand, Rajasthan, Uttarakhand, Odisha, Chhattisgarh, Karnataka, Maharashtra, Tripura, Gujarat, West Bengal and Sikkim (see Chart 7.10). However, Assam, Manipur, Andhra Pradesh, J&K, Punjab and Nagaland witnessed an increase in the DR of boys at primary level during this period. The DR of girls at the primary level was also reduced during the period starting from 2010-11 to 2015-15 in most of the states and UTs except Mizoram, Manipur, Andhra Pradesh, J&K and Punjab (see Chart 7.10).

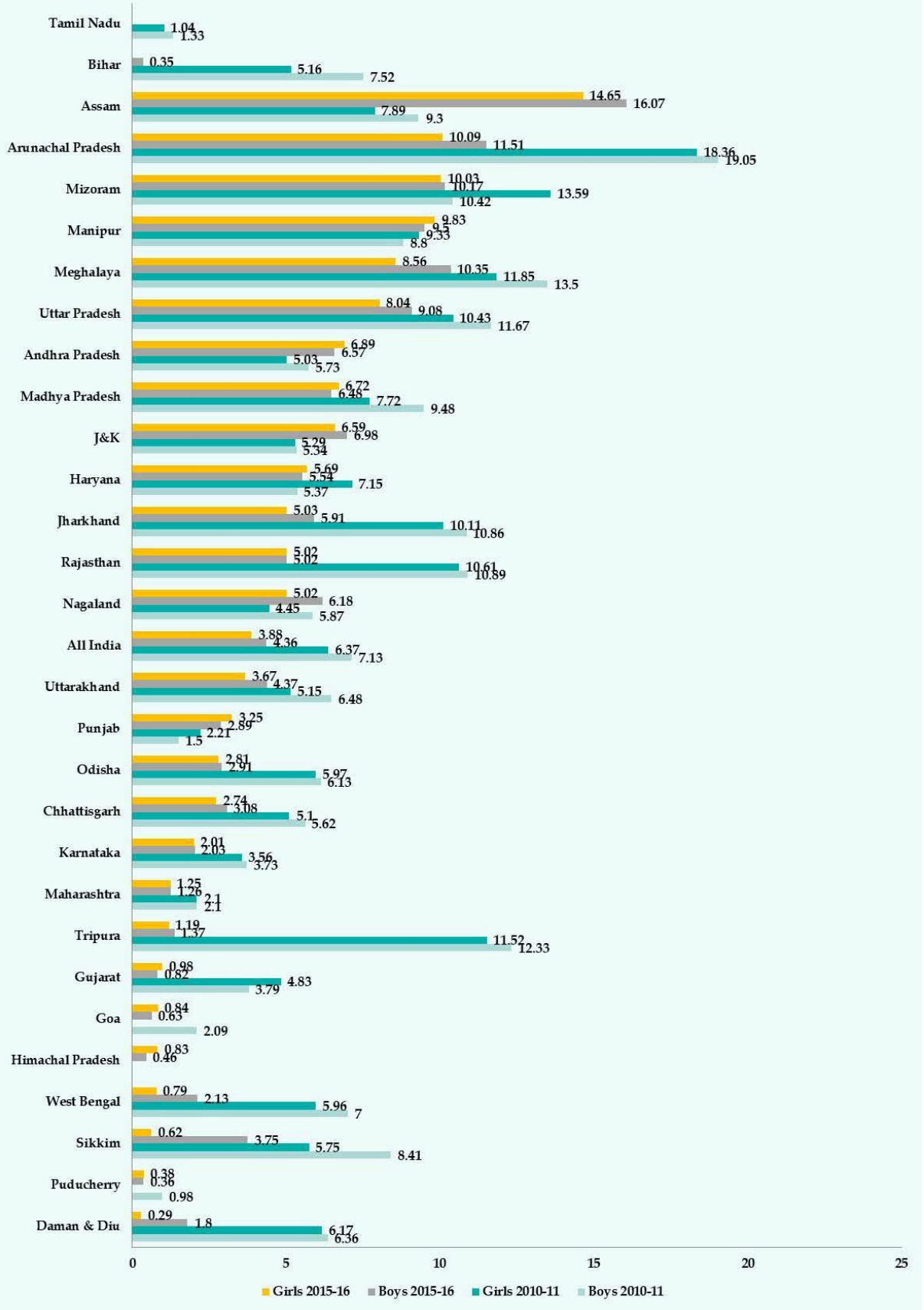
Table 7.13
Average Annual Dropout Rate at Primary and Upper Primary Levels by Gender in Select States and UTs (%)

State/UT	Primary			Primary			Upper Primary		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
	2010-11			2015-16					
Andaman & Nicobar Islands	3.66	3.33	3.5	0.47	0.55	0.51	1.44	1.95	1.69
Andhra Pradesh	5.73	5.03	5.39	6.57	6.89	6.72	5.09	5.32	5.2
Arunachal Pradesh	19.05	18.36	18.71	11.51	10.09	10.82	5.31	8.08	6.71
Assam	9.3	7.89	8.6	16.07	14.65	15.36	10.45	10.56	10.51
Bihar	7.52	5.16	6.39	0.35	-	-	4.14	4.01	4.08
Chandigarh	-	-	-	-	-	-	0.01	0.96	0.44
Chhattisgarh	5.62	5.1	5.37	3.08	2.74	2.91	6.47	5.22	5.85
Dadra & Nagar Haveli	1.39	2.77	2.04	1.6	1.31	1.47	3.7	4.4	4.02
Daman & Diu	6.36	6.17	6.27	1.8	0.29	1.11	3.14	3.07	3.11
Delhi	-	-	-	-	-	-	0.95	0.55	0.76
Goa	2.09	-	0.97	0.63	0.84	0.73	-	0.21	0.07
Gujarat	3.79	4.83	4.27	0.82	0.98	0.89	4.65	8.54	6.41
Haryana	5.37	7.15	6.21	5.54	5.69	5.61	5.5	6.18	5.81
Himachal Pradesh	-	-	-	0.46	0.83	0.64	0.5	1.27	0.87
Jammu And Kashmir	5.34	5.29	1.22	6.98	6.59	6.79	4.98	5.95	5.44
Jharkhand	10.86	10.11	10.49	5.91	5.03	5.48	9.01	8.96	8.99
Karnataka	3.73	3.56	3.64	2.03	2.01	2.02	3.46	4.27	3.85
Kerala	-	-	-	-	-	-	-	0	-
Lakshadweep	2.54	2.23	2.38	-	-	-	2.37	3.18	2.78
Madhya Pradesh	9.48	7.72	8.61	6.48	6.72	6.59	7.78	10.7	9.2
Maharashtra	2.1	2.1	2.1	1.26	1.25	1.26	0.89	2.83	1.79
Manipur	8.8	9.33	9.06	9.5	9.83	9.66	3.61	4.8	4.2
Meghalaya	13.5	11.85	12.67	10.35	8.56	9.46	6.77	6.3	6.52
Mizoram	10.42	13.59	11.95	10.17	10.03	10.1	5.46	4.06	4.78
Nagaland	5.87	4.45	5.18	6.18	5.02	5.61	7.87	7.97	7.92
Odisha	6.13	5.97	6.05	2.91	2.81	2.86	4.11	3.49	3.81

State/UT	Primary			Primary			Upper Primary		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
	2010-11			2015-16					
Puducherry	0.98	-	0.44	0.36	0.38	0.37	0.44	0.69	0.56
Punjab	1.5	2.21	1.82	2.89	3.25	3.05	2.95	3.55	3.22
Rajasthan	10.89	10.61	10.76	5.02	5.02	5.02	2.54	3.73	3.07
Sikkim	8.41	5.75	7.11	3.75	0.62	2.27	2.07	1.08	1.57
Tamil Nadu	1.33	1.04	1.19	-	-	-	-	-	-
Telangana				2.21	1.94	2.08	2.43	2.17	2.3
Tripura	12.33	11.52	11.93	1.37	1.19	1.28	2.37	1.61	1.99
Uttar Pradesh	11.67	10.43	11.06	9.08	8.04	8.58	0.78	4.61	2.7
Uttarakhand	6.48	5.15	5.84	4.37	3.67	4.04	0.79	1.62	1.19
West Bengal	7	5.96	6.49	2.13	0.79	1.47	5.84	2.88	4.3
All India	**7.13**	**6.37**	**6.76**	**4.36**	**3.88**	**4.13**	**3.49**	**4.6**	**4.03**

Source: U-DISE, various years. NIEPA, New Delhi.

Chart 7.10: Dropout Rate at primary level in select states by gender, 2010-11 and 2015-16 (%)



Source: U-DISE, various years. NIEPA, New Delhi.

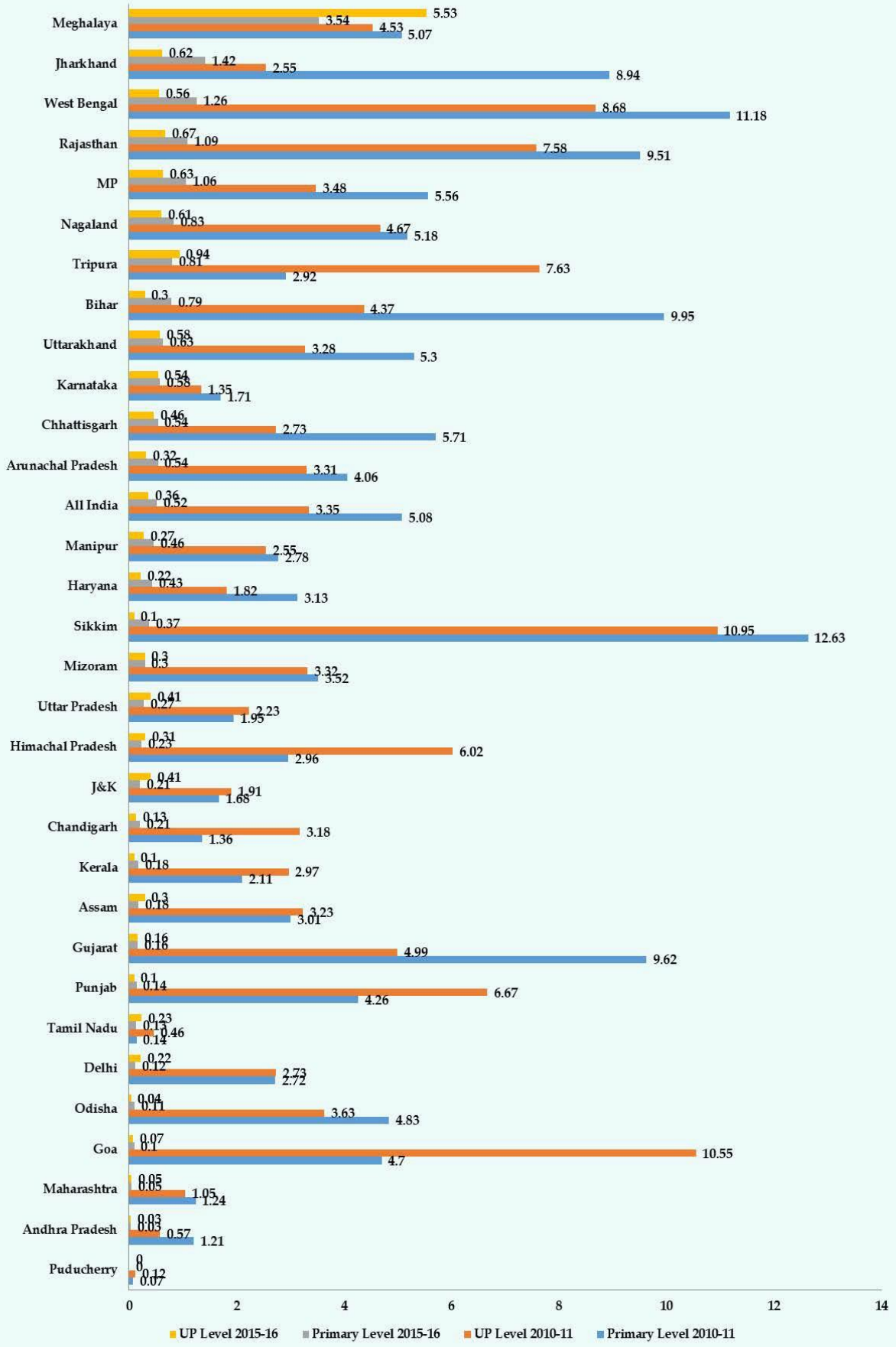
It is interesting to note that the Repetition Rates (RR) at primary and upper primary levels was relatively very low in almost all states and UTs except Meghalaya. Significant reduction in the RR at the primary level was observed in almost all states and UTs during the period from 2010-11 to 2015-16, particularly in Jharkhand, Bihar, West Bengal, Rajasthan, Sikkim, Madhya Pradesh, Chhattisgarh, Gujarat, Odisha and Mizoram (see Table 7.14 and Chart 7.11). Similarly, almost all states except Meghalaya had witnessed reduction in the RR at the upper primary level during this period. Particularly, sates like Sikkim, Goa, Punjab, Gujarat, Himachal Pradesh, West Bengal, Rajasthan, Bihar, Mizoram, Chhattisgarh, Uttarakhand, Kerala, Assam and Odisha witnessed significant reduction in the RR at upper primary level (see Chart 7.11). This was a significant achievement of the SSA in improving the internal efficiency of the elementary education by reducing the RR.

Table 7.14
Repetition Rate at Primary and Upper Primary Levels by Gender in Select States and UTs (%)

State/UT	Primary	Upper Primary	Primary			Upper Primary		
			Boys	Girls	Total	Boys	Girls	Total
	2010-11		2015-16			2015-16		
A & N Islands	2.78	1.25	0.33	0.21	0.27	0.19	0.13	0.16
Andhra Pradesh	1.21	0.57	0.03	0.03	0.03	0.03	0.04	0.03
Arunachal Pradesh	4.06	3.31	0.58	0.49	0.54	0.37	0.26	0.32
Assam	3.01	3.23	0.19	0.16	0.18	0.33	0.27	0.3
Bihar	9.95	4.37	0.81	0.77	0.79	0.31	0.3	0.3
Chandigarh	1.36	3.18	0.22	0.19	0.21	0.17	0.09	0.13
Chhattisgarh	5.71	2.73	0.59	0.49	0.54	0.53	0.4	0.46
D & N Haveli	5.81	3.15	0.94	0.93	0.94	0.85	0.92	0.88
Daman & Diu	0	0	0.02	0.04	0.03	0.02	0.02	0.02
Delhi	2.72	2.73	0.15	0.08	0.12	0.22	0.22	0.22
Goa	4.7	10.55	0.11	0.08	0.1	0.1	0.04	0.07
Gujarat	9.62	4.99	0.18	0.15	0.16	0.18	0.15	0.16
Haryana	3.13	1.82	0.42	0.43	0.43	0.23	0.21	0.22
Himachal Pradesh	2.96	6.02	0.23	0.24	0.23	0.32	0.31	0.31
Jammu & Kashmir	1.68	1.91	0.22	0.2	0.21	0.47	0.34	0.41
Jharkhand	8.94	2.55	1.43	1.4	1.42	0.62	0.62	0.62
Karnataka	1.71	1.35	0.59	0.57	0.58	0.59	0.5	0.54
Kerala	2.11	2.97	0.2	0.17	0.18	0.1	0.09	0.1

State/UT	Primary	Upper Primary	Primary			Upper Primary		
			Boys	Girls	Total	Boys	Girls	Total
	2010-11		2015-16			2015-16		
Lakshadweep	1.15	2.8	0	0	0	0	0	0
Madhya Pradesh	5.56	3.48	1.08	1.04	1.06	0.66	0.59	0.63
Maharashtra	1.24	1.05	0.06	0.05	0.05	0.06	0.04	0.05
Manipur	2.78	2.55	0.49	0.44	0.46	0.28	0.26	0.27
Meghalaya	5.07	4.53	4.02	3.05	3.54	5.86	5.23	5.53
Mizoram	3.52	3.32	0.32	0.29	0.3	0.29	0.32	0.3
Nagaland	5.18	4.67	0.88	0.78	0.83	0.62	0.6	0.61
Odisha	4.83	3.63	0.12	0.11	0.11	0.04	0.03	0.04
Puducherry	0.07	0.12	0	0	0	0	0	0
Punjab	4.26	6.67	0.15	0.14	0.14	0.12	0.08	0.1
Rajasthan	9.51	7.58	1.09	1.09	1.09	0.7	0.64	0.67
Sikkim	12.63	10.95	0.4	0.33	0.37	0.14	0.06	0.1
Tamil Nadu	0.14	0.46	0.14	0.12	0.13	0.21	0.26	0.23
Telangana	-	-	0	0.01	0.01	0	0	0
Tripura	2.92	7.63	0.86	0.75	0.81	1.01	0.86	0.94
Uttar Pradesh	1.95	2.23	0.28	0.26	0.27	0.43	0.4	0.41
Uttarakhand	5.3	3.28	0.66	0.59	0.63	0.66	0.5	0.58
West Bengal	11.18	8.68	1.33	1.19	1.26	0.62	0.51	0.56
All India	**5.08**	**3.35**	**0.54**	**0.5**	**0.52**	**0.38**	**0.34**	**0.36**

Chart 7.11: Repetion Rate at primary and upper primary levels in select States/UTs (%)



7.7 Continuous Comprehensive Evaluation

The National Curriculum Framework (NCF) and the introduction of Continuous Comprehensive Evaluation (CCE) by the RTE Act 2009 were with the intention of tightly integrating assessments with the process of teaching and learning. The greater the integration the better the outcomes of learning. At the same time, large scale assessment surveys were introduced to provide granular information across the education sub-sectors and to throw insights into whether children were really learning and understanding the core subjects. The CCE provides indications to seek answers to the following important issues related to the learning outcomes of students:

- What is taught to them?
- How much are they retaining?
- Is learning happening at a superficial level in our classrooms?
- What do children at different levels of the ability know and are able to do and what misconceptions and common errors do children demonstrate?

The field survey results indicated that the CCE was not universalised in schools across all states. Teachers expressed lack of proper capacity building training for implementation of the CCE and poor acceptability as major reasons. However, teachers who had adopted the CCE had found it very useful to analyse students' progress. A mix of unit tests, classroom tests and annual examinations were found to be very useful by teachers. Teachers had started adopting the CCE and other related student assessment practices, including monthly and quarterly tests (see Table 7.15). CCE includes oral weekly tests, written weekly tests, monthly tests and other TLM tests. Oral weekly tests were conducted by 58% teachers, written weekly tests by 54% teachers, monthly tests by 83% teachers and other TLM tests by21% teachers who have adopted CCE methods. Statewise variations in the adoption of oral and written weekly tests were observed. (see Table 7.15).

Table 7.15
Implementation Status of CCE Programme in Sample Schools

State	% Teachers following CCE	Type CCE Adopted			
		Oral Weekly Tests	Written Weekly Tests	Monthly tests	Other TLM Tests
Andhra Pradesh	34	25	38	78	18
Assam	23	72	34	75	22
Bihar	20	72	46	76	19
Chandigarh	58	67	75	85	18
J&K	18	27	21	45	10
Karnataka	45	74	82	89	26
Madhya Pradesh	35	56	34	85	30
Maharashtra	36	65	62	89	14
Meghalaya	15	25	60	84	12
Odisha	34	77	28	83	16
Puducherry	68	75	48	86	19
Punjab	35	45	48	84	16
Rajasthan	54	49	54	88	23
Sikkim	52	24	45	83	16
Tamil Nadu	70	80	85	93	45
Uttar Pradesh	32	56	43	78	12
West Bengal	20	64	56	85	7
All	**38**	**58**	**54**	**83**	**21**

Source: Sample Survey 2017.

However, a shift in the school culture as envisaged in the curricular documents was not there in most sample schools. In practice, both in achievement surveys and CCE, assessments still continued to be external to the teaching-learning process lacking tighter integration and looping back to pedagogy, curriculum, textbooks and TLMs. The quality of the National Achievement Survey (NAS) and its reporting no doubt has made great strides in the last few years. The NAS reports also provide overall information on what children know and are able to do. The NAS has moved to a system of reporting IRT scaled scores and their standard errors for each round. However, as the scales are currently discrete, one does not get the real picture on improvements or shifts that are happening at the level of the overall distribution of student scores. It recommends that these scales be made comparable across grades and over cycles in order to provide information on learning improvements. For the NAS to be truly diagnostic and have actionable implications for the classroom teaching-learning processes, it is recommended that NAS releases the test papers along with the item-wise performance data.

The study indicates that demystification of the CCE is a pressing need, if the spirit of the RTE Act 2009 is to be honoured. It is imperative that the CCE be recognized as an integral part of the teaching-learning process (as for example in Nali-Kali and Activity-Based Learning) and not take the form of continuous testing. Unless corrective steps are taken, it is feared that the CCE may become a mere superimposition on teaching-learning and thus add to the burden of both teachers and students. Carrying forward the same theme, the issue of teacher accountability too needs to be anchored in the school and the community rather than in departmental structures alone. Any system of accountability of the school for its performance should ensure that it does not dilute the agency of the teacher.

7.8 Performance Indicators for Primary School Teachers (PINDICS)

The renewed focus on the quality of education in the third phase of the SSA led to the development, by the NCERT, of the National Curriculum Framework in 2012, which emphasized the need to provide useful and relevant education. States revised and redesigned their textbooks, and several states, including Kerala, Orissa and Chhattisgarh, also developed state-specific curriculum content (MHRD, 2011). Some specific innovations in improving learning levels included the 3R's Guarantee programme (EQUIP) in Maharashtra, the GAP in Gujarat, the Integrated Learning Improvement Programme in West Bengal, the Learning Achievement Tracking System in Orissa, the School Grading system in Uttaranchal, the Summer Camp programme in Bihar and the Children's Language Improvement Programme in Andhra Pradesh.

Planning for quality was emphasized, and states were encouraged to prepare comprehensive three-year Quality Plans as part of their annual work plans and budgets. The Learning Enhancement Programme was allocated 2 per cent of total district outlay of the SSA, with the aim of enhancing learning levels in language, mathematics and science. Activities included establishing baseline learning levels, developing graded reading materials, training teachers on Learning Enhancement Programme strategies, providing a mathematics laboratory in each school, providing remedial after- school teaching in standards 1–2 and ensuring quarterly

tracking of learning levels in standards 1–2 in mathematics and reading. Several state-specific initiatives such as activity-based learning (ABL) in Tamil Nadu, Nali-Kali in Karnataka and Nai Disha in Uttar Pradesh were promoted as good practices and were adapted and introduced in other areas. The Technical Cooperation Fund was set up in 2008 under DFID to develop the capacity of members of the NCERT and the State Council of Education, Research and Training (SCERT) to monitor learning achievements and evaluate quality interventions.

Regular in-service teacher training became a part of the SSA. For decentralized teacher training, District Institutes of Education and Training (DIETs) were established in the 1990s. With the setting up of BRCs and CRCs, regular in-service training to primary school teachers was taken further. As of 2010, India had around 6,600 BRCs and 70,805 CRCs (11th JRM, 2010). The BRCs were to conduct trainings in cascade mode and also keep track of the total number of days of training received.

The cluster resource persons were supposed to do follow-up of the trainings to ensure that they were implemented. However, criticisms were made of the cascade mode of training and the lack of expertise of the trainers (Approaches to School Support and Improvement, Draft Report, 2011). While significant emphasis has been on regular in-service training since 2008, independent evaluations suggest that this training has had limited impact on teaching practices, and the main teaching- learning methods have remained rote learning and copying from the board or the textbook.

PINDICS are based on the provisions in Sections 24 & 29 and the schedule specifying norms and standards for schools in the RTE Act 2009, the NCF-2005, and the SSA Framework, 2011 as supporting documents for working out PINDICS. The performance indicators have been fine-tuned on the basis of feedback received from the NCERT Study (INSET impact on classroom transaction conducted in 2010-11), the primary and upper primary school teachers and feedback received from state level officers from SCERT and SPO, and teacher education professionals.

The teachers are expected to use PINDICS for themselves to assess their own performance and to make continuous efforts to upgrade and update their performance level. These can also be used for teacher appraisal by the supervisory staff/mentor to assess and to provide constructive feedback for the improvement of their teaching process. Each performance indicator is rated on four point scale ranging from 1, 2, 3 & 4 corresponding to the levels of performance. In the SSA, Guidelines have been provided to teachers to evaluate the performance of each and every teacher in designing classroom activities to improve the level of learning of students. In order to evaluate the activity designing skills of teachers these simple indicators were developed. Performance Standards included:

1. Designing Learning Experience for Children;
2. Knowledge and Understanding of Subject Matter;
3. Strategies for Facilitating Learning;
4. Interpersonal Relationship;
5. Professional Development;

6. School Development;
7. Teacher Attendance; and
8. Health and Hygiene.

7.9 Approaches and Strategies for improving attendance, retention and transition rate.

An analysis of attendance rate, GER, NER, retention rate, drop-out rate and transition rate clearly indicates that SSA has improved attendance rate, GER and NER. But the analysis of GER and NER during 2013-2016 indicates declining trends especially at upper primary level, thereby reflecting that children momentum of continuing schooling is declining. In order to improve attendance, retention and transition rates, the following approaches need to be adopted.

- Improving infrastructure especially functional toilet facilities for all especially for girls.
- Making schools easily accessible, thus developing new schools with the help of GIS to identify locations for easy access.
- Improving quality of teaching-learning process especially regularity of teachers in classroom transaction and supply of text books to all children at the beginning session of the classes.
- Introduction of Continuous Assessment System and remedial coaching for weak students.
- Strong foundation of Early Childhood Education through convergence of ICDS with SSA.
- Withdrawal of detention policy of students up to primary level.
- Supply of Mid-day meals in all schools.

7.10Quality of Elementary Education: Learning Outcomes in Primary and Upper Primary Grades

The mid-term assessment of the SSA highlighted relatively poor progress in terms of improvements in the quality of education. The national achievement surveys had gathered information about levels of learning achievements and the findings of these surveys were that learning levels were low. The low learning achievements were only one indicator of school quality, however. Other poor outcomes were seen in terms of high dropout rates and low retention rates, as reported in the JRM reports.

The National Achievement Survey (NAS) conducted in November 2017 in classes 3, 5 and 8 in government and government-aided schools used competency based test questions to assess the learning outcomes. Besides, the NAS also attempted to gather teachers' and students' feedback about teaching-learning process and the school environment to assess the state of the schooling provisions in the government and aided sectors. One of the major shifts in the

assessment approach was moving away from content based tests to competency based test. The NAS 2017 went for assessing the learning outcomes in Mathematics, EVS and Languages in grades 3 &5, and Languages, Mathematics, Science and Social Science in grade 8. The results of the NAS 2017 for classes 3, 5 and 8 are revealing informing about what our students know and can do. Disaggregated analysis of the NAS findings provide important insights into the learning levels of students both at primary and upper primary levels of education.

At the national level, the average achievement of grade 3 students was 65% in EVS, 68% in Language and 64% in Mathematics in government and aided schools in 2017. The average achievement of grade 3 students in Mathematics in more than 13 states and UTs was higher than that of the national average - i.e. Gujarat, Maharashtra, Jharkhand, Uttarakhand, Manipur, Telangana, Assam, Chandigarh, West Bengal, Kerala, Rajasthan, Andhra Pradesh and Karnataka. The average achievement of grade 3 students in Mathematics was less than 60% in Arunachal Pradesh, Delhi, Sikkim, Punjab, Meghalaya, Haryana, Goa and Uttar Pradesh (see Table 7.16).

Table 7.16
Achievement Levels of Students in Grades 3, 5 and 8 in the NAS, 2017

State/UT	% of questions responded correctly by Class III children			% of questions responded correctly by Class V children			% of questions responded correctly by Class VIII children correctly			
	Maths	EVS	Language	Maths	EVS	Language	Language	Maths	Science	Social Science
Andhra Pradesh	74	73	79	64	64	67	58	50	48	49
Arunachal Pradesh	49	48	51	39	43	43	44	33	34	36
Assam	70	69	72	61	64	70	54	49	50	51
Bihar	63	63	67	52	58	57	58	45	44	47
Chandigarh	71	74	75	64	68	69	61	46	52	53
Chhattisgarh	60	62	65	47	53	55	56	36	44	45
Delhi	54	55	58	44	49	52	55	32	34	36
Goa	59	64	66	46	48	53	60	34	38	37
Gujarat	65	68	71	57	58	59	64	47	52	54
Haryana	58	61	65	46	62	55	57	37	42	42
Himachal Pradesh	63	64	69	49	56	61	59	35	43	43
Jammu & Kashmir	62	58	64	54	55	54	43	37	38	34
Jharkhand	66	66	70	56	64	61	61	51	53	54
Karnataka	75	74	78	67	68	71	63	51	53	51
Kerala	72	76	72	63	65	69	63	50	44	44
Madhya Pradesh	62	65	70	48	56	56	55	40	43	44
Maharashtra	65	69	70	52	56	61	63	40	40	42
Manipur	68	70	71	56	61	59	52	42	43	42

State/UT	% of questions responded correctly by Class III children			% of questions responded correctly by Class V children			% of questions responded correctly by Class VIII children correctly			
	Maths	EVS	Language	Maths	EVS	Language	Language	Maths	Science	Social Science
Meghalaya	57	60	62	42	47	47	49	34	36	38
Mizoram	61	70	69	40	52	50	45	36	33	33
Nagaland	64	64	67	46	51	52	45	34	35	37
Odisha	62	60	64	55	56	51	53	44	44	41
Puducherry	62	59	59	51	52	51	46	31	31	29
Punjab	56	57	63	43	51	50	54	31	37	35
Rajasthan	72	73	77	65	70	69	67	57	62	63
Sikkim	55	55	60	42	45	50	51	30	38	38
Tamil Nadu	62	66	62	49	52	58	57	35	36	33
Telangana	69	67	68	56	54	57	53	37	38	40
Tripura	61	65	67	51	57	57	54	38	41	38
Uttar Pradesh	59	56	58	49	53	50	53	40	42	42
Uttarakhand	67	70	72	58	62	64	59	40	47	48
West Bengal	71	71	75	48	54	56	55	39	41	38
All India	**64**	**65**	**68**	**53**	**57**	**58**	**57**	**42**	**44**	**44**

Source: State Learning Reports of NAS 2017. NCERT, New Delhi. Available at: http://www.ncert.nic.in/programmes/NAS/SRC.html

The average achievement of third graders in EVS was more than the national average in Tamil Nadu, Jharkhand, Telangana, Gujarat, Maharashtra, Assam, Mizoram, Uttarakhand, Manipur, West Bengal, Rajasthan, Andhra Pradesh, Chandigarh, Karnataka and Kerala. The achievement level of grade 3 students in EVS was relatively very low in Arunachal Pradesh, followed by Delhi, Sikkim, Uttar Pradesh, Punjab, Jammu & Kashmir and Puducherry (see Table 7.15).

The Language competency of grade 3 students was highest in Andhra Pradesh, followed by Karnataka, Rajasthan, West Bengal, Chandigarh, Assam, Uttarakhand, Kerala, Gujarat, Manipur, Madhya Pradesh, Jharkhand, Maharashtra, Himachal Pradesh and Mizoram. Language competency of grade 3 students was the lowest in Arunachal Pradesh, followed by Delhi, Uttar Pradesh, Puducherry and Sikkim (see Table 7.16).

It can be seen in Table 7.15 that competency level of grade 5 and grade 8 students was relatively low in Maths, Language and Social Sciences across several states and UTs. The average achievement of fifth graders in Maths (53%) was much lower than that of the third graders (64%) at the national level in 2017. The achievement level of fifth graders varies widely across states and UTs. While the performance of fifth graders in Maths in 13 states and UTs was

above the national average, their performance was very low in states like Arunachal Pradesh, Mizoram, Meghalaya, Sikkim, Punjab and Delhi, where the achievement level was below 45%.

The achievement level of the fifth graders in EVS (57%) was also lower than that of the third graders (65%) at the national level in 2017. Rajasthan was topping the list in terms of the performance of the fifth graders in EVS (70%), and the achievement level of grade 5 students in EVS in 11 other states and UTs was above the national average. Their achievement in EVS was less than 50% in Arunachal Pradesh, Sikkim, Meghalaya, Goa and Delhi.

The average achievement of the fifth graders in Language was 58% in 2017 at the national level. The performance of the fifth graders in Language in 12 states and UTs was above the national average. Their performance in the Language was 50% or less in Arunachal Pradesh, Meghalaya, Sikkim, Punjab, Mizoram, and Uttar Pradesh (see Table 7.16).

The average achievement level of 8th graders in all subjects (i.e. 57% in Language, 42% in Maths, 44% in Science and 44% in Social Science) were relatively very low at the national level in 2017. The achievement level of 8th graders in Language was highest in Rajasthan (69%) and they were doing fairly good in several southern and western states. The performance of grade 8 students in Language was less than 50% in Jammu & Kashmir, Arunachal Pradesh, Mizoram, Nagaland, Puducherry and Meghalaya. Similarly, the performance of 8th graders in Maths was very low (i.e. 35% or less) in Sikkim, Puducherry, Punjab, Delhi, Arunachal Pradesh, Nagaland, Meghalaya, Goa, Tamil Nadu, Himachal Pradesh. The achievement level of grade 8 students in Science was less than 40% in Puducherry, Mizoram, Delhi, Arunachal Pradesh, Nagaland, Meghalaya, Tamil Nadu, Punjab, Sikkim, Goa, Jammu & Kashmir and Telangana. The 8th graders in Puducherry, Mizoram, Tamil Nadu, Jammu & Kashmir, Punjab, Delhi, Arunachal Pradesh, Nagaland, Goa, Meghalaya, Sikkim, Tripura and West Bengal had average achievement level of less than 40% in Social Science (see Table 7.16).

Interestingly, Rajasthan was topping the achievement list in all the subjects in grade 8. Surprisingly, several southern states were not doing well in terms of subject competencies in grade 8. The achievement level of students in grade 5 and 8 was relatively low in many states and UTs. Moreover, the state average achievement levels in core subject areas do not tell the whole story as large disparities in the achievement levels are a reality across all states and UTs. However, the findings of the NAS 2017 confirms the quality concerns, particularly the learning crisis in elementary education in the country.

Table 7.16 captures the disparities in the achievement levels in core subject areas in NAS 2017, both within and across states and UTs. While it is important to note that the achievement levels of a relatively large proportion of 3rd, 5th and 8th graders in core subject areas were very high (>75%) in several states and UTs, many of these students were performing below 30% in these core subject areas in many states and UTs. For example, while more than half of the grade 3 students had achieved more than 75% in all the three core subjects in Andhra Pradesh and Karnataka, more than half of the 3rd graders having more than 75% in Language were found in Assam, Chandigarh, Rajasthan, Uttarakhand and West Bengal (see table 7.14). More than 40% of 3rd graders in had achieved more than 75% in Maths in Andhra Pradesh, Assam,

Chandigarh, Karnataka, Kerala, Manipur, Rajasthan, Telangana and West Bengal. It may be noted that a very small proportion of 3rd graders performed blow 30% level in core subjects in most states and UTs. The performance of more than 1/4th of 3rd graders in core subjects was less than 30% in Arunachal Pradesh and Uttar Pradesh (see Table 7.17).

Table 7.17
Subject-wise Achievement Levels of Students in Grades 3, 5 and 8 in NAS, 2017

State/UT	Subject	% Grade III students achieving		% Grade V students achieving		% Grade VIII students achieving	
		<30%	>75%	<30%	>75%	<30%	>75%
Andhra Pradesh	Language	3.5	63.6	8.5	40.9	12.2	22.4
	Maths	4.4	52.9	10.8	36.9	27.5	20.7
	EVS	4.8	51.6	10.6	35.0	na	Na
	Science	na	na	na	na	26.7	15.3
	Social Science	na	na	na	na	23.9	13.6
Arunachal Pradesh	Language	25.2	20.6	30.6	9.5	31.7	10.7
	Maths	26.0	15.9	35.8	4.4	48.4	1.4
	EVS	30.7	17.5	32.5	8.9	na	Na
	Science	na	na	na	na	47.1	2.9
	Social Science	na	na	na	na	43.7	2.5
Assam	Language	6.4	51.2	10.8	26.3	14.9	16.4
	Maths	7.7	45.2	11.3	31.4	26.0	16.6
	EVS	9.3	46.0	9.5	33.4	na	Na
	Science	na	na	na	na	20.5	13.5
	Social Science	na	na	na	na	20.5	12.9
Bihar	Language	8.7	41.1	13.1	22.6	13.6	23.0
	Maths	12.3	31.9	19.3	17.0	29.8	9.9
	EVS	13.2	33.3	14.4	23.0	na	Na
	Science	na	na	na	na	31.4	8.6
	Social Science	na	na	na	na	28.5	11.1
Chandigarh	Language	3.0	54.7	4.6	43.2	8.2	25.9
	Maths	5.0	46.5	9.0	36.4	28.7	12.5
	EVS	4.3	54.2	6.2	41.7	na	Na
	Science	na	na	na	na	20.8	18.8
	Social Science	na	na	na	na	16.9	18.1
Chhattisgarh	Language	10.7	35.1	14.2	18.5	16.5	20.6
	Maths	14.0	26.8	25.0	12.5	45.7	5.0
	EVS	13.1	31.1	19.0	18.1	na	Na
	Science	na	na	na	na	32.8	10.2
	Social Science	na	na	na	na	29.8	9.0
Delhi	Language	16.5	27.9	17.9	15.6	15.1	16.8
	Maths	20.3	20.0	29.1	9.1	50.2	1.3
	EVS	20.9	23.7	22.4	12.4	na	Na
	Science	na	na	na	na	44.9	1.4
	Social Science	na	na	na	na	41.0	1.0

State/UT	Subject	% Grade III students achieving		% Grade V students achieving		% Grade VIII students achieving	
		<30%	>75%	<30%	>75%	<30%	>75%
Goa	Language	7.8	37.3	17.2	17.2	11.0	24.4
	Maths	11.4	24.0	21.4	6.5	45.7	1.0
	EVS	9.4	33.8	20.7	8.3	na	Na
	Science	na	na	na	na	36.5	3.3
	Social Science	Na	na	na	na	37.4	1.5
Gujarat	Language	6.7	49.3	12.3	25.5	10.0	33.7
	Maths	9.7	35.7	15.2	24.4	27.9	13.0
	EVS	8.8	41.9	14.8	23.9	na	Na
	Science	na	na	na	na	20.2	15.6
	Social Science	na	Na	na	na	17.4	16.5
Haryana	Language	12.9	36.7	16.4	21.0	13.6	20.3
	Maths	17.6	24.4	26.3	11.6	43.2	4.2
	EVS	16.8	30.0	20.5	16.3	na	Na
	Science	na	na	na	na	33.3	7.1
	Social Science	na	na	Na	na	33.3	6.4
Himachal Pradesh	Language	8.7	40.8	8.6	26.7	10.3	20.9
	Maths	12.9	30.5	21.2	13.4	44.2	2.7
	EVS	12.1	33.3	14.4	19.0	na	Na
	Science	na	na	na	na	29.6	6.6
	Social Science	na	na	na	Na	27.4	4.3
Jammu & Kashmir	Language	11.5	37.4	16.9	18.6	35.7	9.8
	Maths	14.9	33.1	18.6	20.1	44.8	5.5
	EVS	18.3	27.3	17.9	20.4	na	Na
	Science	na	na	na	na	46.4	6.4
	Social Science	na	na	na	na	49.7	2.7
Jharkhand	Language	6.4	46.8	9.7	28.4	10.8	27.9
	Maths	9.8	37.2	15.7	23.6	21.2	15.4
	EVS	10.7	39.7	10.5	33.9	na	Na
	Science	na	na	na	na	18.8	18.3
	Social Science	na	na	na	na	18.0	19.8
Karnataka	Language	4.6	61.9	5.2	48.8	9.6	30.1
	Maths	5.5	55.3	7.9	39.7	23.4	15.9
	EVS	6.0	55.4	7.1	37.6	na	Na
	Science	na	na	na	na	20.1	16.3
	Social Science	na	na	na	na	20.5	12.7
Kerala	Language	3.9	46.3	5.9	42.3	7.8	29.8
	Maths	3.8	46.5	9.2	32.4	18.7	14.9
	EVS	3.0	56.8	7.5	35.7	na	Na
	Science	na	na	na	na	28.5	5.2
	Social Science	na	na	na	na	40.0	2.1
Madhya Pradesh	Language	6.9	44.5	17.7	23.9	19.4	21.9
	Maths	11.1	30.5	24.8	13.8	39.6	6.0
	EVS	11.3	36.0	19.4	23.9	na	Na
	Science	na	na	na	na	32.8	8.0
	Social Science	na	na	na	na	33.3	8.5

State/UT	Subject	% Grade III students achieving		% Grade V students achieving		% Grade VIII students achieving	
		<30%	>75%	<30%	>75%	<30%	>75%
Maharashtra	Language	6.9	47.8	12.6	30.3	9.8	30.2
	Maths	9.5	36.5	20.7	19.4	37.6	7.0
	EVS	9.0	45.0	16.0	20.7	na	Na
	Science	na	na	na	na	37.3	6.5
	Social Science	na	na	na	na	31.9	6.2
Manipur	Language	6.5	48.1	12.0	25.7	20.1	15.8
	Maths	7.1	41.7	15.7	23.0	35.3	8.8
	EVS	7.5	48.0	12.7	31.0	na	Na
	Science	na	na	na	na	33.5	9.3
	Social Science	na	na	na	na	33.0	7.0
Meghalaya	Language	14.2	30.5	20.0	10.2	24.5	9.3
	Maths	16.5	22.0	31.6	8.2	46.5	1.7
	EVS	17.4	27.5	29.4	10.1	na	Na
	Science	na	na	na	na	45.2	2.3
	Social Science	na	na	na	na	40.7	2.7
Mizoram	Language	4.6	42.0	15.2	7.2	26.1	6.3
	Maths	8.5	24.5	25.5	7.1	37.4	1.4
	EVS	7.3	46.6	16.7	13.4	na	Na
	Science	na	na	na	na	47.8	1.4
	Social Science	na	na	na	na	49.7	2.1
Nagaland	Language	9.0	41.3	18.0	15.3	29.8	9.8
	Maths	8.1	33.6	26.6	11.3	48.3	3.1
	EVS	12.0	36.9	22.3	15.9	na	Na
	Science	na	na	na	na	46.9	3.4
	Social Science	na	na	na	na	41.8	4.3
Odisha	Language	10.8	34.0	20.3	15.3	20.4	15.6
	Maths	15.1	31.8	18.1	24.1	35.9	11.9
	EVS	16.3	27.6	16.4	20.2	na	Na
	Science	na	na	na	na	33.8	10.5
	Social Science	na	na	na	na	37.8	6.1
Puducherry	Language	11.0	24.2	18.5	15.2	26.1	10.6
	Maths	7.7	27.9	16.8	13.1	51.3	0.7
	EVS	11.0	23.7	15.3	13.2	na	Na
	Science	na	na	na	na	53.1	0.8
	Social Science	na	na	na	na	59.3	0.6
Punjab	Language	17.2	33.7	20.4	14.5	20.2	15.2
	Maths	23.4	21.0	32.6	11.8	56.7	2.0
	EVS	22.4	22.9	23.5	13.6	na	Na
	Science	na	na	na	na	41.7	2.8
	Social Science	na	na	na	na	47.7	1.5
Rajasthan	Language	3.1	58.4	5.1	42.7	7.8	39.8
	Maths	5.0	48.4	8.0	35.8	16.0	22.6
	EVS	5.3	50.8	5.8	44.3	na	Na
	Science	na	na	na	na	12.3	33.0
	Social Science	na	na	na	na	11.8	33.8

State/UT	Subject	% Grade III students achieving		% Grade V students achieving		% Grade VIII students achieving	
		<30%	>75%	<30%	>75%	<30%	>75%
Sikkim	Language	12.3	27.4	16.1	9.4	17.5	12.5
	Maths	15.4	19.5	28.0	4.8	53.7	0.5
	EVS	16.8	21.2	25.7	6.1	na	Na
	Science	na	na	na	na	36.4	2.2
	Social Science	na	na	na	na	34.9	1.4
Tamil Nadu	Language	9.9	29.9	12.0	23.9	13.9	21.8
	Maths	7.7	27.1	19.5	12.6	43.5	3.5
	EVS	7.9	36.1	15.8	13.9	na	Na
	Science	na	na	na	na	41.0	2.9
	Social Science	na	na	na	na	46.6	1.3
Telangana	Language	7.2	42.0	13.8	22.8	17.0	15.4
	Maths	6.5	43.2	15.2	23.6	43.4	5.8
	EVS	8.4	40.9	18.1	20.8	na	Na
	Science	na	na	na	na	40.3	4.2
	Social Science	na	na	na	na	36.9	6.8
Tripura	Language	10.0	41.8	13.2	22.5	16.8	16.8
	Maths	14.7	30.8	21.5	17.1	40.5	6.3
	EVS	12.8	37.8	15.5	22.6	na	Na
	Science	na	na	na	na	32.6	5.6
	Social Science	na	na	na	na	36.5	2.2
Uttar Pradesh	Language	24.6	31.6	26.5	19.3	24.2	21.0
	Maths	17.9	28.0	26.2	17.3	41.1	7.9
	EVS	25.5	28.2	24.9	21.4	na	Na
	Science	na	na	na	na	38.6	8.8
	Social Science	na	na	na	na	40.1	9.5
Uttarakhand	Language	5.4	50.2	7.1	33.1	12.2	24.6
	Maths	7.1	39.1	12.9	24.8	37.9	6.2
	EVS	6.2	45.2	10.2	30.1	na	Na
	Science	na	na	na	na	23.3	10.7
	Social Science	na	na	na	na	24.0	12.3
West Bengal	Language	4.8	56.3	17.2	25.3	16.8	20.5
	Maths	7.6	48.9	25.7	15.8	42.1	8.8
	EVS	7.7	50.0	19.9	20.5	na	Na
	Science	na	na	na	na	34.5	6.3
	Social Science	na	na	na	na	42.0	50.0

Relatively, achievement of a large proportion of 5th graders in core subjects, particularly in Maths was below 30% in Madhya Pradesh, Meghalaya, Mizoram, Nagaland, Rajasthan, Punjab, Sikkim, Tripura, Uttar Pradesh and West Bengal (see Table 7.17). One in every three 8th graders performed below 30% in Maths in most of the states and UTs. More than 40% of them achieved below 30% in Maths in Arunachal Pradesh, Delhi, Goa, Haryana, Himachal Pradesh, J&K, Meghalaya, Nagaland, Punjab, Sikkim, Telangana, Tripura and Tamil Nadu. The achievement level of a large percentage of 8th graders in Science and Social Science was

below 30% in many states and UTs (see Table 7.17). Learning crisis in grade 5 and 8 was clearly evident from the NAS 2017 results. At the same time, high disparities in learning achievement were also found across states and UTs. While the SSA has contributed significantly in improving access and participation in primary and upper primary education, low retention and learning outcomes continue to be major development challenges.

Table7.18
Students' and Teachers' Views on the Teaching-Learning Environment at School in the NAS, 2017

State/UT	% students understand what teachers teach in the classroom			% students like to come to school			% teachers, who teach the same subject they had pursued during their higher study			% teachers having		
	Class-III	Class-V	Class-VIII	Class-III	Class-V	Class-VIII	Class-III	Class-V	Class-VIII	Adequate instructional material	High level of job satisfaction	Adequate work place
Andhra Pradesh	85	88	86	96	97	97	59	58	88	92	70	80
Arunachal Pradesh	66	68	64	96	96	96	46	49	63	59	27	76
Assam	89	93	92	97	98	98	51	52	75	82	48	72
Bihar	81	83	88	92	94	95	45	42	52	82	50	82
Chandigarh	89	90	87	96	96	96	77	62	86	97	53	93
Chhattisgarh	87	87	87	97	98	98	55	54	64	97	50	94
Delhi	77	81	78	94	95	95	65	67	82	93	44	87
Goa	81	85	80	96	94	94	59	71	77	97	52	93
Gujarat	93	95	96	96	97	98	50	47	85	98	77	94
Haryana	84	86	89	91	92	95	76	72	83	90	60	83
Himachal Pradesh	81	81	81	97	97	97	63	60	89	94	65	90
Jammu & Kashmir	82	85	84	95	96	95	38	41	47	75	54	74
Jharkhand	84	86	88	97	97	97	48	50	61	94	44	90
Karnataka	86	88	88	95	96	96	54	57	90	94	79	92
Kerala	90	87	75	97	95	95	62	95	95	92	52	91
Madhya Pradesh	88	90	91	93	95	94	67	66	74	91	41	85
Maharashtra	90	91	91	95	95	95	60	68	85	97	59	94
Manipur	79	78	74	97	96	96	54	57	72	72	33	77
Meghalaya	83	79	69	97	97	97	44	47	60	80	24	78
Mizoram	78	70	62	98	97	95	66	58	57	82	51	92
Nagaland	79	78	74	98	97	97	66	62	73	72	27	83
Odisha	82	83	85	97	98	98	47	60	76	86	45	84
Puducherry	83	87	84	97	97	97	61	50	84	98	71	93
Punjab	80	81	82	89	91	92	44	64	81	89	58	90
Rajasthan	79	83	87	92	94	96	62	60	77	94	65	82
Sikkim	73	77	79	96	97	97	56	59	79	90	42	88
Tamil Nadu	87	89	86	97	96	96	50	52	82	98	63	94

State/UT	% students understand what teachers teach in the classroom			% students like to come to school			% teachers, who teach the same subject they had pursued during their higher study			% teachers having		
	Class-III	Class-V	Class-VIII	Class-III	Class-V	Class-VIII	Class-III	Class-V	Class-VIII	Adequate instructional material	High level of job satisfaction	Adequate work place
Telangana	85	88	89	95	96	96	57	61	90	86	62	83
Tripura	81	84	85	97	97	97	47	44	70	92	40	88
Uttar Pradesh	75	78	80	88	90	89	53	54	76	83	5	84
Uttarakhand	80	82	83	96	97	97	52	53	77	90	76	82
West Bengal	81	79	78	97	96	96	41	59	84	88	40	84

The NAS 2017 also provided important feedback on the teaching-learning environment in schools. As can be seen in Table 7.18, a very proportion of 3rd, 5th and 8th graders were of the view that they could follow the instructions in the classroom. This proportion was more than 80% in several states and UTs. An overwhelming proportion of children in grades 3, 5 and 8 (more than 95%) were finding the school interesting and were willing to attend school in most states and UTs. A large proportion of teacher teaching in grade 8 (more than 80%) had subject specialization in Punjab, Delhi, Tamil Nadu, Haryana, West Bengal, Puducherry, Maharashtra, Gujarat, Chandigarh, Andhra Pradesh, Himachal Pradesh, Telangana, Karnataka and Kerala (see Table 7.18).

More than 80% of teachers had access to adequate instructional material in all states and UTs except Arunachal Pradesh, Manipur, Nagaland, Jammu & Kashmir and Meghalaya. More than 50-79% of teachers were satisfied with their job in Bihar Chhattisgarh, Mizoram, Kerala, Goa, Chandigarh, Jammu & Kashmir, Punjab, Maharashtra, Haryana, Telangana, Tamil Nadu, Rajasthan, Himachal Pradesh, Andhra Pradesh, Puducherry, Uttarakhand, Gujarat and Karnataka. Less than 30% of teachers were happy with their job in Meghalaya, Arunachal Pradesh, Nagaland and Manipur. Only 5% of teachers had high job satisfaction in Uttar Pradesh (see Table 7.18). Except in Assam, Jammu & Kashmir, Arunachal Pradesh, Manipur and Meghalaya, more than 80% of teachers had adequate work place. These findings indicate that the SSA has contributed significantly in improving the supply of instructional material for teachers and improving the overall teaching-learning environment in schools, including the job satisfaction level of teachers.

7.11Responses Towards Improving Curriculum and Teaching Pedagogy.

Responses were sought from administrators and teachers for improving teaching curriculum and pedagogy and their impact on achievement levels of students. The direct inferences on the impact of improving curriculum and teaching pedagogy on achievement levels was not possible within the purview of the nature of survey conducted. The results indicated that

only 31 percent and 29 percent administrators and teachers were associated with curriculum improvement and improving teaching pedagogy respectively. The states of Assam, Bihar, West Bengal, Punjab and Sikkim reported least proportion of administrators and teachers engaged in improving curriculum and pedagogy. However, the states of Tamil Nadu, Puducherry, Uttar Pradesh, Meghalaya, Chandigarh and Karnataka performed better in developing both these indicators. (refer Table 7.19)

Table 7.19
Teacher's and Administrator's Trained to Improve Curriculum and Teaching Pedagogy

State	Respondent Teachers/ Administrators	% teachers / Administrators trained for Improving Curriculum	% teachers / Administrators trained for Improving Teaching Pedagogy	% Trained
Andhra Pradesh	286	23.67	25.90	70.27
Assam	152	18.89	12.90	60.53
Bihar	78	16.80	12.78	50.00
Chandigarh	90	34.78	32.70	55.56
Jammu & Kash-mir	282	25.89	18.90	94.19
Karnataka	250	38.90	34.80	65.91
Madhya Pradesh	194	34.98	30.98	93.02
Maharashtra	428	38.87	27.90	75.28
Meghalaya	442	30.76	32.89	65.54
Orissa	466	28.97	23.98	75.00
Puducherry	88	45.89	42.98	86.90
Punjab	284	24.89	18.96	82.70
Rajasthan	300	29.89	23.45	76.47
Sikkim	118	12.65	17.80	28.90
Tamil Nadu	312	58.98	67.73	100.00
Uttar Pradesh	330	35.74	32.78	56.43
West Bengal	164	20.82	28.90	44.44
ALL	**4264**	**31.49**	**28.86**	55.80

CHAPTER VIII

Community Participation in School Management

Chapter VIII
Community Participation in School Management

School Management committees are functioning at various level within and across States. In some cases, SMCs were actively engaged in the school development process and composed of a diverse set of community members with strong representation from women.

Systematic mobilization of the community and creation of an effective system of decentralization decisions were found in place for making effective preparatory activities.

Opening of bank accounts of Village Education Committee/ School Management Committee/ Gram Panchayat Education Committee/ School level Committee have been successfully complied with, in majority of surveyed schools.

Large scale participation of women and other disadvantaged groups in the planning process was found across the surveyed states. A clear gender focus was found in all the activities under the plan. Large scale evidence of school-based activities like Bal Melas, Jathas, sports, Maa – Beti Sammelans, were conducted.

8.1 School Management Committee and Community Participation

The active involvement of community-based bodies such as PTAs, VECs, school development management committees and urban local bodies was expected to make teachers more accountable and to enable the whole schooling process to function more effectively. The bodies (formed at the school or village level) varied from state to state in terms of their responsibilities, size and composition, but in most cases, there was an attempt to ensure that parents, including parents from socio-economically disadvantaged groups, were represented and that members of bodies were elected rather than nominated.

The effectiveness of these committees depended not only on the context in which they were introduced, but also on the capacity of the members to undertake their responsibilities. The bodies were not always effective, but positive outcomes were seen in some areas. School development expenditures, particularly those for civil works, were under the responsibility of these bodies, and the work of these bodies led to better infrastructure in many schools. Also, where the involvement of parents was possible in these community bodies, the schools and the communities were brought closer together in meeting educational needs.

Community participation in school administration has been a major component of the SSA and the RTE Act 2009. As per the U-DISE data, SMCs have been strengthened in the elementary schools across India. Majority of states in India had SMCs through which decisions with regard to school development decisions were taken. Field survey results indicated that West

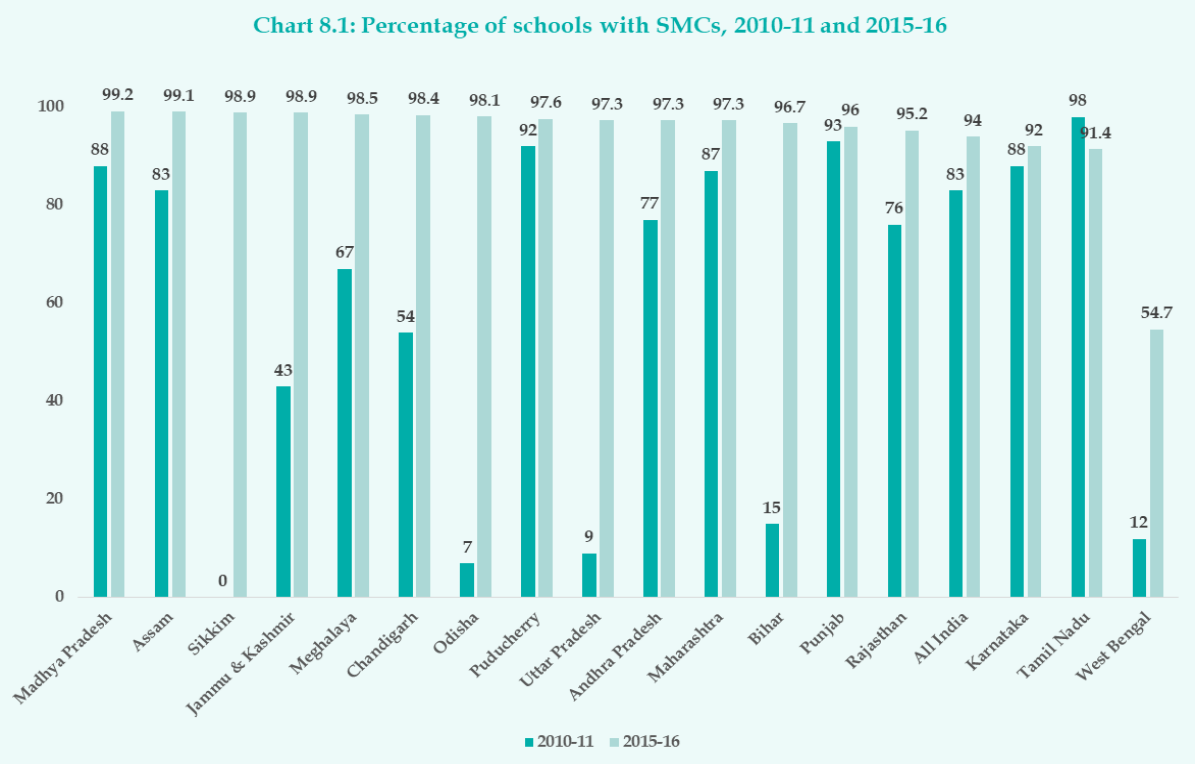
Bengal had only 54% of elementary schools with SMC by 2015-16 (see Table 8.1 and Chart 8.1). Almost all selected States/UTs had constituted VEC/PTA/SDMC/MTA/SMC/VEDC under the SSA. However, the nomenclature for the community level structure varied from State to State including the size, tenure as well as its pattern.

Community based monitoring in specific issues like enrolment, retention, education of girl child and other disadvantage groups, utilization of various grants and construction is important and helps to ensure attainment of the programme objectives. These community level structures were playing a key role in micro-planning, especially in the development of Village/Ward Education Plan and School Improvement Plan. Under the SSA the Annual Work Plan and Budget had been prepared by participatory planning process through these community based structures and they were taking into account the local needs and specificity.

Table 8.1
Percentage of Schools with School Management Committee (SMC)

States	2010-11	2012-13	2014-15	2015-16
Andhra Pradesh	77	91.9	77.3	97.3
Assam	83	94.8	82.1	99.1
Bihar	15	83.8	86.1	96.7
Chandigarh	54	96.6	60.4	98.4
Jammu & Kashmir	43	64.7	79.2	98.9
Karnataka	88	86.5	72.3	92
Madhya Pradesh	88	97.8	80.2	99.2
Maharashtra	87	94.6	85.1	97.3
Meghalaya	67	90.4	83.7	98.5
Odisha	7	86.1	90.0	98.1
Puducherry	92	95.7	62.5	97.6
Punjab	93	96.5	69.6	96
Rajasthan	76	93.4	61.2	95.2
Sikkim	0	91.9	67.8	98.9
Tamil Nadu	98	94.8	74.8	91.4
Uttar Pradesh	9	86.2	67.0	97.3
West Bengal	12	51.1	45.6	54.7
All India	**83.0**	**88.6**	**93.4**	**94.0**

Source: U-DISE 2010-11 to 2015-16, NUEPA.



The SSA provides for training/capacity building of members of the Village Education Committees, School Management Committees, Parent-Teacher Associations, etc. The norms provide for training of four persons in a village plus two persons per school for two days in a year, preferably women at the rate of Rs. 30 per day per person. The VEC/SMC etc. and the community are generally sensitized and oriented on their role and functions in the light of various interventions of SSA like gender, civil works, procurement procedures, Inclusive Education etc. Almost all states were undertaking such capacity building interventions and had developed manuals, handbooks, and training material for master trainers for training members of VECs/SMCs/MTAs/PTAs, etc.

8.2 Composition and Characteristics of Sample SMCs

The School Management Committee members of all schools visited during the field survey were interviewed to find out their involvement in strengthening planning and monitoring interventions under the SSA. The sample survey represented both men and women. Each SMC was well represented by women members (53%). On an average there were 7 members in each SMC. Tamil Nadu, Assam, Andhra Pradesh and Madhya Pradesh had more members per SMC. Percentage of women members in SMC were more Tamil Nadu, Puducherry and Andhra Pradesh.

Least proportion of women members in the SMC was found in Jammu & Kashmir, Rajasthan and Meghalaya. Focus Group Discussions (FGD) were also held in the villages to find out their perspective about the SSA and its implementation strategy. The composition and characteristics of the selected FGDs also represented both men and women in the age group of 24-49 years. On an average, 13 members were selected for discussion in each FGD (see Table 8.2 and 8.3).

Table 8.2
Characteristics of Members of Sample SMCs

State	SMCs Visited	Total members	Men	Women	Characteristics of SMCs	
					Members per SMC	% Women Members to Total Members
Andhra Pradesh	143	1362	413	949	10	69.68
Assam	76	808	388	420	11	51.98
Bihar	39	169	80	89	4	52.66
Chandigarh	45	464	195	269	10	57.97
Jammu & Kashmir	141	611	425	186	4	30.44
Karnataka	125	1314	686	628	11	47.79
Madhya Pradesh	97	995	490	505	10	50.75
Maharashtra	214	874	455	419	4	47.94
Meghalaya	221	958	574	384	4	40.08
Orissa	233	2177	1122	1055	9	48.46
Puducherry	44	222	66	156	5	70.27
Punjab	142	736	313	423	5	57.47
Rajasthan	150	962	584	378	6	39.29
Sikkim	59	434	243	191	7	44.01
Tamil Nadu	156	2291	685	1606	15	70.10
Uttar Pradesh	165	1094	503	591	7	54.02
West Bengal	82	259	119	140	3	54.05
ALL	**2132**	**15692**	**7326**	**8366**	**7**	**53.31**

Source: Field Survey, 2017.

Table 8.3
Profile of Participants of Focus Group Discussions (FDGs

State	Number of FGDs Conducted	Total Members in FGDs			Average per FGD		
		Male	Female	Total	Male	Female	Total
Andhra Pradesh	143	795	674	1469	6	5	10
Assam	76	487	369	856	6	5	11
Bihar	39	407	218	625	10	6	16
Chandigarh	45	326	255	581	7	6	13
J&K	141	1068	722	1790	8	5	13
Karnataka	125	993	799	1792	8	6	14
Madhya Pradesh	97	659	534	1193	7	6	12
Maharashtra	214	1313	1181	2494	6	6	12
Meghalaya	221	1291	1485	2776	6	7	13
Orissa	233	1672	1186	2858	7	5	12
Puducherry	44	420	260	680	10	6	15
Punjab	142	850	835	1685	6	6	12
Rajasthan	150	1075	803	1878	7	5	13
Sikkim	59	502	313	815	9	5	14
Tamil Nadu	156	1250	836	2086	8	5	13
Uttar Pradesh	165	1430	1235	2665	9	7	16
West Bengal	82	990	707	1697	12	9	21
ALL	**2132**	**15528**	**12412**	**27940**	**7**	**6**	**13**

Source: Ibid.

83 SMC and Community Involvement in School Management

The field survey conducted in the selected states and Union Territories indicate satisfactory involvement of community, parents of students and school Management Committee members for universalization of elementary education. A significant proportion of parents and community members were aware of the SSA programme. The awareness campaigns about the SSA were being undertaken by schools, media as well as by community members themselves. However, very few were aware about the enrolment drive done by school authorities.

Majority of parents used to visit school once in a month to seek information about progress their children. They were aware about the PTA and SMC meetings. They used to take active part in PTA meetings, and sometimes, used to complain about poor quality of teaching. Community members were largely satisfied with the regular attendance of teachers in the school in 2015-16 as compared to earlier times (see Table 8.4). However, parents and community felt that attention towards good and quality education needed more efforts as very few parents and community members were satisfied with providing quality education. Free mid-day meals were provided only in Jammu & Kashmir, Uttar Pradesh and West Bengal (see Tables 8.4 and 8.5 and Chart 8.2).

Table 8.4
Involvement of Parents and Community in Children's Education

State	% Parents, who visited school	% Frequency of Visits			% aware of PTA/ SMC Meet-ings	% Satis-fied with teacher's Teaching	Complained for teaching dissatisfaction		
		Week	Month	More Than Month			% always	Some-times	Rarely
Andhra Pradesh	94	0.00	100.00	0.00	72.97	56	0.00	100.00	0.00
Assam	87	0.00	100.00	0.00	36.61	45	0.00	100.00	0.00
Bihar	79	0.00	100.00	0.00	0.00	38	0.00	100.00	0.00
Chandigarh	100	10.40	86.40	0.80	84.00	68	4.35	78.26	17.39
Jammu & Kashmir	86	38.64	20.45	27.27	48.33	90	7.14	3.57	89.29
Karnataka	97	0.00	100.00	0.00	60.19	75	0.00	100.00	0.00
Madhya Pradesh	89	0.00	100.00	0.00	35.40	62	0.00	100.00	0.00
Maharashtra	94	0.00	100.00	0.00	53.93	65	0.00	100.00	0.00
Meghalaya	85	0.00	85.0	15.0	65.0	58	15.0	85.0	0.00
Odisha	90	0.00	100.00	0.00	63.64	59	0.00	100.00	0.00
Punjab	79	0.00	100.00	0.00	55.00	78	8.0	92.0	0.00
Puducherry	85	0.00	100.0	0.00	75.0	75	20.0	80.0	0.00
Rajasthan	82	0.00	100.00	0.00	60.0	45	0.00	100.00	0.00
Sikkim	98	0.00	100.00	0.00	100.00	68	15.0	85.0	0.00
Tamil Nadu	100	0.00	100.00	0.00	86.60	85	0.00	100.00	0.00
Uttar Pradesh	78	25.00	44.64	3.57	52.34	59	41.38	27.59	31.03
West Bengal	18	0.00	100.00	0.00	15.0	28	0.00	100.00	0.00
Total	**92**	**4.15**	**91.85**	**1.22**	**48.94**	**11.87**	**5.00**	**82.33**	**12.67**

Source: Ibid.

Chart 8.2: Findings of the field survey in 2017 of parents' involvement in school management (%)

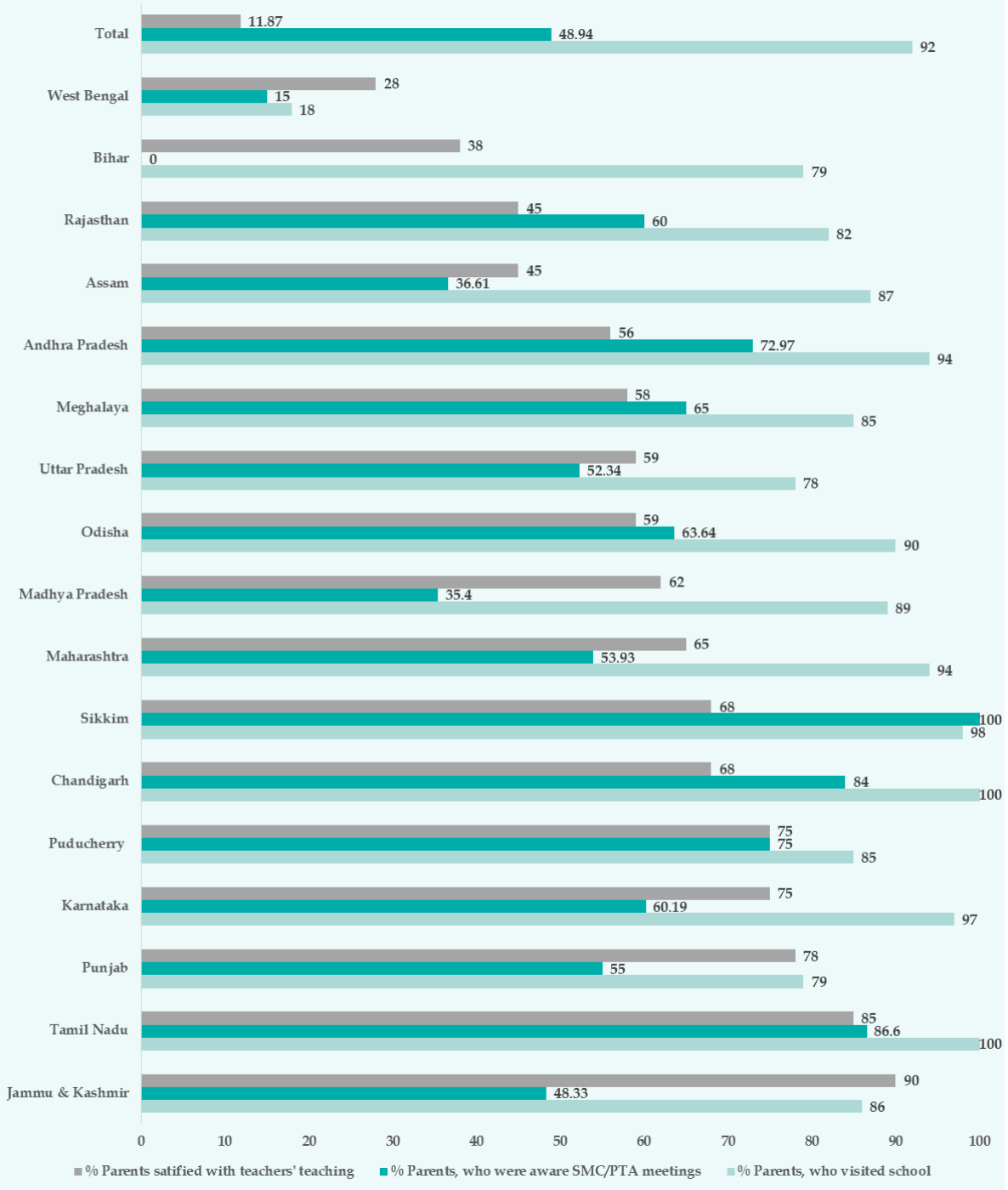


Table 8.5
Parents and Community Involvement in Children's Education

State	% Nature of Compliant			% satisfied with education progress	% get free meals	% aware of SSA
	Teachers Absence	Inattentive	Others			
Andhra Pradesh	0.00	100.00	100.00	0.00	0.00	88.90
Assam	0.00	100.00	100.00	0.00	0.00	85.40
Bihar	0.00	100.00	100.00	0.00	0.00	8.00
Chandigarh	10.00	90.00	100.00	12.80	13.70	77.20
Jammu & Kashmir	42.86	42.86	85.71	98.70	98.80	65.30
Karnataka	0.00	100.00	100.00	0.00	0.00	88.00
Madhya Pradesh	0.00	100.00	100.00	0.00	0.00	70.80
Maharashtra	0.00	100.00	100.00	0.00	0.00	84.40
Meghalaya						
Odisha	0.00	100.00	100.00	0.00	0.00	95.50
Punjab				0.00	0.00	50.00
Puducherry						
Rajasthan	0.00	100.00	100.00	0.00	0.00	41.30
Sikkim				0.00	0.00	100.00
Tamil Nadu	0.00	100.00	100.00	0.00	0.00	79.80
Uttar Pradesh	4.35	26.09	30.43	58.30	59.80	56.10
West Bengal	10.00	90.00	100.00	4.30	17.50	62.70
Total	**1.78**	**93.89**	**95.67**	**11.30**	**12.20**	**72.80**

Source: Ibid.

8.4 SMC and Community Involvement in School Operations

In most schools visited for the evaluation, there was evidence of strong involvement of SMCs and community in school operations. In a few instances, the level of involvement was truly commendable, and had enabled significant mobilization of funding to invest in better school infrastructure in terms of provision for clean water, shed for mid-day meals, provision of hand washing units, and recruitment of additional guest teachers for the school. In addition, there were instances of SMC involvement in organization of sports and other activities in schools. In several villages, the team met an enthusiastic community member both men and women who had taken full responsibility to develop and maintain the garden in the school; and they would come to the school every morning to water the plants. Head teacher, other teachers had developed good partnerships for Swachh School Abhiyan in many villages across all selected states and Union Territories.

However, the feedback from some states was that, while the heads of SMCs were generally active and involved, the members often did not participate with equal enthusiasm since they had their job/occupational routines which kept them busy. The training and hand holding of SMCs was also often not adequate to enable them to play their role effectively.

The field teams observed that an effective relationship between principals and SMCs as seen in a few schools was one of the most important factors in improving school quality and students' attendance. Where such a relationship existed, there was anecdotal evidence that the flow of students from public to private schools was either reduced or often even reversed especially in Tamil Nadu, while an obvious community pride in the school could readily be discerned. In addition, an engaged community played a strong role in reducing teacher absenteeism, as anecdotes shared with the survey team clearly revealed.

Table 8.6
Awareness of Parents and Community about the SSA and Enrolment Drive

State	Percent Respondents aware about SSA Programme in Schools	% aware of SSA Programme Implementation (Medium)			% Know Enrolment drive conducted
		SMC Community	Mass media	School Teachers	
Andhra Pradesh	95	37.90	0.00	62.10	45
Assam	84	50.00	5.10	41.80	38
Bihar	70	0.00	50.00	50.00	25
Chandigarh	100	13.10	42.40	32.30	11
Jammu & Kashmir	58	28.30	43.50	26.10	48
Karnataka	85	19.40	9.20	62.20	35
Madhya Pradesh	95	6.10	0.00	83.30	69
Maharashtra	69	23.40	10.40	58.40	45
Meghalaya	58	35.0	10.0	55.0	35
Odisha	62	71.80	3.90	22.30	38
Punjab	68	25	50.00	25.00	35
Puducherry	100	60	30	10	45
Rajasthan	75	33.30	6.70	40.00	35
Sikkim	100	35	0.00	65.00	39
Tamil Nadu	98	1.10	0.00	96.60	50
Uttar Pradesh	65	16.20	11.80	69.10	38
West Bengal	55	35.00	0.00	65.00	11
All	**82**	**32**	**16**	**52**	**38**

Source: Ibid.

A significant proportion of respondents (82%) from parents and FGD members were aware about the SSA implementation in schools across all selected states and Union Territories. (see Table 8.6). However, Jammu & Kashmir, West Bengal, Meghalaya and Uttar Pradesh requires further impetus to create awareness about SSA schemes. School teachers and SMC members were stated as major source for creating this awareness. In many cases, local media and local

radio were also applauded for creating this awareness among the community. However, only 38% of respondents were having knowledge about regular enrolment drives by SMC members and school teachers for making villagers aware to send all out-of-school children to schools. In many cases, respondents took this decision because of provision of mid-day meals and scholarships provided to SC, ST, OBC and CWSN children (see Table 8.6).

8.5 SMC and Community Involvement for Improving Schooling Environment

The sample respondents from households and FGDs were appreciative of the SMC's role in improving the education environment in villages. Respondents felt that enrolment of children in schools had increased after SMCs created awareness for the need to send children to schools. Their efforts had reduced out-of-school children and also reduced drop-out rates in the schools. The SMCs used to monitor the regular activities of schools, especially teacher's attendance.

The SMC members were also engaged in preparing education and infrastructure plans of the schools. They had also participated in the budget making exercise of schools. Although 80-85% of respondents were appreciative of SMC's activities, yet 15-20% felt that SMC members should be given appropriate capacity building training by BRCs/CRCs to improve their engagements in school activity (see Table 8.7)

Table 8.7
Role of SMC Members in Creating Conducive Education Environment

Indicator/task	Responses	Yes	No	Percent Yes
Improving enrolment	1069	964	105	90.18
Monitoring of SSA	1056	936	120	88.64
Infrastructure improvement in School	1055	915	140	86.73
Reduce out-of-school children	1033	843	190	81.61
Reduce drop-out rates	1037	823	214	79.36
Monitoring of education standards in School	1043	905	138	86.77
Preparation of education plan of school	1038	885	153	85.26
Participate in budget requirement of School	1011	854	157	84.47
Maintain records of the minutes of the meeting	1005	908	97	90.35

Source: Ibid.

8.6 Issues Raised in the SMC Meetings

The SMC members were asked to provide information regarding issues discussed in the meetings and how these issues were solved by the SMC in close cooperation with school authorities. Some of the issues raised in these meetings were financial road map and budget preparation, improving school management for creating quality education, involvement of community in Parent-Teacher Association meetings and ensuring their active involvement in child's education. Other issues raised were increasing infrastructure facilities especially.

They were also engaged in the maintenance of existing infrastructure through community donations, creating Swatch Vidyalaya for better hygiene especially functionality of toilets and supply of safe drinking water. The SMC members also raised the issue of timely supply of text books and uniforms. The SMCs were particularly interested in providing quality education and discussed issues related to capacity building of teachers. The SMC members were also taking keen interest to create awareness about regular attendance of teachers.

8.7 Linkages of Local Bodies/Communities with Panchayati Raj Institutions

A number of steps had been taken in all surveyed States/UTs to decentralize powers to School Management Committee/Village Education Committees/Panchayat/Urban Local Bodies through legislation or State Government Executive orders. The interface of grassroots level bodies with Panchayati Raj Institutions is detailed below:

Table 8.8
Interface/linkages of Local Bodies/Communities with Panchayati Raj Institutions in respect of Elementary Education

S. No.	Name of State/ UT	Interface/linkages of local bodies/communities with Panchayati Raj Institutions
1	Andhra Pradesh	▪ At Gram Panchayat Level, Sarpanch is the chairman of Panchayat Education Committee. ▪ At Ward Level, the Chairperson of the Municipality or Mayor of Municipal Corporation is the chairman of Municipal Education Committee. ▪ At District Level Chairman of Zilla Parishad is the chairperson of District Education Committee. ▪ At Mandal Level, Mandal Parishad President is the chairman of Mandal Education Committee.

2	Assam	• The Village Panchayat President is the ex-officio President of GPEC and other Village Panchayat members of that GP which are President of VECs are the members of GPEC. • Village Panchayat member of the village is the ex-officio President of VEC and in case of TGEC, the GP member of that area is the ex-officio member. • In case of SMC, the GP member of that area is the ex-officio member. • Concerned ward member of the ward is the ex-officio President of WEC • Regarding above, it can be mentioned that these committees i.e. GPEC, VEC, TGEC, CEC, SMC are neither the part of PRIs nor any sub committees. But there are some powers and functions which have been given to these committees, which help to co- ordinate/ implement the activities of PRIs.
3	Bihar	• Zila Parishad and Panchayat Samiti are PRI Institution. • Vidyalaya ShikshaSamiti is a Sub-committees of Sukh Suvidha Samiti of Gram Panchayat. The Vidyalaya Shiksha Samiti functions under the direction of Sukh- Suvidha Standing Samiti of Gram Panchayat Constituted under section 25 (i) (iii) of the Bihar Panchayati Raj Act, 1993.
4	Karnataka	• The Zilla Panchayat, Taluka Panchayat and Village Panchayat are responsible for the Elementary Education in the rural / urban areas. Rural schools civil works are exclusively taken up by ZP/TPs/VPs. Sometimes the civil works in urban areas are taken up byZP/TPs. • The urban bodies look after civil works in urban areas. Municipal Corporation in Bangalore runs primary schools. But in other Municipal areas the Municipal bodies cooperate in civil works and provide uniforms to the weaker section.
5	Maharashtra	• The Zilla Parishad is a Panchayati Raj Institution. • Panchayat Samiti is a part of Panchayati Raj Institution itself. Committee of Sarpanchs is separate from the Panchayat Samiti but functions as an interface between Panchayat Samiti at Block level and Gram Panchayat at village level. • Gram Panchayat itself is a part of Panchayati Raj Institution. Village Education Committee is not a part of Panchayati Raj Institution. It has a separate existence and is constituted to control and monitor the primary education: regular schools and alternative schooling. Sarpanch of the Gram Panchayat is the chairman of the Village Education Committee and thus serves as an interface between Panchayat Raj Institution and VEC.
6	Madhya Pradesh	• Zila Panchayat, Janpad Panchayat, Gram Panchayat are PRI Institutions. • PTA is a unit of PRI. PTA is accountable to Gram Sabha. Education Committee of Gram Sabha has the supervisory role and guides PTA regarding Elementary Education.
7	Orissa	▪ Zilla Parishad, Panchayat Samiti and Gram Panchayat/VEC are part of PRI System itself constituting elected representatives of the people.
8	Punjab	▪ At the Village/School level there is a good interface of rural and urban committees with the PRIs as in most of the cases Sarpanch is the Chairman of Village Education Department Committee. ▪ At the district level Collector plays an important role in ensuring convergence of the two bodies.
9	Rajasthan	▪ The bodies, which are controlling elementary education in rural areas, are PRIs itself. Staff of education department working or supervising elementary education in rural areas is completely controlled by these PRIs.
10	Sikkim	▪ Zilla Panchayat is PRI institution and School Management Committee is a part of PRI system

11	Tamil Nadu	▪ The local bodies are part of Panchayati Raj Institution. The Block Education Committee is headed by the chairman of the Panchayat union and the Village Education Committee is headed either by the president of village Panchayat or by a ward member of the Panchayat.
12	Uttar Pradesh	▪ President of the Village education Committee is the head (Pradhan) of village Panchayat in rural areas. In urban areas, president of the Ward Education Committee is the elected counselor of the municipal corporation municipalities.
13	West Bengal	▪ At District level- a) There is a permanent education committee in which D.I of schools (P.E), D.I of schools (S.E), DPSC chairman are members. b) In DPSC, there are Zilla Parishad representatives: One person from each sub-division. ▪ S.I of schools (P.E) is the ex- officio secretary of the education committee. ▪ A Panchayat member is the VEC President. There is a Panchayat Nominee

Source: Ibid.

8.8 Initiatives by the Community for Achieving Goals of the SSA

Discussions with SMC members and participants of Focus Group Discussions indicated that some of the initiatives taken by states to achieve SSA Goals were as follows:

Assam:

- Substituting teachers as per necessity.
- Motivating parents of disabled children for their enrolment in schools.
- Mobilisation of fund for the development of the school.

Bihar:

- Sanctions and supervision of incentive allowance to students for regular attendance.
- Construction work based on cost effective technology.

Madhya Pradesh:

- Updating of VER.
- Appointment of volunteers for Non Residential Bridge Course, Human development center in urban slums and Shishu Shiksha Kendras.

Orissa:

- Mobilize parents for regularity of students.
- Initiatives for enrolment of girls.
- Identification of out of school children and their enrolment.
- Temporary arrangements in case of shortage of teachers in school.

West Bengal:

- Development of educational plans for children in pre-primary, primary, upper primary schools, within their jurisdiction.
- Maintenance the micro level database for the children in the age group of 6 to 14years.

CHAPTER IX
Innovative Strategies and Models in the SSA

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9.1 Innovative Strategies for Enrolment, Retention and Quality Teaching

At present, the Sarva Shiksha Abhiyan is encouraging all states and UTs to design organized strategies for reducing out-of-school children, increasing age specific enrolments, learning enhancement programmes to improve the classroom processes in different subject areas at both Primary and Upper Primary level. Several large scale effective initiatives have been launched by respective states and union territories. The results from such innovative strategies have been encouraging. It is, therefore, important to document and showcase such innovative model in other states.

Beti Bachao, Beti Padhao (translation: Save girl child, educate a girl child) is a social campaign of the Government of India that aims to generate awareness and improve the efficiency of welfare services intended for girls. The scheme was launched with an initial funding of Rs 100 crore. It was targeted in Uttar Pradesh, Haryana, Uttarakhand, Punjab, Bihar and Delhi.

Padhe Bharat Badhe Bharat is another innovative scheme, regarded as a countrywide programme and is being implemented under the aegis of the Sarva Shiksha Abhiyan. It has normally been seen that kids who are unable to read during their early education tend to be bad in other subjects as well. The programme looks to improve the reading and writing skills of children in classes I and II, along with their mathematics skills. A rather special aspect of the programme is its emphasis on mother tongue on initiating children to the joys of literature and mathematics – two very fundamentally important subjects. Padhe Bharat Badhe Bharat is a nationwide sub-programme of Sarva Shiksha Abhiyan. Children who fail to read in early education lag behind in other subjects. The programme is designed to improve comprehensive early reading, writing and

early mathematics programme for children in Classes I and II. Under this programme, `762 crore (US$120 million) was approved to States. The programme will not only provide print rich environment, timely distribution of books but will also include new teacher mentoring and appraisal system. 'Padhe Bharat, Badhe Bharat' is to achieve an outcome of 80 per cent of all children from Standard I to V in government schools. This will include capacity building of teachers, developing learning material, adopting approaches like ABL and involving NGOs and volunteers in implementing co-scholastic activities with children.

Rashtriya Avishkar Abhiyan has focus on connecting school based knowledge to life outside the school and making learning of Science Mathematics a joyful and meaningful activity, to bring focus on innovation and use of technology. The Ministry of Human Resource Development has set up the Rashtriya Avishkar Abhiyan (RAA) - a convergent framework that aims at nurturing a spirit of inquiry and creativity, love for Science and Mathematics and effective use of technology amongst children and encourage those who show an inclination and talent for these subjects to be encouraged and supported to heights of academic excellence and research.

Vidyanjali - (School Volunteer Programme) is an initiative of the Ministry of Human Resource Development, Department of School Education & Literacy to enhance community and private sector involvement in Government run elementary schools across the country under the overall aegis of the Sarva Shiksha Abhiyan. This programme has been envisaged to bring together people willing to volunteer their services at schools which really need them. The volunteers will act as mentors, confidantes and communicators with children. In consonance with this objective, MyGov in collaboration with Ministry of Human Resource Development has developed a mobile application for schools and other educational institutions to engage interested citizens in volunteering for such on-ground engagements.

Child Tracking System

This is one of the key plans as per SSA's Annual Work Plan and Budget for 2016-17, which was presented to the Union Ministry of Human Resource Development (MHRD). Under this system, child-wise data would be created, which would help in tracking children especially in case of migrant children. The SSA plans to complete this exercise by January 2017. Each child will be given particular code which will help in tracking the child. This will happen only when every child is enrolled with Aaadhar number. There will be no duplication and it will be easier for identification." Sarva Shiksha Abhiyan has advocated Aadhaar enabled DISE – for Child Tracking System for collection of student-wise information for elementary schooling of Class I - VIII since January 2012. Aadhaar Enabled DISE is deployed with a concept adopted from UIDAI to build database of students along with child wise record with Student Name, Parents Name, Date of Birth, Address, incentives & benefits received from Government. The same database is being used by States to conduct child wise evaluation under Gunotsav programme. Each year, existing records are being updated and new entrants in Class I are being entered under the system.

Shala Siddhi

Under Shala Siddhi all schools will conduct self-assessment and an external evaluation of sample schools. "Under 'Shaala Siddhi', every school will be evaluated as a unit",

Shagun Portal

Shagun portal was launched on 18th January 2017 by Ministry of Human Resource Development to enable States and UT's to share videos, photographs, case studies, testimonials, documents, reports, research studies and other evidence of innovative practices that States and UT's implement. This portal is a compilation and dissemination of the experience related to elementary education from the field. It monitors progress of implementation of various components while also capturing and sharing of best practices. The portal has two parts

- Online monitoring that captures the progress in implementation. Regular updates of progress are available through dashboards for the Ministry and other states for internal monitoring. Some research reports are also available in the public domain.
- It also has SSA Repository of innovative practices, successful stories, evaluation reports and interventions initiated across all states and Union Territories in the area of elementary education.

The above interventions make one feel that in terms of numbers and the diverse nature of interventions lots of creative and large scale activities are taking place. At the same time learning outcomes at Primary and Upper Primary level as depicted by various independent learning assessment studies do not reveal a satisfactory situation in education at the elementary level. This makes one ask if these interventions are sufficient and appropriate to improve the methods of creating conducive learning skills of students everywhere as desired. It still calls for lot more thinking and preparations to achieve the SSA goals aiming for universal quality education in the 6 to 14 age group. Some of the innovative models initiated are given in Table 9.1.

Table 9.1
State-wise Innovative Model(s) for Creating Conducive Schooling Environment

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 Multi grade – Multi Level Teaching Capacities. Multi Lingual Education Programme for tribal areas
Assam	CALIES- Computers in elementary schools (smart schools)\Nava-Padakkhep schools Bal Mela

States\UTs	As reported by state\UT authorities
Bihar	Interactive Radio instruction Programme (IRP) Beti Bachao, Beti Padhao Bal Mela, Kala Jathas, Street Plays
Chandigarh	Reading English and Acquisition Programme, reading corners in schools, remedial classes.
Jammu & Kashmir	CALP –computer aid learning.
Karnataka	External evaluation of schools, EDUSAT,RADIO PROGRAMMES Schools towards Quality Education (KSQE)
Madhya Pradesh	HEADSTART-computer enabled self-learning approach, EDUSAT Maa Beti Mela
Maharashtra	Education Quality Improvement Programme, CALP, maths kits\Shikshan mitras 3 'R's Guarantee Programme and Educational Quality Improvement Programme (EQIP) of Maharashtra
Meghalaya	Implementation of State Eligibility test for appointment of teachers
Orissa	CAL- Computer aided learning. Multi Lingual Education Programme for tribal areas Special Enrolment drive and Jati Mahasabha in tribal pockets
Puducherry	CAL \ SMART Schools \ Night schools
Punjab	Computer Aided learning, Launching of "Parho " Programme . Beti Bachao, Beti Padhao
Rajasthan	Quality assurance based Programme for learning\activity based learning. Mukhaya Mantri Shiksha Sambhal Maha Abhiyan- Campaign to improve the academic and infrastructural status. Bal Mela Kala Jathas
Sikkim	Computer education
Tamil Nadu	Activity Based Learning and Activity Learning Methodology programmes
Uttar Pradesh	Telecast of educational programmes on TV, CALP in upper primary schools. Nai-Disha Programme of Elementary Education Learning. School Chalo Abhiyan School Chalo Abhiyan BetiBachao, BetiPadhao
West Bengal	Integrated Learning Improvement Programme, School Level IP, ADEPTS Enrolment drive for out-of-school children Puppet Show, Street plays

Source: Field Survey, 2017.

Several states and Union Territories have initiated new initiatives to strategies complete enrolments and also improve the quality teaching in classes. These innovative strategies need to be showcased to other states so that they can also benefit from such innovative models.

CHAPTER X
Major Findings and Recommendations

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A. Major Findings

10.1 Assessment of the SSA Programme Design and Institutional Development

10.1.1 Capacity constraints relating to effective planning and implementation continue to be a key issue for SSA. Consequently, the progress of implementation of planned programmes remains uneven though the overall progress towards the SSA Goals has been impressive. The elementary education system in India has been growing in size consistently. However, the capacity of district-level institutions engaged in planning and implementation of programmes has not been adequately strengthened to cope with the needs and demands of the expanding elementary school system.

10.1.2 With the right to education becoming a reality in April, 2010, SSA had been revamped in 2010-11 to bring it in sync with the RTE Act. This was done in accordance with the recommendations of the Anil Bordia Committee constituted for the purpose. On governance, the Bordia Committee had recommended unification of the existing the SSA structures with the regular education department over a five-year period as the project-based nature of the SSA is not conducive to a rights-based framework. Five years down the line, little evidence of unification has been observed as many states still adopt dual and parallel structures of elementary education. The only element of the SSA that has been mainstreamed is the fund transfer mechanism from the Centre to the States, ironically the only one recommended by the Bordia Committee to be retained even after the administrative unification. As in the case of other programmes/schemes, the SSA funds now flow to State Implementation Societies through the State Exchequer.

10.1.3 Many State SPDs are frequently transferred adversely affecting implementation of the programs. JRM missions have also recommended that key project officials should be continued for at least 3 years. It is strongly recommending that there should be stability in the tenure of SPDs as they are the key for continuity of effective implementation of the programme. In some states there are still reported problems with vacancies in the SPOs and DPOs whereas in many other States there is reported that these project offices are over-staffed. Consequently, resolving this problem may require both a concerted effort to fill current vacancies and a review of the actual SSA project office capacity requirements, with a view to reducing the number of posts if some have become redundant. Well trained staff at all levels is critical to meeting the RTE goals in this changing and complex environment. Some states reported that a number of vacancies of staff at the school, block, district, and state levels.

10.1.4 The SSA implementation in many states is pursued through a set of parallel structures. This has, to some extent, undermined the capacity of some of the mainstream educational structures like the Directorates of Education. The comprehensive appraisal of proposed Annual Work Plans & Budgets has required States to develop data/evidence based education plans. However, the short term nature of annual planning leads to States focusing on short term interventions potentially at the expense of more effective and strategic actions that require funding commitments over multiple years. Hence, long term perspective plans should be encouraged.

10.1.5 The evaluation indicated that effective programme design, planning and organizational design was in place; tools and instruments have been adopted effectively for programme implementation; policy support from the government was evinced in all states. Many success stories of states having realised the SSA Mission were found by the evaluation team. However, yet the results are marginal or not satisfactory in some regions. This needs an in-depth analysis and investigation and success stories should be documented for scaling up in other states.

10.1.6 Outcome based planning has been introduced in the SSA framework. Now, a robust and flexible system of education service delivery is required to ensure these education inputs translate into improved education outcomes.

10.1.7 During the state visits, it was observed that many examples of innovative and effective interventions are being implemented to improve the access to education and the quality of instruction by CRCs, BRCs, DIETS, and SCERT. There is a need to share these with other states. MHRD could enhance state to state learning on innovative practices through:

- Supporting technical capacity in the states to implement innovative pilots,
- Building State specific evidence on the effectiveness of intervention through rigorous evaluation methodologies, and
- Developing venues for knowledge sharing forums including websites, short policy briefs, and other platforms where information about best practice and innovative academic and administrative practices can be disseminated.

10.1.8 Monitoring of quality interventions can be improved by designing well defined (rather than general) indicators that would be observable and measurable. This would also enable researchers at different levels to be able to use them effectively for policy planning. There should be consistency between DISE and the state data (such as household survey) in the estimation of key performance indicators such as NER and dropouts that greatly impact monitoring for accountability. The MHRD should lead a review of the SSA, Results Framework to update indicators where targets have already been achieved and to include new indicators that provide more meaningful information on quality, enrolment tracking, transition, retention disaggregated by key categories, SMC roles, school monitoring systems, and so on. These results Framework indicators should then form an explicit basis for all subsequent reporting to JRMs to enable tracking of key strategic trends.

10.1.9 Some SPDs stated that human capacity and funds available for REMS are very limited at State level. There is insufficient capacity to analyse the data captured through various MIS and monitoring activities and to extract the key strategic trends. This is a pity because, with the rich data sets available, a relatively small investment in data analytics could yield significant strategic insights to guide program implementation and policy-making. There is very limited assessment of the impact of different activities, especially longitudinal studies of this nature.

10.1.10 TSG. Technical Support Group in Ed. CIL has been created to provide technical support in the various functional areas of Pedagogy, Alternative Schooling, Civil Works, Financial Management, Inclusive Education, gender equity enrolment, MIS, Planning, Appraisal and Supervision, Research and evaluation, Monitoring, Community Mobilization, Computer Aided Learning, Documentation, etc. under SSA at national and state levels. TSG has successfully accomplished majority of the tasks envisaged for the group. Field data and several research studies as well as JRM reports, indicate that teacher mentoring is critical for pedagogical reform for achieving quality improvement, and it has a much deeper impact than training alone. Strong academic lifelines for schools like the CRCs and BRCs are critical for this, as they do not have the adequate skills and experience to play an academic mentoring role, though many of them are very enthusiastic and committed. Therefore role of institutions like SIEMAT, DIETS and TSG is important to provide technical and capacity building support to BRCs and CRCs.

10.1.11 One of the major requirements filled by TSG has been providing customised data requirements to the user for effectively monitoring the SSA implementation in the states and Union Territories. The TSG has also commissioned several evaluation studies in the country.

10.2 Financial Allocation and Fund Flow

10.2.1 The SSA programme success in the first phase was possible owing to the availability of the necessary domestic resources. This was largely a result of the 2 per cent education tax levied as an addition to all central taxes from 2004 onwards. The funds could be rolled over from one year to the next and were used exclusively for elementary education, for both the SSA programme and Nutritional Support to Primary Education (the school midday meal scheme).

10.2.2 The allocation of public resources to elementary education since 2004-05 in current prices increased manifold in all states. However, there is no appreciable acceleration in the growth of public expenditure on elementary education after enactment of RTE 2009 and also from 14th Finance Commission recommendations. Thus RTE Act 2009 had very little impact on allocation of resources to elementary education.

10.2.3 The Central Government budgeted expenditure on the SSA has increased soon after the adoption of RTE, but the momentum was not maintained subsequently. Over the years, there have been inconsistencies between budgets' demand estimates and the actual allocations made by the GoI. In FY 2014-15, GoI allocations accounted for a mere 43 per cent of the total budgets' demand estimates. This share declined even further to 30 per cent in FY 2016-17.

10.2.4 Fund allocation to the SSA by the Central Government has increased from Rs 19637 crore in 2010-11 to Rs. 22500 crores in 2016-17 RE (in Current Prices). But in terms of constant prices, allocation has actually decreased from Rs. 20841 crores in 2011-12 to Rs. 17948 crores in 2016-17. This is a major cause for concern and the allocation for elementary education in the country needs to increase manifold to be at least 3% of the GDP of the country.

10.2.5 The priority accorded to elementary education in allocation of resources as percent of GSDP is very low and more or less stagnant. It was less than 1% in Andhra Pradesh and West Bengal and around 1.5% in Rajasthan, Jharkhand and Madhya Pradesh.

10.2.6 The percentage of expenditure to the total outlay on elementary education after the implementation of the RTE Act 2009 depicts significant variations among the selected states. This indicates that performance of mandatory contributions from these states to elementary education had mixed results, thereby expenditure to outlays were inconsistent among the selected states.

10.2.7 Release of GoI allocation under the revised fund flow mechanism introduced in FY 2014-15 has not been effectively successful as the existing manual accounting system at sub-district level (particularly in schools) with only a cashbook, cannot provide annual accounts in prescribed format in time. This leads to delay by the States, in submitting prescribed documents to MHRD for releases. There is delay in the release of state share. The delay may be seen in the perspective of thin State resources, with grants released in September being 50% of the annual grant. Some States have observed difficulty to release their share of six months in one instalment. This situation is particularly serious for the North-East states and Jammu & Kashmir, which receive 90% grants for the SSA, as their own budget largely depends on devolution of resources from the GoI. Field survey enquiries indicate that fund flow has been streamlined over the years but the delay in the release of funds in time has been observed in some cases.

10.2.8 Priorities on component-wise expenditures have changed from civil work to salaries for teachers. In the first phase of SSA, the emphasis was on closing the infrastructure and human resource gaps; therefore, allocations for civil works and teacher provisioning were a higher share of programme expenditures than first estimated at appraisal. With the enactment

of the Right to Education demand for meeting the provisions on teacher/ pupil ratio got top priority. Allocations for teacher salaries share increased considerably. It should be noted, however, that while the amounts spent on quality-improvement initiatives increased in absolute terms, the proportion spent on these initiatives did not change significantly.

10.2.9 Expenditure as a share of total approved budgets has been decreasing from 74% in 2013-14 to 64% in 2016-17. State-wise performance of expenditures were found. In FY 2015-16, West Bengal spent 40 per cent of the approved budget.

10.2.10 Component-wise expenditure to total allocation (for the period 2010-11 to 2015-16 combined) depicts that the allocated funds were not utilized fully. The utilization varied from 76% on teacher's salary, 52% teachers training, 73% Innovative Education (IE), 57% on school infrastructure, 47% for SMC training and 36% for TLE.

10.3 School Infrastructure

10.3.1 Nearly seven years after the implementation of the SSA, states are still to meet the RTE norms for basic infrastructure services and facilities across a range of indicators. The largest shortfalls are in the availability of playgrounds (36%), construction of boundary walls (52%), classroom of each class, library facility and functional computer service in upper primary schools. The computer facility was available only in 76% of upper primary schools but its use by the schools has been dismal low, as only 11% schools were actually using this facility to impart computer knowledge to the students. Several of these schools do not get regular electricity supply and moreover the maintenance of computer is abysmally low. In many cases availability of teachers with the knowledge of computer were not found.

10.3.2 Targets fixed for construction of classrooms, toilets and provision of drinking water by SSA have been achieved more or less but their functionality at the ground level especially that of the toilets maintenance and upkeep, is highly questionable, based on the primary survey findings from the sample surveyed schools, as nearly 50% toilets were not maintained properly.

10.3.3 After the implementation of the RTE Act, separate toilet facilities for girls at elementary level schools has improved. As per the primary survey about 89% schools had recorded separate girl's toilet facility. The Field survey conducted in September 2017 indicated that only 28% toilet were in good serviceable condition, while 13% toilets were in medium serviceability condition and 58% toilets were in poor serviceability condition. Un-serviceable toilets were mostly observed in Bihar, Jammu & Kashmir, Madhya Pradesh, Orissa, Maharashtra and Rajasthan.

10.3.4 About 7% schools continue to have single classrooms schools in 2015-16 in India. Assam, Andhra Pradesh, Odisha, West Bengal and Jammu & Kashmir recorded higher proportion of single classroom schools as compared to the national average.

10.3.5 The field observations in the visited schools indicate that more than 50% schools have not yet fully imbibed the concept of Swachh Vidyalaya. About 50% children in these schools have been using practices of Swachh Vidyalaya like cleaning hands with soap before eating food etc.; Majority of the visited schools of the Bharat Swachh Vidyalaya' (SBSV) initiative by MHRD are in a position to create necessary environment and conditions for this initiative, provided necessary support in given by teachers and the SMC.

10.3.6 Access to drinking water depicts some improvement but North-East states and other hilly regions require improvements. The quality of drinking water also requires attention from school management committee as several reports reported this as measure cause for spreading water borne diseases due to non-availability of safe drinking water.

10.3.7 Electricity in the schools is still a farfetched dream in India. Although 57% schools have electricity connection but use of the electricity is not actually possible due to non-availability of electric supply for several hours during school working period. Thus the electricity facility cannot be construed as use of electricity in schools. The primary survey from the study states is revealing the findings of long hours of power failures and black outs in the schools in Madhya Pradesh, Maharashtra, Uttar Pradesh, Karnataka and other states.

10.3.8 The computer facility was available in 76% upper primary schools but its use by the schools has been dismal low as only 11% schools were actually using this facility to impart computer knowledge to students. Several of these schools do not get regular electricity supply and moreover the maintenance of computer is abysmally low. In many cases teacher with the knowledge of computer is also questionable. Field survey indicated that only few schools are actually using this service for the benefit of students. In fact, a significant proportion of schools with computer facility have not translated the service for the benefit of students either due to non-availability of electric supply during school hours or due to non- availability of skill teachers.

10.4 Access, Enrolment and Equity

10.4.1 The field survey analysis indicates that 81% children had school facility within the distance range of 1 kilometre, while 15% children travelled between 1-3 kilometres and 3% children travelled more than 3 kilometres for the school facility. However, state wise variation was observed, for the distance range travelled by the students to avail elementary education facility. In case of Bihar only 19% students had school facility within 1 kilometre range and 6% children had to travel more than 3 kilometres for the school facility. Significant proportion of students from Karnataka, Rajasthan, West Bengal and Uttar Pradesh had to travel between 1-3 kilometres for school facility. Thus RTE Act requirement of neighbourhood schools within the habitations is still a distant dream for some states, although significant improvement has been made after the implementation of the SSA. Supreme Court has directed that it is criminal not to provide schools within the habitations. Field survey results also portray that majority of the children (94%) come by foot to attend the schools, while 3% travel by bicycle provided by the government and 2% children come by bus.

10.4.2 Access was improved by building new schools and classrooms and, where necessary, by setting up EGS and AIE centres as temporary arrangements (Second JRM, Sec 2.3). EGS centres were opened in un-served communities that had at least 25 out-of-school children aged 6–14 (15 children in the case of desert and hilly areas), while AIE centres were established for "hard-to-reach" children who could not be directly enrolled in a school or EGS, such as children of seasonal migrants and deprived children in urban locales. These centres played an important role in the initial years of the SSA by providing schooling in the smaller and more remote communities and targeting disadvantaged groups. The EGS and AIE centres have since been converted into formal primary schools.

10.4.3 As per the U-DISE data 2015-16, 196 million children were enrolled in elementary schools as compared to 189 million children in 2010-11 (all management school). Thus there was a marginal increase of only 4 percent growth rate in the enrolments in elementary education between 2010-11 and 2015-16. This growth rate was mostly for private managed schools. Census 2011 recorded 237 million children in the age group of 6-14 years. Thus either UDISE data does not cover all school enrolments or still a significant number of children are out-of-schools. Surprisingly there was decrease in the overall enrolments during 2010-11 to 2015-16 in West Bengal, Sikkim, Madhya Pradesh, Jammu & Kashmir, Tamil Nadu, Puducherry, Odisha and Maharashtra. This could be due to bogus enrolments recorded in the previous years in the U-DISE data for seeking benefits like mid-day meals, and other government subsidies. Due to stringent measures adopted after 2014, the U-DISE data is perhaps reflecting correct picture of enrolments. On the other hand, Uttar Pradesh, Bihar, Karnataka recorded increase in the enrolments during 2010-11 to 2015-16 (all management schools). The increase was mostly for private managed schools as actual enrolments in Uttar Pradesh declined between 2010-11 and 2015-16 in case of government schools.

10.4.4 Declining enrolment in government schools has been a matter of concern for the Government of India in 2010-11. About 1.45 crore enrolment in government schools had moved to private schools between 2009-10 and 2015-16.

10.4.5 Among the selected sample schools (2249 schools), there was a decrease of 12.21% in overall enrolment during 2013-2016. The decrease was 13% among girls and 12% among boys. Percentage decline in enrolment was high in Chandigarh, Uttar Pradesh, Puducherry, Maharashtra, Andhra Pradesh, Tamil Nadu and Karnataka. However, increase in enrolment was found in case of Rajasthan, Meghalaya, Jammu & Kashmir and Bihar.

10.4.6 The survey results depict that a significant proportion of schools (22%) have fewer than 30 students. These schools have on an average 3 to 4 teachers. In case of Jammu & Kashmir and Sikkim, on an average, 4-5 teachers were found in these schools. The survey results also indicate that more than one school with fewer enrolment within one habitation in Jammu & Kashmir and Sikkim. Thus, there exists a wide gap in the rationalisation of teacher pupil/ratio. This makes it difficult for the teacher to meet the learning needs of pupils in different classes on the one hand, while many teachers are available without any output in these schools. There seems to be no rational distribution of teachers with the school enrolments. The need for rationalization of small schools, and moving towards amalgamation of schools to ensure

adequate number of teachers and expanding the network of residential schools to cater to the needs of children in sparsely populated areas emerges to be significant in this context.

10.4.7 Significant improvement has been achieved in reducing gender gap of enrolments both at primary and upper primary levels, especially after the implementation of the Sarva Shiksha Abhiyan in 2001. Not only has enrolments increased for Scheduled Castes, Scheduled Tribes and Muslim population during last 15 years after the implementation of SSA, but their gender gap in enrolment has also reduced. Enrolment of these social communities have increased both at primary and upper primary levels.

10.4.8 Government management schools have mostly fulfilled the obligation of reaching out to these marginalised communities across all states and enrolling them into elementary education system, as enrolment of these communities in private schools was comparatively less than in government schools. Although survey results indicated overall decrease in the enrolment rates during 2013-2016, yet the survey results at the same time indicated increase in the enrolment during 2013-2016 for Scheduled Tribes and children from other categories like Muslims and CWSN. This clearly reflects that efforts have been made to enrol children from minority communities and from CWSN as was the directive from the RTE Act 2009.

10.4.9 Field data indicate that India has made impressive gains in reducing the male-female gaps in the gross primary enrolment rate in the last fifty years. However, regional variations still persist. The gender gap in enrolment have been also reduced for different social groups like SCs, STs at both primary and upper primary levels. In case of some states, the gender parity was balanced at primary level, but was not so favourable at the upper primary level. The gender gap at upper primary level needs attention in these schools as high dropout rates were found for girls at the upper primary level. Infrastructure provisioning such as separate toilets for girls would positively impact on enrolment and retention of girls in the long run. The increasing presence of female teachers is also likely to have positive implications for the enhancement in the girls' enrolment. Schools with higher proportion of female teachers and separate toilets for girls have depicted more balanced gender enrolments.

10.4.10 Proportion enrolments of SC, ST, minority and CWSN students both at primary and upper primary levels are now matching with the proportion of population of these communities recorded in 2011 Census, thereby indicating equity in elementary education levels have been achieved.

10.4.11 The inclusion of children with special needs has assumed priority. Efforts made to enrol a large number of children with disabilities into schools have been successful, although more efforts are required to enrol all CWSN children by providing enabling environment.

10.4.12 Girls from disadvantaged social groups benefited from the measures implemented to increase access. The Kasturba Gandhi Balika Vidyalaya scheme was particularly important to enrol girls from far flung inaccessible areas.

10.4.13 The schooling of children from disadvantaged social groups was also supported through various other measures, including the provision of free textbooks to all enrolled children and the provision by some state governments of scholarships and uniforms. With the implementation of the Right to Education Act, school supplies became entitlements for children. In tribal areas, the population norms for setting up schools or EGS centres and residential schooling were relaxed, which had a positive impact on the schooling of tribal children. Attempts were also made to recruit teachers from the same tribal community. In areas of Muslim concentration, access to school for these communities was improved by introducing general subjects into madrasas, in addition to religious education, and supporting the madrasas under the SSA. Urdu was introduced as either the medium of instruction or as a language taught in many government schools in these areas.

10.4.14 The design of the SSA with its built-in flexibility allowed implementation of targeted schemes within its broad framework. The SSA programme incorporated several schemes targeted at disadvantaged groups (girls, SC, ST, Muslims, the urban poor, and CWSN) and helped to positively impact their participation. To this end, funds were directed towards educationally "backward" areas – the "Special Focus Districts" and "Educationally Backward Blocks".

10.4.15 One of the major initiatives with positive effects on equity was the Midday Meal Scheme. This was a centrally sponsored scheme under which all students studying in the elementary classes of government or aided schools were provided with a hot meal each day they attended school. Although this scheme was not a part of the SSA, it was implemented within its framework. Vulnerable children – migrant children, child workers and street children – received various kinds of innovative schooling, with the objective of eventually absorbing them into formal schools. Bridge courses, seasonal hostels and other tailored opportunities were introduced. For CWSN, a three-pronged approach was adopted. The primary approach included trying to integrate them into neighbourhood schools by recruiting special teachers, sensitizing and training regular teachers, and providing schools with the facilities required by CWSN. For the CWSN who could not attend normal schools, special education was provided at AIE centres. Other children were given education support by special teachers through home visits.

10.4.16 The field survey 2017 results indicated that only 2.49% children aged 6-14 years were not attending schools during the survey period. The survey results depicted that 1.90% out-of-school, children had actually dropped from schools and were not continuing further schooling. Thus school environment was probably responsible for their being currently out-of-school. Poor teaching, corporal punishment from teachers meted out to students and non-availability of books were stated as main reason for dropping out of schools at upper primary levels.

10.5 Human Resources and Teaching-Learning Environment

10.5.1 After the implementation of the RTE Act 2009, there has been significant increase in the number of teachers at elementary levels across all states. Number of teachers increased from

6.22 million to 8.07 million in India during 2010-11 to 2015-16 period. India recorded overall increase of + 29.7% in the teachers during 2010-11 to 2015-16.

10.5.2 Gender gap in teachers at both primary and upper primary levels has reduced significantly. As per field survey information, 48% teachers were women in the elementary schools.

10.5.3 PTR has decreased substantially both at primary and Upper primary levels since the implementation of SSA in 2001. PTR at primary levels decreased from 43 in 2000-2001 to 23 in 2015-16. Similarly, PTR decreased from 38 in 2001-2001 to 17 in 2015-16. However, PTR is still unfavourable in Bihar and Uttar Pradesh, the two major North Indian states.

10.5.4 Percentage of single-teacher schools is still found across all major states The field survey results depict that there were 7% single teacher, 30% two teachers and 63% three or more than three teacher's schools among the surveyed 2249 elementary schools. Majority of the single teachers were found in Andhra Pradesh, Madhya Pradesh and Maharashtra. A significant percent of schools 30% were having only two teachers. Two teachers were mostly found in case of Meghalaya, Tamil Nadu, West Bengal, Andhra Pradesh, Madhya Pradesh, Odisha and Karnataka. Thus efforts need to be made to improve the teacher per school norm to at least 3 teachers per school. 28% sanctioned posts of teachers were still vacant.

10.5.5 Around 13% of teachers at primary and upper primary levels are still contractual teachers. Many states have higher percentage of contractual teachers. Regularization of the contract teachers has been an area of major concern, due to which there is significant demoralization and loss of confidence amongst the primary teachers as per survey findings.

10.5.6 Around 75% teachers at primary level and 80% of teachers at upper primary level are professionally trained. The SSA has invested significantly in teachers' training and the primary survey from all study states and UT confirms that significant strides have been made in teachers' training and capacity building.

10.5.7 The study confirms that most in-service teachers' needs are still met by a one-size fits all 'training' approach. Transaction in this training is also largely one-way. It is important to involve teachers as professionals in any training program and discuss their experiences and their understanding. Training sessions that are connected to teacher experiences are likely to be useful for practice. Coverage of teachers in in-service training is also dropping in many States. There is also very little information available on the impact of training except for anecdotal reports.

10.5.8 Field survey indicated that majority of the teacher had received in-service training, thereby reflecting priority given to in-service training after SSA implementation. But the academic role of the BRC/CRC has not been fulfilled. Teachers do not receive the kind of academic and pedagogical support that they need. Also, BRCs and CRCs can flourish only with strong academic institutions like DIETs and SCERTs supporting them. The DIET remains a very weak link – in most States, the SCERT too needs significant strengthening.

10.5.9 There is an uneven availability of teachers across schools and subjects, even while most States have an overall PTR which is within the norms. Most 'easy' districts/schools seem to have too many teachers and 'difficult' districts/schools seem to be short of teachers. There is a large number of subject teacher vacancies (especially in Mathematics, Science, and Language) at the upper primary level. Madhya Pradesh has the largest number of vacancies.

10.5.10 Although the RTE Act 2009 stipulates that teachers should not be engaged for non-academic activity, except for election duty and Census work, yet quite a number of teachers stated that non-academic activities continue to be given to them, which disrupted their academic engagements. Around 52% of the respondents stated that non-academic work was given to them at least for 2-3 days in a month. All states continue the practice of giving non-academic work to teachers. However, the state of West Bengal, Uttar Pradesh, Rajasthan and Madhya Pradesh recorded high proportion of teachers engaged in non-academic work.

10.5.11 Classroom processes remain mostly 'traditional' with mostly one-way transmission and little interaction. Teachers ask questions and students speak only when spoken to. Students are mostly treated as passive receivers of knowledge with very little active participation in their own learning. Where activities are being conducted, the focus seems to be on memorization and recall with not much analysis or reasoning. Most regular teachers struggle to address individual learning and the social needs of children with disabilities.

10.5.12 High coefficient of correlation (+0.67) at 95% significance level was found between the percent expenditure used for teachers' training through BRCs, CRCs with percent trained teachers available in the schools. This clearly reflects expenditure on teachers training will go a long way to build teachers capacities. Thus capacities should be developed for the states to spend the outlay fund for the training of teacher's component.

10.5.13 The results of presence of good teaching environment in schools were mixed as only 49% schools had all the recruited teachers present on the day of visit. Only 49% schools recorded more than 80% students present on the date of visit and only 35% schools found teachers present in the classrooms during the stipulated periods. Thus teaching environment needs improvement and strong monitoring in order to improve the quality of teaching.

10.5.14 Unfortunately, actual expenditures incurred for teachers' training was only 1.30% of the total expenditure in 2012-13 (INR 58,269 Lakh). The expenditure decreased to 0.42% of the total expenditure in 2016-17 (INR 20,154). Thus, expenditure for teachers' training have actually decreased both in current prices, and substantially, in constant prices.

10.6 Key Performance Indicators, CCE and Quality of Education

10.6.1 The efforts to increase student attendance were notably visible in the sample schools. Schools were monitoring student attendance more systematically with support from the community. These interventions had increased the participation of children from all sections of society. The sample survey depicted an overall attendance rate of 83% for all enrolled students at primary and upper primary levels. The attendance rate was high for girls (85%)

as compared to boys (82%). There seems to be clear relationship between percent separate toilets for girls with the attendance rate of girls. Responses from teachers, school management members, FGD members, parents of students and girl student indicated that girls attendance rates have increased substantially. More than 85% respondents from these groups clearly stated that girls attendance rates have increased after construction of separate toilets for girls. The average attendance rates for girls on the date of survey was higher than the average attendance rate for the year (January 2016 to December 2016). Similarly, proportion of good serviceable functional toilets also seems to have increased the attendance rate of girls. Co-efficient of correlation between girl's attendance rate and percent separate toilets for girls was +0.85 at 95% significance level. Co-efficient of correlation between girl's attendance rate and percent good serviceable functional toilets was +0.87 at 95% significance levels. Therefore, Swachh Vidhalaya programme has increased attendance rate significantly especially for girl's.

Twenty five percent teachers favoured punishment for improving students attitude towards educational standard. However the punishment strategy has changed from corporal punishment to creative actions of punishment like writing same word many times, reciting pages from the books , preparation of TLMs from local material etc. Corporal punishment given to students has decreased substantially due to continuous training imparted to the teachers. A large proportion of sample teachers in Bihar, Uttar Pradesh, Assam, Andhra Pradesh, Madhya Pradesh, Maharashtra and West Bengal were in favour of creative punishments for making students learn. Training programmes for teachers have inculcated joyful teaching-learning methods in the classrooms.

10.6.2 Gross Enrolment Ratio (GER) has significantly increased for both gender groups for all communities. Over-age children have been enrolled in primary schools across all states. Specific measures have been adopted to enrol over-age children from SC and ST communities and CWSN.

10.6.3 Net Enrolment Ratio was 87% at primary level and 74% at upper primary level. This indicates that students in the relevant age groups are still out of the school. Thus, Right to education up to 14 years is still a far goal. Efforts must be made to enrol each and every child in this age group. Net enrolment have shown declining trends from 2010-11 to 2014-15 which requires in-depth analysis.

10.6.4 The age appropriate retention at upper primary level across all states needs attention as many children in the age group 11-14 years are not enrolled in the schools. Field survey among the selected states indicated that only 80-85% of children are actually attending the schools in this age groups regularly. Thus, a significant proportion of children are neither enrolled nor attached to any schools at the upper primary level. The average student attendance rate at the elementary level continues be a major concern.

10.6.5 Transition rate from primary to upper primary level increased from 92% in 2006-07 to 94% in 2014-15. Transition rate were hovering around 90% for SCs, STs and Muslim minorities in 2014-15. Very little variation was recorded for the transition rate among the states of India. This thereby indicates that the transition rate from primary to upper primary levels has been

maintained during last three years across all states. The field s urvey a cross a ll s tates also indicates improved transition rates and significant reduction in the dropout rates.

10.6.6 Average annual dropout rates at the primary and upper primary levels reflect teaching and learning environment in schools. Average annual dropout rate declined from 5.62 % in 2011-12 to 4.13 % in 2014-15 at primary level. However, a slight increase was recorded in the average annual dropout rate in 2014-15 as compared to 2011-12 at upper primary levels. Boys' and girls' dropout rates did not show any significant variation at primary level, while girls recorded higher dropout rate at upper primary level.

10.6.7 Dropout rate for ST students was much higher among both boys and girls as compared to general and SC students in 2013-14. The primary survey from the study states also indicates higher dropout rate amongst the SC and ST students evaluated in the Gadchirli, Nandurbar tribal districts of Maharashtra; Alirajpur district of Madhya Pradesh as well as Bidar and Kalburgi districts of Karnataka.

10.6.8 The survey results indicate, Continuous Class Evaluation (CCE) is not yet universalised in the schools across all states. Teachers expressed lack of proper capacity building training one of the reason for poor acceptability of CCE as a major reason. However, those teachers who have adopted the CCE have found it very useful to analyse the progress made by the students. A mix of oral, written weekly and monthly tests were found to be very useful by the teachers for measuring learning outcomes. Teachers have started adopting these by conducting monthly tests in many schools.

10.6.9 The National Achievement Survey (NAS) conducted in November 2017 for classes 3, 5 and 8 in government and government-aided schools, using competency based test questions to assess the learning outcomes depicts the average achievement of grade 3 students was 65% in EVS, 68% in Language and 64% in Mathematics. The competency level of grade 5 students was 57% in EVS, 58% in Languages, 53% in Mathematics. Competence level of grade 8 students was 57% in Language, 42% in Mathematics, 44% in Sciences and 44% in Social Sciences. Thus, significant proportion of students from each clases did not respond correctly the questions asked in all the subjects taught at various levels. This reflects poor quality of education imparted to the students. However regional variations in the competence levels for all three classes were reported for the subjects tested. Achievement levels of 3rd, 5th and 8th graders in core subject areas were very high (>75%) in several states and UTs.

More than 80% of teachers had access to adequate instructional material in majority of states and UTs. More than 50-79% of teachers were satisfied with their job in Bihar Chhattisgarh, Mizoram, Kerala, Goa, Chandigarh, Jammu & Kashmir, Punjab, Maharashtra, Haryana, Telangana, Tamil Nadu, Rajasthan, Himachal Pradesh, Andhra Pradesh, Puducherry, Uttarakhand, Gujarat and Karnataka. Less than 30% of teachers were happy with their job in Meghalaya, Arunachal Pradesh, Nagaland and Manipur. Only 5% of teachers had high job satisfaction in Uttar Pradesh

The mid-term assessment of the SSA highlighted relatively poor progress in terms of improvements in the quality of education. The national achievement surveys had gathered information about levels of learning achievements and the findings of these surveys were that learning levels were low. The low learning achievements were only one indicator of school quality, however. Other poor outcomes were seen in terms of high dropout rates and low retention rates, as reported in the JRM reports.

Responses from administrators and teachers for improving teaching curriculum and pedagogy indicate that only 31 percent and 29 percent administrators and teachers were associated with curriculum improvement and improving teaching pedagogy respectively. The states of Assam, Bihar, West Bengal, Punjab and Sikkim reported least proportion of administrators and teachers engaged in improving curriculum and pedagogy. However, the states of Tamil Nadu, Puducherry, Uttar Pradesh, Meghalaya, Chandigarh and Karnataka performed better in developing both these indicators.

10.7 Community Involvement and Participation

10.7.1 School Management committees are functioning at various level within and across States. In some cases, SMCs were actively engaged in the school development process and composed of a diverse set of community members with strong representation from women. In others the knowledge of the school development plan was limited and SMCs were mainly composed of men with little participation from women. In addition, it was noted that SMCs focus tended to be around improving infrastructure. More training should be provided to SMCs to ensure equitable and effective engagement in school planning. The SMC capacities should be built to focus on qualitative improvement rather than just data and infrastructure, and a system be developed so that the plans feed into the cluster/block/district plans.

10.7.2 Stakeholder relationship with management of the SSA is key towards its success but the evaluation found weak, stakeholder satisfaction and leadership / empowerment at each level of the organization structure. The Technical Support Group (TSG) may have to take the lead in designing the programme and training.

10.7.3 Systematic mobilization of the community and creation of an effective system of decentralization decisions were found in place for making effective preparatory activities. Effective information system has been developed to provide support for involving community leaders at all levels and orienting existing governmental functionaries in carrying out their activities more effectively.

10.7.4 After the implementation of the SSA and the RTE Act 2009, District Elementary Education Offices have been strengthened and equipped adequately to handle the larger tasks during programme implementation. The preparation of habitation level educational plans especially village education registers on the basis of household survey through effective community mobilization for microplanning and school mapping has been successfully completed in many states in order to track every child in the age group of 6-14 years for schooling.

10.7.5 The selected respondents from households and FGDs were appreciative of SMC's role in improving the education environment in the villages. Respondents felt that enrolment of children in schools has increased after the SMC created awareness for the need to send children to schools. Their efforts have reduced out-of-school children and also reduced drop-out rates in the schools. The SMC used to monitor the regular activities of the schools especially teacher's attendance.

10.7.6 The SMC members also prepare education and infrastructural plans of the schools. They also participate in the budget making exercise of the schools. Although 80-85% respondents were appreciative of the SMC's activities, yet 15-20% felt that SMC members should be given appropriate capacity building training by BRCs/CRCs to improve their engagements in school activity.

10.7.7 Some of the issues raised in these SMC meetings were methods of budget preparation, improving school management for creating quality education, involvement of community in Parent Teacher Association meetings and ensuring their active involvement in child's education. Other issues raised were increasing infrastructure facilities especially maintenance of existing infrastructure through community donations, creating Swachh Vidhalaya for better hygiene especially functionality of toilets and supply of safe drinking water. SMC also raised issue of supply of timely text books and uniforms. The SMCs were particularly interested in providing quality education and discussed issues related to capacity building of teachers. SMC members also took keen interest to create awareness about regular attendance of teachers.

10.7.8 Opening of Bank Accounts of Village Education Committee/School Management Committee/Gram Panchayat Education Committee/School level Committee have been successfully complied with in majority of surveyed schools.

10.8 Innovative Strategies and Models

10.8.1 Several states and Union Territories have initiated new initiatives to strategies universalization of enrolments and also improve the quality teaching in classes. These innovative strategies need to be showcased to other states so that they can also benefit from such innovative models.

10.8.2 Some of the initiatives are Beti Bachao Beti Padhao, Padhe Bharat Badhe Bharat, Child Tracking system, Rashtriya Avishkar Abhiyan, Vidyanjali, CLAPS-Children learning acquisition Programme for sustainability, CALIES- Computers in elementary schools (smart schools)\Nava-Padakkhep schools, Interactive Radio instruction Programme (IRP), Reading English and Acquisition programme, reading corners in schools, HEADSTART-computer enabled self-learning approach, EDUSAT, School Chalo Abhiyan, Integrated Learning Improvement Programme, School Level IP, ADEPTS.

B. Recommendations

- MHRD should put in place a clear plan for unification of SSA and education departmental administrative mechanism in states, so that both are in sync for effective implementation. The SSA program should be systematically mainstreamed into the regular administrative structures for elementary schooling at national and state levels.

- Capacity building measures of district level, block level and SMCs engaged in planning and implementation of the programme needs to be up scaled to cope with the demands of expanding elementary school system.

- Efforts should have made to ensure consistency between DISE and the state data (like the household survey) in the estimation of key performance indicators such as NER and dropouts that greatly impact monitoring for accountability. MHRD should lead a review of the SSA Results Framework to update indicators where targets have already been achieved and to include new indicators that provide more meaningful information on quality, enrolment tracking, transition, retention disaggregated by key categories, SMC's roles, school monitoring systems, and so on.

- The TSG should work towards creating partnerships between SIEMAT, NCERT and other academic institutes to provide States direct academic support and hand holding through the respective SCERTs to build their capacities for developing more contextualized and need-based quality initiatives.

- School Development Plan should focus on qualitative improvement rather than just data and infrastructure, and a system be developed so that the plans feed into the cluster/block/district plans.

- Conduct a review of the human resource capacity requirements at DPO and SPO level, in order to determine whether a need remains for all of these positions or if there is a possibility that they are over-staffed. Based on this review, State should then rationalize SSA project offices as appropriate while also embarking on a strong drive at State level to fill all vacant posts.

- Develop research capacity at state and district levels to improve the quality of research planning and implementation, noting that research capacity development is typically a long- term professional development activity that requires sustained support for researchers over several months rather than once-off training workshops. Perhaps, universities and other reputed research institutes should be involved in conducting quality research to prepare future policy frameworks based on in-depth studies.

- Investments in development of MIS at state level should adhere to best practice in systems design and development. This should include a nationally coordinated process of developing common data and technical standards to underpin the development of MISs at State level so that all State systems align to a common standard to facilitate sharing, aggregation, and analysis of data by U-DISE. This should also lead to design of integrated databases across ICDS, SSA, and RMSA.

- States should consider possibilities of greater convergence with RMSA and the Teacher Education program particularly in terms of ensuring coordinated planning and monitoring for a more comprehensive and seamless approach to educational planning.

- The interdependence between a capable and active Head of School and a responsive and supportive SMC with a strong sense of ownership is perhaps a key factor that can really drive quality improvement at the school level. This interdependence may therefore be strongly emphasized in all professional development programmes of school heads, and SMCs seen as an important intervention that will drive quality improvement at the school level.

- The MHRD should have a relook at the revised fund release system, and consider reverting to the earlier system of direct release of funds to SIS. In the meanwhile, the first instalment or ad-hoc grant may be released in the month of April itself without adjustment of unspent balance so that the State Societies have sufficient funds at their disposal for disbursement of salary and conducting various programmes.

- States should increase the expenditure performance to utilize the allocated funds for all components, especially for capacity building of teachers, SMCs and maintenance of schools.

- Suitable increases in School and School Maintenance grant with a separate grant for 'Toilet Maintenance' Grant, to be dedicatedly used for cleaning and maintenance of toilets and upgrading "Swachh Vidhalaya"

- Declining enrolment in government schools need to be studies in-depth and measures should be taken to stop this process.

- In order to improve attendance, retention and transition rates, the following approaches need to be adopted.

    - Improving infrastructure especially functional toilet facilities for all especially for girls.
    - Making schools easily accessible, thus developing new schools with the help of GIS to identify locations for easy access.
    - Improving quality of teaching-learning process especially regularity of teachers in classroom transaction and supply of text books to all children at the beginning session of the classes.
    - Introduction of Continuous Assessment System and remedial coaching for weak students.
    - Strong foundation of Early Childhood Education through convergence of ICDS with SSA.
    - Withdrawal of detention policy of students up to primary level.
    - Supply of Mid-day meals in all schools.

- Ensure availability of a full complement of teachers in every school with a focus on remote schools and remote districts. States should rationalize teachers across districts and schools, ensuring that every primary school has at least two teachers and that every upper primary school has teachers for all subjects. States could also consider having 'specialist' teachers for each and every subject.

- The capacities of teachers should be developed by the states through increasing their present capacities to spend the outlay fund for the training of teacher's component. Proportion of funds stipulated for teachers training in minuscule and the expenditure for teachers training have actually decreased both in current prices and substantially in constant prices.

- Strengthen BRCs and CRCs for teacher professional development. States should form subject resource groups at every block to take responsibility for in-service teacher training with special resource groups for early reading and writing (Classes 1 and 2). Faculty for in-service programs should be chosen based on rigorous criteria. Analyses of teacher professional needs at district/block levels should decide priorities. BRCs and CRCs need to build a repository of curricular material and resources (print and digital) to help teachers in preparing for their classes and working on self-guided study.

- In the long-term, states should develop a strong core group of outstanding teacher educators (at least 50 per district) through a rigorous process of selection and professional development in partnership with identified institutions. This group could be identified through a competency-based, impartial selection process. They should be put through a rigorous full-time program or a series of several rigorous short-term programs at identified institutions/universities and placed in critical positions especially at BRCs and CRCs. They should take the responsibility of anchoring in-service teacher professional development in that district for five years. A professionally rewarding career path and formation of professional networks of teacher educators could be envisaged for this group.

- Appropriate systems for teacher accountability at the school level need to be built. This is closely linked with a capable Head Teacher and a good relationship with the SMC. Teacher attendance and time-on- task would be best ensured by the Head Teacher and the SMC. States could consider studying the model being experimented on this in Bihar.

- Professional development processes for school leadership (school leaders, head teachers, and School Management Committees) should be strengthened. States should ensure that every new school leader goes through an induction program that is focused on academic and operational leadership, and the coming Mission may be apprised on progress on this.

- Teachers in many cases are in need of specific feedback, which will provide them insights on where, what and how to improve their own abilities in order to function with effectiveness. Teacher assessments offer tremendous scope and direction to enhance teacher quality. These may be designed to assess the teacher's content knowledge, pedagogical competence and general ability. These may be needed because teachers have a number of misconceptions that they pass on to students. It is recommended that PINDICS be revisited and wider consultations held before finalizing these.

- The MHRD should conduct a comprehensive review and strategic planning exercise to work with States to identify strategies to improve the effectiveness and impact of investment in ICT for teaching and learning as currently very few schools are actually using ICT in their training too activity.

- In accordance with Section 11 of the RTE Act, GoI should consider supporting introduction of a preschool section in all primary schools for at least 4 to 6 year olds to enable children to be school ready before entering grade 1. The Innovations Grant under the SSA for ECCE could be revived to enable states to plan and pilot initiatives in this area and thereby scale this activity up in a phased manner.

- Case studies of teams of active School Heads and SMCs may be documented through videos and other media for purposes of role modelling, and then shared with SMCs and School heads during training and in cluster level meetings.

- Focused and more regular initiatives for training and hand holding may be undertaken to strengthen the capacities of the SMC heads and members along with principals in school planning and monitoring.

- SMCs should play a role of externally verify the functioning of CRCs in terms of facilitating the academic activities at the respective schools and report to the concerned authorities in the department. This will serve as a feedback from the society to the department.

- This calls for identification of training needs with respect to the above paradigm. This is the crux of the entire issue of achieving the desired quality in education. DIETS have to play a crucial role in this regard. The TSG, Ed. CIL may have to assist in this respect.

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Annexure -1

Annexure -1

Selected Sample Districts/ Blocks/ Wards for SSA Survey

State	Identified Districts (with highest and Lowest literacy)	Identified Block/ War	General Literacy Rate 2011	Special Focused District
Andhra Pradesh	West Godawari	Penumantra	80.2	
67.02%	74.63%	Tanuku	78.6	
		Ganapavaram	75.2	
		Jangareddigudem	70.1	
		T.Narasapuram	61.7	
	Prakasam	Cumbum	73	
	63.08%	Pamur	67.8	
		Chimakurthi	60.8	
		Gudluru	55.9	
		Tripuranthakam	48.1	
	Srikakulam	Seethampeta	49.3	Srikakulam
	61.74%	Meliaputti	59.6	
		Kaviti	62.2	
		Sompeta	66.7	
		Tekkali	66.8	
	Kurnool	Kosigi	33.95	
	59.97%	Pattikonda	55.27	
		Maddikera (East)	60.47	
		Koilkuntla	67.77	
		Srisailam	72.72	
	Vijaynagaram	Salur	43.7	
	58.89%	Balijipeta	50.8	
		Cheepurupalle	57.1	
		Vizianagaram	62.3	
		Kothavalasa	67	
Assam	Kamrup Metropolitan Area	Bezera	81.24	
72.19%	88.71%	Rani	87.24	
		Chandrapur	74.76	
		Dimoria	76.71	
	Lakhimpur	Narayanpur	84.4	
	77.20%	Nowboicha	70.6	
		Lakhimpur	77.1	
		Dhakuakhana	79.5	
		Ghilamara	77.6	
	Tinsukiya	Sadiya	75.8	

	69.66%	Saikhowa	64.1	
		Kakapathar	67.6	
		Itakhuli	64.9	
		Margherita	69.3	
	Goalpara	Jaleswar	53.2	Goalpara
	67.37%	Lakhipur	59.2	
		Balijana	76.1	
		Matia	58.9	
		Rongjuli	74.6	
	Dhubri	Hatidhura (Part)	60.9	
	58.34%	Golakganj (Part)	65.2	
		Chapar-Salkocha (Part)	56.8	
		Agamoni	69.6	
		Mankachar	50	
Bihar	Rohtas	Nauhatta	63.1	
61.80%	73.37%	Rohtas	66.4	
		Dawath	72.1	
		Bikramganj	75	
		Sanjhauli	76.5	
	East Champaran	Raxaul	49.8	East Champaran
	55.79%	Adapur	52.2	
		Tetaria	45.8	
		Madhuban	49.8	
		Areraj	63.1	
	Katihar	Barsoi	44.2	
	52.24%	Amdabad	45.3	
		Pranpur	52.7	
		Kursela	57.4	
		Dandkhora	60.2	
	Darbhagna	KusheshwarAsthanPurbi	44.1	
	56.56%	Gora Bauram	47.9	
		Darbhanga	56	
		Manigachhi	57.9	
		Hayaghat	59.8	
	Purnia	Baisi	41.4	
	51.08%	Baisa	43.3	
		Bhawanipur	47.7	
		Dhamdaha	53.4	
		Barhara	55.3	
Jammu & Kashmir	Jammu	Khour	78.2	
67.16%	83.45%	Bhalwal	80.5	
		Dansal	72	
		Satwari	84.2	

		R.S. Pura	83.1	
	Badgam	Khag	47.9	
	56.08%	Narbal	57.9	
		Budgam	53.6	
		B.K Pora	66.3	
		Nagam	49.2	
	Leh	Leh	77	
	77.20%	Nyoma	60.7	
		Kharu	79.4	
		Durbok	66.2	
		Saspol	73.7	
	Anantnag	Dachanipora	55.1	Anantnag
	62.69	Achabal	68.9	
		Breng	50.5	
		Qazigund	66.4	
		Quimoh	62.2	
	Ramban	Banihal	52.28	
	54.27%	Ramsoo	49.36	
		Ramban	55.97	
		Gool	53.12	
Karnataka	Bangaluru	Bangalore North	80.77	
75.36%	87.67%	Bangalore South	78.39	
		Bangalore East	79.37	
		Anekal	80.55	
	Dakshin Kannada	Mangalore	88.74	
	88.57%	Bantval	86.25	
		Beltangadi	83.85	
		Puttur	84.57	
		Sulya	85.93	
	Gulbarga	Aland	62.15	
	64.85%	Afzalpur	59.65	
		Chincholi	58.62	
		Chitapur	53.76	
		Jevargi	56.45	
	Kolar	Srinivaspur	69.54	Kolar
	74.39%	Kolar	71.48	
		Malur	67.93	
		Bangarapet	70.03	
		Mulbagal	68.17	
	Yadgir	Shorapur	52.64	
	51.83%	Shahpur	47.14	
		Yadgir	41.3	
Madhya Pradesh	Jabalpur	Majholi	73.54	

69.32%	81.07%	Patan	74.49	
		Panagar	81.08	
		Jabalpur	75.91	
		Kundam	63.48	
	Panna	Ajaigarh	61.19	
	64.79%	Panna	62.78	
		Gunnor	65.04	
		Pawai	62.39	
		Shahnagar	61.82	
	Bhopal	Berasia	64.11	
	80.37%	Phanda (Bhopal)	69.79	
	Jhabua	Thandla	37.17	Jhabua
	43.30%	Petlawad	45.79	
		Meghnagar	42.27	
		Jhabua	35.06	
		Rama	36.45	
	Alirajpur	Bhavra	37.49	
	36.10%	Jobat	38.68	
		Kattiwada	26.25	
		Alirajpur	34.29	
		Sondwa	30.09	
Meghalaya	East Khasi Hill	Mawphlang	79.3	All districts in Meghalya are SFD
74.43%	84.15%	Mylliem	88.1	
		Mawkynrew	70	
		Mawsynram	74.9	
		Pynursla	78.7	
	Ribhoi	Umling	77.25	
	75.67%	Jirang	74.62	
		Umsning	74.21	
	South Garo Hills	Chokpot	70.85	
	71.72%	Gasuapara	68.67	
		Baghmara	68.39	
		Rongara	71.69	
	West Garo Hills	Selsella	55.4	
	77.87%	Tikrikilla	65.4	
		Rongram	74.9	
		Betasing	68.5	
		Dalu	70.6	
	Jayantiya Hills	Thadlaskein	56.56	
	61.64%	Laskein	57.4	
		Amlarem	70.24	
		Khliehriat	58.78	
		Saipung	57.12	
Orissa	Kordha	Banapur	78.35	

72.87%	86.88%	Chilika	79.96	
		Begunia	85.45	
		Bhubaneswar	86.02	
		Jatani	86.27	
	Kalahandi	Thuamul Rampur	44.97	Kalahandi
	59.22%	Lanjigarh	47.05	
		Bhawanipatna	57.37	
		Narala	67.52	
		Karlamunda	67.93	
	Bolangir	Turekela	49.89	
	64.72	Bangomunda	54.59	
		Saintala	65.9	
		Loisinga	69.82	
		Puintala	70.7	
	Gajpati	Mohana	53.24	
	53.49%	Nuagada	49.93	
		Kashinagara	46.96	
		Gosani (Parlakhemundi)	56.52	
		Rayagada	49.21	
	Nabarangpur	Kosagumuda	36.59	
	46.43%	Dabugan	38.89	
		Nabarangapur	46.13	
		Raighar	50.87	
		Tentulikhunti	53.32	
Punjab	Hoshiyarpur	Sri Hargobindpur	72.26	
75.84%	84.59%	Garhshankar	80.65	
		Mukerian	84.13	
		Bhunga	85.83	
		Talwara	87.86	
	Taran Taran	Valtoha	56.75	
	67.81%	Gandiwind	64.28	
		NausheraPannuan	67.91	
		Tarn Taran	69.02	
		Khadur Sahib	71.35	
	Amritsar	Chogawan	58.29	
	76.27%	Ajnala	61.34	
		Verka	69.97	
		Tarsika	72.49	
		Rayya	75.82	
	Ludhiyana	Ludhiana-II	75.24	Ludhiyana
	82.20%	Khanna	78.64	
		Doraha	79.53	
		Dehlon	79.74	
		Sudhar	83.08	
	Mansa	Bhikhi	58.46	
	61.83%	Mansa	58.41	

		Budhlada	57.31	
		Jhunir	56.9	
		Sardulgarh	60.23	
Rajasthan	Kota	Itawa	67.3	
66.11%	76.56%	Sultanpur	71.52	
		Ladpura	68.44	
		Khairabad	68.14	
		Sangod	69.62	
	Sawai Madhopur	Gangapur	66.99	
	65.39%	Bamanwas	64.28	
		Bonli	59.84	
		SawaiMadhopur	61.5	
		Khandar	59.04	
	Ganganagar	Karanpur	66.29	
	69.64%	Sri Ganganagar	69.7	
		Suratgarh	64.33	
		Raisinghnagar	67.99	
		Gharsana	65.37	
	Banswara	Garhi	63.81	Banswara
	56.33%	Banswara	56.99	
		ChhotiSarvan	46.65	
		Bagidora	54.55	
		Kushalgarh	42.23	
	Jalor	Jaswantpura	49.61	
	54.86%	Raniwara	53.18	
		Chitalwana	53.87	
		Jalor	54.69	
		Ahore	60.14	
Tamil nadu	Coimbatore	Anaimalai	68.17	
80.09%	83.98%	Pollachi South	74.89	
		Thondamuthur	76.88	
		Sulur	80.74	
		Periyanaickenpalayam	80.82	
	The Nilgiris	Udhagamandalam	78.16	
	85.20%	Coonoor	83.4	
		Kotagiri	80.25	
		Gudalur	85.05	
		Not under any CD Block	96.46	
	Nagapattinam	Thalainayar	79.16	
	83.59%	Kollidam	79.21	
		Sembanarkoil	82.91	
		Thirumarugal	83.06	
		Nagapattinam	83.81	
	Kanyakumari	Agastheeswaram	91.77	Kanniyakumari
	91.75%	Rajakkamangalam	92.59	

		Thackalai	92.78	
		Killiyur	90.83	
		Melpuram	89.55	
	Dharmapuri	Dharmapuri	71.01	
	68.54%	Pennagaram	61.9	
		Morappur	70.1	
		Pappireddipatti	68.93	
		Palacode	63.6	
Uttar Pradesh	Gutam Buddha Nagar	Bisrakh	85.29	
67.68%	80.12%	Dadri	76.81	
		Dankaur	77.77	
		Jewar	71.24	
	Azamgarh	Mahrajganj	64.84	
	70.93%	Haraiya	67.84	
		Atraulia	71.6	
		Bilariyaganj	71.6	
		Mirzapur	74.02	
	Hardoi	Sandila	54.85	
	64.57%	Behadar	59.26	
		Hariyawan	65.08	
		Harpalpur	68.36	
		Mallawan	70.44	
	Bareilly	Ramnagar	50.51	
	58.49%	Majhgawan	50.65	
		Bhuta	56.92	
		Kyara	59.7	
		Bhadpura	63.09	
	Shrawasti	Jamunaha	42.82	Shrawasti
	46.74%	Hariharpur Rani	42.17	
		Sirsiya	43.32	
		Gilaula	51.71	
		Ekona	50.73	
West Bengal	Purba Medinipur	Egra - I	82.83	
76.26%	87.66%	Deshopran	88.33	
		Ramnagar - II	89.38	
		Contai - III	89.89	
		Bhagawanpur - II	90.98	
	Maldah	Harischandrapur - I	52.5	
	62.71%	Maldah (Old)	59.6	
		English Bazar	63	
		Manikchak	57.8	
		Kaliachak - III	54.2	
	Kooch Bihar	Sitai	62.8	
	75.49%	Haldibari	69.2	

		Mathabhanga - II	72.7	
		Dinhata - I	73.2	
		Cooch Behar - II	81.4	
	Purulia	Arsha	54.78	Purulia
	65.38%	Bagmundi	57.17	
		Para	65.62	
		Hura	68.79	
		Kashipur	71.06	
	Uttar Dinajpur	Goalpokhar - I	42.26	
	60.13%	Islampur	53.53	
		Raiganj	63.52	
		Kaliaganj	66.5	
		Hemtabad	67.88	
Maharashtra	Nagpur	Katol	82.4	
82.34	88.39%	Savner	84.5	
		Ramtek	78.6	
		Nagpur(Rural)	89.3	
		Kuhi	78.3	
	Parbhani	Sailu	69.2	
	73.34%	Parbhani	70.8	
		Pathri	68.1	
		Gangakhed	71	
		Palam	71.9	
	Amravati	Dharni	75.7	
	87.38%	AnjangaonSurji	88.4	
		Warud	83.8	
		Amravati	87.1	
		Chandur Railway	85.7	
	Gadchiroli	Desaiganj (Vadasa)	79.9	Gadchiroli
	74.36%	Gadchiroli	76.7	
		Bhamragad	54.7	
		Aheri	70	
		Sironcha	62.3	
	Nandurbar	Akkalkuwa	62.8	
	64.38%	Akrani	53.3	
		Shahade	62.3	
		Nandurbar	64	
		Nawapur	56.8	
Sikkim	East District	Gangtok	81.27	All dist in Sikkim are SFD
81.42%	83.85%	Pakyong	77.81	
		Rongli	79.62	
	North District	Chungthang	79.4	
	78.01%	Mangan	76.59	
	South District	Namchi	81.47	

	81.42%	Ravong	78.14	
	West District	Gyalshing	76.37	
	77.39%	Soreng	77.46	
Puducherry	Yanam	ward no 5	66.63	
85.85%	79.47%	ward no 10	78.4	
		ward no 7	80.42	
		ward no 4	85.16	
		ward no 8	93.6	
	Puducherry	Ozhukarai ward no 4	77.18	
	85.44%	Puducherry ward No 13	98.16	
		Kurumbapet ward no 5	79.71	
		Villanpur ward no 1	86.32	
		Manaveli ward no 1	83.41	
	Karaikal	ward no 3	78.01	
	87.05%	ward no 9	88.55	
		ward no 11	91.59	
		ward no 13	93.81	
		ward no 5	94.92	
	Mahe	ward no 11	96.7	Mahe
	97.87%	ward No 8	97.45	
		ward no 14	97.98	
		ward no 4	98.49	
		ward no 2	99	
Chandigarh		Chandigarh (M Corp.) WARD NO.-0019	75.04	
86.05%		Mani Majra (R), WARD NO.-0001	75.39	
		Chandigarh (M Corp.) WARD NO.-0024	76.69	
		Chandigarh (M Corp.) WARD NO.-0020	77.36	
		Mauli Jagran (CT) WARD NO.-0001	77.74	
		Daria (CT) WARD NO.-0001	83.24	
		Khuda Jassu (OG) WARD NO.-0028	83.9	
		Chandigarh (M Corp.) WARD NO.-0014	86.31	
		Khuda Alisher (CT) WARD NO.-0001	87.55	
		Chandigarh (M Corp.) WARD NO.-0025	89.69	
		Behlana (CT) WARD NO.-0001	90.82	
		Lahora (OG) WARD NO.-0027	91.54	

		Chandigarh (M Corp.) WARD NO.-0018	92.99	
		Chandigarh (M Corp.) WARD NO.-0004	93.06	
		Chandigarh (M Corp.) WARD NO.-0003	93.13	
		Chandigarh (M Corp.) WARD NO.-0010	93.31	
		Chandigarh (M Corp.) WARD NO.-0002	95.24	
		Chandigarh (M Corp.) WARD NO.-0015	95.73	
		Chandigarh (M Corp.) WARD NO.-0022	95.74	
		Chandigarh (M Corp.) WARD NO.-0009	96.2	

*Highest Literacy, Lowest Literacy, SFD

State Average General Literacy Rate for the State and District Also to show the variation of the identified District / Block from the norm.

Pointer for seeking Information
Implementing SSA

EVALUATION STUDY ON SARVA SHIKSHA ABHIYAN, from PDD/ state EDUCATION secretary (To be canvassed to STATE Nodal Officer Schedule I: Schedule for Prabari Sachiv/ Scretary or Project Proponent Officer

This schedule is designed with a view to get the first hand information from the selected Project Proponent. The officer is requested to share his/her views in order to assess the opportunities and challenges faced in the completion of the schemes. All information sought will be kept confidential as officer's name will not be stated in the report.

The pointer for seeking information should be given to the officer in advance and he/she should be requested the share the views in the pointers and the form should be collected after few days once the officer has filled up the form. The officer may use additional space if required. At the time of collecting the form from the officers, interview should be conducted and the interview may be recorded after seeking permission from the officer.

Name of the Officers with designation:

Name of STATE, where you were involved with the programme:

Please mention in what ways are you were you associated with the SSA Scheme:

Please state since how long you were associated with the SSA Scheme

Please share your experiences about the Scheme in terms of its aims and objectives and convergence mechanism with other schemes in the STATE. Do you think the objectives of the scheme has been achieved, if yes, to what extent and if No, where is the lacuna and what steps should be taken to overcome the lacuna.

Please share your views about the process formulation of the scheme, identification of the activity/ project undertaken at the state/ district/ block level.

Do you think that the above-mentioned process is democratic enough? If not, what measures do you suggest to make it more appropriate to local needs?

What were the opportunities and challenges of the scheme for the development of the SSA Scheme.

Do you think that guidelines have been properly followed at every stage from the recommendation of works to their final execution by the implementing agency?

What were the major activities undertaken under the scheme in which you were involved and did the schemes achieve the desired objectives and outcomes in your opinion?

Please share some good practice Case Study under taken through this scheme that really made the difference for improving the development of the areas and quality of services that should be duplicated in other regions

Do you think the scheme should be scaled up and continued? Give reasons for such observation.

Any Other Views/ Observations

Date of Interview: Name of the investigator

ANNEURE-II

QUESTIONNAIRES CONVASSED DURING FIELD TRIP- 1

EVALUATION STUDY ON SARVA SHIKSHA ABHI-YAN, STATE LEVEL SCHEDULE

(To be canvassed to State Nodal Officer

Name of Interviewer **Date**

1. Identificatio

1.1 Name of State

1.2 Number of Districts in the State

1.3 No. of blocks

1.4 No. of inhabited villages

1.5 No. of Primary Schools

1.6 No. of Upper Primary School

2. Institutional arrangement for Sarva Shiksha Abhiyan

a. Name of Nodal Department/ Agency implementing the programme.

b. Name and Designation of the head of the State implementing officer

c. Please indicate whether the head Independent charge- 1 Of S.P.P. of the programme Additional charge-2

d. If additional charge, mention other departments under his charge

e. Organisational structure of nodal implementing agency of SSA scheme (flow chart from State level to school level)

3. Information about the scheme

3.1	Year & month since SSA is under implementation in the State		
3.2	Structure of education followed in the state (classes covered under primary and upper primary sections)		
3.3	Types of schools covered under SSA including numbers under each category	All schools All schools except private Only Govt., local body & Govt. Aided schools Only Govt. schools	Only Govt. & Govt. Aided

3.4	Are the goals framed by the state Government different from those framed for the national level?	Yes-1 No -2
3.5	If yes, please list the goals framed by the State government	
3.6	Is there any state specific guidelines/ framework formulated	Yes -1 No -2 Central Govt. framework followed –3
3.7	If no to 3.6, how is the scheme Implemented in absence of any framework/guideline	
3.8	If yes to 3.6 furnish a copy	
3.9	Any pre-project diagnostic study conducted to identify local needs before formulating guidelines/framework?	Yes -1 No -2
3.10	If Yes to 3.9, provide a copy of the policy framework/ guidelines.	
3.11	Does state have any "Perspective Plan" to achieve UEE? If yes provide a copy of the Perspective Plan	Yes -1 No -2
3.12	Does state prepare "Annual Work Plan" containing prioritized activities to be carried out in that year?	Yes -1 Prepared by District -2 No. -3
3.13	Is education given the status of "Fundamental Right" in the state?	Yes -1 No -2
3.14	If yes to 3.13, in what way it is being given the status of a "Fundamental Right"?	
3.15	If no to 3.13 reasons thereof?	

3.16 Any inadequacy in the guidelines of the center/ state Government relating to the following

S. No.	Inadequacy related to		If yes, specify inadequacies
1	Release of funds	Yes-1 No.-2	
2	Infrastructure	Yes-1 No.-2	
3	Teaching Learning Materials (TLMs)	Yes-1 No.-2	
4	Teacher	Yes-1 No.-2	
5	Monitoring	Yes-1 No.-2	
6	Any other (specify)	Yes-1 No -2	

4. Allocation, release and expenditure of funds

4.1 criteria for allocation of funds under central & state norm

Five year Plan	Centre Contribution	State contribution	Centre, State ratio
10th Five year Plan			
11th Five year Plan			
12th Five Year Plan			

4.2	Is State Govt. satisfied with the contribution policy of central government?	Yes-1 No.-2
4.3	If No to 4.2, reasons for dissatisfaction of State Govt	
4.4	If no to 4.2, what should be the contribution structure?	

1.5 Funds allocation, release and expenditure under central assistance for SSA

Amount in Rs. lakh

Year	Allocation	Release	Expenditure
2010-11			
2011-12			
2012-13			
2013-14			
2014-15			
2015-16			
2016-17			

1.6 Funds allocation, release and expenditure under State assistance under SSA

Amount in Rs. lakh

Year	Allocation	Release	Expenditure
2010-11			
2011-12			
2012-13			
2013-14			
2014-15			
2015-16			
2016-17			

Flow of funds under SSA (Rs. in lakh)

Year	Central assistance	State assistance	Total assistance	Release to districts	Expenditure
2010-11					
2011-12					
2012-13					
2013-14					
2014-15					
2015-16					
2016-17					

1.7 Indicate allocation, release and utilization of funds with respect to the following: -

S. No.	Grant for (for the period 2010-11 to 2015-16) Combined	Allocation (1)	Release (2)	Expenditure (3)
1	School infrastructure			
2	Up-gradation of EGS to regular school or setting up of a new primary school			
3	Teachers			
4	Teacher training			
5	Training of community leaders			
6	Teacher learning equipment for upper primary			
7	Disabled children			
8	Research, evaluation, supervision, monitoring			
9	Others Specify			

5. Slum Position

5.1	Has state any town with slums?	Yes -1 No. -2
5.2	% population residing in slums in the state (latest available data)	
5.3	No. of schools in the slums in the State	
5.4	If yes in 6.1 measures taken for implementation of SSA in slums	

EGS/AIE Schools

6.1	No. of EGS/AIE schools functioning in the state during	2010 2011 2012 2013 2014 2015 2016
6.2	No. of new EGS/AIE schools started in the state during	2010 2011 2012 2013 2014 2015 2016
6.3	How many EGS/AIE schools have been upgraded to regular schools?	2010 2011 2012 2013 2014 2015 2016
6.4	How many primary schools have been upgraded to Upper Primary School?	2010 2011 2012 2013 2014 2015 2016
6.5	Criteria adopted by state govt. to upgrade EGS/AIE schools to regular schools	
6.6	Criteria adopted by state govt. to upgrade primary schools to upper primary schools	

6. Progress against key inputs target of SSA.

S. No.	Item	Targets up to 2015-16	Achievement up to 2015-16	Cumulative Achievement as percentage of the target	
1	Opening of new primary schools				
2	Up gradation of primary to upper primary schools				
3	Male Teachers appointed				
4	Female teachers appointed				
5	Construction of school building				
6	Construction of additional class rooms				
7	Upgradation of EGS/AIE schools to regular schools				
8	Children receiving free text books				
9	Functional Block Resource Centre				
10	Functional Cluster Resource Center				
11	Teacher training				
12	Drinking water facility				
13	Construction of toilets				
14	Any other (specify)				

7. Enrolment under SSA

8.1	All children (6-14age) have completed five years of primary schooling in 2015-16	Yes -1 No. -2
8.2	If no, give reasons	
8.3	Will all children complete eight years of elementary schooling by 2020?	
8.4	If no/can't say to 9.3, give reasons	
8.5	Are you satisfied with the quality of education given at the school?	Yes-1 No -2
8.6	If No, give reasons	

9 Capacity building under SSA

9.1	Does state has any State Institute of Education Management & Training (SIEMAT)	Yes-1 No -2
9.2	If yes to 9.1 how much assistance was given to SIEMAT for training?	Amount in Rupees 2010 2011 2012 2013 2014 2015 2016
9.3	If yes to 9.1, any training/workshops been organized for officials/ teachers/community members under SSA by SIEMAT?	Yes-1 Number No -2
9.4	State % of allocated funds utilized by SIEMAT ?	2010 2011 2012 2013 2014 2015 2016

10 Details of Capacity Building under SSA other than SIEMAT

Year	Target Groups and numbers	Methodology Used	Rating
2010			
2011			
2012			
2013			
2014			
2015			
2016			

11.	**Partnership with other institutions**
11.1	Does the State Government have partnership with research institutions for
	implementation of SSA? Yes/ No

11.2 If answer to 11.1 is yes please give following information

S.No	Name of Institute	Role played by the Institute

11.3 Has any state level evaluation been conducted for SSA Yes 1 No 2

11.4 If Yes to 11.3 Please give one copy of the report.

12.	**Supervision, Monitoring & Evaluation**
12.1	Mention the educational aspects covered under the Educational Management Information System like DISE in the State.
12.2	Has any State level team (other than National Monitoring team) been Yes-1 constituted for effective monitoring?
12.3	No -2 If yes to 12.2 details of state level team.

12.4 If No to 12.2, is there any other Institution involved in monitoring / supervision of SSA Yes-1 No-2

12.5 If yes to 12.4 please state the institutes who conducted monitoring

S. No	**Institute**	**Aspects monitored (Multi Choice)**
		Micro Planning -1 Classroom Observation -2 Regular School Mapping -3 Updating of Household Data -4 Teachers Training -5 Any Other (Specify)

13. Innovative Projects

13.1	Any innovations for improving quality of elementary education by the state?	Yes-1 No -2
13.2	If yes to 13.1 please specify the innovations made	
13.3	Has any innovative project been taken up in the state for mainstreaming the dropouts and out of school children?	Yes-1 No -2
13.4	If yes to 13.3 in how many district these innovative projects are functioning?	
13.5	If yes to 13.3, please specify the specific characteristics of innovations made.	

14 **Role played by NGOs**

a. Are/is there any NGO involved in implementation of the scheme along with the state?

(Yes-1, No.-2)

14.2If yes to 14.1 please give details of

S.No.	Name of the NGO	Role played by the NGO

15. Role played by Media

b. Role played by media in sensitizing people regarding SSA in the State.

16. Opinion of the implementation officer on implementation of SSA

1.1 Problems/constraints faced in implementation of the scheme (not more than five) in order of their significance.

1.2 Suggestions regarding SSA:

1.2.1 Restructuring this scheme:

1.2.2 Better implementation of the scheme:

1.2.3 Improving social disparity:

1.2.4 Improving gender disparity:

1.2.5 Improving quality of teaching:

Signature of the Surveyor

QUESTIONNAIRES CONVASSED DURING FIELD TRIP- 2

EVALUATION STUDY ON SARVA SHIKSHA ABHIYAN, DISTRICT LEVEL SCHEDULE

(To be canvassed to District Nodal Officer

Name of Interviewer **Date**

1. Identificatio

1.1 Name of State

1.2 Name of District

1.3 No. of blocks

1.4 No. of inhabited villages

1.5 No. of Primary Schools

1.6 No. of Upper Primary School

2. Institutional arrangement for Sarva Shiksha Abhiyan at District Level

1.1 Name of Nodal Department/Agency implementing the programme.

1.2 Name and Designation of the head of the District implementing officer

1.3 Please indicate whether the head Independent charge- 1

Of D.P.P. of the programme Additional charge -2

1.4 If additional charge, mention other departments under his charge

1.5 Since when is the responding officer looking after SSA at District Level

1.6 Do you prepare "Annual Work Plan" containing prioritized activities Yes/NO

1.7 If Yes to 2.6, Please provide the "Annual Work Plan" for last three Years, Please furnish detail of "Annual Work Plan"

- 2013 Budget under SSA
- 2014 Budget under SSA
- 2015 Budget under SSA

1.8 Is there any District Plan for 'Children with Special Needs' Yes/ No

1.9 If yes please give a copy of the plan and specify major provisions in the plan

1.10 Do you han an effective information system at District Level Yes/NO

1.11 If No, how do you maintain information data regarding schools

1.12 Please provide a copy of latest data

3. Information about the scheme

3.1	Year & month since SSA is under implementation in the District	
3.2	Structure of education followed in the District (classes covered under primary and upper primary sections)	
3.3	Types of schools covered under SSA including numbers under each category	Type No. All schools All schools except private Only Govt., local body & Govt. Aided schools Only Govt. & Govt. Aided Only Govt. schools
	Please provide details of the children in the age-group 6-14	2010 2011 2012 2013 2014 2015 2016
3.5	Total Number of Schools in the district	Year EGC/ EIG Primary Upper Primary 2010 2011 2012 2013 2014 2015 2016
3.6	How many EIG and Primary Schools have been Upgraded	Year EGC/ EIG Primary 2010 2011 2012 2013 2014 2015 2016
3.7	State criterion adopted for upgrading EIG and Primary Schools	

4. Urban Slums

1.1 Whether there are slums area in the district. Yes/NO

1.2 If Yes, to 4.1,

1.2.1 Total Number of Slums in District

1.2.2 Total slum Population in the districts

1.2.3 Is there any policy of implementation of SSA policy in the Slums Yes/ NO, If yes please provide a copy of the policy

1.2.4 How many URCs (Urban Resource Centers) are Constituted

5. NPEGEL (National Programme for Education of Girls at Elementary Level

5.1 If there is any Educationally Backward Block (EBBS) in District Yes/ No

5.2 If yes to 5.1, please state number of such blocks.

5.3 In how many Blocks NPEGEL scheme is implemented, Also please name the Blocks. Also mention how many schools were built in these blocks under NPEGEL

Name of Block	Year when school was built under NPEGEL

6. Any inadequacy in the guidelines of the state Government relating to the following

S. No.	Inadequacy related to		If yes, specify inadequacies
1	Release of funds	Yes-1 No.-2	
2	Infrastructure	Yes-1 No.-2	
3	Teaching Learning Materials (TLMs)	Yes-1 No.-2	
4	Teacher	Yes-1 No.-2	
5	Monitoring	Yes-1 No.-2	
6	Any other (specify)	Yes-1 No -2	

7. Allocation, release and expenditure of funds

7.1 Funds allocation, release and expenditure under central assistance for SSA

Amount in Rs. lakh

Year	Allocation	Release	Expenditure
2010-11			
2011-12			
2012-13			
2013-14			
2014-15			
2015-16			
2016-17			

7.2 Funds allocation, release and expenditure under State assistance under SSA

Amount in Rs. lakh

Year	Allocation	Release	Expenditure
2010-11			
2011-12			
2012-13			
2013-14			
2014-15			
2015-16			
2016-17			

7.3 Flow of funds under SSA (Rs. in lakh)

Year	Central assistance	State assistance	Total assistance	Release to districts	Expenditure
2010-11					
2011-12					
2012-13					
2013-14					
2014-15					
2015-16					
2016-17					

7.4 Indicate allocation, release and utilization of funds with respect to the following: -

S. No.	Grant for (for the period 2010-11 to 2015-16) Combined	Allocation (1)	Release (2)	Expenditure (3)
1	School infrastructure/ Civil Works			
2	Repairs and Maintenance			
3	Up-gradation of EGS to regular school or setting up of a new primary school			
4	Teachers			
5	Teacher training			
6	Training of community leaders			
7	Teacher learning equipment for upper primary			
8	Disabled children			
9	Research, evaluation, supervision, monitoring			
10	TLM			
9	Others Specify			

7.5 Disbursement of grants for schools to BRC

Year	Funds received from state Project Director		Funds transferred to BRC	
	Months	Amount	Month	Amount
2010-11				
2011-12				
2011-12				
2012-13				
2013-14				
2014-15				
2015-16				

7.6 Is equal amount distributed to all blocks (Yes-1, No.-2)

7.7 If No. to 7.6, what is the criterion for disbursement of funds?

8. Progress against key inputs target of SSA.

S. No.	Item	Targets up to 2015-16	Achievement up to 2015-16	Cumulative Achievement as percentage of the target	Reason for Gap
1	Opening of new primary schools				
2	Up gradation of primary to upper primary schools				
3	Male Teachers appointed				
4	Female teachers appointed				
5	Construction of school building				
6	Construction of additional class rooms				
7	Upgradation of EGS/ AIE schools to regular schools				
8	Children receiving free text books				
9	Functional Block Resource Centre				
10	Functional Cluster Resource Center				
11	Teacher training				
12	Drinking water facility				
13	Construction of toilets				
14	Any other (specify)				

District Elementary Education Plan

8.1 Who are involved in preparation of district elementary education plan?
8.2 Please share a copy of the latest year plan

10 Enrolment under SSA

10.1	All children (6-14age) have completed five years of primary schooling in 2015-16	Yes -1 No. -2
10.2	If no, give reasons	
10.3	Will all children complete eight years of elementary schooling by 2020?	
10.4	If no/can't say to 9.3, give reasons	
10.5	Are you satisfied with the quality of education given at the school?	Yes-1 No -2
10.6	If No, give reasons	

11 Capacity building under SSA

11.1	Have District School Teachers attended any State Institute of Education Management & Training (SIEMAT)	Yes-1 No -2
11.2	If yes to 9.1 how much assistance was given to SIEMAT for training?	Amount in Rupees 2010 2011 2012 2013 2014 2015 2016
11.3	If yes to 9.1, any training/workshops been organized for officials/ teachers/community members under SSA by SIEMAT?	Yes-1 Number No -2
11.4	State % of allocated funds utilized by SIEMAT ?	2010 2011 2012 2013 2014 2015 2016

Details of Capacity Building under SSA other than SIEMAT

Year	Target Groups and numbers	Methodology Used	Rating
2010			
2011			
2012			
2013			
2014			
2015			
2016			

13	**Partnership with other institutions**
13.1	Does the District Education Department have partnership with research institutions for
	implementation of SSA? Yes/ No

11 13.2 If answer to 11.1 is yes please give following information

S.No	Name of Institute	Role played by the Institute

13.3 Has any state level evaluation been conducted for SSA Yes 1 No 2

13.4 If Yes to 11.3 Please give one copy of the report.

14	**Supervision, Monitoring & Evaluation**
14.1	Mention the educational aspects covered under the Educational Management Information System like DISE in the State.
14.2	Has any State level team (other than National Monitoring team) been constituted for effective monitoring? Yes-1 No -2
14.3	If yes to 12.2 details of state level team.

14.4 If No to 12.2, is there any other Institution involved in monitoring / supervision of SSA Yes-1 No-2

14.5 If yes to 12.4 please state the institutes who conducted monitoring

S. No	Institute	Aspects monitored (Multi Choice)
		Micro Planning -1 Classroom Observation -2 Regular School Mapping -3 Updating of Household Data -4 Teachers Training -5 Any Other (Specify)

15. Innovative Projects

15.1	Any innovations for improving quality of elementary education by the state?	Yes-1 No -2
15.2	If yes to 13.1 please specify the innovations made	
15.3	Has any innovative project been taken up in the state for mainstreaming the dropouts and out of school children?	Yes-1 No -2
15.4	If yes to 13.3 in how many district these innovative projects are functioning?	
15.5	If yes to 13.3, please specify the specific characteristics of innovations made.	

16. Role played by NGOs

16.1 Are/is there any NGO involved in implementation of the scheme along with the state? (Yes-1, No.-2)

16.2 If yes to 16.1 please give details of

S.No.	Name of the NGO	Role played by the NGO

17. Role played by Media

17.1 Role played by media in sensitizing people regarding SSA in the State.

18. Opinion of the implementation officer on implementation of SSA

a. Problems/constraints faced in implementation of the scheme (not more than five) in order of their significance.

1.

b. Suggestions regarding SSA:

i. Restructuring this scheme:

ii. Better implementation of the scheme:

iii. Improving social disparity:

iv. Improving gender disparity:

v. Improving quality of teaching:

Signature of the Surveyor

QUESTIONNAIRES CONVASSED DURING FIELD TRIP- 3

EVALUATION STUDY ON SARVA SHIKSHA ABHIYAN, BLOCK LEVEL SCHEDULE
(To be canvassed to BRC Coordinator)

1. Identificatio .

1.1 State

1.2 District

1.3 Block

2. Institutional arrangement for SSA at Block Level

2.1 Name of Nodal Department/agency responsible for implementing the scheme.

2.2	Name of the BRC coordinator?		
2.4	Mention whether BRC coordinator has sole	Sole charge	-1

Charge/additional charge Addl. Charge(Specify)-2

2.5 Since When are you in-charge at block

3. Information about the scheme

3.1	Year since SSA is under implementation in the Block

3.2 Provide information about children in the age group of 6-14years.

Year	No. of Children 6-14 years.	
2010-11		
2011-12		
2012-13		
2013-14		
2014-15		
2015-16		
3.3	Total No. of schools in the block (latest available date	Govt. Govt. ided EGS/AIE centres
3.4	Total No. of Primary schools (Ist to Vth)	Govt. Private ther
3.5	Total No. of Upper-Primary schools(Class VI to VIII only)	Govt. Private ther
3.6	Total No. of upper-primary schools with Primary classes (Ist to VIII class)	Govt. Private ther
3.7	Total No. of Secondary schools with upper primary (VIth to XII)	Govt. Private Other
3.8	Total No. of Secondary schools with Primary and Primary classes	Govt. Private Other

1.9 EGS/AIE Schools in the Block

1.9.1 No. of EGS/AIE schools functioning and upgraded in the block

Year	EGS		AIE		Primary		Upper Primary
	No		NO		NO	Upgraded	NO

3.10 Criterion adopted for upgradation of AIE to Primary and Primary to Upper Primary

4. NPEGEL

1.1 Rural female literacy of the block: -

1.2 Rural Male literacy of the block: -

1.3 Gender gap (difference between rural male literacy and female literacy)

4.4	Whether the block is categorized as	Yes	-1
	Educationally backward block?	No.	-2
4.5	If yes to 4.4, whether NPEGEL is implemented	Yes	-1
	in the block?	No.	-2
4.6	If yes to 4.5 how many Model schools have been	More than 3	-1
	constructed under NPEGEL?	2/3	-2
		One each	-3
4.7	What kind of interventions have been introduced		
	In the Model Schools opened under NPEGEL.		
	-Gender sensitization of teachers		-1
	-Development of gender sensitive learning materials		-2
	-Early child care		-3
	-Provision of escorts		-4
	-Provision of stationery and work books		-5
	-Provision of uniforms		-6
4.8	-Any others If No. to 4.5 reasons thereof.		-7

Allocation, release and expenditure of funds

1.1 Funds allocation, release and expenditure under central assistance for SSA

Amount in Rs. lakh

Year	Allocation	Release	Expenditure
2010-11			
2011-12			
2012-13			
2013-14			
2014-15			
2015-16			
2016-17			

1.2 Funds allocation, release and expenditure under State assistance under SSA

Amount in Rs. lakh

Year	Allocation	Release	Expenditure
2010-11			
2011-12			
2012-13			
2013-14			
2014-15			
2015-16			
2016-17			

1.3 Flow of funds under SSA (Rs. in lakh)

Year	Central assistance	State assis-tance	Total assis-tance	Release to districts	Expenditure
2010-11					
2011-12					
2012-13					
2013-14					
2014-15					
2015-16					
2016-17					

1.4 Indicate allocation, release and utilization of funds with respect to the following: -

S. No.	Grant for (for the period 2010-11 to 2015-16) Combined	Allocation (1)	Release (2)	Expenditure (3)
1	Civil Works			
2	Repair & maintenance			
3	Teacher grant			
4	Free text books			
5	Teacher learning equipment (TLE)			
6	School grant			
7	T.L.M.			
8	Teacher's Training			
9	Community Training			
10	Research evaluation & monitoring			
11	Computer education			
12	Innovative activity			
13	Early childhood care & education (ECCE)			
14	Innovative education for disabled			
15	Block resource centre			
16	Cluster resource			
17	Management cost			

1.5 Disbursement of grants for schools to BRC/ VECS

Year	Funds received from District		Funds transferred to VEC	
	Months	Amount	Month	Amount
2010-11				
2011-12				
2011-12				
2012-13				
2013-14				
2014-15				
2015-16				

1.6 Is equal amount distributed to all VECs (Yes-1, No.-2)

1.7 If No. to 7.6, what is the criterion for disbursement of funds?

1. Indicate progress against key input targets

Sr. No.	Item	Targets up to 31-03-2016	Achievement up to 31-3-16	Reasons for Gaps
1	Opening of new schools			
2	Male teachers appointed			
3	Female teacher appointed			
4	Construction of school building			
5	Construction of additional class rooms			
6	Enrollment EGS/AIE centres			
7	Children with free text books			
8	Functional BRC			
9	Functional CRC			
10	Any other (specify)			

2. Total number of children enrolled in the Block

Year as on	Total		SC		ST		O		Disabled	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
1-09-2010										
1-09-2011										
1-09-2012										
1-09-2013										
1-09-2014										
1-09-2015										
1-09-2016										

3. BRC/CRC

3.1 Does BRC/ CRC function in the block? Yes/ No

3.2 If no, please give reasons for the same.

4. How many CRCs exist in the Block and are you satisfied with their performance. Yes/No

4.1 If No, give reasons for dissatisfaction.

5. Training of VEC Members

12.1	Whether trainings for teachers and community members are organized at block level	Yes No	-1 -2
12.2	Whether these training useful?	Yes No	-1 -2
12.3	If yes, in what ways these were useful?	In improving quality of teaching In increasing awareness In implementation of innovative projects Others (specify)	
	11. Monitoring and supervision		
11.1	Presence of block level team for effective monitoring.	Yes No.	-1 -2
11.2	Is there any other institution involved in monitoring?	Yes No.	-1 -2
11.3	If yes to 11.1 give details		

12.	**Innovative projects**				
12.1	Any innovations for elementary education by the			Yes	-1
	district administration?			No.	-2
12.2	If yes, please specify the innovations made.				
12.3	Have innovative projects in the block been taken up for			Yes	-1
	main streaming drop outs and out of school children.			No.	-2
12.4	If yes to 12.3 provide a list of names of the project with villages in which it is carried out and the specific characteristics of the projects.				
13.	**Meetings with VEC/SMC and other local bodies**				
	13.1	When meetings with VEC/SMC	Weekly	-1	
13.2		are held?	Fortnightly	-2	
			Monthly	-3	
			Quarterly	-4	
			Half yearly	-5	
			Annually	-6	
			Never	-7	
	Please mention some important issues raised during these				1.
	meetings.				2.
					3.

13.3	Whether steps have been taken to resolve these issues?	Mostly	-1
		Some	-2
		Very few	-3
14.	**Position of schools village wise**	None	-4
14.1	Total number of villages in the block.		
14.2	Please provide, a list of name & type of schools village-wise.		
14.3	Whether there is any village in the block which does	Yes	-1
14.4	not have any regular school? If yes to 14.3, reasons thereof.	No.	-2

15.NGOs

1.1 Is there any NGO involved in implementation/ Supervision/monitoring of the scheme along with the district?

Yes - 1
No. - 2
Don't know -3

1.2 If yes.

Name & Address of the NGO	Role played

16.Opinions of implementing Officer

16.1	Problems/constrains faced in implementation of the scheme (not more than five) in order of their significance.
	1.
	2.
	3.
	4.
	5.
16.2	Suggestions regarding SSA
	a) Restructuring this scheme.
	b) Better implementation of the scheme.
	c) Improving social disparity.
	d) Improving gender disparity.
	e) Improving quality of teaching.

Signature of the B.E.E.O.

Signature of the surveyor

QUESTIONNAIRES CONVASSED DURING FIELD TRIP- 4

EVALUATION STUDY ON SARVA SHIKSHA ABHIYAN,

Village Level for VECS/ School Management Committee Schedule

(To be canvassed to head of the village Education Committee/Sarpanch/ Knowledgeable person)

1. Identificatio .

State
District
Block
Village
Name of the informant
Designation of the infor-
mant:

2. Village particulars (As on. . . . .)

2.1	Total Population	
2.2	Population in age group 6-14	Boys: Girls:
2.3	Percentage of SC/ ST/ OBC population in village	
2.4	Total No. of Households in the village	Nos.
2.5	No. of household living below poverty line	Nos.

1.6 Does there exist any regular school/EGS/AIE facility in the village

1.7 Total No. of schools in the village (including Primary and up per Primary) No.

1.8 Detail of schools in village

Sr.No.	Name of School	Type of school	Funding agency Govt./ Govt. aided other (specify)

3. EGS/AIE School

3.1	No. of EGS/AIE Schools functioning in the village	
3.2	No. of new EGS/AIE Schools started in the village during	

How many EGS/AIE Schools have been upgraded to regular schools?

1.1 Criteria adopted to upgraded EGS/AIE schools to regular schools.

4. Village Education Committee VEC/any other body looking after implementation of SSA

4.1	Does VEC exist in the village?	Yes/ NO
4.2	If no, who looks after implementation	
	of SSA in the village	

Year in which SSA was initiated in this village.

1.1 Year in which VEC/Other similar body was formed in this village

1.2 Total No. of members of VEC (at present) No. Men Women

1.3 Working of village education committee

a) Preparation of village education register relating to SSA Yes/No

b) Preparation of retention register of SSA Yes/No

c) Preparation of Pupil Progress Cards Yes/No

5. Role played by VEC/ School Management Committee on different aspects

5.1 Improving enrolment Yes/No

5.2 Monitoring of SSA Yes/No

5.3 Infrastructure improvement in School Yes/No

5.4 Reduce out-of-school children Yes/No

5.5 Reduce drop-out rates Yes/No

5.6 Monitoring of education standards in School Yes/No

5.7 Preparation of education plan of school Yes/No

5.8 Participate in budget requirement of School Yes/No

5.9 How frequently are meetings held in a month

5.10 Do you maintain records of the minutes of the meeting Yes/No

5.11 If yes to 5.10 please give details of minutes held during last three months

Date on which meeting was held	Number of members who attended the meeting	Issues raised

6. Training of VECs / School Management Committee Members

6.1 Have VEC/ other similar Body members been provided training Yes/No

6.2 If yes to 6.1, How many member have been provide the training and What is the frequency of training in a year.

6.3 Have community members and women provide any training for creating awareness about universal education for all children in the ages 6-14 years

6.4 If yes to 6.3 please give following details

Sr.No.	Name of Training	Time period	Aspects covered	Very Good-1 Good -2 Average -3 Poor -4	Give reasons below good rating

7. Funds allocated, released and Utilized

1.1 Does VEC/other similar body receive any funds from Under SSA Yes/ No

1.1 If yes, provide the information relating to allocation released and expenditure

Year	Funds for	Source	Allocation	Release	Expenditure
2011-12	Civil Works				
	Maintenance				
	Training				
	Others(Specify)				
2012-13	Civil Works				
	Maintenance				
	Training				
	Others(Specify)				

2013-14	Civil Works				
	Maintenance				
	Training				
	Others(Specify)				
2014-15	Civil Works				
	Maintenance				
	Training				
	Others(Specify)				
2015-16	Civil Works				
	Maintenance				
	Training				
	Others(Specify)				

Maintenance of records of children

1.1 Does VEC maintain records of children aged (6-14 Years) enrolled in school Yes/ No

If yes in 8.1 please give the following details

Year	Total (enrolled 6-14 years)		Child with special Needs (enrolled 6-14 years)		SC		ST	
	Boys	Girls	Boys	Girls	Boys	Girls	B	G
2010								
2011								
2012								
2013								
2014								
2015								
2016								

8. Issues raised and problems identified through VEC/other similar bodymeetings.

Sr. No.	Issue	Yes-1 No.-2	Type of problem	Steps under taken for resolving the problem
1.	Financial	Yes-1 No.-2		Yes -1 No. -2 Don't know-3
2	School management	Yes-1 No.-2		Yes -1 No. -2 Don't know-3
3	Community participation and support	Yes-1 No.-2		Yes -1 No. -2 Don't know-3
4	Infrastructural facilities	Yes-1 No.-2		Yes -1 No. -2 Don't know-3
5	Children attendance	Yes-1 No.-2		Yes -1 No. -2 Don't know-3
6	Teacher's attendance	Yes-1 No.-2		Yes -1 No. -2 Don't know-3
7	Teacher learning material	Yes-1 No.-2		Yes -1 No. -2 Don't know-3
8	Teacher learning process	Yes-1 No.-2		Yes -1 No. -2 Don't know-3
9	Students achievement	Yes-1 No.-2		Yes -1 No. -2 Don't know-3
10	Timely availability of text books to children	Yes-1 No.-2		Yes -1 No. -2 Don't know-3
11	Timely availability of uniform to children	Yes-1 No.-2		Yes -1 No. -2 Don't know-3
12	Timely availability by bi-cycle	Yes-1 No.-2		Yes -1 No. -2 Don't know-3
13	Any other (specify)	Yes-1 No.-2		Yes -1 No. -2 Don't know-3

Teachers and Training related aspects

11.1	Do you make visits to schools in the village		Every day	-1
			Weekly	2
			Every fortnight	-3
			Monthly	-4
			Very Rare	-5
			Never	-6
11.2	Do you think that the school runs regularly?		Yes	1
			No.	-2
11.3	If no, give reasons		Don't know	-3
11.4	Do you think that the teachers are punctual?		Yes	-1
			No.	-2
11.5	If no, give reasons		Don't know	-3
11.6	Are the teachers sincere in their work?		Very sincere	-1
			Reasonably sincere	-2
11.7	If indifferent, give reasons,		Indifferent	-3
11.8	Are you satisfied with school's progress		Yes	-1
			No.	-2
11.9	If no, mention reasons		Can't say	-3
11.10	Do you provide any teaching related assistance to teachers?	Yes	-1	
		No.	-2	

11 Role of Panchayat

12.1	Any role played by panchayat in supervision/ management of the schools?	Yes	-1
	No.	-2	
12.2	If yes to 12.1 please specify the role panchayat plays in supervision/management of the schools?		
	13. New initiatives		
13.1	Any innovations for elementary education	Yes	-1
	By the district administration in the village	-2	
	No.	-3	
	Don't know		
13.2	If yes, specify the innovations made.		

13.3	Has any initiative been taken by the VEC or any other local body for main streaming out of school children drop-pouts. No. Don't know	Yes -2 -3	-1
13.4	If yes, please provide the details of the initiatives.		
13.5	Are any back to school camps with a focus on main streaming out of schools children into regular school organized during last one year? No. Don't know	Yes -2 -3	-1
13.6	If yes, do you feel it successful in reducing out of school children in the village?	To large extent -1 To some extent-2 Not much -3	
13.7	Is CRC located in the school complex?	Yes No	-1 -2
13.8	If yes are these CRSs furnished	Yes/ No	
13.9	Are trained personnel deployed in BRCs	Yes/No	
13.10	Are trained personnel deployed in CRCs	Yes/No	
10.11	State role of BRCs and CRCs in implementation of SSA in the Village		

14. Suggestions

14.1 Suggestions for improving the enrolment rates, reducing dropouts, out of schools children?

1.
2.
3.
4.

Signature of the Sarpanch/knowledgeable persons

.QUESTIONNAIRES CONVASSED DURING FIELD TRIP- 5

EVALUATION STUDY ON SARVA SHIKSHA ABHIYAN
School Level Schedule

(To be canvassed to senior most school Teacher)

1. Identificatio .

1.1	District	Block	Village	School
Name				

1.2. Respondents particulars (Teacher)

1.2.1 Name of the teacher	
1.2.2 Educational qualification of teacher	
1.2.3 Total Experience in teaching (No. of years)	
1.2.4 Working in school time (No. of years)	
1.2.5 Whether temporary/permanent	

Gezeral Information about school

2.1 School Type	Govt. -1 Any other -2 Specify -3
2.2 How old the school is (No. of year)	
2.3 Covered under SSA since	Year Month
2.4 Total number of children enrolled in school (as on 1.9.2015-16)	Total SC ST CWSN Boys Girls
2.5 Total teacher in the school	Total Male Female
2.6 Pupil teacher Ratio (as on 1.9.2015-16)	
2.7 Category of school	Secondary with primary - 1 Upper primary with primary -2 Middle -3 Only primary -4

2. School grants (Funds received in Rs.)

Year	Funds received	Expenditure	If shortfall in expenditure reasons thereof
2010-11			
2011-12			
2012-13			
2013-14			
2015-16			

Enrollment of children (in the age group of 6-14 years) class-I- Class VIII)

Year	Total		SC		Child with special Needs	
	Boys	Girls	Boys	Girls	Boys	Girls
1-09-2010						
1-09-2011						
1-09-2012						
1-09-2013						
1-09-2014						
1-09-2015						
1-09-2016						

Completion of Education

2.1 Completion of Primary Education

Year at the end of the session	No. of children (6-11 years) in completion of primary education (passing class V)					
	Total		SC		Child with special Needs	
	Boys	Girls	Boys	Girls	Boys	Girls
2011						
2012						
2013						
2014						
2015						
2016						

No. of drop outs

Year	Number of enrolled				Drop outs			
	Total		SC		Total		SC	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
2011								
2012								
2013								
2014								
2015								
2016								

Teacher and teaching related aspects

2.2 Teacher Vacancy Position (as on 31.03.2008)

Post of regular Teacher	Incumbency position of regular teachers	Teacher appointed under SSA

7 Details of school teachers

Name	Sex Male/Female	Social category	Educational qualification	Professional qualification	Class taught	Status Permanent/ Temporary
1	2	3	4	5	6	7

8. Training

8.1	Have you undergone any training in last 2 years?	Yes	-1
		No	-2
8.2	If yes, mention type of training	Introduction	-1
		In-service	-2
		Others (specify)	-3
8.3	Do you find this training useful?	Yes	-1
		No.	-1

Teaching Learning Materials

9.1	Whether TLM is being received/prepared?	Yes	-1
		No	-2
9.2	If yes to 9.1, How often do you use TLM?	Often	-1
		Sometimes	-2
		Never	-3
9.3	If 2/3 in 9.2, reasons thereof		
9.4	Do you think that use of these materials makes	Yes	-1
	teaching interesting?	No	-2
		Don't know	-3

9. Involvement of teachers in non-teaching work

10.1	Are teachers in the school involved in any non-teaching work?	Yes No	-1 -2
10.2	If yes, please list all the activities in which teachers are involved		
10.3	Are teachers will to do these works?	Yes No.	-1 -2
10.4	Incentive received for involvement in non-teaching activities		

10. Salary related aspects

11.1	Area you satisfied with the amount of your salary?	Yes No.		-1 -2	
11.2	When teachers get their sala-ry/honorarium?	Regular		Appointed under SSA	
		Monthly	-1	Monthly	-1
		Quarterly	-2	Quarterly	-2
		Half Yearly	-3	Half Yearly	-3
		Annually	-4	Annually	-4
		Any other	-5	Any other	-5
		(Specify)		(Specify)	
11.4	Do they get their salary in cash?	Yes		-1	
		No		-2	
11.5	If no to 11.4 then mention form of	Cheque		-1	
	receiving salary	Directly Deposited		-2	
		in Bank			
		Any other		-3	
		(Specify)			

Block Resource Center/Cluster Resource Centre

12.1	Existence of BRC/CRC	BRC Yes -1 No -2 Don't Know -3		CRC Yes No Don't Know	-1 -2 -3
12.2	How far is BRC/CRC located	Less than 1 KM -1		Within School	-1
	from your School? (Mention distance in km)	1-3 Km	-2	Less than 1 KM	-2
		3-5 Km	-3	1-3 Km	-3
		More than 5 KM -4		More than 5 Km	-4
12.3	Does BRC/ CRC provide any	Yes	-1	Yes	-1
	financial support to school	No Don't know	-2 -3	No Don't know	-2 -3
12.4	Does BRC/ CRC provide you academic support	Yes No	-1 -2	Yes No	-1 -2
12.5	List the role played by	1.		1.	
	BRC/CRC in providing academic support? In order of most important to least	2. 3.		2. 3.	
	important				
12.6	Any on-site training provide by BRC/ CRC?	Yes No	-1 -2	Yes No	-1 -2

11. Curriculum Designing

13.1	Do you have any curriculum / syllabus for different	Yes	-1
	classes?	No	-2
13.2	If Yes, furnish copy		
13.3	Are teachers ever consulted by concerned authorities	Yes	-1
	in designing the curriculum?	No	-2
13.4	Are you satisfied with the curriculum ?	Yes	-1
		No	-2
13.5	If no in 13.4, give reasons		

Examinations

14.1	How do school evaluate the performance of	Unit test	-1
	children?(multi choice)	Annual Examination	-2
		Class Room	
		Performance	-3
		Any other (specify)	-4
14.2	How many times examinations are held every	Monthly	-1
	year	Quarterly	-2
		Half Yearly	-3
		Annually	-4
		Others (specify)	-5

14.3. Performance in different classes in 2014-15

Class	Total No. of Children	Children passed	Children failed
I			
II			
III			
IV			
V			
VI			
VII			
VIII			

12. Assessment of education for life skills

15.1 Whether covering the following essential act5ivities/aspects of education for life skills i.e. education on : (multi-choice)

1. Social Environment -1
2. Natural Environment -2
3. Health -3
4. Nutrition -4
5. Occupation -5
6. Any other (specify) -6

13. Incentive to students

16.1 Scholarships

16.1.1	Do students get any scholarship regularly?	Yes No. Don't Know	-1 -2 -3
16.1.2	If yes who all are eligible for	All	-1
	availing these scholarships?	Only girls	-2
		Only SC/ST	-3
		Only SC/ST & Girls	-4
		Any other (specify)	

16.1.3	If yes, mention amount (per	Student	No.	of	Amount (per
	year) per student	in Class	students		year) per
			getting		student in Rs.
			scholarship		
		I			
		II			
		III			
		IV			
		V			
		VI			
		VII			
					VIII
16.1.4	Month when these scholarships are given?	Beginning of session Mid session End of the session Any other (specify)			-1 -2 -3 -4
16.1.5	Mention last date when the scholarships were given				

Incentives to children with special needs:

16.2.1	Are there any children with special needs in the school?	Yes No.	-1 -2
16.2.2	Whether "Individualized Education Plan (IEP)" is being prepared by teachers fro each child with special need?	Yes No	-1 -2
16.2.3	Any incentives provided to children with special needs?	Yes No Don't know	-1 -2 -3
16.2.4	If yes to 16.2.3, please list the incentives provided		
16.2.5	When are these incentives	Beginning of the session	-1
	given?	Mid session	-2

		End of the session	-3
		Any other (specify)	-4
16.2.6	Whether any grant is received	Yes	-1
	particularly for CWSN?	No	-2
16.2.7	If yes to 16.2.6, whether this	Yes	-1
	amount is sufficient?	No	-2
		Don't know	-3

1. School Infrastructure:

17.1	Is any repair/maintenance work is being carried out in the school in last one year	Yes No Don't know	-1 -2 -3
17.2	How many rooms are built under SSA	More than 3	-1
	since inception	3 Class room	-2
		2 Class room	-3
		1 Class room	-4
		None	-5
17.3	Are more than one classes being taught in	Yes	-1
	the same room?	No	-2
17.4	Are food for CMDM also cooked in the classroom?	Yes No	-1 -2

2. Cooked Mid day meal programme

18.1	Are children given free noon meal in the school?	Yes No	-1 -2
18.2	Do children like having the meal?	Yes No. Don't know	-1 -2 -3
18.3	Are teachers involved in any of the activity	Cooking	-1
	related to this programme	Distribution	-2
		Supervision	-3
		Any other	-4
18.4	Dispossession of teaching-learning time due	Yes	-1
	to CMDM	No	-2
18.5	If CMDM is stopped will children continue to	Yes	-1
	come in school	No.	-2
		Can't say	-3
18.6	Is the CMDM is hygienic & Nutrient?		

3. Innovative Project

19.1	Any innovations for primary & secondary	Yes	-1
	education in village by the district	No.	-2
	administration		
19.2	If yes to 19.1, please specify the innovations done		
19.3	Does school follow any strategy for main-streaming out of school/dropout children?	Yes	-1
		No.	-2
		Don't know	-3
19.4	If yes to 19.3, list the activities carried out		
19.5	Any enrollment drive in the village for	Yes	-1
	mainstreaming out of school children or drop-		
	outs?	No	-2
19.6	If yes to 19.5, what steps are taken for getting		
	children enrolled in school? Please list any five steps taken		

Community Participation:

20.1	Does parent-teacher	Yes	-1
	association/mother-teacher		
	association exist in this school?	No	-2
20.2	If Yes to 20.1, what is the role	Supervision in teaching	-1
	played by them	Help in teaching	-2
		Supervision in meal preparation	-3
		Help in meal preparation	-4
		Any other (specify)	

21 Increasing efficiency & effectiveness

Do You need the following support to become more effective	Yes-1 No -2	If yes, please specify your requirement
• Teacher learning equipments • Academic support from the commu-nity • Effective teacher training • Onsite support by CRC/BRC • Availability of textbooks to children • Any other (specify)		

22. Suggestions regarding SSA

a) Restructuring this scheme:

b) Better implementation of the scheme:

c) Improving social disparity:

d) Improving gender disparity

Signature of the
Head/Principal of
Institution

Signature of the Surveyour

QUESTIONNAIRES CONVASSED DURING FIELD TRIP- 6

EVALUATION STUDY ON SARVA SHIKSHA ABHIYAN

Student Level Schedule

(To be canvassed to students of class-11,111,1V and V1,V11 one boy and one girl from each class)

1. Identificatio .

1.1	District	Block	Village	School
Name				

2. Student Identification

Name of student	Age	Sex Male/Female	Class IInd-1 IIIrd-2 1Vth-3 Vth -4 VIth-5 VIIth-6	Category SC -1 OBC-2 General-3	Suffering from any disability Yes-1 No -2

School Infrastructure.

3.1 How far is school from your house ?

1. Less than a kilo-meter. 2. 1-3 kms.

3. 3-5 kms.

4. More than five kms.

5. Don't know.

1.2 Is your class room good in raining season also?

1. Yes

2. No

3. Don't know

1.3 Is there library in the school ?

1. Yes

2. No

1.4 If yes, do you use library for study?

1. Daily
2. Once a week
3. Once a fort night
4. Once a month
5. Very rare
6. Never.

1.5 Do you have computer in the school? (Only for Middle class students)

1. Yes
2. No

If yes, how often do you use this

1. Often
2. Very rare
3. Never

1.6 How do you come to school ?

1. On foot
2. Bicycle
3. By bus

4. Incentives to students.

4.1 Do you get free text books every year ?

1. Yes
2. No

1.2 Do all children in your class get free text books ?

1. Only girl
2. Only boys
3. Girl & Boys Both

1.3 When do you get free text books ?

1. Beginning of the session (Put)
2. Mid- session
3. End of the session

1.4 Do you get new text book of all the subject?

1. Yes
2. No

1.5 If no, in 4.1, how do you manage ?

1. By purchasing
2. Borrowing
3. Sharing
4. With out books

1.6 (If the selected child is C.W.S.N.)

Do you get any assistance from school.

1. Yes
2. No

1.7 If yes to 4.6, give details.

1.8 Do you get any scholarship in school?

1. Yes
2. No

1.9 If yes, amount per month and mode of payment.

5. Teacher and teaching related aspects

1.1 Do your teachers make use of black board?	Always	-1
	Most of the times	-2
	Rarely	-3
	Never	-4
1.2 Do your teachers use chart, poster etc. while teaching?	Always	-1
	Most of the times	-2
	Rarely	-3
	Never	-4
1.3 Do you have separate teachers for each subject?	Yes	-1
	No	-2
1.4 Do your teachers come to school daily?	Yes	-1
	No	-2
	Do not know	-3
1.5 Do your teachers punish you?	Yes/No	
	Often	-1
	Rarely	-2
	Never	-3

1.6 If yes in 5.5, what type of punishment is given?	Physical punishment -1 Insulting in front of other children -2 Any other -3
1.7 Are your teachers engaged in any non-Teaching activity?	Yes -1 No. -2 Do not know -3
1.8 Do you like your teachers?	Yes -1 No. -2
1.9 If no to 5-8, given reasons.	Physical punishment -1 Poor quality of teaching -2 Very strict for attending School -3

6. Cooked Mid Day Meal Scheme.

	6.1 Do you get free noon-meal in the school?	Yes	-1
		No.	-2
	6.2 Do you like the meal	Yes	-1
		No.	-2
		Can't say	-3
	6.3 If you stop getting the meal would you still	Yes	-1
	continue to go to school?	No.	-2
	7. Learning achievement test for class II students.	Can't say	-3
7.1	ORAL		
7.1.1	Ability to narrate A-Z alphabets.	Not at all	-1
		Poorly	-2
		Partially	-3
		Completely	-4
7.1.2	Ability to narrate numbers from 1-20 in local	Not at all	-1
	language	Poorly	-2
		Partially	-3
		Completely	-4
7.1.3	Ability to narrate alphabets of local language	Not at all	-1
		Poorly	-2
		Partially	-3
		Completely	-4

Learning achievement test for Class-VI students

1.1 Reading

8.1.1	Local Dialect		Not at all	-1
			Poorly	-2
			Partially	-3
			Completely	-4
8.12	English Passage	This is my school. I love to	Not at all	-1
		come here. My teachers are very	Poorly	-2
		nice. My mother says that I	Partially	-3
		should attend the school	Completely	-4
		regularly and should follow my		
		teachers.		

1.2 Writing

8.2.1	Local Dialect					Unable to write -1 Poorly -2 Partially -3 Completely -4
8.2.2	English Passage	India is a big and beautiful country. It has wide variety of people. Different kinds of festivals are being celebrated here. I am proud to be an Indian.				Unable to write -1 Poorly -2 Partially -3 Completely -4
8.2.3	Arithmetic	20% of 130	LCM of 15 and 20	Formula for area of rectangle	Formula of simple interest	No. of correct Calculations- 4/3/2/1/0

Local Dialect	Write five sentences on “My village”.	Unable to write Poorly Partially Completely	-1 -2 -3 -4

Signature of the Surveyor

QUESTIONNAIRES CONVASSED DURING FIELD TRIP- 7

EVALUATION STUDY ON SARVA SHIKSHA ABHIYAN

House Hold Level Schedule

(To be canvassed to parents drop out and out of school children in 6-14 year age group)

(Section 1)

1.Identification

Sr. No. Name

1. State
2. District
3. Block
4. Village
5. School
6. House hold,

2. House hold particulars

1.1 Name of the head of the house hold.

1.2 Social category SC/ST =

OBC =

OTH-ERS =

1.3 Type of family Joint =

Nuclear =

1.4 Demographic particular of the house hold

Sr. No.	Name	Age	Relationship with head	Sex M/F	Marital Status	Educational Qualification

(Section II)

3. For Parents/Guardians (To be canvassed only if at least one child is attending school)

3.1

Sr.No.	Name of	Govt.-1	Class	Distance of school	Free textbooks		Scholar-	
of the Child In table 2.4	the school	Private-2		from home 0-1= 1 1-2=2 More=3	are giving by school. Yes-1 No-2		ship Yes-1 No-2	

3.2 If school category for any child is 2, why do you prefer Quality of Education -1

Private school?	Infrastructure	-2
	Distance from home	-3
	Any other specify	-4
3.3 Frequency of yours visit to school of your child	Once a week	-1
	Fortnight	-2
	Month	-3
	Three month	-4
	One a year	-5
3.4	Are you aware of PTA/SMC and any other body related to Education?	Yes-1 No.-

3.5 If yes in 3.4, details of members of PTA/SMC,or other Local level body.

Teacher related aspects.

3.6	Is/are your child/children satisfied with his/her Teacher?	Yes -1 No. -2 Don't know -3
3.7	If no, how often he/she complaints?	Very often -1 Sometime -2 Very rare -3
3.8	What does he/she complaints of?	Teacher's absence-1 Poor teaching -2 In attentive -3 Punishment -4 Yes-1
3.9	Are you satisfied with educational progress of your	

3.10	child./children? If No, give reason.	No.-2
3.11	Do your child get free meal in the school?	Yes-1 No -2
		Awareness Regarding Sarva Shiksha Abhiyan.
3.12 3.13	Are you aware of the educational programme Sarva Shiksha Abhiyan? If yes, from where did you come to	Yes-1 No -2 Through community members -1
	know about the programme?	Mass Media -2 Through School -3 Other (specify) -4

1.14 Enrollment drive in the village.

3.14(a) Has there any enrollment drive in village for

Yes-1 mainstreaming out of school children or drop-outs

No -2

Don't know-3

1.15 Suggestion for improving educational facilities in school. 1.

2.

3.

4.

5.

(**SECTION-111**)

3 For Parents/Guardian (To be canvassed only at least one child is out of school/ drop- out)

1.1. Reasons for not sending your child to school.

1 Economic

2 Social

3 Gender related

4 School related

5 Lack of awareness about education

6 Health

7 Other (specify)

1.2 What child does throughout the day?

1 Work at home

2 Work outside

3 Looks after siblings

4 Others (specify)

1.3 Are you aware of the educational programme S.S.A. Yes-1
No -2

1.4 If yes,4.3, please list two expectations/incentives/facilities that you expect from- School- 1
2

Teacher- 1
2

(SECTION-1V)

5. For out of school child.

5.1 What do you do throughout the day?

1. Work at home
2. Work outside
3. Look after siblings
4. Unable to do anything

1.2 Reason for not going to school.

1. Economic reasons
2. Social causes
3. Gender related
4. School related
5. Health related
6. Lack of awareness about education
7. Others (specify)

1.3 Would you like to join the school? Yes-1
No -2

1.4 If yes to 5.3, what would you like to do?

1. To stay or work at home-1
2. To work outside -2
3. Orthodox -3
4. Others (specify) -4

1.5 If yes in 5.3, please list two expectation/ incentives/ facilities that you expect.

School 1

2

Teacher 1

2

Parent/Guardian.

1

2

(SECTION-V)

6. For Drop- Out Child.

6.1.Particulars of drop-outs.

Sr. No. as in 2.4	Class till	Year in	Reasons for drop out	
	which studied	which	Economic	-1
		dropped out	Social causes	-2
			Poor quality of education	-3
			Distance from school	-4
			Other reason	-5

Willingness and ambition

1.1 What do you want to do?

1. Work at home
2. Work outside
3. Look after sibling
4. Any other (specify)

1.2 Would you like to join the school again? Yes-1

No -2

1.3 If yes to 7.2, please list two expectations/incentives/facilities that you expect from. School- 1

. 2.

Teacher-1.

2.

Parents/Guard-
ian – 1.

2.

1.4 If no to 7.2, what would you like to do ?

1. To stay or work at home
2. To work outside
3. To marry
4. Other (specify)

1.5 Was there any "back to school" camp organized in your village?.

1. Yes
2. No
3. Don't know

Signature of the Surveyor

QUESTIONNAIRES CONVASSED DURING FIELD TRIP- 8

EVALUATION STUDY ON SARVA SHIKSHA ABHIYAN

CIVIL WORKS SCHEDULE

(To be canvassed from village construction committee)

1. **Name of the Head of VCC**
2. **Name of work along with its location.**
3. **Date of amount released to the VCC**
4. **Date of estimates prepared along with amount**
5. **Name of the estimate sanctioning authority**
6. **Amount released by (Give phase wise details)**
7. **Amount utilized**
8. **Time limit for completion of work**
9. **Date of start of work.**
10. **Date of completion of work**
11. **Present position of work**

    (Completed/under progress/abandoned/kept pending)
12. **Specify reasons if kept pending/abandoned.**

    (Delay in release of fund, non availability of labour/raw material, disputed land etc.)
13. **If work was completed, whether it is being used? Yes/No**

13.1 **If No given reasons.**

14. **Major reasons in case of delay in completion of work (specify).**

    (Delay in sanction/release of funds, non availability of raw material, in sufficient funds etc. specify
15. **Is, the work executed entirely with the SSA funds? Yes/No.**
16. **If no, name of the source/scheme from which the funds utilized alongwith the amount**
17. **Whether work done departmentally or involvement of middleman/ contractor.**
18. **Specify reasons if private contractor engaged in execution of work.**

19. **Whether the signboard carrying the inscription of SSA relating to civil works with name of village/primary school/Middle school along with year was erected?**

Yes/No.

20. **Whether work was inspected by state Project Director/DEO BEO & other. Yes/No**

21. **If yes, date year and mention the name/designation of inspecting authority.**

22. **Suggestions for improvement/smooth implementation of the scheme.**

23. **Observations after physical verification of work by thesurveyor.**

Signature of the Head of the Village Construction Committee

Signature of the Surveyor