

CHAPTER-I

BASIC FEATURES OF SARVA SHIKSHA ABHIYAN

1.1 INTRODUCTION

Sarva Shiksha Abhiyan is an effort to universalize elementary education by community-ownership of the school system. It is in response to the demand for quality basic education all over the country. The SSA programme is also an attempt to provide an opportunity for improving human capabilities to all children, through provision of community-owned quality education in a Mission mode.

1.2 WHAT IS SARVA SHIKSHA ABHIYAN?

- a. A programme with a clear **time frame** for universal elementary education.
- b. A response to the demand for **quality basic education** all over the country.
- c. An opportunity for promoting **social justice** through basic education.
- d. An effort at **effectively involving** the Panchayati Raj Institutions, School Management Committees, Village and Urban Slum level Education Committees, Parents' Teachers' Associations, Mother Teacher Associations, Tribal Autonomous Councils and other grass root level structures in the management of elementary schools.
- e. An expression of **political will** for universal elementary education across the country.
- f. A **partnership** between the Central, State and the local government.
- g. An opportunity for States to develop their **own vision** of elementary education

1.3 AIMS OF SARVA SHIKSHA ABHIYAN

1.3.1 The Sarva Shiksha Abhiyan is to provide useful and relevant elementary education for all children in the 6 to 14 age group by 2010. There is also another goal to bridge social, regional and gender gaps, with the active participation of the community in the management of schools.

1.3.2 Useful and relevant education signifies a quest for an education system that is not alienating and that draws on community solidarity. Its aim is to allow children to learn about and master their natural environment in a manner that allows the fullest harnessing of their human potential both spiritually and materially. This quest must also be a process of value based learning that allows children an opportunity to work for each other's well being rather than to permit mere selfish pursuits.

1.3.3 Sarva Shiksha Abhiyan realizes the importance of Early Childhood Care and Education and looks at the 0-14 age as a continuum. All efforts to support pre-school learning in ICDS centres or special pre-school centres in non ICDS areas will be made to supplement the efforts being made by the Ministry of Women and Child Development.

1.4 MISSION STATEMENT OF SARVA SHIKSHA ABHIYAN

1.4.1 The Sarva Shiksha Abhiyan Mission strives to secure the right to quality basic education for all children in the 6-14 years age group. The goals of the SSA Mission are:

- (a) Enrolment of all children in school, Education Guarantee Centre, Alternate school, ' Back- to- School' camp by 2005**
- (b) Retention of all children till the upper primary stage by 2010**
- (c) Bridging of gender and social category gaps in enrolment, retention and learning**
- (d) Ensuring that there is significant enhancement in the learning achievement levels of children at the primary and upper primary stage.**

1.4.2 Each State and district would set target dates by which the super goals of SSA would be achieved in their specific context, but not later than 2010.

1.4.3 National Norms would be developed for expected learning outcomes in certain essential skills. The progress towards enhancement in achievement levels on these norms would be assessed regularly on a sample basis at national level. In addition, States would evolve a mechanism for regular objective assessment of students' learning levels.

1.4.4 The Mission Promotes:

- (a) Empowering of children to be active participants in a knowledge society**
- (b) A result oriented approach with accountability towards performance and output at all levels**
- (c) A people centred mode of implementation of educational interventions with involvement of all stakeholders, especially teachers, parents, community and Panchayati Raj Institutions and voluntary organizations.**
- (d) An equity based approach that focuses on the needs of educationally backward areas and disadvantaged social groups including children with special needs.**
- (e) A holistic effort to ensure convergence of investments and initiatives for improving the efficiency of the elementary education system.**
- (f) Institutional reforms and capacity building to ensure a sustained effort for UEE.**

(Ref: Para 1.4 of OM No. F-2-9/2005- EE.3 dated 19/08/2005)

1.5. WHY A FRAMEWORK FOR IMPLEMENTATION (AND NOT A GUIDELINE)

- 1.5.1** (a) To allow States to formulate context specific guidelines within the overall framework
- (b) To encourage districts in States and UTs to reflect local specificity**
 - (c) To promote local need based planning based on broad National Policy norms**
 - (d) To make planning a realistic exercise by adopting broad national norms.**

1.5.2 The objectives are expressed nationally though it is expected that various districts and States are likely to achieve universalisation in their own respective contexts and in

their own time frame. 2010 is the outer limit for such achievements. The emphasis is on mainstreaming out-of-school children through diverse strategies, as far as possible, and on providing eight years of schooling for all children in 6-14 age group. The thrust is on bridging of gender and social gaps and a total retention of all children in schools. Within this framework it is expected that the education system will be made relevant so that children and parents find the schooling system useful and absorbing, according to their natural and social environment.

1.6 SARVA SHIKSHA ABHIYAN AS A FRAMEWORK AND AS A PROGRAMME

1.6.1 Sarva Shiksha Abhiyan (SSA) has two aspects:

- (i) It provides a wide convergent framework for implementation of Elementary Education schemes.
- (ii) It is also a programme with budget provision for strengthening vital areas to achieve universalisation of elementary education.

1.6.2 While all investments in the elementary education sector from the State and the Central Plans will reflect as part of the SSA framework, they will all merge into the SSA programme within the next few years. As a programme, it reflects the additional resource provision for UEE.

1.7 BROAD STRATEGIES CENTRAL TO SSA PROGRAMME

1.7.1 Institutional Reforms - As part of the SSA, the Central and the State governments will undertake reforms in order to **improve efficiency of the delivery system**. The States will have to make an objective assessment of their prevalent education system including educational administration, achievement levels in schools, financial issues, decentralisation and community ownership, review of State Education Act, rationalization of teacher deployment and recruitment of teachers, monitoring and evaluation, status of education of girls, SC/ST and disadvantaged groups, policy regarding private schools and ECCE. Many States have already carried out several changes to improve the delivery system for elementary education.

1.7.2 Sustainable Financing - The Sarva Shiksha Abhiyan is based on the premise that financing of elementary education interventions has to be **sustainable**. This calls for a long -term perspective on **financial partnership** between the Central and the State governments.

1.7.3 Community Ownership - The programme calls for community ownership of school-based interventions through **effective decentralisation**. This will be augmented by involvement of women's groups, VEC members and members of Panchayati Raj Institutions.

1.7.4 Institutional Capacity Building - The SSA conceives a major capacity building role for national, State and district level Institutions like NUEPA / NCERT / NCTE / SCERT / SIEMAT / DIET. **Improvement in quality** requires a sustainable support system of resource persons and institutions.

- 1.7.5 Improving Mainstream Educational Administration** - It calls for **improvement of mainstream educational administration** by institutional development, infusion of new approaches and by adoption of cost effective and efficient methods.
- 1.7.6 Community Based Monitoring with Full Transparency** - The Programme will have a community based monitoring system. **The Educational Management Information System (EMIS)** will correlate school level data with community-based information from micro planning and surveys. Besides this, every school will be encouraged to share all information with the community, including grants received. A notice board would be put up in every school for this purpose.
- 1.7.7 Habitation as a Unit of Planning** - The SSA works on a **community based approach** to planning with habitation as a unit of planning. Habitation plans will be the basis for formulating district plans.
- 1.7.8 Accountability to Community** - SSA envisages **cooperation** between teachers, parents and PRIs, as well as **accountability and transparency to the community**.
- 1.7.9 Priority to Education of Girls** - Education of girls, especially those belonging to the scheduled castes and scheduled tribes and minorities, will be one of the **principal concerns** in Sarva Shiksha Abhiyan.
- 1.7.10 Focus on Special Groups** - There will be a focus on the inclusion and participation of children from SC/ST, minority groups, urban deprived children, children of other disadvantaged groups and the children with special needs, in the educational process.,
- 1.7.11 Pre-Project Phase** - SSA will commence throughout the country with a well-planned pre-project phase that provides for a large number of interventions **for capacity development to improve the delivery and monitoring system**. These include provision for household surveys, community-based micro-planning and school mapping, training of community leaders, school level activities, support for setting up information system, office equipment, diagnostic studies, etc.
- 1.7.12 Thrust on Quality** - SSA lays a special thrust on making education at the elementary level useful and relevant for children by improving the curriculum, child-centered activities and effective teaching learning strategies.
- 1.7.13 Role of teachers** - SSA recognizes the critical and central role of teachers and advocates a focus on their development needs. Setting up of Block Resource Centres/Cluster Resource Centres, recruitment of qualified teachers, opportunities for teacher development through participation in curriculum-related material development, focus on classroom process and exposure visits for teachers are all designed to develop the human resource among teachers.
- 1.7.14 District Elementary Education Plans** - As per the SSA framework, each district will prepare a District Elementary Education Plan reflecting all the investments being made and required in the elementary education sector, with a holistic and

convergent approach. There will be a Perspective Plan that will give a framework of activities over a longer time frame to achieve UEE. There will also be an Annual Work Plan and Budget that will list the prioritized activities to be carried out in that year. The Perspective Plan will also be a dynamic document subject to constant improvement in the course of programme implementation.

1.8 PUBLIC-PRIVATE PARTNERSHIP IN SSA

Sarva Shiksha Abhiyan takes note of the fact that provision of elementary education is largely made by the government and government aided schools. There are also private unaided schools in many parts of the country that provide elementary education. Poorer households are not able to afford the fees charged in private schools in many parts of the country. There are also private schools that charge relatively modest fees and where poorer children are also attending. Some of these schools are marked by poor infrastructure and low paid teachers. Efforts will be made to explore areas of public private partnership. Government, Local Body, and government aided schools would be covered under the Sarva Shiksha Abhiyan, as is the practice under the Mid Day Meal scheme and DPEP. In case private sector wishes to improve the functioning of a government, local body or a private aided school, efforts to develop a partnership would be made within the broad parameters of State policy in this regard. Depending on the State policies, DIETs and other Government teacher-training institutes could be used to provide resource support to private unaided institutions, if the additional costs are to be met by these private bodies.

1.9 FINANCIAL NORMS UNDER SARVA SHIKSHA ABHIYAN

1.9.1 The assistance under the programme of Sarva Shiksha Abhiyan will be on a 85:15 sharing arrangement during the IX Plan, 75:25 sharing arrangement during the X Plan for all States. During the XIth Plan, it will be 65:35 for the first two years i.e. 2007-08 and 2008-09; 60:40 for the third year i.e. 2009-10; 55:45 for the fourth year i.e. 2010-11; and 50:50 thereafter i.e. from 2011-12 onwards between the Central Government and State Governments/ Union Territories other than North Eastern States. For the 8 North-Eastern States, the fund sharing pattern between Centre and States shall be 90:10 under the programme during the XIth Plan period and till the end of the programme with the Centre's share resourced from the 10% earmarked funds for the North Eastern Region from the Central Budget for the SSA. (Ref No. F.No.2.40/2004-EE.3 dated 25th September, 2007) Commitments regarding sharing of costs would be taken from State governments in writing.

1.9.2 The State Governments will have to maintain their level of investment in elementary education as in 1999-2000. The contribution as State share for SSA will be over and above this investment.

1.9.3 The Government of India would release funds directly to the State Implementation Society. The further instalments would be released to the Society only after the State government has transferred its matching share to the society and expenditure of at least 50% of the funds (Centre and States) transferred has been incurred.

1.9.4 The support for salary of teacher appointed under the SSA programme would be shared as per the funding pattern given in Para 1.9.1 above.

- 1.9.5** All legal agreements regarding externally assisted projects will continue to apply unless specific modifications have been agreed to, in consultation with foreign funding agencies.
- 1.9.6** Existing schemes of elementary education of the Department (except Mahila Samakhya, National Bal Bhawan and NCTE) will converge into SSA after the IX Plan. The National Programme for Nutritional Support to Primary Education (Mid-Day-Meal) would remain a distinct intervention.
- 1.9.7** District Education Plans would inter-alia, clearly show the funds/resources available for various components under schemes like PMGY, JGSY, PMRY, Sunishchit Rozgar Yojana, Area fund of MPs/MLAs, State Plan, foreign funding (if any) and resources generated in the NGO sector.
- 1.9.8** All funds to be used for upgradation, maintenance, repair of schools and Teaching Learning Equipment and local management to be transferred to VECs/ School Management Committees/ Gram Panchayat/ or any other village/ school level arrangement for decentralisation adopted by that particular State/UT. The village/ school-based body may make a resolution regarding the best way of procurement.
- 1.9.9** Other incentive schemes like distribution of scholarships and uniform will continue to be funded under the State Plan. They will not be funded under the SSA programme.
- 1.9.10** The major financial norms under SSA are:

NORMS FOR INTERVENTIONS UNDER SSA

	INTERVENTION	NORM
1.	Teacher	<ul style="list-style-type: none"> a. One teacher for every 40 children in primary and upper primary. b. At least two teachers in a primary school c. One teacher for every class in the upper primary d. Of the three teachers sanctioned under SSA for every new upper primary school, one each will need to be a teacher with mathematics and science specific educational background. The teacher recruitment will be as per State Governments' norms. e. Wherever there is a need for additional teachers at upper primary level, to maintain the pupil teacher ratio of 40:1, the additional teachers sanctioned under SSA will need to be provided / recruited from Science/Mathematics educational background. f. States will have to commit that they will redeploy existing Science/Mathematics qualified teachers to cover as many upper primary schools as possible. <p>(Ref: F.2-3/2005 – EE.3 dated –22nd February, 2008 for items (d) to (f). This amendment takes effect from 1-4-2008)</p>
2.	School / Alternative schooling facility	<ul style="list-style-type: none"> a. Within one Kilometer of every habitation b. Provision for opening of new schools as per State norms or for setting up EGS like schools in unserved habitations.

	INTERVENTION	NORM
3.	Upper Primary schools/ Sections	<p>a. As per requirement based on the number of children completing primary education, up to a ceiling of one upper primary school/section for every two primary schools</p>
4.	Classrooms	<p>a. A room for every teacher or for every grade/class, whichever is lower in primary & upper primary, with the provision that there would be two class rooms with verandah to every primary school with at least two teachers.</p> <p>b. A room for Head-Master in upper primary school/section</p>
5.	Free textbooks	<p>a. To all children within an upper ceiling of Rs.150 per child at primary level and Rs.250 per child at upper primary level.</p> <p>b. Primers / textbooks developed for tribal languages with bridging materials to facilitate a transition strategy to the State language of instruction and English, would be eligible for class I-II within the ceiling of Rs.150 per child.</p> <p>c. Within the ceiling of Rs.150 per child per year at primary level, States can support workbooks, worksheets and other essential teaching learning materials which together constitute textual materials for the subject, class or grade.</p> <p>d. States to continue to fund free textbooks being currently provided from the State Plans.</p> <p>e. States to continue to fund free textbooks being currently provided (2007-08) from the State Plans to non-SC/ST boys studying in Government and Government-aided primary and upper primary schools. The financial implication of this charge will be restricted to cost of free textbooks to non SC/ST boys only to those States where these are not being provided under any existing State schemes.</p> <p>f. In case any State is partially subsidizing the cost of textbooks being supplied to children in Elementary classes, then the assistance under SSA would be restricted to that portion of the cost of the books which is being borne by the children.</p> <p>(Ref: F.2-3/2005 – EE.3 dated –22nd February, 2008. This amendment takes effect from 1-4-2008)</p>
6.	Civil works	<p>a. Programme funds on civil works shall not exceed the ceiling of 33% of the entire project cost approved by the PAB on the basis of perspective plans prepared for the period till 2010.</p> <p>b. This ceiling of 33% would not include the expenditure on maintenance and repair of buildings.</p> <p>c. However, in a particular year's annual plan, provision for civil works can be considered upto 50% of the annual plan expenditure, within the overall project ceiling of 33%.</p> <p>d. PAB may allow districts with large infrastructure gaps, annual ceiling for civil works upto 50% per year, with the provision that their requirement are completed between 2008-2010, and also that the overall ceiling of 33% is maintained in these districts for the SSA programme period as a whole.</p> <p>e. For improvement of school facilities, BRC/CRC construction.</p> <p>f. CRCs could also be used as an additional classroom.</p> <p>g. Furniture to Government Upper Primary Schools @ Rs.500 per child</p>

	INTERVENTION	NORM
		<p>as a one time grant as a school facility subject to the following conditions.</p> <ul style="list-style-type: none"> (i) The provision will be available only for existing government upper primary schools, which do not have furniture already. (ii) These funds will not be accessible for new upper primary schools sanctioned under SSA since 2001, as they already have a provision of Rs.50,000 for school equipment at starting stage. (iii) Procurement of furniture to be done by VEC/SDMC/equivalent bodies for rural/urban areas. (iv) Procedures to mark the furniture as school property and maintain its' record in a stock register with due verification as per procedures laid down by the State/UT Governments concerned, will be put in place. (v) The provision will be made within the 33% ceiling for the civil works in a district's outlay. <p>h. Provision for construction of hostels in an existing government upper primary school, subject to the following conditions:</p> <ul style="list-style-type: none"> (i) Only one such facility per block would be admissible. (ii) Each hostel would accommodate upto 100 children. (iii) Hostels will be set up only in blocks with population density of less than 20 persons per square km in remote hilly, desert and tribal districts, which do not have any such facility, set up by either Central/State/UT Government in these blocks. (iv) Construction norms for the hostels would be as per KGBV norms and preferably the design should be an inclusive one for CWSN as well. (v) The civil works costs of the hostels will be within the existing ceiling for civil works per district. (vi) Running costs of hostel facilities would be met by States through dovetailing with other schemes or from Innovative funds for girls/SC/ST children under SSA, as per norms approved by the EC of the State/UT SSA programme. <p>i. No expenditure to be incurred on construction of office buildings.</p> <p>j. Districts to prepare infrastructure Plans.</p> <p>k. SSA shall not fund school buildings for buildingless/dilapidated schools.</p> <p>(Ref. No.2-3/2005-EE.3 dated on 29-8-2007, / Ref. F.2-3/2005-EE-3 dated 22nd February 2008. These amendments take effect from 1-4-2008)</p>
7.(a)	Maintenance Grants for schools	<ul style="list-style-type: none"> a. Only through school management committees/VECs b. Schools upto three classrooms will be eligible for maintenance grant upto a maximum of Rs.5000 per school per year while schools having more than three classrooms would get a maintenance grant upto a maximum of Rs.10000 per school per year, subject to the condition that the overall eligibility for the district would be Rs.7500 per school (Note: Headmaster room and Office room would not count as a classroom for this purpose).

	INTERVENTION	NORM
		<p>c. Primary schools and upper primary schools would be treated as separate schools for the purpose of maintenance grant even if they are functioning from the same premises.</p> <p>d. For composite schools with primary & upper primary schools in addition to secondary / higher secondary schools, this grant will be provided only for the classrooms used for primary & upper primary classes.</p> <p>e. Must involve elements of community contribution.</p> <p>f. Expenditure on maintenance and repair of building would not be included for calculating the 33% limit for civil works.</p> <p>g. Grant will be available only for those schools which have existing buildings of their own.</p> <p>h. Grant will be available also to those Government schools in Urban areas which are running in rented buildings.</p> <p>(Ref: F.2-3/2005 – EE.3 dated – 22nd February, 2008. This amendment takes effect from 1-4-2008)</p>
7.(b)	Repair of School Building	<p>a. Funds for major repairs of school building subject to the following conditions : -</p> <p>(i) Rs.150 crore will be available per year under SSA to be spent on major repairs. This amount will be proportionately distributed among the States as per the number of schools.</p> <p>(ii) Major repair would form part of the district AWP&B and would be appraised and approved by Government of India. Consequently, it would be within the prescribed ceiling of 33% on civil works.</p> <p>(iii) Each district can propose upto a maximum of 5% of the existing schools to be covered under major repairs in a particular year. States would need to ensure that the total amount spent by the districts on civil works including major repairs does not exceed the limits provided State wise.</p> <p>(iv) Schools constructed within the past 10 years will not be considered for major repairs out of the SSA repairs fund. Also the cost of repairs to be undertaken should not be more than 60% of the cost of a new construction.</p> <p>(v) It will be mandatory for each district to provide the list of schools to be repaired under the "major repair" category along with the cost estimates as approved by the competent authority, as an Annexure in their AWP&B. This list will also be approved by the PAB of Sarva Shiksha Abhiyan.</p> <p>(vi) States would first have to put in place a decentralized system of technical and financial assessment and approvals for the major repair tasks. Only cases of higher investment (>Rs.75000) and technical complications (e.g. strengthening of foundation) should come up to the SPO for approval. Rest of the proposals should be assessed and approved at the district and sub district levels, appropriately.</p> <p>(vii) On site technical supervision by professionally qualified engineering personnel is to be ensured during the execution of repairs. Additionally, the State would need to develop a 'repairs manual' in which it is explained to the community, how to carry out repair works and the accounts to be</p>

	INTERVENTION	NORM
		<p>maintained.</p> <p>(viii) A pre repair and a post repair photograph of the building would also need to be maintained for records.</p> <p>(Ref No-2-3/2005-EE-3 dated 4th January, 2007. This amendment takes effect from 1-4-2007)</p>
8.	Teaching Learning Equipment (TLE) for New Primary Schools/Upper Primary Schools	<p>a. TLE @ Rs.20,000/- per new primary school</p> <p>b. TLE @ Rs.50,000/- for new and upgraded upper primary schools</p> <p>c. TLE will be as per local specific context and requirement/need to be determined by the teachers/ School Committee. States to disseminate an indicative list of basic school requirements, with scope for local contextualization, after approval of State SSA Executive Committee</p> <p>d. Involvement of teachers and parents necessary in TLE selection and procurement</p> <p>e. VEC/ school-village level appropriate body to decide on best mode of procurement</p> <p>f. TLE Funds cannot be pooled at cluster/block/district/state level for purchase.</p> <p>g. Requirement of successful running of EGS centre for two years before it is considered for upgradation.</p> <p>h. Provision for teacher & classrooms.</p> <p>(Ref: F.2-3/2005 – EE.3 dated – 22nd February, 2008. This amendment takes effect from 1-4-2008)</p>
9.	Schools grant	<p>a. Rs.5000/- per year per primary school and Rs.7000/- per year per upper primary schools for replacement of non-functional school equipment and for other recurring costs such as consumables etc. The amount for Upper Primary School will include items for science laboratories and computer education requirements.</p> <p>b. Transparency in utilization</p> <p>c. To be spent only by VEC/SMC</p> <p>d. Primary schools and upper primary schools would be treated as separate school for the purpose of school grant even if they are functioning from the same premises.</p> <p>(Ref: F.2-3/2005 – EE.3 dated – 22nd February, 2008. This amendment takes effect from 1-4-2008)</p>
10.	Teacher grant	<p>a. Rs.500/- per teacher per year in primary and upper primary</p> <p>b. Transparency in utilisation for low cost teaching aids.</p>
11.	Teacher training	<p>a. Provision of up to 10 days in-service training for all teachers each year, at BRC level and above, @ Rs.100 per teacher per day.</p> <p>b. Up to 10 monthly cluster level meetings and peer group training sessions, for all teachers each year @ Rs.50 per teacher per day at CRC level.</p> <p>c. @ Rs.100 per day for 30 days induction training of newly recruited teachers.</p>

	INTERVENTION	NORM
		<p>d. @ Rs.100 per day for 60 days for on the job, untrained teachers to acquire professional qualifications through in - service / distance programmes.</p> <p>e. Training of BRC & CRC coordinators & resource persons for upto 10 days each year @ Rs.100 per person per day.</p> <p>f. These ceilings of unit cost should not be allowed automatically as a default costing norm. Actual unit costs would need to be budgeted. The number of days of trainings would be decided by the State / UT. The unit costs for training inputs including training material, resource persons and other training norms would be based on the inter se norms for training as approved by the State SSA's Executive Committee.</p> <p>g. Assessment of capacities for effective training during appraisal will determine extent of coverage.</p> <p>h. Support for SCERT/DIET under existing Teacher Education Scheme (Ref: F.2-3/2005 – EE.3 dated – 22nd February, 2008. This amendment takes effect from 1-4-2008)</p>
12.	State Institute of Educational Management and Training (SIEMAT)	<p>a. One time assistance up to Rs.3 crore</p> <p>b. States have to agree to sustain</p> <p>c. Selection criteria for faculty to be rigorous</p>
13.	Training of community leaders	<p>a. Limited to financial equivalent for 4 persons in a village plus two persons per school for 2 days in a year – preferably women.</p> <p>b. @ Rs.30/- per day per person.</p> <p>c. @ 3 community leaders per school in urban areas.</p> <p>(Ref.F2-15/2002-EE-III dated on 17-12-2003)</p>
14.	Provision for disabled children	<p>a. Upto Rs.1200/- per child for integration of disabled children, as per specific proposal, per year</p> <p>b. District Plan for children with special needs will be formulated within the Rs.1200 per child norm</p> <p>c. Involvement of resource institutions to be encouraged</p>
15.	Research, Evaluation, Supervision and Monitoring	<p>a. Upto Rs.1500 per school per year</p> <p>b. Primary schools and upper primary schools would be treated as separate school, even if they are functioning from the same premises</p> <p>c. Norms for State/district/BRC/CRC/ School level expenditures for research, evaluation, supervision and monitoring will be decided by the State SSA's Executive Committee.</p> <p>d. States would need to give priority to developing and regularly implementing, monitoring systems to measure quality related outcomes, <i>inter alia</i>, for students learning outcomes, teacher performance, student and teacher attendance rates by gender and social categories, as also parameters for measuring changes in classroom practices, impact of teacher training, efficacy of textbooks and textual materials, quality of academic supervision provided by BRCs/CRCs/DIETs etc.</p>

	INTERVENTION	NORM
		<p>e. State and district provisioning will include inter alia for EMIS, allocations for regular school mapping/micro planning for location of schools, other school infrastructure and updating of household data on 6-14 year old children's educational status.</p> <p>f. Involvement of SCERTs, DIETs and SIEMATs (where SIEMATs are functional), will be mandatory in the execution of this component.</p> <p>g. Funds to be spent at National, State, District, Sub-district, School level out of the overall per school allocation.</p> <p>h. Rs.200 per school per year to be spent at national level.</p> <p>i. Each State/UT SSA programme will set up a Research Approval Committee for processing and approving all research and evaluation project/studies to be undertaken at the State level. Appropriate mechanisms should also be set up for district level by the State SSA programme.</p> <p>j. Involvement of other independent national and State level resource institutions in conducting REMS activities should be encouraged through appropriate MOUs/contracts</p> <p>(Ref: F.2-3/2005 – EE.3 dated –22nd February, 2008. This amendment takes effect from 1-4-2008)</p>
16(a)	Management Cost	<p>a. Not to exceed 6% of the budget of a district plan</p> <p>b. In the districts of NE States and Union Territories where district plan size is very small, the management cost could be budgeted upto Rs.20.00 lakh per district subject to the overall ceiling of 6% being maintained for the State over the project period.</p> <p>c. To include expenditure on office expenses, hiring of experts at various levels after assessment of existing manpower, POL, etc.;</p> <p>d. Priority to experts in MIS, community planning processes, civil works, gender, etc. depending on capacity available in a particular district</p> <p>e. Management Costs should be used to develop effective teams at State/District/Block/Cluster levels</p> <p>f. Identification of personnel for BRC/CRC should be a priority in the pre-project phase itself so that a team is available for the intensive process based planning.</p> <p>(Ref No.F.2-3/2005-EE.3 dated 11th July,2007)</p>
16(b)	Learning Enhancement Programmes	<p>a. A State/UT to execute District/State specific Learning Enhancement Programmes with priority to enhance learning levels in language, mathematics and science by using up to a maximum of upto 2% of district outlay, with a detailed plan, provided the overall ceiling of learning enhancement programme and management costs will remain within the 6% ceiling (for small districts, 6% of State Outlay) provided the following steps are ensured: -</p> <p>(i) There should be clearly stated outcomes to be achieved through the learning enhancement programme for selected subjects. Priority for acquiring basic language/ reading/ comprehension / numeracy skills in class I to III and Science / Maths learning in</p>

	INTERVENTION	NORM
		<p>Class V to VIII should be given.</p> <ul style="list-style-type: none"> (ii) The total number of children to be covered, number of schools to be covered, blockwise, must be clearly indicated. (iii) Type of additional teaching learning materials to be used for students / teachers / trainers, etc. be specified. (iv) Role of key players like teachers, CRCs, BRCs, DIETs, community etc. in the implementation of the programme be defined. (v) Information about the pedagogic principles including strategies for learning to be adopted, during the programme be indicated. (vi) External Evaluation of the interventions is provided for, and (vii) There should be no duplication of costs with any other component of the SSA. <p><i>(Ref F.No.2-3/2005-EE.3 Dated 29-8-2007. The amendment shall take effect from 1-4-2008)</i></p>
17.	<p>Innovative activity for girls' education, early childhood care & education, interventions for children belonging to SC/ST, minority community, deprived children in urban areas and computer education specially for upper primary level</p>	<ul style="list-style-type: none"> a. An Innovation Head upto Rs.1 crore per district per year will apply for SSA. b. Upto half of the funds under the Innovation Head can be targeted to Computer Aided Education facilities per district per year. The focus of Computer Aided Learning (CAL) will be to maximize coverage in Upper Primary Schools with special emphasis on Science and Mathematics. Hardware, software, training, maintenance and resource support if required, could inter alia be included in this component. c. Upto four innovative projects each within the ceiling of Rs.15 lakh per district will be permissible on need basis, for the balance funds. d. ECCE and girls education interventions will target interventions for supporting girls education which are not covered under other components of SSA e.g., NPEGEL and KGBV programmes. e. Interventions for Scheduled Caste/Scheduled Tribe communities will be targeted to enhanced retention and learning levels of children f. Interventions for educationally disadvantaged minorities chiefly muslim children, to target their enhanced enrolment, retention and completion of elementary education. g. Interventions for urban deprived children with focus mainly on creating facilities for street children, migrant children, rag pickers to enable them to join elementary education. h. No duplication with any other SSA component will be permissible. The innovation should not duplicate strategies allowed under other components of SSA or to other interventions of other schemes. i. All components under the Innovation Head will need to be designed and executed in a clearly defined deliverable outcomes to be articulated in the Annual work Plan of district. The innovation should be area specific and focused on clearly defined target groups. It can be in the form of a package including general SSA interventions supplemented by interventions under Innovative Heads. Steps for its monitoring and evaluation should also be clearly brought out. The interventions will be in project mode having no civil work components with clearly defined areas, target group, outcomes and monitoring and evaluation. The intervention will be broken in micro activities with indicative financial requirements. <p><i>(Ref: F.2-3/2005 – EE.3 dated – 22nd February, 2008. This amendment takes effect from 1-4-2008)</i></p>
18.	<p>Block Resource Centres / Urban Resource Centres / Cluster Resource Centres</p>	<ul style="list-style-type: none"> a. There would be ordinarily one BRC in each Community Development (CD) Block. However, in States, where the sub-district educational administrative structure like educational blocks or circles, have

	INTERVENTION	NORM
		<p>jurisdictions which are not co-terminus with the CD Blocks, then the State may opt to have a BRC in such a sub-district educational administrative unit. However, in such a case the overall expenditure on BRCs and CRCs in a CD Block, both non-recurring and recurring, would not be more than the overall expenditure that would have been incurred on BRCs and CRCs in case if only one BRC per CD Block were opened.</p> <p>b. BRC/CRC to be located in school campus as far as possible.</p> <p>c. Rs.8 lakhs ceiling for BRC building construction wherever required</p> <p>d. Cost for CRC construction will be as per unit cost of the State for an additional classroom. It should be used as an additional classroom in schools, on non – CRC meeting/training days.</p> <p>e. Total cost of non-school (BRC and CRC) construction in any district should not exceed 5% of the overall projected expenditure under the programme in any year.</p> <p>f. Deployment of up to 20 teachers in a block with more than 100 schools; 10 teachers in smaller Blocks in BRCs/CRCs put together.</p> <p>g. Provision of furniture, etc. @ Rs.1 lakh for a BRC and Rs.10,000 for a CRC</p> <p>h. Contingency grant of Rs.20,000 for a BRC and Rs.3000 for a CRC, per year.</p> <p>i. Meetings, Travel allowance: Rs.750/- per month per BRC, Rs.300/- per month per CRC.</p> <p>j. TLM Grant: Rs.5000/- per year per BRC, Rs.1000/- per year per CRC.</p> <p>k. Identification of BRC/CRC personnel after intensive selection process in the preparatory phase itself.</p> <p>l. <i>In urban areas urban academic resource centers would be set up under SSA on the following basis: -</i></p> <p>(i) <i>One Cluster Resource Centre (CRC) for 100 – 150 teachers.</i></p> <p>(ii) <i>One Urban Resource Centre (URC) on the lines of BRC for 10-15 CRCs.</i></p> <p>(iii) <i>Norms of persons to man the CRC/URC will be the same as in SSA Guidelines/Financial Norms for BRCs/CRCs.</i></p> <p>(iv) <i>Unit costs will remain the same as in financial norms of BRC/CRC laid down in SSA.</i></p> <p><i>If the Municipality or town development authority has academic staff, they may be deployed in the URCs/CRCs</i></p> <p style="text-align: center;"><i>(Ref. F.2-3/2005-EE-3 dated 4th January, 2007)</i></p> <p style="text-align: center;"><i>(Ref: F.2-3/2005 – EE.3 dated – 22nd February, 2008. These amendments take effect from 1-4-2008)</i></p>
19.	Interventions for out of school children	<p>a. As per revised norms approved for Education Guarantee Scheme & Alternative and Innovative Education, the following kinds of interventions are provided.</p> <p>(i) Setting up Education Guarantee Centres in unserved habitations.</p> <ol style="list-style-type: none"> 1. <i>The cost of individual centre would depend on the number of learners enrolled. However, over all cost for district as a whole would have to be maintained within the revised cost of Rs.1535/- per child per annum for primary level centres and Rs.2960/- per child for upper primary level centres.</i> 2. <i>The honorarium for the Education volunteer (EV) would</i>

	INTERVENTION	NORM
		<p style="text-align: center;"><i>be restricted to Rs.2500/- per month.</i></p> <p>(ii) Setting up other alternative schooling models:</p> <ol style="list-style-type: none"> 1. For AIE Centres / interventions, the per learner ceiling would be Rs.3000/- per annum for interventions of non-residential nature including Bridge Courses, remedial courses, Back-to-School Camps with a focus on mainstreaming out of school children into regular schools 2. The item-wise costs would be worked out for each kind of AIE strategy to provide adequate flexibility for the needs of different kinds of children. While the ceiling of cost per learner is Rs.3000/- per annum, the item-wise cost for individual strategies should be approved by the State Implementation Society of SSA within the overall ceiling. (Ref No.2-3/2005-EE-3 dated 4th January,2007) <p>(iii) For residential AIE interventions, such as Bridge Courses, remedial courses, Back-to-School Camps with a focus on mainstreaming out of school children into regular schools, the cost ceiling would be Rs.10000 per child per annum. (Ref: F.2-3/2005 – EE.3 dated –22nd February, 2008. These amendments take effect from 1-4-2008)</p> <p>b. Remedial Teaching</p> <p>The scheme would allow for the following two kinds of interventions: -</p> <p>(i) For children mainstreamed into formal schools from bridge courses/campus/back to school strategies.</p> <p>(ii) Remedial teaching for children in formal schools.</p> <p>Under the strategy (b(ii)):-</p> <ol style="list-style-type: none"> 1. Only proposals from districts with female literacy rates below the national average as per the 2001 census would be eligible. 2. Preference should be given to schools in tribal areas, in areas with high concentration of SC and ST population and minority communities. 3. A district may prepare the plan to cover not more than 5% of the total number of schools in that district (excluding schools located in urban slums). In addition, 10% of the schools located in urban slums could also be covered. <p>It should be ensured that all schools included under this strategy should have adequate number of teachers as per norms and be fully functional in all respects. A certificate to this effort should accompany the proposals.</p>
20.	National Programme for Education of Girls at Elementary Level (NPEGEL)	<p>a. The SSA Annual Work Plans of districts will reflect NPEGEL block specific projects for girls at risk/difficult circumstances with clearly refined outcomes subject to the following conditions:</p> <p>(i) Focus of interventions should be on retention of girls and</p>

	INTERVENTION	NORM
		<p>improvement in the quality of learning. Detailed action plans for the target group of girls and the specific strategies to be adopted in the block are spelt out, with defined and measurable outcomes.</p> <p>(ii) All strategies and interventions must target both 'in' and 'out' of schools girls within the block.</p> <p>(iii) Funds per block would be the sum total of the sub-components admissible under the NPEGEL scheme per cluster namely-</p> <p>overall annual ceiling of Rs.60,000/- per cluster for the following interventions:</p> <p>(a) Recurring Grant to Model Cluster Schools: A maximum amount of Rs.20,000/- per annum will be provided to each cluster to meet the requirements of expenditure on various activities for promotion of girls' education in that cluster including maintenance of the school and engagement of part time instructors for additional specified subjects provided that no instructor would be hired for more than 3 months in an academic year and he/she would not receive remuneration of more than Rs.1,000/- per month.</p> <p>(b) Awards to schools/Teacher: One award per year @ Rs.5,000/- (in kind) will be provided to a school/teacher at cluster level for achievements in enrolments, retention and learning outcomes of girl students.</p> <p>(c) Student Evaluation, Remedial Teaching, Bridge Courses, Alternative Schools: Special models of alternative schooling catering to hard to reach groups of girls including bridge courses, flexible timings, back to school camps, remedial teaching, etc. for out of school, irregular girls will be started such villages where this poses a serious problem. In addition to the provisions already available under the EGS & AIE component of SSA, a maximum amount of Rs.20,000/- per annum will be provided to each cluster for student evaluation, remedial teaching, bridge course and alternative schools. There may be two such centres under one cluster.</p> <p>(d) Learning through Open Schools: Children at the upper primary level, even in the open schooling system, in certain special cases, require some short-term residential training at regular intervals. The scheme will provide waiver of fees of girls for courses under National Open School and State Open Schools, setting up of specially designed open learning centres. The implementing agency will devise suitable system with NOS, State Open Schools or other such organization for this purpose. The cluster school will form the venue of the residential upper primary school / NGO Centre. This will facilitate bringing to the educational system those girls who have dropped out from regular schools for some reason. A maximum amount of Rs.50,000/- per annum will be provided to each cluster towards the payment of fees and provision of supplementary teaching to be taken up with the help of National Open School or State Open School. Short term</p>

	INTERVENTION	NORM
		<p>residential courses can also be organized. To the extent possible, the payment on this account would be made by the State Societies directly to National Open School or State Open School as the case may be.</p> <p>(e) Teacher Training: Under this scheme Teachers and teacher educators will be trained for gender sensitization. A maximum amount of Rs.4,000/- per annum will be provided to each cluster for annual training of at least 20 teachers specially on gender aspects. This amount will be in addition to the provisions under SSA for normal teacher training on subjective issues.</p> <p>(f) Child Care Centres: The scheme provides opening of additional Early Childhood Care centres to meet gaps in the Integrated Child Development Scheme and relieve girls from the burden of sibling care. Two Child Care Centres per cluster run by community may be opened in the areas where there is no child Care Center under any scheme of the Ministry of Women & Child Development and / or the State Government concerned. Each centre opened under the 'Girl Education Component' of the SSA will have a recurring grant of Rs.5000/- and non-recurring grant of Rs.1000/- per annum. These funds can also be used for strengthening existing local ICDS centres especially for augmenting training for pre school component, play way kits, joint trainings with primary school teachers and pro-rata payment of honorarium of Anganwadi workers due to extension of Anganwadi timings to match school timings.</p> <p>2. A one time non recurring grant of Rs.30,000/- for teaching learning equipment, library, sports, vocational training etc; and Rs.2.00 lakh for skill building activities (in lieu of additional classroom) for meeting recurrent costs of skill building activities for girls to be utilised upto a period of 3 years. This amount will only be available for model cluster schools which have not availed of Rs.2.00 lakh for an additional class room and Rs.30000/- for TLE etc. since inception of the scheme.</p> <p>3. Additional incentives: SSA provides for free textbooks to all girl- children upto a limit of Rs.150/- per child at primary level and Rs.250/- per child at upper primary level. However, if there are any savings after providing for free text books to the girls, the balance money out of this amount may be used for providing additional items such as stationery, slates, work books, uniform, providing escorts in difficult areas, etc.</p> <p>4. Community Mobilization (Mobilization for enrolment, retention and learning): In addition to the provisions already available under SSA, an amount of Rs.35,000/-for the first year; Rs.20,000/-for the second and third year; and Rs.10,000/-for the fourth and fifth year will be provided for the purpose of community mobilization through training, follow up of girls' enrolment, attendance, achievement etc. in each cluster. This also includes cost towards management information system and documentation, honorarium and</p>

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		<p>TA/DA to the coordinators and meetings of resource groups at cluster level. (For Community Mobilization and Management this amount will form part of 6% for management cost and it can be enhanced on account of expenses incurred for community mobilization activities in the EBBs and other educationally deprived areas selected for special focus on girls' education. The 6% ceiling of a district shall not be exceeded by an amount more than 10% of the total " Girls Education Component" of its annual district plan)</p> <p>5. Management expenses of 6% of project cost including consultants for appraisal and monitoring and evaluation of the scheme, coordination with existing schemes, advocacy, workshops and seminars, establishment and administrative expenses etc. will be utilized as follows:</p> <p>(a) Funds to the extent of 1% at National level will be provided to cover planning, monitoring and concurrent evaluation.</p> <p>(b) Funds to the extent of 5% of proposed expenditure at State and District level for planning and monitoring.</p> <p>b. The ceiling of 6% for management cost fixed under SSA can be enhanced on account of expenses incurred for community mobilization activities in areas where this programme will be implemented upto 10% of the total amount earmarked for the district under this programme.</p> <p style="text-align: center;"><i>(Ref.F.No.2-3/2005-EE.3 dated 29.08.2007)</i></p> <p style="text-align: center;">(Ref: F.2-3/2005 – EE.3 dated – 22nd February, 2008. These amendments take effect from 1-4-2008)</p>
21.	Kasturba Gandhi Balika Vidyalaya (KGBV)	<p>a. For Model –I (Schools with hostels for 100 girls)</p> <p>(i) Recurring Grants – Rs.30.27 lakh</p> <p>(ii) Non-Recurring Grants – Rs.46 lakh</p> <p>b. For Model –II (Schools with hostels for 50 girls)</p> <p>(i) Recurring Grants – Rs.23.05 lakh</p> <p>(ii) Non-Recurring Grants – Rs.35.38 lakh</p> <p>c. For Model –III (Hostels in existing school for 50 girls)</p> <p>(i) Recurring Grants – Rs.17.05 lakh</p> <p>(ii) Non-Recurring Grants – Rs.31.68 lakh</p> <p>(Details are in Appendix-A,B & C in Annexure-VI)</p> <p>The building cost norms should be considered as an upper ceiling. States could endeavour construct below these limits based on actuals.</p> <p style="text-align: center;"><i>(Ref: F.2-3/2005 – EE.3 dated –22nd February, 2008. These amendments take effect from 1-4-2008)</i></p>

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22.	Preparatory activities for micro-planning, household surveys, studies, community mobilization, school-based activities, office equipment, training and orientation at all levels, etc.	a. As per specific proposal of a district, duly recommended by the State. Urban areas, within a district or metropolitan cities may be treated as a separate unit for planning as required.

*The Detailed financial norms and procurement procedure are provided in the Manual on **Financial Management and Procurement** issued by the Ministry of Human Resource Development in 2004*

CHAPTER - II

PLANNING, APPRAISAL, AND FUND FLOWS UNDER SARVA SHIKSHA ABHIYAN

2.1 PREPARATORY ACTIVITIES

2.1.1 The Sarva Shiksha Abhiyan assigns greatest importance to the preparatory activities as these have been conceived as a necessary condition for quality implementation of the programme. Systematic mobilization of the community and creation of an effective system of **decentralised decision making** are part of the preparatory activities. A number of steps have already been taken in many States and it is expected that the States/UTs which have not yet decentralised powers to Village Education Committees/ Panchayats/ Urban local bodies, would do so as a part of the preparation for implementing Sarva Shiksha Abhiyan.

2.1.2 Strengthening of the office of the District Elementary Education Officer has also to be undertaken in the preparatory phase in order to adequately equip it to handle the larger tasks during programme implementation. Setting up of an effective information system has therefore been highlighted, besides procurement of essential office equipment and computer hardware. More important than the hardware component would be the need to provide support for involving community leaders at all levels and orienting existing governmental functionaries in carrying out their activities more effectively. An assessment of the additional manpower needs has also to be made during this period. It must be emphasized that setting up of an effective MIS would require contractual engagement of data analysts and data entry personnel, as they are not available in most non-DPEP districts. Similarly, the need for experts on gender, children with disabilities, other disadvantaged groups, civil works, pedagogy and community mobilization and planning will also have to be assessed in the light of the specific State/ UT.

2.1.3 The preparation of habitation level educational plans through effective community mobilisation for microplanning and school mapping is the greatest challenge of the preparatory phase. Since Sarva Shiksha Abhiyan has the clear aim of universalization of elementary education, it is mandatory to track the progress of each and every child in the 0-14 age group. Preparation of **Village Education Registers** on the basis of household survey, regular monitoring through **Retention Registers and Pupil Progress Cards**, would have to be developed in the preparatory phase itself. This calls for a focus on capacity building among the Panchayati Raj Institutions, members of Village Education Committees, School Management Committees, Parents' Teacher Associations, etc. The preparatory phase provides for a process and activity based constitution/organization of such Committees and training of community leaders for better management of schools. Capacity building in the local community will also require a constant interface with the school and the teachers. This is being attempted through a large number of school based activities in the preparatory phase itself.

2.1.4 Microplanning exercise will include the following:

Through a **participatory process** a core planning team will be constituted in each village at the habitation level including selected VEC members, selected community leaders, NGO representatives, Head Master, selected teachers and some selected parents, ensuring participation of women as well as persons from the deprived communities. Parents of children with special needs may be included in the team. The selection of this team is very critical for effective planning.

- 2.1.5** A number of studies on the Base-line assessment in a district, in order to reflect the current situation with regard to learning achievements, retention, access, gender equity, social equity, physical infrastructure, etc. would also have to be undertaken as preparatory activities. Effort should be made to involve regional research institutions in this process. The reports must be diagnostic and should be able to feed into the planning process. Besides these locally relevant studies, baseline achievement tests would be taken up for the primary level in all non-DPEP districts by NCERT. Similarly, NCERT, in association with the States, will take up baseline studies for upper primary level in all the districts. Several available studies that are State specific may also be utilized to determine the base-line status in a State.
- 2.1.6** For planning to be need-based, it is important that the broad norms for improving school facilities are shared with **habitation level planning team**. The norms under Sarva Shiksha Abhiyan provide the broad framework for such an exercise. The habitation level planning team would comprise of community leaders with a keen interest in the education of children. It must have a large number of parents whose children study in the school whose improvement is being attempted.
- 2.1.7 Identification of a team at District and Block level** would also have to be undertaken during the preparatory phase. Efforts to identify teachers who could serve as Cluster and Block Resource Centre Coordinators could also be taken up during this period. These identified BRC/CRC Coordinators could then facilitate the planning process. Local level non-governmental organisation must also be associated in the planning activities and in the process of constitution of VECs. The management needs in a particular district would also have to be assessed by the State level Implementation Society, to determine the kind of additional support required to operationalize the team at District, Block and the Cluster level. In districts that have already operationalized Block Resource and Cluster Resource Centres, the formation of such teams would be easier. In other regions, efforts to make an objective assessment of manpower needs and the restructured command system for the education administration would have to be a priority. The National and State level Mission will facilitate this process of manpower planning for programme implementation through objective assessment by expert teams.
- 2.1.8** Tasks like **rationalization of teacher units** has also to be initiated during the preparatory phase in order that deployment of teachers is need based. This will facilitate assessment of additional teacher requirements as also a convergent planning process that appreciates the presence of private schools.
- 2.1.9** Sarva Shiksha Abhiyan highlights **transparency in programme implementation**. All efforts have to be made to ensure that expenditure on elementary education is a public domain subject. The School Display Board has to show all investments being made in the school. Teacher Attendance should be publicly displayed. For improving the quality of school-level data regarding Enrolment, Attendance, Retention, Drop out, etc., besides the mandatory maintenance of Village Education Registers, Retention Registers, and Pupil Progress Cards, any information sent to Cluster/Block/ District level, has to be displayed on the School Display Board for public scrutiny. The seeds of a community based monitoring system can be further strengthened by following principle of suo-motto disclosure under Right to Information at the school level. Similar efforts at transparency should be made right up to the national level. Copies of all sanction orders for pre-project/project activities would be posted on the web-site of the **Department of School Education & Literacy**, Ministry of Human Resource Development.

2.1.10 Progress details of Sarva Shiksha Abhiyan, fund utilization and any other relevant and significant aspect of the programme should also be posted on the website. Sarva Shiksha Abhiyan has launched a dedicated website www.ssa.nic.in. All the States shall form a State dedicated website of the SSA.

2.1.11 Organization of a large number of school based activities, cultural jathas, sports and festivals, have been suggested as preparatory activities under the Sarva Shiksha Abhiyan. Mobilization of the community can come about more effectively through a series of school-based activities that opens up the school as a social institution to the community. The objective of all these efforts is to **ensure community partnership in the management of the school.**

2.1.12 **Opening of Bank Accounts of Village Education Committee/ School Management Committee/ Gram Panchayat Education Committee/ School level Committee in urban areas will also be monitored as a preparatory activity so that effective decentralization can be brought about.** The financial norms clearly state that a number of interventions have to be carried out by the VEC (or its equivalent).

2.1.13 The preparatory activities must also ensure that the formation of the VECs (or equivalent bodies in urban areas) is process-based. **Process-based implies selection through activities and participation rather than by official orders of nomination.** Some States have accepted a system of election for School Management Committees and the same will be continued. There may be a need to reconstitute such Committees in many places where it had been done routinely in the past. Involvement of the teachers, representatives of women and other weaker sections, active community leaders, parents of children studying in that school/EGS, parents of out of school children from poor habitations, has to be ensured in a process based approach. The organization of school based activities and microplanning are ways of identifying active community leaders willing to give time for the educational reconstruction in a habitation. The planning team has to have a role in the process-based constitution of VECs. Involvement of NGOs will strengthen this community-based approach for organizing the preparatory activities.

2.1.14 **In order to ensure an effective preparatory phase, up to Rupees fifty lakh has been provided for such activities, based on the actual requirement in a particular district.** Besides, provision for training and orientation of community leaders and Education Department functionaries, the preparatory phase provides for the following:

- (a) office equipment as per need,
- (b) cultural activities for mobilization for SSA,
- (c) computer hardware and software for effective MIS at the district level,
- (d) School-based activities up to Rupees 1000 to a school,
- (e) household surveys and preparation of habitation Plans up to Rs.3 per household,
- (f) a set of base line Studies, etc.

2.1.15 The preparatory phase is need-based and there is a lot of variation in the demand from districts. Districts that are already implementing DPEP/LJP would require limited resources for the preparatory activities. During the preparatory phase, States will also make an assessment of manpower needs at the State level. A State **component** plan will also have to be prepared, highlighting these needs. Assessment of manpower needs would require serious efforts at restructuring of

education administration, wherever it has not been attempted so far. State level Resource Groups are expected to facilitate programme implementation.

2.1.16 The preparatory phase will be monitored by joint teams of resource persons sent by State/ National level Mission. Support for planning activities will be provided by District/ State/ National level resource institutions. The districts can ask for resource support for carrying out planning activities and NCERT/NUEPA/SCERT/SIEMAT/TSG-DPEP would provide the capacity building support as per requirement. Besides this, the National and the State Mission will have an effective monitoring and operational support group to facilitate capacity building at all levels and to meet specific need of districts. Copies of all sanction orders for Pre-project and Project activities would be posted on the web site of the Department of School Education & Literacy, Ministry of Human Resource Development.

2.1.17 State governments will work out arrangements for professional and operational support at the State level in order to ensure that the capacity development needs of a district receive top most priority in the preparatory phase.

2.1.18 The preparatory activities are expected to initiate a process of institutional development and capacity building for professional management of elementary education sector at the local level. The focus has to be on capacity building through training, rigorous planning processes, focus on community based data collection and its analysis, and most of all, a willingness to allow the local community to manage schools. It is expected that the preparatory phase will take anywhere from four to eight months.

2.2 COMMUNITY-BASED PLANNING PROCESS

2.2.1 The success of Sarva Shiksha Abhiyan will depend on the quality of the community based planning process. While SSA is formulated on the premise that the community can plan, it also accepts the tremendous requirement for developing capacities in communities to do so. The heterogeneity of local communities in many regions often poses problems of unanimity on proposed planning criteria. It is important to recognize a **habitation, rather than a village as a unit** of planning as most habitations have a higher degree of community solidarity. Similarly, in urban areas, a cluster of households in the same slum settlement has to be a unit of planning.

2.2.2 The starting point for planning activities has to be the **creation of a core group of governmental and non-governmental persons**, entrusted with the task of implementing Sarva Shiksha Abhiyan. The State level Implementation Society has to exercise utmost caution and care in ensuring that the core team at the District and Block level is carefully selected and is committed to the task of Universal Elementary Education. Besides Education Department functionaries, these teams could comprise of faculty members of DIETs, BRCs, CRCs, NGO representatives, representatives of Teacher Unions, representatives of Women's Groups, representatives of Self Help Groups, retired and serving National and State Award winning Teachers, local literary figures, Panchayati Raj/ Autonomous Council representatives, etc. This list is illustrative as Sarva Shiksha Abhiyan recognizes the diversity across regions. The objective is to make district level and Block level core teams competent to take the community along in its agenda for educational reconstruction. The starting point of the planning process should be an orientation of the District and Block level teams.

2.2.3 These core teams should then **undertake an extensive visit of the district, covering every habitation/village/urban slum.** The funds provided under the

preparatory activities for cultural activities and school based activities could be taken up to build advocacy for elementary education. These events could be occasions to identify individuals and community leaders willing to undertake the educational activities in the region. Constitution of Mahila Samoohs and Prerak Dals could also be taken up as a preliminary step towards the constitution of the VEC. These identified individuals, with large representation of women and weaker sections, should then be oriented for managing the affairs of the school. The National/ State level Mission could extend operational support in building capacities for such activities.

2.2.4 The District team must also work out its information needs and steps should also be taken to develop formats for household and school surveys. This would require capacity support from National/State level institutions. **The local context must reflect in all such activities.**

2.2.5 The school has to play a critical role in the planning process and efforts to bring community leaders to the school should be encouraged. This will be facilitated by regular activities in the school. The Head Master and his/her team have to function like the local resource team for planning.

2.2.6 After orientation of community teams, the process of **microplanning should be undertaken.** This would involve intensive interaction with each household to ascertain the educational status and the educational need. The requirements have to be discussed at the habitation level before they are finalized. The broad financial and physical norms regarding school infrastructure, teachers and teaching learning materials will have to be the basis of the planning exercise.

2.2.7 Requirement of incentives like Scholarship and uniforms will have to be worked out on the basis of State norms. These would be part of the SSA framework but not the SSA programme as funding would be from the State Plan. The planning for mid day meal should also be discussed in the planning process, even though it will continue as a distinct scheme.

2.2.8 The habitation level plans should be drawn up on the basis of the microplanning exercise. The Blocks and the Districts should also undertake an exercise to see that all requirements can be fulfilled by redeployment or by schemes under which unspent balances are available with the State governments. For example, teacher deployment could come by rationalization or Teaching Learning Equipment could come from sanctions already provided earlier under Operation Blackboard but not utilised so far. As far as possible, a new upper primary school would be opened by upgrading an existing primary school. The final District Plan will take note of such investments and would also reflect the process of redeployment of facilities, wherever required. The habitation level educational plans will be appraised by the Cluster level units, in consultation with the Block teams. The District unit will appraise the Block level plans. Due care should be taken to ensure that the demand for teachers, classrooms, etc. are as per the broad norm for Sarva Shiksha Abhiyan.

2.2.9 The community-based planning process has to result in the effective enrolment and retention of the hitherto out of school children in school/ an EGS centre/ or a Bridge Course. This calls for a child specific monitoring by the local community. Community planning processes must also result in a specific Action Plan.

2.3 PERSPECTIVE PLANS AND ANNUAL PLANS

2.3.1 Each district will prepare a perspective Plan and an Annual Plan. The perspective Plan will be a Plan for Universalisation within the time frame of Sarva Shiksha Abhiyan. It will be based on the existing position with regard to attendance, retention, drop out and learning achievement. It will work out the total requirement for universalisation, spread over a number of years. **A clear Plan for improving access, increasing retention and ensuring achievement will be a part of the perspective Plan.** The Perspective Plan will also be a dynamic document rather than any blue print and would be subject to modifications based on the feedback on the programme implementation. It will also work out the requirement of school infrastructure and teaching learning materials based on these assessments. The perspective plan will follow the broad financial norms set out in an earlier section. The perspective Plans will also take note of the presence of the non-governmental sector and its contribution towards UEE. The perspective Plan will not rule out modifications in the Annual Work Plans based on field experience. The projections of the perspective Plan are tentative and departures on possible interventions may be made as per need.

2.3.2 The Annual Plans have to be based on a broad indication of resource availability to a district in a particular year. The National and State Mission will try and finalise the resource likely to be allocated to a particular district at least six months before the first installment is released to a district. The district would undertake a prioritization exercise in the light of the likely availability of resources. The Annual Plan will be a prioritized plan in the light of the likely availability of resources. The National/ State Mission will appraise these Annual Plans and changes in keeping with resource availability could be effected by the National/ State Mission.

2.3.3 While the objective of the **Perspective plan is to assess and Plan for the unfinished UEE agenda** in a particular district, the **Annual plan is an exercise in prioritization.** The perspective Plans of districts would be the basis for placing demand for additional financial resources for UEE in the years to come. As stated earlier, these Plans have to be as per broad norms under SSA. The appraisal teams would ensure that planning is as per nationally/ State accepted norms.

2.3.4 Preparation of Perspective and Annual Plans require creation of capacities at all levels. Besides the teams of resource persons from the National/ State mission, efforts to develop State specific institutional linkage for planning support will also be explored. Consultation with research institutions for undertaking State specific educational agenda has already been initiated. The same would be finalised in consultation with the State governments. The Sarva Shiksha Abhiyan would require support of institutions of proven excellence for research, evaluation, monitoring and capacity building.

2.3.5 The quality of the planning exercise will depend on the efforts at capacity building and the supervision of the planning process. Institutions like Cluster Resource Centres and Block Resource Centres, already established under DPEP and being established under SSA in non-DPEP districts, have to be carefully nurtured to provide capacity for effective planning. **The starting point in any such exercise is for the States to accept the need for careful selection of personnel from the existing governmental functionaries and also to deploy experts on contract from the management costs provided under the SSA.** The National/ State Mission will have a role in selection of personnel in order to ensure objectivity in such processes. It must be reiterated that quality planning process will require institutional reforms that allow local communities to participate effectively in the

affairs of the school. The involvement of the teaching community in the planning process would also be necessary to ensure that the school system emerges as the principal institution for community partnership.

2.3.6 The District Institutes of Education and Training (DIETs) have a Planning and Management unit. **These units have to become fully operational.** The effort at entering into Memorandum of Understanding (MoU) with State governments under the scheme of Strengthening Teacher Education is a step in that direction. As stated in earlier sections, Sarva Shiksha Abhiyan encourages institutional capacity development at all levels. Ultimately, no amount of external supervision by monitoring teams or capacity building teams is a substitute for institutional capacity development at all levels. The CRCs, BRCs and DIETs have a large role in the preparation of perspective and Annual Plans and their systematic capacity development has to be a priority in programme implementation.

2.3.7 EDUCATIONAL MANAGEMENT INFORMATION SYSTEM (EMIS)

The annual plans will make effective usage of Educational Management Information System (EMIS). Every district shall have a EMIS unit. One of the main data system of this unit will be a school based annual information system called District Information System for Education (DISE) and household survey reports. The data compiled by the EMIS Unit should be utilized for the purpose of planning; be it for micro-planning at the grass root level or for the AWP&B of a district/State. DISE based information and analysis throwing lights on infrastructure, facility, access, retention, quality, teacher related issues shall be used in the process of planning and even monitoring, evaluation and mid-course corrections. Teachers' rationalization, prioritization of physical infrastructure and teachers' training issues may be addressed most effectively by usage of DISE data.

2.3.8 The National University of Educational Planning & Administration has developed an Educational Development Index (EDI) to track progress of the States towards Universal Elementary Education (UEE), for Primary and Upper Primary levels as well as for a composite look at Elementary Education. The States shall develop Educational Development Index (EDI) for the district and sub-districts level. The EDI ranking will encourage the States and the districts to improve their performance and have closer look at both the inputs and the outputs of the parameters that affect elementary education to a larger extent. Educational Development index (EDIs) for each district should be calculated and should be taken into cognizance while preparing the AWP&Bs and their appraisals. The EDI for a district clearly indicates the journey a district is to traverse to reach the overall goal of Universalisation of Elementary Education (UEE) which is the ultimate goal of SSA. A study of the related parameters would provide adequate insight to prioritize the activities which will ultimately improve the elementary education scenario in the district/State. It is expected that EDI will also enable more effective targeting of Sarva Shiksha Abhiyan (SSA) to the neediest regions.

2.3.9 SPECIAL FOCUS DISTRICTS

While taking into account the infrastructure gap and other disparities, SSA recognizes the intra-regional, inter State and inter district disparities and is making efforts to address these disparities. A crucial step in this direction is identification of Special Focus Districts (SFDs). These districts are identified based on indicators like large number of out of school children, high gender gap, and infrastructure gap as well as concentration of SC/ST/Minority population. School building and classrooms are sanctioned on need basis to these districts on priority, besides focused scrutiny during Appraisal.

2.3.10 URBAN PLANNING

Urban areas have different problems like multiplicity of service provider, executing a household survey; migrating population, urban deprived children etc. In fact, planning for education of the urban deprived children like street children, rag-picking children, children working in a industry, household, tea shops etc. shall form a part of the annual plan. This shall include diverse context specific plans. The cities with large population (one million and above) shall make separate plans, while other cities and urban areas shall be a separate part of every district plan. The State component shall clearly focus on urban issues.

2.3.11 The detailed instructions on Planning and Appraisal process are contained in the 'Manual for Planning and Appraisal'.

2.4 WHAT A DISTRICT PLAN MUST HAVE

- (i) Large scale participation of women and other disadvantaged groups in the planning process.
- (ii) A clear gender focus in all the activities under the plan. Every intervention must be gender sensitive.
- (iii) A Plan for educational development of children belonging to the Scheduled Castes, Scheduled Tribes.
- (iv) Identification of out of school children and context specific strategy with mainstreaming Plan for them.
- (v) Large scale evidence of school-based activities like Bal melas, Jathas, sports, Maa – beti sammelans, etc.
- (vi) Evidence of
 - (a) interface with elected representatives at all levels
 - (b) process based constitution of committees at each level
 - (c) institutional arrangements for decentralized decision making
 - (d) consultation with teachers
 - (e) community contribution for universal elementary education
 - (f) school mapping and micro planning habitation wise/ village wise/ cluster wise/ urban slum wise/ ward wise
 - (g) joint Bank accounts in each school/VEC/School Committees to receive community contribution and to spend government grants
 - (h) focus on making education relevant to life.
- (vii) Survey of
 - (a) available school facilities, including non-governmental educational institutions;
 - (b) 0-6 age group children and facilities for their education and development;
 - (c) 6-14 group age children through preparation of Education Registers and identification of institution for schooling.
- (viii) Relocation of teacher units taking into account the presence of the non-governmental sector and its impact on school attendance.
- (ix) Assessment of
 - (a) training needs and survey of capacities for orientation and training with existing institutions;

- (b) needs, school-wise/habitation-wise of additional school facilities, teachers, etc.;
 - (c) school wise/EGS centre wise incentives of meals, scholarships, uniforms, free textbooks and notebooks, etc.;
 - (d) teaching-learning materials;
 - (e) Information System;
 - (f) available financial resources and priority of needs.
- (x) Community ownership of the district plan.
 - (xi) A plan for quality education with strategies for capacity building of teachers and trainers; academic support structure, learning enhancement programmes, remedial teaching, classroom processes and continuous comprehensive evaluation and monitoring mechanism for academic aspects.
 - (xii) A plan for:
 - (a) early childhood care and education;
 - (b) children with special needs.
 - (xiii) Incorporation of issues like local specific school timings, etc.
 - (xiv) Reflection of all investments in Plan and Non Plan being made in a particular district for elementary education.

2.5 APPRAISAL OF DISTRICT PLANS

2.5.1 Appraisal of District Plans is critical to the Sarva Shiksha Abhiyan. **The National / State Mission will undertake Appraisal of plans with the assistance of resource teams constituted by the operational support unit of the National / State Mission.** These resource persons will be fully oriented for undertaking the task of appraisal. The Appraisal Missions will undertake regular visits to districts in order to monitor the quality of preparatory activities. The cost of the Appraisal teams will be fully borne by the National/ State Mission. The monitoring and operational support teams at the National/ State level Mission will constitute the Appraisal teams.

2.5.2 Appraisal teams will be jointly constituted by the National and the State level Mission. One of the National Mission nominees could be a representative of the research institution that undertakes responsibility for that State. The National Mission will circulate a list of resource persons on the basis of past experience gathered under the DPEP and Lok Jumbish Project. The nominees of the State Mission will also have to be approved by the National Mission. A checklist of activities will be prepared for the guidance of the Appraisal Team.

For non-governmental representatives in appraisal teams, besides the TA/DA as admissible for government servants, a modest honorarium will be available.

2.5.3 A few salient features of the Appraisal process will be as follows:

- To be conducted jointly by Central and State government representatives in the initial phase, along with experts to be selected by NUEPA/NCERT/SCERT/SIEMAT
- States to undertake appraisal after sufficient institutional capacities are developed through networking with national level institutions

- Assessment to ensure that mobilization has been the basis of planning and plan reflects participatory planning process
- Level of community ownership to be the critical factor in appraisal of plans
- Participation of NGOs, institutions, individuals, Panchayati Raj Institutions and urban local bodies
- Assessment of community contribution in school activities
- Assessment of institutional arrangements for decentralized decision making and capacity building in local resource institutions.
- Assessment of involvement of teachers in the planning exercise

2.6 ALLOCATION OF RESOURCES AS PER APPROVED PLANS

2.6.1 As mentioned earlier, the allocation of resources will depend on the following: preparation of District Elementary Education Plans and their appraisal; commitment of the State government with regard to the State share; performance of the State government regarding resources made available earlier; institutional reforms in States to facilitate decentralized management of education; reports of supervision teams regarding the quality of programme implementation; and availability of financial resources in a particular year. The actual allocation of resources will depend on all these factors. It is likely that districts with poor infrastructure will require more resources. However, the release will also be performance linked. If an educationally backward district does not utilize the resources in the manner intended, it is unlikely to continue to receive a priority. **All the districts of the country will be covered before the end of the Ninth Plan.** Their Plans will also be appraised and resources made available as per the conditions mentioned above. There are no fixed criteria for allocation of resources, as the actual allocation will depend on a large number of factors, including the availability of resources.

2.6.2 The expenditure of a State / UT has to be maintained at the level in 1999-2000. The State share for Sarva Shiksha Abhiyan has to be over and above the expenditure already being incurred at the 1999-2000 level in a particular State. Sarva Shiksha Abhiyan will not substitute State funding for elementary education. In fact, it is expected to encourage States to invest more on elementary education along side a higher allocation by the Central Government. The State level Implementation Society for Sarva Shiksha Abhiyan will certify that the level of investments are being maintained in the State, at the time of seeking further allocation of resources from the Central Government. **The National level Mission will also monitor expenditure on elementary education. NUEPA will provide professional support for regular monitoring of expenditure on elementary education.**

2.7 DETERMINING THE BASE LINE STATUS

2.7.1 Many State specific evaluation studies have been carried out in the past. The National Evaluation of the Operation Blackboard scheme has generated State specific findings on a large number of parameters regarding elementary education. The evaluations of the District Institutes of Education and Training have similarly generated State specific Reports. In a manner these studies give a broad base line picture with regard to the school system and the effectiveness of the teacher training institutions. The National Sample Survey 52nd Round (1995-96), the National Family Health Survey - I and II (1992-93 and 1998-1999) also give us insights on 6-14 age group children attending schools in various States. These studies serve as a State specific baseline for the launch of the Sarva Shiksha Abhiyan. Besides these,

provision for base line studies focusing on the local context has been provided as part of the preparatory activities. Base line achievement tests would be undertaken by the NCERT in the non-DPEP States on a priority, to ascertain the current levels. The National and the State Mission will monitor on the basis of these established base lines.

2.7.2 Besides the State level Baselines, the Sarva Shiksha Abhiyan provides for conducting Base line assessment Studies as a part of the preparatory activities in each district to be covered under SSA. These studies have to be diagnostic in nature so that these studies contribute to the planning process by taking note of the local context. NCERT will provide technical guidance.

2.8 SUPERVISION OF ACTIVITIES

2.8.1 Sarva Shiksha Abhiyan requires regular supervision of activities. **Ideally, the CRCs, BRCs, DIETs have to be developed effectively to carry out supervision activities.** Supervision teams will be periodically sent by the National/ State Mission usually once in six months. **Such supervision visits would also include the State specific independent resource/ research institution (Monitoring Institution) that has undertaken the task of monitoring and supervision in that State/ UT.** Theme specific supervision visits besides the overall assessment visits would also be undertaken. Classroom observation by resource persons has also been provided for. States will work out their supervision/ appraisal/monitoring and research Plans, based on the indication of resource availability as per the norm approved for such activities under the SSA (Rs.1500 per school per year). This amount would be divided among the National/ State and District Mission under Sarva Shiksha Abhiyan. Rs.200 per school will be spent at the National level. The Executive Committee of the State SSA mission will decide regarding the balance amount to be spent on monitoring, research, supervision and evaluation at the various levels, from the school to the State level.

2.8.2 Two supervision visits of at least three days each would be undertaken by the National/ State level Mission each year, to each of the States. Initially these supervision teams will be constituted by the National Mission in partnership with the States. Subsequently, States will constitute their own supervision teams. Each Supervision team will have four Members, two from the State Mission and two from the National Mission. Representatives of National Resource institutions, State specific research institutions and University Departments of Education would be encouraged to participate in the supervision team. The non-governmental representatives who undertake supervision visits will be entitled to modest honoraria, over and above the TA/DA.

2.8.3 The visits will be coordinated by the State and the National Mission of Sarva Shiksha Abhiyan. Suitable supervision formats will be designed through special workshops to be organised by National /State level resource institutions. Resource persons involved with training of teachers will also undertake classroom observation. A modest honoraria may be provided for non-governmental/ retired resource persons involved in this work. Members of DIET will be entitled to TA/DA for such visits.

2.9 PROCEDURE FOR RELEASE OF FUNDS

2.9.1 Sarva Shiksha Abhiyan is conceived as a long-term partnership between the Central and the State/UT Governments. The procedure for release of funds incorporates this idea of a partnership. Under the programme of Sarva Shiksha Abhiyan, the districts will prepare their proposals through a community owned Pre-Project phase, broadly

based on the Framework for Implementation. The State level Implementation Society for Sarva Shiksha Abhiyan will forward these proposals to the National Mission of Sarva Shiksha Abhiyan for release after appraisal by a joint team. **The Central Government will release the funds directly to the State Implementation Society.** The State Governments have to give written commitments regarding its contribution towards the Sarva Shiksha Abhiyan.

2.9.2 After preparation of the District Elementary Education Plans, the perspective as well as the Annual Plans will be jointly appraised by a team of experts constituted jointly by the National and the State level implementation Society. The Governing Council of the National Sarva Shiksha Abhiyan Mission has empowered the Project Approval Board under the chairmanship of the Secretary of the department to approve the Annual Plan on the basis of the appraisal report, the recommendation of the State Implementation Society, the availability of Central Plan funds, and the commitment of the State government regarding financial resources. The recommendation of the State level Implementation Society must also be accompanied by a commitment of the State government to transfer its share to the State Society within thirty days of the receipt of the Central contribution, as per the approved sharing arrangement. The release of the first installment to the State/UT will be processed after receipt of these written commitments. The appraisal and approval of Plans should be completed in time for the first installment, to meet the proposed expenditure of the first six months, to be released by 15 April. Some departure from this norm would be necessitated in the first year of programme implementation.

2.9.3 *There would be two installments each year: one in April for expenditure between April and September and the second in September for expenditure between October to March.* The Government of India would release an ad-hoc grant in April every year. **(Ref. PAB decision of 88th Meeting held on 6.12.2006)** This will be subsequently adjusted based on the approval of AWP&B for the Year. A supervision visit to the programme implementation districts will be undertaken by a pool of resource persons selected by the National/State Mission, before the second installment is processed. The second installment will be based on the progress in expenditure and the quality of implementation. The utilization certificates from the districts to the States and to the National Mission for funds released in the first installment would become due at the time of the release of the first installment in the subsequent year.

CHAPTER -III

MANAGEMENT STRUCTURE FOR PROGRAMME IMPLEMENTATION AND INTEGRATION WITH CURRENT EFFORTS

3 MANAGEMENT STRUCTURE AT THE NATIONAL LEVEL

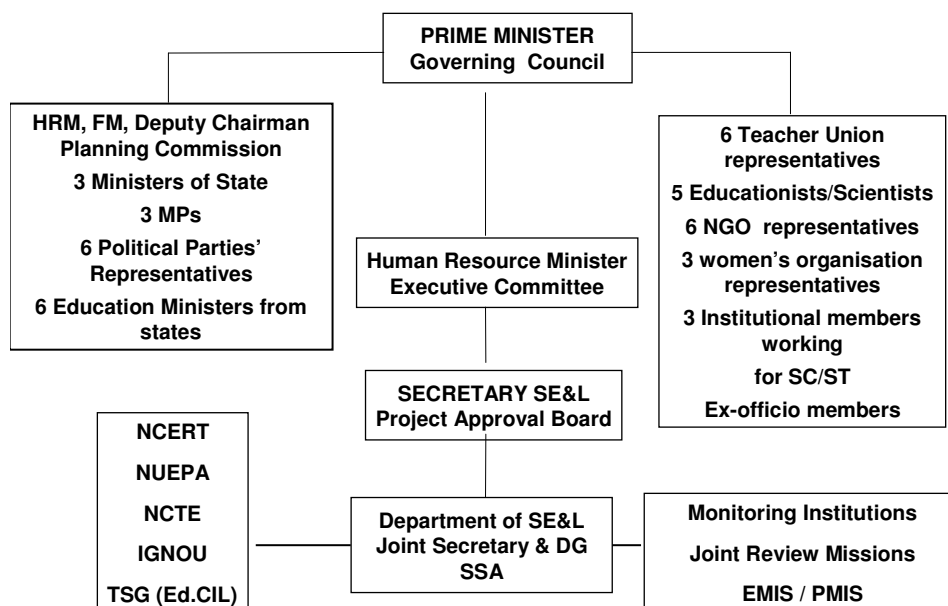
3.1 One of the basic features of the Sarva Shiksha Abhiyan is that the mainstream structure is primarily being used for implementing the programme. **A separate Department of School Education and Literacy has already been created for this purpose.** In order to facilitate convergence and a holistic perspective, a Bureau of Elementary Education (SSA) has been constituted. The Government of India vide Resolution No. F.2 - 4/2000 - Desk(EE) dated 2nd January, 2001 has set up the National Mission for Sarva Shiksha Abhiyan under the Chairmanship of the Prime Minister. **A copy of the resolution dated 2nd January, 2001 is enclosed at Annexure – I.**

3.2 At national level the Mission would include the following bodies:

- (i) The Governing Council**
- (ii) The Executive Committee**
- (iii) The Project Approval Board**

3.3 The Governing Council at the National level is headed by the Hon'ble Prime Minister with the Human Resource Development Minister as the Vice-Chairman. The Executive Committee has been constituted under the Chairmanship of the Hon'ble Minister of Human Resource Development. The Minister of State for HRD (School Education) is the Senior Vice Chairman and the Secretary, Department of School Education and Literacy is the Vice-Chairperson of the Executive Committee. **The Project Approval Board has been constituted under the chairmanship of the Secretary of the Department.** The Joint Secretary (Elementary Education) has been designated as Director General of the National Mission of Sarva Shiksha Abhiyan, who is ex-officio Member Secretary of the General Council and the Executive Committee.

SSA National Mission



3.4 POWERS AND RESPONSIBILITIES OF GOVERNING COUNCIL

3.4.1 As per the notification No. F 2-4/2000-EE-3 dated 3.12.04, the Council shall be the apex policy planning body for elementary education in India. Within the budget provision approved by Parliament, the Council shall have full autonomy for their utilization. More specifically, the Governing Council would:

- (i) Review the implementation progress of SSA in various States;
- (ii) Give overall policy guidance and direction regarding the objectives for better implementation;
- (iii) Give directions, as may be necessary, to the Executive Committee;
- (iv) Call for special reports on specific issues of national/regional importance;
- (v) Suggest for convergence between other programmes and schemes of other Departments/Ministries that impact on children's education;
- (vi) Help strengthen Centre-State partnership in implementation of SSA;
- (vii) Help strengthen the involvement of elected political leadership, voluntary agencies and the private sector in the Mission for achieving Universalization of Elementary Education;
- (viii) Provide guidance and directions to the Executive Committee.

(Ref GOI. Notification No.F2-2/2005-EE-3 dated 30-5-2005)

3.5 POWERS AND RESPONSIBILITIES OF THE EXECUTIVE COMMITTEE

3.5.1 As per the notification of the National Mission for SSA, the Executive Committee shall carry out all the functions of the Sarva Shiksha Abhiyan National Mission in accordance with the policies and guidelines laid down by the Governing Council. Powers and responsibilities of the Executive Committee would include:

- (i) To conduct a regular review of the progress of implementation of SSA in the country;
- (ii) Approve modifications in the norms, including financial norms of SSA intervention, as may be necessary;
- (iii) Discuss and devise meaningful involvement of Panchayati Raj Institutions and voluntary organizations in the planning and implementation of SSA;
- (iv) Promote convergence of SSA with other programmes and schemes of the education department;
- (v) Provide guidance for functioning of the Project Approval Board, and
- (vi) Constitute the national level sub-missions and supervise their functioning.
(Ref GOI. Notification No.F2-2/2005-EE-3 dated 30-5-2005)

3.6 POWERS AND FUNCTIONS OF THE PROJECT APPROVAL BOARD

3.6.1 The Project Approval Board was constituted in August, 2001 mainly for scrutinizing and approving the perspective and annual work plans of States, Districts and other institutions implementing Sarva Shiksha Abhiyan. The powers and functions of the National Mission delegated to the Project Approval Board are:

- (i) Discuss and approve the Annual Work Plan and Budget of SSA (including DPEP, NPEGEL and KGBV, wherever applicable) for districts, and States / UTs of the country;
- (ii) Provide administrative clarifications and instructions regarding SSA norms and implementation procedures;
- (iii) Discuss, formulate and recommend changes in norms, including financial norms to the Executive Committee;
- (iv) Review the implementation of SSA NPEGEL, KGBV and DPEP in each State/UT through half-yearly meetings with Education Secretaries/State Project Directors of each State/UT and /or other mechanisms;
- (v) Suggest proposals for modifications in the SSA Framework for Implementation to the Executive Committee as and when required, in consultation with States/UTs;
- (vi) Discuss with representatives of State Government/State Implementation Societies matters of educational policies and reforms that impact on SSA implementation or the progress towards UEE, and
- (vii) The PAB would also discuss matters of inter-departmental coordination and convergence in elementary education.
(Ref GOI. Notification No.F2-2/2005-EE-3 dated 30-5-2005)

- 3.7** The Directors / Deputy Secretaries of the National Mission will also work as the Deputy Director Generals of the National Mission under the overall supervision of the DG. Each Director / DS shall have specific functional and geographic responsibility. **The functional areas may include – i) Monitoring, MIS, Research, evaluation, and operational support; ii) Gender, ECCE, children with special needs, and special focus groups; iii) Pedagogy and capacity development for quality, Teacher Education; iv) EGS, alternative and innovative education, education of urban deprived children; v) Teacher recruitment, rationalization and other policy matters; vi) Planning and community mobilization; vii) Budget, Accounts, Annual Reports and Audit; viii) Civil works and development of school facilities.**
- 3.8** **The Under Secretaries and the Section Officers in the Elementary Education Bureau, along with the Office Staff, etc. will be part of the National Mission.** In order to facilitate effective monitoring and operational support for MIS, a monitoring and operation support unit will be established from the existing staff and by appointment of a few need-based Consultants as per rules. The management costs approved for the National Mission will be utilized for engaging the Consultants and establishing the monitoring and operational support unit. The operational support unit will work very closely with the National Resource institutions providing the professional support.
- 3.9** **The National Mission has a major role to play in developing capacities.** In order to facilitate such a process, demand-based capacity development visits would be organized by the National Mission, in consultation with the State Missions. State Missions would also play an important role in meeting the capacity development needs of the districts as per their requirement. The professional and operational support institutions will also regularly interact with State Implementation Societies and districts to ascertain the capacity development needs. Flexibility in meeting the capacity development needs is critical to the success of Sarva Shiksha Abhiyan.
- 3.10** **The National Mission has the role of disseminating good practices across the States.** This will include encouraging Study visits and regularly publishing such good practices. The monitoring and operational support unit of the National Mission will respond to the demand from States and districts. It will have the flexibility of sending monitoring teams at short notice. The National Mission will constantly update lists of experts in functional and geographical areas in consultation with State Implementation Societies. The list of experts would be periodically placed before the Executive Committee for approval.
- 3.11** ***The Executive Committee of the National Mission of SSA in its first meeting held on 23rd March, 2005 approved constitution of six Sub-Missions at national level to develop, implement and review certain specific aspects of Sarva Shiksha Abhiyan. Accordingly, the following six Sub-Missions have been constituted:***
- (i) Sub-Mission on Provision of basic minimum conditions including physical infrastructure and teachers.
 - (ii) Sub-Mission on Training of teachers and strengthening of academic support institutions (and other aspects of quality improvement).
 - (iii) Sub-Mission on Defining learning outcomes and assessment/monitoring of students' achievement levels.

- (iv) Sub-Mission on Capacity building for planning, management and monitoring.
- (v) Sub-Mission on Education of disadvantaged groups including SC/ST/Minorities/urban deprived children and disabled children. Issues for achieving UEE in urban areas.
- (vi) Sub-Mission on Social mobilization, community involvement and role of PRIs.
(Ref-OM no. F-2-46/2005-EE.3 dated 20/12/2005)

3.12 A Task Force has been constituted for each Sub-Mission with representatives for government/ ministries/ departments, institutions like NUEPA/NCERT/NCTE and individuals representing resource institutions and voluntary organizations and consultants of the Technical Support Group of SSA.

3.13 Each sub-Mission would review the performance of States on the dimensions allocated to it. The Sub-Mission could also suggest and facilitate capacity building exercises that may be State-specific or in the nature of cross-State sharing workshops to promote best practices. Each Sub-Mission would prepare a half yearly report that would be discussed in the Executive Committee. The sub-Missions would be supported by the Under Secretaries, Desk Officers, Section Officers and staff in the Elementary Education Bureau.

3.14 *For ensuring that there is widespread consultations and involvement of experienced academic and practitioners, some resource groups/advisory committees have already been formed:*

- (a) National Resource Group for SSA (for quality improvement)
- (b) Research Advisory Committee and Research Approval Committee (for identifying subjects for research and approving proposals for conduct of research/evaluation.
- (c) National Resource Group on EGS & AIE (for guiding and reviewing interventions under the EGS & AIE scheme
- (d)** National Resource Group for Mahila Samakhya, KGBV& NPEGEL

3.15 ROLE OF TSG

The Technical Support Group in Ed.CIL is 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 to national level and State level. Accordingly, the service agreement between Ministry of Human Resource Development and Educational Consultants India Limited (Ed.CIL) for providing technical support at national level and State level for the implementation of the SSA programme was entered into for the establishment of Technical Support Group in Ed.CIL. Technical Support Group is 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 Technical Support Group also provides capacity building at State/District level to various functionaries in the above functional areas.

3.15.1 Clause 6 of the Service Agreement between the Ministry and Ed.CIL provides for the submission of an Annual Work Plan & Budget for its technical support services. The Project Approval Board of SSA, approves the Annual Work Plan and Budget for the Technical Support Group for the programme in Ed.CIL, each year.

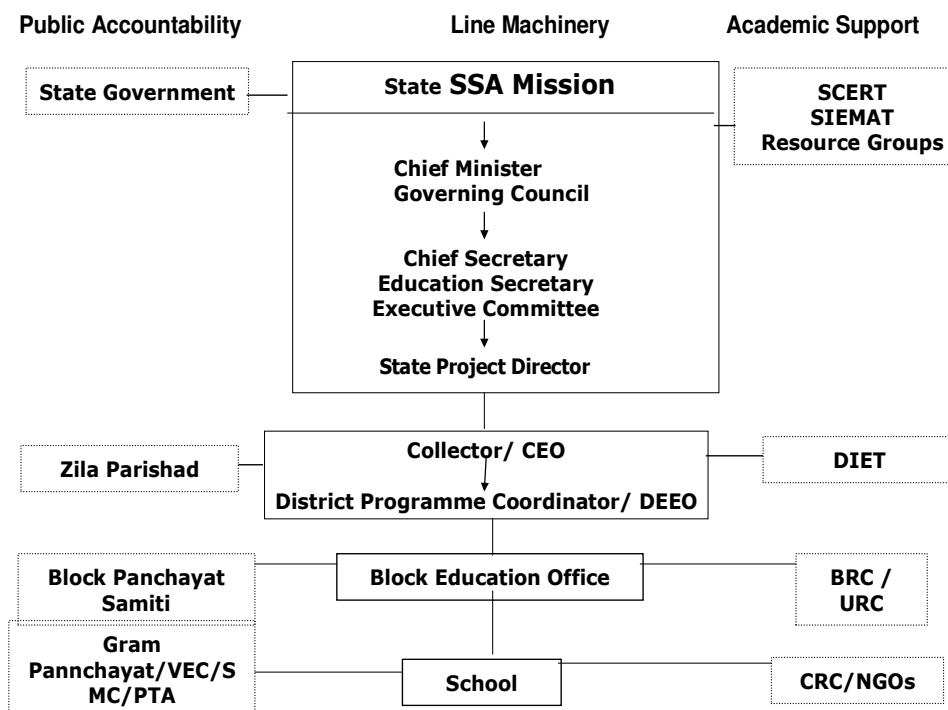
3.15.2 In addition to the regular assignments, the experts engaged in Technical Support Group of Ed.CIL scrutinizes the various study reports, review reports, evaluation reports etc. submitted by other organizations and take further follow up action, as this expertise is not available in the Ministry.

3.16 STATE MISSION AUTHORITY

3.16.1 There would be a State Mission Authority for UEE. All activities in the elementary education sector, including the implementation of the revised NFE programme, should be under one Society. This would facilitate decision making at the State level. The Mission mode signifies a focused and time bound arrangement for decision-making and the presence of representatives of Planning and Finance on these bodies at the State level would facilitate this process. The Governing Council could be headed by the Chief Minister and the Executive Committee by the Chief Secretary/ Development Commissioner/ Education Secretary. Representation of Finance and Planning Departments on the Governing Council and the Executive Committee would facilitate decision-making.

3.16.2 Department of Rural Development's involvement will facilitate the process of mobilizing additional resources under the rural employment programmes for school infrastructure development. Further for better inter-sectoral convergence, Department of Women & Child Development for early childhood care and education support, Department of Labour for addressing issues of children who are out of school, Department of SC and ST welfare to focus on issue of SC, ST children, Department of Urban Planning and Development for delivery of education in urban areas and addressing issues of urban deprived children shall form part of the Executive Committee of the State Mission for SSA. Involvement of NGOs, social activists, university teachers, teacher union representatives, Panchayati Raj representatives, and women's groups would help in ensuring full transparency to the activities of the Mission. Ministry of Human Resource Development would be represented both on the Governing Council and the Executive Committee.

SSA STATE MISSIONS



3.17 Sarva Shiksha Abhiyan allows the engagement of professional on contractual terms, subject to the ceiling on management costs. However, the engagement of professionals has to be done after taking stock of the available manpower. The professionals have to work to strengthen capacities in the mainstream. This would require serious effort and possible restructuring of command structures in many States. Sarva Shiksha Abhiyan would encourage all efforts at restructuring that contribute to effective decision making and efficiency. The accountability framework of institutions has to be considerably strengthened. This calls for adoption of strict selection criteria while posting officials to institutions like DIETs and SCERTs. The Memorandum of Understanding (MoU) with States under the scheme of Teacher Education is already highlighting this need for priority to institutional development.

3.18 Management cost up to 6 percent of the total programme cost has been provided. It can be used for the following tasks - engagement of experts for specific tasks and specific periods; data collection and EMIS operationalization and maintenance; office expenses like stationary, telephone, fax, photocopiers consumables, postage, POL, vehicle hiring, TA/DA of functionaries; cost of persons allowed to be engaged on contract basis for the programme duration; recurring contingent and miscellaneous costs. For specific tasks, experts may be hired for a given time frame, to provide support to the mainstream educational management structure. Before hiring experts, it will be mandatory for districts/States to assess the existing strength. There would be areas like MIS, pedagogy, teacher training, research and evaluation, community mobilization, gender sensitization, civil works, alternative schooling, that may require infusion of experts. The actual requirement would depend on an assessment of the existing structure. In a State where institutions like SCERT, DIETs, etc. are already fully and effectively functional, such requirements will be minimal.

3.18.1 Within the 6% of the management cost upto 2% of the outlay will be available for implementation of the Learning Enhancement Programme (LEP). Experience of elementary education project implementation suggests that a core team of 7-8 persons at the district level and a team of 3-4 persons at the Block level is required for effective implementation. This team will be constituted by selection from existing staff, as far as possible. Full time workers on secondment (as in TLCs, with government's permission), deputation from other government departments, would be encouraged to work as part of the district and block level teams for UEE. After assessment of needs and existing availability of manpower, decision regarding contractual appointments would be taken in consultation with the State level Authority. All contractual appointees will be engaged for a specified time period by the State level Implementation Society (and not by the government) and shall work within the institutional framework. The selection process of professionals hired on contract (within the 6 percent management cost) has to be very rigorous. Selection should be done by expert committees specially constituted for the purpose.

3.18.2 The management costs should be periodically monitored to ensure that it is within the ceiling of 6 %. Sustainability of such costs has to be taken into account at the time of incurring them.

(a) In the course of implementation of the programme, it was observed that in some districts of the North-East and the Union Territories where the district plan size is very small, the 6% ceiling in management cost is not adequate to carry out the district level project management activities. The amount available in many cases is small and atleast a minimum of Rs.20.00 lakh per district would be required for project management. Therefore, in these districts, where district plan size is very small, the management cost could be utilized upto Rs.20.00 lakh per district subject to the overall ceiling of 6% being maintained at State level.

(Ref No.F.2-3/2005-EE.3 dated 11th July, 2007)

(b) Further, there are certain States/Districts that do not spend 6% of management cost. These States/Districts will be entitled for taking up specific Learning Enhancement Programme upto 2% of the total management cost within the ceiling of 6% management cost.

(Ref No.F.2-3/2005-EE.3 dated 29th August, 2007)

3.19 **An illustrative management structure had been provided under the DPEP. The effort will be to first identify the existing strengths and weaknesses of the implementation team at the district, Block, Cluster and habitation level.** The requirement of additional staff will be worked out on the basis of this assessment. In the preparatory phase itself, identification of likely BRC and CRC coordinators from among the teachers should begin. In fact, this team should start functioning from the preparatory phase itself by deputation, if need be. This team of up to 20 teachers could provide useful support to the planning process at the Block and Cluster level. ***In urban areas academic support would be provided by Urban Resource Centre (URC) and Cluster Resource Centre (CRC).***

3.20 Normally, States find lack of sufficiently trained personnel to handle MIS and community mobilization related activities, from the existing staff. Gender related interventions have also required the engagement of persons on contractual appointment. While making an assessment of manpower needs, districts must assign the top most priority to engaging experts for MIS, community mobilization and

gender related interventions. In context specific situations, engagement of experts on tribal education, education of SC children, minority children, education of children with special needs, etc., may also be considered. Similarly, in States where the institutional capacity for quality interventions is weak, engagement of experts on pedagogy, teacher training and computer aided learning may also be considered.

3.21 Effective management of accounts also requires effective training and capacity building of personnel through specialized training on financial management and procurement procedures, the details of which are available in the Manual on Financial Management and Procurement, under SSA both at State and district level besides occasionally strengthening of the financial management machinery at the Block levels.

3.22 As regards requirement of vehicles, the policy should be to hire vehicles as per need, unless such a practice is not feasible in any particular area. Even in case purchase of vehicles is permitted, no new post of driver should be created. Such purchase of vehicles would only be as substitution of condemned vehicles. In any case, prior permission of the National Mission will be mandatory for any decision regarding purchase of vehicles.

3.23 The implementation team under the Sarva Shiksha Abhiyan will work within a framework of decentralised management of education with full accountability to the community. The Panchayati Raj Institutions and School level Committees will be involved in the programme implementation, along with the mainstream structures.

3.24 STATE COMPONENT UNDER SARVA SHIKSHA ABHIYAN

3.24.1 SSA provides for support at State level from the 6% management cost as also the funds for Research, Evaluation, Supervision and Monitoring at State level. The cost of State level orientation and training programmes can be built into the District Plans at the State level. This does not imply that there will not be a State component. The State component has to be integrated with the needs of the district. The objective of the State component is to facilitate programme implementation and provide support for capacity development at all levels.

3.24.2 Effective monitoring would also require a system of intensive review and planning mechanism at the State level. The State level team will constantly undertake field visits to ascertain the quality of programme implementation. Information systems to monitor progress with regard to SSA objectives, effective structures for financial management and audit, support to districts for capacity development, are some areas that require continuous partnership with the State level team.

3.24.3 The management structure under the Sarva Shiksha Abhiyan at all levels has to be accountable to the State specific arrangements for decentralised management of education. This would require full transparency in all activities. Since the effort is to strengthen the mainstream structures, SSA would involve investment for human resource development among the education department functionaries. Exposure visits, orientation programmes for capacity enhancement, working with Non Governmental Organisations, developing partnerships with elected representatives for universal elementary education, focus on special educational needs of focus groups, capacity for implementation of quality related interventions, will be integral to the management structure. Partnerships like the Total Literacy Campaign management structures within the overall Panchayati Raj/ Tribal Autonomous Council set-up will be required to build an effective management system.

3.24.4 The State level team also has to encourage diversity across districts and document good practices so that they could be adopted in other regions.

3.24.5 Management of Accounts and Audit has also to be an important area requiring attention at all levels. Proper maintenance of books of accounts at all levels, generation of financial progress reports, utilisation certificates, financial and social audit of interventions, transparency about findings, systems of continuous improvement will have to be developed to sustain effective programme implementation.

3.25 ILLUSTRATIVE MANAGEMENT STRUCTURE AT STATE, DISTRICT AND SUB-DISTRICT LEVELS

3.25.1 The Sarva Shiksha Abhiyan allows States/ UTs to have their **own management structures**, respecting the diversity that exists in these structures across the States. This, however, does not mean that decentralisation will not be monitored. In fact, the effort is to empower schools to take their own decisions, within the overall management context of a State/UT.

3.25.2 The States have to set up the **State level Implementation Society**. In DPEP States, it is likely that the existing DPEP Society will be suitably modified to meet the needs of UEE. In other States/UTs either new Societies are being set up or existing Societies like the State Level Mission Authorities for literacy are being suitably modified. The linkage with the mainstream educational administration set up has been emphasised. **An indicative management structure of SSA at State level is given at Annexure-II.**

3.25.3 The State level Implementation Societies have to have **effective monitoring and operational support units**. Creation of an effective EMIS unit, a team of experts to provide support in specific functional areas, regular monitoring, supervision and appraisal activities, etc. will have to be organized at the State level Implementation Society. These structures could come up from the 6 percent management costs available under SSA. While doing so, States have to ensure that the educational mainstream has to be totally involved in programme activities. This however, does not rule out the requirement for specific strengthening of the machinery by infusion of experts.

3.25.4 Each State would like to re-organize the **State level set up in the mission mode**. Like the National Mission, the State level Mission will have to carry out a large number of monitoring and operational support tasks. In the DPEP states, such support may be provided by the existing State level set up. State level Programme Support Unit will have to be established in non-DPEP States. This office, suitably strengthened, will have the added responsibility of implementing Sarva Shiksha Abhiyan.

3.25.5 District and Sub district units will similarly be set up by the State. **An indicative management structure of SSA at District level is given at Annexure-III.** As mentioned in the section on community planning process, creation of a district, Block and Cluster level teams comprising governmental and non governmental persons would go a long way in establishing effective structures. **The academic support at sub-district levels is provided by Block Resources Centres (BRC) at block level and Cluster Resource Centres (CRC) at cluster level. In urban areas the academic support at sub-district level would be provided by Urban Resource Centre (URC) and at cluster level by Cluster Resource Centre. If the**

municipality or town development authority has academic staff, they may be deployed in the URCs/CRCs. The District Project Office (DPO) in association with the DIET/DRC in the district would collaborate with all these URCs/BRCs and CRCs for planning and implementation of activities.

The selection of the core team has to be very careful, as that would determine the quality of programme implementation. Setting up of EMIS team has to be done on priority in order to put in place an effective MIS. The infusion of additional contractual staff will only be after an assessment of the existing staff strength. Effort will be made to involve representatives of Non Governmental Organisations with proven excellence while constituting teams for programme implementation at various levels.

3.26 ROLE OF NON GOVERNMENTAL ORGANIZATIONS IN SARVA SHIKSHA ABHIYAN.

3.26.1 Sarva Shiksha Abhiyan conceives a vibrant partnership with Non Governmental Organizations in the area of capacity building, both in communities and in resource institutions. These partnerships will require nurturing through an on going partnership in activities. The Research, Evaluation, Monitoring activities under the Sarva Shiksha Abhiyan is proposed to be done in partnership with institutions/NGOs. This would improve transparency of programme interventions and would also encourage a more open assessment of achievements.

3.26.2 In the education sector, non-governmental organizations have been making very meaningful contributions. Work related to pedagogy, mainstreaming out of school children, developing effective teacher training programmes, organising community for capacity development for planning and implementation, expressing gender concerns, work in the sphere of disability among children, are some such examples.

3.26.3 Their partnership is conceived in three ways:

- (a) through direct funding by Central and State Governments;
- (b) through funding activities by identified National and State Resource Institutions;
- (c) through participation in community activities funded by Village Education Committees.

3.26.4 NGOs can discharge a very useful role in advocacy as well as accountability of the Sarva Shiksha Abhiyan.

3.26.5 *Sarva Shiksha Abhiyan emphasized the need for participation of civil society, NGOs and other expertise outside Government in implementation of the Sarva Shiksha Abhiyan (SSA). A set of the guidelines on the issue are listed below:*

- (i) Activation of grants-in-aid committees responsible for clearing proposals for financial assistance to NGOs in all States. Also, encouraging States to involve NGOs in the implementation of interventions like EGS, alternative education, integrated education for disabled children, strategies for urban deprived children, social mobilization etc.
- (ii) Promoting the involvement of Civil Society Organizations, NGOs and interested individuals in the implementation of innovation activities where area-specific activities are to be introduced. Programmes for teacher training, community training, remedial teaching, science popularization, reading promotion, environmental

awareness, health, hygiene and sanitation awareness, life-skills based education could be allocated for implementation by the non-government sector.

- (iii) Encouraging State, district and block level structures to use the services of professionals/volunteers who are willing to help out in the process of planning, management and monitoring. This would provide an opportunity to educated youth, college and high school teachers, retired government servants, volunteers from NGOs to join the SSA Mission and contribute to the UEE effort in the State SSA programme. These individuals could be selected and placed against agreed terms of reference at school/village/block/district level, as per approvals of the State SSA Mission's Executive Committee. This could be funded through the Research, Evaluation, Monitoring and Supervision fund available on a per-school basis. Later this could also help in preparation of school level development plans and more decentralized and autonomous target setting at the school level.
- (iv) Encouraging involvement of the private sector through replication of successful public-private partnership initiatives e.g. school adoption programmes.
- (v) Facilitating secondment/deputation of government or private sector or university/college personnel interested in working in elementary education to the SSA Mission of state/district level. This had been a very useful measure in the early years of the National Literacy Programme.
- (vi) Each State could be asked to indicate the set of SSA activities proposed to be implemented by civil society organizations, interested workers like college teachers, self-help groups, NGOs, cooperatives and private sector organizations.
- (vii) Introducing measures for public reporting of funds received and spent with details of activities undertaken at the State and district levels. Public report of progress in implementation of activities as well as overall outcomes like enrolments, dropout rates, achievement levels of children would also be suggested. This should then take the shape of state, district, block and school/village level progress cards on selected indicators that define the progress towards achieving UEE.

(Ref No.D.O.No.2-2/2005-EE.3 held on 4th July,2005)

3.26.6 A component for Assistance for Experimental and Innovative programmes for the Education at the Elementary stage including Non-Formal Education is being implemented by the Ministry directly to fund the Non-Government Organization (NGO) for implementing a variety of experimental and innovative projects. The overall aim of this scheme is to promote experimentation and innovation for the achievement of goals spell out in National Policy on Education(NPE) for Universalisation of Elementary Education(UEE).**Within this overall aim, the specific objectives of the scheme are as follows:**

- a) To identify agencies which can take up experimental and/or innovative programmes in furtherance of the goals set out in NPE/POA;
- b) To provide financial and administrative support to the selected agencies for the activities taken by them;
- c) To review and evaluate the work of the agencies taking up experimental and/or innovative programme: and
- d) To disseminate the findings in respect of methods, processes and outcomes in respect of the various programmes of experimentation and / or innovation.

3.26.7 The scheme envisages constitution of Grants in Aid Committee (GIAC) at the national level which includes representatives of different Ministries /Departments of the GOI experts and representatives of resource institutions and a few voluntary

Agencies. The GIAC is chaired by Secretary, School Education and Literacy. **A copy of the detailed guidelines of the scheme is enclosed at Annexure-IV**

3.26.8 Under the Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE), it has been decided to fund NGOs (other than experimental and Innovative Projects) **through State Implementation Societies.**

3.26.9 For participation of NGOs the mechanism is decentralized and the scheme mentions -The state society should constitute a Grants-in-aid Committee (GIAC) which would include two representatives of the Government of India. The GIAC would also include one non-official representative of the GOI. It is mandatory that GOI will be represented in all State GIAC meetings. ***This committee will examine the Voluntary Agency (VA) proposals on the parameters of:***

- a) Credibility and background of the Voluntary Agency (VA)
- b) How the VA proposal fits into the overall block/district plan for coverage of all out of school children?
- c) Whether all processes for starting EGS and AIE including micro planning constitution of PRIs/VECs, analysis of the number, age group and background of out of school children has been conducted?
- d) Is the strategy adopted by the VA appropriate
- e) Other procedural requirements for release of grant in aid.

3.26.10 The GIAC at the State level should consider all VA proposals that are sent to the State level as a part of the district plan. If some VA proposals are not recommended at the district level, they should still be forwarded to the State level by the District Committee, with clearly recorded reasons. After GIAC recommendation, the entire district proposal (including the VA component) would be considered by the State society.

3.26.11 The State may approve the proposals of Voluntary Agency at the state level GIAC provided the AWP&B of the state has been approved by the Project Approval Board of GOI.

3.26.12 An MOU would be signed by the State Implementing Society and the VA which would clearly state the terms of reference regarding implementation, academic support and monitoring, release of fund to the VA etc.

3.26.13 It will also be possible to record the contribution of NGO Projects in the District Elementary Education Plans, as their interventions would also be made in the DEEP. It will facilitate transparency of NGO activities also. Substantial partnership of NGOs is conceived through community organizations like VEC, PTA, MTA, SMCs, etc. This is suggested so that NGOs actually participate in building capacities in the community. Efforts to explore a longer-term partnership with NGOs with a well-defined arrangement for continuity will be encouraged.

3.27 MAJOR CENTRAL INTERVENTIONS AND THEIR INTEGRATION WITH SSA

3.27.1 There have been several innovative schemes in the sector of elementary education following the National Policy on Education in 1986 such as Operation Blackboard, Teacher Education, Non Formal Education, Mahila Samakhya, National Programme for Nutritional Support for Primary Education, State Specific Education Projects in Bihar, Rajasthan, UP and Andhra Pradesh and DPEP in 248 districts of 18

States. It is proposed to integrate these in the fold of Sarva Shiksha Abhiyan in the following manner:

- (i) **Operation Blackboard:** Operation Blackboard aimed to improve physical infrastructure of education whereby school space was expanded and more teachers provided. However, Operation Blackboard could not cover the entire spectrum of schools. The SSA will qualitatively improve and expand the existing structure. No fresh teacher recruitment will take place under OBB once SSA programme is operationalized. Support for teachers' salaries under OBB will; however, continue as per the OBB scheme where teachers have already been appointed under that scheme, till the end of the IX Plan. In NE States OBB Teachers' salary was allowed upto X Plan. **Efforts to access funds for classrooms from rural/urban employment schemes will continue to be made, even though earmarking is no more applicable to these funds. The scheme seized to exist with effect from 1.04.2002**
- (ii) **Strengthening of Teacher Education:** The revised scheme of Teacher Education provides for a Memorandum of Understanding with the States in order to ensure that they receive priority attention of State governments, especially with regard to filling up of vacancies through a rigorous selection criteria. The scheme will be a part of the SSA framework till the end of the IX Plan, after which it will merge in the SSA programme. This will supplement the DIETs, which provide guidance at district level. The revised Teacher Education Scheme provides for strengthening of SCERTs. Support for SCERT will continue under the Teacher Education Scheme.
- (iii) **National Programme of Nutritional Support for Primary Education:** Evaluation of the National Programme of Nutritional Support for Primary Education indicates that the supply of food grains leads to improvement in student attendance while raising their nutritional standard. **It is proposed to continue the scheme with suitable modifications, in consultation with States.**
- (iv) **Mahila Samakhya:** Evaluation studies on the Mahila Samakhya approach indicate the progress made in empowerment of women. This in turn generates demand for elementary education of girls. There is a need to further strengthen these linkages with basic education of girls by giving women's groups a more active role in the management of the school. Though the scheme of Mahila Samakhya will retain its distinct identity at the State and the district level, **it will provide support for the planning and implementation of SSA in districts implementing Mahila Samakhya.**
- (v) **Education Guarantee Scheme and Alternative and Innovative Education:** Studies on the Non-Formal Education scheme have pointed out the lack of flexibility which impedes effective implementation across different States. Efforts to provide for a diversity of interventions have been made in the revised scheme that has been approved recently such as setting up of Education Guarantee Schools, Alternative Schooling facilities, Balika Shikshan Shivar, 'Back to School' camps, etc. The restructured NFE scheme called EGS and AIE will be a component of the SSA and be absorbed in it by the end of the IX Plan. **SSA programme will provide planning and management support to operationalise the EGS and AIE scheme.**
- (vi) **District Primary Education Programme (DPEP):** DPEP districts indicate that decentralised planning and implementation facilitates community involvement in the process of school management. DPEP has met with varied degree of success in different States. Some have availed of DPEP benefits and have improved their elementary education sector. A large number of teacher vacancies have been filled

up in many DPEP States. Setting up of Block and Cluster Resource Centres has facilitated academic interaction among teachers. Development of new textbooks with the participation of teachers and experts has been encouraging in most DPEP States. All DPEP districts would also be part of the SSA framework. Efforts to prepare comprehensive District Elementary Education Plans will be made in DPEP districts. **The focus will be on vertical expansion into Upper Primary Education and on consolidation of the primary schooling efforts.**

- (vii) **Lok Jumbish Project:** Under the LJP, evaluation studies indicate the positive impact of micro planning and school mapping in which the community is involved. There are specific interventions for girls education through Balika Shiksha Shivirs and Sahaj Shiksha Kendras. While there has been improvement in enrolment and retention, the actual learning achievements have been modest. **LJP implemented in 13 districts of Rajasthan and holistic District Plans will be prepared for these districts also. LJP will be a part of the SSA framework. The programme concluded on 1.07.2004.**
- (viii) **Janshala (GOI-UN) Programme:** Janshala (GOI-UN) Programme is a collaborative effort of Government of India and five UN agencies, viz., UDNP, UNICEF, UNESCO, ILO and UNFPA to provide programme support to the on going efforts towards achieving UEE. Janshala, a community-based primary education programme, aims to make primary education more accessible and effective especially for girls and children in deprived communities, marginalized groups, SC/ST/minorities, working children and children with special needs. **Janshala will form part of SSA framework in the districts in which it is in operation. The programme concluded on 31.12.2004.**

CHAPTER – IV

4. MONITORING OF PROGRAMME IMPLEMENTATION

4.1 MONITORING OF PROGRAMME

- a) *National level half yearly review meetings and quarterly regional review meetings with State Education Secretaries and State Project Directors.*
- b) *Quarterly review meetings of State coordinators of important functional areas.*
- c) *National, Regional and State specific capacity building training programmes.*
- d) *Independent and regular field visits to monitor performance by Social Science Monitoring Institutes.*
- e) *Continuous visit to field by resource persons and suggestions for improvement*
- f) *Half yearly Joint Review Missions by Government of India, the State Governments and external funding agencies, if any.*
- g) *Independent assessment/studies to be carried out for independent feedback on implementation of the programme.*
- h) *A Computerized Educational Management Information System giving annual school based data with school and district report cards.*
- i) *An Educational Development Index (EDI) to assess State's/District's progress towards Universalisation of Elementary Education (UEE)*
- j) *A set of Quality Monitoring Tools developed in collaboration with NCERT to provide quarterly and annual information on quality related indices.*
- k) *Results framework to measure outcomes against the pre decided targets and baseline.*
- l) *Statutory audit of SSA accounts annually by Chartered Accountant Firms (from CAG approved panel)*
- m) *Concurrent Financial Review of SSA accounts by Institute of Public Auditors of India (IPAI).*
- n) *Internal audit by the States.*
- o) *Community based monitoring with full transparency*
- p) *District Level Committee comprising local/public representatives to monitor the implementation of the SSA programme in the districts.*
- q) *Community ownership mandatory for preparation of District Elementary Education Plans*
- r) *Statement of expenditure in each school to be a public document*
- s) *Mandatory implementation of many activities by VEC*
- t) *State specific responsibilities to research and resource institutions for supervision, monitoring, evaluation and research*

4.2 MONITORING INSTITUTES

41 Social Science Institutes of national stature have been given the work of Monitoring of implementation of Sarva Shiksha Abhiyan (SSA) in States & UTs. In larger States more than one Institute have been assigned the task of Monitoring. These Monitoring Institutes (MIs) are required to make field visit and report on progress of SSA at the ground level every six months. The MI is expected to cover

25% of the Districts allotted to them in a period of six months so that all districts are covered in a two- year period. This cycle will be repeated every two years. The half yearly monitoring reports received from the Monitoring Institutes are available on the website- www.ssa.nic.in SSA programme would modify the terms of Reference of the Monitoring Institutes as and when required.

4.3 COMMUNITY BASED MONITORING, EMIS, RESEARCH AND EVALUATION

The Sarva Shiksha Abhiyan will have a community-based monitoring system. The Educational Management Information System (EMIS) will incorporate provision for correlation of school level data with community-based information from micro planning and surveys. Besides this, every school will have a notice board showing all the grants received by the school and the details thereof. All reports sent to the Block and the District level with regard to enrolment, attendance, incentive, etc. shall be displayed on the school notice board. Reporting formats will be simplified so that the output is demystified and anyone can understand the data. A school would be required to display the information it sends up so that attendance and performance of pupils is public knowledge. **The EMIS shall form the basis of the periodic reporting system.** Besides this, trainers will act as classroom process observers to record changes in classroom practices. Periodic monitoring teams will make random visits to selected schools and these will be discussed at various levels. The basic principle in monitoring will be its community ownership and periodic quality checks by external teams – external to the activity but internal to the system. To encourage independent feedback on programme implementation, research and resource institutions with proven excellence will be involved in monitoring at all stages.

4.4 The State Implementation Societies (SIS) will also undertake intensive monitoring. Representatives of the National Mission for UEE and National level institutions like NCTE, NUEPA, and NCERT will also undertake periodic monitoring and provide resource support to the SIS to strengthen appraisal and monitoring systems. Efforts to associate autonomous institutions willing to take up State specific responsibilities for research and evaluation will also be made. Many independent institutions would also be associated in developing effective tools for conducting achievement tests, monitoring quality aspects of programme implementation, evaluation and research studies.

4.5 A total provision of up to Rs.1500 per school per year has been made for community-based monitoring, research, evaluation, etc. Rs.200 per school will be available at the National level. The Executive Committee of the State SSA mission will decide on the division of resources at various levels, from the State to the school from the balance Rs.1300 per school.

- a.** The funds for monitoring will be used for carrying out the following activities:
- (i) Creating a pool of resource persons at national, state, district, sub district level for effective-field based monitoring.
 - (ii) Providing travel grant and a very modest honorarium (as per State specific norm) to resource persons for monitoring.
 - (iii) Providing regular generation of community based data.
 - (iv) Conducting achievement tests, evaluation studies.
 - (v) Undertaking research activities.
 - (vi) Setting up special task force for low female literacy districts and for special monitoring of girls, SCs, STs.
 - (vii) Incurring expenditure on Education Management Information System.

- (viii) Undertaking contingent expenditure like charts, posters, sketch pen, OHP pens etc. for visual monitoring systems
 - (ix) Assessment and appraisal teams and their field activities.
 - (x) Analyzing data at sub district/ district/State and national level.
- b. Norms for State/district/BRC/CRC/ School level expenditures for research, evaluation, supervision and monitoring will be decided by the Executive Committee in States/UTs.
 - c. States would need to give priority to developing and regularly implementing, monitoring systems to measure quality related outcomes, *inter alia*, such as students learning outcomes, teacher performance, student and teacher attendance rates by gender and social categories, as also parameters for measuring changes in classroom practices, impact of teacher training, efficacy of textbooks and textual materials, quality of academic supervision provided by BRCs/CRCs/DIETs etc.
 - d. State and district provisioning will include inter alia for EMIS, allocations for regular school mapping/micro planning for location of schools, other school infrastructure and updating of household data on 6-14 year old children's educational status.
 - e. Involvement of State SCERTs, DIETs and SIEMATs (where SIEMATs are functional), will be mandatory in the execution of this component.
 - f. Involvement of other independent national and State level resource institutions in conducting REMS activities should be encouraged through appropriate MOUs/contracts
 - g. Each State/UT SSA programme will set up a Research Approval Committee for processing and approving all research and evaluation studies to be undertaken at the State level. Appropriate mechanisms should also be set up for district level by the State SSA programme of girls, especially those belonging to the scheduled castes and scheduled tribes, is the primary focus in Sarva Shiksha Abhiyan.
(Ref: F-2-3/2005 – EE.3 dated – 22nd February, 2008)
 - h. Efforts will be made to mainstream gender concerns in all the activities under the Sarva Shiksha Abhiyan programme. Mobilization at the habitation/village/urban slum level, recruitment of teachers, upgradation of primary into upper primary schools, incentives like midday meals, uniforms, scholarships, educational provision like textbooks and stationery, will all take into account the gender focus. Every activity under the programme will be judged in terms of its gender component. Besides mainstreaming, special efforts like the Mahila Samakhya type of mobilization and organization, back-to school camps for adolescent girls, large-scale process based constitution of Mahila Samoohs, will also be attempted. The selection criteria take into account the low female literacy among the scheduled caste and scheduled tribe women.

4.6 Besides community based monitoring, Sarva Shiksha Abhiyan will encourage independent research and supervision by autonomous research institutions. Institutions of proven excellence have been requested to take up State specific responsibilities. The focus in partnership with institutions will also be on developing capacities through the interaction in SCERTs /SIEMATs/DIETs to carry out research and evaluation tasks. **Faculty / Department of Education in Universities would also be requested to participate in such activities under the Sarva Shiksha Abhiyan. The Regional Institutes of Education (RIE) of NCERT will also be associated in these tasks.**

- 4.7** Effective community based-monitoring requires demystification of processes. Sarva Shiksha Abhiyan will make efforts to develop partnership between communities and research institutions in order to improve the quality of monitoring and research.
- 4.8** SSA being a programme with long term and far reaching objectives, regular and periodic financial monitoring is needed for the effective and efficient implementation of the programme. Since annual audited accounts and reports on progress overview are received after the close of the financial year, some interim reports e.g. monthly, quarterly etc. are needed to monitor progress of implementation both from physical and financial angle. Therefore, certain formats for quarterly financial report need to be prescribed to help in removing the bottlenecks, if any, for the fast and effective flow of funds to the district and sub district level.
- 4.9** The system of financial monitoring would also be important in developing demystified community based approaches that allow for social audit. All financial monitoring has to work within a system of social monitoring with full transparency. Joint training programmes for auditors, community leaders, teachers, etc. to understand and appreciate the context of universal elementary education would be made under the Sarva Shiksha Abhiyan.
- 4.10** Since quality is a major concern under the Sarva Shiksha Abhiyan, its monitoring will be a priority. Monitoring of quality will require an understanding of processes of programme implementation. Process and quality indicators would have to be developed as per felt needs in order to track the quality of programme implementation. Such efforts would require partnership with institutions, PRIs, School Committees, etc. Training and orientation programmes to develop appropriate monitoring formats, qualitative monitoring through process documentation, case studies to understand issues comprehensively, will be required. The monitoring system under SSA will be multi pronged so that a constant strive for quality is maintained.
- 4.11 A set of quality monitoring tools has been developed in collaboration with NCERT, to provide quarterly and annual information on several quality related indices of SSA, covering:-**
- (i) Student enrollment and actual attendance
 - (ii) Pupil achievement levels
 - (iii) Teacher availability and teacher training
 - (iv) Classroom Practices
 - (v) Academic supervisions of schools by Cluster and Block Resource Centres
 - (vi) Community perceptions of school functioning

4.12 NCERT will undertake base line assessment of learning achievements at primary level in the Non-DPEP States and at upper primary level in all States in order to provide a base line for the Sarva Shiksha Abhiyan. These assessments must also take a larger view of the assessment process rather than simply a one-time assessment of achievements. Efforts to develop context specific item pools for competency testing must also be simultaneously made.

4.13 MONITORING OF PROGRAMME BY DISTRICT BASED BODY : A District Level Committee comprising public representatives would be constituted to

monitor the implementation of the SSA programme in that district as per the following provisions:-

(a) Composition of the District Level Committee:

- i. All Members of Parliament, Members of the State Legislature and Members of the Zilla Parishad (wherever duly constituted), elected from that district/and/or urban bodies (duly constituted) as applicable.
- ii. The District Magistrate/Collector/Deputy Commissioner/Chief Executive Officer of the Zilla Parishad/Urban local body will be the Member-Secretary.
- iii. District Education Officer in-charge of SSA.
- iv. District Officers in-charge of Drinking Water Mission/Total Sanitation Programme/ICDS programme/Panchayati Raj/Labour/ Handicapped Welfare/Social Welfare/Minority Welfare etc.
- v. Two NGO's working on elementary education for SSA in the area, to be nominated by the District Magistrate/Collector/Dy. Commissioner/CEO Zila Parishad.
- vi. The senior-most Member of Parliament present in the meeting will chair the Committee on the day it meets.

(b) Terms of Reference of the District Level Committee

- i. *The Committee will be apprised of the progress of the SSA implementation in the district, both in terms of key targets and achievements thereof, and also on outcome indicators, inter-alia, enrolment, dropout, learning achievement levels of students etc.*
- ii. *Suggestions of the members may be taken into consideration, within the parameters of the SSA guidelines and framework of implementation and the Approved Annual Work Plans & Budgets of the district, for improving SSA implementation at the local level.*
- iii. *The Committee may also examine the synergy and convergence of other related Government Departments in improving school infrastructure and other support services for benefit of children in the 6-14 years age group.*
- iv. *The Committee will meet once a quarter.*

(Ref F.No.2-3/2005-EE.3 dated on 29.8.2007)

4.14 MONITORING OF PROGRAMME BY VILLAGE/SCHOOL BASED BODY : "To provide for supervision and monitoring by Panchayat Raj Institutions over the village or school based bodies set up by the States/UTs through whom SSA is implemented at the grass-root level, the following arrangements be ensured:

- i. There should be a Standing Committee or a sub-committee for education under the Gram Panchayat (GP), which would be the nodal body for all matters relating to elementary education.
- ii. That the school wise or village wise committees responsible for elementary education/SSA should be linked with the Sub-Committee of the GP in-charge of Education, as in (i) above, so that overall supervision of PRIs is there over the elementary education/SSA programmes.
- iii. That all tiers of the PRIs (village, block, district) should be given roles of supervision over the elementary education programmes/SSA. This can be done by State Government by defining the roles of Sub-Committee on Education of the GP; the Block Level Education Committee and the Education Sub-Committee of the Zilla Parishad."

4.15 DISTRICT INFORMATION SYSTEM FOR EDUCATION (DISE)

4.15.1 A school based annual information system, called District Information System for Education (DISE), is already being implemented throughout the Country. Through the system, data on very important issues of a school like physical infrastructure and facilities, availability of teachers, enrolment and academic performances of children, training of teachers, etc. are collected, annually, with 30th September as the record date.

4.15.2 Using data thus collected, a fairly large number of indicators are generated for different levels. To illustrate, the school report card builds a scenario of a particular school with comparative status of others in the neighborhoods, block/district level averages, etc. Similarly, reports at the sub-district, district and State levels are also generated. The whole exercise is carried out utilizing the facilities available in the DISE software.

4.15.3 *The relevant data should be utilized for the purpose of monitoring as well as planning; be it for micro-planning at the grass root level or for the AWP&B of a district/State. DISE based information and analysis throwing lights on infrastructure facility, access, retention, quality, teacher related issues may be immensely useful in the process of planning and even monitoring, evaluation and mid-course corrections. Teachers' rationalization, prioritization of physical infrastructure and teachers' training issues may be addressed most effectively by usage of DISE data.*

4.15.4 Besides, the NUEPA has been bringing out annually publications titled 'State Report Card' and 'District Report Cards' based on the Data/ Reports received from the States. These reports should be taken into account for monitoring outcomes and similar efforts should be made at the State level

4.16 EDUCATIONAL DEVELOPMENT INDEX (EDI)

4.16.1 The National University of Educational Planning & Administration (NUEPA) has developed an Educational Development Index (EDI) to track progress of the States towards Universal Elementary Education (UEE), for Primary and Upper Primary levels as well as for a composite look at Elementary Education. The EDI ranking will encourage the States to improve their performance and have closer look at both the inputs and the outputs of the parameters that affect elementary education to a larger extent. It is expected that EDI will also enable more effective targeting of Sarva Shiksha Abhiyan (SSA) to the most needy regions.

4.16.2 The EDIs are calculated based on a large number of variables picked up, mostly in derived form from the DISE data. Educational Development Indices (EDIs) for each district clearly indicates the journey a district is to traverse to reach the overall goal of Universalization of Elementary Education (UEE). A study of the related parameters would provide adequate insight to prioritize the activities which will ultimately improve the elementary education scenario in the district/State as well as to monitor the parameter that have low EDI value. Efforts should be made by the States to develop sub district & school based EDIs.

4.17 RESULTS FRAMEWORK FOR MEASURING OUTCOMES OF ELEMENTARY EDUCATION

4.17.1 The thrust of the XIth Plan is "Quality with Equity". In keeping with the thrust strategies and approaches under the SSA are being targeted towards incentivisation of upper primary, addressing residual equity and improving the quality of learning. It is important that measurable outcomes are defined simultaneously.

4.17.2 To measure the outcomes, a results framework that will identify the measurable indicators, inform about the baseline and the targeted results along with the data collection instrument as well as the frequency of measuring such outcomes has been developed. The States/districts are expected to develop the State/district specific results framework on the suggested indicators.

CHAPTER-V

COVERAGE OF SPECIAL FOCUS GROUPS

5 STRATEGIES FOR OUT-OF-SCHOOL CHILDREN: EDUCATION GUARANTEE SCHOOLS IN UNSERVED HABITATIONS AND ALTERNATIVE AND INNOVATIVE EDUCATION FOR OUT OF SCHOOL CHILDREN INCLUDING CHILDREN IN DIFFICULT CIRCUMSTANCES

5.1 The Education Guarantee Scheme and Alternative and Innovative Education scheme is a part of the Sarva Shiksha Abhiyan framework. Guidelines issued separately under the Handbook of EGS & AIE shall apply. The management structure for implementation of EGS & AIE will be incorporated in the management structure of the Sarva Shiksha Abhiyan. Planning, appraisal and supervision processes will also be the same.

5.1.1 The new scheme makes provision for diversified strategies and has flexible financial parameters. It has provided a range of options, such as EGS, Back to School Camps, Balika Shivirs, etc. There are four broad focus areas:

- (i) Full time community schools for small unserved habitations
- (ii) Mainstreaming of children through bridge courses of different duration
- (iii) Specific strategies for special groups like child labour, street children, adolescent girls, girls belonging to certain backward communities, children of migrating families, etc.
- (iv) Innovative programmes - the innovations can be in the areas of pedagogic practices, curriculum, programme management, textbooks and TLMs, etc.

5.1.2 All habitations not having a primary school within one kilometre and having a minimum of school age children will be entitled to have an EGS type school. Children who have dropped out-of-school will have an opportunity to avail of bridge courses, aimed at their mainstreaming. The objective is to see the EGS and AIE as integral to the quest of UEE. The linkages with CRC/BRC/DIET/SCERT will be required for EGS and AIE.

5.2 EDUCATION OF MIGRATING CHILDREN

5.2.1 "To address the issue of seasonal migration for varying periods for work in brick kilns, agriculture, sugarcane harvesting, construction, stone quarrying, salt pans etc. and its adverse effect on education of children who migrate with other members of the family, SSA encourages identification of districts, blocks and villages from where or to which there is a high incidence of migration, the first and foremost effort should be made to bring such children to regular schools both in districts where they stay or in districts to where they seasonally migrate. ***However, in case this is not feasible then alternative options be explored, as described hereunder:-***

- (a) seasonal hostels / residential camps to retain children in the sending villages during the period of migration
- (b) work-site schools at the location where migrant families are engaged in work
- (c) peripatetic educational volunteer who can move with the migrating families to take care of children's education

- (d) strategies for tracking of children through migration cards / other records to enable continuity in their education before, during and after the migration.

5.2.2 The receiving district /State where migrant families are located for some period shall have responsibility for ensuring that education facilities are provided to the children during the period of migration. It is expected that the AWP&Bs of these districts would include activities for education of such children, under AIE component. The involvement of NGOs in the processes of mapping of migration and planning and implementation of interventions should be actively supported.

5.2.3 Since migration takes place across districts and States, it would be necessary for sending and receiving districts and States to collaborate with each other to ensure continuity of education of such children and by other means such as providing appropriate textbooks, teachers who can teach in the language in which children have been receiving education. For this purpose "task forces" could be set up to effect regular coordination between States/districts.

5.2.4 The appraisal process of the AWP&Bs would scrutinize if areas of high incidence of migration have been identified and whether strategies for education of seasonally migrating children have been included in district and State plans".

(Ref .F.No-2-3/2005-EE.3 Dated on 29-8-2007)

5.3 URBAN DEPRIVED CHILDREN

5.3.1 There is an urgent need to focus on the educational needs of deprived children in urban areas. Recent studies indicate the growing problem of schooling of poor children in urban areas. On account of different administrative arrangements for the management of schools in the urban areas, often a number of initiatives for UEE do not reach the urban area schools. Some significant efforts have been made by NGOs like Pratham in Mumbai in partnership with the Municipal Corporation and the City Level Plan of Action in Calcutta. The Municipal Corporation of larger cities will be considered as "district" for purposes of preparation of Elementary Education Plans. The arrangements for decentralized management will also apply to these proposals. These proposals can be developed by Municipal Corporations and the State government will have to recommend these for funding under SSA, clearly specifying wherefrom the State share will be provided. All norms of SSA will apply to urban areas. Besides Ward, Urban Slum clusters will be unit of planning in such areas.

5.3.2 Urban areas have special problems like the education of street children, the education of children who are rag pickers, children whose parents are engaged in professions that makes children's education difficult, education of children living in urban working class slums, children who are working in industry, children working in households, children at tea shops, etc. A diversity of approaches is required to tackle the educational problems in urban areas. On account of separate administrative arrangements of schools in the urban areas, there is a need to coordinate and converge interventions across Departments and local bodies responsible for elementary education in urban areas. This calls for a provision of planning distinctively for the urban areas either as separate plans or as part of District Plans in the case of smaller towns. In either case, this would require partnership with NGOs, Municipal bodies, etc.

5.3.3 **Opening of Non Residential Bridge Courses (NRBCs)** for dropped out and never enrolled children, Child labours, children engaged in domestic chores, street children, adolescent girls, Children of sex workers, children studying in un recognized Madarsa etc. Short duration NRBCs of 2-6 months duration cater to younger children of 7-9 years who can be mainstreamed to regular schools in a

shorter period. Long term NRBCs help in mainstreaming of older children in the 9+ age group.

- 5.3.4 Opening of Residential Bridge Courses (RBCs)** also called Residential Camps for older children, child labourers, include children engaged in household chores, adolescent girls, deprived urban children and children living on streets especially in large cities. who have run away from their families or do not have either or both parents and /or do not have a shelter.

(Ref: F.2-3/2005 – EE.3 dated – 22nd February, 2008)

(These amendments take effect from 1-4-2008)

5.4 PROVISION UNDER SARVA SHIKSHA ABHIYAN FOR INNOVATIVE ACTIVITIES FOR GIRL'S EDUCATION AND EDUCATION OF SC & ST CHILDREN

- 5.4.1** The Sarva Shiksha Abhiyan will develop context specific interventions, over and above the mainstreamed interventions, to tackle the problems in SC and ST education. All successful interventions so far will serve as the guiding principle for preparing such interventions. The provision of expenditure up to Rupees 15 lakh per year each given in the norms can be used for taking up innovative interventions relating to girls' education and education of SC/ST children under the Sarva Shiksha Abhiyan. The following provisions have been made for girls' education and education of SC/ST children:

- (i) Interventions for Early Childhood Care and Education
- (ii) School/EGS like alternative facility to be set up within one kilometer of all habitations.
- (iii) Up-gradation of EGS to regular schools
- (iv) Special mainstreaming camps for out-of-school girls/ SC/ST children under the Alternative and Innovative Education component.
- (v) Mahila Samakhya like interventions from the innovation fund.
- (vi) Provision of process-based community participation with a focus on the participation of women and SC/ST
- (vii) Provision of context specific innovative intervention for girls' education and education of SC and ST children. The innovative programmes can include:
 - (a) Enrolment and retention drives.
 - (b) Special camps and bridge courses.
 - (c) Setting up special models of Alternative Schools.
 - (d) Strengthening of Madarsas and Maktabas for formal education to girls.
 - (e) Community mobilization including setting up new working groups and working with existing working groups.
 - (f) Monitoring attendance.
 - (g) Remedial/coaching classes.
 - (h) Providing a congenial learning environment inside and outside the school.

- (viii) Training programme for community leaders to develop capacities for school management.
- (ix) Setting up of Block and Cluster Resource Centres for effective academic supervision.
- (x) Free textbooks to all girls/SC/ST children up to Class-VIII.
- (xi) Mid-day-meal programme to continue as at present.
- (xii) Development of bridge materials based on local resources for smooth transition of tribal and other children from mother language education to education in States official languages.
- (xiii) Incentives like uniforms and scholarships to be funded from State Plan only.
- (xiv) Adequate Teaching Learning Equipment for all Primary and Upper Primary schools.
- (xv) At least 50 % of the teachers to be appointed have to be women.
- (xvi) Provision for
 - (a) school and teacher grants for all teachers.
 - (b) 10-days in-service training each year for all teachers and 10 monthly cluster level meetings & peer group training sessions each year for all teachers at Cluster Resource Centre
 - (c) all children with Special needs
 - (d) community-based monitoring, partnership with research and resource institutions, and periodic feedback on interventions

5.4.2 The availability of innovation funds will be subject to the following conditions:

- a. ECCE and girls education interventions will target interventions for supporting girls education which are not covered under other components of SSA e.g., NPEGEL and KGBV programmes.
- b. Interventions for Scheduled Caste/Scheduled Tribe communities will be targeted to enhanced retention and learning levels of children
- c. Interventions for educationally disadvantaged minorities chiefly muslim children, to target their enhanced enrolment, retention and completion of elementary education.
- d. Interventions for urban deprived children with focus mainly on creating facilities for street children, migrant children, rag pickers to enable them to join elementary education.
- e. No duplication with any other SSA component will be permissible. The innovation should not duplicate strategies allowed under other components of SSA or to other interventions of other schemes.
- f. All components under the Innovation Head will need to be designed and executed in a clearly defined deliverable outcomes to be articulated in the Annual Work Plan of district. The innovation should be area specific and focused on clearly defined target groups. It can be in the form of a package including general SSA interventions supplemented by interventions under Innovative Heads. Steps for its monitoring and evaluation should also be clearly brought out. The interventions will be in project mode having no civil work components with clearly defined areas, target group, outcomes and monitoring and evaluation. The intervention will be broken in micro activities with indicative financial requirements.

5.5 GIRLS' EDUCATION

- 5.5.1** Education of girls, especially those belonging to the scheduled castes and scheduled tribes, is the primary focus in Sarva Shiksha Abhiyan. Efforts will be made to mainstream gender concerns in all the activities under the Sarva Shiksha Abhiyan programme. Mobilization at the habitation/village/urban slum level, recruitment of teachers, upgradation of primary into upper primary schools, incentives like midday meals, uniforms, scholarships, educational provision like textbooks and stationery,

will all take into account the gender focus. Every activity under the programme will be judged in terms of its gender component. Besides mainstreaming, special efforts like the Mahila Samakhya type of mobilization and organization, back-to school camps for adolescent girls, large-scale process based constitution of Mahila Samooths, will also be attempted. **The selection criteria take into account the low female literacy among the scheduled caste and scheduled tribe women.**

5.5.2 The Sarva Shiksha Abhiyan recognizes the need for special efforts to bring the out-of-school girls, especially from disadvantaged sections, to school. This would require a proper identification of girls who are out of school in the course of microplanning. It also calls for involving women through participatory processes in the effective management of schools. Experiences across the states under Mahila Samakhya and under the District Primary Education Programme have suggested the need for a clear perspective on women's issues. The provision for girls' education would have to be situated in the local contexts and interventions designed to suit the specific community needs in this regard. Special interventions need to be designed to address learning needs of girls and relating education to their life. The Sarva Shiksha Abhiyan is committed to making these interventions possible.

5.5.3 INTERVENTIONS/INCENTIVES FOR GIRLS EDUCATION

- (i) Reaching out to the girl child is central to the efforts to universalize elementary education. Sarva Shiksha Abhiyan, or '*Education for All*' programme recognize that ensuring girl's education requires changes not only in the education system but also in societal norms and attitudes. A two-pronged gender strategy has, therefore, been adopted, to make the education system responsive to the needs of the girls through targeted interventions which serve as a pull factor to enhance access and retention of girls in schools and on the other hand, to generate a community demand for girls' education through training and mobilization.
- (ii) The targeted provision for girls under Sarva Shiksha Abhiyan include:
 - a. Free textbooks to all girls upto class VIII
 - b. Separate toilets for girls
 - c. Back to school camps for out-of-school girls
 - d. Bridge courses for older girls
 - e. Recruitment of 50% women teachers
 - f. Early Childhood Care and Education centers in/near schools/convergence with ICDS programme etc.
 - g. Teachers' sensitisation programmes to promote equitable learning opportunities
 - h. Gender-sensitive teaching-learning materials including textbooks
 - i. Intensive community mobilization efforts
 - j. 'Innovation fund' per district for need based interventions for ensuring girls' attendance and retention.
 - k. Girls only schools at upper primary level within the State policy.
- (iii) Efforts are being made to generate a community demand for girls' education and enabling conditions for people's and women's participation, to create the push factors necessary to guarantee girls education. Motivation and mobilization of parents and the community at large, enhancing the role of women and mothers in school related activities and participation in school committees, and strengthening the linkages between the school, teachers and communities are some of the ways in which the enabling conditions are being created.

5.5.4 NATIONAL PROGRAMME FOR EDUCATION OF GIRLS AT ELEMENTARY LEVEL (NPEGEL) - The National Programme for Education of Girls at Elementary Level (NPEGEL), is a focused intervention of Government of India, to reach the "Hardest to Reach" girls, especially those not in school. Launched in July 2003, it was a separate gender distinct but integral component of SSA, which provides additional support for enhancing girls' education over and above the investments for girls' education through normal SSA interventions. The programme provides for development of a "model school" in every cluster with more intense community mobilization and supervision of girls enrolment in schools. Gender sensitization of teachers, development of gender-sensitive learning materials, and provision of need-based incentives like escorts, stationery, workbooks and uniforms are some of the endeavors under the programme.

5.5.4.1 The scheme is being implemented in educationally backward blocks (EBBs) where the level of rural female literacy is less than the national average and the gender gap is above the national average; in blocks of districts which are not covered under EBBs but are having at least 5% SC/ST population and where SC/ST female literacy is below 10%; and also in selected urban slums. To keep the emphasis on the programme as a distinct component of the SSA a separate account need to be maintained for NPEGEL.

5.5.4.2 *The scheme has been amended in July, 2007 to provide for block focused projects for girls at risk/difficult circumstances under the National Programme for Education of Girls at Elementary Level Programme (NPEGEL) with clearly defined outcomes subject to the following conditions:*

- (i) Focus of interventions should be on retention of girls and improvement in the quality of learning. Detailed action plans for the target group of girls and the specific strategies to be adopted in the block are spelt out, with defined and measurable outcomes. SSA Annual Work Plans of districts to reflect NPEGEL block specific projects, accordingly.*
- (ii) All strategies and interventions must target both 'in' and 'out' of school girls within the block.*
- (iii) Funds per block would be the sum total of the sub- components admissible under the NPEGEL scheme per cluster.*
- (iv) The amount of Rs.2 lakhs granted for an additional room to a model cluster school be deleted from the scheme, as SSA already provides for such infrastructure. Instead the fund should be used for other approved activities and included in (iii) above.*

(Ref.F.No.2-3/2005-EE.3 Dated on 29.08.2007)

5.5.4.3 *The revised guidelines of the scheme of National Programme of Education of the Girls at Elementary Level (NPEGEL) are enclosed at Annexure - V*

5.5.5 KASTURBA GANDHI BALIKA VIDYALAYA (KGBV)

The Kasturba Gandhi Balika Vidyalaya (KGBV) scheme was launched in July 2004 (merged with SSA from XIth Five Year Plan), for setting up residential schools at upper primary level for girls belonging predominantly to the SC, ST, OBC and minority communities. The scheme is being implemented in educationally backward

blocks of the country where the female rural literacy is below the national average (46.13%) and gender gap in literacy is above the national average (21.67%) such residential schools will be set up only in those backward blocks that do not have residential schools at upper primary level for girls under any other scheme of Ministry of Social Justice & Empowerment, Ministry of Tribal Affairs or the State Government. This shall be ensured by the District Level Authority of SSA at the time of actual district level planning of KGBV initiatives by coordinating with the other Departments/Ministries.

5.5.5.1 The Kasturba Gandhi Balika Vidyalaya scheme ran as a separate scheme for two years but from 1st April, 2007 is merged with Sarva Shiksha Abhiyan as a separate component of the programme. Further, the scope of the Scheme is enlarged to cover the blocks that have rural female literacy below 30% and urban areas with female literacy more than the national female literacy (urban).

5.5.5.2 Within these blocks, KGBV schools may be located in areas with concentration of SC, ST, OBC and minority population, with low female literacy and/or a large number of girls out of school. In view of the targeted nature of the scheme, a minimum of 75% of the seats shall be reserved for girls belonging to SC,ST,OBC or minority communities and for the remaining 25%, priority is accorded to girls from families below poverty line.

5.5.5.3 *The Scheme is being implemented in 2180 blocks. The amendment of enlarging coverage will provide another 410 KGBV residential schools.*

The revised guidelines of the scheme of Kasturba Gandhi Balika Vidyalaya (KGBV) are enclosed at Annexure-VI

5.5.6 EARLY CHILDHOOD CARE AND EDUCATION

5.5.6.1 Realizing the crucial importance of rapid physical and mental growth during early childhood, a number of programmes of ECCE were started particularly after the National Policy for Children (1974). The existing ECCE programmes include:

- (i) Integrated Child Development Services (ICDS).
- (ii) Scheme of assistance to voluntary organizations for conducting Early Childhood Education (ECE) centres.
- (iii) Balwadis and day-care centres run by voluntary agencies with Government's assistance.
- (iv) Pre-primary schools run by the State Governments, Municipal Corporations and other governmental and non-government agencies.
- (v) Maternal and child health services through primary health centres and sub-centres and other agencies.

5.5.6.2 The National Policy of Education (NPE) has given great deal of importance to Early Childhood Care and Education (ECCE). It views ECCE as a crucial input in the strategy of human resource development, as a feeder and support programme for primary education and as a support service for working women of the disadvantaged sections of society. It has also taken into account the holistic nature of ECCE and has pointed out the **need for early care and stimulation of children belonging to the vulnerable sector**. Since the age span covered under ECCE is from conception to 6 years, emphasis has been given to a child-centered approach, play-way and activity-based learning in place of formal methods of teaching and early introduction of the three R's. The importance of community involvement has also been

highlighted. Emphasis has been given to establishing linkages between Integrated Child Development Services (ICDS) and other ECCE programmes.

5.5.6.3 The Revised Policy Formulation reiterates the postulates of NPE, 1986 on ECCE. The prescriptions of POA, 1992 continue to be of relevance. What is attempted here is to update the POA, 1992 taking into account the developments since then and the need to strengthen the programmes by, inter-alia, improving the programme components, co-ordination mechanism and enlisting community participation in mobilizing resources, planning and monitoring.

5.5.6.4 **The Sarva Shiksha Abhiyan realizes the importance of pre-school learning and early childhood care and its role in improving participation of children in schools.** In order to facilitate a greater convergence with the Integrated Child Development Services, efforts to strengthen them in the area of pre-school education will be made. Specific support may be made available to existing ICDS centres from funds available under the head innovative activities.

5.5.6.5 In habitations not covered by the ICDS and wherever the State government is desirous of starting a pre-school education centre in the formal primary school, support from the Sarva Shiksha Abhiyan could be accessed, through funds available under the head innovative activities. In case of a new ICDS centre coming in such a habitation, the pre-school facility will necessarily have to work in conjunction with the ICDS.

5.5.6.6 A provision of up to Rupees 15 lakh per year in a district for any innovative intervention including for Early Childhood Care and Education has been made. The District Elementary Education Plan has to have a Plan for Early Childhood Care and Education. It also has to list the facility already created under the ICDS. The supplementary support for ECCE will always be in conjunction with the ICDS. Provision of honoraria for pre-school teacher, training of Anganwadi Sevikas for Pre-school learning, activity materials, play items, etc., could be provided as support for ECCE.

5.5.6.7 Early Childhood Care and Education (ECCE) is a critical and essential input in freeing girls from sibling care responsibilities, leading to their regular attendance in school and in providing school readiness skills to pre-school children. SSA emphasizes the importance of strengthening convergence with the Integrated Child Development Services (ICDS) programme of Ministry of Women & Child Development to promote pre-school education as it directly benefits children in primary education. Instructions have been issued from time to time that effective synergy be maintained with the ICDS through the following:

- a. Convergence instructions to be issued by State Education Departments in concurrence with ICDS Department.
- b. Regular inter departmental meetings at State, district, block level between SSA official and the ICDS programme.
- c. Representative of ICDS programme on the State Level Executive Committee of SSA and District Implementation Committee.
- d. Location of Anganwadi centres in or close proximity to primary school campus and synchronization of the timings of the Anganwadi centres with the primary schools.
- e. Joint trainings of Anganwadi workers, primary school teachers and health workers for a convergent understanding of benefits of pre-school for primary school enrolments.
- f. Use of infrastructure of DIETs, BRCs and CRCs for training of Anganwadi workers and other functionaries of ICDS.
- g. Strengthening of training of Anganwadi workers in pre-school activities in both existing and new projects/Anganwadi centers.

- h. Augmentation of pre-school kits/materials in Anganwadis, where such materials are required.
- i. In very exceptional cases, opening of pre-school centers in areas where Anganwadis are not presently available, with the clear understanding that once ICDS expands to the area, then the SSA pre-school facility will cease to exist. Norms of the pre-school center will be in keeping with ICDS norms.

5.5.6.8 Funds under Sarva Shiksha Abhiyan can be accessed for ECCE support for the above activities, from the "Innovation fund" available with each district upto a limit of Rs.15 lakhs per district and also funds available for ECCE support under the National Programme for Education of Girls at Elementary Level component of Sarva Shiksha Abhiyan in educationally backward blocks of the country.

5.5.6.9 *The detailed instructions issued by the Ministry of HRD about convergence between ECCE and ICDS are contained in the D.O.letter no.F-18-10/2001-DPEP-4/EE-8 dated 29-3-2004, copy enclosed at Annexure-VII*

5.5.7 LESSONS FROM PAST PROGRAMMES LIKE DPEP AND LOK JUMBISH

The conduct of various previous programmes in the field of elementary education, like DPEP and Lok Jumbish, have thrown up interesting and successful lessons on gender intervention for improvement in access, enrolment, retention and achievement of girls. Some of these, which can be adopted by the States in SSA, are as follows:

A) Access and Enrolment

- (i) **Regular enrolment drives** conducted in most States. In Uttar Pradesh, a 23 % increase has been recorded in girls' enrolment in 2000-2001 over last year's enrolment figures.
- (ii) **Conducting special camps and bridge courses** for girls to mainstream them.
- (iii) **Setting up special models of Alternate Schools** exclusively for girls - angana vidyalayas, bal vidyalaya, bal shalas, Sahaj Shiksha Kendras, AS cum ECE centres.
- (iv) **Balika Shikshan Shivirs** (Camps for adolescent girls)
- (v) **Providing formal schooling facilities** in centres of religious instruction viz., Maktabas and Madarsas.
- (vi) Intensive mobilization efforts among the resistant groups.
- (vii) **Working in close collaboration with the community** in identified pockets.
- (viii) **Using women's groups** (both formed under the programme and those already existing), VECs, MTA, to follow up issues for girls' education.

B) Retention

- (i) Monitoring attendance has been **high on the agenda in all States** where micro initiatives for girls' education have been taken up. Community involvement is high in this process, particularly in mobilizing parents for regular attendance of their children
- (ii) **Follow up of drop out girls** to bring them back to school either through camps or bridge courses.
- (iii) **Organizing retention drives** to put regular pressure on parents and the school system to ensure retention of girls. These are not one time drives but are organized at regular intervals to sustain the pressure and take up corrective measures as may be necessary.

- (iv) In pockets identified for intensive activities, **attendance of each child is monitored** to prevent dropouts.

(V) In Uttar Pradesh, children are awarded graded colours for their monthly attendance - green for the best, yellow for the mediocre and red for the deficient. This system is showing results. Children are keen to achieve the green Colour.

(Vi) It is proposed to publically felicitate the children with good attendance records at local level functions. This has not only enthused the children further, but has also instilled a sense of commitment and responsibility among parents and guardians.

C) Achievement

- (i) Special coaching classes/remedial classes for SC girls.
- (ii) Creation of a congenial learning environment for girls in the classroom where they are given the opportunity to learn. This is being done through special inputs to teachers - either in selected pockets or across the programme districts
- (iii) Remedial classes being organized by VEC/MTA members for girls who are not faring too well at school
- (iv) Improved classroom environment to provide equitable learning opportunities to girls. Most interventions have been through teacher sensitization programmes. There are examples of States that have tried to address the issue of providing congenial learning environment of girls in the schools/classrooms although the approaches have been varied. States like Karnataka and Gujarat have taken a lead in this process.

(v) Kerala undertook a study on classroom processes with a gender focus in 168 schools. This formed the basis for the teacher training module developed on this theme. Almost 28,000 teachers have been taken through this training and have been given reference material.

D) Planning and Implementation

- (i) States have been sensitized on the use of available data for local level planning for girls' education with community involvement.
- (ii) Field-based trainings have been conducted in Assam, Kerala, Orissa, Uttar Pradesh and West Bengal. States have been building on these skills and are concentrating in certain very deprived pockets. Andhra Pradesh, Gujarat, Maharashtra, and Tamil Nadu have also initiated focused interventions along similar lines.

5.6 EDUCATION OF SC and ST CHILDREN

5.6.1 The educational development of children belonging to the Scheduled Castes and Scheduled Tribes is a special focus in the Sarva Shiksha Abhiyan. Every activity under the Project must identify the benefit that will accrue to children from these communities. Many of the incentive schemes will have a sharper focus on children from these communities. The participation of dalits and tribals in the affairs of the school will be specially encouraged to ensure ownership of the Abhiyan by all social groups, especially the most disadvantaged.

5.6.2 The interventions for children belonging to SC and ST communities have to be based on the intensive micro-planning addressing the needs of every child. The

Sarva Shiksha Abhiyan provides flexibility to local units to develop a context specific intervention. Some interventions could be as follows:

- (a) providing adequate infrastructure for elementary schooling in districts with concentration of SC and ST population.
- (b) engagement of community organizers from SC/ST communities with a focus on schooling needs of children from specific households
- (c) special teaching support as per need
- (d) ensuring sense of ownership of school committees by SC/ST communities
- (e) education guarantee scheme in remote, sparsely populated region otherwise ineligible for schools with flexible norms.
- (f) setting up alternative schooling facilities in unserved habitations and for other out of school children
- (g) alternative education interventions for specific categories of deprived children belonging to scheduled caste and scheduled tribe community living in difficult circumstances.
- (h) training programmes for motivation for schooling
- (i) using community teachers
- (j) monitoring attendance and retention of children from weaker sections regularly
- (k) providing context specific intervention in the form of a hostel, an incentive or a special facility as required.
- (l) involving community leaders in school management
- (m) free textbooks to SC and ST students.
- (n) teachers' sensitization programmes to promote equitable learning opportunities and address in class discrimination.
- (o) special coaching and remedial classes.

5.7 INTERVENTIONS IN TRIBAL AREAS

5.7.1 The problems faced by children in the tribal areas are often different than that faced by children belonging to Scheduled Castes. Hence, special interventions may be needed for such regions. Some of the interventions, which can be considered, are:

- (a) Textbooks in mother tongue for children at the beginning of Primary education where they do not understand regional language.
- (b) Bridge Language Inventory for use of teachers.
- (c) Anganwadis and Balwadis or crèches in each school in tribal areas so that the girls are not required to do baby-sitting.
- (d) Special training for non-tribal teachers to work in tribal areas, including knowledge of tribal dialect.

- (e) Special plan for nomadic and migrant workers.
- (f) Residential facilities for children in tribal blocks.

5.7.2 RESIDENTIAL HOSTELS FOR CHILDREN IN REMOTE AND SPARSELY POPULATED BLOCKS OF TRIBAL, DESERT AND HILLY DISTRICTS, UNDER SSA

5.7.2.1 *Upper Primary Schools are provided as per State norms of distance and population. Now with large scale opening of new schools, most States barring a few have maximized access as per their extent State norms. However, another problem, which has emerged, is that areas within States with very scattered population are not getting Primary and Upper Primary Schools within the stipulated norms of 1 Km and 3 Kms respectively, as they do not meet the required population norms to become eligible for a school.*

5.7.2.2 Sarva Shiksha Abhiyan (SSA) provides for construction of school infrastructure as per State norms. States, by themselves do not have norms for hostels at upper primary level. Therefore, under SSA the States would be allowed to construct residential hostels, for both boys and girls in the compound of existing Government upper primary schools, one per block, in the blocks which have a population density of less than 20 persons per square Km (remote and sparsely populated blocks of Tribal, Desert and Hilly Districts) as per KGBV construction norms. Running costs of hostel facilities would be met by States through dovetailing with other schemes or from Innovative funds under SSA, as per norms approved by the EC of the State/ UT Implementation Society.

(Ref .F.No-2-3/2005-EE.3 Dated on 29-8-2007)

5.8 EDUCATION OF CHILDREN BELONGING TO MINORITY MUSLIM COMMUNITY

5.8.1 To focus on education of muslim children following interventions may be taken up:

- a. to ensure availability of schools in all Muslim Minority concentration districts.
- b. **Provision of only Girls Schools under the State Policy.**
- c. Support to Madarsa & Maktabas in order to provide regular curriculum to children who are not attending regular schools by providing EGS/AIE facility.
- d. Provision of urdu text books for urdu medium schools and also for those teaching urdu as a subject as a part of free text books.
- e. **KGBV also has provision of 2 urdu teachers in KGBV opened in blocks with muslim population above 20% and select urban areas, if there is a demand for urdu as a medium of instruction in those schools.**
- f. Madarasas affiliated to State Madarsa Boards and satisfying certain conditions are eligible for such assistance as is available to other grant-in-aid schools e.g.
 - school grant @ 5000 per annum, per school for Primary Schools and Rs.7000/- per annum per school for Upper Primary Schools.
 - teacher grant @ 500 per annum per teacher for low cost teaching aids,

- g. Free text-books to all muslim girls.
- h. Provision for Training of Urdu teachers.

5.8.2 However, such Madarsas would be expected to follow the curriculum prescribed by the State Madarsa Board.

5.8.3 A large number of children, especially girls, are found studying in other Madarsas not affiliated to the State Madarsa Board. In such cases, an EGS centre or an AIE intervention may be started at the Madarsas by the local body concerned / community based organization, whereby free textbooks, an additional teacher if required and training to the teacher in State Curriculum can be imparted. Such interventions shall be planned for and written into the perspective and annual plans of SSA developed by the district and State Societies.

5.8.4 Based on 2001 census data, 88 districts with more than 20% muslim population have been identified for focused interventions under SSA with provisioning of above interventions in these districts to ensure participation of muslim children in Elementary Education.

5.9 EDUCATION FOR CHILDREN WITH SPECIAL NEEDS

5.9.1 SSA will ensure that every child with special needs, irrespective of the kind, category and degree of disability, is provided education in an appropriate environment. SSA will adopt 'zero rejection' policy so that no child is left out of the education system.

5.9.2 Approaches and Options:

The thrust of SSA will be on providing integrated and inclusive education to all children with special needs in general schools. It will also support a wide range of approaches, options and strategies for education of children with special needs. This includes education through open learning system and open schools, non formal and alternative schooling, distance education and learning, special schools, wherever necessary, home based education, itinerant teacher model, remedial teaching, part time classes, community based rehabilitations (CBR) and vocational education and cooperative programmes.

5.9.3 Components: The following activities could form components of the programme:

- (a) **Identification of children with special needs:** *Identification of children with special needs should become an integral part of the micro-planning and household surveys. A concerted drive to identify children with special needs should be undertaken through PHCs, ICDS, ECCE centres and other school readiness programmes.*
- (b) **Functional and formal assessment of each identified child** should be carried out. A team should be constituted at every block to carry out this assessment and recommend most appropriate placement for every child with special needs.
- (c) **Educational Placement:** As far as possible, every child with special needs should be placed in regular schools, with needed support services.
- (d) **Aids and appliances:** All children requiring assistive devices should be provided with aids and appliances, obtained as far as possible through convergence with the Ministry of Social Justice and Empowerment, State Welfare Departments, National Institutions or NGOs.

- (e) **Support services:** *Support services like physical access, resource rooms in the existing BRC/ CRC, special equipment, reading material, special educational techniques, remedial teaching, curricular adaptation, adapted teaching strategies and other services like physiotherapy, occupational therapy, speech therapy could be provided*
- (f) **Teacher training:** Intensive teacher training should be undertaken to sensitise regular teachers on effective classroom management of children with special needs. This training should be recurrent at block/cluster levels and integrated with the on-going in-service teacher training schedules in SSA. All training modules at SCERT, DIET and BRC level should include a suitable component on education of children with special needs.
- (g) **Resource support:** Resource support could be given by teachers working in special schools. Where necessary, specially trained resource teachers should be appointed, particularly for teaching special skills to children with special needs. Wherever this option is not feasible, long term training of regular teachers should be undertaken.
- (h) **Individualised Educational Plan (IEP):** An IEP should be prepared by the teacher for every child with special needs in consultation with parents and experts. Its implementation should be monitored from time to time. The programme should test the effectiveness of various strategies and models by measuring the learning achievement of children with special needs periodically, after developing indicators.
- (i) **Parental training and community mobilization:** Parents of children with disabilities should receive counseling and training on how to bring them up and teach them basic survival skills. Strong advocacy and awareness programmes should form a part of strategy to educate every child with special needs. A component on disability should be included in all the modules for parents, VEC and community.
- (j) **Planning and management:** Resource groups should be constituted at state, district levels to undertake effective planning and management of the programmes in collaboration with PRIs and NGOs. An apex level resource group at the national level to provide guidance, technical and academic support to children with special needs under SSA may be constituted.
- (k) **Strengthening of special schools:** Wherever necessary, special schools may be strengthened to obtain their resource support, in convergence with departments and agencies working in that area.
- (l) **Removal of Architectural barriers:** *Architectural barriers in schools will be removed for easy access. Efforts will be taken to provide disable-friendly facilities in schools and educational institutions. Development of innovative designs for schools to provide an enabling environment for children with special needs should also be a part of the programme. All new school buildings should be constructed with barrier-free features.*
- (m) **Research:** SSA will encourage research in all areas of education of children with special needs including research for designing and developing new assistive devices, teaching aids special teaching material and other items necessary to give a child with disability equal opportunities in education.
- (n) **Monitoring and evaluation:** On-going monitoring and evaluation should be carried out to refine the programme from time to time. For this, appropriate monitoring mechanisms should be devised at every level and field tested at regular intervals.
- (o) **Girls with disabilities:** Special emphasis must be given to education of girls with disabilities.

5.9.4 Convergence: All activities, interventions and approaches in the area of education for children with special needs will be implemented in convergence with existing schemes like Assistance to Disabled Persons for purchase/fittings of Aids/Appliances (ADIP), Integrated Education of the Disabled Children (IEDC) and in coordination

with the Ministry of Social Justice and Empowerment, State Department of Welfare, National Institutions and NGOs.

- 5.9.5** Expenditure upto Rs.1200 per disabled child could be incurred in a financial year to meet the special learning needs of such children. The ceiling on expenditure per disabled child will apply at the district level.
- 5.9.6** All these components, their implementation mechanism along with related activities have been explained in detail in the Inclusive Education Manual entitled: ***Responding to Children with Special Needs – A Manual for Planning and Implementation of Inclusive Education in Sarva Shiksha Abhiyan.***

CHAPTER –VI

QUALITY ISSUES IN ELEMENTARY EDUCATION

6. PEDAGOGY, TEACHER TRAINING AND CAPACITY DEVELOPMENT FOR QUALITY IMPROVEMENT

6.1 GANDHIJI ON EDUCATION

Real education has to draw out the best from the boys and girls to be educated. This can never be done by packing ill-assorted and unwanted information into the heads of the students. It becomes a dead weight crushing all originality in them and turning them into mere automata

Mahatma Gandhi (Harijan 1 December, 1933)

6.2 THE NATIONAL POLICY RESOLVE

6.2.1 The National Policy on Education, as revised in 1992, had emphasized the need for a substantial improvement in quality of education to achieve essential levels of learning. The Programme of Action, 1992, stressed the need to lay down Minimum Levels of Learning at Primary and Upper Primary stage. This need emerged from the basic concern that irrespective of caste, creed, location or sex, all children must be given access to education of comparable standards. The MLL strategy for improving the quality of elementary education was seen as an attempt to combine quality with equity.

6.2.2 The main indicator of the quality of elementary education can be visualized in terms of its product – the learners' achievement both in scholastic and co-scholastic areas i.e. the performance in various subjects of study and habits, attitudes, values and life skills necessary for becoming a good citizen. The factors associated with success in these areas, which relate to conditions of learning and learning environment, are also sometimes considered as indicators of quality of elementary education. Thus ensuring quality in the inputs and processes becomes necessary if quality achievement is aimed at.

6.2.3 A strong focus on quality issues in elementary education underpins all efforts under SSA, which will increasingly become centre stage, as the programme advances. There is a clear outcome orientation within the programme, reflecting an understanding that inputs of different kinds, whether in the form of additional teachers, training programmes, textbooks etc. must translate into tangible outcomes that reflect improvement in the quality of classroom transactions, pedagogic practices and learning outcomes of children. SSA includes several features that seek to improve the quality of elementary education, (a) ensuring basic provisioning to enable improvement in the quality of classroom transactions; (b) large scale capacity building of States, for undertaking interventions for quality enhancement; and (c) evaluation of quality related processes and assessment of learning outcomes.

6.2.4 Quality issues in elementary education will therefore, revolve around the quality of infrastructure and support services, opportunity time, teacher characteristics and teacher motivation, pre-service and in-service education of teachers, curriculum and teaching-learning materials, classroom processes, pupil evaluation, monitoring and supervision etc. Indeed improvement of quality in these parameters and its sustenance is a matter of grave concern for the whole system of education. Some issues are mentioned below:

- (a) Providing for reasonably good school building and equipment to all schools;
- (b) Providing quality ECCE to all children until 6 years of age;
- (c) Ensuring a minimum of 4 to 5 hours per day of meaningful stay of each child in school;
- (d) Providing trained and committed teachers in all schools and really interested and oriented instructors for all EGS/AIE centres.
- (e) Improving the quality of existing pre-service teacher education;
- (f) Organizing quality in-service teacher education to all teachers on a periodical basis and with a follow up mechanism;
- (g) Creating and sustaining teacher motivation;
- (h) Revitalizing supervision system for quality elementary education;
- (i) Re-organization of curriculum to imbibe local needs and in-corporating the concerns of the National Curriculum Framework 2005;
- (j) Development of competency based and contextual teaching-learning material;
- (k) Improving teaching-learning processes to make them child centered, activity based, mastery learning oriented;
- (l) Providing for remedial teaching and enrichment programmes at due occasions in all classrooms;
- (m) Introduction of formative evaluation and grading system to make it stress free for children;
- (n) Reduction of curriculum load; and
- (o) Introducing participatory management of elementary education with community support.

6.2.5 Remedial Education - Very often children admitted to formal schools after undergoing a bridging programme face problems of adjustment to the formal environment. These children need to be helped for sometime through community-based volunteers. The scheme would support activities like home visits, weekly meetings with parents and children, remedial teaching of such children for a period of upto 4 months after their admission into formal schools.

6.3 APPROACH UNDER SSA FOR QUALITY ENHANCEMENT

6.3.1 **Sarva Shiksha Abhiyan will make efforts to take a holistic and comprehensive approach to the issue of quality. Efforts to decentralize the whole process of curriculum development down (grassroot level) to the district level will be made.** Reducing the load of non-comprehension by facilitating child-centered and activity-based learning will be attempted. Learning by doing, learning by observation, work experience, art, music, sports and value education shall be made fully integral to the learning process. Appropriate changes will be made in the evaluation system to make it more continuous and less threatening. Performance of children will be constantly monitored in consultation with parents but shall not be restricted only to cognitive areas. Teachers' role in preparation of textbooks and secondary learning materials will be enhanced. School timings will be made contextual. Based on a broad curriculum framework, districts would be free to define their content areas in their local contexts. State and national level institutions will facilitate this process of decentralized arrangements for development of curriculum and evaluation systems. Some guiding principles in curriculum and evaluation reform will be as follows:

- (a) Teacher/ community participation in material preparation and in developing a school vision;
- (b) Focus on good quality printing, illustrations for books along side improvement in content; freedom from 'cheapest syndrome' in matters of children's books;
- (c) Use of local dialects as language' in classes one and two;
- (d) Community-based and school-based projects for work experience;
- (e) Association of local artisans/workmen in school activities;
- (f) Primacy to cultural activities, art, sports, etc.;
- (g) Content based and motivational training for teachers;
- (h) Continuous assessment of students for all round development;
- (i) Facilitating child-to-child learning;
- (j) Looking upon quality improvement as integral to a holistic School Improvement Programme.

6.3.2 Norms approved under the scheme of Restructuring of Teacher Education will apply. Block/Urban Resource Centres and Cluster Resource Centres will be set up as per the norms mentioned earlier. They will function under the guidance of DIETs.

6.3.3 Efforts to identify teachers as resource persons will be attempted through adoption of objective criteria. Teachers as resource persons could then interact with pedagogy experts and other teacher educators to develop useful learning approaches for children. Efforts to recognize the unique learning needs of children must be made. The diversity of learning environments and learning approaches should be encouraged and teachers should have the freedom to experiment on a much larger scale.

6.3.4 The effective interface of teachers and teacher educators is critical for developing a context specific intervention. Study tours of teachers will be encouraged. NGOs with experience in pedagogy will be associated in developing capacity among teachers for innovative practices.

6.3.5 The distance education mode will continue to be an important input in the in-service education of teachers and other personnel in the area of elementary education. It will supplement the face-to-face training by using multimedia packages like audio-video programmes, radio broadcast, teleconferencing, etc. This will also facilitate dissemination of innovative practices of one region to others. DIETs would be the centre of activity at the district level. The state coordination would be done by SIETs/SCERTs. These State level organizations would take up capacity building activities of DIET personnel.

6.4 SOME SIGNIFICANT INTERVENTIONS UNDER SSA FOR QUALITY ENHANCEMENT

- (i) *Setting up of National Resource Group for Quality Education.*
- (ii) *Coordination with NCERT – Department of Elementary Education, Department of Measurement and Evaluation, Department of Teacher Education and 5 Regional Institutes of Education..*
- (iii) *Constitution of National Expert Group on Assessment in Elementary Education (NEGAAE)*
- (iv) *Reading Development Programme in Early Years with support from NCERT.*
- (v) *Establishment of Resource Groups at different levels (state /district /block /cluster).*
- (vi) *Active involvement of State SCERTs (21) and DIETs (556).*
- (vii) *Setting up and operationalizing Block and Cluster Resource Institutions.*
- (viii) *Documentation of good practices and sharing across States.*
- (ix) *Enhancement, convergence and collaboration among major academic bodies and NGOs at national/state/district level for quality enhancement.*

6.5 TEACHER RECRUITMENT, RATIONALIZATION AND MANAGEMENT

6.5.1 States have their own norms for recruitment of teachers and a lot of diversity exists in payments being made to new recruits. In many cases the appointing authority is the local Panchayat. The States will be free to follow their own norms as long as these are consistent with the norms established by NCTE. There will be no compromise on standards even though payments of less than the State pay scale as an interim measure may be adopted in States with large-scale vacancies. Rationalization of existing teacher units will be a priority. The presence of the non-governmental sector has to be taken note of before working out vacancies.

6.5.2 The programme will provide for primary and upper primary school teachers to ensure that there is no single teacher school. Overall, the effort will be to provide at least 1: 40 teacher pupil ratio. Qualifications of upper primary teachers will be as per state specific norms and the number of upper primary schools will be broadly as per the national policy norm. The practice of at least 50 % women teachers will be strictly followed.

6.5.3 **The support for newly appointed teachers' salaries (on a reducing basis) under the Sarva Shiksha Abhiyan will be for a ten year period. The sharing arrangement will be 85:15 in the IX Plan, 75:25 in the X Plan. For XI Plan & thereafter, it will be 65:35 for the first two years i.e. 2007-08 and 2008-09; 60:40 for the third year i.e.2009-10; 55:45 for the fourth year i.e. 2010-11; and 50:50 thereafter i.e. from 2011-12 onwards between the Central Government and State Governments/Union Territories other than NE States. For the 8 North-Eastern States, the fund sharing pattern between Centre and States shall be 90:10 under the programme in the XIth Plan period and till the end of the programme with the centre's share resourced from the 10% earmarked funds for the NE Region in the SSA's Central Budget.** Long term sustainable financing of teachers' salaries is likely to enthruse States to fill up teacher vacancies as per requirement. Assistance will not be available for filling up existing vacancies that have arisen on account of attrition. States that did not utilize the support under Operation Blackboard for a third teacher in Primary or an additional teacher in Upper Primary will be eligible for assistance for new posts created to meet the rising enrolment of pupils.

6.5.4 Sarva Shiksha Abhiyan will encourage decentralised management of teacher cadres. The local government should recruit and the community should have a say in the selection process. The Gujarat model of recruiting fully trained teachers on fixed pay as an interim strategy could be adopted in States with large-scale teacher vacancies. Sarva Shiksha Abhiyan would like to improve the accountability of the teacher vis-à-vis local community without diluting the standards for selection of teachers, as laid down from time to time by the National Council of Teacher Education.

6.5.5 Opportunities for the professional development of teachers have to be encouraged and all efforts to provide effective in-service training and orientation have to be made. The norms for Sarva Shiksha Abhiyan provides for effective in-service teacher training.

6.5.6 Arrangements for class room observation after training programmes, by the Resource Persons will be encouraged.

6.6 CURRICULUM AND TEXTBOOK DEVELOPMENT

6.6.1 The NCF 2005, developed by NCERT after extensive consultations, endeavours to reduce the curriculum load and make learning more enjoyable for

children. NCERT has prepared a three-phased programme for the development of textbooks from 2006-07 till 2008-09. The NCERT textbooks have attempted to incorporate the concerns articulated in the NCF regarding sensitivity for cultural diversity, gender and a child centered constructivist approach to learning. NCERT is supporting States in setting up Core Groups to review their syllabi in the light of NCF, 2005. ***These groups have to ensure that syllabi for all subjects, namely, social science, science, mathematics and Languages:***

- (a) Incorporate the values enshrined in the Constitution of India and the National Policy on Education in the Organization of Knowledge in all subjects.
- (b) Reflect sensitivity to gender, caste and class parity, peace, health and needs of children with disabilities.
- (c) Infuse environment related knowledge and concern in all subjects and at all levels.
- (d) Link school knowledge in different subjects and children's everyday experiences.
- (e) Ensure appropriateness of topics and themes for relevant stages of children's development.
- (f) Ensure continuity from one level to the next.
- (g) Make inter- disciplinary and thematic linkages between topics listed for different school subjects, which fall under discrete disciplinary areas.
- (h) Integrate work related attitudes and values in every subject and at all levels.
- (i) Nurture aesthetic sensibility and value by integrating the arts and India's heritage of crafts in every aspect of the curriculum.

6.7 REVIEW OF TEACHER TRAINING AND DEVELOPMENT OF PERFORMANCE STANDARDS

6.7.1 In order to address issues related to efficacy of teacher training, MHRD undertook a review of teacher training strategies and programmes, with a view to impacting the final classroom processes and learning achievement of children. An initiative called ADEPTS (Advancement of Educational Performance through Teacher Support) has been rolled out in 2007 – 08.

6.7.2 This was a collaborative exercise between MHRD, the States/ UTs, NCERT, TSG and UNICEF, for Advancement of Educational Performance through Teacher Support. It was felt that teacher training under SSA needed to be strengthened to become more outcome oriented. That is, inputs in training should translate into positive changes in classroom practices. For this purpose, it was first necessary to define the desired standards of teacher performance. Then, it should be possible to device appropriate teacher training programmes that enable teachers to perform at the identified levels.

6.7.3 The need for strengthening the teacher support systems, simultaneously, was also felt. In this context, the exercise of defining desired performance standards of trainers at different levels (DIETS/BRCs/CRCs/) was also undertaken.

6.8. SALIENT FEATURES OF THE GUIDELINES FOR IN-SERVICE TEACHER TRAINING:

6.8.1 NCERT has revised the guidelines for annual in-service training in the form of "The Reflective Teacher". The Key features of the guidelines developed by NCERT are :-

- (i) It takes into account the 'Constructivist' approach, as advocated in NCF 2005. This means that the teacher should act as a 'facilitator', and should work towards creating a variety of learning experiences in and out of the classroom that enable children to construct knowledge from activities and experiences in day to day

- life. The teacher is not to be a 'transmitter' of knowledge to passive recipients (the children).
- (ii) This approach requires teachers to be reflective, that is they need to become 'mindful enquirers' into their own experiences, to guide children meaningfully.
 - (iii) The guidelines advocate a 'split up' model of in service training, in which 6-8 days training is provided at the BRC/DIET level and 2 days training through actual observation of classroom situations. Thereafter, teachers are expected to return to their school settings for 2-3 months, to try out the recommended methodologies and ideas. At the end of the training programme, they once again return to the BRC/DIET for 2 days to share their experience and reflect on the new ideas before they complete the training.
 - (iv) The guidelines recommend a formal training duration of 10 days, as evident from above.
 - (v) In keeping with NCF 2005, the guidelines recommend training of teachers in areas such as art and heritage crafts, health and physical education, work education and education for peace, besides training in basic subjects like language, EVS and Mathematics.
 - (vi) The guidelines stress identification of training needs and development of appropriate training modules through BRGs/DRGs/SRGs. It is also recommended that the training design should emphasize local contextuality and specificities in the teaching learning situation.
 - (vii) A list of suggested readings, educational audio and video programmes for teachers have also been provided in the guidelines.

6.9 IMPROVING QUALITY LEARNING THROUGH LEARNING ENHANCEMENT PROGRAMMES (LEP)

6.9.1 Acquisition of literacy and numeracy skills plays a crucial role in children's learning process, especially in higher classes. Therefore SSA lays special thrust on acquisition of these basic skills in early years. States under SSA, in course of time, have realized its importance and have gradually moved from school improvement programmes and quality improvement programmes to Learning Enhancement Programmes (LEPs) with focus on basic skills in early grades and Science & Maths at upper primary level.

6.9.2 For implementing such innovative practices funds available for remedial teaching, teacher training, REMS, innovation and State/ District project management are generally being used for such interventions involving activities like material development, capacity building academic support, monitoring and evaluation. Also, to take the LEP to the scale funds upto 2% of the total outlay can be utilised subject to pre defined conditions. Budget available under Project Management (up to an upper limit of 6% of the total State budget) can be considered for the same. Out of the said 6% funds available, each State/ UT would be expected to design a Learning Enhancement Programme (LEP) using a maximum of 2%. The State would also provide a detailed plan of action for its project management related activities utilizing an upper limit of the 6% amount. For smaller districts where the management fund is insufficient to accommodate quality intervention within 6%, the limit may be observed at State level.

6.9.3 **Major parameters of LEPs.** *The Following major parameters may be considered during appraisal or approval of any Learning Enhancement Plan in a District/ State/ UT:*

- (i) Objectives of the programme should focus on learning enhancement of students in selected subject areas over a stipulated period.
- (ii) Provision for learning achievement surveys (baseline, mid term and end term) would be made to track children's performance over the period.
- (iii) Information about the background of children, their learning difficulties, challenges related to their performance along with the total number of children to be covered.
- (iv) Type of materials to be developed for students, teachers, trainers and other stakeholders.
- (v) Role and functions of key personnel like teachers, CRCs, BRCs, DIETs, community and others who will implement the programme and strategies for their capacity building.
- (vi) Information about the pedagogic principles including strategies for learning tracking to be adopted during the programme.
- (vii) Strategies for evaluation of the intervention internally and externally.

6.9.4 **A State/ UT will provide a detailed plan for a District/ State specific Learning Enhancement Programme related to reading, mathematics and science by using up to a total of 2% from the Programme Management cost of 6%.**

(Ref.F.No.2-3/2005-EE.3 Dated on 29.8.2007)

6.10 NCERT SUPPORT FOR READING ENHANCEMENT PROGRAMME FOR EARLY GRADES:

6.10.1 'Reading' is a very important area in the primary stage curriculum. The National Curriculum Framework 2005 also advocates creation of opportunities for reading and developing a print rich environment in schools. NCERT's learning achievement surveys have shown low achievement in early grades, in basic literacy and numeracy.

6.10.2 Basic education of good quality should facilitate the acquisition of skills in literacy and numeracy, at the appropriate time. This is the foundation on which other competencies are built later. If the foundation is weak, subsequent learning is impeded. As part of the quality enhancement agenda under SSA, NCERT has launched a reading programme for the early grades of the primary stage, as an exemplar for States to build their own programmes for strengthening children's reading skills. **The objectives of this programme are as follows:**

- (i) To select, procure and also develop new graded reading materials for children (Classes I and II) in Hindi and English
- (ii) To design and create a reading corner in each of the selected schools in the pilot project.
- (iii) To orient teachers in reading pedagogy
- (iv) To create awareness among teachers as well as community for developing a reading culture
- (v) To devise strategies for wide dissemination of existing and new developed reading materials

- (vi) To publish a magazine once in two months for children including compositions/writings done by children
- (vii) To develop a teacher's manual for utilization of the reading materials
- (viii) To develop guidelines for setting up of reading cells across States
- (ix) To identify and document the activities of NGOs working in this area
- (x) To evaluate and document the process of the pilot project in the form of periodic reports.

6.11 ACADEMIC FOCUS OF BRCs/URCs AND CRCs

6.11.1 *BRCs/URCs and CRCs have been conceptualized under SSA based on their good performance in initiatives such as DPEP, Lok Jumbish, Shiksha Karmi, etc. Presently nearly all BRCs/URCs and about 95% CRCs are operational in the country. However, much of their potential as academic resource centers are yet to be realized and their role and functions are to be academically channelised. BRCs/URCs and CRCs need to function as resource centers near the schools to study the problems and issues related to quality through effective use of DISE, household survey, Quality Monitoring Tools etc. Accordingly they need to design strategies to address the academic issues. Some of the major academic roles of BRCs/URCs & CRCs are outlined below.*

- (a) *Development of the Center as a rich academic resource center with ample resource/ reference materials for concerned teachers.*
- (b) *Development of strong resource pools by inviting resource persons from nearby teacher education institutions, NGOs, Colleges/ Universities and resourceful individuals form Resource Groups in different subject areas for primary and upper primary level.*
- (c) *Regular school visits for addressing emerging pedagogic issues and issues related to school development.*
- (d) *Organization of teacher training and monthly meetings to discuss academic issues and design strategies for better school performance.*
- (e) *Setting up of performance indicators to track and enhance school performance.*
- (f) *Consultation with community members and Panchayati Raj Institutions to strive for school improvement.*
- (g) *Design a Quality Improvement Plan for own block/ cluster as per the SSA goals and strive to achieve that in a time bound manner.*
- (h) *Monitor the progress of quality using Quality Monitoring Tools in collaboration with nearby DIET.*

6.12 QUALITY ISSUES AT UPPER PRIMARY STAGE

6.12.1 Since Sarva Shiksha Abhiyan covers the Upper Primary stage also, the focus in quality interventions would have to be on meeting the complex needs of this stage in terms of teacher qualification, competency, subject specific deployment in schools, academic support through BRCs/CRCs, training needs of teachers, classroom based support and supervision issues. Since SSA will be one of the first major programme interventions at Upper Primary stage (OBB, LJP, BEP, EFAUP had Upper Primary

components), greater clarity with regard to the specific needs of this stage will emerge in the course of programme implementation.

6.12.2 As large number of children are transiting from primary to upper primary stage, the focus from XIth plan is on promotion of upper primary level. The SSA programme will orient itself by supporting the States for the following:-

- (i) Provision of upper primary schools wherever gap exists within the norms;
- (ii) Providing for subject specific teachers in Maths and Science at upper primary level.
- (iii) Enhancement of Science & Maths learning through specific programme inputs.
- (iv) Provision of free text books to all children within the ceiling of Rs.250/- per child.
- (v) Furniture for upper primary schools for more conducive learning environment @ Rs.500/- per child subject to certain conditions.
- (vi) Providing for Computer Aided Learning at upper primary level.

6.13 USEFUL AND RELEVANT EDUCATION AND EDUCATION FOR LIFE

6.13.1 One of the goals of Sarva Shiksha Abhiyan is to promote education for life. The debate on learning skills and life skills is an old one in India. There is a lot to learn from the Basic education system advocated by Mahatma Gandhi and the 'Nayee Taleem' advocated by Dr. Zakir Husain. The whole issue of relevance of education has been raised in the context of education for life. A lot of experts feel that education is not just the process of imparting literacy and numeracy. It is actually a process of socialization that helps children cope with the natural and the social environment. They have therefore, emphasized the need to develop a school system that builds on the solidarities in societies and tries to learn from the natural environment. The pursuit of useful and relevant education would imply a much greater focus on integrating physical and mental development.

6.13.2 The Sarva Shiksha Abhiyan would encourage States to focus on total development of children. Encouragement to sports, cultural activities, Project work involving interaction with social and natural surrounding, activity based learning, exposure to life skills with regard to health, nutrition, professions, etc. Such a focus will entail looking upon a school as a social institution that is the hub of community activities. Encouragement to work experience would require the attachment of children with professionals, farmers, artisans, in order to master the social and natural context.

6.13.3 The shift in focus should result in a greater involvement of a number of extension workers in schools. Agriculture Extension Workers, Health Workers, Aanganwadi Workers, extension workers in artisan based programmes, activities of the Khadi and Village Industries Corporation, learning from traditional wisdom by interaction with the respected senior citizens in an area, etc. should form an integral part of the strategies of education for life. Children should be encouraged to think and observe independently and the classroom should be a forum for interaction.

6.14 RESEARCH, MONITORING AND EVALUATION

6.14.1 As Sarva Shiksha Abhiyan emphasizes quality education, it is necessary to periodically monitor and evaluate all aspects of pedagogical inputs like curriculum and textbook development, teacher training packages and class room processes, amongst others. In this effort the role of community assumes paramount significance. The community leaders and groups need to be sensitized on issues

related to monitoring of children's progress and other quality related school activities. Existing VECs, PTAs, SECs, MTAs, SMCs, etc., should be involved in this process by organizing fortnightly/monthly meetings in the schools.

6.14.2 In order to assess enhancement in children's learning achievement and progress, after the launch of Sarva Shiksha Abhiyan, a periodic assessment every three years should be done at the primary and upper primary stages, using the BAS findings as a reference point.

6.14.3 Research groups at the State, district and sub-district levels would be constituted to facilitate quality improvement in teaching-learning. State, district, block and cluster resource groups would function in collaboration with the SCERTs, DIETs, BEOs/BRCs and CRCs respectively. Information regarding the constitution and functioning of these groups would be incorporated into the Project Management Information System.

6.14.4 Research plays an important role in implementation of the programme. Studies are mainly conducted at both national level and State level to provide feedback on effectiveness of the different inputs, to highlight the problem areas in implementation and to suggest changes in interventions to make them more effective. The SSA encourages research & evaluation as an on going continuous process.

6.14.5 NATIONAL LEVEL RESEARCH STUDIES

- a. Mainly conducted by NCERT, NUEPA and Technical Support Group (TSG) of Ed.CIL.
- b. Mainly, NCERT is responsible for conducting national pupil achievement surveys.
- c. The Research, Evaluation & Studies Unit (RESU) of TSG plays major role in getting large scale studies / surveys conducted on issues arising from analysis of EMIS; need felt during the implementation of programme or on suggestions made by National Resource Group / Sub-Mission / JRM.
- d. The Research Advisory Committee (RAC) at National level is comprised of experts in education and allied areas from all over the country. Their prime role is to discuss research issues and to suggest new studies to be undertaken.
- e. The Committee for Approval of Research Projects (CARP) is chaired by Secretary (SE&L), Ministry of HRD and comprises of eminent professionals from different national institutions, NGOs and other organizations approves the studies that will be commissioned under the SSA. The CARP also approves the budget for these studies.
- f. After the topic of research is decided, an outline of research proposal is developed by RESU and then proposals are invited from NGOs, Universities and other organizations either by advertisement or by selecting agencies on the basis of their reputation and contribution in research.
- g. For the studies involving several States, effort is made to develop a common methodology and to prepare the tools of data collection centrally by RESU with the help of external resource persons. Also detailed sampling plan is developed and even samples of schools or villages are drawn centrally for all the participating States, to facilitate data collection and to ensure uniformity in sampling across states. This is particularly important since usually different agencies are selected for conducting the study in different States.

6.14.6 STATE LEVEL RESEARCH STUDIES

Every State is expected to have a State Research Advisory Committee or State Research Approval Committee / State Resource Group comprising of eminent professionals in education from state level institutions, universities, national or state level Research organizations and NGO's. Their role is to approve and suggest topics of research studies keeping in view of state needs and to review the completed studies. States will develop their own procedures of commissioning research studies such as by empanelling agencies and inviting proposals from them or through advertisement in newspapers.

6.14.7 DISTRICT AND SCHOOL LEVEL RESEARCH STUDIES

At district level there are District Resource Groups comprising of representatives from DIETs, other educational institutions, NGOs and eminent professionals in education and allied science. Studies are undertaken by DIETs at district level, while Action Research studies are conducted by teachers in schools on problems identified by them. Financial assistance for such studies is provided from the SSA funds for REMS at State level, while training programmes for teachers in Action Research are conducted at district level.

6.14.8 Upto Rs.1500 per school per year will be available for Research, Monitoring and Supervision, out of which Rs.200 per school per year to be spent at national level. Rs.1300/- per school per year will be available at State level subject to the conditions laid down under Norm No. 15.

(Ref: F.2-3/2005 – EE.3 dated –22nd February, 2008. This amendment takes effect from 1-4-2008)

6.15 MONITORING SYSTEMS FOR MONITORING QUALITY ASPECTS IN SSA

- 6.15.1** (a) *All States have ongoing learning assessment systems to keep track of children's learning achievement and pedagogical improvement.*
- (b) *A computerized annual educational MIS system (DISE) is operational in the country. In 2006-07, it covered 609 districts. The DISE includes several quality related parameters inter-alia, student-classroom ratio, teacher-pupil ratio, teacher profiles (educational qualifications, teacher training, female teachers, etc.) and examination results at exit primary and upper primary classes.*
- (c) *National Pupil Achievement Sample Surveys by NCERT every 3 years for Classes III, V, VII and VIII*
- (d) Karnataka State Quality Assessment Organisation (KSQAO)
- (e) The States are also encouraged to undertake independent learning achievement surveys to assess performance of their students. Some of the State specific large scale independent initiatives include Karnataka State Quality Assessment Organisation (KSQAO leading to Karnataka Schools towards Quality Education – KSQE in subsequent years), Gujarat Achievement Profile (GAP), etc. where students are tested through independent agencies and learning gaps are identified.
- (f) *Quarterly meetings by Government of India with State Pedagogy Coordinators and SCERT representatives are held to review progress in quality*

dimensions/interventions, plan future strategies, exchange good practices and build capacities of States.

- (g) *41 external monitoring institutions, (including University Departments, Social Science Institutions etc) also monitor all aspects of implementation of SSA and provide reports on a half yearly basis.*

6.15.2 NCERT'S QUALITY MONITORING TOOLS - A continuous and comprehensive monitoring and supervision system has been developed by the NCERT in the form of quality monitoring tools. Major quality dimensions of elementary education covered under these formats are:

- (a) *Children's Attendance*
- (b) *Community Support and Participation*
- (c) *Teacher and Teacher Preparation*
- (d) *Curriculum and Teaching Learning Material*
- (e) *Classroom Practices and Processes*
- (f) *Learners' Assessment, Monitoring and Supervision*

6.16 RESOURCE GROUPS AND RESPONSIBILITY CENTRES

6.16.1 The Sarva Shiksha Abhiyan emphasizes quality improvement in elementary education for which it deems necessary that resource groups and responsibility centres from national to sub-district levels are identified. These groups would oversee the policy, planning, implementation and monitoring of all quality related interventions. Their major role would be to advise and assist at various levels in curriculum development, pedagogical improvement, teacher education/training and activities related to classroom transaction.

6.16.2 In order to facilitate a decentralized mode of education, these groups would need to be constituted at various operational levels, namely - National, State, district and sub-district. The following could be involved in the groups:

- (a) **National level** - NCERT, NUEPA, Ed.CIL (TSG), Universities, NGOs, experts and eminent educationists.
- (b) **State level** - SCERT, SIEMAT, Universities, IASEs/CTEs, NGOs, experts and eminent educationists.
- (c) **District level** - DIETs, representatives from DPEP District Resource Group, higher educational institutions, innovative teachers from the districts, NGOs.
- (d) **Sub-district** - URC/BRC/BEO, representatives from CRCs, innovative teachers.

6.15.3 NATIONAL RESOURCE GROUP OF SSA: The National Resource Group of SSA has been constituted vide Ministry's Notification No. F52-1/2004-EE-17 dated 9th April 2008 to advise Central and State Governments on all aspects of quality improvement in elementary education, through SSA and related programmes, with special reference to the following:

- (i) Curriculum and syllabus
- (ii) Quality and content of textbooks
- (iii) Development of other teaching learning materials
- (iv) Laying down of minimum levels of learning and their incorporation in curricula, textbooks and teaching process
- (v) Monitoring learner achievement vis-à-vis MLL's and action for improving attainment levels.
- (vi) Appropriate pedagogic and evaluation practices

(vii) In service training of elementary teachers and elementary teacher educators, in the context of SSA.

6.15.4 NATIONAL EXPERT GROUP ON ASSESSMENT IN ELEMENTARY EDUCATION (NEGAE):

To improve the quality of the Learning Achievement Surveys under SSA and to strengthen the existing learning assessment systems in States, a National Expert Group on Assessment in Elementary Education (NEGAE) has been constituted under SSA. The expert group is to advise NCERT for the conduct of achievement surveys and to develop a Systemic Quality Index that will help State Governments and other institutions to interpret the outcomes of achievement surveys.

CHAPTER- VII

IMPROVEMENT OF SCHOOL FACILITIES AND OTHER CIVIL WORKS

7.1 IMPROVEMENT OF SCHOOL FACILITIES

- 7.1.1** Community participation should be the only means of undertaking any civil works in improvement of school facilities. Experiments in community participation under Lok Jumbish and DPEP in many States have been very encouraging and such experiments will be further carried out. The Sarva Shiksha Abhiyan would first of all try to mobilize resources under Rural Employment Programme and other developmental schemes for constructing school buildings.
- 7.1.2** Each State must formulate a strategy for repair. The community would have to come forward to maintain school facilities if any investment is proposed in a village. An annual support to the community for repair and maintenance is envisaged under the SSA. **The upper ceiling is based on the actual need and the willingness of the community to contribute.** The money will be credited to the VEC. Community involvement is a must. The school infrastructure has to be well maintained. The Lok Jumbish Project has had significant success by adopting this procedure. The expenditure will not be included for calculation of the 33% ceiling on civil works.
- 7.1.3** The allocation for civil works will not exceed 33% of the approved Perspective Plan. The ceiling of 33% would apply on the entire project cost based on the Perspective Plan prepared for the period till 2010. However, in the finalization of a particular year's plan, provision of civil works can be made at a higher level depending on the priority assigned to various components of the programme. **However, in a particular year's annual plan, provision for civil works can be considered upto 50% of the annual plan expenditure, within the overall project ceiling of 33%.**
- 7.1.4** **There are large number of schools that cannot be repaired under the available maintenance grant. To facilitate the availability of funds for major repairs, civil works component allows major repairs upto Rs.150 crore per annum under SSA subject to the conditions laid down in Norm No.7 (b).**
- 7.1.5 FURNITURE FOR UPPER PRIMARY SCHOOLS** - There is a continuous demand for providing furniture to children in schools for a more conducive learning environment, especially to address learning needs of geometry/geography/Science at upper primary level, where working on the floor poses severe challenges to children. The SSA Framework provides for Rs.50,000/- per new upper primary school for setting up school equipment. New schools therefore get an opportunity to buy some furniture. However, existing Government upper primary schools are often without facility of furniture. 33% of the total allocation under SSA is embarked for civil works. The average utilization for civil works during the last 3 years and sanctions for 2007-08, show a declining trend in civil work costs, which is likely to continue in the coming years, as more and more States saturate school infrastructure requirements. Analysis shows that allocations were less than 33% in many States in the AWP&B 2007-08. Therefore, wherever, the States/UTs' have achieved substantial progress in filling up infrastructure gaps and the civil works requirement is less than 33% of the total district outlay, furniture to Government Upper Primary Schools @ Rs.500 per child as a one time grant can be given, provided the civil work ceiling inclusive of furniture for children, is not more than 33% of the district outlay. It is also mandatory that funds are not pooled and procurement will be done by the Village Education Committee (VEC), School

Development and Management Committee or equivalent bodies for rural urban areas.

(Ref. F 2-3/2005-EE-3 dated 29-8-2007)

- 7.1.6** The participation of the community in all civil work activities will be mandatory in order to ensure a sense of ownership **and a departure from contractor driven approaches**. Engagement of contractors will not be allowed under the Sarva Shiksha Abhiyan. School Management Committees/ Village Education Committees/ Gram Panchayat Committee on Education will have to carry out the civil works activities through a transparent system of account keeping. The DPEP and Lok Jumbish Project have developed effective community based approaches for civil works. These will be mandatory in all Sarva Shiksha Abhiyan districts.
- 7.1.7** The principle of social audit could be accepted for minor repairs. The School Management Committee/ Village Education Committee could certify the maintenance and repair work undertaken in a school. For larger repair and maintenance as well as new construction, technical provisions will be followed. The technical provisions however, have to be totally demystified (as has been done under the Lok Jumbish Project) and the communities' right to know the cost parameters has to be fully respected.
- 7.1.8** Efforts to improve the school environment by addition of a few inexpensive internal and external elements will be made. New building designs developed in Lok Jumbish and DPEP would be adapted to promote child centred learning. Use of local materials and cost effective technologies will be encouraged. A civil works innovation fund will be set up in each State/UT to encourage experimentation with design. **Repair and maintenance of buildings will be given the top most priority.**
- 7.1.9** A large number of (more than 100) building designs for schools have been developed in DPEP districts. These designs, apart from being attractive, are child centred, functional and in tune with the new pedagogical concepts. The publication called **"Building rural Primary schools" published by the Ed.CIL and the building construction manuals developed by the Lok Jumbish Project may be utilized by all the States / districts to develop their civil works plan.** The States may make use of designs already developed under DPEP/ Lok Jumbish Project in their specific local contexts. Incorporation of child-friendly internal and external elements will be mandatory in all the new construction and repair works.
- 7.1.10** SSA will encourage use of local construction materials and low cost technologies. This would require a large amount of capacity building, including training of engineers and masons in these technologies. Apart from the Technical Resource Group of SSA, assistance of Resource institutions like HUDCO may also be sought for this purpose.
- 7.1.11** Civil Work innovation fund of upto Rupees 50 lakh may be set up by each State. This fund may be created from the State funds or funds provided for Research, Evaluation, Supervision and Monitoring.
- 7.1.12** Civil works under SSA should start with a proper assessment of the infrastructure requirement for each district. There need to be a school-wise compilation of physical and monetary requirements. The attempt should be to find out the minimum money required to provide adequate infrastructure to each school including repairs, toilets, drinking water, boundary wall, etc. Provision of additional classrooms is to be considered only after exploring possibility of repairs and double shifts. Once the total requirement for the district is obtained, one needs to find out how much of this requirement can be funded through the on going schemes and therefore what is the gap that is required to be funded through SSA.

7.2 DRINKING WATER AND TOILET FACILITIES

7.2.1 Provision of drinking water and toilet facilities is one of the basic requirements in a school. There are a number of studies now available to establish the contribution of these facilities in access and retention of children. There is almost a direct correlation between the drop-out of girls at upper primary level and the availability of sanitation facilities within the school. However, in spite of large scale provisioning of schooling facilities in the last decade, there is still a large gap with respect to toilet and drinking water facilities and it is unlikely that the gap with regard to toilet and drinking water can be fully met through SSA funds. Hence convergence with other schemes, specially of the Ministry of Rural Development, Government of India is crucial to achieve 100% coverage of such facilities.

7.2.2 Department of Drinking Water Supply in the Ministry of Rural Development, Government of India has got provision under Accelerated Rural Water Supply Programme (ARWSP) to cover rural schools with drinking water facility. Further, Total Sanitation Campaign (TSC) provide toilet and urinals for rural schools. In this regard, there is a need to make a realistic assessment of the total number of schools to be covered at the State, district and village panchayat levels. The agencies responsible for implementing DPEP and SSA and drinking water and sanitation programmes will coordinate their efforts to ensure coverage of all schools.

7.3 IMPROVEMENT OF PHYSICAL EDUCATION AND SPORTS FACILITIES

7.3.1 The importance of physical education in the curriculum for primary and upper primary schools cannot be over emphasized. It has been recognized that exercise and play are crucial inputs into the overall physical and social development of children in the 6-14 year age group.

7.3.2 Traditionally in many states, inter-school, block and district level sports competitions were organized regularly by the State Education Department or the district level sports offices. This tradition needs to be maintained & enhanced or initiated in all schools and all districts of the country.

7.3.3 Sarva Shiksha Abhiyan (SSA) offers an opportunity for re-emphasising the important role of games, yoga and sports in the all-round development of children. The Ministry vide D.O. letter No. F 2-3/2005-EE.3 dated 29/9/2005 has issued instructions regarding use of funds under Civil Works/Maintenance grant for adopting child friendly elements where possible, by providing for play facilities like swings, seesaws etc. in school compounds, funds under innovative activities for promotion of Scouts and Guides activities and Panchayat, Block and District level competitions; and funds under School Grant for purchase or replacement of sports equipment at the school level as also for sport awards if necessary.

7.4 RESIDENTIAL HOSTELS FOR CHILDREN IN REMOTE AND SPARSELY POPULATED BLOCKS OF TRIBAL, DESERT AND HILLY DISTRICTS, UNDER SSA

7.4.1 *Upper Primary Schools are provided as per State norms of distance and population. In some remote, sparsely populated areas, it may be difficult to set up primary/ upper primary schools due to the small number of children. Therefore adequate residential schools need to be provided at locations that can provide access to a group of small habitations.*

7.4.2 Sarva Shiksha Abhiyan (SSA) provides for construction of school infrastructure as per State norms. States, by themselves do not have norms for hostels at upper

primary level. Therefore, under SSA the States would be allowed to construct residential hostels, for both boys and girls in the compound of existing Government upper primary schools, one per block, in the blocks which have a population density of less than 20 persons per square Km (remote and sparsely populated blocks of Tribal, Desert and Hilly Districts) as per KGBV construction norms, and preferably the design should be an inclusive one for CWSN as well. Running costs of hostel facilities would be met by States through dovetailing with other schemes or from Innovative funds for girls/ SC/ ST children under SSA, as per norms approved by the EC of the State/ UT SSA programme. *The civil works costs of the hostels will be within the existing ceiling for civil works per district.*

(Ref.F-2-3/2005 EE-3 dated 29.8.2007)

7.5 CONSTRUCTION OF BUILDINGS FOR KASTURBA GANDHI BALIKA VIDYALAYAS

7.5.1 The KGBV scheme was launched in July, 2004 for setting up residential schools at upper primary level for girls belonging predominantly to the SC, ST, OBC and minority communities. The scheme is being implemented in educationally backward blocks of the country. The Kasturba Gandhi Balika Vidyalaya scheme has been merged with Sarva Shiksha Abhiyan in the XIth Plan with effect from 1st April, 2007. The Scheme envisaged three models.

7.5.2 The States will develop their own innovative designs for KGBV buildings. The construction of KGBV can be done by the Programme Implementation Society.

7.6 THIRD PARTY EVALUATION

Apart from strengthening its own set-up for civil works, the States should engage an independent agency to undertake the day to day inspection of the sites where construction work is being undertaken. This agency should be in direct contact with the SPD/DPC office. This would not only increase the efficiency of the engineering staff but also apprise the SPD/DPC office of the status of civil works as being executed at site. The Third Party Inspection team and the proposed technical staff should also be asked to certify the quality of material being used for the construction activity. Simple testing techniques should be devised and undertaken for testing the material at site.